Performance audit report on National Programme for Nutritional Support to Primary Education (Midday Meal Scheme)

Highlights

The Midday Meal Scheme is a laudable programme of the Government of India designed to improve the status of primary education by addressing the societal problems of poverty and hunger. Several improvements have been made in the contents of MDM as the scheme progressed. For instance, in the revised scheme of 2006, the calorie content has been increased from 300 calories to 450 calories and the protein content from 8-12 grams to 12 grams. The performance audit has sought to examine the implementation of the scheme and suggest ways whereby the delivery of the scheme can be improved and direct and indirect outcomes are measured and evaluated. Following are the highlights of the audit findings.

- **Even after more than a decade of running the programme, there is a lack of clarity regarding the objectives to be achieved by the scheme. There was a qualitative shift in the focus of the Scheme in September 2006 from education (with its emphasis on enrolment, learning levels and attendance) to nutrition and health.**

- **Ministry had not assessed the impact of the programme in terms of increase in enrolment, attendance and retention levels of children. The data collected from schools selected for audit did not disclose any definite pattern in enrolment, attendance and retention levels of children over the years.**

- **The Ministry has been unable to establish a system of reliable data capture and reporting by the states. Many states resorted to over-reporting of the enrolment while projecting the requirement of funds. There was no system of cross checking the data of enrolment furnished by the state Governments.**

- **One of the objectives of the scheme was to positively impact the nutritional and health levels of primary school children; which was the main objective of the revised scheme in September 2006. The Ministry was yet to collect data on the nutritional status of children covered under the midday meal scheme. Nor were linkages with the Ministry of Health and Family Welfare for the**

health checks prescribed under the scheme followed up by the Ministry. In most states the children were not administered micro nutrient supplements and de-worming medicines.

- **The audit of the implementation of the scheme countrywide displayed weak internal controls and monitoring. The provisions for programme evaluation and regular monitoring and inspections in the scheme design, were not effectively followed nor the results analysed for review of errors and introduction of changes on the basis of lessons learnt. The steering and monitoring committees set up by the Ministry to monitor the scheme at national and state level did not meet regularly. While at the national level, the committee met only twice since its inception in 2005 against the scheduled five meetings, the states fared even worse.**

- **In most of the schools sample checked in audit, regular inspections were not carried out to ensure the overall quality of midday meal served and nor were basic records such as issue and receipt of foodgrains, meal quality and evidence of community participation (through village education committees and parent teacher associations) maintained.**

- **Audit of the implementation of the scheme in the states disclosed leakages, deficient infrastructure, delayed release of funds and inflated transportation costs etc.**

- **The Ministry failed to put in place an effective system to ensure that teachers are not assigned the responsibilities that would interfere with teaching activities. Many instances of the teachers spending considerable teaching time in supervising the cooking and serving of meals were noticed, resulting in loss of teaching hours.**

Summary of recommendations

- **The Ministry should set realistic and specific objectives and goals for the scheme. It should prescribe outcome indicators to measure and report on improvements in education, health and nutrition. It should use/analyse the data received from the states for such an evaluation.**

- **The Ministry should vigorously coordinate with the state governments to ensure that the data on enrolment, attendance and retention flows from the school level to state level in a transparent manner with records of compilation maintained at each level i.e. school level, district level and state level. Periodical checks should be arranged to crosscheck the data for accuracy. It should provide for analysis of feed back received and take remedial action, when required.**

- **The analysis of outcome indicators and reporting should be brought into an online periodic MIS as far as possible, so that the evaluation flows easily from the data available in real time.**

- **The Ministry needs to establish a system to ascertain the improvement in nutritional levels of the children. The Ministry should coordinate with the state governments and ensure maintenance of health cards in all the schools to monitor the health status of the children.**

- **The Ministry/States should ensure that adequate infrastructure *viz.* provisions of kitchen sheds, kitchen devices and facility of drinking water are available in all schools. It should put in place a system to ensure that the teaching time of the teachers is not lost in connection with the midday meal and there is no adverse impact of the scheme on the primary objective of education.**

- **The Ministry/State governments need to strengthen the internal controls as well as the inspection and monitoring mechanism at all levels. Accountability for maintenance of records at various levels should be prescribed and monitored.**

PERFORMANCE AUDIT ON NATIONAL PROGRAMME FOR NUTRITIONAL SUPPORT TO PRIMARY EDUCATION (MIDDAY MEAL SCHEME)

1. Introduction

The National Programme of Nutritional Support to Primary Education (commonly known as the Mid-Day Meal Scheme) was launched as a Centrally-Sponsored Scheme in August 1995. The scheme was intended to

(i) boost the universalisation of primary education by increasing
  (a) enrolment;
  (b) retention; and
  (c) attendance; and

(ii) simultaneously impacting on the nutritional status of students, in primary classes country wide, in a phased manner by 1997-98.

The scheme initially focused on children at the primary stage (class I to V) in government, local body and government-aided schools. It was extended in October 2002 to cover children studying in the centres under Education Guarantee Scheme (EGS) and Alternative & Innovative Education (AIE). Central support was provided by way of free supply of foodgrains through the Food Corporation of India (FCI) at the rate of 100 grams per student day, where cooked meals were served and at the rate of 3 kg per student per month, where foodgrains were distributed and subsidy for transport of foodgrains from nearest FCI depot to the primary school subject to a maximum of Rs. 50 per quintal.

In December 2004, the Union Ministry of Human Resource Development, Department of Elementary Education and Literacy revised the guidelines for the Scheme. These guidelines emphasised providing of cooked meals with minimum 300 calories and 8-12 grams of protein content while simultaneously providing for essential micronutrients and de-worming medicines.

The guidelines provided for special focus on the enrolment, attendance and retention of children belonging to disadvantaged sections. Nutritional support to students was also provided during summer vacations in drought-affected areas. The Ministry also provided financial assistance to the state governments for management, monitoring and evaluation (MME).

The Ministry revised the scheme again in September 2006 with the following objectives:

(i) Improving the nutritional status of children in classes I-V in government, local body and government aided schools, and EGS and AIE centres;

(ii) Encouraging poor children belonging to disadvantaged sections to attend school more regularly and help them concentrate on classroom activities; and

(iii) Providing nutritional support to children of primary stage in drought-affected areas during summer vacation.

The nutritional value of the cooked mid day meal was increased from 300 to 450 calories and the protein content therein from 8-12 grams to 12 grams. The scheme of 2006 also provided for adequate quantities of micronutrients like iron, folic acid, vitamin-A etc.

2. Organisational set up

The Mid-day meal scheme is approved, funded and monitored by the Ministry of Human Resource Development (Department of Elementary Education and Literacy). The Joint Secretary (Elementary Education-I) is in-charge of the scheme under the overall supervision of the Secretary, Department of Elementary Education and Literacy. One Deputy Secretary and one Deputy Education Adviser assist the Joint Secretary (Elementary Education-I) in discharging his duties under the scheme.

The implementation of the scheme rests with the state/union territory governments. Each state has its own implementing, monitoring and control structure.

3. Budget and expenditure

The details of budget allocations and expenditure as per the Appropriation Accounts of the Ministry of Human Resource Development are shown below:

(Rupees in crore)

Year	Total grant as per Appropriation accounts	Expenditure as per Appropriation accounts
2002-03	1099.03	1099.09
2003-04	1375.00	1375.00
2004-05	1588.55	1588.55[1]
2005-06	3186.34	3184.00
2006-07	5234.27	5230.74

The expenditure excludes value of subsidy of Rs. 6898.29 crore[2] allowed on supply of foodgrains for the scheme during the years 2002-03 to 2006-07.

4. Input system for the scheme:

Central assistance was provided to the states by way of:

(i) free supply of foodgrains from the nearest godown of FCI at the rate of 100 grams of wheat/rice per student per school day (cost of which was reimbursed to FCI by Government of India);

(ii) reimbursement of actual cost of transportation in the form of subsidy for transportation of foodgrains from the nearest FCI Depot to the primary schools, subject to a maximum of Rs. 50 per quintal with additional cost to the States which were hilly, economically backward and/or lacked rail facilities[3];

Rates were revised from October 2004 raising the subsidy to Rs. 100 per quintal for special category states and Rs. 75 per quintal for other states/union territories;

(iii) Cost of cooking (including ingredients such as pulses, vegetables, cooking oil, condiments, cost of fuel and wages payable to the cooking agency) was being met by the states until September 2004. However, from 2004-05, the Government of India allowed the state governments to earmark a maximum of 15 *per cent* of the additional Central assistance (ACA) under the Pradhan Mantri Gramodaya Yojana (PMGY) for meeting cooking costs. Assistance for cooking costs at the rate of Rs. 1.00 per child per school day was provided from September 2004 in addition to the above ACA of 15 *per cent*. Rates of assistance for cooking costs were revised to Rs. 1.80 per child per school day for special category states in the Northern Eastern Region provided these states contributed a minimum 20

1 There was difference of Rs. 1232 crore in the expenditure as per records of the Ministry (MDM Division) and as per Appropriation Accounts. Ministry stated (September 2007) that the amount was released as additional central assistance by Ministry of Finance to states directly.

2 Calculations based on the difference between economic rate and the BPL rate of foodgrains.

3 Arunachal Pradesh, Himachal Pradesh, Jammu and Kashmir, Manipur, Meghalaya, Nagaland, Mizoram, Sikkim, Tripura, Assam and Uttarakhand.

paise (Rs. 1.50 per child per school day for other states/union territories provided these contributed minimum of 50 paise) from 16 June 2006;

(iv) Physical infrastructure such as kitchen-cum-store, adequate water supply for drinking and cooking, cooking devices, containers for storage of foodgrains and other ingredients and utensils for cooking and serving were to be provided by States/local bodies by utilising their funds along with those available under various centrally-sponsored schemes. Assistance to construct a kitchen cum store up to a maximum of Rs. 60,000 per unit per school and replacement of kitchen devices at the overall average cost of Rs. 5000 per school was also provided w.e.f. 16 June 2006 under the National Programme of Nutritional Support to Primary Education; and

(v) Assistance for Management, Monitoring & Evaluation (MME) at a rate not less than 0.90 *per cent* of the total assistance on items such as foodgrains, transport cost and cooking cost was provided only from 2004-05. This was increased to a minimum of at least 1.8 *per cent* of such assistance from 2005-06. However, 0.2 *per cent* of such assistance was retained/utilised by the Central Government out of the total 2 *per cent* provided in the scheme.

A tabular break-up of the contribution of the Union and State Governments to the financing of the mid day meal scheme has been detailed in **Annex–IA.** A flow chart capturing the details of various activities involved in the implementation of the scheme is given in **Annex-IB**.

5. Implementation: Responsibilities of the state governments

As per the original scheme of 1995, the implementing agencies of the programme were local bodies/authorities such as Panchayats and Nagarpalikas. The Union Government assisted these bodies in implementing the programme by providing foodgrains from the nearest FCI godowns free of cost at the rate of 100 grams per student per day. The district was the unit of allocation. Based on the allocation made for each district by the Government of India, the District Collector further allocated the entitlement of each school/local authority and specified who will lift the foodgrains quarterly. The District Collector was responsible for collection of foodgrains from the FCI godown and transportation of foodgrains and distribution thereof to schools/local bodies either directly or through authorised agencies. Local bodies had the flexibility of organising the provision of cooked/pre-cooked food by schools (in association with the Parent Teacher Associations (PTAs), Non-Government Organisations (NGOs) and other organisations) and to decide the type of food to be provided.

As per the scheme of 2004, the overall responsibility for implementation of the programme vested with the State/UT Administration. This included providing necessary infrastructure such as a kitchen cum store, adequate water for drinking and cooking/washing, cooking devices, containers for storage and

utensils for cooking and serving, making all logistical/administrative arrangements necessary for regular serving of a wholesome, cooked mid day meal of satisfactory quality and nutritive value of 300 calories and 8-12 grams of protein content (raised to 450 calories and 12 grams of protein content in the revised scheme 2006) to eligible schools/EGS/AIE centres and providing financial and other inputs over and above those to be provided by way of central assistance.

The scheme of 2004 and 2006 envisaged the following main activities:

(i) Every State Government/UT administration would prescribe and notify its own norms of expenditure for the midday meal scheme which were to be met from the other centrally sponsored programmes according to which it would allocate funds to the local implementing agency;

(ii) Every state government/UT administration would designate a nodal department for the programme (that need not necessarily be the School Education Department) for effective implementation of the programme all over the State;

(iii) The State Governments were also responsible for ensuring nutritional content and health check ups etc;

(iv) At the local level, the state governments were expected to assign responsibility for implementation and supervision of the programme to an appropriate body e.g. gram panchayat, municipality, village education committee, parent teacher association and school management-cum-development committee. Responsibility for cooking would as far as possible be assigned to local women's Self-Help Groups (SHGs), Youth Clubs affiliated to Nehru Yuvak Kendras (NYKs), Village Education Committees (VECs), School Management cum Development Committees (SMDCs), Parent Teacher associations/ Mother Teacher Associations (PTAs/MTAs), or good Non-Government Organisations (NGOs) where available;

(v) For urban areas, the scheme provided that cooking might, wherever appropriate, be undertaken in a centralised kitchen and cooked hot meals might then be transported under hygienic conditions through a reliable transport system to various schools;

(vi) The nodal department designated by the respective states should furnish to the Union Ministry of Human Resource Development by 15th January every year district-wise requests for allocation of foodgrains based on enrolment data of eligible primary schools as on the preceding 30th September and anticipated enrolment in the next financial year. Based on this, the Ministry would convey district-wise allocations of foodgrains for the next financial year to all States/union territories and to FCI. The district nodal agency would sub-allocate the district's allocation for the year to each school/agency identified for cooking/supply of mid-day meal as per

its entitlement on a month-wise basis and would also inform concerned officers of FCI. Month-wise break-up of the quantity would be made taking into account the actual number of school days in the month. Allocated foodgrains would be lifted by the State Nodal Transport Agency (appointed by state government) from the nearest FCI godown and would be delivered to every school etc;

(vii) The Block/Sub-Divisional Level Officer of the nodal department would monitor institute wise, the actual utilisation of foodgrains delivered to it and would suitably regulate further delivery taking into account-unconsumed balances, if any; and

(viii) District authorities would ensure that foodgrains of at least Fair Average Quality (FAQ) were issued by FCI through joint inspection by a team consisting of FCI and administration nominee(s).

6. Audit objectives

Performance audit of the scheme was carried out to verify that:

- the scheme achieved its objective of supporting the universalisation of primary education by improving
  (a) enrolment;
  (b) attendance; and
  (c) retention;

for the children in general in the primary schools/EGS/AIE[4] centres and in particular to those belonging to disadvantaged sections;

- the scheme achieved its objective of improving the nutritional status of the children in the primary classes;
- the scheme contributed to enhancement in the learning levels of the children in primary classes in the schools where the nutritional support was provided;
- the state governments implemented the programme through well designed implementation procedures, definition of the norms for expenditure met from other centrally sponsored schemes, contribution of their share of expenditure and institution of efficient reporting, inspection and monitoring system;
- the internal controls in the Ministry of Human Resource Development and state nodal departments were efficient and ensured adequate and timely inputs, serving of cooked meals of the prescribed calorific value and a system of timely and reliable programme information. The controls provided assurance against frauds, misuse, waste and quality of delivery to ensure economic and efficient use of the inputs for achieving the intended objectives; and

[4] Education Guarantee Scheme (EGS) and Alternative and Innovative Education (AIE) Scheme

- the implementation of the programme did not have any unintended adverse impact on primary education.

7. **Indicators/criteria for assessment** used to benchmark the implementation of the scheme included:

(i) The robustness of systems to collect data on enrolment, attendance, retention and nutritional status of the children;

(ii) Enrolment and retention from year to year;

(iii) Improvement in attendance rates in schools;

(iv) System of measurement for assessment of nutritional status of children and improvement in the nutritional status;

(v) Programme and impact parameters prescribed in the scheme guidelines[5];

(vi) Evaluation reports of the scheme; and

(vii) Internal control structure and its effectiveness.

8. Scope of audit

The audit was carried out from June 2007 to October 2007 by examining the documents in the Ministry relating to the Scheme over the period 2002-03 to 2006-07. Simultaneously audit of the implementation of the scheme over the same period was carried out in the state government departments, the selected districts and sample primary schools covered under the scheme.

9. Audit sampling and methodology

Scrutiny of the records at the state/district and school levels was carried out by employing circular systematic sampling and simple random sampling without replacement. A total of 195 districts and 3816 schools across 30 states/union territories were test checked in audit. The State wise break up of districts and schools selected for audit is given at **Annex-III**. The Ministry's records were examined by employing statistical random sampling methods for examining state wise/district wise records maintained for various components of the Central assistance.

Data sets were taken from schools as the base unit and audit test programmes consistent with audit objectives were formulated and tested against evidence and documents made available to reach consistent conclusions based on analysis of results.

[5] Details given in **Annex-II**

10. Acknowledgement

We place on record our sincere appreciation for the cooperation of the Ministry of Human Resource Development and State nodal departments in facilitating our audit.

An entry conference was held with Secretary, Ministry of Human Resource Development before taking up the audit. An exit conference was also held with the Secretary, Ministry of Human Resource Development on 7 March 2008 to discuss the findings/conclusions in the report.

Audit findings

It is recognised that the midday meal scheme in itself is laudable. Several improvements have been made in the contents of MDM as the scheme implementation progressed. For instance in the revised scheme of 2006, the calorie content has been increased from 300 calories to 450 calories and the protein content from 8-12 grams to 12 grams. The performance audit has sought to examine the implementation of the scheme and suggest ways whereby the delivery of the scheme can be improved and direct and indirect outcomes are measured and evaluated.

11. Objective : Supporting the universalisation of primary education by improving enrolment, attendance and retention

The Ministry allocates foodgrains district-wise to the state governments based on the enrolment data of eligible primary schools and EGS/AIE centres as on 30 September of the preceding year and anticipated increase in enrolment in the ensuing financial year; further limited to an average attendance rate of 85 *per cent* of the enrolment. The enrolment data furnished by the state governments thus forms the basis for allocation of foodgrains and any improvement therein would be an indirect indicator of the impact of the scheme.

Though the scheme had been operational for more than 12 years and involved annual outlays reaching Rs. 5234.27 crore in 2006-07, the Ministry had not established any system to assess the outcome of the scheme in terms of well-defined parameters. The data of enrolment furnished by the states was used by the Ministry primarily for allocation of foodgrains and providing programme funds and not for assessing and impact analysis. The MDM, which is run by the Ministry of Human Resource Development, was to provide the impetus for attracting and retaining children in the schools, is being implemented with the primary purpose for providing one daily meal without link to the education, nutrition and health objectives. This instrumentality has not been followed up with a comprehensive detailed impact analysis on support to the educational, nutritional and health objectives as discussed in the succeeding paragraphs.

The Ministry stated in February 2008 that Government of India was providing foodgrains (dry ration) to eligible children till August 2004 and cooked midday meal was introduced only in September 2004. Thus, at the start of

performance audit in June 2007, cooked midday meal programme had been in operation for only two and half years, which was too short a period for impact measurement and analysis. The Ministry also stated that the Programme Evaluation Organisation (PEO) of the Planning Commission had commissioned a comprehensive evaluation of the Scheme including its nutritional impact and their report was awaited.

The reply of the Ministry is not consistent with the programme objectives set by them as increasing enrolment, retention and attendance and impacting on nutrition, which were set right from the start of the programme in 1995, were not dependent on cooked meal or uncooked ration. Thus, the crucial aspect of the system of measurement of the outcomes of the scheme objectives had remained elusive for a long period.

The Ministry further stated that it had initiated dialogue with four national level premier institutions in the field of health and nutrition to conduct comprehensive nationwide evaluation and that during consultation, experts from the these institutions had opined that the nutritional impact on account of midday meal could not be over emphasised as there was no prior base line study and it would be difficult to measure improvement in nutritional due to midday meal scheme and also that midday meal was just one of the four meals a day and therefore could have only have a limited impact. The Ministry also stated that at present Ministry of Health and Family Welfare did not capture the nutritional status of children of age group 6-14 years and that the Ministry had requested Ministry of Health and Family Welfare in July 2007 to include this crucial age group in next survey.

Ministry's reply ought to be considered with the scheme guidelines 2004, which required conducting a baseline study for the year 2004-05 by the end of academic session 2004-05, which was not implemented. Besides, if a base-line data on nutrition was not captured prior to introduction of the programme, there is always a time to begin, which then can form a baseline for subsequent evaluation of the impact. Even if the mid-day meal is only one of the four meals, determination of nutrition parameters and its systematic measurement could provide an assurance of the sustained impact.

11.1 Impact on enrolment

The MDM scheme was launched with the aim of attracting children to schools and, thus, bringing about improvement in enrolment. However, the objective related to enrolment was consequently not mentioned in the scheme objectives of 2006. No basis for omitting the objective was either available in the Expenditure Finance Committee's (EFC) memorandum or the Cabinet Note. The Ministry neither analysed/used the available state level data to assess the impact on enrolment nor fixed any measurable target to improve the coverage of children. An analysis of the data by audit revealed that the aggregated enrolment for the whole country displayed a consistent increase during 2002-03 to 2006-07, which was accompanied by a corresponding increase/spread in the number of schools **(Annex-IV)**. While the increase in enrolment could not be conclusively established as a consequence of the MDM scheme, the

Ministry stated that the increase reflected in the data was attributable to various interventions, MDM being one of the major factors. Given this fact, the lack of analysis of the impact of the MDM meant that the scheme could not be and had not been tailored to meet field requirements and accentuate positive results.

Eight states/union territories (Tamil Nadu, Himachal Pradesh, Kerala, Maharashtra, Orissa, Andaman and Nicobar Islands, Punjab, Andhra Pradesh) registered a consistent annual decline in the enrolment between 2002-03 to 2006-07. On the other hand, increase in the enrolment figures was noticed in nine states/union territories of Chandigarh, Uttar Pradesh, Meghalaya, Arunachal Pradesh, Dadra & Nagar Haveli, Jharkhand, Tripura, Bihar and Uttarakhand. The remaining 13 states[6] witnessed varying trends of enrolment during the years 2002-03 to 2006-07. Sample checks of districts records and school records also disclosed that there was no uniform pattern of increase or decrease in enrolment in districts/schools of these states. In the state of Jharkhand, an independent study on MDM sponsored by state government attributed the increase in enrolment mainly to the Sarva Shiksha Abhiyan (SSA)[7].

The Ministry stated in February 2008 that the scheme objectives 2006 'to attend school more regularly and help them to concentrate on class room activities' encompassed increase in enrolment and therefore it was not correct to say that this objective had been omitted.

The reply is inconsistent with the scheme guidelines of 2006, as the scheme objective of 2006 quoted by the Ministry did not include the enrolment factor at all but contained only the intent to enhance attendance, retention and learning. Moreover, even this objective was not applicable for all children but specifically applied to the children of poor and disadvantaged sections, while the initial scheme guidelines were intended to cover all children of primary age group.

The Ministry also stated that it would not be practicable and feasible to isolate midday meal, as a variable for increase/decrease in enrolment and this would entail research to exactly quantify the impact as a result of MDM and that undertaking such research was not advisable. The reply is inconsistent with the scheme guidelines 2004, which specifically provided for independent evaluation of the scheme by outsourcing to reputed organisations for impact analysis. Moreover, even if direct cause and effect relationship cannot be established, the measurement of this and other outcomes could provide at least an indicative impact.

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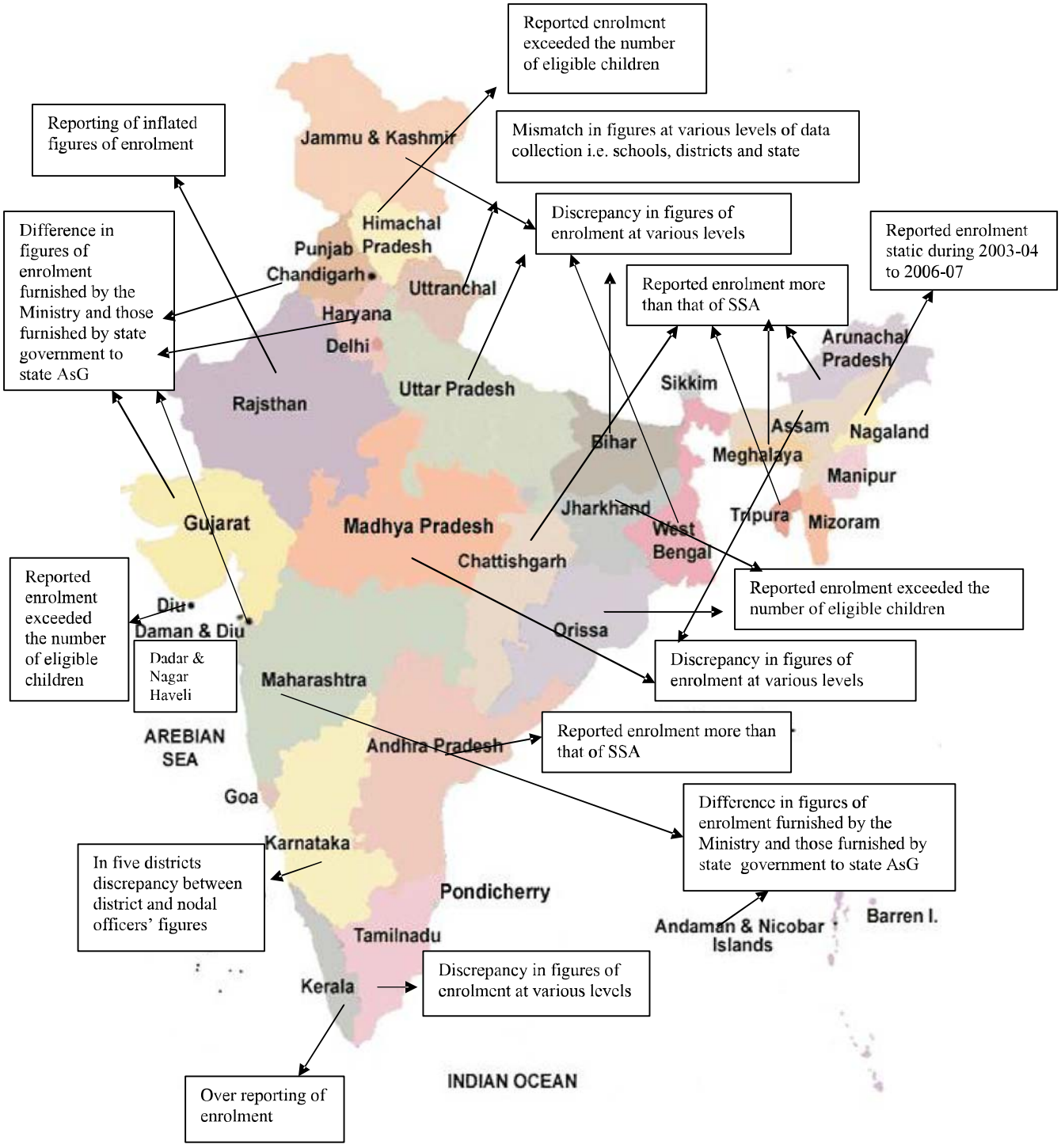
6 Assam, Karnataka, Haryana, Rajasthan, Jammu & Kashmir, West Bengal, Nagaland, Gujarat, Chattisgarh, Madhya Pradesh, Daman & Diu, Manipur, Pondicherry

7 Sarva Shiksha Abhiyan is another centrally sponsored scheme of the Ministry of Human Resource Development with the prime objective to have all children in the age group 6 yrs-14 yrs in school

11.1.1. Reliability of data

The enrolment data, as furnished by the state governments, forms the basis for allocation of foodgrains and cooking cost by the Ministry. The Ministry, however, did not establish a system of reliable and consistent data capture from the states. Neither was there any system of cross verification of the correctness of enrolment figures reported by the state governments.

The data of enrolment collected from the states were inconsistent with the data maintained by the Ministry, which indicates unreliable data capture. The details are given in the **Annex-V**. It was also noticed that in the states of Daman and Diu, Arunachal Pradesh, Meghalaya, Sikkim, Tripura, Chattisgarh, Himachal Pradesh, Orissa, and Jharkhand the number of children shown enrolled exceeded total eligible children in the population. Instances of over-reporting/discrepant figures of enrolment at state/district level were noticed in the states of Uttar Pradesh, Karnataka, Uttarakhand, Kerala, Tamil Nadu, Assam, Rajasthan, West Bengal, Bihar and Jammu and Kashmir. In the states of Andhra Pradesh, Chattisgarh, Tripura, Meghalaya and Arunachal Pradesh, the figures of enrolment for MDM were more than those reported in the SSA which again is indicative of inaccurate data reporting since SSA covers unaided schools as well and therefore, should have a larger child population within its ambit than the MDM scheme. In Nagaland, the reported enrolment was static during 2003-04 to 2006-07 indicating incorrect data reporting. The inconsistencies in data reporting to the Ministry can be seen in the following map. (Impact analysis is given in paragraph 16).


Reported enrolment exceeded the number of eligible children
Reporting of inflated figures of enrolment
Mismatch in figures at various levels of data collection i.e. schools, districts and state
Jammu & Kashmir
Discrepancy in figures of enrolment at various levels
Difference in figures of enrolment furnished by the Ministry and those furnished by state government to state AsG
Himachal Pradesh
Punjab
Chandigarh
Uttranchal
Haryana
Delhi
Reported enrolment more than that of SSA
Reported enrolment static during 2003-04 to 2006-07
Arunachal Pradesh
Sikkim
Rajsthan
Uttar Pradesh
Bihar
Assam
Nagaland
Meghalaya
Manipur
Jharkhand
Tripura
Mizoram
Gujarat
Madhya Pradesh
West Bengal
Chattishgarh
Reported enrolment exceeded the number of eligible children
Reported enrolment exceeded the number of eligible children
Diu
Daman & Diu
Orissa
Dadar & Nagar Haveli
Discrepancy in figures of enrolment at various levels
Maharashtra
AREBIAN SEA
Andhra Pradesh
Reported enrolment more than that of SSA
Goa
Difference in figures of enrolment furnished by the Ministry and those furnished by state government to state AsG
Karnataka
In five districts discrepancy between district and nodal officers' figures
Pondicherry
Andaman & Nicobar Islands
Barren I.
Tamilnadu
Kerala
Discrepancy in figures of enrolment at various levels
INDIAN OCEAN
Over reporting of enrolment

The Ministry admitted the instances of reported enrolment of children being more than the eligible children in the population in the states of Arunachal Pradesh, Meghalaya, Sikkim, Jharkhand, Orissa, Tripura and Chattisgarh and stated that it was seized of the matter and had requested all concerned states to take remedial action. The Ministry also stated that the cases of over-reporting and discrepant figures of enrolment as pointed by audit were being taken up with the states concerned.

11.2 Impact on attendance

The scheme objectives of 1995 and 2004 included among others, a positive impact on the attendance rate of primary school children. The objective related to attendance was dropped from the scheme objectives of 2006 for reasons not on record. The Ministry did not analyse the data of attendance received from the state governments to assess the impact of the scheme on attendance despite collecting the data of estimated average attendance rate since 2004.

- In eight states/union territories (Andhra Pradesh, Uttar Pradesh, Nagaland, Jharkhand, Jammu & Kashmir, Andaman & Nicobar, Tripura and Punjab), the data on attendance was not being compiled regularly at the state level. Yet all these states had been furnishing the estimated average attendance rate to the Ministry.
- In Chhattisgarh, the data was not compiled at district level, yet the average attendance rate was being furnished by the State Government.
- In Bihar, Kerala and Haryana, the data on attendance was not being compiled at any level yet figures were furnished to the Ministry.
- In five states/union territories (Tamil Nadu, Chattisgarh, Chandigarh, Maharashtra and Gujarat) the average attendance compiled at state level showed an increase.
- In two states (Himachal Pradesh and Dadra & Nagar Haveli) it had declined. In Manipur, Orissa and Andhra Pradesh no clear trend in attendance rate was observed.

Neither the Ministry nor the state governments had established or even attempted to establish any system for measuring a direct relationship between increase in attendance and the MDM scheme despite the scheme delineating increase in attendance as a specific objective in guidelines up to 2004.

The Ministry stated in February 2008 that the objective of improving attendance had not been dropped but the contents of the objective had been merely rephrased. It also stated that a study with regard to improvement in attendance was being undertaken by its SSA division.

The reply ought to be viewed in terms of the scheme objectives. The expression 'to attend the school more regularly and to help them concentrate

on class room activities' was not extended to all primary children as done earlier but was specifically directed towards covering poor children belonging to disadvantaged sections alone. As such, some amount of vagueness was introduced while framing the revised guidelines. Even after 12 years of commencement of the scheme it had not undertaken impact analysis on attendance factor.

11.3 Impact on retention

The scheme also envisaged in 1995/2004 the decrease in the dropout rate as one of the outcomes. The Ministry had no scheme specific data with regard to drop out rates in government and government aided schools/EGS/AIE centres and thus the impact of MDM on dropout rate could not be analysed. The statistical division of the Ministry furnished data to audit showing a reduction in drop out rates[1]. However, this data included private school children as well and therefore could only serve as a broad based rather than specific indicator for dropouts. Thus, the dropout rates were not collected for MDM covered schools at all. The Ministry, consequently, was unable to assess the impact of MDM on retention levels.

The states also did not establish a system of reliable data capture on retention/dropout rate of children in the primary schools covered under the scheme and its consolidation at district and block levels.

- In seven states/union territories (Punjab, Uttar Pradesh, Haryana, Nagaland, Jammu & Kashmir, Assam and Andaman & Nicobar Islands) the dropout rate was not compiled at the state level at all.
- In Himachal Pradesh drop out rate was being compiled only from 2005.
- In 12 states/union territories (Chandigarh, Andhra Pradesh, Karnataka, Tamil Nadu, Himachal Pradesh, Kerala, Maharashtra[2], Daman and Diu, Orissa, Dadra & Nagar Haveli, Jharkhand and Tripura) the dropout rate was lower in 2006-07 than what was in 2002-03.
- In 140 test-checked schools in Bihar, the drop out rates had declined in rural schools but it increased in urban schools.
- In Chattisgarh, the dropout rates had increased.
- However, in six states (Karnataka, Kerala, Daman & Diu, Maharashtra, Haryana and Orissa) the dropout rate fluctuated during 2002-03 to 2006-07. In Manipur and Uttarakhand, also the dropout rate did not show any clear trend of increase or decrease.
- In Rajasthan the drop out rate increased from 0.22 *per cent* in 2004-05 to 5.39 *per cent* in 2006-07.

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1 Drop out rate declined from 34.89 *per cent* in 2002-03 to 29 *per cent* in 2004-05

2 In Kerala, Maharashtra and Himachal Pradesh though dropout rate had decreased, data for the years 2005-06 (Kerala), 2005-07(Maharashtra) and 2002-05 (Himachal Pradesh) was not available.

Though overall dropout rates appeared to be declining in most states, the decline could not be directly attributed to the MDM Scheme, as Ministry had not established any system of measuring a relationship between decrease in dropout rate and MDM Scheme.

The data of enrolment and estimated average attendance rates as furnished by the state governments assumed considerable significance as it provided for performance/outcome indicators besides forming the basis for allocation of foodgrains and cooking cost. Even after more than a decade of implementation of the scheme, the Ministry had not designed the scheme guidelines or to meet its own objective in terms of assessing increased enrolment and attendance rates of children. Even the voluminous data generated was not used by the Ministry as an input control tool to measure and report on the performance of the programme. Besides, neither the Ministry nor the state governments had established any system to ensure accurate reporting of enrolment and attendance figures by state governments. Nor was there a mechanism for cross checking the data at various levels to establish integrity of data reporting. Similarly, neither the Ministry nor the states compiled and analysed the drop out rates of children covered under MDM scheme so as to assess the impact of the scheme. MDM had thus not been used and monitored as a targeted intervention.

Sample checks by audit of the enrolment, attendance and retention rates of children in selected schools indicated that the scheme had not brought about perceptible improvement in these parameters.

The Ministry stated in February 2008 that analysis of reduction in drop out rate as a direct attribute of the Midday Meal Scheme would entail conducting specific research on comparing the schools where MDM was being provided against those schools where it was not being provided and since MDM was universalised such a study was not proposed to be undertaken.

The reply of the Ministry is not tenable since in terms of the scheme guidelines 2004 the Ministry was required to undertake impact analysis of the scheme on retention levels. The Ministry should have had a system in place to monitor the achievement of this objective. Further, progressive improvement in retention and reduction of dropouts for MDM covered schools over successive periods should have been collected and compared by the Ministry.

Recommendations

- **The Ministry/states should establish a reliable system of data capture of actual enrolment, attendance and retention from schools and its consolidation at different levels in all States to analyse the impact of the scheme on these parameters. The Ministry should vigorously coordinate with the state governments to ensure that the data flows from the school level to state level in a transparent manner with records of compilation maintained at**

each level i.e. school level, district level and state level. Periodical checks should be arranged to crosscheck the data for accuracy.

- **The Ministry should provide for analysis of the feedback received and take remedial action, when required. The analysis of the outcome indicators and reporting should be computerised and brought into an IT system as far as possible so that the evaluation flows easily from the data available.**
- **The state governments should also compile the figures of enrolment, attendance and retention of individual schools to ascertain the impact of the MDM scheme on these schools. Their analysis and feedback should be made available to the Ministry for further scheme evaluation.**
- **The Ministry should analyse the impact on enrolment, attendance and retention in individual schools where MDM is already in place.**

12. Objective: Special attention for disadvantaged sections

One of the scheme objectives (2004 and 2006) was to encourage poor children belonging to disadvantaged sections to attend school regularly and help them concentrate on classroom activities. The Ministry, however, did not define as to what was meant by poor and disadvantaged sections. Neither were such sections actually identified nor any special action plan focussing on them drawn up by the Ministry. On this being pointed out, the Ministry stated that the MDM programme covers all children studying in class I–V in Government, Government-aided, local body schools and EGS/AIE centres, irrespective of socio-economic background. Thus, the Ministry included this provision of special focus on disadvantaged section in the scheme without any specific intent or objectives, as it did not follow it up with any special action plan and inputs for special attention to the disadvantaged. The state governments also did not have a system in place for identification and coverage of poor and disadvantaged.

Recommendation

- **The Ministry should be realistic in establishing the scheme objectives and include only those objectives and goals, which the scheme actually intends to achieve rather than including one or more of the objectives in letters without an intent.**

13. Objective: To enhance the nutritional levels of the children

One of the scheme objectives of the Government was to positively impact the nutritional status of the primary school children. While this was included as a primary objective of the scheme in 1995, the Ministry prescribed the impact parameters for assessing the nutritional status almost a decade later in 2004. The revised scheme of 2004 included assessment of *percentage* of

underweight children at school level through study of various deficiencies. The health status of the children was to be monitored by the parent teacher associations (PTA)/school level management and development committees (SMDC). Yet even this incorporation of health and nutrition aspects remained on paper as no basic indicators to monitor the incremental improvement in health levels in the children or specific norms (height and weight etc.) for measurements of nutritional status were set by the Ministry to serve as a benchmark.

Thus, the nutritional status remained unmonitored. It was only in 2007 that the Ministry of Human Resource Development requested the Ministry of Health and Family Welfare to conduct regular health checks of the children. No follow-up action was taken to collect either the coverage of children or to ascertain the improvement in nutritional status.

The Ministry stated in February 2008 that the Chief Secretaries of all states/union territories had been requested in January 2007 to revitalize the schools health programme including nutritional monitoring under National Rural Health Mission (NRHM). It added that it had requested the Ministry of Health and Family Welfare to ensure that the district level plans under NRHM included nutritional monitoring along with provision of micronutrient supplements and that the matter was being pursued.

Thus, despite increased emphasis on nutrition and its inclusion as a primary objective right from the inception of the scheme in 1995, the Ministry had taken first step to address this issue after the passage of 12 years. Moreover, the Ministry had been unable to obtain any feed back from the Ministry of Health and Family Welfare as to the extent of coverage of the specific target group of children. Besides, the Ministry had not collected any related data to assess the impact of MDM on the nutritional levels of the children.

- Audit of selected schools in states brought out that there was no mechanism of health checks in as many as 16 states/union territories (Jharkhand, Kerala, Uttar Pradesh, Orissa, Uttarakhand, Andhra Pradesh, Tripura, Andaman and Nicobar Islands, Himachal Pradesh, Nagaland, Manipur, Punjab, Chandigarh, Meghalaya, Gujarat and Bihar).
- In Rajasthan and Chattisgarh health checks were not conducted in 29 *per cent* and 10 *per cent* of the selected schools respectively.
- In Tamil Nadu health checks were not conducted in 82 *per cent* of the selected schools.
- In Dadra and Nagar Haveli and West Bengal basic records of health checks were not available. In Karnataka system of maintaining individual health cards indicating the health status of each student was introduced only from February 2007.

13.1 Calorific value of meals served

The Ministry in its scheme guidelines of 2006 increased from 300 to 450 the calorie content of the cooked meal to be served to the children by prescribing specific quantity of other ingredients (in addition to 100 gms of foodgrains) *viz.* pulses, vegetables, oil and fat etc. In three states (Gujarat, Uttarakhand and Bihar) a revised menu was prescribed to support the increased calorific value. In seven states (Jharkhand, Uttar Pradesh, Haryana, Rajasthan, Daman and Diu, Chandigarh and Tamil Nadu) shortfall in supply of foodgrains in the meals served to children ranged from a low of 5 grams to a high of 83 grams against the prescribed quantity of 100 grams of foodgrains in the selected schools/districts indicating that the prescribed nutrition was not provided to the children of these areas.

13.2 Assurance of quality of food

The Ministry prescribed the programme parameters in terms of all children getting a wholesome meal, which was to be monitored by the members of PTA/SMDC. The overall quality of the mid day meal was to be monitored through inspections which were to be fixed by the states so that implementation of MDM programme in 25 *per cent* of the primary schools was inspected every quarter and all primary schools were inspected at least once in a year.

- In nine states (Kerala, Uttarakhand, Jammu & Kashmir, Tripura, Daman and Diu, Himachal Pradesh, Punjab, Chandigarh and Bihar) the target for inspections was not fixed by the state governments and consequently no inspections were carried out at all in these states.
- In Andhra Pradesh and West Bengal inspections were carried out occasionally.
- In Chattisgarh, inspections were carried out in 53 *per cent* of the test-checked schools over the period 2004-05 to 2006-07.
- In the states of Gujarat, Dadra and Nagar Haveli, Tamil Nadu, Orissa and Uttar Pradesh inspections had been prescribed, but were not conducted regularly.
- In Haryana and Andaman and Nicobar Islands no target of inspections were fixed and no records of inspections were maintained.

Thus, the instrument of inspection was either ignored or implemented partially in most states countrywide.

With a view to ensuring satisfactory quality of meals, the Ministry prescribed inspection of ingredients/foodgrains by the teachers in the schools prior to cooking and also presence of at least two of the members of VEC/PTA every day at the time of the meal.

- In Andhra Pradesh, Pondicherry, Kerala and Uttar Pradesh, quality of meals and ingredients was not inspected before cooking.

- Instances of food poisoning were noticed in the states of Uttar Pradesh, Orissa, Andhra Pradesh and Tamil Nadu.

13.3 Administration of Micronutrients

The Ministry in its scheme guidelines of 2006 prescribed administration of micronutrients *viz.* iron, folic acid and vitamins and other appropriate supplements depending on area specific deficiencies along with six monthly doses of deworming tablets to the children.

In 13 states/union territories[3] Micronutrients and supplements were not administered at all. These were only partially administered in the test-checked schools of eight states/union territories[4] ranging from 10.8 *per cent* in Madhya Pradesh to 94 *per cent* in Rajasthan.

The Ministry stated in February 2008 that the department was not providing central assistance to states/union territories for providing micronutrients/vitamins under the scheme and the scheme guidelines only recommended that states provide micronutrients and vitamins and the guidelines would be reiterated.

However, having prescribed this important health measure in the guidelines, the Ministry's crucial role in ensuring administration of the required interventions by the states cannot be overlooked.

13.4 MDM during summer vacations in drought affected areas

The Ministry through its scheme guidelines intended to provide MDM to the children of the drought affected areas during summer vacations as well. However, MDM was not provided during 2004-07 in the drought affected areas of Jharkhand, Uttarakhand Orissa and Uttar Pradesh depriving 194.37 lakh children. Similar instances were also noticed in the states of West Bengal, Maharashtra, Bihar, Tamil Nadu, Himachal Pradesh and Andhra Pradesh.

Thus, although the Ministry placed emphasis in the scheme guidelines on positively impacting the nutrition levels of the children, it failed to establish a system to ascertain the improvement in nutritional levels. The inspections and monitoring system devised to ensure serving of prescribed quantity and quality of meals and micronutrient supplements were not being wholly implemented by the states. The Ministry has also not obtained any feed back on this crucial aspect.

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[3] Andhra Pradesh, Kerala, Uttar Pradesh, Gujarat, Dadra and Nagar Haveli, Orissa, Manipur, Meghalaya, Jammu & Kashmir, Punjab, Tripura, Nagaland and Pondicherry,

[4] Andaman & Nicobar Islands, Rajasthan, Karnataka, Chandigarh, Madhya Pradesh, Haryana, Tamil Nadu and Chattisgarh

Recommendations

- **The Ministry should establish a system to ascertain the improvement in nutritional levels of the children and obtain regular feedback from the states on inspections and monitoring of meals served and administration of micronutrients to children as prescribed in the scheme guidelines. This would help ensure serving of prescribed quantity and quality of meals.**
- **The Ministry should coordinate with Ministry of Health and Family welfare as well as the State governments regarding the monitoring of health of the children. Maintenance of health cards in all the schools and regular medical checkups and administering of supplements should be ensured.**
- **The Ministry/states should investigate the reasons for shortfall in calorific value of meals served and take corrective steps.**
- **The Ministry/states should take steps to provide MDM to the children of all the drought-affected areas during summer vacations.**

14. Serving nutritious cooked meals

State Governments and union territory administrations had overall responsibility for providing a nutritious cooked midday meal to every child in classes I to V in all Government schools, EGS and AIE centres. This included the requirement of establishing systems for continuous and uninterrupted flow of foodgrains from the FCI to all eligible schools/EGS/AIE centres.

14.1 Disruption in serving cooked meals

In the 1995 scheme guidelines, provision existed to provide cooked midday meals in lieu of dry rations within a period of two years from commencement of the scheme. The Supreme Court also directed in 2001 that all states should provide cooked midday meal to the primary school children for at least 210 days in a year. However, in Chandigarh provision of cooked meal was implemented only from 2006-07. In the test checked schools of 17 states/union territories[5] significant disruption in providing cooked meals to the children was noticed. The reasons for disruption were attributed to shortage/delay in receipt of foodgrains, non-availability of funds, absence of cooks etc. Details are given in **Annex-VI.**

14.2 Stock out with FCI godowns and interruption in supply

The state governments were responsible for ensuring availability of adequate stocks of foodgrains with the FCI so that there was a continuous supply of

[5] Uttarakhand, Meghalaya, Andhra Pradesh, Jammu & Kashmir, Rajasthan, Assam, Maharashtra, Chattisgarh, Himachal Pradesh, Haryana, Kerala, Orissa, Tripura, Bihar, West Bengal, Uttar Pradesh and Manipur

foodgrains to schools. However, in Jharkhand, foodgrains were short lifted (between 17 *per cent* and 32.33 *per cent*) during 2005-06 due to non-availability of stock with the FCI. In Uttarakhand, children in 75 test checked schools were deprived of the meal for the same reasons. Instances of delay and short delivery of foodgrains in schools were also noticed in the states of Assam, Kerala, Arunachal Pradesh, Orissa and Bihar.

14.3 Fair Average Quality (FAQ) of foodgrains not ensured

The scheme provided that FCI was to issue foodgrains of best available quality, which would in any case at least be of fair average quality. The district collector was to ensure that the foodgrains of at least FAQ were issued by FCI. This was to be ensured through a joint inspection by a team consisting of the FCI representative and a nominee of the collector.

Based on the records made available to audit at the district/school level in 30 state/union territories, audit noticed as follows.

- No inspections with regard to FAQ had been carried out in the states/union territories of Jammu and Kashmir, Andaman and Nicobar Islands, Uttar Pradesh and Pondicherry.
- In Meghalaya, prescribed monthly reports certifying the foodgrains as of FAQ were not being furnished to Education Department.
- Test checks of schools in Orissa, West Bengal and Assam showed that there was no mechanism in place to check the quality and quantity of foodgrains.
- In the Bokaro district of Jharkhand, based on complaints, the quality of rice was got tested by the district collector, and results indicated adulteration beyond prescribed limits.
- In the surprise visits to the schools of four states (Orissa, Punjab, Haryana and Tripura) by audit, the samples of rice were collected in polypacks and sent for laboratory examination. The test of quality of rice revealed that in three states, the rice was adulterated and not fit for human consumption.

Name of state	No. of schools visited/samples collected	Conformed to specification	Adulterated and not fit for human consumption
Haryana	18	14	04
Punjab	09	01	08
Orissa	12	05	07
Tripura	08	08	Nil

Source: Based on samples collected in four states only through surprise checks

Recommendations

- **The Ministry/states should take steps to address the causes that led to disruption in serving cooked MDM to the children so as to minimize the scope for such disruptions.**
- **The Ministry/states should co-ordinate with FCI to ensure that stock out situations do not recur in future.**
- **The state governments should ensure that the prescribed inspections as envisaged in the guidelines are carried out so that the standards of FAQ are met.**

15. Learning level

The Ministry proposed improving learning levels of children as one of the basic objectives in its scheme guidelines of 2004 but dropped the same in the revised scheme of 2006. No reasons for omitting this objective from the scheme were available either in EFC memorandum or the Cabinet Note. Even during the intervening period the Ministry neither prescribed any mechanism/criteria to measure the improvement in learning level of children availing the midday meal nor collected the data from schools on learning levels. In the absence of any criteria/parameters for measurement of learning levels and without collection of pertinent data, it was not clear as to how the Ministry had intended to monitor the achievement of this objective. The Ministry quoted an independent evaluation undertaken by National Council of Educational Research and Training (NCERT) which spoke of an enhancement in the learning levels of children due to the midday meal. Though this important qualitative indicator could be assessed, no systematic assessment of the learning levels was designed nor was further evaluation carried out. The reasons for this particular objective being dropped from the scheme within two years of its insertion were not furnished.

Analysis in audit of the impact of the scheme on learning levels of children in the sample units by classifying the scores obtained by children in three categories (i.e. those obtaining 60 *per cent* marks, 50 *per cent* marks and 33 *per cent* marks) and analysing the data progression in terms of marks obtained in successive years disclosed that in 12 states/union territories (Chandigarh, Punjab, Himachal Pradesh, Gujarat, Kerala, Chattisgarh, Jharkhand, Bihar, Rajasthan, Madhya Pradesh, Haryana, and West Bengal) the *percentage* of children in the three categories fluctuated during 2002-07 without any clear trend of increase or decrease. While improvement in the learning levels was noticed in the states/union territories of Maharashtra, Andhra Pradesh, Andaman and Nicobar Islands, and Pondicherry. In the states/union territory of Orissa, Tripura and Dadra & Nagar Haveli, the data provided by the state government on learning levels of children did not indicate any clear trend. Related data was not made available by the states of Uttar Pradesh, Arunachal Pradesh, Jammu and Kashmir, Assam, Tamil Nadu, Meghalaya and Daman and Diu.

The Ministry did not prescribe any criteria for measurement of learning levels despite including this as a scheme objective in 2004. This objective was subsequently omitted in the revised scheme guidelines. Sample check of selected schools by audit did not reveal any definite progressive rise in the learning levels of the children.

The Ministry stated in February 2008 that it had not omitted the objective on learning level and the scheme objective 'belonging to disadvantaged sections to attend schools more regularly and help them concentrate on class rooms activities' encompassed achievement levels. It also stated that MDM could contribute only partly in improving the learning levels of the children and, therefore, this was not specifically included in the objective of the revised scheme 2006.

The reply is inconsistent with the scheme objectives of 2004, which specifically provided for enhancement of learning level. Moreover, the revised objectives were specific to the poor and the disadvantaged children. Even if the Ministry's contention that midday meal could contribute only partly in improving the learning levels of children is accepted, the Ministry should have put in place a system of measurement and evaluation of the scheme impact on learning levels to ascertain the degree of its contribution.

16. Drawal of foodgrains in excess of requirement

As per the scheme guidelines, the state nodal departments were to furnish to the Ministry, by 15th January every year, a district-wise request for allocation of foodgrains based on the enrolment data of eligible primary schools and EGS/AIE centers as on the preceding 30th September and anticipated enrolment in the next financial year. Based on the request, the Ministry in turn, allocated foodgrains district-wise. The Ministry did not maintain figures of actual enrolment for the various states.

It was noticed that the projected enrolment was unrealistically high and led to significantly higher allotment of food grains by the GOI than what was drawn as detailed in **Annex-VII**.

Based on the enrolment data furnished to audit and limiting it to the average attendance rate of the children, it was noticed that in ten states there was an unexplained excess drawal of foodgrains valued at Rs. 72.17 crore[6] over the estimated requirement during 2002-07 as worked out by audit (as shown in the table given below). Since utilization certificates (paragrapgh 18.4) were not being received regularly by the Ministry, the systemic imperfections and the need for an explicit accounting for the foodgrains drawn was evident.

[6] Similar instances were also noticed in the test-checked districts of four states i.e. Haryana, Himachal Pradesh, Assam and Jammu & Kashmir having a financial implication of Rs. 1.10 crore

Period	State	Requirement of foodgrains as per enrolment/average attendance rate of children/beneficiaries taking MDM. (Quintals)	Off take[7] (quintals)	Excess foodgrains (quintals)	Implication (*Rupees in lakh*)
01/2005 to 03/2007	Tripura	200914.2	229660.1	28746	162.41
09/2004 to 2006-07	Uttar Pradesh	7537000	8305000	768000	4339.00
2002-03 to 2003-04	Kerala	873798.6	905004.2	31205.6	176.00
2005-06 to 2006-07	Manipur	70429.75	112831.91	42402.16	239.57
2003-07	Meghalaya	302068.7	389149.9	87081.2	492.01
2003-04 & 2006-07	Rajasthan	2133900	2434388*	300488	1697.76
Total					**7106.75**

Source: Calculations based on figures supplied by States and audit conducted by (Pr.) AsG (Audit)

*Denotes actual consumption/utilization of foodgrains

The Ministry admitted in February 2008 that allocation of foodgrains based on anticipated enrolment and average attendance rate was not realistic and from 2007-08 onwards, the Central assistance to the states was being provided on the basis of the number of children actually availing midday meal. It further stated that the issue of excess drawal of foodgrains as pointed out by audit was being taken up with the states concerned for clarification.

Recommendations

- **The Ministry should analyse the lifting of foodgrains by various states over previous years.**
- **The Ministry may also capture the actual average attendance figures of children and relate it to the projected requirements received from the states.**
- **The requirements of foodgrains in schools should be assessed realistically before allocating the foodgrains for the subsequent years.**
- **The reasons for excess drawal of foodgrains should be probed by the Ministry.**

[7] In the states of Meghalaya, Kerala and Tripura the offtake figures reported by the Ministry was at variance with those collected by the state Pr. AsG.

17. Coverage of school/EGS/AIE centres

The Scheme guidelines of 1995 intended to cover all government, local body and all government-aided primary schools initially in 2408 blocks in the country, extending to all blocks countrywide by 1997-98. The ambit of the scheme was further extended in 2002 to all EGS/AIE centers. However, even after more than twelve years of implementation of the Scheme, all the schools/EGS/AIE centers were not covered in eight states[8] (**Annex-VIII**). As a consequence, 8.90 lakh children in these states/union territories were deprived of the MDM.

Recommendation

- **The Ministry/states should take steps to ensure coverage of all the eligible schools/EGS/AIE centers under MDM scheme.**

18. System of Internal controls

18.1 Mismatch

Neither the Ministry nor the state governments correlated the element of 'utilisation of foodgrains' and 'utilisation of cooking cost' which would have enabled them to assess the status and manner of implementation of the scheme to an extent. Analysis of the utilisation of cooking cost and foodgrains lifted from the data provided by the Ministry disclosed a mismatch between foodgrains lifted and cooking cost utilised in 14 states[9] (**Annex-IX**).

In selected districts of Uttar Pradesh, difference between *percentage* utilisation of foodgrains and cooking cost ranged from 11 *per cent* to 41 *per cent*. Mismatch between utilization of foodgrains and cooking cost had a financial implication of Rs. 79.29 crore in the states of Assam, Rajasthan and Orissa.

The Ministry stated in February 2008 that the periods for allocation of foodgrains and for the release of Central assistance towards cooking cost were different and it was not correct to compare the two. The reply is not tenable, as the mismatch has been worked out based on the figures furnished by the Ministry in which the period of foodgrains lifted and cooking cost utilised were shown to be the same. The Ministry was, however, unable to furnish any other data, which could reflect corresponding positions of release and utilisation of foodgrains and cooking cost.

The Ministry also stated that from April 2007, it had taken steps to synchronise the allocation of foodgrains and cooking cost.

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8 Arunachal Pradesh, Tamil Nadu, Uttarakhand, Punjab, Haryana, Rajasthan, Bihar and Manipur

9 Bihar, Chattisgarh, Haryana, Jammu & Kashmir, Jharkhand, Karnataka, Meghalaya, Orissa, Punjab, Rajasthan, Tamil Nadu, Tripura, West Bengal and Pondicherry

Instances of mismatch between quantities of foodgrains supplied by FCI and lifted by state agencies were also noticed in five states[10]. The variation in the figures of foodgrains ranged up to 16720 quintals and indicates the possibility of misappropriation and pilferage. This indicates the need for the states to exercise better controls to provide assurance against misuse/theft and waste.

18.2 Delay in release of funds

As per the scheme guidelines, the Ministry was to release funds towards central assistance for cooking costs to states in two installments for the period July-December in the preceding May/June and for the period January-June in the preceding November/December. In most cases during 2002-07 considerable delays ranging up to more than ten months in releasing funds for cooking cost were noticed. The delay indicated in the **Annex-X.**

The Ministry attributed in February 2008 the delays to late receipt of proposals from the states, delay in ascertaining the unspent balance position and other procedural delays. It also stated that up to 2006-07, the Department released funds to states/union territories based on their submission of complete proposals. It added that in order to streamline the procedure, in 2007-08, it had constituted a Programme Approval Board, which considered and approved the Annual Work Plan and Budget of the states/union territories.

18.3 Diversion of funds and foodgrains

Diversion of funds and foodgrains was noticed in 11 states. Such large diversions not only affected the smooth implementation of the scheme but also point to the weak internal controls in the states and lack of accountability.

Sl. No.	State	Extent of diversion
1.	Kerala	Diversion of 40 *per cent* foodgrains worth Rs. 42.51 crore for upper primary classes during 2002-07.
2.	Jharkhand	Foodgrains worth Rs. 2.24 crore diverted towards BPL under TPDS during 2004-07.
3.	Uttar Pradesh	440 MT foodgrains lifted from FCI Bulundshahar seized in Delhi.
4.	Andhra Pradesh	Cooking cost worth Rs. 3.26 crore diverted towards construction of kitchen sheds.
5.	Nagaland	Foodgrains worth Rs. 6.86 crore lifted from FCI was sold and proceeds deposited with Directorate of School Education during 2002-04.
6.	Assam	Cooking cost was diverted for purchase of utensils and LPG.
7.	Andaman & Nicobar Islands	Rs. 2.03 crore worth foodgrains diverted to other centrally sponsored schemes.
8.	Meghalaya	In one district the cooking cost of Rs. 5.06 lakh was diverted for payment of salaries to teachers of non-government primary schools.

[10] Punjab, Uttar Pradesh, Rajasthan, Orissa and Arunachal Pradesh

Sl. No.	State	Extent of diversion
9.	Bihar	782.21 quintals of rice diverted for relief work at Buxar and not recouped.
10.	West Bengal	Rs. 92.69 crore worth cooking cost diverted for kitchen sheds, cooking devices and MME.
11.	Madhya Pradesh	Rs. 17.78 lakh diverted for printing of cards, stationery, audit fee etc.

Source: Figures from audit reports compiled by State (Pr.) AsG (audit)

18.4. Quarterly progress reports (QPRs) and utilization certificates (UCs)

The state nodal departments were to furnish monthly reports on offtake of foodgrains, utilization certificates in respect of central assistance provided for foodgrains/cooking cost and detailed quarterly progress reports to the Ministry. The returns were meant to facilitate subsequent allotment of foodgrains by the Ministry and also to monitor implementation of the scheme in the states. It was observed that the utilization certificates (UCs)/reports were not being received in the Ministry regularly.

QPRs

Out of 280 quarterly progress reports (QPR) due during 2005-07, only 159 had been received in the Ministry. QPRs had been received for all the quarters from only three states/UT *viz.* Gujarat, Bihar and Dadra and Nagar Haveli. A sample check of 95 quarterly progress reports by audit revealed that except for the QPR of December 2006, these reports were simply kept on record rather than being analyzed by the Ministry for assurance and remedial measures, if any.

The Ministry accepted the audit findings and stated in February 2008 that it had started analyzing the QPRs after being provided with additional human resource from 2006.

UCs

As many as nine states furnished incorrect UCs without ascertaining the position of utilization of funds as per the details given below:-

Sl. No.	Name of state	Period	Status
1.	Rajasthan	2006-07	UCs for Rs. 302.96 crore towards cooking cost sent to GOI without obtaining the same from the implementing agencies.
2.	Madhya Pradesh	2006-07	Over reporting of utilization of foodgrains by Rs. 1.80 crore.
3.	Daman & Diu	2005-07	Over reporting of utilization of foodgrains by Rs. 2.81 lakh.
4.	Manipur	2006-07	Rs. 4.17 crore received as cooking cost was not allocated to implementing agencies but shown as fully utilized.

Sl. No.	Name of state	Period	Status
5.	West Bengal	2006-07	Rs. 136.50 crore remained unutilised at district level as of March 2007 but state government reported the entire amount as spent in its UC to GOI.
6.	Andhra Pradesh	2004-05	Rs. 76 crore received in 2004-05 was not released to districts but reported as having been utilized.
7.	Haryana	2006-07	Directorate of Elementary Education furnished UCs to GOI without obtaining the same from districts. In 7 test checked districts unutilised balances increased from Rs. 81.95 lakh in 2003-04 to Rs. 925.71 lakh in 2006-07. However, the directorate had reported the entire allocation of districts as spent to GOI.
8.	Arunachal Pradesh	2006-07	Unspent balance was shown as Rs. 45 lakh instead of Rs. 90 lakh.
9.	Bihar	2005-07	UC for Rs. 110.44 crore was submitted by districts without receipt of utilization from implementing agencies.

The states of Maharashtra, Kerala, Himachal Pradesh, Orissa, Chandigarh and Uttar Pradesh did not submit UCs to Government of India regularly.

18.5 Excess claim of transportation charges

As per the scheme guidelines, the Central government was to reimburse the actual cost of transportation of foodgrains from the nearest FCI godown to the primary school subject to a prescribed ceiling. In seven states (Uttar Pradesh, Chandigarh, Chattisgarh, Rajasthan, Meghalaya, Tripura and West Bengal), the nodal agencies claimed transport charges in excess of the actuals leading to an excess claim of Rs. 102.84 crore during 2002-07 as detailed in **Annex-XI**. It was not clear whether any accountability had been fixed for such misrepresentation and wrong claims.

18.6 Poor internal controls at schools

Sample check of schools by audit revealed that in as many as 17 states/union territories (Andaman and Nicobar Islands, Tripura, Pondicherry, Uttar Pradesh, Haryana, Jammu and Kashmir, West Bengal, Andhra Pradesh, Uttarakhand, Gujarat, Dadra and Nagar Haveli, Kerala, Punjab, Meghalaya, Orissa, Bihar and Manipur), all the essential records relating to receipt and issue of foodgrains and other ingredients of meals, quantity of meal cooked and served, presence of parents at the time of cooking, tasting and serving of meal were not maintained. Thus, actual utilisation of foodgrains, serving of wholesome meals to the children and correctness of the claim of cooking costs by the schools was not verifiable.

Recommendation

- **The Ministry/state governments need to strengthen the internal controls as well as the inspection and monitoring mechanism at all levels. Accountability for maintenance of records at various levels should be prescribed and monitored.**

19. Deficient monitoring of convergence with other schemes

The scheme of 2006 provides for assistance, towards infrastructural support *viz.* kitchen-cum-store, kitchen devices and drinking water. The scheme was to be continued in close convergence with several other development programmes under various ministries (**Annex-XII**).

However, data regarding budget allotted and expenditure incurred by different ministries through various Centrally Sponsored schemes on the above components of the scheme was neither available with the Ministry of Human Resource Development nor with any of states implementing the programme. Thus, the HRD Ministry, which was responsible for implementing the scheme, remained unaware of how the essential parts (health, drinking water etc.) of the whole were being funded from other sources.

The Ministry stated in February 2008 that the MDM scheme did not provide assistance for provision of water facilities, health etc. under the scheme and the component providing for kitchen sheds had been introduced in the scheme only from 2006-07 and was being monitored very closely now.

The reply is not tenable since as per the scheme guidelines 2006, the scheme was to be implemented in convergence (the modalities of which, however, remained undefined) with several other developmental programmes so that all the requirements of the programme were fully met in the shortest possible time-frame. Projecting the issues of critical health and infrastructure provisions in the field in isolation and as unrelated to the Ministry's general oversight of the scheme ignored the shortcoming in the functioning of the scheme. The Ministry's role cannot be viewed as mere fund releasing agency rather than an actively monitoring the programme delivery in its entirety.

20. Provisioning of cooking infrastructure

The essential infrastructure for implementation of the cooked midday meal scheme was the pucca kitchen-cum-store, kitchen devices and clean drinking water. However, during audit of selected schools, deficiencies relating to kitchen sheds, kitchen devices and facility of clean drinking water were noticed in 20 states[11]. (**Annex-XIII**). In two states Punjab and Himachal

[11] Uttar Pradesh, Uttarakhand, Tamil Nadu, Jharkhand, Assam, Chattisgarh, Himachal Pradesh, Jammu & Kashmir, Rajasthan, Haryana, Punjab, Daman & Diu, Meghalaya, Orissa, Tripura, Bihar, Manipur, West Bengal, Madhya Pradesh and Andhra Pradesh

Pradesh (100 *per cent* of test checked schools) and in Meghalaya (99.6 *per cent* of the test checked schools) did not have kitchen sheds. In Madhya Pradesh (96 *per cent* of the test checked schools) did not have kitchen sheds. In Chattisgarh (77 *per cent* of the test checked schools) and in Meghalaya (76 *per cent* of the test checked schools) did not have drinking water facility.

As a result of the non-availability of pucca kitchen sheds, the meal was being prepared in the open as well in the classrooms, exposing the children to health hazards besides disrupting classes. Instances of foodgrains being stored in the classrooms were also noticed in the test-checked schools of 11 states[12], thus reducing space for classes to be held.

The Ministry stated in February 2008 that Central assistance for kitchen sheds was being provided in a phased manner and it intended to cover all schools by 2008-09.

Recommendation

- **The Ministry/states should ensure that adequate infrastructure i.e. provision of kitchen sheds, kitchen devices and facility of drinking water are available in all schools.**

21. Adverse impact on teaching and learning

The Ministry prescribed in its guidelines that teachers should not be assigned responsibilities that would interfere with teaching and learning activities. Test check of the selected schools revealed that in most states the teachers were actively involved in receipt of foodgrains, procurement of vegetables and condiments, supervision of cooking and serving of meals thereby leading to a loss of valuable teaching time. The loss of teaching time evidenced in the sample was in the range of 11-30 hours per week in six states[13]. In Orissa and Daman & Diu it constituted 41 *per cent* and 33 *per cent* of the teaching time respectively. Similar instances were also noticed in the states of West Bengal, Uttar Pradesh, Uttarakhand, Punjab, Jharkhand, Tamil Nadu, Karnataka, Kerala, Dadra and Nagar Haveli and Madhya Pradesh. In Meghalaya, food was cooked by teachers and community members/parents in 40 *per cent* of the schools as stated before the Programme Approval Board (April 2007). In Pondicherry, 11 teachers were posted as full time kitchen in charge in the central kitchens which effectively meant that these teachers did not teach at all.

In West Bengal, surprise check of 139 schools by audit revealed that 17 *per cent* of the children left school after taking the meal, rather than attending post-meal classes. Similarly, in Bihar, in test checked schools 10 *per cent* to 80 *per cent* of the children left the schools after taking midday meal.

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12 Haryana, Uttarakhand, Jharkhand, Tamil Nadu, Karnataka, Kerala, Dadra and Nagar Haveli, Madhya Pradesh, Daman and Diu, Orissa and Gujarat.

13 Jammu and Kashmir, Chandigarh, Himachal Pradesh, Bihar, Haryana and Rajasthan

The Ministry stated in February 2008 that it was the responsibility of the state governments to ensure that the serving of midday meal did not have adverse impact on teaching and learning and that it has been stressed upon from time to time in various meetings held in the Ministry.

The responsibility of ensuring that the MDM does not adversely affect the main objective of education cannot be left entirely to the states. Ministry should undertake demonstrable efforts to ensure that the programme does not have any adverse impact on the main objectives of the schools.

Recommendation

- **The Ministry should put a system in place to ensure that teaching time of the teachers is not lost on midday meal related activities and that the education of the children takes priority.**

22. Avoidable payment of sales tax

The state governments levy sales tax on the foodgrains supplied by the Food Corporation of India. This tax was being reimbursed by the Ministry while making payments to the FCI under the scheme. However, it was noticed that some of the states had exempted levy of sales tax on foodgrains lifted from FCI under the scheme. Thus, while the Government had been buying foodgrains at subsidised rates, it was also making huge payments on account of sales tax. This meant that, in effect, the scheme was not run economically or efficiently when it came to sourcing of foodgrains. This oversight by the Ministry and duplication had a substantial financial implication as Rs. 59.53 crore had been paid as sales tax for supplies to states during the years 2002-03 to 2006-07.

The Ministry admitted the audit finding and stated in February 2008 that the state Governments had been advised to take necessary action in the matter for obtaining exemption from payment of sales tax.

Recommendation

- **The Government may take up the matter with relevant states to seek exemption of payment of sale tax so as to source foodgrains economically and efficiently for the scheme.**

23. Monitoring and evaluation

The original scheme provided for supervision, monitoring and evaluation by setting up committees at block, district and state levels to generate community support for the goal of universalizing primary education. At the national level the scheme had no monitoring in place until 2004 when a National level Steering cum Monitoring Committee was prescribed in the revised scheme (September 2004). The Steering cum Monitoring Committees (SMC) were to be set up at four levels *viz.* National, State, District and Block with functions

of guidance, monitoring, coordination and taking action on reports of independent monitoring agencies. National and State-level SMCs were expected to meet at least once every six months, and District and Block level SMCs, at least once a quarter.

- At the national level the SMC had met only twice and that too only in 2005 and never thereafter as against the prescribed five meetings during December 2004 to March 2007.
- At the state level the SMCs were not constituted in four states/union territories (Andaman and Nicobar Islands, Pondicherry, Daman and Diu and Maharashtra).
- In Uttar Pradesh state level SMC was constituted only in August 2007.
- In 10 states/union territories[14] the meetings were not held at all or held only once against the prescribed five meetings during December 2004 to March 2007.
- At the district/block level, the SMCs were not constituted in four states/union territories (Tamil Nadu, Pondicherry, Andaman and Nicobar Islands and Dadra and Nagar Haveli) and in 11 states[15] meetings at district and block level were held irregularly.
- Records of meetings of SMCs at the state level were not furnished to audit by four states and at district/block level by five states.

The Ministry stated in February 2008 that the National SMC had been recently reconstituted in September 2007 and important initiatives like development of national wide web enabled Management Information system, nation wide evaluation study through National Institute of Nutrition, Hyderabad were under active preparation.

The fact, however, remains that despite 12 years of implementation of the scheme, the Ministry had been unable to finalise the Management Information System for reliable data capture from states and for monitoring the programme as envisaged in its scheme of 1995.

24. Management, Monitoring and Evaluation grant

The Scheme provided for grant of Central assistance for Management, Monitoring and Evaluation (MME) at the rate of not less than 0.9 *per cent* of the total assistance on supply of free foodgrains, actual cost on transportation of foodgrains and cooking cost for the year 2004-05 and at the rate of not less than 1.8 *per cent* of such total assistance of 2005-06 with 0.1 *per cent* and 0.2 *per cent* of the total assistance to be retained by Central Government during 2004-05 and 2005-06 respectively. However, no funds could be released for

[14] Tamil Nadu, Jharkhand, Assam, Jammu and Kashmir, Himachal Pradesh, Dadra and Nagar Haveli, Kerala, Orissa, Tripura, Manipur.

[15] Rajasthan, Himachal Pradesh, Uttar Pradesh, Andhra Pradesh, Uttarakhand, Gujarat, Orissa, Tripura, West Bengal, Bihar and Haryana

this component during 2004-05 as norms for expenditure were notified by the National Steering-cum-Monitoring Committee only in September 2005. The states could utilise only Rs. 20.22 crore i.e. 50.16 *per cent* out of the total funds of Rs. 40.31 crore released to them during 2005-06. The Ministry during 2005-06 and 2006-07 had released only Rs. 65.17 lakh and Rs. 0.65 lakh out of the budget allocation of Rs. 4.5 crore and Rs. 8.25 crore under the central component of the MME grant.

The Ministry stated in February 2008 that the states had been urged to utilise the MME component effectively to the optimum level to mainly institute suitable monitoring mechanism and to conduct independent evaluation studies.

Annex–IA

(Refers to paragraph 4).

Sl. No.	Components of scheme to be financed	1995 to August 2004		September 2004 to June 2006		July 2006 onwards	
		Central	**State**	**Central**	**State**	**Central**	**State**
1	**Foodgrain**	Cost of 100 grams foodgrain per child per school day reimbursed to FCI	Nil	No change	Nil	No change	Nil
2	**Transportation**	Subsidy @ Rs. 50/- per quintal reimbursed to Specified Nodal Transport Agency	Remaining cost of transportation of foodgrain	From 1.10.04 subsidy at the rate of Rs. 100 per quintal for specialised states* and @ Rs. 75 per quintal for other states	Remaining cost on transportation	No change from 01.10.2004 onwards	Remaining cost on transportation
3	**Cost of cooking**	Labour charges for cooking was met from poverty alleviation (Jawahar Rozgar Yojana) Scheme of Ministry of Rural development up to 31.3.99 only (not applicable to the period under review)	Remaining cost up to 31.3.99 and full cost thereafter	(i) From 2004-05 15 *per cent* of Additional Central Assistance under PMGY (ii) w.e.f 1.9.04 Rs.1.00 per child per school day in addition to (i) above	Remaining cost on the cost of cooking	(i) States in North eastern region Rs. 1.80 per child per school day (ii) Other states @ Rs. 1.50 per child per school day	(i) North Eastern Region States to contribute a minimum of Rs. 0.20 per child. (ii) Other States to contribute a minimum of Rs. 0.50 per child.

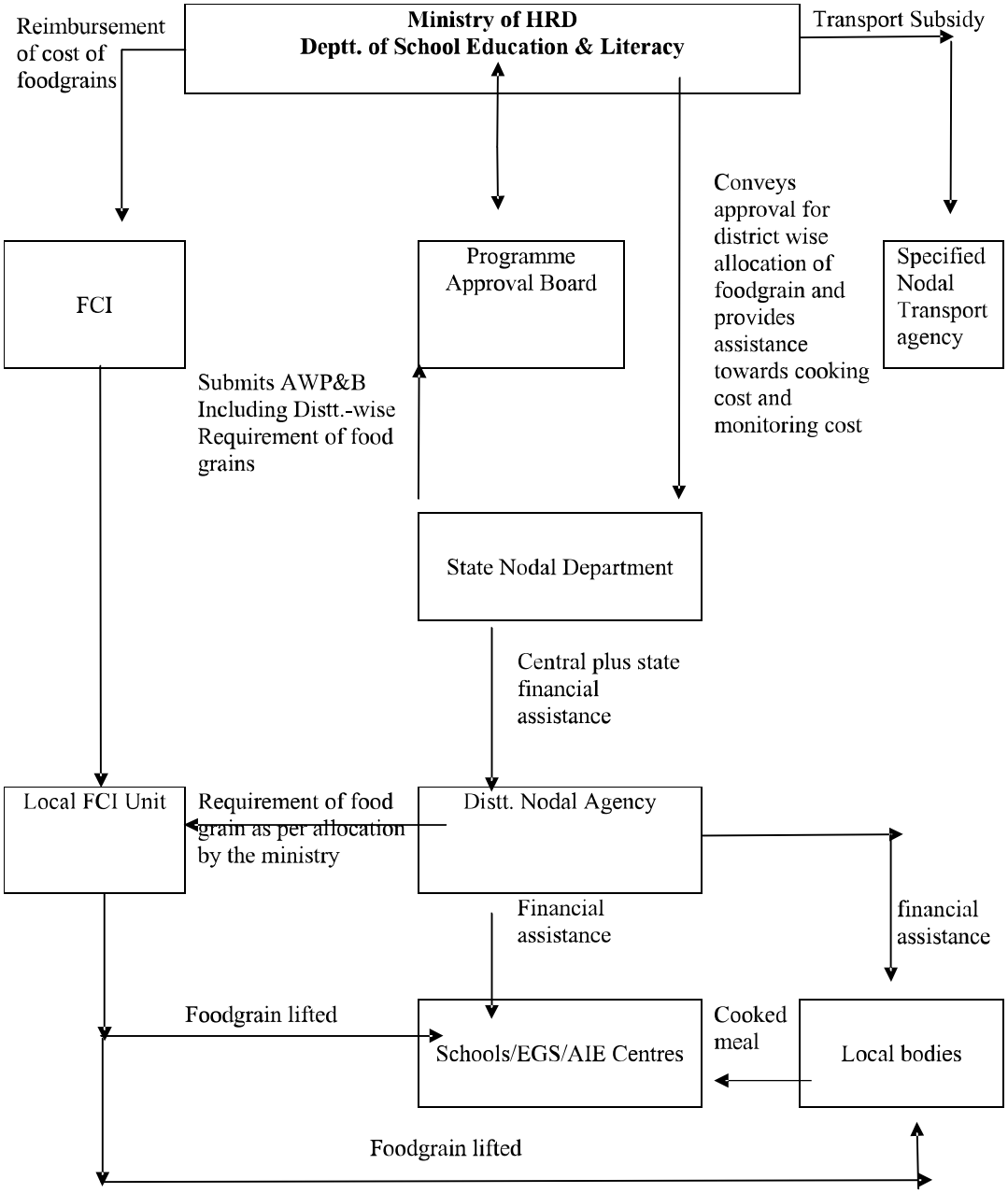
Sl. No.	Components of scheme to be financed	1995 to August 2004		September 2004 to June 2006		July 2006 onwards	
		Central	State	Central	State	Central	State
4	**Infrastructure**	Expenditure incurred on construction of kitchen sheds up to 31.3.99 under poverty alleviation scheme	Full cost after 31.3.99	(i) Construction of kitchen: funds available under SGRY, NSDP, SJSRY (ii) Drinking water: funds available under SSA, ARWSP and Swajaldhara programme (iii) Utensils : funds available under SSA from annual school grant of Rs. 2000 per school	Remaining costs on infrastructure	(i) Cost of kitchen shed maximum of Rs. 60,000 per unit per school and funds available under other development programmes (detailed at sl. No. 6) (ii) Kitchen devices overall average of Rs. 5000 per school for the state on actual expenditure basis and funds available under other development programmes (detailed at sl. no. 6 in these guidelines) (iii) funds available as under other development programmes (detailed at sl. no. 6 in these guidelines)	
5	**Monitoring, Management and Evaluation**	Not specified		Not less than 0.9 *per cent* of total assistance on food grain, transport and cooking for 2004-05	Remaining cost	Not less than 1.8 *per cent* of total assistance on food grain, transport and cooking from 2005-06	Remaining cost

Source: Scheme Guidelines – Ministry of Human Resource Development

Annex-IB

(Refers to paragraph 4)

Flow chart of implementation of the Scheme



Annex-II

(Refers to paragraph 7)

Sl. No.	Type of parameter	Who may monitor?	Frequency of monitoring
	(1)	(2)	(3)
	I. Programme Parameters		
1.	Regularity and wholesomeness of mid-day meal served to children	i) Members of PTA/SMDC ii) Teachers	Daily
2.	Non-discrimination against children of weaker sections	-do-	-do-
3.	Cleanliness in cooking, serving and consumption of mid-day meal	-do-	-do-
4.	Timely procurement of ingredients, fuel, etc. of good quality	PTA/SMDC	Weekly
5.	Implementation of varied menu	Municipality/Representatives of SMC	Fortnightly/monthly
6.	Over-all quality of mid-day meal	i) Officers of State Govt. belonging to Revenue/Administration, rural development, education and any other suitable Department (e.g. WCD, Food, Health, etc.) ii) Officers of Food & Nutrition Board (FNB), Govt. of India, posted in the State/UT iii) Nutrition Experts/Institutions identified/nominated by the State Govt.	As per a certain target of inspections per month, to be fixed by State Govt. in consultation with food and Nutrition Board/Institution, concerned.
1.	**II. Impact Parameters** Nutritional status – Assessment of percentage of underweight children at school level	PTA/SMDC	Twice a year
2.	Attendance status	-do-	Quarterly
3.	Retention/completion status	-do-	Annually
4.	Sample studies in regard to each of the items 1 to 3 above. Study of Nutritional status would include study of various deficiencies mentioned in paragraph 1.1 of the scheme guidelines, especially incidence of low weight-for-age (underweight) and anaemia.	Appropriate institutions selected by State Govt. / Nodal Agency / SMC	Annually

Source : Scheme Guidelines – Ministry of Human Resource Development

Annex–III

(Refers to paragraph 9)

Details of sample selection in states

Sl No.	State	Districts selected	Schools/centres selected
1.	Punjab	07	140
2.	Haryana	7	140
3.	Tripura	4	80
4.	Daman & diu	2	40
5.	Jharkhand	8	160
6.	Nagaland	7	140
7.	Arunachal pradesh	8	160
8.	Chandigarh	1	20
9.	Chattisgarh	7	143
10.	Andhra pradesh	7	140
11.	Karnataka	8	160
12.	Uttar pradesh	16	320
13.	Tamil nadu	8	160
14.	Rajasthan	7	140
15.	Uttrakhand	7	140
16.	Manipur	3	60
17.	Pondicherry	4	73
18.	Himachal pradesh	7	140
19.	Assam	7	121
20.	Madhya Pradesh	7	105
21.	Maharashtra	8	160
22.	Dadra and nagar haveli	1	20
23.	Andaman & nicobar	1	20
24.	Kerala	7	140
25.	West Bengal	7	140
26.	Gujarat	8	160
27.	Jammu & kashmir	8	134
28.	Orissa	7	140
29.	Meghalaya	6	120
30.	Bihar	10	200
	Total	**195**	**3816**

Annex-IV

(Refers to paragraph 11.1)

Sl. No.	Year	Number of schools covered under MDM	Projected enrolment
1.	2002-03	8.10 lakh	10.28 crore
2.	2003-04	8.80 lakh	10.57 crore
3.	2004-05	9.04 lakh	10.89 crore
4.	2005-06	9.54 lakh	11.94 crore
5.	2006-07	9.91 lakh	11.98 crore

Source: Figures supplied by the Ministry of Human Resource Development

Annex-V

(Refers to Para 11.1.1)

Inconsistencies between the figures reported by the Ministry and those collected in states

Sl. No.	Name of state	Years	Enrolment		Difference (+)(-)
			Provided by Ministry	Figures collected in states	
1.	Chattisgarh	2002-03	2889116	2829000	60116
		2003-04	2828582	2783000	45582
		2004-05	2828582	2839000	-10418
2.	Gujarat	2002-03	3259341	5036000	-1776659
		2006-07	3548712	6132000	-2583288
3.	Dadra & Nagar Haveli	2006-07	32251	33824	-1573
4.	Haryana	2006-07	1872490	1613000	259490
5.	Himachal Pradesh	2002-03	639974	614156	25818
		2003-04	614847	590351	24496
		2004-05	590351	577998	12353
		2005-06	577998	555378	22620
		2006-07	555378	530016	25362
6.	Jharkhand	2004-05	3335485	3193000	142485
		2005-06	4101554	4263000	-161446
		2006-07	4280489	5054000	-773511
7.	Karnataka	2003-04	5349540	4603200	746340
		2004-05	5126042	4850053	275989
		2005-06	4962764	4649605	313159
		2006-07	4653694	4413471	240223
8.	Kerala	2003-04	2166510	2163763	2747
		2004-05	2116354	2128222	-11868
		2005-06	1907000	2099522	-192522
		2006-07	2029411	2065785	-36374
9.	Maharashtra	2005-06	9779283	9441000	338283
		2006-07	9258736	9179000	79736
10.	Daman & Diu	2005-06	15300	13719	1581
		2006-07	27800	14185	13615
11.	Orissa	2003-04	4632000	4588000	44000
		2004-05	5151000	4497000	654000
		2005-06	5156000	4386000	770000
		2006-07	5002000	4192000	810000

Sl. No.	Name of state	Years	Enrolment		Difference (+)(-)
			Provided by Ministry	Figures collected in states	
12.	Chandigarh	2002-03	41720	42520	-800
		2003-04	42520	44699	-2179
		2004-05	42366	52604	-10238
		2005-06	56500	55818	682
		2006-07	59993	61014	-1021
13.	Rajasthan	2002-03	7177718	7178000	-282
		2003-04	7678153	7678000	153
		2004-05	7662192	7661000	1192
		2005-06	10215570	7335000	2880570
		2006-07	7696898	6960000	736898
14.	Tamil Nadu	2002-03	5401644	5390000	11644
		2003-04	5529945	4306000	1223945
		2004-05	4305932	3992000	313932
		2005-06	4152167	3817000	335167
		2006-07	4875103	3651000	1224103
15.	Tripura	2002-03	459981	459981	0
		2005-06	525645	520610	5035
16.	Uttar Pradesh	2002-03	14855697	16032000	-1176303
		2003-04	16374892	16995000	-620108
		2004-05	16996916	18143000	-1146084
		2005-06	18644467	18654000	-9533
		2006-07	18719628	18619000	100628
17.	Uttarakhand	2002-03	821507	810722	10785
		2003-04	787193	784911	2282
		2004-05	811204	1136493	-325289
		2005-06	779596	1144478	-364882
		2006-07	779826	1163178	-383352
18.	West Bengal	2002-03	9764181	10262726	-498545
		2003-04	10268683	10876525	-607842
		2004-05	10326600	10722722	-396122
		2005-06	10886311	10569154	317157
		2006-07	9247449	10443354	-1195905
19.	Andaman & Nicobar Islands	2005-06	34517	34107	410
		2006-07	31704	31059	645

Annex-VI

(Refers to paragraph 14.1)

Disruption in serving of cooked meals

Sl. No.	State	Remarks
1.	Uttarakhand	In 232 test checked schools cooked meal was not provided for 18.2 per cent to 22.5 per cent days due to delay in receipt of foodgrains.
2.	Jammu & Kashmir	Cooked meal was not provided in Leh district during 2005-07 due to late sanction of cooking cost.
3.	Rajasthan	In 70 test checked schools cooked meal was not provided to 541754 children for 6036 school days during 2002-07.
4.	Assam	In 40 of the 53 schools test checked interruption in serving of cooked meal was noticed for a period ranging from 4 months to 23 months due to delayed implementation of the scheme.
5.	Chattisgarh	In 157 schools 16879 children were not provided cooked meals for a period ranging from 2 to 12 months during 2004-06 due to non availability of foodgrains, funds and cooks.
6.	Himachal Pradesh	In 32 schools cooked meal was not served for a period ranging from 20 to 232 days during 2004-07 due non availability of foodgrains and funds.
7.	Haryana	In 123 of 140 test checked schools, meal was not served for periods ranging up to 209 days during 2004-07 due to irregular supply of foodgrains.
8.	Kerala	In 72 schools disruption ranged up to 102 days due to delay in receipt of foodgrains.
9.	Orissa	Shortfall in providing cooked meal ranged from 5 to 20 per cent during 2002-07 against the prescribed feeding days of 210 days due to non availability of foodgrains, funds and cooks.
10.	Tripura	Cooked meal was not served in 45 to 52 test checked schools for a period ranging up to 165 days during 2003-07 due to shortage of foodgrains and funds, rainy days, absence of cooks etc.
11.	Bihar	Interruption ranged between 47 per cent to 73 per cent of total days due to non availability of foodgrains, funds etc.
12.	Manipur	During 2005-07, in 60 test checked schools, meal was not provided for 51 days in 2005-06 and for 100 days in 2006-07 against the prescribed 200 days.

Sl. No.	State	Remarks
13.	Andhra Pradesh	In 140 test checked schools disruption for 2647 days during 2003-07.
14.	Meghalaya	Disruption ranged from 50 per cent to 100 per cent of school days during 2002-07.
15.	Maharashtra	In 43 test checked schools, disruption affected 1088401 children for 6102 school days during 2003-07 due to delay in receipt of foodgrains, non availability of transport facility in the tribal areas etc.
16.	West Bengal	In test checked schools cooked meal was not served for 37 per cent of targeted 78114 schools days due to delayed implementation of the programme, short receipt of rice, cooking cost etc.
17.	Uttar Pradesh	As per the report of state inspection task force, MDM was not served in 2086 schools during October 2006 to March 2007.

Annex-VII

(Refers to paragraph 16)

(Figures in MTs)

Sl. No.	State/UT	Year	No. of children enrolled on 30th Sept. of the preceding year	Foodgrains allocated	Food grains lifted	Percentage of lifting
1	2	3	4	6	7	8
1.	Andhra Pradesh	2002-03	7456254	223687.62	185620.15	82.98
		2003-04	7717673	178278.25	175513.12	98.45
		2004-05	9081299	213410.53	208218.16	97.57
		2005-06	6361814	114099.13	114099.11	100.00
		2006-07	6700878	131002.17	128652.73	98.21
2.	Arunachal Pradesh	2002-03	166637	4999.11	700.44	14.01
		2003-04	181606	5448.18	1209.40	22.20
		2004-05	177984	3559.68	3169.60	89.04
		2005-06	218905	4540.09	3559.96	78.41
		2006-07	218905	4558.70	3531.64	77.47
3.	Assam	2002-03	3149361	92545.89	43592.96	47.10
		2003-04	3210526	96315.78	78292.34	81.29
		2004-05	3387583	101627.49	87257.65	85.86
		2005-06	4795759	92125.70	75621.15	82.08
		2006-07	3525467	78617.92	48648.48	61.88
4.	Bihar	2002-03	8095780	242873.40	138678.82	57.10
		2003-04	8868044	245299.91	181362.17	73.93
		2004-05	9791760	195835.20	167153.54	85.35
		2005-06	12638429	218070.20	160939.69	73.80
		2006-07	12858653	248029.83	114728.22	46.26
5.	Chhattisgarh	2002-03	2889116	74545.37	5531.31	7.42
		2003-04	2828582	56571.64	5642.11	9.97
		2004-05	2828582	56571.64	5380.09	9.51
		2005-06	2888868	53019.31	58485.09	110.31
		2006-07	3104573	69222.56	46379.82	67.00
6.	Goa	2002-03	68878	2066.34	0.00	0.00
		2003-04	69647	1253.65	0.00	0.00
		2004-05	68489	1232.80	0.00	0.00
		2005-06	67225	1411.73	1356.33	96.08
		2006-07	67686	1317.51	1317.51	100.00
7.	Gujarat	2002-03	3259341	65186.82	27551.01	42.26
		2003-04	3004496	60089.91	39533.12	65.79
		2004-05	3011034	60220.68	55083.21	91.47
		2005-06	5132959	67891.45	62107.16	91.48
		2006-07	3548712	75470.66	62522.18	82.84
8.	Haryana	2002-03	1538006	46140.18	41556.62	90.07
		2003-04	1578538	45871.00	41989.22	91.54
		2004-05	1627834	46075.44	20936.54	45.44
		2005-06	1645509	28672.99	14611.77	50.96
		2006-07	1612509	32895.18	17125.38	52.06
9.	Himachal Pradesh	2002-03	639974	19199.22	18777.33	97.80
		2003-04	614847	18445.41	17847.28	96.76
		2004-05	590351	17527.02	16926.82	96.58
		2005-06	577998	11447.25	11447.16	100.00
		2006-07	555378	12096.13	11394.55	94.20

(Figures in MTs)

Sl. No.	State/UT	Year	No. of children enrolled on 30th Sept. of the preceding year	Foodgrains allocated	Food grains lifted	Percentage of lifting
1	2	3	4	6	7	8
10.	Jammu & Kashmir	2002-03	821890	24656.70	235.31	0.95
		2003-04	738777	22163.31	0.00	0.00
		2004-05	831215	24936.45	1662.69	6.67
		2005-06	1028425	18757.93	16653.87	88.78
		2006-07	1093613	20209.97	13168.28	65.16
11.	Jharkhand	2002-03	2254066	51796.21	16548.37	31.95
		2003-04	2254066	51796.21	23039.70	44.48
		2004-05	3335485	83387.13	55467.28	66.52
		2005-06	4101554	82687.33	64552.50	78.07
		2006-07	4228353	84905.33	67154.41	79.09
12.	Karnataka	2002-03	5621960	153564.63	122262.01	79.62
		2003-04	5349540	145853.18	85386.97	58.54
		2004-05	5126042	117558.08	87555.18	74.48
		2005-06	4962764	112863.57	82416.88	73.02
		2006-07	4653694	96517.61	83276.79	86.28
13.	Kerala	2002-03	2355686	47113.72	72409.04	153.69
		2003-04	2166510	43330.20	43329.20	100.00
		2004-05	2116354	42327.08	42327.08	100.00
		2005-06	1907000	28223.60	28223.60	100.00
		2006-07	2029411	32308.22	2691528	83.31
14.	Madhya Pradesh	2002-03	7579750	212149.59	198003.28	93.33
		2003-04	7729652	165834.55	149768.56	90.31
		2004-05	7649784	159974.50	152011.18	95.02
		2005-06	8665342	191080.71	165648.99	86.69
		2006-07	8891737	188693.84	160166.41	84.88
15.	Maharashtra	2002-03	9930938	297928.14	218551.84	73.36
		2003-04	9721167	223586.84	183922.28	82.26
		2004-05	9665362	222303.33	150534.81	67.72
		2005-06	9779283	207809.77	134951.28	64.94
		2006-07	8147690	164135.22	148499.97	90.47
16.	Manipur	2002-03	287506	8625.18	8075.48	93.63
		2003-04	296211	8886.33	8881.02	99.94
		2004-05	305695	9170.85	9120.93	99.46
		2005-06	295096	6539.33	5914.25	90.44
		2006-07	295096	5665.84	5368.94	94.76
17.	Meghalaya	2002-03	434702	13041.06	11357.36	87.09
		2003-04	485980	10279.54	9373.40	91.19
		2004-05	502573	10051.46	9512.28	94.64
		2005-06	597555	10038.92	10041.42	100.02
		2006-07	627596	10543.61	9010.36	85.46
18.	Mizoram	2002-03	93608	2808.24	2246.59	80.00
		2003-04	94042	1880.84	1876.55	99.77
		2004-05	95619	1826.32	1829.66	100.18
		2005-06	104300	1837.86	1837.85	100.00
		2006-07	86504	1624.98	1743.98	107.32

(Figures in MTs)

Sl. No.	State/UT	Year	No. of children enrolled on 30th Sept. of the preceding year	Foodgrains allocated	Food grains lifted	Percentage of lifting
1	2	3	4	6	7	8
19.	Nagaland	2002-03	159664	4789.92	4789.92	100.00
		2003-04	173598	5207.94	5082.53	97.59
		2004-05	173598	3471.96	3992.75	115.00
		2005-06	173598	3762.74	3506.53	93.19
		2006-07	173598	3541.40	3541.40	100.00
20.	Orissa	2002-03	4621934	123762.01	105440.55	85.20
		2003-04	4631826	123424.87	114350.32	92.65
		2004-05	5151346	135293.02	105201.25	77.76
		2005-06	5156154	104110.32	86011.51	82.62
		2006-07	5002269	91938.20	80502.88	87.56
21.	Punjab	2002-03	1620811	48624.33	42099.50	86.58
		2003-04	1559682	45490.34	23707.95	52.12
		2004-05	1498697	43222.38	27886.73	64.52
		2005-06	1552404	28053.43	7821.01	27.88
		2006-07	1488412	29401.81	22761.08	77.41
22.	Rajasthan	2002-03	7177718	157909.79	14154.12	8.96
		2003-04	7678153	168919.37	136487.45	80.80
		2004-05	7662192	168568.22	121027.06	71.80
		2005-06	10215570	196108.30	122477.08	62.45
		2006-07	7335359	133312.81	96532.6	72.41
23.	Sikkim	2002-03	77033	2310.99	2042.70	88.39
		2003-04	76828	1536.56	1296.26	84.36
		2004-05	83602	1672.04	1657.24	99.11
		2005-06	98000	2126.59	2126.59	100.00
		2006-07	102520	1960.70	1880.28	95.90
24.	Tamil Nadu	2002-03	5401644	108032.88	80000.25	74.05
		2003-04	5529945	110598.90	79654.67	72.02
		2004-05	4305932	86118.64	71997.91	83.60
		2005-06	4152167	76586.73	69395.56	90.61
		2006-07	3909913	73115.37	65203.65	89.18
25.	Tripura	2002-03	459981	13799.43	10069.21	72.97
		2003-04	453854	9077.08	8906.40	98.12
		2004-05	458020	9160.40	9053.71	98.84
		2005-06	525645	9882.13	9429.86	95.42
		2006-07	520610	10787.04	5183.03	48.05
26.	Uttarakhand	2002-03	821507	24645.21	15206.34	61.70
		2003-04	787193	15743.86	19781.88	125.65
		2004-05	811204	16224.08	14181.57	87.41
		2005-06	779596	14180.85	13622.47	96.06
		2006-07	779826	14535.96	14002.23	96.33
27.	Uttar Pradesh	2002-03	14855697	445670.91	405310.57	90.94
		2003-04	16374892	491246.76	365300.77	74.36
		2004-05	16996916	509907.48	452280.03	88.70
		2005-06	18644467	335973.30	285077.65	84.85
		2006-07	14728060	346109.28	257665.51	74.45

(Figures in MTs)

Sl. No.	State/UT	Year	No. of children enrolled on 30th Sept. of the preceding year	Foodgrains allocated	Food grains lifted	Percentage of lifting
1	2	3	4	6	7	8
28.	West Bengal	2002-03	9764184	292925.43	230524.86	78.70
		2003-04	10268683	305987.74	255689.48	8356
		2004-05	10326600	302571.85	264088.41	87.28
		2005-06	10886311	205424.69	175974.72	85.66
		2006-07	9247449	174499.36	155648.02	89.20
29.	A&N Islands	2002-03	35886	1076.58	1018.67	94.62
		2003-04	35179	703.58	703.58	100.00
		2004-05	35186	774.09	774.09	100.00
		2005-06	34517	668.25	533.98	79.91
		2006-07	34107	575.73	551.87	95.86
30.	Chandigarh	2002-03	41720	1251.60	554.78	44.33
		2003-04	42520	977.96	543.98	55.62
		2004-05	42366	974.42	682.44	70.04
		2005-06	56500	1007.96	900.45	89.33
		2006-07	59993	1228.66	524.75	42.71
31.	D&N Haveli	2002-03	26004	780.12	379.69	48.67
		2003-04	29480	678.04	393.20	57.99
		2004-05	30176	603.52	429.06	71.09
		2005-06	33454	610.20	457.17	74.92
		2006-07	32251	508.15	455.2	89.58
32.	Daman & Diu	2002-03	15214	304.28	233.68	76.80
		2003-04	15163	303.26	198.24	65.37
		2004-05	15187	303.74	234.60	77.24
		2005-06	15300	302.94	191.11	63.09
		2006-07	13539	246.14	190.96	77.58
33.	Delhi	2002-03	1010919	20218.38	3802.55	18.81
		2003-04	1036711	21739.06	7259.90	33.40
		2004-05	1078241	21564.82	14661.62	67.99
		2005-06	1238188	20165.55	17507.03	86.82
		2006-07	1116492	19579.14	16077.15	82.11
34.	Lakshadweep	2002-03	0	0.00	0.00	0.00
		2003-04	0	0.00	0.00	0.00
		2004-05	0	0.00	0.00	0.00
		2005-06	0	0.00	0.00	0.00
		2006-07	10430	183.57	0.00	0.00
35.	Pondicherry	2002-03	62349	1247.00	736.23	59.04
		2003-04	62349	1246.98	2130.12	170.82
		2004-05	53221	1064.42	1027.95	96.57
		2005-06	50723	879.54	812.83	92.42
		2006-07	55200	1013.47	917.21	90.50
Total	All India	2002-03	102795718	2830276.28	2028061.52	71.66
		2003-04	105665960	2684067.03	2068453.19	77.06
		2004-05	108915529	2669090.76	2163323.12	81.05
		2005-06	119381379	2250960.37	1808313.61	80.34
		2006-07	106856483	2160352.08	1671242.96	77.36

Source: Figures supplied by the Ministry of Human Resource Development

Annex VIII

(Refers to paragraph 17)

Sl. No.	State	Schools/EGS/AIE centres not covered
1.	Tamil Nadu	Out of 48287 children of AIE/EGS centers 41478 children were not provided MDM. In 19 test-checked centers MDM was not provided in fourteen centres. Thirteen newly opened schools were also not provided MDM during 2002-07.
2.	Haryana	In seven test checked districts 96 per cent of AIE centers were not covered.
3.	Rajasthan	In Tonk district 7980 schools involving 4.99 lakh children remained uncovered.
4.	Bihar	67 per cent EGS centres in 10 districts not covered depriving 0.88 lakh children.
5.	Manipur	2019 EGS/AIE centres not covered till 2006-07 involving 55110 children.
6.	Uttarakhand	In three test checked districts 87 EGS centers involving 5387 students were not covered.
7.	Arunachal Pradesh	As of 31 March 2007 43 primary schools and 85 EGS centers involving 4853 children remained uncovered.
8.	Punjab	1628 schools and 182 EGS centers involving 196821 children remained uncovered during 2002-04.

Annex-IX

(Refers to paragraph 18.1)

Sl. No.	States/UTs	Year	Percentage of foodgrains lifted	Percentage of cooking cost utilised
1.	Bihar	2006-07	46.26	97.26
2.	Chhattisgarh	2004-05	9.51	100
		2006-07	67	81
3.	Haryana	2004-05	45.44	100
		2005-06	50.96	76.03
		2006-07	52.06	65.56
4.	Jammu & Kashmir	2004-05	6.67	100
		2005-06	88.78	95.46
5.	Jharkhand	2004-05	66.52	100
		2005-06	78.07	100
6.	Karnataka	2004-05	74.48	100
		2005-06	73.02	100
		2006-07	86.28	100
7.	Meghalaya	2006-07	85.46	100
8.	Orissa	2005-06	82.62	257.16
9.	Punjab	2004-05	64.52	100
		2005-06	27.88	100
		2006-07	77.41	100
10.	Rajasthan	2005-06	62.45	73.91
		2006-07	72.41	100
11.	Tamil Nadu	2004-05	83.6	100
		2005-06	90.61	100
		2006-07	89.18	100
12.	Tripura	2006-07	48.05	91.12
13.	West Bengal	2004-05	87.28	100
		2005-06	85.66	100
14.	Pondicherry	2006-07	90.5	100

Calculations based on the figures supplied by the Ministry

Annex–X

(Refers to paragraph 18.2)

Delay in release of funds

Sl. No.	Sanction no.	IFD[1] diary no.	Name of grantee	Period	Amount released	Delay	
						Months	days
1.	17(1)/05	3626 dt. 11.05.05	Jammu & Kashmir	9/04 to 4/05	1,86,61,000	8	11
2.	17(1)/05	3626 dt. 11.05.05	Jharkhand	9/04 to 4/05	12,24,79,000	8	11
3.	17(1)/05	3626 dt. 11.05.05	Mizoram	9/04 to 4/05	48,37,000	8	11
4.	17(1)/05	3626 dt. 11.05.05	Punjab	9/04 to 4/05	5,63,90,000	8	11
5.	17(1)/05	3626 dt. 11.05.05	Sikkim	9/04 to 4/05	48,86,000	8	11
6.	17(1)/05	3626 dt. 11.05.05	West Bengal	9/04 to 4/05	52,86,63,000	8	11
7.	17-1(II)/05	4761 dt 08.07.05	Arunachal Pradesh	5/05 to 12/05	3,14,46,000	2	8
8.	17-1(II)/05	4761 dt 08.07.05	Assam	5/05 to 12/05	54,62,37,000	2	8
9.	17-1(II)/05	4761 dt 08.07.05	Gujarat	5/05 to 12/05	40,78,50,000	2	8
10.	17-1(II)/05	4761 dt 08.07.05	Himachal Pradesh	5/05 to 12/05	7,71,27,000	2	8
11.	17-1(II)/05	4761 dt 08.07.05	Karnataka	5/05 to 12/05	67,54,68,000	2	8
12.	17-1(II)/05	4761 dt 08.07.05	Madhya Pradesh	5/05 to 12/05	109,01,00,000	2	8
13.	17-1(II)/05	4761 dt 08.07.05	Tamil Nadu	5/05 to 12/05	50,82,00,000	2	8
14.	17-1(II)/05	4761 dt 08.07.05	Tripura	5/05 to 12/05	6,87,21,000	2	8
15.	17-34/05	5000 dt. 19.07.05	Chattisgarh	05/05 to 12/05	27,54,82,000	2	19
16.	17	5000 dt. 19.07.05	Goa	05/05 to 12/05	55,66,000	2	19
17.	17(7)/05	5000 dt. 19.07.05	Haryana	05/05 to 12/05	20,80,03,000	2	19

[1] IFD refers to Integrated Finance Division of the Ministry of Human Resource Development

Sl. No.	Sanction no.	IFD[1] diary no.	Name of grantee	Period	Amount released	Delay	
						Months	days
18.	17-18/05	5000 dt. 19.07.05	Orissa	05/05 to 12/05	9,17,52,000	2	19
19.	17-25/05	5000 dt. 19.07.05	West Bengal	05/05 to 12/05	126,70,76,000	2	19
20.	17-24/05	5206 dt 28.07.05	Uttar Pradesh	05/05 to 12/05	215,53,00,000	2	28
21.	17-20/05	5206 dt 28.07.05	Rajasathan	05/05 to 12/05	114,79,63,000	2	28
22.	17(1-A)/05	5206 dt 28.07.05	Andhra Pradesh	05/05 to 12/05	77,38,19,000	2	28
23.	17-16/05	5206 dt 28.07.05	Mizoram	05/05 to 12/05	1,04,05,000	2	28
24.	17-35/05	5874 dt 29.08.05	Uttaranchal	5/05 to 12/05	8,60,61,000	3	29
25.	17-33/05	6035 dt. 06.09.05	Jharkhand	5/05 to 12/05	49,16,66,000	4	6
26.	17-17/05	5874 dt. 29.08.05	Nagaland	5/05 to 12/05	2,12,48,000	3	29
27.	17-21/05	6163 dt. 14.09.05	Sikkim	5/05 to 12/05	1,23,87,000	4	14
28.	17-15/05	6163 dt. 14.09.05	Meghalaya	5/05 to 12/05	6,87,78,000	4	14
29.	17-4/05	6365 dt. 21.09.05	Bihar	5/05 to 12/05	120,30,20,000	4	21
30.	17-13/05	6755 dt. 14.10.05	Maharashtra	5/05 to 12/05	38,89,23,000	5	14
31.	17-14/05	7143 dt. 02.11.05	Manipur	5/05 to 12/05	2,79,81,000	6	2
32.	17-11/05	7505 dt. 18.11.05	Kerala	5/05 to 12/05	17,66,64,000	6	18
33.	17-12/05	7437 dt. 17.11.05	Madhya Pradesh	5/05 to 12/05	7,15,30,000	6	17
34.	17-35/05	292 dt. 12.01.06	Uttaranchal	1/06 to 6/06	6,92,48,000	-	12
35.	17-6/05	301 dt. 13.01.06	Gujarat	1/06 to 6/06	30,79,20,000	-	13
36.	17-10/05	276 dt. 12.01.06	Karnataka	1/06 to 6/06	39,50,31,000	-	12
37.	17-5/05	299 dt. 13.01.06	Goa	1/06 to 6/06	63,68,000	-	13
38.	17-8/05	357 dt. 16.01.06	Himachal Pradesh	1/06 to 6/06	6,58,34,000	-	16
39.	17-12/05	405 dt. 17.01.06	Madhya Pradesh	1/06 to 6/06	69,97,26,000	-	17
40.	17-34/05	433 dt. 18.01.06	Chattisgarh	1/06 to 6/06	24,49,75,000	-	18

Sl. No.	Sanction no.	IFD[1] diary no.	Name of grantee	Period	Amount released	Delay	
						Months	days
41.	17-7/05	434 dt. 18.01.06	Haryana	1/06 to 6/06	13,84,35,000	-	18
42.	17-25/05	705 dt. 31.01.06	West Bengal	1/06 to 6/06	100,86,17,000	1	-
43.	17-22/05	646 dt. 30.01.06	Tamil Nadu	1/06 to 6/06	38,82,30,000	1	-
44.	17(1-A)/05	730 dt. 01.02.06	Andhra Pradesh	1/06 to 6/06	47,03,61,000	1	1
45.	17-33/05	756 dt. 02.02.06	Jharkhand	1/06 to 6/06	22,63,44,000	1	2
46.	17-11/05	820 dt. 06.02.06	Kerala	1/06 to 6/06	11,23,53,000	1	6
47.	17-17/05	731 dt. 01.02.06	Nagaland	1/06 to 6/06	1,85,18,000	1	1
48.	17-9/05	976 dt. 10.02.06	Jammu & Kashmir	1/06 to 6/06	12,82,23,000	1	10
49.	17-17/05	764 dt. 02.02.06	Tripura	1/06 to 6/06	3,76,70,000	1	2
50.	17-18/05		Orissa	1/06 to 6/06	10,00,00,000		
51.	17-4/05	1196 dt. 21.02.06	Bihar	1/06 to 6/06	40,00,00,000	1	21
52.	17-24/05		Uttar Pradesh	1/06 to 6/06	80,00,00,000		
53.	17-21/05	1165 dt. 20.02.06	Sikkim	1/06 to 6/06	87,65,000	1	20
54.	17-13/05	1197 dt. 21.02.06	Maharashtra	1/06 to 6/06	38,97,72,000	1	21
55.	17-2/05	1276 dt. 23.02.06	Arunachal Pradesh	1/06 to 6/06	81,78,000	1	23
56.	17-14/05	1590 dt. 08.03.06	Manipur	1/06 to 6/06	2,21,62,000	2	8
57.	17-13/05		Maharashtra	1/06 to 6/06	1,33,00,000	3	-
58.	17(1-B)/05	4518 dt. 28.06.05	Delhi (Party payment)	9/04 to 4/05	6,41,80,000	9	28
59.	17-32/05	5874 dt. 29.08.05	Pondicherry	5/05 to 12/05	59,92,000	3	29
60.	17-30/05	2569 dt. 30.03.06	Delhi	5/05 to 12/05	12,12,66,000	10	30
61.	17-32/05	2473 dt. 28.03.06	Pondicherry	1/06 to 06/06	40,62,000	2	28
62.	17-1(II)/05	4761 dt. 08.07.05	Dadra & Nagar Haveli	5/05 to 12/05	36,86,000	2	8
63.	17-31/05	5874 dt. 29.08.05	Lakshadweep	5/05 to 12/05	11,86,000	3	29

Sl. No.	Sanction no.	IFD[1] diary no.	Name of grantee	Period	Amount released	Delay	
						Months	days
64.	17-27/05	6035 dt 06.09.05	Chandigarh	5/05 to 12/05	72,53,000	4	6
65.	17-29/05	7143 dt. 02.11.05	Daman & Diu	5/05 to 12/05	15,99,000	6	2
66.	17-1(II)/05	998 dt. 01.03.06	Dadra & Nagar Haveli	1/06 to 6/06	22,13,000	2	1
67.	17(27)/05	2472 dt. 28.03.06	Chandigarh	1/06 to 6/06	49,98,000	2	28
68.	17-31/05	2557 dt. 29.03.06	Lakshadweep	1/06 to 6/06	8,23,000	2	29
69.	17-29/05	2556 dt. 29.03.06	Daman & Diu	1/06 to 6/06	10,62,000	2	29
2006-07							
70.	17-13/05	2820 dt. 15.04.06	Maharashtra	1/06 to 6/06	5037.21	3	15
71.	17-24/05	2814 dt. 13.04.06	Uttar Pradesh	1/06 to 6/06	6084.00	3	13
72.	17-18/05	2815 dt. 14.04.06	Orissa	1/06 to 6/06	2877.29	3	14
73.	17-4/05	2813 dt. 13.04.06	Bihar	1/06 to 6/06	3689.07	3	13
74.	17-10/05	5241 dt. 22.08.06	Karnataka	7/06 to 3/07	6141.13	1	22
75.	17-1(A)/05	5239 dt. 22.08.06	Andhra Pradesh	7/06 to 3/07	8144.92	1	22
76.	17-34/05	5238 dt. 22.08.06	Chattisgarh	7/06 to 3/07	4334.37	1	22
77.	17-5/05	5234 dt. 22.08.06	Goa	7/06 to 3/07	84.14	1	22
78.	17-20/05	5240 dt. 22.08.06	Rajasthan	7/06 to 3/07	6145.24	1	22
79.	17-6/05	5381 dt. 29.08.06	Gujarat	7/06 to 3/07	3813.92	1	29
80.	17-22/05	5419 dt. 31.08.06	Tamil Nadu	7/06 to 3/07	4561.40	2	-
81.	17-8/05	5418 dt. 31.08.06	Himachal Pradesh	7/06 to 3/07	603.07	2	-

Source: Data taken from Ministry of Human Resource Development records

Annex-XI

(Refers to paragraph 18.5)

Transportation of food grains

Sl. No.	Name of state	Remarks
1.	Uttar Pradesh	Rs. 73.37 crore claimed in excess of actual Food grains not delivered up to schools but expenditure claimed – Rs. 20.89 crore
2.	Chandigarh	Rs. 1.30 lakh claimed in excess of actual
3.	Chattisgarh	Excess claimed Rs. 24.98 lakh due to discrepancy in quantity lifted during 2005-06
4.	Rajasthan	Rs. 1.62 crore claimed in excess of actual
5.	Meghalaya	Excess claimed Rs. 1.61 crore during 2002-07. Transport claimed up to school though not delivered up to school.
6.	Tripura	Rs. 26.87 lakh claimed in excess of actual.
7.	West Bengal	Rs. 4.82 crore claimed in excess of actual

Annex-XII

(Refers to paragraph 19)

Convergence of Midday Meal Scheme with other Development Programmes

Sl. No	Item	Scheme/Programme under which funds are available
1	Construction of Kitchen-cum-store	**Ministry of Rural Development** • Sampurna Grameen Rozgar Yojana (SGRY) in rural areas. **Ministry of Housing and Urban Poverty Alleviation** • Basic Services for Urban Poor (BSUP), Integrated Housing and Slum Development Programme (IHSDP) for urban areas; • Urban Wage Employment Programme, a component of Swarna Jayanti Shahri Rozgar Yojana (SJSRY) for urban areas outside slums. **Ministry of Panchayati Raj** • Backward Region Grant Fund (BRGF) available as untied funds for 250 districts for gap filling and augmentation. **Ministry of HRD** • Sarva Shiksha Abhiyan (SSA) for new school construction.
2	Water supply	**Ministry of Rural Development, Department of Drinking Water Supply Accelerated Rural Water Supply Programme (ARWSP)** • 'Swajaldhara' **Ministry of Panchayati Raj** • Devolution of block grants to Panchayats on the recommendations of the 12th Finance Commission. • Backward Region Grant Fund (BRGF) available as untied funds for 250 districts for gap filling and augmentation. **Ministry of Human Resource Development** • Sarva Shiksha Abhiyan (SSA) for new school construction.
3	Kitchen devices	**Ministry of Human Resource Development** Funds available under SSA • From annual school grant of Rs 2000/- per annum per school and Rs 1000/- per annum for EGS Centres.
4	School Health Programme	**Ministry of Health and Family Welfare** • Necessary intervention, like regular health check-up, supplementation of micronutrients, de-worming medicines, etc., can be taken up under the National Rural Health Mission.

Annex XIII

(Refers to paragraph 20)

Infrastructure

Sl. No.	State	Remarks
1.	Uttar Pradesh	38 per cent of the total schools did not have kitchen sheds Out of 96457 schools, 602 schools did not have kitchen devices (On records all schools were shown as having drinking water facility but on test check of 320 schools 19 per cent schools did not have clean drinking water)
2.	Uttarakhand	14 per cent schools were without kitchen shed 22 per cent were without drinking water 27 per cent without gas based chullah
3.	Tamil Nadu	4 per cent of 142 test checked schools did not have pucca kitchen sheds 31 per cent of 142 test checked schools did not have kitchen devices 18 per cent of test checked schools did not have drinking water
4.	Jharkhand	79 per cent of schools in test checked districts did not have kitchen sheds 88 per cent of schools in test checked districts did not have gas chullahs 38 per cent schools in test checked districts did not have drinking water facility
5.	Assam	78 per cent of test checked schools did not have kitchen sheds 86 per cent of test checked schools did not have gas chullahs 26 per cent of test checked schools did not have drinking water facility
6.	Chattisgarh	49 per cent of test checked schools did not have kitchen sheds 80 per cent of test checked schools did not have kitchen devices. 77 per cent of test checked schools did not have drinking water facility.
7.	Himachal Pradesh	100 per cent of test checked schools did not have kitchen sheds 1133 schools in the state did not have drinking water facility
8.	Jammu & Kashmir	55 per cent of the total schools did not have drinking water facility.
9.	Rajasthan	42 per cent of the total schools did not have kitchen sheds. 3 per cent of the total schools did not have drinking water facility.
10.	Haryana	89 per cent of test-checked schools did not have kitchen sheds.
11.	Punjab	100 per cent of test checked schools did not have kitchen sheds.
12.	Daman and Diu	25 of the 35 schools in Daman district had kitchen sheds
13.	Meghalaya	99.6 per cent of schools in test checked districts did not have kitchen sheds and 76.55 per cent schools in test checked districts did not have drinking water facility

Sl. No.	State	Remarks
14.	Orissa	92 per cent of the test checked schools did not have proper kitchen sheds and meals were being cooked in classrooms and in the open spaces. Foodgrains were stored in office and classrooms. 100 per cent of the schools were using firewoods and not smokeless chulhas. Clean drinking water facility was not available in 73 per cent of schools
15.	Tripura	Only 43.65 per cent of schools had kitchen sheds. In schools test checked 29 per cent had kitchen sheds.
16.	Bihar	Only 87 of the 1029 kitchen sheds were constructed
17.	Manipur	2987 kitchen sheds ready by May 2005 not handed over to schools by July 2007.
18.	West Bengal	Pucca kitchen sheds were not available in 71 per cent schools. Drinking water not available in 29 per cent schools. Gas stove not available in 99 per cent schools.
19.	Madhya Pradesh	75807 schools did not have kitchen sheds.
20.	Andhra Pradesh	Out of 54259 government primary schools 37930 (69.91 per cent) schools were not having kitchen sheds

List of Abbreviations

AIE	Alternative & Innovative Education
BPL	Below Poverty Line
EGS	Education Guarantee Scheme
EFC	Expenditure Finance Committee
FAQ	Fair Average Quality
FCI	Food Corporation of India
MDM	Midday Meal
MDMS	Midday Meal Scheme
MME	Management, Monitoring and Evaluation
MTA	Mother Teacher Association
NGO	Non-Government Organisation
NRHM	National Rural Health Mission
NSMC	National Steering cum Monitoring Committee
PMGY	Pradhan Mantri Gramodaya Yojana
PTA	Parent Teacher Association
QPR	Quarterly Progress Report
SHG	Self-Help Group
SMDC	School Management cum Development Committee
SMC	Steering cum Monitoring Committee
SSA	Sarva Shiksha Abhiyan
TPDS	Targeted Public Distribution System
VEC	Village Education Committee
UC	Utilisation Certificate

3.1 Nutritional Support to Primary Education

Highlights

The scheme, commonly known as mid-day meals (MDM) Scheme, was launched by the GOI with the intention to boost the universalisation of primary education by increasing enrolment, attendance and retention in schools and simultaneously improving the nutritional level of the students in primary classes. Performance Audit of the scheme, revealed that the enrolment figures were inflated by the State Government while seeking allotment of rice from GOI resulting in excess lifting of rice and huge accumulation of rice stocks with State Civil Supplies Corporation. Utilisation of Fair Average Quality (FAQ) foodgrains in preparing MDM for the children was not monitored. Many of the test checked schools had no water facility and other infrastructure like kitchen sheds, cooking devices. There is no assurance that the stipulated nutritional requirements are being met. No mechanism was evolved to monitor the impact of the scheme on health of the children. Evaluation of the scheme as a whole was also not done and as such the impact of the scheme remained un-assessed.

As against the total budget provision (including the Central assistance) of Rs 1,702 crore for implementation of the Mid-day meals (MDM) scheme during the five year period 2003-08, Rs 1,003 crore (59 *per cent*) was spent.

[Paragraph 3.1.6.2]

About 95 *per cent* of the funds released by GOI towards construction of kitchen sheds was not spent. Audit also noticed deficiencies like unspent scheme funds lying in bank accounts (Rs 6.03 crore), diversion of scheme funds (Rs 4.46 crore), irregular drawal of Rs 10 crore by DEOs on Abstract Contingent (AC) bills and non-reconciliation of expenditure in the test checked districts.

[Paragraphs 3.1.6.2 and 3.1.6.4]

No system was in place to cross verify the figures of enrolment and attendance furnished by schools. The enrolment figures were inflated while seeking allotment of rice from GOI resulting in excess lifting of rice.

[Paragraph 3.1.7.1]

There was no mechanism to assess actual utilisation of foodgrains under the MDM scheme and no periodical verification of rice stocks was conducted by Deputy Educational Officers though prescribed. Rice stocks ranging up to 1,10,305 MT had accumulated at State Civil Supplies Corporation. Utilisation of Fair Average Quality (FAQ) foodgrains in preparing MDM for the children was also not monitored.

[Paragraphs 3.1.7.2 and 3.1.7.3]

Twenty two *per cent* of the schools in the State had no water facility; 67 *per cent* had no kitchen sheds for cooking mid-day meals. Further, none of the schools in the eight test checked districts were provided with cooking utensils and 84 *per cent* of the schools had no gas connection. Audit noticed cases of cooking of meals in the open space.

[Paragraph 3.1.8]

Audit noticed deficiencies in the implementation of MDM scheme in Hyderabad District and Visakhapatnam Urban by a Non-Government Organisation (NGO), such as inadequate quantity of meals supplied, incorrect reporting of MDM intakers, non-serving of hot cooked food, non-accountal of rice, excess claim of cooking cost, etc.

[Paragraph 3.1.14.1]

Neither the Central government nor the State government had established any indicators for measuring the impact on nutrition and health. There is no assurance that the stipulated nutritional requirements are being met. Periodical health check-ups were also not being organised by the district authorities.

[Paragraph 3.1.15.3]

The vital aspect of Monitoring and Supervision of the programme was deficient and impact of the implementation of the scheme remained unevaluated.

[Paragraph 3.1.16]

3.1.1 Introduction

Nutritional Support to Primary Education (NSPE) known as Mid Day Meals Programme (MDM) is a Centrally sponsored scheme launched all over India on 15 August 1995. The Scheme was intended to boost the universalisation of Primary education by increasing (a) enrolment (b) retention and (c) attendance and simultaneously impact on the nutrition of students in primary classes country-wide in a phased manner by 1997-98. The guidelines of the scheme were revised in September 2004 and June 2006. Central support is provided by way of supply of free foodgrains through FCI at the rate of 100 gram per child per school day in respect of Primary Schools, AIE[1] and EGS[2] centres, where cooked meals are served and at the rate of 3 kg per student per month where foodgrains are distributed. The State Government introduced the supply of cooked food with effect from January 2003. The coverage of scheme for various types of schools/centres is as detailed in Table-1:

[1] Alternative and Innovative Education centres
[2] Education Guarantee Scheme centres

Table-1

Period of implementation	Coverage	Mode of distribution of rice/quantum of rice used in cooked food
August 1995 to September 2002	Primary Schools only (Government/aided/Local Bodies)	3 Kg rice per child per month to be distributed
October to December 2002	Extended to AIE/EGS centres	
January to November 2003	Extended to Upper Primary Schools	Serving hot cooked food at the rate of 120 grams per child per school day (PS/AIE/ EGS) and 125 grams (Upper Primary Schools) per child per school day
December 2003 onwards	Extended to Anganwadi Centres attached to schools (children age 3 to 6 years)	
March 2004 onwards	Extended to Schools run by certain Charitable Trusts and Madarasas	
October 2007 onwards	Extended to Educationally Backward Blocks (VI to VIII class)	150 grams per child per school day

3.1.2 Organizational set up

The Scheme is implemented in the State by the School Education Department. The Secretary to Government, School Education Department is the head assisted by the Director of School Education (DSE) as State Nodal Officer. The District Collector is the Nodal Officer at district level and he is assisted by District Educational Officers (DEOs). At the Mandal level, the Mandal Educational Officers (MEOs) are responsible and at School level the supervision of the programme was entrusted to Grampanchayath Sarpanch/Village Education Committee/Parent Teacher Association/ Mother Teacher Association/Head Master of the school.

The responsibility for cooking is assigned to Self Help Groups (SHG) and DWCRA[3] groups who are designated as implementing agencies. In Hyderabad District and Visakhapatnam Urban, the supply of mid-day meals was entrusted to a Non-Governmental Organization (NGO) having centralised kitchen.

3.1.3 Audit objectives

The objectives of the performance audit were to assess/evaluate the following:

- Budgetary and Expenditure Control System;
- Requisition, allocation, receipt and utilisation of foodgrains;
- Transportation of foodgrains from FCI to Fair Price Shops;
- Infrastructure facilities such as Kitchen-cum-Store, Kitchen devices, Drinking Water facilities;
- Serving of cooked food to school children;
- Impact of the scheme on enrolment, attendance, retention and nutritional status of children; and
- Management, Monitoring, Evaluation (MME) and reporting system.

[3] Development of Women and Children in Rural Areas

3.1.4 Audit criteria

The following criteria were adopted for the Performance Audit:

- Annual work plans, Budget release orders of State Government, Sanction orders of GOI;
- Norms prescribed for utilisation of rice and guidelines issued by GOI;
- Norms prescribed by GOI to get the reimbursement of the cost of transportation of foodgrains;
- Norms prescribed for infrastructural development of the scheme;
- Quality assurance norms of food for serving mid-day meals;
- Statistics on enrolment, retention and attendance in schools and performance indicators/programme parameters for assurance of nutritional status; and
- Prescribed monitoring mechanism.

3.1.5 Scope and methodology of Audit

The Performance Audit covered the period from 2003-04 to 2007-08. The records in the Director of School Education, Commissioner of Civil Supplies, AP State Civil Supplies Corporation Limited (APSCSCL) and 14 Primary Schools (Class I to V), six EGS/AIE centres and three Upper Primary Schools each in nine selected districts[4] were test checked. The selection of districts was made by adopting Circular Systematic Sampling method. The schools were selected by adopting Simple Random Sampling Without Replacement method.

An entry conference was held (May 2007) and the methodology of the Performance Audit explained to the officers of State Government. Joint physical inspection of the 204 schools was conducted along with departmental officers in nine test checked districts. Exit conference was held (August 2008) with the officials of the Government, DSE and Civil Supplies department. The replies of the departments have been taken into account while arriving at the audit conclusions.

The results of the Performance Audit are presented in the succeeding paragraphs.

Audit findings

3.1.6 Financial outlay

3.1.6.1 Funding pattern

The components of the scheme are: foodgrains, transportation of foodgrains, infrastructure namely kitchen sheds, kitchen devices for cooking, preparation and distribution of cooked meal, and management, monitoring and evaluation.

[4] Hyderabad, Kurnool, Nalgonda, Warangal, Anantapur, Ranga Reddy, Nellore, Khammam and Visakhapatnam

Free rice is provided by the GOI, cost of which is reimbursed to FCI. Cost of transportation of rice is paid by GOI to the State Civil Supplies Corporation, subject to ceiling of Rs 50 per quintal up to August 2004 and at the rate of Rs 75 per quintal from September 2004.

The expenditure on infrastructure and management, monitoring and evaluation are met by the GOI, and being implemented by the District Nodal authorities.

The expenditure on cooking cost are met by the GOI and State Government and the payments are made to implementing agencies. i.e. Self Help Groups and DWCRA members.

The funding pattern for various components of the scheme is given in *Appendix-3.1.*

3.1.6.2 Budget provision and expenditure

Funds sanctioned/ released were found to be far in excess of actual requirement for serving mid-day meals

Till 2004-05, the State Government was already providing cooked meals to all primary schools and Upper Primary schools children and from 2004-05 onwards GOI had been releasing the Central assistance.

During the four year period 2004-08, GOI provided Central assistance of Rs 678.18 crore towards cooking cost (Rs 543.92 crore), kitchen sheds (Rs 103.20 crore), kitchen devices (Rs 24.80 crore) and management, monitoring and evaluation (Rs 6.26 crore). As against this, State Government made a budget provision of Rs 516.89 crore. However, expenditure amounted to only Rs 182.64 crore. Further, as against Rs 1185 crore provided by the State Government towards its share, the expenditure was Rs 820.81 crore.

Budget provision vis-à-vis the expenditure on the programme during the five year period 2003-04 to 2007-08 were as under.

Table-2

(Rupees in crore)

Year	Central share		State share		Total	
	Budget provision	Expenditure	Budget provision	Expenditure	Budget provision	Expenditure (percentage)
2003-04	0	0	250.00	220.44	250.00	220.44 (88)
2004-05	0	0	250.00	187.67	250.00	187.67 (75)
2005-06	0	25.79	240.00	158.39	240.00	184.18 (77)
2006-07	137.32	36.53	240.00	159.92	377.32	196.45 (52)
2007-08	379.57	120.32	205.00	94.39	584.57	214.71 (37)
Total	**516.89**	**182.64**	**1185.00**	**820.81**	**1701.89**	**1003.45 (59)**

Note: In addition to the above, GOI also allotted 6,89,392.18 MT of Rice (free of cost). Cost of rice (7,06,871 MT lifted by the State Government) reimbursed by GOI to the FCI was Rs 399.38 crore (at subsidized rate of Rs 565 per quintal)

The above table would indicate that non-utilisation of funds ranged from 12 *per cent* to as high as 63 *per cent* (2007-08).

Central assistance (2004-05) of Rs 76 crore intended for cooking cost was not released to the district authorities as of March 2008

The entire additional Central assistance of Rs 76 crore for cooking cost received in the year 2004-05 was not released to district authorities as of March 2008 for implementation of the scheme. But the State Government furnished a wrong Utilisation Certificate (UC) to GOI showing its full utilisation. For the year 2005-06, UC for Rs 125.80 crore was also furnished even though the expenditure was only Rs 25.79 crore.

As against Rs 103 crore released by GOI towards construction of kitchen sheds a meagre amount of Rs 5 crore was spent

As against Rs 103 crore released by GOI during 2006-07 towards construction of kitchen sheds a meagre amount of Rs 5 crore was spent leaving Rs 98 crore (95 *per cent*) unutilised as of March 2008. The short utilisation was attributed by the DEOs mainly to insufficient unit cost (Rs 60,000) fixed by GOI for a kitchen shed which was enhanced only in October 2007 to Rs 75,000 (by the State Government). The reply is not tenable. The DEOs should have taken up the matter with the DSE/Government for enhancement of unit cost immediately on receipt of funds for construction of kitchen sheds.

3.1.6.3 Non-implementation of GOI guidelines

While communicating the guidelines in 2004, Government of India directed all the State Governments that since States were already providing cooked meals to all primary school children, provision of Central assistance with effect from 1 September 2004 to meet cooking cost would result in savings of State resources to some extent. However, it would be mandatory for a State Government not to reduce their budget allocation for MDM programme in 2004-05 or any subsequent year below the level of their budget provision for 2004-05 nor divert the money saved as a result of Central Assistance for cooking, to purposes other than MDM. GOI also directed that savings should be utilised in the following order of preference.

(i) To improve infrastructure in Primary Schools required for mid-day meals (e.g. Kitchen-cum-Store, Drinking Water facilities, Smokeless Chullah, Pressure Cooker, Gas-based cooking, etc.);

(ii) To provide mid-day meals of a quality better than had been the case so far; and

(iii) Remaining savings, if any, for other interventions connected with further improvement of the programme e.g. de-worming, micro-nutrient supplementation and management, monitoring and evaluation.

The figures given in the Table-2 above, however, showed that the State Government had been continuously reducing budget provision towards its share right from 2004-05 onwards. The expenditure too reduced from Rs 220.44 crore in 2003-04 to Rs 94.39 crore in 2007-08. Scrutiny revealed that the direction as given by the GOI was not complied with resulting in no improvement in infrastructure facilities and serving of quality food. The interventions like de-worming, micro-nutrient supplementation, etc. had also been totally neglected in the State despite receipt of adequate Central assistance as discussed elsewhere in the review.

3.1.6.4 Deficiencies in utilisation of funds

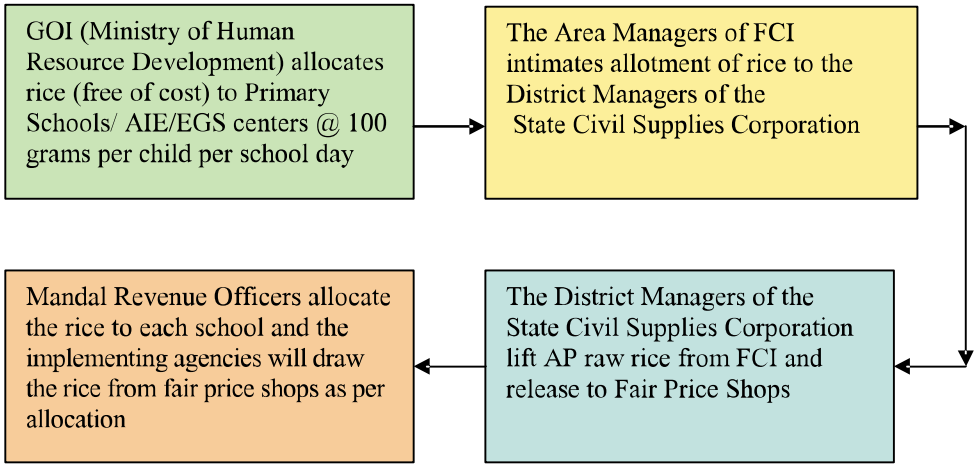
Audit noticed the deficiencies/irregularities in utilisation of funds in the nine sample districts as detailed below:

Nature of irregularity	Audit findings
Huge unspent scheme funds lying in bank accounts	In the eight sample districts (i.e. except Hyderabad District), scheme funds amounting to Rs 6.03 crore relating to the period 2002-08 were lying in bank accounts of DEOs. This includes the Central assistance (towards cooking cost) of Rs 3.20 crore out of Rs 4.33 crore drawn by DEO, Kurnool during 2005-06 without utilisation/remittance to Government account.
Huge diversion of scheme funds	The DEOs, Nalgonda and Warangal Districts diverted a total amount of Rs 4.46 crore[5] being the Central assistance towards cooking cost received during 2006-07 for construction of 744 Kitchen cum Stores. Of this Rs 85.18 lakh was lying in the bank account of 16 MEOs (including Rs 6 lakh kept in a co-operative bank by MEO, Gurrampode) of Nalgonda District. The DEO, Visakhapatnam diverted (2003-04) Rs 85 lakh intended for cooking cost and gave interest free advance to an NGO (Naandi Foundation) for construction of centralised Kitchen Shed.
Irregular drawl of funds on AC bills	The DEOs, Warangal and Kurnool drew (2003-04) a total amount of Rs 10 crore on AC Bills towards cooking cost in contravention of the provisions. The detailed accounts had also not been rendered by them as of July 2008. Of this, Rs 1.57 crore out of the amounts drawn on AC bills was lying in the bank account of DEO, Kurnool.
Irregular allotment of scheme funds	The DEO, Ranga Reddy District irregularly released an amount of Rs 8.60 lakh to 172 Zilla Parishad High Schools which are not covered under mid-day meals scheme for purchase of Kitchen devices.
Collection of Security Deposits from the implementing agencies	Though the scheme did not envisage, the DEO, Anantapur, collected (January 2003) Rs 8.84 lakh towards Security Deposits from implementing agencies (who are basically Self Help Groups) and kept in the bank accounts.
Absence of reconciliation of expenditure	No reconciliation of funds released for implementation of mid-day meals scheme was done at any level and the releases were being treated as expenditure. There were cases of misappropriation of Rs 4.53 lakh at mandal level in Warangal (Rs 3.38 lakh) and Kurnool (Rs 1.15 lakh) Districts.

[5] Nalgonda: Rs 3.26 crore and Warangal: Rs 1.20 crore

3.1.7 Lifting of Foodgrains

The following chart depicts the flow of rice distribution from GOI to Fair Price Shops for implementation of the mid-day meals scheme.



The following points were noticed in audit:

3.1.7.1 Communication of enrolment figures to GOI for rice allotment

The GOI is providing rice free of cost for providing mid-day meals to the children studying in Primary schools, Alternative Innovative Education (AIE) centres and Education Guarantee Scheme (EGS) centres at 100 gm per child per school day.

The State Government was implementing the mid-day meals scheme in the State by providing 120 grams of rice per child enrolled in Primary School/ AIE/EGS centres per school day. In addition, the State Government also extended the scheme to the children enrolled in UP Schools by providing 125 grams of rice since inception (January 2003) of the scheme of serving cooked food. However, the State Government did not make its own arrangements for providing additional rice (20 grams) required for children in primary classes and for children enrolled in upper primary classes (125 grams)/Anganwadi (120 grams), etc.

The enrolment figures furnished to GOI by DSE were very much on the high side

Audit observed in the test checked districts that no system was in place for cross verification of figures of enrolment and attendance reported by schools. Scrutiny also revealed that the enrolment figures furnished (2003-08) to GOI for allotment of foodgrains suffered from inconsistencies. The enrolment figures were inflated while seeking the allotment of rice. It was also observed that enrolment figures of upper primary classes were also included by DSE along with the number of primary classes for the purpose of lifting rice. It resulted in excess lifting of rice.

3.1.7.2 Mechanism to assess actual utilisation of foodgrains

There was no proper mechanism to assess actual utilisation of foodgrains. Audit noticed deficiencies in all the test-checked districts/schools

As per the Para 6 of the GOI guidelines (2004) the District Nodal Authority (DEO) should send periodical reports stating quantity of foodgrains lifted, the quantity of foodgrains transported to the schools, utilised, balances available if any, the number of beneficiaries and schools covered by the State Nodal Authority who in turn consolidate the reports and furnish them to GOI so as to ensure actual utilisation of foodgrains supplied and regulate further allocation.

Test-check of 179 schools in eight[6] selected districts revealed the following deficiencies/ shortcomings:

- While the records relating to actual supply received from Fair Price Shops were available in the schools, allotment orders/release orders of foodgrains issued by the MROs were not being received at school level.
- In 68 schools, there were no stock registers of foodgrains. Thus, the actual utilisation of rice and the balances available at school level/ mandal level could not be assessed.
- There was no proper mechanism at district level to assess and obtain monthly reports (off-take)/utilisation certificates from school/mandal level on the actual utilisation of foodgrains and balances of foodgrains available with them. The foodgrains lifted by the implementing agencies were being assumed as actually utilised by them and the available balances of foodgrains at various levels were not taken into account at the time of further release of foodgrains.

Rice stocks ranging up to 1,10,305 MT had accumulated at APSCSCL

- The State Nodal Agency did not furnish periodical reports on lifting, actual utilisation and balances of foodgrains to GOI. As a result, GOI was unable to ensure actual utilisation of foodgrains supplied to State and to regulate further allocation. This caused huge accumulation of rice stocks ranging from 36,853 MT to as high as 1,10,305 MT during 2003-08 with APSCSCL.
- No periodical reconciliation of foodgrains supplied to schools was done at School/Mandal/District level.

There was no periodical verification of rice stocks by DyEOs

- Periodical physical verification of rice stocks with receipt and utilisation was not conducted by Deputy Educational Officers (DyEO).
- Fair Price Shops supplied rice directly to the implementing agencies. But there were complaints from the implementing agencies about shortage of 2 kg to 5 kg rice per 50 kg bag.

3.1.7.3 Quality of foodgrains

Utilisation of fair quality of foodgrains in preparing mid-day meals for the school children was not ensured

According to the guidelines for the revised scheme issued by the GOI in 2004, FCI was to issue foodgrains of best quality available, which would in any case be at least of Fair Average Quality (FAQ). District Collectors are to ensure that foodgrains of at least FAQ are issued by the FCI, after joint inspection by a team consisting of his nominees and FCI. DEOs are required to submit monthly reports to the DSE certifying that foodgrains received and disbursed to the schools were of FAQ.

[6] except Hyderabad and five test-checked schools in Visakhapatnam

It was however, noticed in the six test checked districts[7] that no reports on quality of foodgrains were submitted (2003-08) to the DSE. It was also noticed that there were many complaints by the implementing agencies regarding inferior quality of rice being supplied. In the absence of proper system to ensure quality, there was no assurance that fair quality of foodgrains was utilised in preparing the meals for the school children.

3.1.7.4 Transportation charges

APSCSCL claimed (and was paid by GOI) Rs 8.20 crore in excess of actual expenditure towards transportation

As per the scheme guidelines, GOI is to reimburse the actual cost of transportation of foodgrains from the nearest FCI godown to Fair Price Shop subject to a ceiling of Rs 500 per MT (Rs 750 with effect from 1 October 2004), on submission of claim and after it is duly verified by the State nodal department (DSE). The claim is to be restricted to the actual expenditure. The implementing agencies have to make their own arrangements for lifting the rice from Fair Price Shops. The State Civil Supplies Corporation shall claim transportation cost as per the details furnished by the district units. It was observed that the Corporation has been obtaining re-imbursement of transportation cost far in excess of the actual expenditure.

It was noticed in six[8] (out of nine) test checked districts, that the Corporation claimed and received from GOI an amount of Rs 8.20 crore in excess of actual expenditure (as reported by District Managers of the Corporation) towards transportation cost during 2003-07. The district-wise details are given in *Appendix 3.2.*

3.1.8 Infrastructure facilities for providing mid-day meals

Provision of essential infrastructure is one of the components of mid-day meals programme. It includes kitchen-cum-store, kitchen utensils, storage containers of foodgrains and adequate water supply for cooking/drinking, etc. The responsibility for creation of infrastructure and procurement of kitchen devices, etc. lies with the State Government.

Twenty two *per cent* of the schools in the State had no water facility and 67 *per cent* had no kitchen sheds for cooking mid-day meals

The "Selected Educational Statistics"[9] prepared for the year 2006-07 under Sarva Siksha Abhiyan (SSA) however, showed that 22 *per cent* (17,456 schools) of the schools in the State had no water facility and 67 *per cent* (53,516 schools) of the schools had no kitchen sheds for cooking mid-day meals.

Only when the specific directions (June 2006) were issued by the High Court on the basis of a Public Interest Litigation Writ Petition the DSE made temporary arrangements (for about three months) of supply of drinking water in 10,000 (out of 23,853) schools by releasing (August 2006) Rs 1.60 crore for purchase of containers and labour charges for fetching water.

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[7] Nellore, Warangal, Khammam, Anantapur, Kurnool and Nalgonda

[8] Kurnool, Nalgonda, Warangal, Anantapur, Nellore and Ranga Reddy. The relevant particulars in respect of the other three districts and that of 2007-08 from all nine districts were not available to audit

[9] Compiled by SSA every year and contains data relating to schools

Audit noticed inadequate infrastructure and water facility in all the test-checked schools

In all the test checked districts, Audit noticed inadequate infrastructure as detailed below:

Table-3

District	Total number of schools	Schools having infrastructure facilities (percentage)			
		Kitchen-cum-storage	Water	Cooking utensils	Gas connection
Hyderabad	856	38 (4)	673 (79)	NA	NA
Nellore	2959	1173 (40)	2905 (98)	NIL	102 (3)
Visakhapatnam	3713	1169 (31)	3579 (96)	NIL	1076 (29)
Ranga Reddy	2075	667 (32)	1182 (57)	NIL	667 (31)
Nalgonda	3021	814 (27)	2072 (69)	NIL	882 (29)
Anantapur	3621	2264 (63)	2064 (57)	NIL	NIL
Warangal	3051	932 (31)	NA	NIL	237 (8)
Kurnool	2544	1317 (52)	1255 (49)	NIL	274 (11)
Khammam	3389	1564 (46)	2071 (61)	NIL	889 (26)
Total	**25719**	**10022 (39)**	**16621 (65)**	**NIL**	**4127 (16)**

Source: Data as furnished by the DEOs

In the test checked districts, none of the schools were provided with cooking utensils. In Nalgonda and Khammam Districts an amount of Rs 1.90 crore[10] intended for kitchen devices released by the DSE in August and October 2007 was not drawn by the DEOs during 2007-08 and the amount lapsed despite the requirement of kitchen utensils in the mid-day meals served schools.

None of the schools in the eight test-checked districts were provided with cooking utensils and 84 *per cent* had no Gas connection

136 out of 204 schools had no kitchen sheds

Audit also observed deficiencies/shortcomings with regard to provision of infrastructure facilities to implement the scheme in the test checked schools (in the same districts). The results of joint spot inspection of 204 schools conducted by Audit and School Education authorities are discussed below:

- In 54 test checked schools, food was prepared in open space in the absence of kitchen sheds. The joint inspection also revealed that 136 out of 204 schools were not having kitchen sheds. There were cases of food poisoning on account of food being cooked in open space underneath trees and without lids.
- In 79 test checked schools, the foodgrains were stored with the implementing agencies with the attendant risk of misappropriation/ misutilisation of foodgrains (as also noticed by audit in some cases).
- Firewood as fuel is to be discouraged as per GOI instructions in the interest of environmental protection. It was observed that only 16 *per cent* of the schools had Gas connection and the remaining schools were using fire wood for cooking mid-day meals.
- The joint spot inspection revealed that 93 (out of 204) schools had no water for drinking and cleaning purposes. Thus, despite availability of sufficient Central assistance, the scheme suffered from inadequate infrastructure facilities with adverse implications on quality of meals served, hygiene and health of the targeted children.

[10] Nalgonda: Rs 1.27 crore and Khammam: Rs 0.63 crore

3.1.9 Serving of mid-day meals to children

3.1.9.1 Serving of food

The quantum of food fixed was 120/125 grams of rice and foodgrains were accordingly provided to the implementing agencies. No standard serving bowl was used to serve the cooked food to children as per the laid down norms.

3.1.9.2 Reports relating to figures of students who have taken mid-day meals

The figures of the students who have taken mid-day meals were inflated

The mid-day meals taken reports furnished by the DEO, Warangal to district authorities for the years 2003-04 and 2004-05 were compared with reports on rice utilisation. Audit observed excess reporting of mid-day meals with reference to rice consumption. This resulted in excess payment of cooking cost of Rs 5.44 crore (as per the expenditure particulars furnished by the DEO on the cooking cost) computed at minimum rate of Rs 1.50 per meal.

The DEO accepted (February 2008) the audit point and attributed the lapse to misreporting by the MEOs and he also assured that action would be taken to streamline the reporting system.

3.1.10 Implementation of scheme in summer holidays in drought prone mandals

Mid-day meals were not provided during summer vacations in drought prone areas though stipulated in guidelines

The scheme guidelines provide for supply of mid-day meals in drought prone mandals during summer vacations. There was also a Supreme Court direction (April 2004) to this effect. Though the school authorities stated that mid-day meals was served to children in the drought prone mandals during 2003-06, no related records were available at school level/DEO/DSE. It was also observed that no arrangements were in place in the entire State to serve cooked food in drought prone mandals in summer vacations. Although drought prone areas were notified by the State Government the DSE did not issue any instructions during 2006-08 for serving mid-day meals in drought prone areas in summer vacations.

3.1.11 Implementation of scheme in Educationally Backward Blocks

Mid-day meals scheme was not implemented in any of the Educationally Backward Blocks despite availability of Central assistance

GOI decided (October 2007) to extend the mid-day meals scheme to Upper Primary classes (Classes VI to VIII) in Educationally Backward Blocks (EBB) commencing 1 October 2007. GOI provides subsidy of cooking cost of Rs 2.50 and 150 grams of foodgrains per child per school day for an academic year not exceeding 220 working days.

It was observed that mid-day meals scheme was not implemented in any EBB as of March 2008 despite availability of GOI's assistance (Foodgrains: 2,765 MT and cooking cost: Rs 36.86 crore) for the period October 2007 to March 2008.

DSE replied (August 2008) that the implementation of the scheme in EBBs was not yet commenced as the State Government is contemplating to extend the scheme up to 10th Class in all schools (including EBB) in the State and hence no amounts were sanctioned by the State Government.

3.1.12 Instructions relating to display of critical information about the scheme

Critical information about the implementation of the scheme was not displayed by schools

Scheme guidelines stipulate that the information such as number of children to be covered under mid-day meals scheme, the entitlement of rice, daily menu, quality of rice, ingredients, stock details, roster of community members involved on a weekly/monthly basis are to be displayed at the school for creating awareness among parents/children about the scheme and their privileges. It was however, observed in all the nine sample districts that no such information was being displayed in any of the test checked schools serving the meals leading to non-awareness of the entitlements of the children and other critical information.

3.1.13 Grievances of implementing agencies

The implementing agencies had grievances about inadequate charges

The scheme provides for entrustment of preparation of mid-day meals to Self Help Groups (SHGs) and Non-Government Organisations (NGOs).

Audit noticed that there were complaints from 83 implementing agencies[11] about the insufficient cooking cost being provided to them. It was also noticed that in certain schools the implementing agencies were not willing to cook for lesser number of students as the margins they make would be low. The implementing agencies also agitated for payment of salaries in addition to cooking cost. These adversely impacted continuity of the programme, quantity and quality (calorific value) of mid-day meals served to children as the implementing agencies were providing only one egg or 'nil' a week as against two eggs per week prescribed (2005) by the State Government. This was also noticed by Audit in certain test checked schools in Anantapur, Khammam, Kurnool and Nellore Districts.

3.1.14 Selection of NGOs and implementation process

Audit noticed deficiencies like inadequate quantity of meals supplied, incorrect reporting of mid-day meals taken, non-serving of hot cooked food, non-accountal of rice, excess claim of cooking cost, etc. in the implementation of the scheme by NGO

In Hyderabad District and Visakhapatnam Urban, the cooking of MDM was entrusted (December 2002 and September 2003) to an NGO viz. Naandi Foundation. As per the MOU entered between the DEO concerned and the NGO, the NGO was to supply cooked meals from their centralised kitchen to the school premises as per the indent placed by the DEO. The NGO was provided with foodgrains by the Civil Supplies Corporation and the cooking cost was allowed at the following rates:

From: February 2003	Rs 1.25 + 0.25 ps (transportation) per child per day =Rs 1.50
From: October 2003	Rs 1.25 + 0.35 ps (transportation) per child per day =Rs 1.60
From: October 2006	Rs 2.00 + 0.10 ps (transportation) per child per day =Rs 2.10

[11] Anantapur (20), Khammam (21), Kurnool (19), Nalgonda (2) and Warangal (21)

Since the implementing agency (NGO) is not rendering the service free of cost but being paid substantial amounts, the work should have been awarded after giving due publicity and inviting applications from willing NGOs. The NGO was paid (up to March 2008 and October 2007 respectively) Rs 20.97 crore (Hyderabad) and Rs 3.44 crore (Visakhapatnam).

3.1.14.1 Deficiencies in implementation of the Scheme by the NGO

The deficiencies noticed in implementation of the scheme by the NGO are discussed below:

<table>
<tr><th>Item</th><th>Observation</th></tr>
<tr><td colspan="2">NGO, Hyderabad</td></tr>
<tr><td>Excess payment of advance</td><td>As per the MOU entered (December 2002) with NGO for supply of cooked food, an interest free advance of Rs 2.48 crore was given to the NGO at Hyderabad. This amount was arrived at by taking the number of students enrolled as 2.20 lakh. As per the indents of mid-day meals placed (September 2003), 1,21,459 (out of 1,46,046) children only were willing to take MDM. Hence, there was excess payment of advance to the extent of Rs 1.11 crore[12]. Further, it was noticed that the advance was being recovered in 72 monthly instalments as against 36 mentioned in the MOU.

A permanent advance of Rs 38 lakh was given to the NGO as one month operational expenses without stipulating the mode of recovery.</td></tr>
<tr><td>Inflated figures of mid-day meals supplied</td><td>Audit carried out a comparison of the figures of number of meals actually taken as mentioned in the fortnightly reports prepared* by the DEO with the figures furnished by the NGO in the bills claimed and paid. It was found that the NGO inflated the number of meals served and had drawn cooking cost accordingly.

The DEO failed to notice the shortfall in quantity of rice even though he was obtaining mid-day meals taken reports fortnightly from the Deputy Inspectors of Schools. This could also be attributed to lack of periodical inspections to be organized by him. The DEO is making the payment without any reference to the fortnightly reports which resulted in excess payment of Rs 4.74 crore as shown below:
<table>
<tr><th>Year</th><th>Meals shown as supplied by NGO</th><th>Actual MDM intakers as per DEO reports</th><th>Excess meals shown as supplied</th><th>Excess payment to NGO</th></tr>
<tr><td></td><td colspan="3">(Numbers in crore)</td><td>(Rs in lakh)</td></tr>
<tr><td>2003-04</td><td>2.84</td><td>2.17</td><td>0.67</td><td>103.16</td></tr>
<tr><td>2004-05</td><td>2.70</td><td>1.84</td><td>0.86</td><td>138.06</td></tr>
<tr><td>2005-06</td><td>2.53</td><td>1.82</td><td>0.71</td><td>113.06</td></tr>
<tr><td>2006-07</td><td>2.21</td><td>1.73</td><td>0.48</td><td>94.58</td></tr>
<tr><td>2007-08</td><td>1.82</td><td>1.70</td><td>0.12</td><td>25.00</td></tr>
<tr><td colspan="4"></td><td>474.00</td></tr>
</table>
* on receipt of feed back from schools/Deputy Inspector of Schools</td></tr>
<tr><td>Non-serving of hot cooked food</td><td>It was observed that there were complaints about serving of half cooked meals to children by the NGO resulting in occasional health disorder. The duration between cooking (4 AM to 5 AM) and supply of meals (1 PM) from centralised kitchen to school points through steel/plastic containers (ingredients) ranged up to eight hours. Thus, the objective of serving of hot cooked meals to children had been defeated.</td></tr>
</table>

[12] Advance given Rs 2.48 crore (Total enrolment (220000) X no. of working days per month (25) X cooking cost (Rs 1.50 per child) X 3 months) as against the actual entitlement of Rs 1.37 crore (Actual MDM intakers (121459) X no. of working days per month (25) X cooking cost (Rs 1.50 per child) X 3 months), resulting in excess advance payment of Rs 1.11crore

Non-enhancement of calorific value of the mid-day meals	The revised guidelines (July 2006) provide for enhancement of the calorific values of the MDM from 300 calories and 8-12 grams of protein to 450 calories and 12 grams of protein content per child per day. Accordingly the payment towards cooking cost was enhanced from Rs 1.60 to Rs 2.10 per child per day from October 2006. The DEO, Hyderabad, failed to ensure the incorporation of the element of revised calorific value of 450 calories of mid-day meals to be supplied by the NGO in the MOU which was renewed in December 2006.
Flawed Utilisation Certificates by NGO	The NGO, Hyderabad, furnished flawed Utilisation Certificates stating that 98 quintals of foodgrains (valued Rs 0.55 lakh) was utilised for supplying cooked meals during summer vacations (May 2006) even though no meals was supplied to schools during that period and the DEO has not adjusted this amount as of April 2008 towards excess issue of rice.
NGO, Visakhapatnam	
Non-accountal of rice allotted to NGO	In Visakhapatnam District, it was observed that the DEO has not been conducting periodical reconciliation of the stocks of rice with NGO. Audit scrutiny of the stock register maintained by the NGO disclosed that the NGO showed only 89.69 quintals of rice as having been received as against the quantity of 762.25 quintals actually supplied by the Civil Supplies Corporation. The NGO also issued UC for 89.69 quintals only. Thus, 672.53 quintals of subsidized rice was not accounted for by the NGO. Considering the market rate, the excess payment made to the NGO amounted to Rs 6.83 lakh calculated at the market rate of Rs 950 per quintal.
Excess claim of cooking cost as compared to utilisation of rice	The DEO, Visakhapatnam, did not have any mechanism to verify the meals taken reports obtained from the schools/mandal authorities and passed the MDM claims as furnished by the NGO. It was noticed that during the five year period 2003-08 the NGO claimed cooking cost and was paid for 42,78,866 meals in excess as compared with actual utilisation of rice at 120 grams per child per day which resulted in excess payment of Rs 74 lakh to the NGO as detailed below:

Year	Rice utilized by NGO as per UCs (Qtls.)	No. of meals that could be prepared @120 gms per child per day	No. of meals stated to have been supplied	Excess meals for which bill claimed and drawn (No.)	Rate per meal per student (Rs Ps)	Excess payment made to NGO (Rs in lakh)
2004-05	4801.510	4001258	6186727	2185469	1.60	34.97
2005-06	6506.810	5422342	6237118	814777	1.60	13.04
2006-07 (June to July-2006)	989.870	824892	989572	164680	1.60	2.63
2006-07 (August 2006 to April 2007)	4105.020	3420850	4205503	784653	2.10	16.48
2007-08 (June to October 2007)	1963.850	1636542	1965830	329288	2.10	6.91
TOTAL	**18367.060**	**15305884**	**19584750**	**4278866**		**74.03**

It was also noticed that the NGO made excess claim of mid-day meals (56,999) supplied to the schools during 2005-07 than actual attendance of the children (as per the Dy.EO's fortnightly reports).

During the exit conference the DSE assured that the District Collector, Hyderabad and the DEO, Visakhapatnam had been advised to recover the excess advances paid to the NGO and the issue regarding non-accountal of rice would be inquired into.

3.1.14.2 Sub-contracting of MDM activities by NGO

Although the scheme guidelines specifically stipulate that NGO should not entrust the mid-day meals activities to another organization/agency, such stipulation was not incorporated in the MOU by the DEO. Contrary to the scheme guidelines, the NGO (Naandi Foundation, Hyderabad) was allowed (through the MOU) to outsource any of the operations of the project to a third party. The NGO (both at Hyderabad and Visakhapatnam) entrusted the entire programme work of preparation of food and house keeping and transportation of cooked food to schools to sub-contractors.

3.1.15 Impact of the scheme

One of the primary objectives of the scheme is to improve enrolment, attendance and retention at the primary stage to boost the national objective of universalisation of primary education. Neither the State Government nor the DSE had any mechanism to assess and evaluate the overall impact of the scheme on improvement of enrolment, attendance and retention at primary stage. Further, one of the scheme objectives was to encourage poor children belonging to disadvantaged sections to attend school regularly and help them to concentrate on classroom activities. No mechanism was evolved to monitor the achievement of this objective.

Audit analysed the figures of enrolment and retention of school children during the five year period 2003-08. The following were noticed:

3.1.15.1 Enrolment

Enrolment of children in Government Primary Schools/ Aided/Upper Primary Schools showed a declining trend during 2003-08

As could be seen from the following table the enrolment had been declining year after year during 2003-04 to 2007-08:

Table-4

Year	Enrolment of children in			Percentage of decrease in enrolment over preceding year
	Govt. PS/Aided	Govt. UPS	Total	
2003-04	4885608	2248226	7133834	
2004-05	4314818	2208262	6523080	9
2005-06	4083387	2099941	6183328	5
2006-07	4069439	2040890	6110329	1
2007-08	3572645	1856569	5429214	11

Thus, the scheme did not contribute to increase in enrolment of children.

3.1.15.2 Nutritional content of meals served

No mechanism was in place to assess the nutritional value of the cooked food being served to children

An objective of the scheme is to provide nutrition to students in primary classes in Government primary schools, Upper primary schools and EGS/AIE centres. To achieve the said objective, the scheme prescribed serving of a cooked meals with a nutritional content (revised from time to time) on each school day to a child as follows:

Table-5

Nutritional content	Norm as per GOI guidelines (2004)	Revised norms as per GOI revised guidelines (2006)
Calories	300	450
Proteins	8-12 grams	12 grams
Micronutrients supplementation	Not prescribed	▪ Six monthly dose for de-worming and vitamin-A ▪ Weekly Iron and Folic Acid and ▪ Other appropriate supplementation depending on common deficiencies

It is the responsibility of the State Government to ensure that wholesome, cooked mid-day meals of satisfactory quality and nutritional value prescribed was served. The various combinations and quantities of affordable food items within the prescribed amount which would provide the desired level of nutritional value was however, not prescribed either by GOI or the State Government. Thus, there is no assurance that the meals served met the stipulated nutritional requirement.

The cooking cost was increased[13] (August 2006) towards increase of calorific value of meals from 300 to 450 calories and protein content of 8-12 grams to 12 grams. To achieve this, cereal pulse ratio of 3:1 to 5:1 was prescribed. No mechanism was evolved to test the nutritional content of the meals. There is thus no assurance that the stipulated nutritional requirements are being met.

It was noticed by Audit during the spot inspection of Centralised kitchen of the NGO, Hyderabad that while cooking, the valuable starch in huge quantity was being let out (instead of using as ingredient in other items of food like dal, etc.) thereby loosing nutritional value in the cooked food. This showed that there was no monitoring to ensure that scientifically desirable practices were followed while cooking.

In conjunction with operation of mid-day meals programme to improve school attendance, the guidelines provided for periodical health check-ups of children, distribution of tablets for deworming and micro-nutrient supplementation for which funds were to be provided by the State Government. These important operations were not being carried out in the 204 schools test checked.

3.1.15.3 Impact of the scheme on health of children

No mechanism was evolved to monitor the impact of the scheme on health of children

According to Scheme guidelines, the health status of the children is to be monitored by the Parent-Teacher association (PTA)/School Management and Development Committees (SMDC). The Government did not evolve any mechanism for undertaking periodic and random checks.

No system for periodical health check ups was established in the test-checked schools in the nine districts

It was observed in all the 204 test checked schools that no system for periodical health check ups was established to assess the improvement in

[13] Up to 50 children (from Rs 2 to Rs 2.50); 51-100 children (from Rs 1.75 to Rs 2.25) and 101 and above (from Rs 1.50 to Rs 2)

health/nutritional status of children except conducting occasional check-ups by Primary Health Centres in few schools. Further, no association/committee at school level was engaged in monitoring of health checks and nutritional status.

Thus a well defined mechanism to monitor the benefits of mid-day meals was not in place.

3.1.15.4 Unhygienic meals

No mechanism was prescribed for obtaining the reports on food poisoning cases from the schools by the DEOs. Though a column is prescribed in fortnightly reports, the same was kept blank and reports sent to DSE by DEOs.

During the year 2003, there were food poisoning cases in 19 districts in which 2,270 children suffered from health disorders. Cooking of meals in the open space, usage of poor quality of ingredients and lack of training to implementing agencies were found to be the reasons for the food poisoning. No remedial measures were taken to prevent recurrence of such incidents.

3.1.16 Monitoring and evaluation of the scheme

Monitoring of the implementation of the scheme was poor

The scheme provides for grant of Central assistance for Management, Monitoring and Evaluation (MME) at the rate of 0.9 *per cent* of the total assistance on supply of free foodgrains including transportation and cooking cost for the year 2004 and at the rate of 1.8 *per cent* from 2005-06. The assistance was to be used for (a) school level expenses, (b) management, supervision, training and internal monitoring and (c) external monitoring and evaluation.

3.1.16.1 Absence of monitoring/inspections of implementation of the scheme

The envisaged inspections of quality of cooked food being served to children were not conducted in any of the test-checked districts/schools

The State Government was required to issue guidelines for inspection/ monitoring of overall quality of mid-day meals including nutrition, attendance and retention status at school/mandal/district levels. The scheme guidelines stipulate fixation of monthly targets for inspection of meals being served and quality checks in schools by district/mandal level officers belonging to Education Department. Further, inspection targets are to be so fixed and inspection to be coordinated so that as far as possible 25 *per cent* of the schools and EGS/AIE Centres are inspected by the DyEOs in every quarter and all schools are inspected at least once every year in a phased manner. Accordingly, the State Government was required to fix monthly targets of inspections to watch implementation of the programme in the schools in a proper manner.

It was noticed that no targets were fixed by the State Government/DSE for the inspection at various levels to watch the effective implementation of programme. Inspection rosters were not prepared by the DEOs. Guidelines and modalities for inspection of quality of programme implementation were also not framed by the State Government.

In all the 204 test checked schools in the nine districts, it was observed that the envisaged inspections of quality of cooked food being served to children were not being conducted by DyEOs. Thus, there is no assurance that the quality of meals served to children was ensured. It was observed that MEOs occasionally inspected the arrangements but such checks do not serve the purpose effectively as there is no element of surprise in such inspection.

The following deficiencies were also noticed in the nine test checked districts:

Item	Audit observation
Unspent amount of GOI assistance	As against the release of Rs 2.47 crore towards MME during 2006-08, only Rs 1.12 crore (45 *per cent*) was spent towards MME activities leaving huge amounts of Central assistance unutilised.
Non-functioning of Steering-cum-Monitoring Committees	State, district and block level Steering-cum-Monitoring Committees (SMC) were to meet every six months/every quarter to oversee the management and monitoring of the programme, assess its impact and take corrective steps. It was noticed that no district/block level SMC meetings were being conducted and thereby the overall impact of the implementation of the scheme could not be assessed in those districts.
Non-formation of Monitoring cell	State Government accorded (November 2006) sanction for constitution of a State level cell and 23 district level cells with creation of posts for effective monitoring of mid-day meals Scheme and to evaluate the child-wise educational and health indicators. As of March 2008, the posts of Assistant Director and other supporting staff at district level were yet to be filled in. Consequently, no monitoring cell for evaluation of the scheme was formed in the test checked districts to assess the implementation of the scheme and to evaluate the health indicators.

3.1.16.2 Evaluation of scheme by external agency

In contravention of the guidelines, no external agency was nominated for evaluation of the programme in all the nine test checked districts despite the specific provision being made by GOI under MME for the immediate engagement of an institution for external evaluation. The overall impact of implementation of the scheme was thus not assessed at any level. Contribution of the scheme in enhancement of learning level of the children in primary classes also remained unevaluated due to absence of any report with the nodal department regarding average marks obtained by the children. There was no record to ascertain the efforts, if any, taken by the department to give special focus on children belonging to disadvantaged sections.

3.1.16.3 Impact Evaluation by SCERT

State Council for Educational Research and Training (SCERT) conducted (2006-07) an evaluation study in the districts of Krishna, Nellore and Nalgonda Districts. The report revealed the following deficiencies/shortcomings:

- At various levels, guidelines issued by the government were not adhered due to communication gap and ignorance;
- Children had expressed boredom with routine eating of rice and sambar;
- The scheme has a very little impact on improvement of enrolment and retention;

- The method of implementation in terms of quality of food was very poor. The factors *inter alia* identified were: (i) supply of very poor quality of rice, (ii) lack of kitchen sheds, drinking water and gas and (iii) lack of food inspections by quality control organizations, and purchase of poor quality ingredients and loose refined oil from local shops;
- There was lack of supervision of higher officials of the department. Regular inspection was limited only to the MEO level;
- Food was served approximately and no measuring tool was used;
- Egg was given weekly once in only 25 *per cent* of the schools; and
- Present rate of payment is not sufficient to meet the expenses.

The suggestions made by the SCERT *inter alia* are (a) All the factors effecting the quality of the scheme need to be urgently addressed, (b) Arrangements are to be made to provide cooked food in packets as suggested by the parents, (c) Proper inspection of procedures is inevitable, (d) Variety needs to be added to the *menu* by working with institutions like National Institute of Nutrition (NIN) and Home science College such that the calories and protein content is maintained and (e) Steps should be taken to reach any information to the lowest level. These suggestions were yet to be implemented by the Government as of August 2008.

3.1.17 Management Information System (MIS)

MIS was not in operation/existence in the nine test-checked districts

The scheme provides for development of a Computerised Management Information System for proper monitoring of the programme by the Department of School Education in consultation with the National Informatics Centre. It was noticed that the system was not in operation/existence in any of the nine test checked districts. Thus, adequate attention has not been given by the State Government and DSE to effectively monitor the programme through the MIS.

3.1.18 Conclusions

The implementation of mid-day meals (MDM) scheme in the State failed to provide adequate infrastructure in schools. The Central assistance intended for construction of kitchen sheds remained unutilised. Twenty two *per cent* of the schools had no water facility; 67 *per cent* had no kitchen sheds. None of the schools in the test checked districts were provided with kitchen utensils and 84 *per cent* schools had no Gas connections. Audit noticed deficiencies in utilisation of funds. The enrolment figures were inflated by the State Government while seeking allotment of rice from GOI resulting in excess lifting of rice and huge accumulation of rice stocks with the State Civil Supplies Corporation. No mechanism was in place to assess actual utilisation of foodgrains and there was no periodical verification of rice stocks by the district officers. Utilisation of Fair Average Quality (FAQ) foodgrains in preparing MDM for the children was not monitored. Critical information about the implementation of the scheme was not displayed by the schools in the test checked districts. There were deficiencies in implementation of the scheme (at Hyderabad District and Visakhapatnam Urban) by the NGO including

non-serving of hot cooked food, having no mechanism to monitor calorific value of food supplied and not ensuring proper accountal for meals served. The important objectives of periodical health check-ups, nutritional supplementation and supply of tablets for deworming were neglected. The vital aspect of Monitoring and Supervision of the Programme was deficient. Evaluation of the scheme as a whole was not done and as such the impact of the scheme remained un-assessed.

3.1.19 Recommendations

The Department of School Education should ensure that;

- all the unspent funds under the scheme are remitted to the Government account by all the DEOs.
- funds provided by GOI for cooking cost should invariably be utilised for cooking purposes only and should not be diverted for other purposes.
- the periodical inspections as envisaged in the guidelines are carried out so that the standard Fair Average Quality (FAQ) is met.
- the rice intended for MDM usage is packed in tamper proof bags with identifiable markings viz., "For MDM purpose only".
- a measure may be prescribed to serve the cooked food of 120/125 grams to avoid pilferage/misuse of rice/cooked food.
- basic infrastructure facilities such as kitchen-cum-stores, kitchen devices and drinking water should be provided to all schools for facilitating effective implementation of the scheme.
- a reliable system in place to ascertain the nutritional content of the meals served and coordinate with the district Nodal Officers (DEOs) and ensure health check-ups in all the schools to monitor the health status of the children.
- the decline in school enrolment is arrested through proper investigation and undertaking remedial measures.
- the internal controls as well as the inspections and monitoring mechanism at all levels are strengthened and proper maintenance of records at various levels.
- system of external evaluation is in place to assess the impact of the programmes.

The above audit observations were reported to Government in August 2008; reply has not been received. Recommendations were discussed and accepted by the department in the exit conference held in August 2008.

Appendix 3.1
(Reference to paragraphs 3.1.6.1)

Funding pattern for various components of the scheme of Nutritional Support to Primary Education

<table>
<tr><th>Components of the scheme</th><th colspan="5">Funding pattern</th></tr>
<tr><td>1. Lifting of Foodgrains</td><td colspan="5">Cost of foodgrains provided for PS/AIE/EGS to be reimbursed by GOI to FCI
(State Government to make its own arrangements for foodgrains for UPS/Anganawadi, etc.)</td></tr>
<tr><td>2. Transportation Cost</td><td colspan="5">Actual cost of transportation of foodgrains from the FCI to schools to be reimbursed by GOI</td></tr>
<tr><td>Up to August 2004</td><td colspan="5">GOI: Rs 50 per quintal;</td></tr>
<tr><td>From September 2004 onwards</td><td colspan="5">GOI: Rs 75 per quintal</td></tr>
<tr><td rowspan="6">3. Cooking cost</td><td colspan="5">Cost of cooking to be provided to Implementing Agencies (per child per school day)</td></tr>
<tr><td rowspan="2">Enrolment</td><td colspan="2">Up to 31 July 2006</td><td colspan="2">From 01 August 2006 onwards</td></tr>
<tr><td>GOI (Rs)</td><td>State (Rs)</td><td>GOI (Rs)</td><td>State (Rs)</td></tr>
<tr><td>Up to 50</td><td rowspan="3">1.00</td><td>1.00</td><td rowspan="3">1.50</td><td>1.00</td></tr>
<tr><td>51 to 100</td><td>0.75</td><td>0.75</td></tr>
<tr><td>101 and above</td><td>0.50</td><td>0.50</td></tr>
<tr><td colspan="5">State Government has to bear the entire cooking cost towards mid-day meal for UPS/Anganawadi, etc.</td></tr>
<tr><td>4. Infrastructure</td><td colspan="5">Expenditure incurred on construction of Kitchen Sheds, provision of kitchen devices and water facilities</td></tr>
<tr><td>Up to June 2006</td><td colspan="5">GOI: Funds available from other Central schemes and remaining cost by State Government</td></tr>
<tr><td>From July 2006 onwards</td><td colspan="5">GOI: Rs 60000 per Kitchen sheds per school; Rs 5000 per Kitchen devises per school and also funds available under other Central development programmes.</td></tr>
<tr><td>5. Monitoring, Management and Evaluation</td><td colspan="5">Assistance for management, monitoring and evaluation</td></tr>
<tr><td>Up to June 2006</td><td colspan="5">GOI: Not less than 0.9 per cent of total assistance on foodgrains, transport and cooking cost</td></tr>
<tr><td>From July 2006 onwards</td><td colspan="5">GOI: Not less than 1.8 per cent of total assistance on foodgrains, transport and cooking cost</td></tr>
</table>

Appendix 3.2
(Reference to paragraph 3.1.7.4)

Excess claim of transportation charges by AP State Civil Supplies Corporation

(Rupees in crore)

Name of the District	Transport charges claimed and received	Actual expenditure incurred on transport of foodgrains	Difference
Kurnool	2.34	0.59	1.75
Nalgonda	1.98	0.52	1.46
Warangal	1.80	0.49	1.30
Anantapur	2.13	0.82	1.31
Nellore	1.38	0.44	0.95
Ranga Reddy	1.66	0.23	1.43
Total	11.29	3.09	8.20

3.3 Nutritional Support to Primary Education

Highlights

The objectives of the scheme for providing nutritional support to all children enrolled in primary classes remained mostly unachieved due to inadequate provision of funds and delay in release of funds by the State Government, poor utilisation of funds, short lifting of food grains from Food Corporation of India (FCI) and non delivery of foodgrains by carriage contractors. Impact of the scheme in terms of attendance and retention, reduction in drop-outs for achieving universalisation of primary education was not evaluated by the Department. Similarly, health check-up of children was never conducted to assess the nutritional deficiencies in children for providing area specific nutritional supplements. Monitoring and evaluation was also deficient.

The State Government failed to utilise two to 54 *per cent* of funds available during 2002-03 to 2006-07 indicating ineffective implementation of the scheme.

(Paragraph 3.3.9.2)

There was excess reporting of enrolment of children in Primary classes to the GOI.

(Paragraphs 3.3.10.1)

7,347.39 quintals of rice were not delivered to schools by the carriage contractor.

(Paragraphs 3.3.11.5)

The primary school children of the State were deprived of the benefit of cooked meal due to short release of conversion cost of Rs.18.19 crore during 2003-04 to 2006-07.

(Paragraphs 3.3.12.1)

Cooking cost of Rs.23 lakh was reported as utilised in four districts during 2003-04 when no foodgrains were lifted.

(Paragraphs 3.3.12.2)

Monitoring and supervision of the programme was deficient and effect of implementation of the scheme remained unevaluated.

(Paragraphs 3.3.16)

3.3.1 Introduction

The National Programme of Nutritional Support to Primary Education (commonly known as Mid Day Meal Scheme) was launched as a centrally sponsored scheme on 15 August 1995. The objective of the scheme was to universalise primary education by increasing enrolment, attendance and retention of children in schools and simultaneously impacting on their nutrition in primary classes.

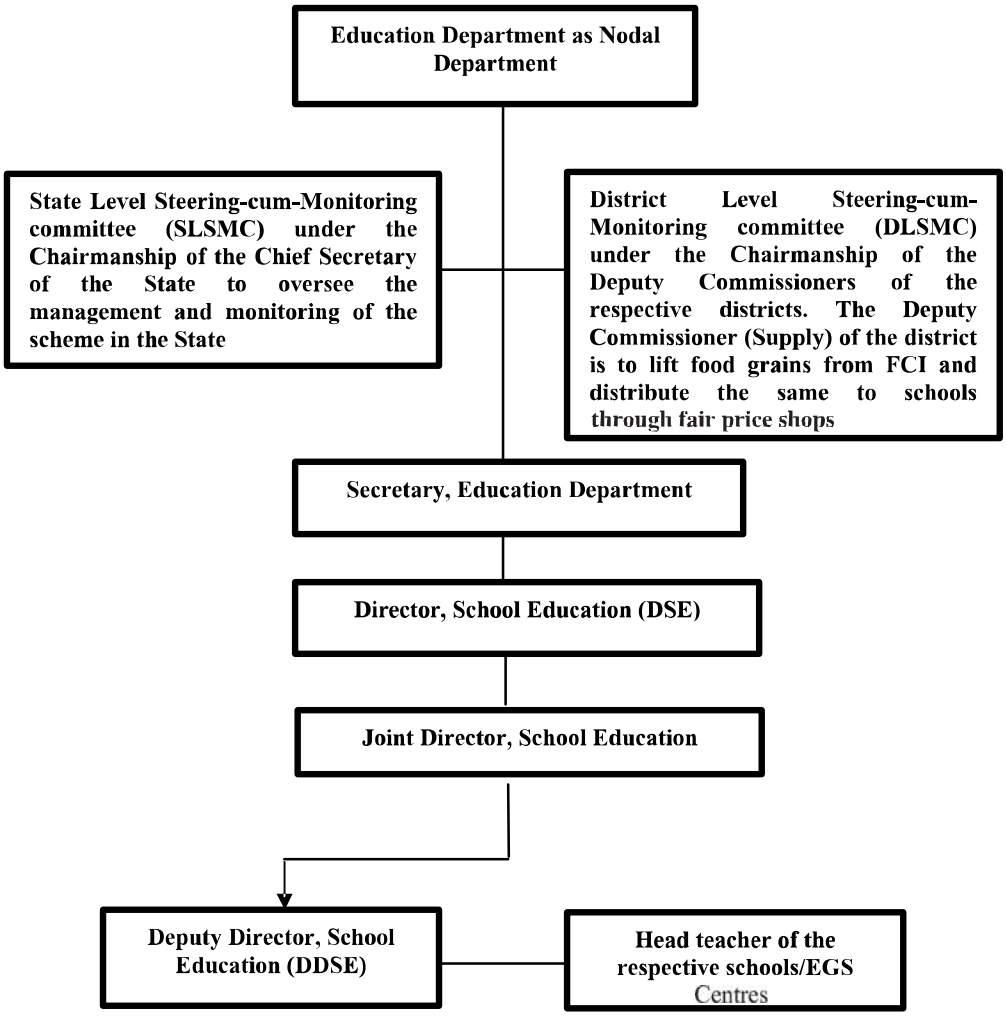
The programme initially focussed on children at the primary stage (class I to V) in Government, local bodies and Government aided schools. It was extended in October 2002 to cover children studying in the Education Guarantee Scheme (EGS) and Alternative and Innovative Education (AIE) Centres. Central support was provided by way of supply of free foodgrains through FCI @ 100 gms per child per school day where cooked meals were served and @ 3/kg per month per student where foodgrains were distributed.

In December 2004 the Union Ministry of Human Resources Development (MHRD) issued revised guidelines which envisaged providing of cooked meals with minimum 300 calories and 8-12 gms of protein content with special focus on children belonging to disadvantaged sections. Assistance for Management, Monitoring and Evaluation (MME) was also provided. The scheme was further revised in September 2006 in order to increase the nutritional value of cooked mid day meal from 300 calories to 450 calories with 12 grams of protein content besides providing essential micronutrients and de-worming medicines.

3.3.2 Organisational set up

Organisational structure for implementation of the scheme in the State is detailed below:

Chart-3.3



3.3.3 Scope of Audit

Performance review of the scheme 'Nutritional Support for Primary Education' covering the period from 2002-03 to 2006-07 was carried out during July-September 2007 through a test check of records of Director of School Education (DSE) and of eight[24] out of 16 districts selected by circular system sampling. Besides, records of 160 schools/centres (20 schools/EGS Centres in each district) involving an expenditure of Rs.16.05 crore being

[24] *Papumpare (Capital District), Lower Subansiri, Upper Subansiri, West Kameng, Tawang, Changlang Tirap and Ziro.*

62 *per cent* of the total expenditure of Rs.25.72 crore were test checked in audit. Results of the review are discussed in the succeeding paragraphs.

3.3.4 Audit objectives

Audit objectives were to assess whether:

- objective of universalisation of primary education was achieved by improving enrolment, attendance and retention of children in the primary education in general and in particular to those belonging to disadvantaged sections;
- house hold survey was carried out to identify eligible children and annual work plans were drawn up efficiently to achieve the objectives of the programme;
- nutritional status of the children in primary classes improved;
- adequate funds were released on time to the implementing agencies;
- efficient reporting, inspection and monitoring system exists.

3.3.5 Audit criteria

Audit findings were benchmarked against the following criteria:

- Guidelines of the scheme issued by the GOI;
- Annual work plans;
- State Budget;
- Quality assurance norms of food and
- Prescribed monitoring mechanism.

3.3.6 Audit methodology

The performance review of the Scheme commenced with an entry conference with the DSE (3 September 2007) wherein the audit objectives, criteria, scope of review and methodology were explained. Audit finding were discussed with Joint Director, Education Department, Government of Arunachal Pradesh in an exit conference (16 November 2007) and the replies of the Department were incorporated in the review at appropriate places.

3.3.7 Audit findings

The review revealed failure of the State Government in lifting 1,08,086.12 quintal foodgrains during the period from 2002-03 to 2006-07, undue financial benefit to the carriage contractor, non providing cooked meals to beneficiaries due to non-receipt of cooking cost *etc.*

Audit findings in detail are discussed in the succeeding paragraphs.

3.3.8 Planning

In order to facilitate the operation of the scheme, the State Government was to furnish an annual plan to the GOI indicating *inter alia* the number of primary schools in each block/area, number of children enrolled in primary classes of these schools, the number of school days, the quantity of foodgrains required per school, etc. Scrutiny revealed that the Department had not taken up any survey to assess the number of eligible children in the age group of 6-11 years, district wise children enrolled in primary classes and number of drop out cases. The Department also did not prepare any annual plan for implementation of the scheme. Further, no target was fixed for increasing enrolment, coverage of schools and reducing dropouts under the scheme within a specific time frame. Though no consolidated annual target and achievement report for the years 2002-03 to 2006-07 was available with the DSE, as per information furnished by the DSE, there was an increase in enrolment from 1.67 lakh (2002-03) to 2.19 lakh (2006-07) (31 *per cent).* Absence of any survey for identification of beneficiaries and non-preparation of annual plans is indicative of lack of proper planning by the Department.

3.3.9 Financial Management

3.3.9.1 Funding Pattern

Central assistance is provided to the State by way of (i) free supply of foodgrains from the nearest godown of FCI at the rate of 100 grams of wheat/rice per student per school day (ii) subsidy for transport of foodgrains from the nearest FCI depot to the primary school subject to a maximum of Rs.50 per quintal (revised to Rs.100 per quintal for Special Category States (SCS) from October 2004). The remaining cost of transportation is to be borne by the State. The cost (Central share) of transportation is reimbursed by the GOI to the District Rural Development Agencies (DRDAs). Prior to September 2004, cost of cooking (including ingredients such as pulses, vegetables, cooking oil, condiments, cost of fuel and wages payable to the cooking agency) was being met by the States. In the revised scheme (September 2004), cooking cost at the rate of Re.1 per child per school day is provided as central assistance in addition to 15 *per cent* of Additional Central Assistance (ACA) provided under the Pradhan Mantri Gramodaya Yojana (PMGY) during 2004-05. When the scheme was again revised in June 2006, Central assistance to the SCS was enhanced to Rs.1.80 (provided these States contributed a minimum of 20 paise) with provision of assistance for construction of kitchen-cum-store upto a maximum of Rs.60,000 per unit per school and replacement of kitchen implements at the overall average cost of Rs.5,000 per school.

From 2004-05, GOI also provided assistance for MME at the rate of 0.9 *per cent* of the total assistance on foodgrains, transportation cost and cooking cost. From 2005-06 this was increased to a minimum of 1.8 *per cent* of such assistance.

3.3.9.2 Budget Allocation and Expenditure

The allocation of funds by the Centre and the State and the expenditure thereagainst for the five year period ending March 2007 was as under:

Table-3.3.1

(Rupees in crore)

Year	Allocation of funds			Expenditure	Saving (-)/ Excess (+) (Percentage)
	Centre	State	Total		
2002-03	Nil	Nil	Nil	Nil	
2003-04	1.10	Nil	1.10	0.51	(-) 0.59 (54)
2004-05	9.62	Nil	9.62	8.44	(-) 1.18 (12)
2005-06	5.88	Nil	5.88	5.78	(-) 0.10 (2)
2006-07	11.42	0.35	11.77	10.99	(-) 0.78 (7)

Source: Detailed Appropriation Accounts

From the above table it would be seen that there were persistent savings ranging from two to 54 *per cent* during 2003-07. Reason for savings was mainly due to delay in release of funds by the State Government.

3.3.9.3 Inadequate Budget Provision by State Government

As per scheme guidelines, it was to be ensured that children in every eligible primary school/EGS/AIE centre got cooked meals on every school day without interruption. The State Government was to make adequate provision for the programme in its annual budget in anticipation of Central assistance keeping in view the fact that the Central assistance was committed and would be transferred in due course.

3.3.9.4 Delay in release of funds

There were delays in release of Central funds by the State Government. During 2005-06 and 2006-07, Central assistance was released by the State during fourth quarter of the financial year. Details are as under:

Table -3.3.2

(Rupees in crore)

Year	Funds released by GOI	Date of release	Central fund released by the State Govt.	Date of release by State Govt.	Delay in months
2005-06	3.14	26.07.05	3.14	24.02.06	7
2006-07	2.61	09.11.06	2.61	14.03.07	4
	0.64	17.11.06	0.64	22.03.07	4
	7.07	17.11.06	7.07	22.03.07	4
	0.12	30.11.06	0.12	16.03.07	4

It is evident that there was delay in release of Central assistance by the State Government ranging from four to seven months, which resulted in poor implementation of the scheme in the State during 2005-06 and 2006-07. The Government admitted (November 2007) the facts but did not furnish any reason for the delay in release of Central funds to the implementing agencies.

3.3.10 Implementation

3.3.10.1 Discrepancies in Enrolment of children

Foodgrains required for distribution to the schools are allocated by the GOI on the basis of figures of enrolled children furnished by the State Government. In Arunachal Pradesh no survey was conducted by the State Government as mentioned in paragraph 3.3.8 to assess the number of children enrolled in primary classes and the number of enrolled children was furnished to the GOI without any basis.

Compared to the number of children (6-11 years) enrolled in the schools as per the records of the Sarva Shiksha Abhiyan (SSA), there was excess reporting of enrolled children by the State Government during 2002-07. The details are as under:

Table -3.3.3

Year	Enrolment as per DSE and also reported to GOI for MDM scheme	Enrolment as per SSA	Difference	Percentage of difference
2002-03	1,66,637	1,43,368	23,269	16
2003-04	1,81,606	1,65,749	15,857	10
2004-05	1,77,984	1,64,494	13,490	8
2005-06	2,18,905	1,89,275	29,630	16
2006-07	2,18,905	1,87,255	31,650	17

Source: Director, School Education and State Project Director, SSA.

The above table shows that the figures of enrolled children in primary classes were inflated by eight to 17 *per cent* during 2002-03 to 2006-07 as compared to these reported under SSA. The Government however, stated (November 2007) that the report of SSA covered enrolment of only primary, middle school, EGS/AIE centres whereas the data furnished by the DSE covered enrolment of primary section of Government middle schools, secondary schools, higher secondary schools, Government aided/local body, EGS/AIE centres. The reply is not acceptable as the basis of assessment of enrolment could not be furnished to audit by the Government.

3.3.10.2 Uncovered Eligible Primary Schools and EGS Centres

Scrutiny of records of three test checked districts (East Siang, Tirap and Papumpare) revealed that as on 31 March 2007, 43 primary schools (2,325 students) and 85 EGS centres (2,528 students) remained uncovered under the scheme. Details are as under:

Table-3.3.4

Name of the District	Primary Schools		EGS Centres	
	No. of primary Schools	No. of students	No. of centres	No. of students
East Siang	-	-	18	853
Tirap	4	375	-	-
Papumpare	39	1950	67	1675
Total	**43**	**2325**	**85**	**2528**

Source: Information furnished by the respective DDSE.

Non-covering of the eligible primary schools and EGS centres indicated that the Department was not serious about implementing the MDM scheme in all the schools/centres.

3.3.11 Lifting of Foodgrains

3.3.11.1 Short lifting of foodgrains

As per guidelines, the allocation of foodgrains is to be made based on the enrolment data of eligible primary schools and EGS/AIE centres, as on preceding 30 September and anticipated enrolment in the next financial year. The position of allocation, release and lifting of foodgrains from 2002-03 to 2006-07 was as under:

Table – 3.3.5

(Quantity in quintals)

Year	Quantity of foodgrains allotted by GOI	Quantity of foodgrains lifted by the State as per FCI off take report	Short fall in lifting	Percentage of short lifting	Number of children deprived of cooked meal due to short lifting *
2002-03	49,991.10	77,58.13	42,232.97	84	1,40,777
2003-04	54,481.80	12,611.49	41,870.31	77	1,39,568
2004-05	35,596.80	31,635.59	3,961.21	11	19,806
2005-06	45,400.89	35,599.59	9,801.30	22	49,007
2006-07	45,586.97	35,366.64	10,220.33	29	51,102
Total	**2,31,057.56**	**1,22,971.44**	**1,08,086.12**		

**(@3kg/child/month for 10 months up to 2003-04 and @ 2kg/child/month for 10 months from 2004-05*
Source: Director, School Education, Govt of Arunachal Pradesh, Itanagar.

From the above, it is noticed that during 2002-03 to 2006-07 the GOI allocated 2,31,057.56 quintals of rice, out of which, 1,22,971.44 quintals (53 *per cent*) of rice was lifted by the State leaving a balance of 1,08,086.12 quintals. The short lifting varied from 11 to 84 *per cent* during 2002-03 to 2006-07. The shortfall in lifting of 1,08,086.12 quintals of rice meant that either all the eligible children were not covered under the scheme, or the quantity of rice/cooked meal distributed to the children was below the approved norms thereby defeating the purpose of the programme. It was also noticed that during 2002-03 and 2003-04, the scheme was implemented only in six districts, leading to short lifting of rice in these years. Since the Directorate did not maintain any consolidated district wise and school-wise data on

requirement of foodgrains, the basis and quantity of foodgrains requisitioned from GOI could not be ascertained in audit. The Government stated (November 2007) that the short lifting of foodgrains was mainly due to non-implementation of the scheme by a majority of districts during 2002-03 and 2003-04. The reasons for short lifting of foodgrains in subsequent years was not however informed.

During 2004-07 the lifting of foodgrains by six test checked districts against the GOI allotment was as under:

Table – 3.3.6

Name of Districts	Foodgrains allotted by GOI (in quintals)	Foodgrains lifted by the districts	Shortfall in lifting of foodgrains	Percentage short lifted
East Siang	10,165.00	9,040.92	1,124.08	11
Upper Subansiri	8,692.24	8,047.95	644.29	7
East Kameng	7,631.00	6,109.20	1,521.80	20
Tawang	3,665.93	2,892.36	773.57	24
Lohit	10,518.71	7,482.16	3,036.55	29
Tirap	8,071.28	3,929.16	4,142.12	51
Total	**48,744.16**	**37,501.75**	**11,242.41**	**23**

Source: Director of School Education, Government of Arunachal Pradesh, Itanagar.

The shortfall in lifting of 11,242.41 quintals of rice resulted in 56,212 children in six districts being deprived of cooked meal.

3.3.11.2 Discrepancy between the lifting report of DSE and FCI off-take report

FCI submits reports to GOI regarding quantity of foodgrains released to each State on the basis of which, GOI reimburses cost of foodgrains to FCI. The year wise position of foodgrains released by the FCI and received by the Department as per its records are shown below:

Table -3.3.7

(in quintal)

Year	Foodgrains delivered as per records of FCI	Foodgrains received as per records of the Department	Difference	Percentage short received
2002-03	7,758.13	Nil	7,758.13	100
2003-04	12,611.49	7,750.23	4,861.26	39
2004-05	31,635.59	31,142.31	493.28	2
2005-06	35,599.59	35,257.23	342.36	1
2006-07	35,366.64	32,101.57	3,265.07	9
Total	**1,22,971.44**	**1,06,251.34**	**16,720.10**	**14**

Source: Director, School Education, Govt of Arunachal Pradesh, Itanagar and FCI

It would be seen from above that during 2002-07 the FCI, delivered 1,22,971.44 quintals of rice to the State. The *per cent*age short received ranged between one to 100 *per cent*. The foodgrains were delivered to the State against allocation made by the GOI. However, as per records of the DSE, only 1,06,725.27 quintals of rice were received from FCI during this period,

resulting in a difference of 16,720.10 quintals (14 *per cent*) of rice valued at Rs.94 lakh (calculated at FCI issue rate of Rs.565 per quintal). This indicates that there was no periodical reconciliation of figures of the Department and FCI regarding lifting of foodgrains. In the absence of reconciliation, the whereabouts of 16,720.10 quintal of food grains lifted from the FCI could not be ascertained in audit. The Government stated (November 2007) that the reconciliation could not be done for 16,720 quintals of rice due to non-receipt of reconciliation statement from the State nodal transport agency.

3.3.11.3 Unauthorised lifting of foodgrains

As per the scheme guidelines, foodgrains are released for a period of 10 academic months in a year. The academic year in Arunachal Pradesh is from June to March. It was however, seen that during 2004-05, the DSE issued (June 2004) orders that the scheme was to be implemented from 1 July 2004 to 31 March 2005 and preparatory work of the scheme should be completed within June 2004. But as per lifting report furnished by the DSE, six[25] districts lifted 1,371.08 quintals of rice allotted for the month of June 2004. Since the scheme was to be implemented from the month of July 2004 allocation made for June 2004 was not required to be lifted by the districts, and hence the lifting of 1,371.08 quintals of rice by six districts for the month of June 2004 was unauthorised. This was not adjusted in later months.

3.3.11.4 Inadequate supply of foodgrains

During 2004-07, 160 schools in eight test checked districts received 28,533.66 quintals of rice against requirement of 35,875.30 quintals. Thus, there was short delivery of 7,341.64 quintals (20 *per cent*) of rice resulting in 36,708 number of children being deprived of cooked meals during that period. Details are given in **Appendix-3.3.1**.

3.3.11.5 Short delivery of foodgrains by carriage contractors

The State Government declared (June 2004) the Department of Civil Supply as nodal agency for drawal of foodgrains from FCI depot, transportation and distribution of foodgrains to schools through their Public Distribution System (PDS) against the district wise allocation of foodgrains made by GOI.

Accordingly the Deputy Commissioner (DC) of the respective district appointed district carriage contractors for lifting of foodgrains from FCI depot and transport the same to the Fair Price Shops (FPSs).

Test-check of four districts revealed that during 2002-03 to 2006-07 the carriage contractors lifted only 20,563.10 quintals (74 *per cent*) of rice against the allotted quantity of 27,817.22 quintals. Of the lifted quantity (20,563.10 quintals), the contractors delivered only 13,215.71 quintals (64 *per cent*) of rice to the schools. The balance quantity of 7,347.39 quintals of rice valued at Rs.42 lakh remained undelivered till August 2007 (details in Appendix-3.3.2). While the districts involved in short receipt of

[25] *East Kameng, Upper Subansiri, West Siang, Upper Siang, Lower Dibang Valley and Lohit*

foodgrains were the same year after year, the DCs concerned have not initiated any action to ascertain the reason for variation and take appropriate action against the erring officials/contractors considering that there is every possibility of misappropriation/pilferage of foodgrains. The Department also did not take any action against the carriage contractors.

Thus, due to non delivery of rice, the carriage contractors were not only given an undue financial benefit but the students were deprived of nutrition for three months and the objective of regular supply of foodgrains to the students was defeated. The Government stated (November 2007) that since the carriage contractors were appointed by the Civil Supplies Department, the responsibility for short delivery of foodgrains to the schools solely lies with the Civil Supplies Department. The Government further added that in the absence of any irregularity report from the concerned authority, no action could be initiated. The reply of the Government is not tenable due to the fact that no records in support of action taken by the Education Department to obtain reports from the concerned authority were made available to audit. The Government cannot also absolve itself of the responsibility of investigating into the matter by shifting the responsibility to the civil supplies Department, which is also a part of the Government.

3.3.12.1 Non-providing of cooked meals due to non receipt of cooking cost

As per scheme guidelines, cooking cost[26] is to be given for 10 months in a year. However, it was seen that cooking cost was sanctioned for two months in 2003-04, nine months in 2004-05, five months in 2005-06 and four months in 2006-07. Thus, cooked meal was not supplied to the beneficiary children during the remaining months of the respective years. The reason was attributed to less receipt and delayed receipt of funds from the State Government. However, this contention is not tenable since the State Government was required to make adequate budget provision in anticipation of receipt of funds from GOI. In 2004-05 though the State Government made adequate budget provision in anticipation of receipt of funds, yet there was shortfall in providing cooked meal during that year by one month. As a result, during 2003-04 to 2006-07, 4,21,644 children ranging from nine to 91 *per cent* in each year were deprived of cooked meal due to less sanction of cooking cost. The details are as under:

[26] *Cooking cost is the cost of cooking including ingredients such as pulses, vegetables, cooking oil, condiments, cost of fuel and wages of cooks.*

Table -3.3.8

(Rupees in crore)

Year	Enrolment	Rate of cooking cost per child/ months (in rupees)	Fund required for providing cooked meal for 10 months	Fund released	Shortfall	No. of children deprived of cooked meal	Percentage of deprived children
2003-04	1,81,606	37	6.72	0.60	6.12	165391	91.07
2004-05	1,77,984	60	10.68	9.75	0.93	15,499	8.71
2005-06	2,18,905	49	10.73	5.37	5.36	109,350	49.95
2006-07	2,18,905	2 per child per * school day	9.63	3.85	5.78	131.388	60.02
Total	**7,97,400**		**37.76**	**19.57**	**18.19**		

Source: Director, School Education, Govt of Arunachal Pradesh, Itanagar.
** 22 school days per month*

The Government while admitting the fact stated (November 2007) that the students were deprived of cooked meal due to late and less release of fund by the GOI during the period from 2003-04 to 2006-07. The reply furnished by the Government is however not tenable as the Government failed to justify the reasons for not making adequate budget provision in anticipation of receipt of funds from GOI.

- Scrutiny revealed that during 2006-07, the State Government sanctioned (February 2007) Rs.24 lakh to DDSE, East Kameng District towards cooking cost for four months (November 2006 to February 2007). On examination of records (July-September 2007) it was noticed that out of Rs.24 lakh the DDSE had drawn Rs.21 lakh and kept the entire amount in the form of Deposit at Call till August 2007. The DDSE stated (August 2007) that the amount could not be utilised due to non-receipt of foodgrains. Thus, 11,931 students of the district were deprived of the benefit under the scheme. The fact, however, remains that no cooked food was provided to the students (11,931) in the district during the period from November 2006 to February 2007.

3.3.12.2 Doubtful Expenditure on cooked food

The State Government released (November 2003) Rs.32 lakh towards cooking cost to four districts[27]. **Test-check of records revealed that these four districts did not lift any food grains during 2003-04 but the respective DDSE reported (August 2007) that an expenditure of Rs.23 lakh[28] was incurred towards cooking cost. Thus, the utilisation of Rs.23 lakh on serving cooked meals to school children is doubtful.** In reply the Government stated that they were directing the DDSEs for furnishing explanation in regard to utilisation of Rs.23 lakh without serving cooked meal to the children during 2003-04.

[27] *East Siang: Rs.9.96 lakh, Lower Subansiri: Rs.8.57 lakh, Lohit: Rs.0.79 lakh and Papumpare: Rs.12.61 lakh*
[28] *East Siang: Rs.9.96 lakh, Lower Subansiri: Rs.8.57 lakh, Lohit: Rs.0.79 lakh and Papumpare: Rs.4.16 lakh*

3.3.12.3 Non-accountal of cooking cost

Test-check of records of 20 schools/EGS Centres in Lower Subansiri districts revealed that during 2004-05 to 2006-07 an amount of Rs.16.69 lakh was received from the DDSE of the districts as cooking cost. But as per information furnished to Audit by the DDSE, Rs.21.53 lakh was disbursed to these 20 schools/EGS Centres during 2004-05 to 2006-07 as cooking cost. **Thus there was a discrepancy of Rs.4.84 lakh between the amount shown as disbursed by DDSE (Rs.21.53 lakh) and the amount received by the schools/EGS Centres (Rs.16.69 lakh). This resulted in non-accountal of Rs.4.84 lakh, which has not been investigated by the DSE.** The Government stated (November 2007) that non-accountal of Rs.4.84 lakh was due to poor monitoring as no fund was provided in the district for monitoring during 2004-05 and 2006-07. The reply of the Government is not tenable as it is not just a case of laxity in monitoring but is a reflection of the lack of will on the part of the Department/Government to ensure that the children get the required quantity of nutritious food. Non-reconciliation of figures may also lead to misappropriation of Government money.

3.3.12.4 Incorrect reporting of utilisation

In November 2006, GOI released Rs.7.07 crore for construction of kitchen sheds. Accordingly, the State Government accorded (March 2007) expenditure sanction for Rs.7.07 crore for construction of 1178 kitchen sheds (@ Rs.60,000/per shed)in the State. The DDSE of the districts were advised to furnish utilisation certificate (UC) latest by March 2007 for onward submission to GOI. Test check of records of three districts (Papumpare, Lower Subansiri, East Kameng) revealed that an amount of Rs1.64 crore was sanctioned to these three districts for construction of 274 kitchen sheds, against which, 124 sheds were constructed at a cost of Rs.74.40 lakh leaving an unspent balance of Rs.90 lakh as on March 2007. However, as per UC submitted (May 2007) by DSE to GOI, the unspent balance against construction of kitchen shed as on March 2007 was shown as Rs.45 lakh. Thus, UC furnished by DSE was not based on facts. Details are shown in **Appendix -3.3.3**. The Government stated (November 2007) that utilisation certificates were sent to GOI on the basis of information received from the respective DDSEs of three districts. The contention of the Government is not tenable because it failed to ensure the veracity of the information furnished by the DDSEs before furnishing utilisation certificates to GOI.

3.3.13 Deficiencies in monitoring quality of food grains

As per the revised guidelines of the National Programme for Nutrition Support to Primary Education (NP-NSPE) issued by GOI in 2004, emphasis is on the quality of foodgrains. The Deputy Commissioner of the concerned district is to ensure that quality foodgrains (at least Fair Average Quality) are issued from FCI. For this purpose, before every release of foodgrains by the FCI, there should be a joint inspection by officers from FCI and State Government. However, no such certificate regarding quality of food grains delivered by FCI

was found recorded in the consignee's receipt in respect of Upper Subansiri District and East Siang District. Consignee's receipt was not available in the other test checked districts either. The Government stated (November 2007) that the responsibility of joint inspection bestowed upon the officers of FCI and State nodal transportation agency for ensuring quality foodgrains and that, the Department also issued a letter to the concerned DCs seeking clarification on the matter. The reply is not tenable as the Department/Government could not absolve its responsibility simply by issuing a letter to the DCs.

3.3.14 Functional deficiencies

As per the scheme guidelines, the State Government was to furnish to the GOI monthly attendance figures in primary classes, monthly statement certifying the quantity of foodgrains lifted from the FCI and details regarding the quantity of foodgrains transported every month to the schools. But no such figures/statements were furnished to the GOI. In the absence of this information, actual requirement of foodgrains vis-à-vis quantity actually lifted and utilised and impact of the schemes by way of improvement in attendance, reduction in drop outs for achieving universalisation of primary education could not be assessed in audit. The Government while admitting the irregularities, stated (November 2007) that attempts are being made to furnish information to the concerned authorities in a timely manner.

3.3.15 Deficiencies in Schools/Centres

Information obtained from the selected primary schools/EGS centres (20 from each districts) of eight test-checked districts and test check of records revealed the following deficiencies:

- Out of 2,189 schools/centres in the test checked districts, only 665 primary schools representing 31 *per cent* have pucca kitchen sheds/stores, 1,289 schools/centres representing 59 *per cent* have drinking water facilities and 1,396 schools/centres accounting for 64 *per cent* of total schools/centres were supplied with kitchen devices/utensils. In none of the schools/centres gas based fuel was used.

- Health check-ups were never conducted in any of the test checked schools/centres. As a result, nutritional deficiencies in children were not identified. State Government had not prescribed the number of doses in area-specific nutritional supplements, the number of doses of other nutritional supplements and intervals of giving micro nutrient supplements and de-worming medicines.

- Serving of meals was not monitored by members of Parent Teacher Association (PTA)/School Management-cum-Development Committee (SMDC) to see regularity and wholesomeness of mid-day meal served, cleanliness of cooking devices and utensils, overall quality of mid-day meal, *per cent*age of underweight children and attendance.

- Annual monitoring of sample studies regarding nutritional status, attendance, retention and completion status conducted, if any, was not on record.

- There was no proper maintenance of records/registers of receipts and issue of stores, cooked meals served in the presence of parents during cooking and serving, cash book, mid-day meal attendance.

3.3.16 Monitoring and Evaluation

National level Steering cum Monitoring Committee (NSMC) was constituted (December 2004) with the Secretary, MHRD, Department of Elementary Education & Literacy as Chairperson. The guidelines of the scheme envisaged constituting of State, district and block level Steering cum-Monitoring Committees (SMCs) to oversee the management and monitoring of the programme. The State level committee is to meet at least once in every six months and District and Block level SMCs at least once in a quarter.

Scrutiny revealed that while the State SMC under the chairmanship of Chief Secretary was formed in April 2005 and a meeting was held in October 2005, the district and block level SMCs formed in 2004 have not convened any meeting. The minutes and agenda notes of SMC at the State level was neither available on record nor stated. Consequently, the impact of the scheme could not be analysed and evaluated in audit. The State Government had not yet developed the computerised management information system for proper monitoring of the scheme as envisaged. The Government stated (November 2007) that action is being taken for setting up of MIS in the State provided adequate fund is provided in the State Plan/Central assistance.

3.3.17 Conclusion

The programme implementation was hampered due to absence of accurate data relating to the enrolment of students. Fund management was poor with delay in the release of funds by four to seven months by the State Government. Infrastructure facilities like kitchen-cum store, drinking water etc, were mostly not available. The overall impact of the scheme was far from satisfactory, since the nodal department failed to provide cooked meal to the school children during most of the school days. Health check-ups of children were not conducted at periodical intervals to identify nutritional deficiencies and provide nutritional supplements. The scheme was also not got evaluated independently to ascertain the extent of achievement of objectives.

3.3.18 Recommendations

- **The Government should carry out a survey at periodical intervals to assess the requirement of funds and foodgrains based on actual number of children enrolled;**
- **Students should be provided mid-day meals as per norms both in terms of quality and quantity as well as the number of feeding days;**

- **Reporting system should be improved from school level to Government level, so that the actual position of schools and class wise enrolment of students under each block/district is readily available;**
- **Basic infrastructure facilities should be provided for facilitating effective implementation of the scheme;**
- **Health check ups should be conducted at regular intervals to gauge the health of students, identity nutritional deficiencies and take appropriate measures to provide nutritional supplements;**
- **Monitoring mechanism needs to be strengthened and enforced effectively so as to secure accountability at various levels of programme implementation.**

APPENDIX-3.3.1

Statement showing short receipt of food grains against the entitlement by 160 schools of 8 test checked districts

(Reference: Paragraph-3.3.11.4)

Requirements of foodgrains calculated= 10 months x total enrolment x quantity of foodgrains per child.

Name of District	2004-05				2005-2006				2006-07				Total			
	Require-ment of rice	Qtys actually received	Short receipt	No. of students not covered	Require-ment of rice	Qtys actually received	Short receipt	No of students not covered	Require-ment of rice	Qtys actually received	Short receipt	No of students not covered	Require-ment of rice	Qtys actually received	Short receipt	No of students not covered
	(Quantity in quintals)															
East Siang	576.60	518.00	58.60	293	555.20	277.60	277.60	1388	559.20	257.86	301.34	1507	1691.00	1053.46	637.54	3188
Upper Subansiri	664.74	579.89	84.85	424	656.78	366.49	290.29	1451	669.76	226.12	443.64	2218	1991.28	1172.50	818.78	4094
Lower Subansiri	2709.80	2438.82	270.98	1355	3294.40	2900.00	394.40	1972	3200.80	1161.44	2039.36	10196	9205.00	6500.26	2704.74	13524
Papum Pare	4826.80	4739.30	87.50	437	5751.00	5564.90	186.10	931	5751.00	5175.90	575.10	2876	16328.80	15480.10	848.70	4243
Lohit (Tezu)	757.23	755.20	2.03	10	792.96	633.44	159.52	798	830.34	463.92	366.42	1832	2380.53	1852.56	527.97	2639
Tirap (Khonsa)	526.92	234.74	292.18	1461	560.36	133.90	426.46	2132	571.91	204.82	367.09	1835	1659.19	573.46	1085.73	5429
Tawang	333.60	273.60	60.00	300	329.60	272.92	56.68	283	325.60	261.70	63.90	320	988.80	808.22	180.58	903
East Kameng	485.20	399.26	85.94	430	542.90	533.80	9.10	45	602.60	160.04	442.56	2213	1630.70	1093.10	537.60	2688
Total	**10880.89**	**9938.81**	**942.08**	**4710**	**12483.20**	**10683.05**	**1800.15**	**9000**	**12511.21**	**7911.80**	**4599.41**	**22997**	**35875.30**	**28533.66**	**7341.64**	**36708**

Students not covered = Short receipt ÷ 0.2 quintals (quantity allocated per child per year)

APPENDIX-3.3.2

Statement showing lifting of foodgrains remained undelivered with the carriage contractors during 2002-03 to 2006-07

(Reference: Paragraph-3.3.11.5)

Year	Name of District	Allotment	Qty Release by FCI & lifted	Qty issued to school	Qty remained undelivered	FCI issue rate per quintal	Amount in Rupees
2003-04	Lower Subansiri	2,692.50	347.34	NIL	347.34	565	1,96,247.10
2003-04	Tirap	3,610.20	2,357.97	1,965.58	392.39	565	221,700.35
2004-05	Tirap	2,430.00	2,187.00	1,373.69	813.31	565	459,520.15
2005-06	Tirap	2,820.64	1,690.16	1,423.71	266.45	565	1,50,544.25
	Upper Subansiri	3,221.12	2,898.99	1,290.99	1,608.00	565	9,08,520.00
	East Siang	3,500.50	3,150.25	1,750.00	1,400.25	565	7,91,141.25
2006-07	Tirap	2,820.64	1,882.32	1,131.76	750.56	565	4,24,066.40
	Upper Subansiri	3,221.12	2,899.02	2,879.98	19.04	565	10757.60
	East Siang	3,500.50	3,150.05	1,400.00	1,750.05	565	988778.25
Total		**27,817.22**	**20,563.10**	**13,215.71**	**7,347.39**	**565**	**41,51,275.35**

i.e. Rs.42.00 lakh

Appendix-3.3.3

Statement showing amount spent and unspent on construction of Kitchen sheds

(Reference: Paragraph-3.3.12.4)

(Rupees in lakh)

Name of district	Number of kitchen sheds to be constructed	Amount sanctioned and drawn the DDSE	Number of kitchen sheds constructed	Expenditure incurred	Balance as on July 2007
Papumpare	92	55.20	39	23.40	31.80
Lower Subansiri	82	49.20	60	36.00	13.20
East Kameng	100	60.00	25	15.00	45.00
Total	**274**	**164.40**	**124**	**74.40**	**90.00**

Source Information furnished by the respective DDSE.

3.3 National Programme of Nutritional Support to Primary Education (Mid-Day Meal Scheme)

Highlights

The National Programme of Nutritional Support to Primary Education, a Centrally Sponsored Scheme, commonly known as 'Mid Day Meal' (MDM) scheme was launched in August 1995 with the principal objective of boosting the universalisation of primary education by increasing enrolment, retention and learning levels of children and simultaneously improving nutritional status of primary school children of 6-10 years age group. Performance audit of the scheme revealed that the Department had covered all the Government primary schools (30,068), EGS (5,822) and AIE (11,726) centres in the State under the scheme. There were, however, deficiencies like inadequate financial management, short lifting of foodgrains, delay in release of funds for meeting cooking cost to schools, inadequate infrastructural facilities in schools and lack of monitoring and evaluation in the Department.

Some of the important audit findings are as follows:

At the end of March 2008 there was an accumulated balance of Rs.99.73 crore with the State Government, Rs.79.44 crore with the State Nodal Officer and Rs.12.27 crore with the District Nodal Officers.

(Paragraph-3.3.9.2 & 3.3.10.2)

The District Nodal Officers did not lift 86,403.12 MT of foodgrains during 2003-08 leading to denial of MDM to enrolled students for 238 days.

(Paragraph-3.3.11.1)

The State Government failed to seek re-imbursement of transportation cost amounting to Rs.22.64 crore from the GOI.

(Paragraph-3.3.12)

In the test checked schools, pucca kitchen sheds were not available in 70 *per cent* schools, drinking water facilities were not available in 24 *per cent* schools and gas based chulhahs were not available in 81 *per cent* schools.

(Paragraph-3.3.15)

3.3.1 Introduction

The Government of India launched the "National Programme of Nutritional Support to Primary Education (NP-NSPE)", commonly known as the Mid Day Meal Scheme, (MDM) on 15 August 1995, as a Centrally Sponsored Scheme for children of primary schools (class I to V) in Government, local bodies and Government aided schools. It was extended (October 2002) to children studying in Education Guarantee Scheme (EGS) and Alternative and Innovative Education (AIE) Centres also.

The scheme was initially implemented in the State, by issuing dry ration to each child @ 3 kg per month for 10 months in a year. With effect from December 2004 cooked meal was introduced in five districts and extended to the entire State in April 2005. Central support was provided by way of supply of free foodgrains through FCI @ 100 gms per child per school day where cooked meal was served and @ 3 kg per

month where only foodgrains were distributed. The revised guidelines with effect from September 2004 made it mandatory to serve cooked meals to the eligible children with a calorific content of 450 gms and protein content of 10-12 gms. From 2006 onwards, the GOI provided funds for the cost of cooking, financial assistance for construction of kitchen shed cum stores, purchase of kitchen devices, transportation cost of foodgrains and expenditure on Management, Monitoring and Evaluation (MME).

3.3.2 Objectives of the Scheme

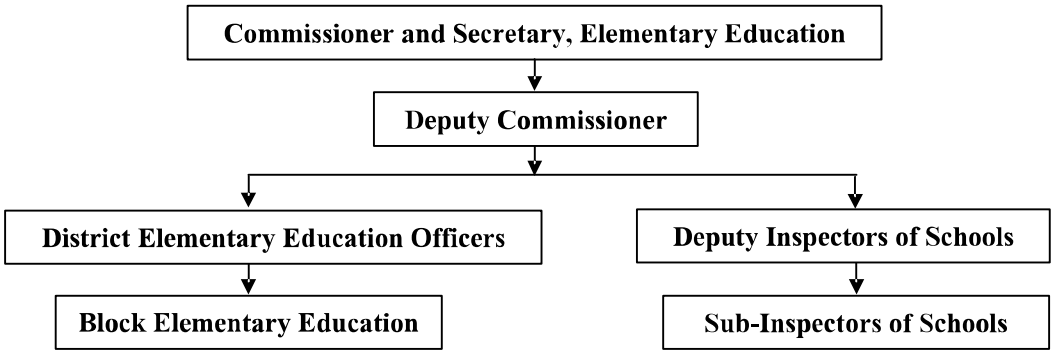
The objectives of the scheme are as following:

- boost universalisation of primary education by improving enrolment, attendance, retention and learning levels of children, especially those belonging to disadvantaged sections,
- improve nutritional status of primary school children; and
- provide nutritional support to students of primary stage in drought affected areas during summer vacations.

3.3.3 Organisational Set up

The Commissioner and Secretary to the Government of Assam (GOA), Elementary Education is the head of MDM programme in the State. The Director of Elementary Education (DEE) is the State Level Nodal Officer (SNO) responsible for planning, implementation and monitoring of the programme. The Deputy Commissioner (DC) of each district acts as the District Nodal Officer (DNO) and is assisted by the District Elementary Education Officer (DEEO), Deputy Inspector of School (DI), Block Elementary Education Officer (BEEO), Sub-Inspector (SI) of Schools. The organizational set up is given in the chart below:

Chart-1



3.3.4 Scope of Audit

The performance review of implementation of the scheme was conducted in July-October 2007 and updated in June-July 2008 covering the period 2003-08 by a test-check of the records of the Commissioner and Secretary (Elementary Education)

and Director, Elementary Education, Seven[30] out of 23 District Nodal Officers as well as District Elementary Education Officers and 124 primary schools and 14 EGS Centres.

3.3.5 Audit Objectives

The main objectives of the performance audit were to assess

- whether mid-day meals were provided to the eligible children i.e., students of 6-10 years age group, of Government/Government aided/AIE and EGS schools/centres as per prescribed norms, scale and calorific content;
- whether funds provided under the scheme were adequate and utilized properly;
- whether the scheme achieved its principal objective of supporting the universalisation of primary education by improving enrolment, attendance and retention of children at primary schools/EGS and AIE centres;
- whether the scheme achieved its secondary objective of improving the nutritional status of the children in the primary classes;
- whether the requisition, lifting, allocation and utilization of foodgrains were done in an efficient manner;
- whether the implementation of the programme was monitored effectively.

3.3.6 Audit Criteria

The audit criteria adopted in this performance review were:

- The guidelines of the scheme issued by the GOI.
- Orders/ instructions issued by the State Government.
- Prescribed monitoring and control mechanism.

3.3.7 Audit Methodology

An entry conference was held in June 2008 with the Secretary and Joint Director of Elementary Education wherein the audit objectives, criteria and scope of audit were discussed. Selection of districts was done on simple random sampling basis. Exit conference was held on 3 October 2008 with the Secretary, Elementary Education and other officers of the Department and the replies of the Department have been incorporated in the report at appropriate places.

Audit Findings

Important audit findings are discussed in the succeeding paragraphs.

3.3.8 Planning

Adequate planning is the necessary first step to achieve the objectives of the scheme mentioned in paragraph 3.3.2. This involves identification of the eligible children through an appropriate survey, to provide mid-day meals. The Department, however, had not carried out any survey to identify the beneficiary children. It did not also have a reliable database to capture the enrolment details of the children at various levels

[30] Kamrup, Karbi Anglong, Kokrajhar, N.C. Hills, Sonitpur, Sivasagar and Tinsukia.

viz. schools, AIE and EGS centres/schools etc. Consequently, the enrolment data provided by the State Government to the GOI for allocation of funds and foodgrains was not correct.

The Department stated that it had adopted the enrolment figures of Sarva Siksha Abhijan Mission (SSA). Scrutiny of the records, however, revealed that the Department adopted different enrolment figures for foodgrain allocation and allotment of cooking cost. Both these sets of enrolment figures differ with the enrolment figures of SSA as detailed in Table-1 below:

Table-1

Year	Enrolment figures adopted by the department for procurement of foodgrains	Enrolment as per SSA	Enrolment figures adopted by the Department for claiming cooking cost	Difference in enrolment figures of the Department (2-4)	Difference in enrolment figures of the Department and SSA (2-3)
1	2	3	4	5	6
2003-04	32,10,526	NA	NA	-	-
2004-05	33,87,583	NA	40,37,702	6,50,119	-
2005-06	47,95,759	30,41,097	39,07,508	8,88,251	17,54,662
2006-07	35,25,467	31,48,989	47,00,623	11,75,156	3,76,478
2007-08	35,25,478	30,67,733	NA	-	4,57,745

Source: The GOI allotment order for foodgrains, fund release order of GOI/SG and survey report furnished by SSA.

As can be seen from the above table, there was a wide variation between the enrolment figures provided by the Department and those available with the SSA Mission as also, the figures furnished by the Department for allocation of foodgrains vis-à-vis those used for claiming the cost of cooking. There were also abnormal inter year variations between the two sets of figures maintained by the Department. While there was a 12 to 58 *per cent* increase in the enrolment figure of the Department vis-à-vis SSA figures, the difference between the two sets of enrolment figures maintained by the Department ranged from (-) 19 *per cent* to 33 *per cent* during 2004-07. **In view of these differences in figures, the data furnished by the State Government to the GOI for allocation of funds for various interventions relating to the scheme cannot be vouched.**

While the Department stated (October 2008) that inclusion of ventured and private schools may be the reason for abnormal jump in enrolment in 2005-06, it could not explain the variation between its own figures, during the exit conference. The reply is not tenable as under the MDM scheme, only Government schools and EGS/AIE Centres are to be included.

Scrutiny of the records of the seven districts revealed that the enrolment data available at the district level and data relating to these districts, maintained by the State Government are at variance, as can be seen from the details tabulated below.

Table -2

State wise & District wise enrolment data

Name of District	District level data and State level data relating to this district	Year-wise enrolment			
		2003-04	2004-05	2005-06	2006-07
Kamrup	District level	NA	177343	282266	223847
	State level	184207	187255	247300	298462
Sonitpur	District level	173929	200137	210430	215026
	State level	133799	235349	174477	218779
Sivasagar	District level	108371	126507	146251	129661
	State level	85605	146251	126042	148589
Tinsukia	District level	NA	135887	134645	143435
	State level	80329	136493	146010	184858
Karbi Anglong	District level	97744	114524	114143	170062
	State level	93035	170062	143861	166321
N. C. Hills	District level	29219	28431	27493	28057
	State level	23099	65838	27877	31473
Kokrajhar	District level	105178	105178	98971	93630
	State level	78372	147236	117111	130944
Total	**District level**	**5,14,441**	**888007**	**1014199**	**1003718**
	State level	**6,78,446**	**1088484**	**982678**	**1179426**

Source: Compilation sheets of District level /State level data collected during field visit.

A comparison of the enrolment data furnished by the seven sampled districts indicated an overall increase in enrolment by 13 *per cent* in 2006-07 from what it was in 2004-05. The enrolment data furnished by the DEE for these districts however, indicated an overall increase in enrolment by eight *per cent* for this period.

3.3.9 Financial Management

3.3.9.1 Funding pattern

In terms of the scheme guidelines, funds released by the GOI to the State are to be released to the State Nodal Officer, who releases them to the District Nodal Officer (DNO). The DNO subsequently disburses funds to the schools based on the actual enrolment of children. The funding pattern of the scheme is summarised below:

- **Foodgrains:**

Cost of 100 grams foodgrains per child per school day is reimbursed by the GOI to the Food Corporation of India (FCI).

- **Transportation of foodgrains from the nearest FCI depot to school:**

Up to August 2004 transportation cost was reimbursed by the GOI @ Rs.50 per quintal and the State Government was to bear the remaining cost.

With effect from September 2004, Rs.100 per quintal was reimbursed by the GOI, and the balance was to be borne by the State Government.

- **Cost of cooking i.e. conversion cost:**

From September 2004 to June 2006, it was Re.1 per child per day + 15 *per cent* of the Additional Central Assistance (ACA) under PMGY[31].

[31] Prime Ministers Gramodaya Yojana

From July 2006 onwards, the GOI was to reimburse Rs.1.80 per child per day and the State Government was to pay Rs.0.20 per child per day.

- **Infrastructure**:

From July 2006, Rs.60,000 per unit per school was to be paid by the GOI for Kitchen-cum store.

- **Monitoring Management and Evaluation (MME):**

The GOI was to pay 0.9 *per cent* of the total expenditure, from September 2004 to June 2006 and the rest was to be paid by the State Government.

From July 2006 onwards, the GOI was to pay 1.8 *per cent* of the total assistance and the State Government was to pay the balance.

3.3.9.2 Receipt and release of funds

The position of receipt of funds and releases thereagainst during 2003-08 is shown in Table-3 below:

Table-3

(Rupees in Crore)

Year	Total available Funds					Funds released by State Government to SNO (Percentage)	Funds released by SNO to DNO (Percentage)
	Opening balance	Released by the GOI	State share	Funds pooled from other[32] programmes	Total Funds available		
2003-04[33]	-	-	-	-	-	-	-
2004-05	Nil	23.11	-	26.39	49.50	16.15 (33)	16.15(100)
2005-06	33.35	56.54	-	-	89.89	33.18 (37)	33.18(100)
2006-07	56.71	253.00	15.68	-	325.39	195.09 (60)	129.99 (67)
2007-08	130.30	63.39	33.38	-	227.07	127.34 (56)	113.00 (89)
Total		**396.04**	**49.06**	**26.39**		**371.76**	**292.32**

Source : The GOI/GOA sanction orders, Fund release orders of the GOA/SNO.

While the State Government retained 40-67 *per cent* of the available funds during 2004-08, the SNO retained 33 and 11 *per cent* of the funds received from the State Government during 2006-07 and 2007-08 respectively. The accumulated funds with the State Government at the end of March *2008* stood at Rs.99.73 crore[34] and Rs.79.44 crore with SNO. This included Rs.16.81 lakh (cooking cost) retained in revenue deposit (RD) since 2004-05.

The Department stated (September 2008) that the State budget is passed before the actual release of funds by the GOI and as a result, necessary provision could not be made in the budget. The reply is not acceptable, because the requirement of funds is within the knowledge of the State Government on the basis of enrolment figure. As a result of such retentions, cooking sheds were not constructed and funds for cooking cost were disbursed only partially. Thus, the objective of supplying cooked nutritious food to children during all the 10 months in a year was not fulfilled.

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[32] Prime Minister's Gramodaya Yojona (PMGY).

[33] GOI did not release cooking cost during 2003-04.

[34] Cooking cost: Rs. 0.20 crore
Kitchen cum Store cost: Rs.95.07 crore
Transportation: Rs. 4.46 crore
Rs.99.73 crore

Besides, the SNO did not compile accounts relating to the actual utilisation of funds at the school level, district-wise. The Department assured (September 2008) that, compilation would be done henceforth at each level.

3.3.10 Utilisation of Funds

3.3.10.1 Delayed release of funds

Apart from the short release of funds at various levels, scrutiny revealed that there was a delay in the release of funds by the State Government to SNO and by the SNO to the DNO during 2004-08 for periods ranging between three and sixteen months and fifteen days and eight months respectively. Reasons for delayed release of funds were not on record. The Department, however, stated that in the initial years, the delay occurred due to failure in providing adequate budget.

The GOI released Rs.55.34 crore in November 2006 to the State Government for construction of kitchen cum store @ Rs. 60,000 per school for 9,223 schools and released another Rs.125.07 crore in March 2007 for 20,845 schools. The State Government released only Rs. 85.34 crore to the SNO (Rs.55.34 crore in March 2007 and Rs.30 crore in November 2007). The SNO, in turn released only Rs.74.98 crore out of Rs.85.34 crore between September 2007 and April 2008 to two executing agencies (Assam State Housing Board: Rs.35.78 crore and Housefed: Rs.39.20crore) for construction of 12,496 kitchen sheds and parked the balance Rs.10.36 crore in Deposit at Call Receipt. The SNO did not obtain any progress report regarding the status of construction of the kitchen sheds from the executing agencies. Thus, creation of infrastructure for smooth implementation of the scheme remained unverifiable. The Department stated (October2008) that the funds were not released due to non-submission of completion certificates and field level verification reports.

Short release of funds to the school level implementing agencies of the State led to low utilisation of foodgrains and cooking cost. Thus, due to poor financial management, the eligible school children were deprived of the full benefit of the scheme besides attracting the cut imposed (Rs.136.96 crore) on the subsequent release of funds by the GOI. While accepting (October 2008) the fact, the Department failed to give any suitable reply for non-release of funds.

3.3.10.2 Retention of funds by the DNOs

In the seven test-checked districts, the DNOs retained 5-45 *per cent* of funds received from DEE for subsequent release to schools during 2004-08 towards cooking cost as shown in Table-4 below:

Table-4

(Rupees in crore)

Name of district	Amount received from DEE by DNO	Funds released to schools by DNO	Amount yet to be released (March 2008) (Percentage)
Kamrup	15.84	13.65	2.19 (14)
Sonitpur	7.61	7.11	0.50 (7)
Sivasagar	8.22	5.88	2.34 (28)
Tinsukia	7.97	5.31	2.66 (33)
Karbi Anglong	8.40	4.65	3.75 (45)
N.C. Hills	1.97	1.49	0.48 (24)
Kokrajhar	7.13	6.78	0.35 (5)
Total (percentage)	**57.14**	**44.87(79)**	**12.27(21)**

Source: Release order of DNO and State, furnished by DNO

The DNOs retained the unreleased amount of Rs.12.27 crore in current accounts in banks as of March 2008 thereby denying the eligible children, of the benefit of cooked meal. During the exit conference, reasons for such retention were not stated, but it was assured that the DNOs would be impressed upon for immediate release of funds to the schools.

3.3.11 Programme Implementation

3.3.11.1 Requirement, lifting and utilization of foodgrains

The FCI provides foodgrains (rice) free of cost to the State @ 100 grams per child per school day. The cost of foodgrains is reimbursed to the FCI by the GOI. The Union Ministry of Human Resource Development (MHRD) allocates and releases foodgrains for a financial year based on the district-wise requirement intimated by the State Government. Any unutilized quantity of foodgrains of the previous year is to be adjusted from the allocation for the current year. The details of requirement, allocation, lifting including short lifting are shown in Table-5 below:

Table - 5

(Quantity in MT)

Year	Enrolment figure as per State Govern-ment	Targeted feeding days	Quantity of rice required against target feeding days	Quantity of rice allocated by GOI	Quantity of rice lifted by DNOs	Short lifting of rice w.r.t. allocation (5-6)	Short lifting of rice w.r.t. require-ment (4-6)	Shortfall in feeding days	
								w.r.t. require-ment	w.r.t. allot-ment
1	2	3	4	5	6	7	8	9	10
2003-04	3210526	300	96315.78	96315.78	78292.34	18023.44	18023.44	56	56
2004-05	3387583	300	101627.49	101627.49	87257.65	14369.84	14369.84	42	42
2005-06	4795759	220	105506.70	92125.70	75621.15	16504.55	29885.55	62	34
2006-07	3525467	220	77560.27	78617.92	48648.47	29969.45	28911.80	82	85
2007-08	3525368	220	77560.30	71421.87	63886.03	7535.84	13674.27	39	21
Total			**458570.54**	**440108.76**	**353705.64**	**86403.12**	**104864.90**	**281**	**238**

Source : Allocation order of the GOI and lifting statement furnished by DNO.

Against the total requirement of 4,58,570.54 MT of foodgrains during 2003-08 and allocation of 4,40,108.76 MT, the Department lifted only 3,53,705.64 MT, leading to shortfall of 1,04,864.90 MT of foodgrains. As a result, foodgrains/meals could not be served in the years 2003-08 for 281 days to the enrolled students.

The DNO lifts and distributes the foodgrains through the Gram Panchayats (GPs) to Fair Price Shops for ultimate delivery to the schools/EGS and AIE centres. The shortfall in lifting by DNOs against the GOI allotment was 86,403.12 MT of rice, leading to denial of MDM to enrolled students for 238 days.

Short lifting of foodgrains by the district authorities was mainly due to non-receipt/ late receipt of transportation cost by the transporting agencies and ultimately the allotment lapsed. Moreover, huge bills were pending with the transporters, which could not be cleared due to lack of funds.

Scrutiny of the records in four out of the seven selected districts (Karbi Anglong, N.C. Hills, Kokrajhar, Kamrup) revealed that 8051.60 MT of rice were not lifted by 20 Development Blocks during 2003-07 as shown in Table-6 below:

Table-6

(Quantity in MT)

District	Year	Quantity allotted	Quantity lifted	Quantity not lifted/ allotment lapsed
Karbi Anglong (3 Development Blocks)	2003-07	4558.23	2992.33	1565.90
N.C. Hills (3 Development Blocks)	-do-	1819.30	1336.40	482.90
Kokrajhar (4 Development Blocks)	2003-06	5867.24	4650.14	1217.10
Kamrup (10 Development Blocks)	2003-07	11938.50	7152.80	4785.70
Total		**24183.27**	**16131.67**	**8051.60**

Source: Information furnished by development blocks

Short lifting of rice was attributed (September 2008) by the Department to law and order situation prevailing in some districts during 2006-07 and heavy flood situation during rainy season. The reply is not correct, as there was short lifting throughout the period 2003-07.

3.3.11.2 Delay in delivery of allotted foodgrains to schools

The DC, Kokrajhar allotted (January-August 2007) 245.84 quintals of foodgrains to 35 urban Lower Primary schools under Kokrajhar education block and engaged a carriage contractor for lifting and distribution of foodgrains to the respective schools. Instead of distributing the foodgrains in the respective months of allocation, the carrying agent distributed the entire quantities in September 2007 thereby defeating the purpose of providing nutritional support to children uniformly throughout the year. Distribution of foodgrains from January 2007 to August 2007 in the month of September 2007 was not justified. Reasons for delay and action taken by the DNO in this regard were also not on record. This indicates lack of control over transporters on lifting and timely distribution of foodgrains to schools. The Department accepted the facts (October 2008) and stated that, the matter would be taken up with the concerned DNO and reason will be communicated.

3.3.11.3 Utilization of foodgrains

Scrutiny of reports and returns submitted by seven DNO/DEEO to the SNO revealed that there was excess utilization of rice by 21,608.45 MT during 2005-08 due to disproportionate lifting of rice with reference to the amount of cooking cost released/ utilized in seven districts. This excess quantity was, however, stated (September 2008) to have been utilized by some school management committees towards issue of dry ration to avoid damage/deterioration. This is, however, against the guidelines of the scheme of serving cooked meal to the students. The Department agreed that there was no mechanism to check and verify the distribution of dry ration at school level. Thus pilferage of foodgrains stated to have been distributed as dry ration, cannot be ruled out.

The records of SNO further disclosed that in case of nine other districts, there was short utilization of 1,496.22 MT rice during 2005-08.

This was mainly due to short receipt of funds for cooking cost from the State Government leading to shortfall in provision of cooked meal to children. As per records, the balance quantity of foodgrains were lying in stock. Thus on the one hand,

the students were deprived of cooked meal, and on the other hand, deterioration of the balance foodgrains due to prolonged storage cannot be ruled out.

3.3.12 Transportation Cost

According to the scheme guidelines, the Central Government is to reimburse the actual cost of transportation of foodgrains from the nearest FCI godown to primary schools. During the period from 2003-04 to August 2006 transportation of foodgrains under MDM was done by the respective DRDAs by diverting funds from other poverty alleviation schemes like SGRY, IAY[35] etc. From September 2006 onwards, Gaon Panchayat Level Co-operative Societies (GPSS) were entrusted with lifting foodgrains from FCI through allocation from District Nodal Officer. The GPSS, after lifting, placed the foodgrains with the fair price shops, for onward lifting by the respective school authorities.

Scrutiny of the records revealed that during 2003-08, 353705.64 MT of rice was lifted by the State implementing agencies against which, Rs.27.10 crore was due from the GOI being the reimbursement of transportation cost. The GOI sanctioned (March 2008) Rs.4.46 crore as grants-in aid for the period October 2007 to March 2008 and directed the State Government to meet the remaining expenditure from its budget. The State Government, however, did not make any provision in its budget for reimbursement of transportation cost at any stage (September 2008).

3.3.13 Cooked Meal

The GOI introduced provision of cooked meal from September 2004 replacing the earlier system of issuing dry foodgrains. Norms prescribed and funds and foodgrains provided during 2004-08 per child per year are indicated in Table-7 below:

Table-7

Year	Norm		State position			Test-checked districts		
	Qty. kg/pa	Amount Rs./pa	Qty. kg/pa	Amount Rs./pa	Percentage of funds released	Qty. kg/pa	Amount Rs./pa	Percentage of funds released
2004-05	30	220	30.00	47.00	21	26.61	40.00	18
2005-06	22	220	19.21	113.90	52	19.22	116.11	53
2006-07	22	440	22.30	377.48	86	22.30	162.34	37
2007-08	22	440	20.26	434.00	99	22.30	232.64	53

Source : From December 2004 cooked meal scheme was introduced in five districts and from April 2005 to the entire state.

It would be evident from the above table that per capita release of fund for cooking cost was less than the norms prescribed during 2004-08. The position of cooking cost in the State as a whole ranged between 21 and 99 *per cent* and in the test-checked districts, fund release ranged between 18 to 53 *per cent* during 2005-08. Short release of funds for cooking had obvious adverse impact on supply of cooked meal. The Department agreed (September 2008) to check the position.

3.3.13.1 Issue of dry ration along with cooked meal

Scrutiny of the records of 49 out of 138 schools in six out of seven selected districts revealed that out of 167.21 MT rice issued during 2005-07 to the schools, 50.24 MT

[35] SGRY = Swarnajayanti Grameen Rozgar Yojana
IAY = Indira Awas Yojana

were utilized for serving cooked meals and the remaining 116.97 MT were issued as dry ration. The details are shown in Table-8 below:

Table-8

(Quantity in MT)

Name of district	No. of schools checked	Rice delivered	Rice utilised for cooked meal	Dry rice issued
Kamrup	2	8.86	3.21	5.65
Sonitpur	13	42.73	18.21	24.52
Tinsukia	9	20.80	10.85	9.95
Sivasagar	10	26.65	10.32	16.33
N.C. Hills	4	8.53	3.30	5.23
Kokrajhar	11	59.64	4.35	55.29
TOTAL	**49**	**167.21**	**50.24**	**116.97**

Source: Audit Findings from school records.

The school authorities concerned stated that serving of cooked meal was disrupted due to non-availability of funds for cooking cost and hence, dry ration was issued to avoid damage of rice. Thus, only 30 *per cent* of the allotted rice was utilized for serving cooked meal during 2005-07.

The Department accepted (September 2008) that there was a mismatch between rice allotted/ lifted and cooking cost released and that, to avoid damage/ deterioration, rice has been issued as dry ration by some school management committees. In the absence of proof of distribution of dry rice to the children, pilferage of rice cannot be ruled out.

3.3.13.2 Insignificant feeding days

The scheme provided for serving of cooked meal on all school days (except Saturday and Sunday). Scrutiny of the records of 78 schools/EGS and AIE centres in five districts revealed that serving of cooked meal during 2005-07 was inadequate in comparison to the required number of feeding days. The number of actual feeding days per month ranged between five and eight as against 17 and 18 as shown in Table-9 below:

Table-9

Name of District	No. of schools/ centres	No of school days (2005-07)	Actual feeding days (2005-07)	Monthly average no. of feeding days due[36]	Monthly average no. of feeding days	Shortfall in feeding days
Kamrup	16	5810	1943	18	6	12
Sonitpur	14	4861	2153	17	8	9
Sivasagar	15	5081	1355	17	5	12
Tinsukia	13	4557	1597	18	6	12
Karbi Anglong	20	6795	2274	17	6	11
Total	**78**	**27104**	**9322**			

Source: School records

Shortfall in provision of cooked meal ranged between 9 and 12 days per month indicating poor implementation of the scheme. Nutritional support envisaged continuity in feeding to maintain nutritional level of the children. Shortfall of 17782 (27104 – 9322) feeding days in two years (2005-07) in 78 schools as indicated in Table-9 above, depicts non compliance with the scheme guidelines and non provision

[36] No. of days schools remained open/(total Nos. of schools x 20 months).

of nutritional support to the beneficiary students. The Department accepted the facts and stated (September 2008) that in certain cases, punitive action was taken against the Head of schools.

3.3.14 Engagement of Teachers in cooking

Out of 138 schools test checked in seven districts, information furnished by 76 schools in four districts (Kamrup, Sonitpur, Karbi Anglong, Kokrajhar) revealed that cooks were not appointed in these schools and teachers were engaged in cooking mid-day meals in all these schools with average weekly loss of teaching hours ranging from 21 to 28 hours per school. This had compromised the education aspect at primary level.

3.3.15 Infrastructure

Infrastructural back-up like construction of pucca[37] kitchen-cum-store, gas based chulhas[38], safe drinking water facilities, kitchen equipment/ utensils etc. are vital components for smooth implementation of the scheme. The position relating to infrastructure facilities in 138 schools covered under sample check is shown below:

Table 10

Name of district	No. of schools covered	Infrastructure status in the schools					
		Pucca kitchen		Gas based Chulha		Drinking water	
		Yes	No	Yes	No	Yes	No
Kamrup	33	19	14	14	19	30	3
Sonitpur	14	7	7	--	14	10	4
Sivasagar	16	2	14	2	14	12	4
Tinsukia	16	3	13	1	15	15	1
Karbi Anglong	20	2	18	Nil	20	16	4
N.C. Hills	20	3	17	1	19	4	16
Kokrajhar	19	5	14	8	11	18	1
Total	**138**	**41**	**97**	**26**	**112**	**105**	**33**
Percentage			**70**		**81**		**24**

Source: School records.

It can be seen from the above table that 70 *per cent* schools had no pucca kitchen, 81 *per cent* did not have gas based chulhah and most significantly, 24 *per cent* schools did not even have drinking water facilities.

Absence of such basic amenities adversely affected the implementation of the scheme.

Rupees 180.41 crore released by the GOI for infrastructure facilities was not released in full at various levels as mentioned in paragraph 3.3.10.1.

Thus inspite of having adequate funds, creation of infrastructure facilities failed to take off. The Department accepted the facts.

3.3.16 Delay in Providing Kitchen Devices

The GOI sanctioned (1st phase) (November 2006) Rs.8.83 crore to the State Government for procuring cooking devices for 17,666 schools in the State. The sanction order stipulated that procurement of cooking devices is to be done in a decentralized manner, preferably at the school levels to avoid delay in providing the devices to the schools. The State Government, however, decided to procure the items

[37] Made of cement, brick and sand etc.
[38] Oven

centrally at the Departmental level and accordingly issued (March 2007) supply orders to two agencies *viz.*, Assam Small Industrial Development Corporation (ASIDC) and Assam Government Marketing Corporation (AGMC) with instructions to complete delivery within 45 days i.e., May 2007. The suppliers failed to deliver the items within the targeted date and delivery of the items to a large number of schools was not made as of July 2008. Thus, the Department failed to provide the kitchen devices to the schools even after 20 months from the date of sanction of funds by the GOI. While the SNO stated that the items were provided to the schools, documentary evidence of procurement and distribution were not available.

As indicated in Table-3 under paragraph 3.3.9.2, State share of Rs.33.38 crore was available for cooking cost during 2007-08. Of this, Rs. 13 crore was released for procurement of kitchen devices (Utensils) during 2007-08 for the 26,003 remaining schools against the proposal of DEE. The amount was kept in DCR (July 2008). Since Central grant for kitchen devices for the remaining schools (2^{nd} phase) was not provided, funds available for cooking cost were diverted towards procurement of kitchen utensils. Thus, due to diversion of cooking cost to procurement of kitchen utensils, children were deprived of the benefit of cooked meals. The Department accepted the facts.

3.3.17 Nutritional Support

3.3.17.1 Non-assessment of nutritional status

One of the objectives of the scheme was to provide nutritional support to the 6-10 years age group children of primary schools by serving nutritious food with protein content. The prescribed daily quantum of protein and calorie support was fixed at 8-12 mg and 300 calories respectively from December 2004. From September 2006, it was increased to 12 mg and 450 calories respectively. The Department had not adopted any system for assessing the quantum of nutritional support provided to the children. Health monitoring of the children by periodical weighing was also not conducted. Besides, de-worming doses and other areas of specific medication had not been administered as a preventive measure to check the spread of area specific disease amongst the children.

On this being pointed out, the Department stated (September 2008) that action will be taken to assess the status.

3.3.18 Monitoring and Evaluation

The revised scheme (September 2004) provided for formation of Steering-cum-Monitoring Committees (SMC) at the National, State, district and block level for monitoring and co-ordination, and initiating remedial action on reports of independent functionaries. The State level SMC was to meet at least once every six months and district and block level SMCs were to meet at least once a quarter.

The State level and the district level SMCs were constituted in May 2005 and reconstituted in August 2006 when the first meeting was held. Since then, no SMC meeting was held nor was any evaluation conducted by the Government or by an independent agency for an impact assessment of the programme. The SNO monitored the status of implementation of the programme by holding regular review meetings with the DEEO on 8^{th} of every month from November 2005. Status of monitoring committee meetings in the districts and the blocks was, however, not available in the records of the DNO.

The GOI sanctioned Rs.1.92 crore during 2005-06 for engaging an appropriate institute for external evaluation of the programme. Though the Department earmarked Rs.28.87 lakh for assigning the work to the Reader, Education Department, Guwahati University, the work had not been formally entrusted to the University. Thus, external evaluation of the programme was not done. The Department stated that efforts are being initiated to gear up monitoring and evaluation activities.

3.3.19 Impact Evaluation

The Department did not establish a system of data capture on retention/ dropout rate of children in primary schools covered under the scheme and its consolidation at the State and block level. Thus, the impact of MDM on drop out rate could not be analyzed in audit.

3.3.20 Conclusion

Implementation of the MDM scheme did not achieve its objective of providing nutritions meals to the eligible children and improve their enrolment and retention level, since it could not provide the children with the meals upto the required number of days. The programme suffered due to uneven distribution of foodgrains and inability to utilise the available foodgrains and Central assistance. The nutritional status of the students was not addressed and the infrastructural facilities in the schools were woefully inadequate. The monitoring system was deficient due to lack of regular flow of progress reports from the Block/District level offices, insufficient apex level meetings and absence of reliable centralised data base on enrolment, attendance and coverage of students.

3.3.21 Recommendations

- The State Government should set up a centralised and reliable database relating to the enrolment, attendance, and other facilities extended to the children under the scheme.
- Requirement of foodgrains should be assessed on an annual basis with reliable inputs from school level and the allotted quantity should be lifted and distributed on a timely basis.
- Regular health check-ups should be introduced in the schools and micro nutrient supplements and de-worming medicines should be provided to the children.
- The causal relationship between educational indicators and the programme impact should be assessed by the Government.
- Monitoring mechanism should be strengthened and enforced effectively so as to secure accountability at various levels of programme implementation.

3.1 NUTRITIONAL SUPPORT TO PRIMARY EDUCATION (Mid-day Meal Scheme)

Highlights

Nutritional Support to Primary Education (NSPE), a Centrally sponsored Scheme, popularly known as Mid-day Meal Scheme (MDM) was launched in August 1995 with the objective of boosting universalisation of primary education by increasing enrolment, retention, attendance and simultaneous improvement in the nutritional status of students.

In Bihar, the scheme was extended to all primary schools in January 2005; it is yet to cover all schools. There was increase in enrolment and retention of students in urban as well as rural school which was a positive indication of the Scheme. However, the scheme was suffering from inadequate food grain management and fund transfer mechanism resulting into unsatisfactory implementation of the scheme. There was complete absence of the internal controls, regular monitoring and evaluation of the Scheme as per the guidelines

The expenditure was reported by the implementing agencies on the basis of funds transferred instead of utilisation.

(Paragraph 3.1. 6.1)

There was increase in enrolment and retention of students in urban as well as rural school which was a positive indication of the Scheme.

(Paragraph 3.1.7.1 and 3.1.7.3)

563.75 MT of rice valuing Rs 90.20 lakh rotted due to poor storage and 50.96 MT of uncooked rice grains (valued at Rs 3.02 lakh) were distributed instead of cooked meals.

(Paragraph 3.1.8.1)

The average number of days on which cooked meal was served ranged between 92 to 108 days and 94 to 106 days in Urban and Rural schools respectively against 200/ 220 days prescribed in the scheme. In 9 to 17 schools no meal was served.

(Paragraph 3.1.9.2)

Against target for construction of 35226 kitchen sheds only 3599 kitchen sheds (10 per cent) were reported complete as of March 2008. In test-checked schools 91 per cent of the schools did not have kitchen sheds and 31 per cent of schools did not have adequate drinking water facilities.

(Paragraph 3.1.11.1)

Steering cum monitoring committee at all levels were not working properly. No records of periodical meetings by these committees at any level were available with the respective offices/ schools. There was no specific arrangement to check the quality and quantity of cooked meals served to students.

(Paragraph 3.1.13)

3.1.1 Introduction

The Mid-day Meal (MDM) Scheme was launched as a Centrally Sponsored Scheme on 15 August 1995 with the objective of boosting universalisation of primary education by increasing enrolment, attendance, retention and simultaneous improvement in the nutritional level of students of primary classes (I to V) of Government, local body and Government aided schools. From October 2002, it was extended to children studying in the Centres under Education Guarantee Scheme (EGS) and Alternative and Innovative Education (AIE). The scheme initially provided for distribution of fixed quantities of uncooked food to school children. This was replaced by cooked meals with effect from September 2004 after orders of Supreme Court. In Bihar, cooked meal Scheme was launched in 30 blocks under 10 educationally backward districts[1] (three blocks in each) since September 2003 and extended to all blocks of these districts from September 2004 onwards. From January 2005 onwards the scheme was extended for the entire State covering all primary schools.

The scheme laid (September 2004) special emphasis on disadvantageous groups with the additional objective of providing MDM in drought affected areas during summer vacation also. From September 2006, the caloric value of the meal was increased from 300 calories to 450 calories and protein content from 8-12 grams to 12 grams, while simultaneously providing essential micro-nutrients and de-worming medicines.

Central assistance for cooked MDM was provided by way of food grains at the rate of 100 grams of wheat/rice, transportation cost, cost of cooking, cost of Management, Monitoring and Evaluation (MME) and physical infrastructure such as kitchen-cum-store, adequate water supply, cooking devices and utensils.

3.1.2 Programme Management Structure

The scheme was implemented in the State by the Human Resources Development Department (HRDD) headed by the Principal Secretary to the Government. He was assisted by Director (Primary Education) up to March 2007 now Director (MDM) and a Deputy Director (MDM). A Steering cum Monitoring Committee (SMC) under the chairmanship of the Chief Secretary was to monitor the progress of the scheme. The District Magistrates, being the district nodal officers were responsible for implementation of the scheme in the districts with the assistance of District Superintendents of Education (DSE) and Block Education Extension Officers (BEEO). The funds were allocated to DSEs by the HRDD. Since April 2005, the funds were routed through Bihar Education

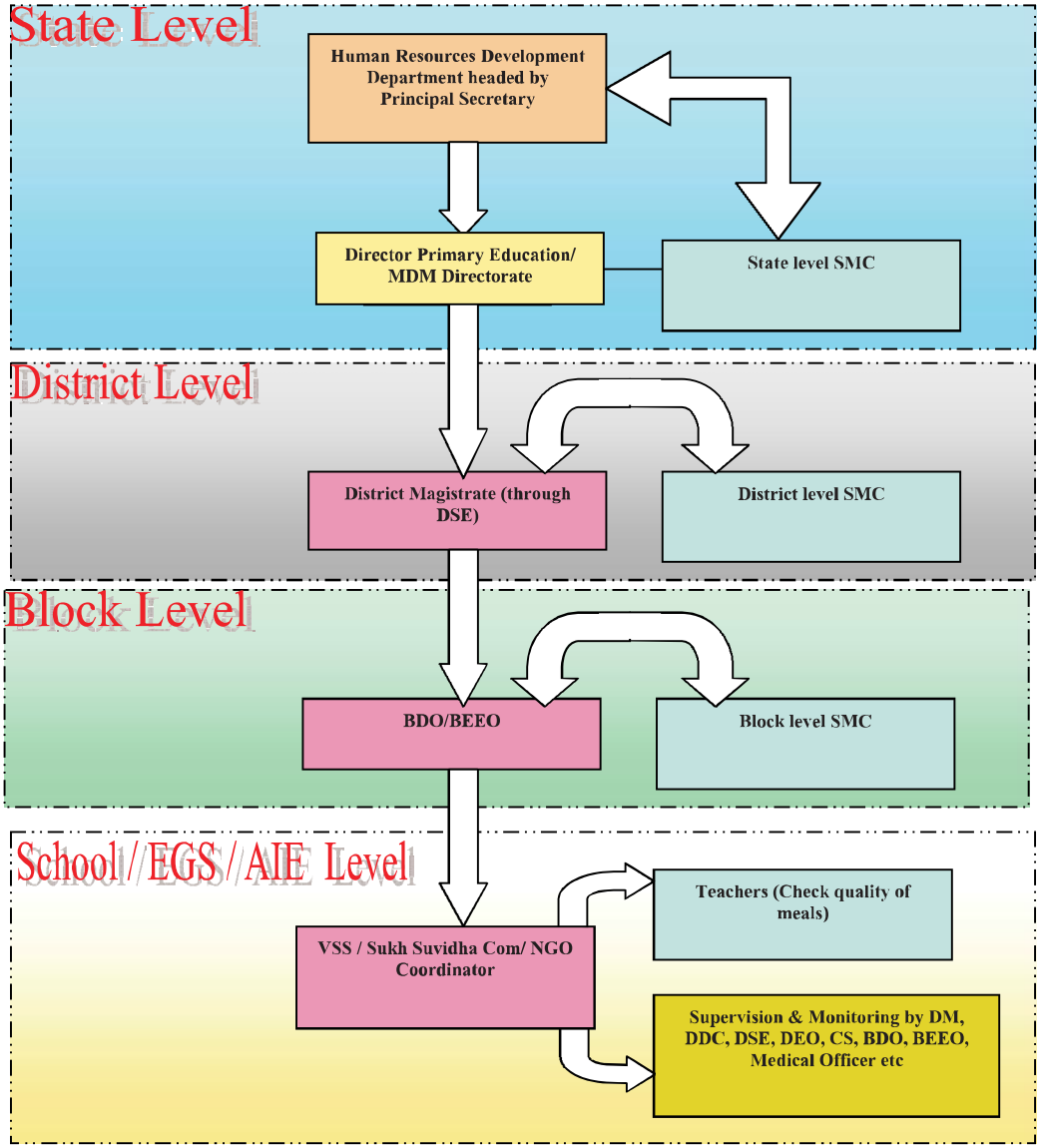
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[1] *Araria, East Champaran, Katihar, Kishanganj, Madhepura, Purnea, Saharsa, Sheohar, Sitamarhi and Supaul.*

Project Council (BEPC)[2] a body constituted for implementation of Sarve Shiksha Abhiyan.

At district level, the scheme was to be overseen by SMC consisting of government officials and chaired by District Magistrate. Similar committees were also to be formed at Block level to supervise and monitor the scheme. The scheme at school level was to be implemented by Vidyalaya Shiksha Samiti (VSS), a body of parents constituted under the VSS Act, 2000 for development of schools and for ensuring community participation.

Programme Management Structure



[2] *BEPC- is an agency under the Human Resources Development Department through which the government executes the Sarva Shiksha Abhiyan in the State. The MDM funds were routed through this agency for accounting purposes only.*

3.1.3 Scope of Audit and Methodology

Implementation of the Programme for the period 2003-08 was reviewed between July and September 2007 and between April and July 2008 through test check of records of Directorate of Primary Education/ MDM Directorate, 10 (out of 38) districts[3]. In each selected district, records of 20 schools[4] (Urban: 6; Rural: 14) were test-checked. Selection of districts and schools was done on Circular Systematic Sampling Method. Blocks (52) covering selected schools were also test-checked. The audit objective/ criteria were discussed with the Principal Secretary, Human Resources Development Department in entry conference held in July 2007. Audit findings and recommendations were communicated to the Government for their comments and also discussed during the exit conference (October 2008). Replies/ views furnished by Department/ Government have been incorporated at appropriate places.

3.1.4 Audit objectives

The objectives of the performance audit were to assess whether:

- data base/ base line survey, reports/ returns on enrolment, attendance and retention of children was reliable ;
- adequate funds were released and utilized properly;
- implementation of the scheme was as per guidelines of the scheme monitoring mechanism and internal controls were adequate and in place ; and
- implementation of the scheme did not have any unintended adverse impact on primary education.

3.1.5 Audit criteria

The audit criteria used were:

- Norms and conditions specified in the scheme guidelines;
- Financial rules and instructions issued by the Government of India (GOI) and Government of Bihar (GOB) ;
- Annual work plan and budget proposals and
- Review, monitoring and evaluation reports as prescribed in scheme guidelines and by the Government.

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[3] *Banka,Begusarai,Buxar,Khagaria,Kishanganj,Madhepura,Nawada,Patna,Purnea and Vaishali*

[4] *In addition, in 32 schools of Patna supply of cooked meals and in 55 schools in Buxar supply of food grains was also test-checked.*

3.1.6 Financial management

3.1.6.1 Expenditure incurred

State-Level

The scheme provided for (i) free supply of food grains by GOI through the Food Corporation of India (FCI)/State Government to the implementing agencies, (ii) transportation cost of food grains from the nearest FCI godown to the schools (iii) conversion cost of ingredients such as pulses, vegetables, cooking oil, condiments etc. and (iv) Management, Monitoring and Evaluation (MME) component.

Details of funds released by GOI/GOB and expenditure there against in the State during 2003-08 were as shown in **Table No 1:**

Table No. 1
Statement of funds received/ released and Expenditure

(Rupees in crore)

Year	Funds received as		Fund Released by State Government		Total release	Expenditure
	Central assistance	State share	Central share	State share		
2003-04	13.51	-	13.51*	-	13.51	13.51
2004-05	132.86	33.51	132.86	33.51*	166.37	166.37
2005-06	120.30	126.09	120.30	126.09	246.39	246.39
2006-07	370.64	161.77	364.64	161.77	526.41	526.41
2007-08	590.34	303.82	453.11	202.52	655.63	655.63
Total	**1227.65**	**625.19**	**1084.42**	**523.89**	**1608.31**	**1608.31**

(Source: HRD Department)

*(*Rs 13.51 Crore of Central share and Rs 24.17 crore out of Rs 33.51 Crore of State Share relate to PMGY fund)*

Table No. 1 and scrutiny of related records disclosed the following:

- The GOB did not release any fund during 2003-04 and short released its own share by Rs 101.30 crore in 2007-08. Reasons for short release were attributed to short release of Central share. However, reasons for short release of Central share by Rs 6.00 crore in 2006-07 and Rs 137.23 crore in 2007-08 were not available on record.
- The expenditure of Rs 1608.31 crore reported was not realistic (as shown in **Table No. 2** also) as Rs 1500.93[5] crore released between April 2005 and March 2008 to BEPC for subsequent transfer to districts was shown as expenditure.
- The GOI allotted an additional amount of Rs 48.32 crore (September 2007) and 36238.83 MT rice (October 2007) for extending the scheme to children of class VI to VIII in educationally backward blocks of the state during October 2007 to March 2008. But Rs 56.84 crore (Central: Rs 48.32 crore and State: Rs 8.52 crore) was released only in March 2008 though the scheme was to be implemented from October 2007. Thus, late release of fund and non-lifting of food grains during

[5] *Rs 1500.93 crore includes Rs 62.11 crore drawn by Director, Primary Education on 31March2005, Rs 0.39 crore of state fund for monitoring of MDM Scheme during 2006-07and Rs 10.00 crore reimbursement of transportation cost by GOI during 2007-08.*

October 2007 to March 2008 deprived 19.97 lakh children of class VI to VIII from cooked meal.

- Central share of conversion cost was revised from Rupees one to Rs 1.50 per student per school day since June 2006 and funds were released by GOI accordingly. The GOB revised the rate of conversion cost from Rs 1.64 (Central: Rs 1.00 and State: Rs 0.64) to Rs 2.14 (Central: Rs 1.50 and State: Rs 0.64) in November 2006 and further revised it to Rs 2.50 (Central: Rs 1.50 and State: Rs 1.00) in March 2007 but did not release fund corresponding to revisions. Funds for revised conversion cost (Rs 2.50 per meal per school day) were released in August 2007 and were transferred to districts in October 2007. Thus, schools / implementing agencies (NGOs) received less conversion cost up to September 2007. The records of test-checked schools however showed expenditure at the rate of Rs 2.14 from January 2007 and at the rate of Rs 2.50 from April 2007.

District Level

Fund routing agencies delayed in providing funds to schools

- Director, Primary Education (upto March 2007), and thereafter Joint Secretary/ Director (MDM) withdrew funds and transferred these funds to BEPC for onward transfer to districts. The BEPC transferred the funds to district offices of Sarva Shiksha Abhiyan which provided funds to offices of DSEs for onwards transfer to BEEOs/ VSS. Thus the complicated procedure of fund transfer resulted in delay ranging from 52 days to 148 days besides retention of Rs 72.11 crore by BEPC (**Table No. 2**) in all the test-checked districts. Reasons for delay were non-fixing of a prescribed schedule for transfer of funds by the Government/ BEPC and districts.

The details of available funds and expenditure incurred in test-checked districts are shown in **Table No 2:**

Table No. 2
Available fund and expenditure in test-checked districts

(Rupees in crore)

Sl. No	Districts	Year	Drawn by Director (PE/ MDM) and disbursed to BEPC	Received by districts (SSA/ DSE)	Balance with BEPC	Expenditure (DSE/ SSA)	Balance with DSE/SSA
1.	Banka	2004-08	32.14	26.73(83)	5.41	11.26 (42)	15.47
2.	Begusarai	2004-08	43.46	34.80(80)	8.66	32.29 (93)	2.51
3.	Buxar	2004-08	28.40	23.02(81)	5.38	20.42 (89)	2.60
4.	Khagaria	2004-08	27.07	15.84(59)	11.23	11.61 (73)	4.23
5.	Kishanganj	2003-08*	29.03	25.92(89)	3.11	14.69 (57)	11.23
6.	Madhepura	2003-08*	34.41	30.26(88)	4.15	14.77 (49)	15.49
7.	Nawadah	2004-08	32.15	26.03(81)	6.12	10.58 (41)	15.45
8.	Patna	2004-08	67.69	53.73(79)	13.96	40.33(75)	13.40
9.	Purnea	2003-08*	47.04	39.87(85)	7.17	25.66 (64)	14.21
1.	Vaishali	2004-08	54.29	47.37(87)	6.92	26.18 (55)	21.19
	Total		**395.68**	**323.57 (82)**	**72.11**	**207.79 (64)**	**115.78**

(Percentage in bracket) ***(Source: DSE offices)***

*(*Note: During 2003-04 the cooked meal scheme was operational in three blocks each in ten educationally backward districts of which three districts were selected for test check.)*

- From **Table No. 2** it is seen that expenditure of Rs 207.79 crore was only 52.51 *per cent* of total amount of Rs 395.68 crore distributed to BEPC and reported as expenditure. Balance of Rs 187.89 crore was available with the BEPC/ DSEs at state, district level (March 2008).

Rs 1.76 crore conversion cost was diverted towards transportation cost

- In five districts,[6] Rs 1.76 crore relating to conversion cost was diverted by DSEs between December 2006 and March 2008 to transportation cost. Out of Rs 1.76 crore, Rs 87.24 lakh was recouped upto March 2008 leaving an amount of Rs 89.25 lakh unadjusted.

Funds were transferred on lump sum basis instead of actual requirement

- In four districts[7], Rs 46.97 crore was provided by DSEs to BEEOs/schools based on lump sum requirement submitted by schools though as per guidelines funds required to be provided on the basis of enrolment of students. Providing funds on lump sum basis resulted in blocking of Rs 4.36 crore with 21 test-checked BEEO's in the districts of Banka (Rs 2.80 crore), Kishanganj (Rs 0.18 crore) and Nawadah (Rs 1.38 crore).

- Bank interest of Rs 2.67 crore accrued on MDM funds in eight DSEs[8] was not taken into account while in two districts (Begusarai and Khagaria) bank statement / pass book was not available and in Vaishali bank statement for partial period was only available resulting into understatement of unutilised balance.

- Bank reconciliation was not done by DSE offices in all test-checked districts. Cash balance as on 31 March 2008 appearing in bank column of cash books were short by Rs 9.02 crore[9] against balance appearing in bank statement in seven out of 10 test-checked districts. Begusarai, Khagaria and Vaishali did not furnish bank statements. Non-reconciliation of bank balances with the balances in the cash book was fraught with the risk of fraud and misappropriation.

- The scheme guidelines prescribed provision of funds to schools one month in advance. There was abnormal delay of one month to 12 months in transfer of funds to test-checked schools ***(Appendix-3.1.1)***. The delay resulted in students being either not provided meals or provided meals for less than the prescribed number of days.

Expenditure figures were reported on the basis of fund transferred instead of

- In test-checked districts, though utilisation certificate for Rs 110.44 crore only was available, the entire amount of Rs 207.79 crore advanced by DSEs to BEEOs/VSS was shown as expenditure. A similar pattern of reporting expenditure on the basis of transfer of funds without seeking its utilisation cannot

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6 *Begusarai: Rs 47.28 lakh; Buxar :Rs 12.96 lakh; Khagaria: Rs 13.12 lakh; Kishanganj: Rs 62.62 lakh and Nawadah: Rs 40.51 lakh.*

7 *Banka: Rs 10.76 crore; Kishanganj :Rs 13.48 crore; Madhepura: Rs 13.05 crore and Nawadah: Rs 9.68 crore*

8 *Banka: Rs 0.40 crore; Buxar: Rs 0.12 crore; Kishanganj: Rs 0.30 crore; Madhepura: Rs 0.42 crore ; Nawadah: Rs 0.53 crore; Patna: Rs 0.54 crore; Purnea: Rs 0.02 crore and Vaishali: Rs 0.34 lakh.*

9 *Banka: Rs 3.85 crore; Buxar :Rs 0.75 crore;Kishanganj: Rs 0.31 crore;Madhepura: Rs 0.88 crore; Nawadah: Rs 2.15 crore; Patna: Rs0.65 crore and Purnea: Rs 0.43 crore*

be ruled out in other districts in respect of reported expenditure of Rs 1608.31 crore.

3.1.7 Enrolment, Attendance and retention of children

One of the primary objectives of the scheme was to improve enrolment, attendance and retention of children at primary level to boost the national objective of universalisation of primary education. The scheme guidelines envisaged that the MDM authority would furnish to the GOI the number of children enrolled in class I to V to release the food grains and cash components of the scheme. The GOI directed (December 2004) that a base line study be conducted for 2004-05 in respect of enrolment for capturing a realistic picture of enrolment of children. Records in respect of survey though called for was neither produced to audit nor was available on record.

3.1.7.1 Enrolment

The details of enrolment during 2003-08 are shown in **Table No.3** and ***(Appendix-3.1.2, 3.1.3 and 3.1.4)***

Table No. 3
Difference noticed in enrolment of students

(Figures in lakh)

Year	2004-05	2005-06	2006-07	2007-08
Enrolment as reported to GOI for food grain allocation	97.92	126.38	134.93	126.38
Enrolment as per fund release order	96.10	96.10	126.38	126.38
Difference	1.82	30.28	8.55	Nil

(Source: HRD Department)

Reliability of data was not checked at any level. Scrutiny of records revealed that different enrolment data were used/ reported for different purpose e.g. release of fund and release of food grains as shown in **Table No. 3.**

- Records of test-checked districts disclosed that enrolment data furnished by DSEs to MDM Directorate were not based on school level records and there were variations between the enrolment data as reported to GOI and those collected by Audit from DSEs. The enrolment data appearing in the records of DSEs in 10 test-checked districts was cross verified with the corresponding enrolment records of MDM Directorate and it was found that in three districts the enrolment data was inflated by 0.71 lakh while it was understated by 10.10 lakh in the remaining seven districts during 2005-08 ***(Appendix-3.1.2)***

- Position of enrolment in test-checked schools ***(Appendix-3.1.3)*** indicate that though the overall enrolment has increased; but in urban schools under Banka, Kishanganj, Madhepura and Patna enrolment decreased during 2005-07, Begusarai and Purnea during 2007-08, Buxar during 2006-08, and Nawada during

2004-06. In rural schools under Nawada and Begusarai enrolment decreased during 2007-08, Patna during 2005-07, Khagaria, Madhepura during 2004-05.

- Out of 200 schools selected for test check, differences were noticed (152 schools) in actual number of students enrolled and that reported to audit. The reported numbers of students enrolled were excess by 4222 students in 47 schools while it was less by 6451 in 105 schools in eight[10] test-checked districts. Enrolment data of 40 schools in Kishanganj and Madhepura districts were not furnished by DSEs. In remaining eight schools the enrolment data were same as per schools and DSEs records. The details are given in ***Appendix-3.1.4.***

- Specific data for enrolment of children belonging to disadvantaged sections was not maintained in any schools/ districts test-checked.

Proper system of reporting of enrolment not followed

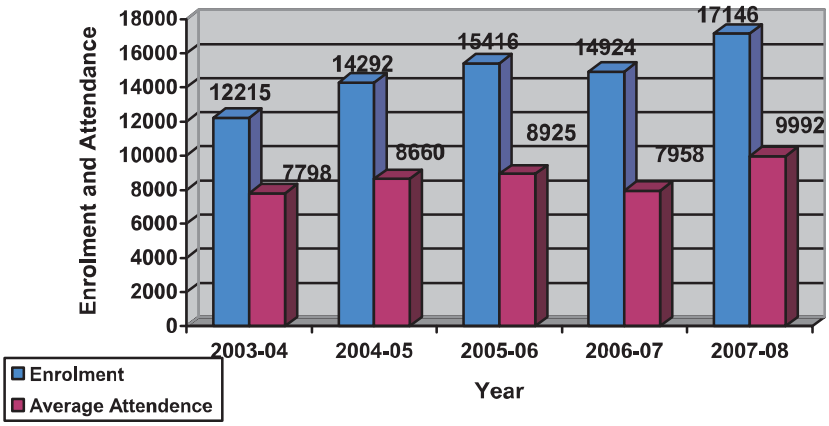
From the facts narrated above, it would be seen that a proper system for reporting of enrolment of children from schools to BEEOs, from BEEOs to DSEs and to apex level was not followed. The DSEs obtained figures of enrollment from BEEOs without any supporting school level records though scheme guidelines provided for various forms like ***Ka, Kha and Ga*** for recording the same. Non-adherence to the reporting mechanism with regard to enrolment resulted in communication of incorrect / unreliable figures at each level including the figures reported to GOI by the MDM Directorate.

3.1.7.2 Attendance

The details of enrolment and average attendance of students their against in 200 test-checked schools were as shown in chart No.1 and 2

Chart No. 1

Enrolment and average attendance in urban schools

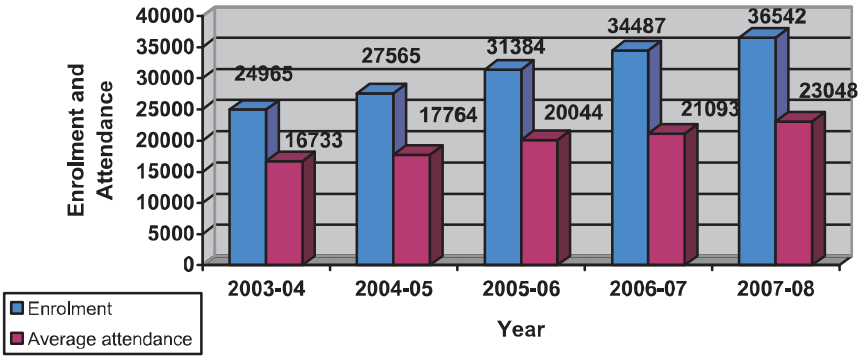


(Source: School Records)

[10] *Banka, Begusarai, Buxar, Khagaria, Nawada, Patna, Purnea and Vaishali.*

Chart No. 2

Enrolment and average attendance in rural schools



(Source: School Records)

Chart No.-1 and 2 and test check of school records disclosed the following:

Average attendance decreased though enrolment were reported to have increased

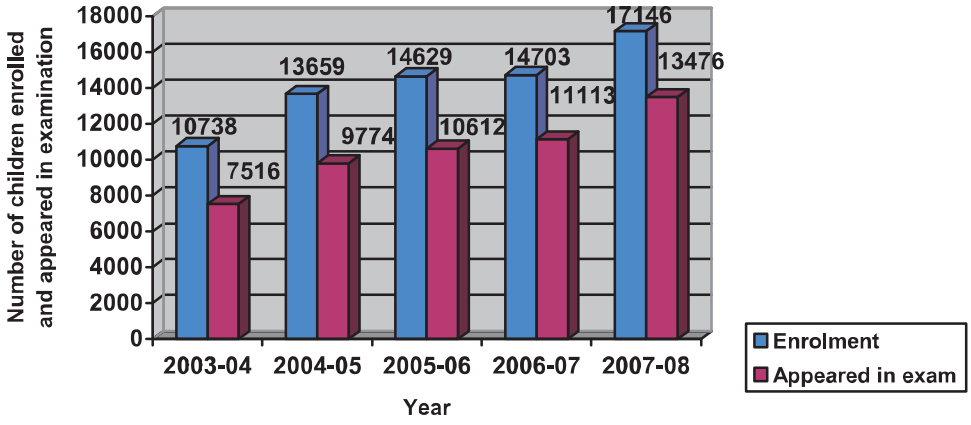
- There was no system of reporting of attendance by the schools to higher authority and therefore records relating to attendance were not available at any level other than schools.
- In contrast to the yearly increase in enrolment, the average attendance declined from 64 *per cent* (2003-04) to 58 *per cent* (2007-08) in urban schools and from 67 *per cent* (2003-04) to 63 *per cent* (2007-08) in rural schools.

3.1.7.3 Retention of students

The system for recording/ reporting retention of children in primary schools was not prescribed by the State Government. Further norms for evaluating retention of students were also not defined. Therefore average retention rate of students in test-checked districts was tallied with enrolment and the number of students appearing in examination as shown in Chart No. 3 and 4.

Chart No-3

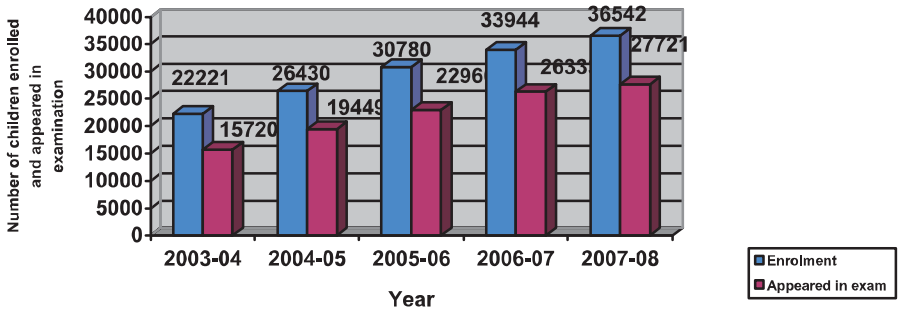
Retention of children in urban schools



(Source: School Records)

Chart No.-4

Retention of children in rural schools



(Source: School Records)

(Note: Enrolment in 167 schools during 2003-07 and 188 schools during 2007-08 for which results were available were taken as basis for chart No.3 and 4)

Average retention of students was 74 and 75 *per cent* in urban and rural schools respectively

The retention of students increased from 70 *per cent* (2003-04) to 79 *per cent* (2007-08) in urban schools and from 71 *per cent* (2003-04) to 76 *per cent* (2007-08) in rural schools.

Records relating to number of students present in the school after having meals were also not maintained. As per existing practice there was provision of only one time attendance at beginning of the school every day and no other records of students depicting that students were staying full time in the school or up to the time of mid-day meal were maintained by the state/school. Hence, year wise and class wise data were not available in any schools test-checked.

However, information furnished by headmasters of test-checked schools revealed that students ranging between 10 *per cent* and 80 *per cent* leave the schools after getting mid-day meal in 47 urban schools and 108 rural schools. This indicated that though the scheme was able to provide nutritional support to children, but boosting education by retaining the enrolled children after the meal could not be ensured.

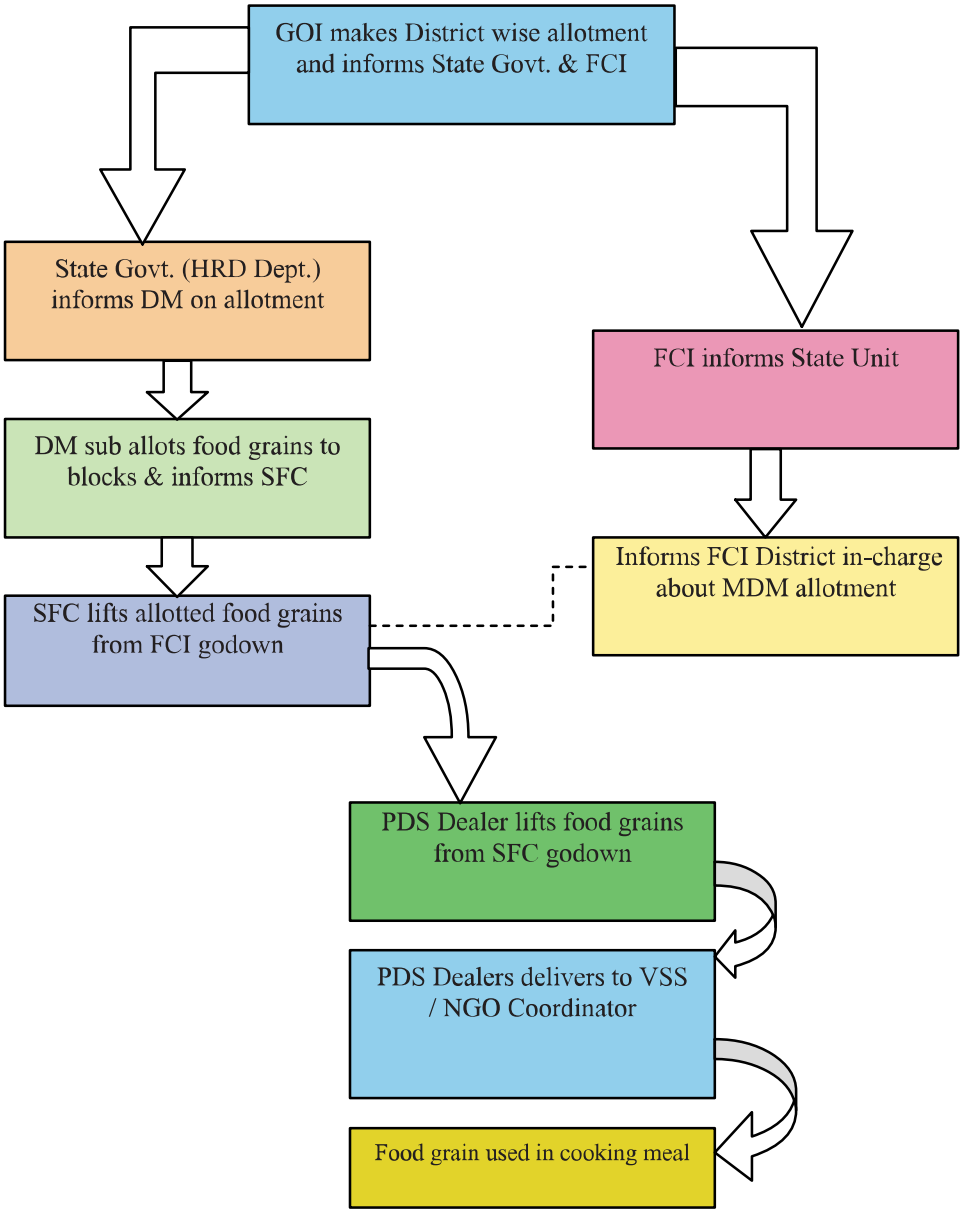
3.1.8 Food grains management

The MDM scheme provided for supply of food grain free of cost by GOI at the rate of three kg per month per child for ten months in a year under the uncooked food grains scheme and 100 gm per child per school day under the cooked meal scheme. Allocation of food grain by GOI / FCI was to be made as per the annual work plan. The nodal agency had logistical responsibility to ensure accurate projection of requirement, timely lifting of food grain allocated from nearest FCI depot, monitoring of their distribution to each primary schools besides ensuring fair average quality of food grains.

In Bihar, State Food Corporation (SFC) was appointed (March 2005) as nodal transporting agency for lifting of food grains from nearest FCI godown and its distribution to schools through Fair Price Shops (FPS). Initially (March 2005), SFC distributed food grains through BDOs and later on distribution was done on different

dates through FPS in the test-checked districts. However, from February 2008, lifting from SFC and distribution to schools was done through BEEOs.

FLOW CHART OF FOOD GRAINS



The details of allocation and lifting of food grains by the State were as shown in **Table No. 4**

Table No. 4

Allotment and Lifting of food grain at state level

(Quantity in MT)

Year	Allocation	Lifting/Percentage
2003-04	245300	169906 (69)
2004-05	195835	158435 (81)
2005-06	218070	158673 (73)
2006-07	248030	113381 (46)
2007-08	184367	96615 (52)
Total	**1091602**	**697010 (64)**

(Source: HRD Department and SFC)

The **Table No. 4** above and scrutiny of records disclosed the following:

3.1.8.1 Lifting and utilisation of the food grains

During 2003-08, food grains in range of 46 *per cent* to 81 *per cent* of allocated quantity were lifted. Reasons for short lifting of food grains was not available on record. The details of food grains allotted, lifted and supplied to test-checked districts are shown in ***Appendix- 3.1.5.***

- The utilisation certificates for the food grains received by the districts to State Government and by the State Government to GOI were not submitted on a regular basis. The account of actual lifting and utilisation of food grains was to be monitored through submission of information in prescribed form *("Ka","Kha" and "Ga")* by school level, block level and district authorities respectively. It was seen that information in prescribed forms were not compiled hence quantity of food grains lifted by these authorities from SFC/ FCI could not be ascertained.
- Lifting of food grains by SFC against allotted quantity in 10 test-checked districts ranged between 36 p*er cent* (Madhepura) and 74 *per cent* (Patna) during 2005-08 as shown in ***Appendix- 3.1.5***. However, no data for the the same for period prior to 2005 was on record. The SFC supplied 88 *per cent* of lifted quantity of food grains during 2003-08. This resulted in retention of 11946.24 MT rice valuing Rs 7.09 crore by SFC. Less lifting of food grain at Madhepura during 2006-08 was due to non-attachment of Fair Price Shops (FPSs) to schools. Reasons for less lifting of food grain in other test-checked districts was not available on record.
- 116.51[11] MT rice valuing Rs 6.91 lakh diverted under the orders of District Magistrate (November 2006) to flood relief work was not recouped (July 2008).

[11] *Buxar:78.22MT and Begusarai:38.29 MT*

- 50.96 MT uncooked rice (valuing Rs 3.02 lakh) instead of cooked meals was distributed by 33 VSS during March 2005 to October 2005 in three districts[12] due to receipt of more than one months requirement at a time.
- 393.70 MT rice lifted by SFC during August 2006 to March 2007 remained undistributed in Madhepura district because FPSs were not attached with schools during May 2006 to March 2007. Rs 4.86 crore advanced to schools on this account remained blocked and therefore the Programme was not implemented in Madhepura district during May 2006 to March 2007. The adjustment/refund of such advance was not shown to audit (July 2008). This indicated lack of co-ordination between the executing authorities and agencies involved in providing cooked meal to the children of the concerned schools.
- As per BEEOs and school report, 563.75 MT rice valuing Rs 90.20 lakh[13] rotted during July 2005 to March 2008 at various schools in four test-checked districts(10 BEEOs and 136 schools). The reasons given for rotting of rice was due to its storage on earthen floor. After enquiry a committee was set up by DSE Buxar where in 15 quintal rotten rice (cost Rs 0.24 lakh) was disposed of without recovery of cost or write off. At other places no enquiry or recovery was done (July 2008).



Primary School, Haspura, Patna.



Primary School, Adappa, Patna.

- As per orders of GOB, all EGS centres (3682) were closed in September 2006 but allotment of food grains in seven districts[14] was not reduced by the districts authority. Thus 2519.29 MT excess rice valuing Rs 1.49 crore was lifted during October 2006 to March 2007. In other three districts[15] records of lifting of food grain by EGS Centres were not made available to audit.

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12 *Begusarai:30.28 MT; Khagaria:13.30MTand Kisanganj:7.38MT*

13 *Calculated @ Rs 16,000 per MT as fixed by GOB.*

14 *Banka:89.08MT;Buxar:174.26MT;Khagaria:205.10MT;Madhepura:518.31MT; Nawada:625.70MT;Purnea:836.10MT and Vaishali:70.74MT.*

15 *Begusarai, Kisanganj and Patna.*

- Rupees 38.11 lakh was advanced (during January to December 2005 Rs 37.62 lakh and during August 2006 Rs 0.49 lakh) to 1221 EGS Centres by DSEs in three districts[16] which remained unutilised due to closure (October 2006) of EGS centres. The unutilised fund and utensils (Rs 4.48 lakh) of these EGS centers remained with Panchayat concerned till July 2008 though it was required to be transferred to nearest schools as per MDM guidelines.

3.1.8.2 Supply of food grains to schools

Against the requirement of 2865.77 MT food grains during 2005-08, only 997.50 MT food grains was supplied by the DSEs concerned to 547 schools. Therefore, 1868.27 MT food grains was supplied less than the required quantity by the DSEs as shown in **Table No. 5**

Table No. 5

Requirement and receipt of food grain in test-checked schools

(Quantity in MT)

Year	Urban/ Rural	No. of schools	No. of students enrolled	Food grain required per year	Actually received	Less supplied
2005-06	Urban	58	15214	304.28	98.60	205.68
	Rural	135	30598	611.96	257.46	354.50
2006-07	Urban	59	14813	296.26	113.89	182.37
	Rural	135	33853	677.06	251.33	425.73
2007-08	Urban	46	14154	311.39	92.26	219.13
	Rural	114	30219	664.82	183.96	480.86
Total	**Urban**	**163**	**44181**	**911.93**	**304.75**	**607.18**
	Rural	**384**	**94670**	**1953.84**	**692.75**	**1261.09**

(Source: school records)

(Note: - During 2003-05, the scheme was launched on pilot basis in 30 blocks of 10 educationally backward districts only)

Reasons for short supply of food grains by the district level executing authorities were not available on record. Less supply of food grains had the effect of interruption in supply of cooked meals to children.

3.1.8.3 Disposal of empty bags

The scheme guidelines issued (December 2004) by GOI envisaged that empty jute bags should be disposed of by the VSS/ School Management in a transparent manner so as to fetch the best possible price and their sale proceeds are utilised for further enrichment of MDM scheme. During 2005-08, 18.29 lakh empty jute bags (of 50 kg capacity) valuing Rs 91.45 lakh was available on supply of 91449.37 MT rice by SFC. These bags were retained by the VSS/ Schools and were not disposed of as per scheme guidelines. Non disposal of empty bags was fraught with loss of government money as the bags are perishable article **(*Appendix- 3.1.6*).**

[16] *Banka:Rs 0.49 lakh; Madhepura:Rs 30.22 lakh and Purnia:Rs 7.40 lakh*

3.1.8.4 Food grains accounting

The Scheme guidelines provide for maintenance of food grains records by the implementing agencies. It was, however, observed that proper and effective accounting procedure for recording of food grains was not enforced by implementing agencies from schools level to directorate level resulting in acceptance of the data furnished by the FCI and SFC. Audit appraisal revealed the following:

- As per records of BEEO, Buxar 463.72 quintal rice was shown as distributed to 12 schools during January 2005 to March 2008 where as only 391.74 quintal were shown received as per school records. Thus availability of 71.98 quintal rice (Rs 1.15 lakh) was not accounted for as per records. Scrutiny of BEEO's records further revealed that distribution figures were manipulated by overwriting the existing figures **(*Appendix- 3.1.7*).** Similar manipulation in distribution figures in respect of 527.96 quintal of rice by two BEEOs (Buxar 336.28 quintal and Chausa 191.68 quintal) valued at Rs 8.45 lakh was noticed in the records of BEEOs concerned. Further, 39 schools (Buxar: 23 and Chousa: 16) out of 57 schools test-checked (Buxar: 34 and Chousa: 23) had accounted for less quantity of rice by 628.71 quintal (Buxar: 446 quintal and Chousa: 182.71 quintal) valued at Rs 10.06 lakh) during January 2005 to March 2008. **(*Appendix- 3.1.8)***
- In 105 out of 200 schools test-checked, the headmasters concerned intimated that there was shortage of five to 15 kg rice in each bag (50 kg). A test check by audit in two schools[17] revealed that out of 11 bags each bag contained an average of only 32 kg. rice as against requirement of 50 kg. rice per bag. However, for less receipt of rice neither the school authorities lodged any complaint nor the MDM authorities have taken any action to stop/check the practice.
- The BEEO (Itadhi) supplied 51 quintal rice for 225 enrolled students for period between August and November 2007 on 29 February 2008 to Primary School, Jaipur (Itadhi), Buxar having no storage facility. The requirement of school was 4.5 quintal per month. This indicated that the implementing agencies were not able to ensure periodic supply of food grains as per actual requirement resulting in dumping of excess quota in advance since the schools lacked proper/ adequate storage facility, the food grains stored was fraught with the risk of misappropriation/ rotting.

[17] *Primay Schools Jhuggi Jhopari, Beur, Patna and Rajkiya Buniyadi Vidyalaya, Buxar*

3.1.9 Cooked meal management

The MDM scheme guidelines envisaged provision of mid day meal with prescribed calorific value and protein content to each student of all primary schools on each school day for a minimum of 200/220 days in a year.

3.1.9.1 Coverage of schools for MDM

Details of coverage of MDM in the state are shown in **Table No. 6**

Table No. 6

Coverage of schools for MDM at State level

Year	Total number of schools/EGS	Covered under MDM	Percentage of coverage
2004-05	61495	28170	46
2005-06	61495	56295	92
2006-07	65250	53209	82
2007-08	66793	48903	73

(During 2003-04, the scheme was operational in three blocks of 10 districts only)

The table No 6 indicates that since 2005-06 though there was increase in the number of schools and new schools were opened, however, the extent of coverage of the MDM scheme decreased from 92 *per cent* (2005-06) to 73 *per cent* (2007-08).

Records in 10 test-checked districts also disclosed that 481 schools and 1283 EGS/ AIE centers were not covered for MDM during 2006-08. Thus 0.83 lakh students were deprived from availing cooked meals, though the scheme intended to cover all primary schools/ EGS/ AIE centres since January 2005 onwards.

New schools were not covered under scheme

After closure of EGS centres (September 2006) in 10 test-checked districts 3708 new schools were opened in October 2006 under MDM Scheme. However, the scheme was not implemented in any new schools till date of audit (July 2008). Reasons for non-implementation of scheme were attributed to lack of infrastructure and non-formation of VSS. The non-implementation of the scheme deprived 3.32 lakh children enrolled in these new schools of cooked meals. This indicated that the implementing agencies were not able to keep pace in organizing/arranging cooked meal for the all students/schools in the State.

3.1.9.2 Meals for prescribed number of days

The MDM directorate did not have any consolidated record to indicate the number of days on which mid day meals were supplied in schools during a year. Records in test-checked schools however revealed that the average number of days on which cooked meal was served ranged between 92 to 108 days and 94 to 106 days in Urban and Rural schools respectively. Out of 200 schools test-checked no meal was served in nine to 17 schools during 2005-08. The details are given in ***Appendix- 3.1.9***.

The reasons for not providing cooked meal for prescribed number of days as per scheme guidelines were mainly attributed by the schools to non-availability of food grain/conversion cost at school level. The reasons provided were indicative of failure of state level/ district level authorities in implementation/monitoring and utilisation of available resources.

3.1.9.3 Payment for inflated number of meals

Scrutiny of records of 33 out of 52 test-checked schools (20 selected and 32 additional) at Patna where supply of cooked meal was entrusted (May 2007) to an NGO (SWERA) revealed that the number of meals received by schools concerned during July 2007 to March 2008 was inflated by 31220 meals in NGO's copy by addition/ manipulation which was not verified by DSE at the time of payment, resulting into excess payment of Rs 1.28 lakh (Rs 0.78 lakh of conversion cost and Rs 0.50 lakh for cost of rice) to SWERA, Patna.

3.1.10 Quality and quantity of cooked meals

Quality of cooked meals were never checked

The scheme guidelines stipulate provision of cooked meals with minimum 300 calories (450 calories from September 2006) and 8-12 gm (12 gm from September 2006) of protein to each student for each school day (minimum 200 revised to 220 days from September 2006). The meal menu with revised calorific value was initiated by the GOB in November 2006 (delayed by four months after GOI revised the menu in July 2006), however, the same could be implemented from April 2007 onwards. Thus there was delay of 10 months in implementation and providing meal as per revised menu.

- No monthly inspection of cooked meal was done by any medical officer in the test-checked schools during 2003-08. This indicated absence of monitoring of cooked meal provided to students.
- Identification of under-weight children and regular health check up at school level was never done.
- De-worming medicines etc was also not provided at any time though required six monthly.

Thus, the MDM authority could not ensure cooked meal supplied to students have adequate calories, protein content etc as per guidelines.

- In test-checked schools, no records were available which would indicate that quality and quantity of food was ever checked at school level (weighing machines were not available) or by any other authority. This indicated that quality and quantity of served cooked meal was not ensured.
- No provision of extra nutrient in form of gram/ gur/ vegetable/ fruit etc. were noticed in any school till date of audit (July 2008) though expenditure of Rs 59.87 crore was incurred on providing extra nutrient to 166.31 crore students during July 2007 to March 2008 in the State. Thus indicating that benefit of providing extra nutrient did not reach the targeted students.

3.1.11 Infrastructure

The scheme guidelines envisaged that kitchen sheds should be constructed in each school to facilitate cooking in schools itself so that fresh and hot cooked meal is served to children. Each school was required to have proper drinking water facility apart from keeping the kitchen area hygienic. 61 schools (Urban: 28 and Rural: 33) (31 *per cent*) of 200 schools test-checked had no clean drinking water facility. The details are mentioned in ***Appendix-3.1.10.***

3.1.11.1 Construction of Kitchen sheds

Only 10 *per cent* kitchen sheds were constructed though funds were available

During 2004-2008, Rs 207.24 crore was provided for construction of 35226 Kitchen sheds in all districts of the State. Of this, only 3599 Kitchen sheds (10 *per cent*) were reported as completed.

Following observations made:

- Against available fund of Rs 29.67 crore, Rs 13.23 crore was advanced to 2653 VSS in 10 test-checked districts for construction of 2653 kitchen sheds. Of this only 297 kitchen sheds (11 *per cent*) were actually completed upto 2007-08 and Rs 1.49 crore adjusted leaving unutilised balance of Rs 11.74 crore blocked with VSS on incomplete work. Thus, against actual completion of only 297 kitchen shed, a wrong information about completion of 933 kitchen sheds was reported (March 2008) to GOI. Scrutiny further revealed that out of 2356 incomplete kitchen sheds, advance of Rs 57 lakh was given to 44 landless schools, 12 schools having land dispute and 65 schools having VSS dispute which caused delay in completion. The details are given in ***Appendix-3.1.11.***
- 182 schools (91 *per cent*) (Urban: 52 and Rural: 130) out of 200 schools test-checked had no Kitchen shed though Rs 29.67 crore was available in these districts during 2005-08.

3.1.11.2 Utensil and Kitchen devices

Scrutiny revealed that in 186 schools (93 *per cent*) (Urban: 56 and Rural: 130) of 200 test-checked schools did not have adequate cooking and serving utensils though Rs 2.98[18] crore was available with DSEs in these districts but the DSEs did not provide funds to schools during 2003-08. Gas/ smokeless *chullah* were not available in any schools test-checked. The details are mentioned in ***Appendix-3.1.10.***

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[18] *Banka: Rs 30.47 lakh, Begusarai: Rs 22.44 lakh, Buxar: Rs 21.73 lakh, Khagaria: Rs 15.21 lakh, Kishanganj: Rs 25.27 lakh, Madhepura: Rs 19.89 lakh, Nawada: Rs 26.98 lakh, Patna: Rs 68.25 lakh, Purnea: Rs 29.36 lakh and Vaishali: Rs 38.15 lakh.*

3.1.11.3 Teaching time used for cooking/ distribution of meal

Teaching time was lost in scheme implementation

GOI had instructed (April 2003) that teaching time should not be used for the cooking and serving meals. This was reiterated by the State Government in August 2005. The MDM Programme was to be implemented through VSS/ Mata Samiti and NGOs but in practice it was observed that the scheme was actually implemented by the teachers of the schools concerned which took an average time of 13-18 out of 30 teaching hours in a week in test-checked schools. Thus, the implementation of the Scheme was affected due to decrease in teaching hour during implementation of Scheme.

This indicated that there was lack of efforts/ initiative on the part of MDM authorities/ implementing agencies in creating the required infrastructure for overall success of the Programme.

3.1.12 Internal control / internal audit

- Internal control is a management tool used to provide reasonable assurance that the objectives are being achieved in an economical, efficient and effective manner. The deficiencies noticed in test-checked districts were as under:
- The stock register of food grains, ingredients, meal cooked and served was not maintained in any test-checked schools.
- Periodic physical verification was not conducted at school level though instructions for inspections at the time of cooking, tasting and serving meals were issued by HRD. Records in this regard were not maintained in any test-checked schools.
- Accounting records of food grains as well as funds were not maintained properly at school, blocks and district levels. Separate cash book for MDM funds was not maintained in three test-checked districts (Banka, Begusarai and Nawadah).
- The department did not have internal audit wing and no manual for the same was prepared and enforced.

3.1.13 Management, Monitoring and Evaluation

SMCs were to be set up at State, District and Block level to provide guidance, monitoring, co-ordination and for taking proper remedial action to overcome deficiencies/complaints in its periodical meetings.

SMCs were not able to provide desirable value addition to the scheme

In test-checked districts, though such committee/ SMCs were constituted but its meetings were seldom held. The attendance of children and quality of the meal, its regularity, non-discrimination against children of weaker sections, cleanliness in cooking, serving and consumption of meal, implementation of varied menu etc. were not monitored by any state level committee as per guidelines of the scheme. The minutes of meetings of SMCs in this regard were not on record. The GOI instructed (March 2007) strict adherence of 25 *per cent* inspection of schools in every quarter which was not complied at all.

A MDM monitoring cell was created (December 2006) with a view to monitor and evaluate the scheme from Block level to State level. The cell consisting of 625 Resource Persons[19] (headquarters: 16 and field: 609) was to be appointed on contract basis by March 2008.

Monitoring and accounting through RPs were yet to take off

Test check revealed that against 154 posts of Resource Person (RP) in 10 districts including blocks, only 126 RPs (82 *per cent*) were appointed between July 2007 and February 2008 and Rs 18.77 lakh was paid against available fund of Rs 1.09 crore. Delay in appointment of RPs has an effect on non preparation of information in Form *''Ka, Kha & Ga* '' from school level to district level resulting in delayed and unreliable progress reports to MDM Directorate.

Rupees 2.07 crore was earmarked during 2006-08 for annual evaluation of the scheme by an external agency but no such evaluation was undertaken which resulted in lack of identification of cases of malnutrition, assessment of nutritional status of children and identification of weak areas in functioning of scheme.

3.1.14 Action taken on previous Audit Reports

Paragraph 3.4 of the Report of Comptroller and Auditor General of India for the year ending March 1999 on a similar topic was placed in Public Accounts Committee (PAC) of the Bihar Legislative Assembly. Deficiencies pointed out in the earlier Audit Report relating to budget allocation, expenditure, scheme implementation etc. persisted during 2003-08 ***(Appendix-3.1.12).*** Action Taken Report was not issued till July 2008 though Recommendation Report of PAC was presented in the State Assembly on 22 March 2004.

3.1.15 Conclusion

The MDM scheme was characterised by delays in providing funds and food grains to schools resulting in interruptions in the smooth running of the scheme. Accounts of food grains were not reconciled resulting in short receipt of food grains in the schools. Reporting of facts and figures by the districts was without any credible data as availability of basic information in proforma prescribed were not ensured. There was absence of norms for timely release of fund to implementing agencies. The steering and monitoring committee was not functional and the quantity and quality of food was never checked. Kitchen shed, Kitchen device, Cooking and serving utensils were not adequately provided to schools though funds were available with DSEs, Drinking water facility was also not available to all schools. However, increase in retention and learning level was a positive indication of the Programme.

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[19] *Resource Person is a computer skilled contractual appointed person for 11 months (two in each district) and 10 months (one in each block) on fixed honorarium of Rs 3500/- per month for monitoring and evaluation work of the scheme and also for preparation and submission of different report/ returns.*

3.1.16 Recommendations

The Government may examine and consider the following:

- effective mechanism for ensuring timely supply of food grains and providing funds at school level should be devised.
- system of monitoring and inspection of quality, nutrients of cooked meal should be strengthened.
- accounts of food grains should be maintained as per guidelines and reconciled at all levels to prevent diversion/misappropriation of food grains.
- maintenance of separate accounting records on regular basis for funds from school level to Directorate level should be ensured.

APPENDIX-3.1.1

(Refer: Paragraph 3.1.6.1)

Statement of delays in receipt of fund by test checked schools

Sl. No.	Year	U/R	Timely receipt of fund	No.s of schools in which delayed receipt of fund				Records not made available
				Up to 30 days	Up to 60 days	Up to 90 days	Beyond 90 days and upto 365 days	
1.	2004-05	Urban	4	11	7	20	6	12
		Rural	4	15	29	43	21	28
2.	2005-06	Urban	4	-	5	8	43	-
		Rural	-	3	15	10	112	-
3.	2006-07	Urban	8	1	1	3	47	-
		Rural	-	3	6	17	113	1
4.	2007-08	Urban	-	-	2	4	41	1+12 NGO
		Rural	-	-	1	4	109	26
	Total	Urban	16	12	15	35	137	13+12 NGO
		Rural	4	21	51	74	355	55

(Source: Test checked school's records)

Note : During 2003-04 the cooked meal scheme was operational in three blocks each in ten educationally backward districts only

APPENDIX-3.1.2

(Refer: Paragraph 3.1.7.1)

Differences in enrolment figures reported by Directorate and Districts Authority

Districts	2005-06			2006-07			2007-08			Total		
	Directorate	District	Difference	Directorate	District	Difference	Directorate	District	Difference	Directorate	District	Difference
Banka	254372	250071	4301	254372	269786	(-)15414	254372	284333	(-) 29961	763116	804190	(-) 41074
Begusarai	336835	343214	(-)6379	336835	343214	(-)6379	336835	469213	(-)132378	1010505	1155641	(-)145136
Buxar	212234	188787	23447	212234	194050	18184	212234	241975	(-)29741	636702	624812	11890
Khagaria	223905	259234	(-)35329	223905	241047	(-)17142	223905	212017	11888	671715	712298	(-)40583
Kishanganj	226185	198099	28086	226185	201847	24338	226185	226185	Nil	678555	626131	52424
Madhepura	276087	271937	4150	276087	NA	NA	276087	281277	(-)5190	552174	553214	(-)1040
Nawada	243466	248889	(-)5423	243466	325842	(-)82376	243466	444249	(-)200783	730398	1018980	(-)288582
Patna	443084	509281	(-)66197	443084	688587	(-)245503	443084	NA	NA	886168	1197868	(-)311700
Purnea	370797	398684	(-)27887	370797	400347	(-)29550	370797	495147	(-)124350	1112391	1294178	(-)181787
Vaishali	428055	399153	28902	428055	374833	53222	428055	503105	(-)75050	1284165	1277091	7074
Toatal	**3015020**	**3067349**	**(-)52329**	**2738933**	**3039553**	**(-)300620**	**2571936**	**3157501**	**(-)585565**	**8325889**	**9264403**	**+71388** **-1009902**

(Source: HRD and DSE's office)

Inflated (11890+52424+7074=71388)NA-Not Available

APPENDIX- 3.1.3

(Refer: Paragraph 3.1.7.1)

Details of enrolment of test checked schools

Sl. No.	District		2003-04	2004-05	2005-06	2006-07	2007-08
1.	Banka	U	886	1086	1007	930	1341
		R	1149	1260	1474	2116	2525
		T	2035	2346	2481	3046	3866
2.	Begusarai	U	1398	1641	2186	2206	2087
		R	3809	4368	5602	5844	5784
		T	5207	6009	7788	8050	7871
3.	Buxer	U	1341	1657	2329	2101	2079
		R	2571	2881	2979	3104	3279
		T	3912	4538	5308	5205	5358
4.	Khagaria	U	1184	1297	1303	1318	1492
		R	2358	1910	3510	3504	4219
		T	3542	3207	4813	4822	5711
5.	Kishanganj	U	1909	2446	2133	2044	2589
		R	3392	3617	3885	3993	4666
		T	5301	6063	6018	6037	7255
6.	Madhepura	U	1385	1412	1375	1325	1693
		R	3083	2898	3102	3544	4379
		T	4468	4310	4477	4869	6072
7.	Nawadah	U	645	519	575	657	1306
		R	1655	1621	1547	2336	1925
		T	2300	2140	2122	2993	3231
8.	Patna	U	1024	1190	1129	1027	1070
		R	1414	1918	1760	1833	1411
		T	2438	3108	2889	2860	2481
9.	Purnea	U	1203	1448	1656	1676	1567
		R	1477	2697	2904	2927	2962
		T	2680	4145	4560	4603	4529
10.	Vaishali	U	1240	1596	1723	1640	1922
		R	4057	4395	4621	5286	5392
		T	5297	5991	6344	6926	7314
	Total	**U**	**12215**	**14292**	**15416**	**14924**	**17146**
		R	**24965**	**27565**	**31384**	**34487**	**36542**
		T	**37180**	**41857**	**46800**	**49411**	**53688**

(Source: Test checked school's records)
(U - Urban, R- Rural, T- Total)

APPENDIX- 3.1.4

(Refer: Paragraph 3.1.7.1)

Short/Excess reporting of enrolment data

Districts	Short Reported				Excess Reported			
	No. of schools	Actual	Reported	Difference	No. of schools	Actual	Reported	Difference
Banka	9	1525	964	561	9	1417	3293	1876
Begusarai	15	6850	4487	2363	5	1204	1913	709
Buxar	12	3026	2487	539	8	2047	2495	448
Khagaria	12	3711	3080	631	6	1003	1242	239
Nawada	14	1869	1536	333	4	608	725	117
Patna	17	2402	1789	613	3	693	1125	432
Purnea	10	2852	2517	335	9	1849	2101	252
Vaishali	16	5259	4183	1076	3	957	1106	149
Total	**105**	**27494**	**21043**	**6451**	**47**	**9778**	**14000**	**4222**

(Source: Test checked school's records)

APPENDIX- 3.1.5

(Refer: Paragraph 3.1.8.1)

Details of Allotment, Lifting and Supply of food grains and balance with SFC.

(Quantity in MT)

	Year	Allotment	Lifting from FCI	Percentage lifting	Supply to BDO/FPS	Percentage supply	Balance	Remarks
Banka	2005-06	4558.35	1803.84	40	1385.73	77	418.11	
	2006-07	5222.03	2258.84	43	2006.94	89	251.90	
	2007-08	4153.64	1157.22	28	1211.59	105	(-) 54.37	Supplied from previous balance
	Total	**13934.02**	**5219.90**	**37**	**4604.26**	**88**	**615.64**	
Begusarai	2005-06	6036.08	4623.58	77	4623.58	100	NIL	
	2006-07	7838.50	4287.29	55	4214.80	98	72.49	
	2007-08	1920.27	2184.93	114	2184.93	100	NIL	Excess lifting before receipt of final allotment
	Total	**15794.85**	**11095.80**	**70**	**11023.31**	**99**	**72.49**	
Buxar	2005-06	3708.15	3173.77	86	3095.38	98	78.39	
	2006-07	4122.01	2558.73	62	2501.49	98	57.24	
	2007-08	4269.96	2059.24	48	2059.24	100	NIL	
	Total	**12100.12**	**7791.74**	**64**	**7656.11**	**98**	**135.63**	
Khagaria	2005-06	4012.38	1866.14	47	1803.71	97	62.43	
	2006-07	4464.21	1080.55	24	1162.76	108	(-) 82.21	Supplied from previous balance
	2007-08	3335.38	1648.32	49	1360.92	83	287.40	
	Total	**11811.97**	**4595.01**	**39**	**4327.39**	**94**	**267.62**	
Kisanganj	2005-06	4306.56	3363.76	78	2027.97	60	1335.79	
	2006-07	4618.25	1763.16	38	2369.70	134	(-) 606.54	Supplied from previous balance
	2007-08	3681.41	3643.49	99	2347.22	64	1296.27	
	Total	**12606.22**	**8770.41**	**70**	**6744.89**	**77**	**2025.52**	
Madhepura	2005-06	4885.67	2265.46	46	2265.43	100	0.03	
	2006-07	5471.03	644.73	12	251.02	39	393.71	
	2007-08	2164.60	1635.69	76	1688.71	103	(-) 53.02	Supplied from previous balance
	Total	**12521.30**	**4545.88**	**36**	**4205.16**	**93**	**340.72**	
Nawada	2004-05	3956.28	3284.89	83	1520.80	46	1764.09	
	2005-06	4362.91	2290.56	53	1319.41	58	971.15	
	2006-07	4443.67	2387.04	54	2630.41	110	(-) 243.37	Supplied from previous balance
	2007-08	3725.83	2179.60	58	2433.40	112	(-) 253.80	
	Total	**16488.69**	**10142.09**	**62**	**7904.02**	**78**	**2238.07**	
Patna	2004-05	8055.78	3946.04	49	3196.00	81	750.04	
	2005-06	7940.07	7939.41	100	5403.02	68	2536.39	
	2006-07	9404.72	7711.49	82	8060.97	105	(-) 349.48	Supplied from previous balance
	2007-08	9508.25	6280.88	66	6728.01	107	(-) 447.13	
	Total	**34908.82**	**25877.82**	**74**	**23388.01**	**90**	**2489.81**	
Purnia	2005-06	6561.62	5982.68	91	2310.28	39	3672.40	
	2006-07	8518.65	4149.94	49	4866.86	117	(-) 716.92	Supplied from previous balance
	2007-08	8286.34	3396.12	41	2893.97	85	502.15	
	Total	**23366.61**	**13528.74**	**58**	**10071.11**	**74**	**3457.63**	
Vaishali	2004-05	7151.50	2227.46	31	2126.36	95	101.10	
	2005-06	7670.75	4814.24	63	3676.85	76	1137.39	
	2006-07	7975.74	1302.01	16	2809.71	216	(-) 1507.70	Supplied from previous balance
	2007-08	8053.61	3484.51	43	2912.19	84	572.32	
	Total	**30851.60**	**11828.22**	**38**	**11525.11**	**97**	**303.11**	

Note- During 2003-04 no data in any district test checked was available, during 2004-08 data's of only three districts were available whereas during 2005-08 data's of seven districts were available

APPENDIX- 3.1.6

(Refer: Paragraph 3.1.8.3)

Details of disposal of empty bags

Sl.No.	District	Foodgrains supplied to BEEO/BDO/PDS Dealers *(Quantity in MT)*	No. of bags	Cost of the bags @ Rs.5/- each
1.	Banka	4604.26	92086	460430
2.	Begusarai	11023.31	220467	1102335
3.	Buxer	7656.12	153123	765615
4.	Khagaria	4327.39	86548	432740
5.	Kishanganj	6744.89	134898	674490
6.	Madhepura	4205.16	84104	420520
7.	Nawadah	7904.03	158081	790405
8.	Patna	23388.00	467760	2338800
9.	Purnea	10071.11	201423	1007115
10.	Vaishali	11525.10	230502	1152510
Total		**91449.37**	**1828992**	**9144960**

(Source: DSE's records)

APPENDIX– 3.1.7

(Refer: Paragraph 3.1.8.4)

Details of excess issue of rice by manipulating the receipt figure by BEEO, Buxar

(Quantity in quintal)

Sl. No.	Name of school	Original	Changed by manipulation	Difference
1	Harijan PS Naya Bazar	33.44	43.86	10.42
2	PS Parari	40.48	48.28	07.80
3	Urdu PS Naya Bazar	14.60	18.70	04.10
4	Kanya PS Buxar	20.98	26.28	05.30
5	Madarsa Faizeam Naya Bazar	18.40	21.40	03.00
6	PS Gagora	45.04	53.12	08.08
7	Sahyogi MS Naya Bazar	26.70	35.10	08.40
8	Navin MS Buxar	70.50	78.98	08.48
9	Nehru Smarak MS Sidhnathghat	23.28	27.18	03.90
10	MS Ahrouli	24.00	26.40	02.40
11	PS Jagdishpur	17.00	18.80	01.80
12	UMS Arjunpur	57.32	65.62	08.30
	Total	**391.74**	**463.72**	**71.98**

(Source: BEEO's and schools records)

APPENDIX– 3.1.8

(Refer: Paragraph 3.1.8.4)

Details of less receipt of rice by schools

(Quantity in quintal)

Sl. No.	Name of school	Block	Supplied by BEEO	Accounted by school	Difference
1	Harijan PS Naya Bazar	Buxar	150.28	97.00	53.28
2	PS Parari	Buxar	133.42	101.12	32.30
3	Urdu PS Naya Bazar	Buxar	87.68	82.12	05.56
4	Kanya PS Buxar	Buxar	91.62	78.76	12.86
5	Madarsa Faizeam Naya Bazar	Buxar	65.50	52.30	13.20
6	PS Gagora	Buxar	67.36	49.64	17.72
7	Sahyogi MS Naya Bazar	Buxar	121.70	107.25	14.45
8	Navin MS Buxar	Buxar	144.44	120.46	23.98
9	Kasturba MS	Buxar	18.00	Nil	18.00
10	PS Jagdishpur	Buxar	169.40	157.50	11.90
11	UMS Arjunpur	Buxar	253.20	220.06	33.14
12	PS Dalsagar	Buxar	52.08	42.68	09.40
13	PS Balua	Buxar	111.28	109.74	01.54
14	MS Sonbarsa	Buxar	258.08	181.12	76.96
15	Kanya PS Dalsagar	Buxar	69.86	50.56	19.30
16	PS Kamharia	Buxar	72.12	62.12	10.00
17	Balkusum MS	Buxar	83.32	54.76	28.56
18	PS Chotki Basouli	Buxar	97.54	86.00	11.54
19	PS Panditpur (Nadawn)	Buxar	54.20	52.99	01.21
20	PS Sangrampur	Buxar	83.80	60.50	23.30
21	PS Lakshmipur	Buxar	108.42	105.48	02.94
22	Harijan PS Lohianagar, Dalsagar	Buxar	57.74	44.26	13.48
23	PS Majhoria	Buxar	134.89	123.51	11.38
24	Urdu PS Jalilpur	Chousa	72.06	55.70	16.36
25	PS Jalilpur	Chousa	62.62	52.50	10.12
26	Kanya PS Dihri	Chousa	51.60	31.50	20.10
27	Urdu PS Sarenja	Chousa	67.40	60.00	07.40
28	Urdu PS Budhadih	Chousa	80.32	72.40	07.92
29	Boys MS Chousa	Chousa	93.08	79.25	13.83
30	Urdu PS Dihri	Chousa	69.90	61.00	08.90
31	Harijan PS Dihri	Chousa	71.30	64.50	06.80
32	PS Milki	Chousa	63.20	53.00	10.20
33	Girls MS Chousa	Chousa	101.86	84.30	17.56
34	MS Banarpur	Chousa	165.10	149.50	15.60
35	UMS Pitarhi	Chousa	80.20	64.00	16.20
36	PS Kusruppa	Chousa	93.00	87.30	05.70
37	Boys PS Dihri	Chousa	74.00	66.00	08.00
38	MS Mahuari	Chousa	80.52	72.90	07.62
39	PS Debidihra	Chousa	70.90	60.50	10.40
	Total		**3782.99**	**3154.28**	**628.71**

(Source: BEEO's and schools records)

APPENDIX- 3.1.9

(Refer: Paragraph 3.1.9.2)

Meals supplied for prescribed number of days

Year	U/R	No. of Schools	No. of days required to be served per year per school	Total no. of days cooked meal served/ required to be served per year	Average no. of days served	Maximum days in a year	Minimum days in a year
2005-06	Urban	60	200	5515/12000	92	203 (Rahmania Urdu PS, Buxer)	NIL (9 schools)
	Rural	140	200	13136/28000	94	222 (MS Hariharpur Vaishali)	NIL (15 schools) + 2 EGS
2006-07	Urban	60	200	6495/12000	108	218 (Govt Girls school, Vishnupur Parath Begusarai)	NIL (5 schools)
	Rural	140	200	14838/28000	106	214 (Kanya PS Pandarak, Patna)	NIL (9 schools +2 EGS)
2007-08	Urban	58	220	6268/12760	108	226 (Urdu M.S. Gulzarbagh)	NIL (3 schools)
	Rural	130	220	12551/28600	97	210 (MS Bairagijhar,Kishanganj)	NIL (13 schools)

(Source: Test checked schools records)

(Requirement of serving of cooked meal calculated on the basis of 200 days each school per year upto 2006-07 and thereafter 220 days)

APPENDIX – 3.1.10

(Refer: Paragraph 3.1.11 and 3.1.11.2)

Availability of Utensil /Kitchen devices and Drinking Water

Sl. No	Name of District	Name of school	Urban/ Rural	Availability of adequate utensil and Kitchen devices	Availability of drinking water
1.	BANKA	P.S. Vijaynagar,Harijan tola	Urban	Not available	Not available
		P.S.Jagatpur(Boys)	Urban	Not available	Not available
		M.S.Vijaynagar	Urban	Not available	Not available
		Arya Lalit Giriswer M.S.	Urban	Not available	Not available
		P.S. Garniya	Urban	Not available	
		Urdu kanya Maktab	Urban	Not available	
2.	BEGUSARAI	Rajkiya Buniyadi Vidayalaya Bishnupur	Urban	Not available	
		G.M.S. Mirganj	Urban	Not available	Not available
		P.S.Pokhariyamath	Urban	Not available	
		P.S.Bishnupurparath	Urban	Not available	Not available
		M.S. Kantahtoli	Urban	Not available	
3.	BUXAR	Acharya Narendradev M.S	Urban	Not available	
		Sankar sishu M.S.	Urban	Not available	Not available
		P.S.Harizan Mathia	Urban	Not available	
		Rahmania Urdu P.S.	Urban	Not available	
		Government Buniyadi vidalaya	Urban	Not available	
		Kasturba M.S.	Urban	Not available	
4.	KHAGARIA	Harizan P.S. Hazipur(E)	Urban	Not available	Not available
		Aryabriti Kanya M.S.	Urban	Not available	Not available
		P.S. ward No 1	Urban	Not available	Not available
		Kanya P.S. J.P. Nagar	Urban	Not available	Not available
		Aryabriti Kanya P.S.Babuaganj	Urban	Not available	Not available
		M.S. Hazipur (N)	Urban	Not available	
5.	KISHANGANJ	P.S.Juljuli	Urban	Not available	
		G.K.M.S.Kisanganj	Urban	Not available	
		P.S. Linekarbala	Urban	Not available	
		Ashalata Adarsh M.S.	Urban	Not available	
		Pratap M.s. Kisanganj	Urban	Not available	
		M.S. Bahadurganj	Urban	Not available	
6.	MADHEPURA	P.S. Durgaasthan, Madhepura	Urban	Not available	Not available
		M.S. J. Ashram	Urban	Not available	
		P.S. Ambedkar tola, Murliganj	Urban	Not available	
		K.P.U.G.S. Madhepura	Urban		Not available
		P.S.Bhirkhi Hindi	Urban	Not available	
7	NAWADA	U.P.S. Bari Dargah	Urban	Not available	Not available
		P.S.Parnawada Hindi-2	Urban	Not available	Not available
		U.P.S. Parnawada -2	Urban	Not available	Not available
		U.P.S. Moglakhar Nawada(E) boys	Urban	Not available	Not available
		K.U.M.S. Moglakhar East	Urban	Not available	
		P.S. New Area-1	Urban	Not available	Not available
8	PATNA	P.S.Chulhaichak, Mukhyagaon, Danapur	Urban	Not available	Not available
		P.S. Budha colony, Harizan tola	Urban	Not available	Not available
		U.M.S. Gulzarbagh	Urban	Not available	
		P.S. Ranipur Kechak,Patna	Urban	Not available	Not available
		Kanya M.S. Khajekala, Gulzarbagh	Urban	Not available	Not available
		P.S. Mandiri, Chinakothi Slum, Gardanibagh	Urban	Not available	Not available

9	PURNIA	K.M.S.Madhubani	Urban	Not available	
		K.M.S. Kasba	Urban	Not available	
		P.S.Sobhaganj	Urban	Not available	
		P.S.Gwaltoli	Urban	Not available	
		M.S.Khairuganj	Urban	Not available	
10	VAISHALI	P.S.Isakpur Boys	Urban	Not available	
		M.S.Bari Yusufpur, Hazipur	Urban	Not available	Not available
		P.S. Dakbanglow, Hazipur	Urban	Not available	Not available
		M.S. Jahanabad, Lalganj	Urban	Not available	Not available
		P.S. Isakpurtek, Mahnar	Urban	Not available	
		BMC Maktab Noon Gola, Hazipur	Urban	Not available	Not available
	Total			**56**	**28**
1.	BANKA	M.S.Surihari, Amarpur	Rural	Not available	Not available
		M.S. Balia, Amarpur	Rural	Not available	Not available
		P.S.Nawtolia,Amarpur	Rural	Not available	Not available
		P.S.Dholbandh, Belhar	Rural	Not available	Not available
		P.S.Choti Bharatsila, Sambhuganj	Rural	Not available	Not available
		M.S. Raghunathpur,Barahat	Rural	Not available	Not available
		P.S.Benamohanpur,Baunsi	Rural	Not available	Not available
		P.S. Bahjora, Belhar	Rural	Not available	Not available
		P.S. Kalothar, Katoria	Rural	Not available	Not available
		P.S. Narayanpur, Katoria	Rural	Not available	Not available
		P.S. Sabaijor, Phullidumar	Rural	Not available	Not available
		M.S. Mirzapur, Sambhuganj	Rural	Not available	
		U.M.S. Dholia,Barahat	Rural	Not available	
		P.S. Khushalpur, Barahat	Rural	Not available	
2.	BEGUSARAI	G.M.SBirpur,Begusarai	Rural	Not available	
		P.S.Jainagar, Barauni	Rural	Not available	Not available
		M.S. Ibrahimpur,Chaurahi	Rural	Not available	
		P.S. Rupnagar,Barauni	Rural	Not available	
		Urdu P.S. Faizpur, Barbighi,S.Kamal	Rural	Not available	
		P.S.Singhpur,Matihani	Rural	Not available	Not available
		P.S.Sahuri nawin,Barauni	Rural	Not available	Not available
		U.M.S Bihat,No-3,Barauni	Rural	Not available	
		U.M.S.Sonama,Garhpura	Rural	Not available	
		P.S. Mogalsarai,S.Kamal	Rural	Not available	
		M.S. Sahuri,Barauni	Rural	Not available	Not available
		P.S.Sirnia, Matihani	Rural	Not available	
		M.S.Teghra Bazar,Teghra	Rural	Not available	
		M.S.Bihat, Baraui	Rural	Not available	
3.	BUXAR	Urdu P.S. Chilhari	Rural	Not available	
		P.S. Narayanpur,Simri	Rural	Not available	
		M.S. Dangauli, Kesath	Rural	Not available	
		P.S. Rebanagar	Rural	Not available	
		U.K.M.S.Rajpur	Rural	Not available	
		M.S. Karuanj, Dumraon-I	Rural	Not available	
		P.S. Belhari, Dumraon –II	Rural	Not available	
		P.S. Jagmanpur, Rajpur-II	Rural	Not available	
		M.S. Vikramenglish, Itadhi	Rural	Not available	
		P.S. Chechariya, Rajpur-II	Rural	Not available	
		P.S Banjaria, Dumraon –II	Rural	Not available	
		P.S. Khatiba, Itadhi	Rural	Not available	
		M.S. Jogia, Brahampur	Rural	Not available	
		P.S. Jagdishpur, Buxar	Rural	Not available	

4.	KHAGARIA	M.S. Baltara, Gogri	Rural	Not available	
		P.S. Harinmar, Parbatta	Rural	Not available	
		P.S. Nayagaon, Pachkhutti	Rural	Not available	
		M.S. Ramganj, Sansarpur	Rural	Not available	
		P.S. Maktab, Dihulia,Alauli	Rural	Not available	
		P.S. Muskipur, Gogri	Rural	Not available	
		P.S. Srinagar, Chautham	Rural	Not available	
		P.S. Kanauhali, Gogri	Rural	Not available	Not available
		P.S. Maktab kutubpur, Khagaria	Rural	Not available	
		P.S. Mohanpur, Chautham	Rural	Not available	
		M.S. Alauli	Rural	Not available	
		P.S. Temtharaka, Parbatta	Rural	Not available	
		P.S. Thebai, Parbatta	Rural	Not available	
		M.S. Raun-2, Alauli	Rural	Not available	
5.	KISANGANJ	P.S. Balubari, Dighalbank	Rural	Not available	
		M.S. Bibiganj, Tedhagachi	Rural	Not available	
		P.S. Nariyalbari, Bahadurganj	Rural	Not available	
		P.S. Bagalbari, Kochadhaman	Rural	Not available	
		P.S. Parbalbari, Pothiya	Rural	Not available	
		U.M.S.Kalasindhia, Pothia	Rural	Not available	
		P.S. Doharmalani, Bahadurganj	Rural	Not available	
		P.S. Besarbari, Thakurganj	Rural	Not available	
		P.S. Andhwakol, Kisanganj	Rural	Not available	
		M.S. Bisanpur, Kochadhaman	Rural	Not available	
		P.S Kumhaga, Dighalbank	Rural	Not available	
		P.S. Vastakola, Kochadhaman	Rural	Not available	
		P.S. Pothimari jagir, Kochadhaman	Rural	Not available	
		U.M.S. Baragipur, Thakurganj	Rural	Not available	
6.	MADHEPURA	M.S. Srinagar, Dhailar	Rural	Not available	
		P.S. Chakala, Madhepura	Rural	Not available	
		P.S. Piprahi-I , Singheswar	Rural	Not available	
		P.S. Rampur No.1, Sankarpur	Rural	Not available	
		U.P.S. Piparpatta	Rural	Not available	
		K.P.S. Phulaut, Chausa	Rural	Not available	
		P.S.Dighiatol, Kumarkhandh	Rural	Not available	Not available
		K.P.S. Purani	Rural	Not available	
		P.S.Gandhinagar, Singheswar	Rural	Not available	
		M.S. Parmanandpur,Murliganj	Rural	Not available	
		K.P.S. Magheli, Sankarpur	Rural	Not available	
		K.P.S. Sheikhpura, Bihariganj	Rural	Not available	
7.	NAWADA	P.S. Sadikpur, Roh	Rural	Not available	
		G.K.P.S. Baidnathpur,Meskor	Rural	Not available	Not available
		G.K.P.S.Hasuadih, Hisua	Rural	Not available	
		P.S. Singhauli, Hisua	Rural	Not available	
		P.S.Dhankaul, Warsaliganj	Rural	Not available	
		P.S. Anidih, Roh	Rural	Not available	
		G.M.S. Badgaon, Sirdla	Rural	Not available	
		P.S. Khojpur, Warsaliganj	Rural	Not available	Not available
		P.S. Shyamdev, Pakribarma	Rural	Not available	
		P.S. karma khurd, Sirdla	Rural	Not available	Not available
		P.S. Itpakwa, Kauakol	Rural	Not available	Not available
8.	PATNA	P.S. Udarchak, Bikram	Rural	Not available	
		P.S. Kharona, Naubatpur	Rural	Not available	
		P.S. Tandwa, Parsa	Rural	Not available	
		P.S. Baruna, Parsa	Rural	Not available	Not available
		P.S. Muhamadpur(J.J), Bihta	Rural	Not available	
		P.Kanya School,Pandarak	Rural	Not available	

		P.S. Rewa, Maner	Rural	Not available	
		M.S. Sakarpura, Dhanarua	Rural	Not available	
		P.S. Machariyawan, Daniyawan	Rural	Not available	Not available
		M.S. Sikandarpur, Daniyawan	Rural	Not available	
9.	PURNIA	P.S.Haldibari, B.Kothi	Rural	Not available	
		G.B.S.Dibrabazar, B.kothi	Rural	Not available	Not available
		P.S.Chandmari, Dagarua	Rural	Not available	
		P.S.Sihuli, Dhamdaha	Rural	Not available	
		P.S.Kanela, Purnia East	Rural	Not available	Not available
		P.S. Sahkol, Dagarua	Rural	Not available	
		Madarsa No. 367, Amaur	Rural	Not available	
		P.S. Darbia, Dhamdaha	Rural	Not available	
		P.S. Bagbana, Amaur	Rural	Not available	
		P.S. Mirzachauri, Banmankhi	Rural	Not available	Not available
		N.P.S. Bhattachakla, Adibasitol	Rural	Not available	Not available
		N.P.S. Belaghat, Dhamdaha	Rural	Not available	Not available
		P.S. Regugee tola,Barihi, Banmankhi	Rural	Not available	Not available
10.	VAISHALI	K.U.P.S. Ababakpur,Chehrakala	Rural	Not available	
		M.S. Nagwa, Pateri belsar	Rural	Not available	
		P.S. Haridaspur, Hazipur	Rural	Not available	
		M.S. Chandpura, Desri	Rural	Not available	
		P.S. Rasolpurali, Rajapakar	Rural	Not available	
		P.S. Gokulpur	Rural	Not available	
		M.S.Azizpurchande, Patepur	Rural	Not available	
		M.S. Aitbarpur, Lalganj	Rural	Not available	
		P.S. Kesabpur, Lalganj	Rural	Not available	Not available
		P.S.Chakmilki, Jandaha	Rural	Not available	Not available
		P.S.Aspatpur Sindi	Rural	Not available	
		P.S. Chack thakursi, Bidupur	Rural	Not available	Not available
		M.S. Mohammadpur, Mahnar	Rural	Not available	
		M.S. Hariharpur, Hazipur	Rural	Not available	Not available
	Total			**130**	**33**

(Source: Test checked school records)

APPENDIX – 3.1.11

(Refer: Paragraph 3.1.11.1)

Construction of kitchen sheds

(Rupees In lakh)

Sl. No.	Districts	Year	Fund received by DSE	Nos. of Kitchen Shed to be completed	Amount advanced by DSE to VSS	No.of v.s.s.	Amount Balance with DSE	Shown as completed as per SOE of VSS	No of Incomplete kitchen sheds	Balance (with VSS)	Reasons for non-start		
											Land less	Land disputed	VSS dispute
1.	Banka	2004-08	326.49	564	50.38	119	276.11	29	90	35.88	NA	NA	NA
2.	Begusarai	2005-08	238.70	412	37.39	85	201.31	27	53	23.89	NA	01	04
3.	Buxer	2005-08	191.20	329	174.42	329	16.78	13	307	167.92	09	NA	NA
4.	Khagaria	2005-08	161.90	279	158.07	279	3.83	17	258	149.57	01	NA	03
5.	Kishanganj	2005-08	197.60	339	29.00	58	168.60	08	50	25.00	NA	NA	NA
6.	Madhepura	2005-08	212.40	366	164.23	366	48.17	14	327	157.23	04	07	14
7.	Nawadah	2005-08	257.29	444	48.28	91	209.01	44	47	26.28	NA	NA	NA
8.	Patna	2005-08	727.38	1255	113.31	255	614.07	08	214	109.31	13	4	16
9.	Purnea	2005-08	284.89	492	220.90	492	63.99	71	410	185.40	NA	NA	11
10.	Vaishali	2005-08	368.79	636	326.57	579	42.22	66	479	293.57	17	NA	17
	Total		**2966.64**	**5116**	**1322.55**	**2653**	**1644.09**	**297**	**2235**	**1174.05**	**44**	**12**	**65**

(Source: BEPC and DSE's records) *(NA: Not Available)*

APPENDIX – 3.1.12

(Refer: Paragraph 3.1.15)

Action taken on previous Audit Reports

Statement showing the deficiencies/ irregularities pointed out in CAG's Audit Report 1998-99 (para no. 3.4.1 to 3.4.8) persisted during 2003-08 where in PAC recommended suitable action by the Department within three months. (Source: PAC's report no 417 Page 8 to 17)

Sl. No.	Para No. and Heading	Gist of the Para	Current status (July 2008)
1	3.4.4 Programme performance	(i) Only 08 percent coverage against targeted beneficiaries of 97.67 lakh children.	Coverage increased up to 73 *per cent* (2007-08)
		(ii)Distribution of food grains varied between 43 and 17 percent.	Serving of cooked meal varied between 92 to 108 days and 94 to 106 days in Urban and rural schools respectively though 200/220 days required.
		(iii)There was no proper data of beneficiary students at districts level	No accurate data was maintained at districts level.
		(iv)Coverage of school was reduced to 60 percent in 1998-99.	Coverage of school ranged between 46 and 73 *per cent.*
2	3.4.4.1 Enrolment of Students.	Increase of enrolment of students ranged between one and eight *per cent.*	Increase of enrolment ranged between 7 to 29 percent.
3	3.4.4.2 Retention/ dropout of students.	Dropout rate of students varied between 45 and 64 percent.	Dropout rate varied between 21 and 30 percent in urban schools and between 24 and 29 percent in rural schools.
4	3.4.4.3 Attendance of students.	Attendance of children varied between 66 and 70 percent.	Attendance varied between 64 and 58 percent in Urban schools and from 67 to 63 percent in rural schools.
5	3.4.4.4 Impact of nutritional level of students.	Nutritional level of students was not ascertained by the government.	Nutritional level of children was never ascertained by the government.
6	3.4.5.1 Allocation and lifting of food grains.	(i)Non-submission of enrolment by State government resulted in provisional allocation of food grains which was less than actual requirement.	Reliable data of enrolment of students was not available in districts.
		(ii) Lifting of food grains varied between 07 and 46 percent.	Lifting of food grains varied between 46 and 81 percent.
		(iii) Value of food grain was not reconciled.	Value of food grains lifted by state and amount paid by GOI to FCI was not reconciled by HRD.
7	3.4.5.2 Allocation and lifting of food grains in test checked districts.	(i) Partial lifting by districts	No change in status.
		(ii) Food grains were not lifted in four districts due to non submission of utilization certificate.	Partial lifting was made due to non submission of Utilization Certificate leading to late issue of allotment orders.
8	3.4.5.3 Deficiencies in distribution	(i) There was delay in distribution of food grains for 03 to 08 months.	No Comment.
		(ii) Pre condition of attendance was not fulfilled.	
		(iii) Doubtful distribution of food grain as it was distributed 12 months in a year instead of norms of 10 months.	
		(iv) Food grains valued Rs.7.86 lakh was distributed in excess of norms.	
		(v) Food grains was distributed below norms	
		(vi) The quality of food grains were	The quality of food grains were still

		not checked by FCI, SFC and DM before issue.	not tested by any authority before issue for consumption.
		(vii) Non payment of transportation charges affected implementation of the scheme.	Partial payment of transportation charges affected implementation of the scheme.
		(viii) Absence of linkages for lifting and distribution of food grains.	The District Authorities (DM) did not insist on proper record keeping of receipt and distribution of food grains though required/
9	3.4.5.4 Cooked food not supplied.	Cooked food was not served to children in test checked districts.	Now, cooked meal was being served to students.
10	3.4.5.5 Transportation cost of Rs. 1.71 crore not recouped.	Transportation cost of Rs.1.71 crore spent by DMs / DDCs were not recouped by GOI as of July 1999.	The status was not clear as DDCs / DMs did not furnished such information to audit.
11	3.4.5.6 Utilisation Certificates not obtained from schools and blocks.	The Utilisation Certificates from blocks and schools were not obtained resulting in depriving of intended benefits of the scheme.	
12	3.4.6 Diversion food grains	158.53 MT wheat (cost Rs. 8.92 lakh) was diverted to relief work and was not recouped.	116.51 MT rice (cost Rs. 6.91 lakh) was again diverted to flood relief work in two districts and was not recouped.
13	3.4.7 Misappropriation of food grains	21.88 quintal wheat (Cost Rs. 0.17 lakh) was misappropriated in five schools	Status was not on record.
14	3.4.8 Monitoring and evaluation	Regular meetings of the Monitoring Committees at state and districts level were not held. Block level committee was also not formed impact of the scheme was never evaluated.	No change in the status of the para.

3.2 National Programme of Nutritional Support to Primary Education (Mid-Day Meal Scheme)

Highlights

The National Programme of Nutritional Support to Primary Education popularly known as 'Mid Day Meal' Programme was launched in 1995 and covers all 146 blocks in the State. It was aimed at boosting universalisation of primary education by improving enrolment, attendance, retention and learning levels of children and simultaneously improving nutritional status of students in the age group of 6-11 years. Review of implementation of mid day meal scheme in the state revealed several deficiencies. There were savings against budget provision, diversion of funds and the department was not able to utilise the Central Assistance under Management, Monitoring and Evaluation. The nodal department could not furnish details of the amount of rice utilised under the scheme during last five years.

There was discrepancy in the figures of rice lifted/ provided by Nagrik Apurti Nigam (NAN) and the nodal department. Thus, the risk of pilferage of rice cannot be ruled out. The average attendance rate claimed by the Department appeared to be inflated. There was disruption in providing cooked meal to children in the test-checked districts.

Some of the important audit findings were as follows:

Despite incurring expenditure of Rs 419.95 crore by the State Government during 2002-07, the scheme contributed to a marginal increase in enrolment figures during 2006-07 as compared to the base year 2002-03.

(Paragraph 3.2.7.2 & 3.2.8.4)

Funds were not provided separately for kitchen sheds and cooking cost of Rs 39.73 crore was diverted for creation of infrastructure during 2004-05 and 2005-06.

(Paragraph 3.2.7.4)

Diversion of cooking cost of Rs seven lakh (November 2004) for payment of wages on construction work delayed disbursement of cooking cost to Gram Panchayats.

(Paragraph 3.2.7.4)

The actual Average Attendance Rate (AAR) was found to be 10-15 *per cent* lower than the figure used as the basis for distribution of foodgrains leading to a discrepancy in the range of 11,000 MT during 2005-07.

(Paragraph 3.2.8.2)

Proper monitoring and evaluation was not being done to assess the impact of implementation of the scheme.

(Paragraph 3.2.9.2)

3.2.1 Introduction

Government of India (GOI), Ministry of Human Resources Development Department (MHRD) launched the "National Programme of Nutritional Support to Primary Education (NP-NSPE)" (commonly known as the Mid Day Meal Scheme) on 15 August 1995, as a Centrally Sponsored Scheme for children of primary school (class I to V) in government, local body and government-aided schools. It was extended (October 2002) to children studying in Education Guarantee Scheme (EGS) and Alternative and Innovative Education (AIE) Centres also.

Mid Day Meal (MDM) Programme was started on 2 October 1995 in the undivided State of Madhya Pradesh in all primary schools. Chhattisgarh was created and came into existence as a state from 1 November 2000. Under the Scheme, cooked meal was served in primary schools of 61 community development blocks till April 1997 and thereafter foodgrain @ 100 grams per child per day for 20 days in a month was being given through fair price shops (FPS). In primary schools of 85 tribal development blocks in the State, cooked hot meals were regularly served.

Consequent to the orders[1] of Hon'ble Supreme Court of India (November 2001), GOCG started serving cooked hot meals in all the primary schools in 146 blocks (61 blocks under School Education Department and 85 blocks under Tribal Development Department) from 1 April 2002.

In the year 2006-07, the programme was implemented for 31.05 lakh children enrolled in 31,740 primary schools/centres run by the School Education and Tribal Development Departments.

3.2.2 Objectives of the Scheme

The objectives of the scheme were :-

- to boost universalisation of primary education by improving enrolment, attendance, retention and learning levels of children, especially those belonging to disadvantaged sections;
- to improve nutritional status of students of primary stage; and
- to provide nutritional support to students of primary stage in drought-affected areas during summer vacations.

3.2.3 Organisational Set-up

The Rural Development Department (RDD) was responsible for implementation of the scheme in the State till 31 March 2006. Development Commissioner (DC), Panchayat and RDD was the nodal officer at the State level. The State Government designated School Education Department as the 'State Nodal Department' for overall implementation of the Scheme from 1 April 2006 and Chhattisgarh Nagrik Apurti Nigam (NAN) as the 'State

[1] *Hon'ble Supreme Court directed the State Governments /Union Territories to implement mid day meal scheme by providing every child in every Government and Government aided primary school with a prepared mid-day meal with a minimum content of 300 calories and 8-12 grams of protein each day of school for a minimum of 200 days.*

Nodal Transport Agency' w.e.f 1 April 2005 for transportation of foodgrains for Mid Day Meal scheme. Tribal Development Department looks after the implementation of the programme in the tribal blocks. The organizational structure for implementation of the programme in School Education and Tribal Development Department is shown in ***Appendix-3.6.***

The actual implementation of the scheme at the school level is done by Gram Panchayats (GP) in rural areas and by Nagarpalikas in urban areas. Of late, Self-Help Groups (SHGs) are involved in running the programme in a few districts.

3.2.4 Audit Objectives

The main objectives of the performance audit were

- to assess whether funds provided were adequate and utilised;
- to assess whether the scheme achieved its principal objective of supporting the universalisation of primary education by improving enrolment, retention and attendance for children at primary education (class I to V) in primary schools/EGS and AIE centres;
- to assess whether enrolment, retention and attendance of children belonging to poor and disadvantaged sections increased;
- to assess whether the scheme achieved its secondary objective of improving the nutritional status of the children in the primary classes;
- to assess whether the scheme contributed to enhancement in the learning levels of the children in primary classes in the schools where the nutritional support was provided;
- to assess whether the requisition, allocation and utilization of food grains was done in an efficient manner;
- to assess whether children studying in primary schools/EGS & AIE centres were served cooked meal in terms of the quantities and the calorific value and nutritional levels prescribed in the scheme guidelines;
- to assess whether the implementation of the programme was being effectively monitored.

3.2.5 Audit Criteria

The audit criteria adopted were derived from the guidelines of the scheme issued by GOI, orders/instructions issued by the State Government and reports of the department.

3.2.6 Audit Coverage and Methodology

The performance audit was conducted between May-July 2007 and covered the implementation of the Mid Day Meal Scheme in Chhattisgarh during the period from 2002-03 to 2006-07.

The audit methodology included :-

- Scrutiny of records relating to implementation of the scheme in the Directorate of Public Instruction (DPI), Raipur; Commissionerate of Tribal Development (CTD), and Chhattisgarh Nagrik Apurti Nigam (NAN), Raipur, Development Commissioner, Panchayat and Rural Development.
- Collection of information and analysis of records relating to flow of funds and foodgrains and its utilization, status of infrastructure facilities, adequacy of database of enrolment, attendance, retention and learning level in six[2] districts selected through Circular Systematic Sampling method[3] and field visits to 123[4] schools as detailed in ***Appendix-3.7*** (20 schools/centres in each district except Dhamtari 23) in urban and rural areas.

Audit Findings

3.2.7 Financial Management

3.2.7.1 Funding pattern

Various components of the scheme to be financed, Central and State share and changes in rates proportion over the years is summarized in the table below:

Table: Funding of Scheme

Sl. No.	Components of the scheme to be financed	April 2002 to August 2004		September 2004 to June 2006		July 2006 onward	
		Central Government	State Government	Central Government	State Government	Central Government	State Government
1.	Foodgrains	Cost of 100 grams foodgrains per child per school day reimbursed to Food corporation of India (FCI)	Nil	Cost of 100 grams foodgrains per child per school day reimbursed to FCI	Nil	Cost of 100 grams food grains per child per school day reimbursed to FCI	Nil
2.	Transportation of foodgrains from the nearest FCI depot to school	Cost of transportation of foodgrains @ Rs 50 per quintal reimbursed to Zila Panchayat.	Rs 4.00 per quintal	From 1 October 2004 reimbursement @ Rs 75 per quintal to State Nodal Transport Agency, NAN	Nil	Reimbursement @ Rs 75 per quintal to NAN	Nil

2 *Raipur, Jagdalpur, Janjgir, Korba, Dhamtari and Kawardha.*

3 Method of selecting sample units from total units classified into various strata exclusive of each other, arranged in a particular order on the basis of a specific criteria for the purpose testing in audit.

4 *Eighty schools selected in four districts of the State thorough SRSWOR and 43 schools under 14 Gram Panchayat selected in two districts of the State through judgmental sampling.*

Sl. No.	Components of the scheme to be financed	April 2002 to August 2004		September 2004 to June 2006		July 2006 onward	
		Central Government	State Government	Central Government	State Government	Central Government	State Government
3.	Cost of cooking i.e. conversion cost	Nil	Rs 0.75 per child per school day upto 31 March 2004 and Rs 1.00- per child per school day from 1 April 2004 Rs 15 per cook per day in community block schools under School Education Department.	(i) From 2004-05, 15 *per cent* of additional central assistance under PMGY[5]. (ii) w.e.f. 1 September 2004 Rs 1.00 per child per school day in addition to (i) above.	Rs 1.00 per child per school day	Rs 1.50 per child per school day	Rs 0.50 contributed by the state.
4.	Infrastructure	-	Utensils Rs 800 per school in School Education Department as one time non - recurring in the year 2002-03	(i)Construction of Kitchen shed under SGRY, NSDP, SJSRY[6]. (ii) Drinking water under SSA, ARWSP and Swajaldhara programme. (iii) utensils under SSA from annual school grant of Rs 2,000 per school	-	Construction of Kitchenshed: Maximum of Rs 60,000 per unit per school and funds available under other development programmes Kitchen devices: Rs 5,000 per school	Nil
5.	Monitoring, Management and Evaluation	Nil	Specified	Not less than 0.9 *per cent* of total assistance on food grain, transport and cooking cost for 2004-05	Nil	Not less than 1.8 *per cent* of total assistance on food grain, transport and cooking cost from 2005-06	Nil

3.2.7.2 Budget provision and utilisation

The GOCG provides funds for implementation of the scheme in the budgets of the Departments of School Education and Tribal Development. The budget controlling officers of the two departments namely Director, Public Instruction (DPI) and Commissioner, Tribal Development (CTD) further allot funds to the implementing agencies at the district level Zila Panchayats (ZP)/Assistant Commissioners, Tribal Development (ACTD) who in turn give allotments to Janpad Panchayat (JP).

5 *Pradhan Mantri Gramodaya Yojana.*

6 *SGRY- Sampurna Grameen Rozgar Yojana*
NSDP-National Slum Development Programme
SJSRY- Swarna Jayanti Shahri Rozgar Yojana
ARWSP- Accelerated Rural Water Supply Programme
SSA- Sarva Shiksha Abhiyan

The year-wise break up of funds provided[7] and its utilization according to the Appropriation Accounts of the State Government during the years 2002-03 to 2006-07 is as follows:

Budget provision and utilisation of funds

(Rupees in crore)

Name of the agency	Year	Budget provision	Actual expenditure	Saving (-) /excess(+)	Percentage of savings / excesses
1	2	3.	4.	5.	6.
Directorate of Public Instruction	2002-03	33.06	25.68	(-) 7.38	22.32
	2003-04	36.39	27.29	(-) 9.1	25.00
	2004-05	63.12	66.91	(+) 3.79	6.00
	2005-06	77.04	60.59	(-) 16.45	21.35
	2006-07	77.04	66.92	(-) 10.12	13.13
	Sub total	**286.65**	**247.39**	**(-) 39.26**	**13.69**
Commissionerate of Tribal Development	2002-03	11.47	11.00	(-) 0. 47	4.09
	2003-04	20.95	19.95	(-) 1.00	4.77
	2004-05	25.40	25.52	(+) 0.12	0.47
	2005-06	66.72	62.12	(-) 4.60	6.89
	2006-07	60.44	53.97	(-) 6.47	10.70
	Sub total	**184.98**	**172.56**	**(-) 12.42**	**6.71**
State as whole	2002-03	44.53	36.68	(-) 7.85	17.62
	2003-04	57.34	47.24	(-) 10.10	17.61
	2004-05	88.52	92.43	(+) 3.91	4.41
	2005-06	143.76	122.71	(-) 21.05	14.64
	2006-07	137.48	120.89	(-) 16.59	12.06
	Grand total	**471.63**	**419.95**	**(-) 51.68**	**10.95**

During the period 2002-07, 10.95 *per cent* of funds remained unutilisd.

Against the overall budget provision of Rs 471.63 crore during the last five years expenditure of Rs 419.95 crore was incurred resulting in savings of Rs 51.68 crore (10.95 *per cent*).

The Government replied (November 2007) that the data clearly reveals that nearly 90 *per cent* students are enjoying the hot cooked meal out of allocations provided during the last five years. The reply did not explain the reasons for savings.

3.2.7.3 Excess claim towards reimbursement of transportation cost

Detail of food grains lifted and claims in respect of six test-checked districts during the year 2005-06 is shown below:

Sl.No	Name of the selected district	Quantity of food grains allocated by GOI (MT)	Transported quantity of food grains claimed by NAN (State level) *(in MT)*	Quantity of food grains lifted as reported by GOCG to GOI *(in MT)*	Quantity of food grains transported as intimated by District Agency of NAN *(in MT)*	Amount claimed by State NAN *(Rs in lakh)*
1	2	3	4	5	6	7 (col.4 x Rs 750)
1.	Raipur	7,817.40	9,457.01	9,448.10	9,457.01	70.93
2.	Jagdalpur	3,407.68	4,914.34	4,779.30	5,313.69	36.86
3.	Janjgir	3,548.94	3,898.90	3,703.20	3,898.97	29.24
4.	Korba	2,151.80	2,429.80	2,342.00	2,411.80	18.22
5	Dhamtari	1,671.60	1,771.60	1,699.50	1,771.60	13.29
6	Kawardha	1,816.04	1,652.35	1,405.90	1,577.50	12.39
	Total	**20,413.46**	**24.124.00**	**23,378.00**	**24,430.57**	**180.93**

[7] *Cooking cost inclusive of wages and cost of utensils/ infrastructure etc.*

Actual utilisation of rice was not accounted for at any level leading to risk of leakages.

Against a total allocation of 20,413.46 MT rice by GOI, the quantity transported and disbursed as claimed by NAN was 24,124 MT resulting in excess disbursement of 3,710.53 MT for which claim of Rs 27.83 lakh at the rate of Rs 750 per MT was submitted to the GOI and received as reimbursement. The districts agencies reported excess transportation of 4,017.11 (24,430.57-20,413.46) MT of rice against the allocation by GOI. The state nodal department i.e. School Education reported lifting of 23,378.00 MT of rice to GOI in the Annual Work Plan and Budget (AWPB) for 2006-07. The actual utilisation of rice was not furnished and it was not possible to ascertain the closing balances at any level and whether these were taken into account while making allotments by the GOI, the State Government, ZP AND JP level. In the absence of periodical reporting of foodgrains utilised and foodgrains left in stock at various level, there was serious risk of leakages of foodgrains.

Discrepancy in lifting quantity of rice reported by the implementing agencies.

It was observed from the records of rice distributed to 23 schools in seven GPs of two blocks viz Dhamtari and Magarload in Dhamtari districts revealed that NAN, Dhamtari district supplied 147.44 MT through lead society to fair price shops of these GPs for further distribution to schools under the scheme during 2005-06 and 2006-07. JPs, Dhamtari and Magarload allotted 117.26 MT rice to these schools through coupons in these years. Against the actual quantity supplied, FPS at the end of years showed total closing stock of 5.02 MT in form D1 (return) submitted to Food Controller, Dhamtari district. But JP had issued coupons for 117.26 MT against which rice was to be lifted by Sarpanch/self help group. Hence, there should have been closing stock of (147.44-117.26) 30.18 MT at FPS instead of 5.02 MT. As a result, there was a shortage of 25.16 MT of rice amounting Rs 1.61 lakh @ Rs 6,400.00 per MT (rate of rice at FCI depot @Rs 5,650 per MT plus transportation cost @ Rs 750.00 per MT)

The Government replied (November 2007) that Chief Executive Officers (CEOs), Dhamtari and Magarload Janpad Panchayats have been asked to clarify the position regarding shortage of foodgrains (rice).

3.2.7.4 Cost of cooking

One of the major components/inputs of MDM scheme is "Cost of cooking" or "Conversion cost" for preparing and serving quality cooked meal to the children. It includes cost of ingredients, e.g. pulses, vegetables, cooking oil and condiments. It also includes cost of fuel and wages/remuneration payable to cooks or amounts payable to the agency responsible for cooking food.

Budget provision for constructing kitchen sheds were not provided

The State Government provided funds for cooking (conversion) cost and wages in the budget under various grants/major heads of the School Education Department and Tribal Development Department but did not make separate provision for construction of kitchen sheds though this was incorporated as a component as per guidelines, issued by GOI (December 2004). The expenditure of Rs 39.73 crore in 2004-05 and 2005-06 on construction of sheds was also booked under cooking cost.

The Government stated (November 2007) that the department of school education provided separate provision in every year for the construction of kitchen sheds. Reply is not acceptable as separate provision for kitchen sheds was not available in the budget.

Diversion of cooking cost of Rs seven lakh was diverted for construction works.

Test check of records of CEO, JP, Dhamtari (District Dhamtari) revealed that out of balance of cooking cost of Rs 21.92 lakh due for disbursement to the GPs for the month of September, October and November 2004, Rs seven lakh was unauthorisedly diverted (November 2004) for making payment of wages on construction works under SGRY Scheme. This led to a delay of three to four months in disbursement of cooking cost to GPs during 2004-05. In reply CEO stated (August 2007) that due to non-receipt of funds under SGRY, fund was diverted for immediate disbursement of wages.

The Government stated (November 2007) that disciplinary action for the diversion was proposed to be taken against the erring officials through the Panchayat and Rural Department. Final compliance is awaited (November 2007).

3.2.8 Execution

3.2.8.1 Allocation of foodgrains

GOI provides free supply of food grains (rice) to the state @ 100 grams per child per school day, the cost of which is reimbursed to the FCI by the GOI.

GOI, MHRD allocates and releases food grains for a financial year according to the district wise requirement on the basis of Average Attendance Rate (AAR) ranging from 80 to 85 *per cent* of the number of children enrolled in primary classes as on 30 September of the previous year/anticipated enrolment of the current year as intimated by the State Government. Any unutilized quantity of the previous year is to be adjusted from the allocation for the current year. District NAN lifts and distributes foodgrains on monthly basis and the quantity lifted for the month is normally $1/10^{th}$ of the quantity allocated for the whole year. NAN lifts foodgrains from the nearest depot of FCI and delivers to Fair Price Shop (FPS). Details of quantity allocated by GOI, quantity lifted and utilized by the implementing agencies during the period 2002-07 was as follows.

(Quantity in MT)

Year	Rice allocated by GOI	Rice disbursed by NAN	Shortfall(-) /Excess(+)
2002-03	74,545.37	61,580.99	-12,964.38
2003-04	56,571.64	62,621.88	+6,050.24
2004-05	56,571.64	Not available	Not available
2005-06	52,346.28	58,485.33	+ 6,139.05
2006-07	69,222.56	58,756.46	-10,466.10
Total[8]	**2,52,685.85**	**2,41,444.66**	**-11,241.19**

Short fall in disbursement of 11,241.19 MT rice during 2002-07 was noticed.

Excess claim of Rs 24.98 lakh on transportation was reimbursed to NAN due to discrepancy in lifted quantity during 2005-06.

It was seen from the above table that there was a shortfall in disbursement of rice against the quantity allocated by GOI during the year 2002-03 and 2006-07, while excess quantity of rice was disbursed against the allocated quantity during the years 2003-04 and 2005-06. As per State Nodal Department report, lifting of rice in the year 2005-06 was 55,154.30 MT whereas NAN claimed reimbursement of Rs 438.64 lakh as transportation cost from GOI for 58,485.33 MT rice. As a result, excess claim of Rs 24.98 lakh for 3,331.03 MT (3,331.03 MT x Rs 750 per MT) was submitted and received from GOI as reimbursement towards expenditure incurred on transportation.

[8] *Total excluding quantity shown against the year 2004-05.*

The Government, in their reply, stated (November 2007) that excess foodgrains were transported by NAN and claimed transport cost on the basis of actual delivery of foodgrains and claim was accepted by the GOI. Government further stated that allotment for 2006-07 were done on the assumption that the previously allotted foodgrains was fully consumed as no left over balance was reported from any district and it was possible that excess foodgrains were also consumed within the given time frame when actual attendance figures were taken into account. In such cases there would be no closing balance of foodgrains. Reply is not tenable since figures of quantity of foodgrains given by the Government and furnished to audit by NAN differed. It was also possible that balances were available but had not been reported. Since no report regarding utilisation was available at any level it was not possible for audit to verify balances. Information furnished to audit by Block Education Officers (BEOs), Kawardha district showed that there was balance of foodgrains. It was essential to institute a monitoring structure for ascertaining actual utilisation and work out balances.

3.2.8.2 Attendance

The State Government sent proposal/requisition to the GOI for allocation of free foodgrains and Central Assistance for cooking cost for the years 2004-05 to 2006-07 citing AAR as given below:

Table: Average Attendance Rate(AAR)

Year	AAR (*per cent*)
2004-05	80
2005-06	90
2006-07	90

The State Government proposed AAR at 90 *per cent* for allocation of foodgrains and Central Assistance for the year 2006-07 stating that the increase in attendance rate was due to the scheme. The State Government certified in the AWPB 2006-07 that 90 *per cent* AAR was proposed after confirming the figures from all the District Collectors.

However, there was no evidence furnished by the District Education Officers (DEOs) and ACTD, in all the six test checked districts to show that the AAR was compiled at the district level based on actual figures of attendance and enrolment from blocks/ janpads and gram panchayats.

AAR claimed by the State Government was not supported by the school records and the objective of improving attendance remained unattended.

Information on the number of MDM run days, enrolment and beneficiaries during 2005-06 and 2006-07 was furnished by the 82 and 84 schools out of the 123 test checked in six districts .It was observed that the AAR was 70[9] *per cent* during 2005-06 and 69[9] *per cent* during 2006-07. Thus, 90 *per cent* AAR claimed by the state was not substantiated by actual figures. The average attendance rate actually decreased in 2006-07 as compared to 2005-06, which was contrary to the objectives of the MDM Scheme.

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[9] *Calculation of AAR on the basis of information furnished by 82/84 schools out of 123 schools inspected by audit. Average MDM days in 82 schools in the years 2005-06 (18,755/82) was 229 days and in 2006-07 (18,945/84) was 226 days rounded. Average number of children benefited per day during 2005-06 (18,54,749/229) 8,099 and during 2006-07 (17,69,778/226) was 7,831. Hence, AAR during 2005-06 was (8,099/11,569) and 2006-07 was (7,831/11,290).*

It was further observed that for 2006-07 the TDD had claimed allocation of free foodgrains for 13.75 lakh children at AAR of 77 *per cent* whereas the State Government claimed at AAR of 90 *per cent*. As a result, excess allocation of foodgrains of 4,522.37 MT[10] and central assistance of Rs 452.23 lakh[11] was demanded for the year 2006-07.

However, GOI allocated foodgrains and central assistance taking AAR at 85 *per cent*. Excess allocation of foodgrains and Central Assistance made by GOI in 2006-07 was 2,783 MT and Rs 2.78 crore respectively.

The Government replied (November 2007) that the average attendance rate (AAR) is in close agreement with the allocation and disbursement of rice so it is not an inflated one and substantiated by actual figures of enrolment. It was also stated that allocation under MDM is made on the basis of average attendance of 85 *per cent*. Actual attendance figures are not taken into account. Instructions have been issued to District Education Officers to instruct the school headmasters to submit actual attendance figures while putting forth demand for the forth coming year.

The reply did not address the difference of about 10-15 *per cent* between the AAR of 80-85 *per cent* presumed for distributing foodgrains and the actual AAR of 69-70 *per cent* during 2005-07 as ascertained by audit. This difference indicates that foodgrain may have been distributed in excess of requirement and accumulation of balances is possible. However, as cited earlier distribution was being made on the presumption that there are no balances. In view of this it is important to investigate and ascertain the position of foodgrain available.

3.2.8.3 Infructuous expenditure on gas connection

It was decided during a review meeting of Education Department (January 2005) to replace firewood and aluminium cooking utensils with gas stoves in primary schools of the State. In compliance, DPI allotted (February 2005) Rs 2.88 crores to 10 DEOs[12] for purchase of gas connections from the public sector gas companies. DPI also issued (January 2005) NITs for purchase of gas stoves and placed supply order (March 2005) for Rs 1.86 crore for supply of 12,500 gas stoves.

Gas stoves and cylinders were procured but not put to use resulting in infructuous expenditure of Rs 4.73 crore.

The terms of the agreement provided for the supply of gas stoves in two equal lots at block headquarters within 25 and 45 days of acceptance of order respectively failing which penalty was to be imposed. The first lot of gas stoves was supplied (April to June 2005) with a delay of 3 to 35 days and the second lot was supplied with a delay of 15 to 38 days however, no penalty was levied. The sample testing conducted (June-August 2007) by audit in 103 schools of five districts revealed that except for six schools in urban areas,

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10 *Foodgrain*
13.75 lakh x (90-77) per cent x 253 days x 0.001 quintal per child per day = 45,223.75 quintals, i.e., 4,522.37 MT.

11 *Central assistance*
13.75 lakh x (90-77) per cent x 253 days x Rs1.00 = Rs 452.23 lakh rupees

12 *DEOs :- Raipur, Janjgir, Dhamtari, Kawardha, Mahasamund, Rajnandgaon, Raigarh, Bemetara, Durg, Bilaspur*

firewood was being used for cooking. Moreover, DPI also admitted (September 2006) that gas was not being used in many primary schools for cooking purposes. Thus, the expenditure of Rs 4.73 crore (Rs 1.86 crore on gas stoves and Rs 2.87 crore on gas connections/ cylinders/regulators) remained largely infructuous.

3.2.8.4 Enrolment of students

One of the primary objectives of the scheme was to improve enrolment at the primary stage to boost the national objective of universalisation of primary education.

The year wise enrolment of students in the primary schools/centres along with the corresponding figures available under SSA are given in the table below:-

Table: Enrolment of students as on 30th September

(Number in lakh)

Year	Enrolment as per MDM[13] Scheme	Percentage of increase (+)/ decrease(-) over previous year	Enrolment as per record of SSA[14]	Total eligible children in (6-11 Age group) as per SSA	Difference in enrolment between MDM and SSA figure
1	2	3	4	5	6 (2-4)
2002-03	28.29	N.A.	N.A.	N.A.	N.A.
2003-04	27.83	(-) 1.62	28.71	29.74	(-) 0.88
2004-05	28.39	(+) 2.01	27.13	31.86	(+) 1.26
2005-06	28.89	(+) 1.76	27.63	29.03	(+) 1.26
2006-07	31.05	(+) 7.48	29.64	30.31	(+) 1.41

The enrolment figures for three years 2004-07 were shown to be higher than SSA, which was not possible as SSA, also included private unaided schools.

The enrolment was shown to be increasing in 2004-05 but as per SSA records, it was decreasing during this year. During the year 2006-07 the enrolment was shown to be even more than the total number of eligible children in the age group shown in SSA records. District wise enrolment figures for MDM were not available either with the CTD or DPI and compiled enrolment data was not available in two test-checked districts. In response to audit query DPI and CTD and ACTD of two test checked districts called for (June 2007) enrolment data from subordinate offices. In the absence of properly compiled data and variation with SSA, the reliability of enrolment figures could not be verified in audit. The compilation of enrolment figures collected by audit (June to July 2007) from attendance registers of 123 sample schools in six test checked districts revealed that in 56[15] schools, the enrolment decreased in the year 2006-07 with reference to the year 2005-06. The compilation is shown below:

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13 *Enrolment of students only in Government, Local bodies, Government Aided, EGS/AIE.*

14 *Enrolment of students in Government, Local Bodies, Government Aided, Private unaided schools under Sarwa Shiksha Abhiyan (SSA).*

15 *Raipur-10, Jagdalpur-13, Janjgir-06, Korba-08, Dhamtari-09 & Kawardha-10.*

Enrolment in sample schools

Name of the District	No. of sample schools	Enrolment 2002-03	Enrolment 2005-06	Enrolment 2006-07	Increase(+)/ Decrease(-) w.r.t 2002-03	Increase(+)/ Decrease(-) w.r.t 2005-06	Percentage of increase and decrease w.r.t.	
							2002-03	2005-06
Raipur	20	3,773	3,633	3,518	-255	-115	-6.75	-3.16
Jagdalpur	20	1,422	1,401	1,392	-30	-09	-2.10	-0.64
Jangir	20	2,866	2,903	2,947	+81	+44	2.82	1.51
Korba	20	2,676	2,844	2,777	+101	-67	3.77	-2.36
Dhamtari	23	3,125	3,195	3,120	-05	-75	-0.16	-2.34
Kawardha	20	1,783	1,832	1,913	+130	+81	7.29	4.42
Total	123	15,645	15,808	15,667	+22	-141	0.14	-0.89

Increase in enrolment reported by the State Government was not substantiated in audit.

Hence, increase (9.76 *per cent*) in enrolment of the State in 2006-07 over the year 2002-03 and (7.48 *per cent*) over the year 2005-06 shown under MDM was not corroborated by the trend in the randomly selected school records. Thus, it was not verified that the objective of improving enrolment was achieved.

The Government replied (November 2007) that the enrolment figures for last four years 2003-07 were in increasing trend but not higher than SSA, because SSA figures included enrolment of unaided schools, whereas school education included the enrolment of non-aided schools for statistics but not for MDM programme.

The nodal department did not furnish figures of enrolment to audit during the course of audit. However, the figures furnished in the reply of the Government differ from the figures on the basis of which the GOI allocated foodgrains and SSA figures quoted in the reply also differ from the data furnished to audit by SSA. Besides, the Government accepted that enrolment figures were not consolidated for the state at DPI and CTD level. The Government contention of increase in enrolment from year to year cannot be authenticated in the light of these discrepancies. Besides, the Government accepted that enrolment figures were not compiled at DPI and CTD level.

3.2.8.5 Infrastructure

Provision of essential infrastructure is a major input of MDM programme. It includes kitchen-cum-store, adequate water supply for cooking, drinking and washing, cooking devices (stove, chullah etc.), containers for storage of foodgrains and other ingredients and utensils for cooking and serving.

Based on inspection and information collected by the audit in 123 sample schools in the six test checked districts, the status of infrastructure was as under :

Availability of infrastructure

Sl. No.	District	Schools inspected	Kitchen – Cum-Store (Pucca)	Clean drinking water	Adequate cooking devices
1	Raipur	20	04	15	14
2	Jagdalpur	20	04	13	14
3	Janjgir	20	09	15	14
4	Korba	20	10	15	16
5	Dhamtari	23	18	14	12
6	Kawardha	20	14	17	17
	Total	**123**	**59**	**89**	**87**
	Percentage	**100**	**48**	**72**	**71**

Infrastructural facilities were lacking in schools.

Thus, pucca kitchen cum store was available in 48 *per cent* schools in test checked districts. Other items of basic infrastructure were not available in all schools. Non-availability of infrastructure may have impact on quality of meals served, classroom activities and hygiene.

The Government did not offer any specific comment on non-availability of kitchen sheds. As regards other basic infrastructure the Government cited that no report had been received as to non-availability of cooking devices foodgrains containers etc. Drinking water facilities were stated to be available in the primary schools. Reply is not tenable in view of the audit findings collected from a random sample of schools. It is imperative on the part of the Government to assess the actual position of kitchen sheds, drinking water, cooking devices and take appropriate remedial measures.

3.2.8.6 Enrolment, attendance and retention of students of disadvantaged sections

The Scheme (revised in 2004) has as one of its objectives boosting universalisation of primary education by improving enrolment, attendance, retention and learning levels of children, especially those belonging to disadvantaged sections but it neither defined nor stipulated any norms for identification of poor/disadvantaged sections.

Disadvantaged sections were neither defined nor given any special attention.

The State Government did not formulate any norm for identifying poor and disadvantaged children and neither did it lay any procedures for special attention to these sections under the scheme. Out of 123 schools selected in six test checked districts no group of children had been identified as disadvantaged group.

The Government intimated (October 2007) that it would create the requisite database.

3.2.8.7 Quality of foodgrains

The State Government, Panchyat and Rural development Department issued (April 2004) instructions that sample of foodgrains (rice) received from the FPS was to be kept with the date of receipt at school so that in case of any complaint of supply of poor quality of foodgrains, the same could be investigated by the concerned department and NAN.

Directorate of Food, Civil Supplies and Consumer Protection, Chhattisgarh, Raipur issued (April 2004) instructions to keep sample of foodgrains (rice) received in a month for making available for checking during the inspection by concerned officers.

Sample of rice for quality check was not kept in schools.

Audit scrutiny of records of 123 sample schools, however, revealed that samples of rice were not being kept in schools.

The Government stated (November 2007) that instructions have been issued to the all the field officers and headmasters to keep samples of foodgrains in future for the entire year.

3.2.8.8 Interruption of cooked meal

Information collected from 123 sample schools in six districts revealed that cooked mid day meal was not served to children in 30 schools (24 *per cent*)

for a period of one month and above at a time during the period 2004-05 to 2006-07. District-wise break up of schools is as follows:

(Figures in numbers)

Interruption were noticed in providing Mid-day-meal.

Sl. No.	Name of District	Schools Inspected	Schools where cooked meal not served	Percentage
1.	Raipur	20	03	15
2.	Jagdalpur	20	05	25
3.	Janjgir	20	12	60
4.	Korba	20	05	25
5.	Dhamtari	23	*	--
6.	Kawardha	20	5	25
	Total	**123**	**30**	**24**

* *No interruption was noticed in Dhamtari district.*

It was seen from the information furnished by BEOs/CEOs of JPs, Nawagarh, Dabhra, Pamgarh, Jaijaipur, Akaltara & Bamnidih blocks in Janjgir district that in 157 schools a total of 16,791 enrolled children were not served cooked meals for a period of 2 to 12 months at a time during the year 2004-05 and 2005-06 despite allocation of foodgrains and funds to the districts/blocks.

The Government stated (November 2007) that no district reported interruption of cooked hot meal any time during 2004-05 to 2006-07. DEO, Janjgir and Champa certified that during 2004-05 and 2005-06 no interruption of MDM had occurred anywhere in the area. The reply is not acceptable. The data on interruptions was collected by audit at block/school level and the reply showed that this information had not even reached the DEO.

3.2.9 Monitoring & supervision

3.2.9.1 Non- submission of action plan for MME

The scheme provides for grant of Central Assistance for Management, Monitoring and Evaluation (MME) at the rate of not less than 0.9 *per cent* of the total assistance on supply of free foodgrains, actual cost on transportation of foodgrain and cooking cost for the year 2004 and at the rate of not less than 1.8 *per cent* of such total assistance from 2005-06. Central Assistance for MME was due with effect from October 2004. The allocation to the state under this component is contingent upon submission of detailed and separate Annual work Plan for approval by the National Steering cum Monitoring Committee (NSCM).

The assistance was to be used for (a) school level expenses, (b) management, supervision, training and internal monitoring, (c) external monitoring and evaluation.

Central Assistance for MME of Rs 2.26 crore remained unutilised due to non submission of action plan.

Government of Chhattisgarh is yet to send the action plan to avail of the Central Assistance as of March 2007. However, GOI released Rs 127.77 lakh and Rs 98.67 lakh in 2005-06 and 2006-07 respectively as Central Assistance for MME which remained unutilized as of June 2007. As a result important items such as weighing machines, height recorder, replacement/repair/ maintenance of cooking devices, utensils for schools etc. could not be provided for better implementation and monitoring of the programme at all levels.

The Government cited (November 2007) that the Central Assistance of MME could not be utilised in prescribed period due to delayed submission of work

plan for the same and the unspent balance would be utilised as per action plan 2007-08.

3.2.9.2 Formation of the Steering-cum-Monitoring Committees

The scheme guidelines envisage establishment of Steering-cum-Monitoring Committees (SMCs) to oversee the management and monitoring of the programme. Such committees are to be set up at four levels viz. National, State, District and Block levels. In their respective jurisdiction, SMCs were generally to guide the various implementation agencies, assess the impact of the programme and take remedial measures where necessary and mobilize community support. The scheme guidelines also prescribed suggested composition of the SMCs.

Proper representation was not given in SMCs.

The State Government constituted (January 2002) State level SMC and issued order for constitution of SMC at district level. However, composition of State SMC and district SMC did not have representatives as suggested by the scheme guidelines. All the members of state SMC were from State Government departments. No representatives from Food and Nutrition Board of the GOI was included and four persons at least two women with significant contribution/achievements in the area of nutrition/child welfare/community/ womens/mobilization/school education/ child health and of at least one teacher were not nominated as the member of SMCs.

The Government accepted (November 2007) that while monitoring and evaluation was being carried out regularly it was not done to the full extent due to over burden. The reply did not indicate why monitoring committees were not formed as per scheme's guidelines.

3.2.9.3 Inspection by Officers

The scheme guidelines also stipulate fixation of monthly targets for inspection of meals served in schools in respect of officers of district, block and other officers belonging to departments like Revenue/ General Administration, Rural Development/ Urban Administration, School Education, Women & Child Development, Health and Family Welfare, Food and Civil supplies etc. Further, inspection targets should be so fixed and inspections should be so coordinated that, as far as possible 25 *per cent* of the Primary Schools and EGS/AIE centres is inspected in every quarter, and all Primary Schools are inspected at least once every year.

The State Government issued (August 2003) order for inspection of schools and prescribed proforma for reporting. However, no targets for inspections of the meals served in schools had been fixed by the State Government till October 2007.

Scrutiny in the 123 schools in six districts showed inadequate inspections by the officers of the districts / blocks etc. as detailed below:

Ineffective and inadequate inspection of the programme in schools.

Schools not inspected even once during last three years (2004-05 to 2006-07)

Name of the District	Sample Schools	No. of schools where no inspection conducted	(Percentage of schools not inspected)
Raipur	20	08	40
Jagdalpur	20	17	85
Janjgir	20	06	30
Korba	20	06	30
Dhamtari	23	09	39
Kawardha	20	18	90
Total	**123**	**64**	**52**

GOCG (December 2005) issued an order requesting the mothers of students to monitor the programme in schools. While there were no records to ascertain whether mothers had monitored cooking and serving of meals in schools it was observed that in Jagdalpur district self help groups (SHGs) operated by local village women were executing the scheme and the mothers were getting involved in the scheme. In other test checked districts the scheme had been executed through GPs.

The Government stated (November 2007) that instructions have been issued to all for regular inspection of the schemes and involvement of parents in the process. The reply was an acceptance that inspection was not conducted as per guidelines of the schemes.

3.2.10 Impact evaluation

3.2.10.1 Retention

Data on retention/drop out of children was neither captured and compiled by DPI and CTD at the state level nor by the DEOs and ACTDs at the district level and therefore, it was not possible to verify whether the scheme had contributed to retention in schools. However, the details of students studying in classes from I to V in all schools of the state showed progressive reduction in number of students for three years in every successive classes tabulated below.

(Number in lakh)

Retention declined during 2003-06.

Year	Classes					
	I	II	III	IV	V	VI
2003-04	8.14	7.02	6.67	6.26	5.87	4.37
2004-05	8.19	7.00	6.78	6.26	5.82	4.54
2005-06	8.20	7.01	6.79	6.62	6.23	4.64
Average Enrolment	8.17	7.01	6.74	6.38	5.97	4.51

Thus, there was decrease in every higher classes in all the years 2003-04 to 2005-06 which was an indicative of low retention and drop outs.

The Government contended that dropouts in primary schools are caused due to multifarious reasons like seasonal migration, lack of motivation among parents and lack of better infrastructures.

3.2.10.2 Nutritional status

One of the main objectives of the scheme was to improve the nutritional status of children studying in primary classes (class I-V) in Government primary schools and EGS/AIE centres. The revised guidelines of the scheme 2004 also provided for nutritional support to students of primary stage in drought-affected areas during summer vacation. To achieve the said objective the

scheme prescribed a cooked meal with a nutritional content revised from time to time, be served on each school day to a child as under:

Nutritional content	Norm as per NP NSPE 2004 guidelines	Revised norms as per NP NSPE 2006 guidelines
Calories	300	450
Proteins	8-12 grams	12 grams
Micronutrients supplementation	Not prescribed	i) Six monthly dose for de-worming and vitamin-A ii) Weekly Iron and Folic Acid, Zinc iii) Other appropriate supplementation depending on common deficiencies.

As per para 3.3 of the scheme guidelines 2004 it was the responsibility of the respective State Government to ensure that wholesome, cooked mid day meal of satisfactory quality and nutritional value prescribed was served.

The various combinations and quantities of affordable food items within the prescribed amount (upto Rs two per student day), which should provide the desired level of nutritional value was not prescribed. Therefore, it was not possible to assess the nutritional value actually being given to the children.

Nutritional status of children remained unassessed in the absence of prescribed nutritional value of the meal served.

The Government replied that though the desired level of nutritional value has not been prescribed and effort is to provide wholesome meal to the students. The reply did not indicate that any effort had been made to measure the nutritional value.

The State Government, Department of Panchayat and Rural Development issued orders (March 2005) to organize at least one medical check up of children in a year with the help of the health department and the menu should be varied accordingly. The order also prescribed items to be served in daily meal including iron and folic acid tablets, vitamin 'A' with the help of Health Department to the children. As per detailed proceedings of State Steering-cum-Monitoring Committee (SMC) held on December 2004, Secretary, School Education Department intimated to the committee that there was provision for providing vitamin 'A' and iron tablet to the children under the Health Department Scheme. Hence, there was no need for incurring expenditure from MDM scheme. However, DPI, Raipur issued instructions (June 2006) to provide iron tablets daily and de-worming and vitamin tablets six monthly to the children from the funds provided for cooking cost under MDM scheme.

Health check up was not conducted in 11 *per cent* schools and micronutrients were not supplied in 37 *per cent* schools .

Information obtained from 123 sample schools in urban as well as rural areas in all the six test checked districts revealed that in 14[16] schools (11 *per cent*) medical checkup was not conducted during the last two years While it was stated that health check was done in other schools, no records of these checkups were produced to audit and the health status of the children could not be ascertained. It was seen that in 46[17] schools (37 *per cent*) micronutrients were not supplied to the children. Besides, wherever supplied, it was not on a regular basis.

[16] *Health Check Up:- Raipur-4, Jagdalpur-3, Janjgir-1, Korba-1, Dhamtari-1 and Kawardha-4*

[17] *Micronutrients:- Raipur-11, Jagdalpur-11, Janjgir-7, Korba-6. Dhamtari-3 and Kawardha-8*

The Government claimed in reply that health check up, de-worming and distribution of Vitamin-A, iron & folic acid were done on regular basis as per norms. This was not supported by the records available in the test checked schools and was not verified.

3.2.11 Conclusion

Implementation of mid day meal scheme in the state suffered from various deficiencies. There were savings against budget provision, diversion of funds and the department was not able to utilise the Central Assistance under Management, Monitoring and Evaluation. The nodal department could not furnish the amount of rice utilised under the scheme during last five years and there was discrepancy in the figures of lifting of rice between NAN and the nodal department. AAR claimed by the department appeared to be inflated. There was discrepancy in enrolment figures. There was no mechanism to identify disadvantaged children. The quality of rice supplied could not be ensured in the absence of regular inspections and non-availability of samples of rice in schools. The schools had inadequate infrastructure.

3.2.12 Recommendations

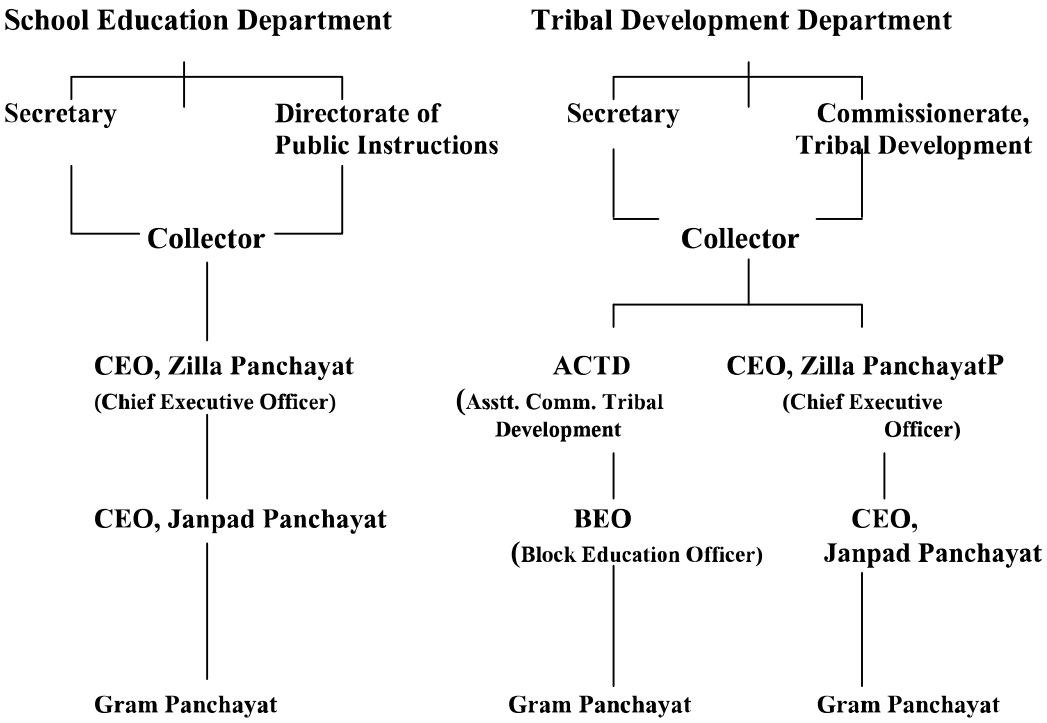
- Funds provided for cooking cost should invariably be utilised for cooking purposes only and should not be diverted for other purposes.
- The nodal department should ensure that figures of enrolment and attendance flow from the GP levels and it should be compiled at the Directorate level so that allocation of foodgrains is done in a realistic way.
- In order to obviate the risk of pilferage of rice the nodal department may collect actual figures of utilisation and monitor it against the attendance figures.
- Immediate measures should be taken for ensuring quality, regularity and effective monitoring of the scheme.
- Performance indicators of impact evaluation of the scheme should be fixed and impact should be assessed from time to time.

The findings were discussed with the Government (on 17th September 2007) and the recommendations were accepted. Based on the discussions, the Government prepared a plan (October 2007) for monitoring and database creation and its management.

Appendix-3.6

(Referred to in paragraph 3.2.3)

The organizational structure for implementation of the programme in School Education and Tribal Development Department



Appendix-3.7

(Referred to in paragraph 3.2.6)

List of randomly selected sample schools for performance audit on Mid-day Meal Scheme

Sl. No.	Name of Primary Schools(P.S.)/ Centres	Sl. No.	Name of Primary Schools(P.S.)/ Centres
RAIPUR		**JANJGIR**	
		6.	P. S. (New) Sewai, Dihpara
1.	P. S. Tikra Para 'A', Raipur	7.	P. S.(New) Murpar, Nawagarh
2.	P. S. Chhotegobra, Mainpur	8.	P. S. Gausala-Naila, Nawagarh
3.	P. S. Darri Para, Gariaband	9.	P. S. (New) Khaira, Nawagarh
4.	P. S. Deoribahra, Gariaband	10.	P. S. (New) Guthia, Nawagarh
5.	P. S. Dabnai, Deobhog	11.	P. S. Charpara, Malkharoda
6.	P. S. Amapara 'B', Raipur	12.	P. S.Saraipali, Dabhra
7.	P. S. Jagannath Nagar, Raipur	13.	P. S(New) Sabriadera,Ghoghra
8.	P. S. Mohrenga, Tilda	14.	P. S. Sadar, Janjgir
9.	P. S. Rangora, Kasdol	15.	P. S.Kalmi, Malkharoda
10.	P. S. Jamnadih, Bilaigarh	16.	P. S. Arjuni, Akaltara
11.	P. S. Girls Aminpara, Raipur	17.	P. S. Godpara , Kotmisonar, Akaltara
12.	P. S. Abadipara, Parsoda, Abhanpur	18.	P. S. Mission, Janjgir
13.	P. S. Pausari, Balauda Bazar	19.	P. S.Meubhata, Pamgarh
14.	P. S. Purena, Baloda Bazar	20.	P. S. Sondih, Akaltara
15.	P. S.Uddyog Nagari, Raipur	**KORBA**	
16.	P. S. Jalbihar Colony, Raipur	1.	P. S. Dheedasarai, Korba
17.	P. S. Amagaon, Gariaband	2.	P. S. Bharbhatha (Nondarha), Kartala
18.	P. S. Bamhni, Chhura	3.	P. S. Tikripara (Dhodhotarai), Kartala
19.	P. S. Ghattod, Gariaband	4.	P. S. Rishdi, Korba
20.	P. S.Telibanda, Raipur	5.	P. S. Amliduggu, Korba
JAGDALPUR		6.	P. S. Kudurmal, Korba
1.	P. S. Jamgaon Bastanar	7.	P. S. Kachora, Kartala
2.	P. S. Gudrapara, Keshkal	8.	P. S. Dwaripara, Chhuia, Kartala
3.	P. S. Nayapara, Keshkal	9.	P. S. Thitoli-Chicholi, Kartala
4.	P. S. Mangru Kachoda, Halba Kachora, Jagdalpur	10.	P. S. Sitamarhi, Korba
5.	P. S. Indira Gandhi, Jagdalpur	11.	P. S. Basti, Katghora
6.	P. S. Kokralpara, Keshkal	12.	P. S. Basin, Podiuprora
7.	P. S. Charkai, Farasgaon	13.	P. S. Uchlenga, Podiuprora
8.	P. S. Surangiyapara, Jagdalpur	14.	P. S. Dewgaon, Katghora
9.	P. S. Banachpai, Farasgaon	15.	P. S. Pumphouse, Korba
10.	P. S. Gattipalna, Farasgaon	16.	P. S. (New) Shantinagar, Pali
11.	P. S. Chichadi, Palana, Baderajpur	17.	P. S. Chhorabhata, Pali
12.	P. S. Jiragaon, Kumhali, Jagdalpur	18.	P. S. Pandripani, Pali
13.	P. S. Gufapal, Kukanar, Darbha	19.	P. S. Dhodhipara, Pali
14.	P.S. New Pujari Para, Sadra, Lohandiguda	20.	P. S. Lalghat, Korba
15.	P. S. Bahadurguda, Jagdalpur	**DHAMTARI**	
16.	P. S. Bondkapadar, Salana, Makdi	1.	P. S. (Girls) Magarload
17.	P. S. Tekapal, Kondagaon	2.	P. S. Bhainsmundi, Magarload
18.	P. S. Sarpanch Para, Kondagaon	3.	P. S. (Boys) Magarload,
19.	P. S. Kongera, Kondagaon	4.	New P. S. Mathuranagar, Magarload
20.	P. S. Dongriguda, Kurandi, Jagdalpur	5.	P.S. (Girls) Amdih, Dhamtari block
JANJGIR		6.	New P.S. Bastipara, Dhamtari block
1.	P. S. Darri, Bamhnidih	7.	New P.S. Sitlapara, Dhamtari block
2.	P. S. Siladehi, Bamhnidih	8.	New P. S. Bharripara, Dhamtari block
3.	P. S. Baidhguduru, Jaijaipur	9.	Unnayan P. S. Amdih, Dhamtari block
4.	P. S. Bhantapara, Jaijaipur	10.	P. S. (Boys) Amdih, Dhamtari block
5.	P. S.Basti-12, Janjgir	11.	P. S. (Boys), Megha, Magarload

Sl. No.	Name of Primary Schools(P.S.)/ Centres	Sl. No.	Name of Primary Schools(P.S.)/ Centres
	DHAMTARI		**KAWARDHA**
12.	P. S. (Girls), Megha, Magarload	5.	P.S. Bhimpuri, Kawardha block
13.	P. S. Senhabhata, Magarload block	6.	P. S. Devpura, Pandaria block
14.	New P. S. Potiadih (Nawapara), Dhamtari block	7.	P. S. Motimpur, Pandaria block
15.	P. S. Abadipara, Dhamtari block	8.	P. S. Sirmadabri, Pandaria block
16.	P. S. Potiadih, Dhamtari block	9.	P.S. Banzhimauha, Pandaria block
17.	Unnayan P. S. Soram, Dhamtari block	10.	P. S. Mainpura, Panadria block
18.	New P. S. Gouthan Para, Dhamtari block	11.	P. S. Pendrikhurd, Kawardha block
19.	P. S. Soram, Dhamtari block	12.	P. S. Rauha, Pandaria block
20.	P. S. Beltara, Dhamtari block	13.	P. S. Bijai, Kawardha block
21.	New P. S. Ramsagar Para, Dhamtari block	14.	P. S. Joratal, Kawardha block
22.	New P. S. Saifan Para, Dhamtari block	15.	P.S. Magarada, Kawardha block
23.	P. S. Mujgahan, Dhamtari block	16.	P. S. Dullapur, Kawardha block
	KAWARDHA	17.	P. S. Talpur , Kawardha block
1.	P. S. Jevarankhurd, Kawardha block	18.	P. S. Kubakhurd, Pandaria block
2.	P. S. Charbhatakhurd, Kawardha block	19.	P. S. Charbhata, Kawardha block
3.	P. S. Amlidih, Kawardha block	20.	P. S. Mohtarakhurd, Pandaria block
4.	P. S. Dashranpur, Pandaria block		



Primary education in the NCT of Delhi is imparted through 2,424 primary schools run by the Government of Delhi, the Municipal Corporation of Delhi (MCD) and the New Delhi Municipal Council (NDMC). On 15 August 1995, the Union Ministry of Human Resources Development launched the National Programme of Nutritional Support to Primary Education (commonly known as the Mid Day Meal Scheme) as a centrally sponsored scheme for children of primary stage (classes I to V) in government, local body and government-aided schools. A performance audit of the implementation of the scheme in Delhi covering the period from 2001-02 to 2005-06 revealed *inter alia* the following**:**

Highlights

The implementation of the scheme lacked the necessary co-ordination and overall perspective that contributed to delays in assessing requirements of foodgrains, differences in quantities of cooked meals provided to children and lack of uniformity in implementing the scheme by the NCT Government, MCD and NDMC.

(Paragraph 3.6.1.2)

Nearly 74,000 children enrolled in Education Guarantee Scheme/Alternative and Innovative Education centres were yet to be benefited by the scheme in Delhi. However, the requirement of foodgrains projected by the nodal department included foodgrains required for these children.

(Paragraph 3.6.1.3)

While MCD was largely able to utilize the funds allocated for the scheme, there were huge savings ranging from 15 to 99 *per cent* in respect of the Directorate of Education and NDMC that was indicative of either inadequate assessment of requirements or poor implementation.

(Paragraph 3.7.1)

Plan funds of Rs. 2.90 crore were diverted for establishment expenditure/administrative charges (non-Plan) in blatant disregard of the terms of the sanction, the General Financial Rules and the specific recommendations of the Public Accounts Committee against any diversion of scheme funds.

(Paragraph 3.7.2)

There was shortfall of 50 *per cent* in lifting of foodgrains during the period 2001-06 which was again indicative of poor planning and monitoring of the scheme. No inspection was carried out to ensure the quality of foodgrains supplied by the Food Corporation of India.

(Paragraphs 3. 8.1 & 3.8.2)

The nodal department failed to take necessary steps to ensure the quality of the meals supplied to the schools by the NGOs/contractors engaged for the purpose in terms of calorie and protein content. None of the 40 NGOs/caterers had a license from the Health department as required under the mandatory provisions of the Delhi Municipal Corporation Act.

(Paragraphs 3.9.3 & 3.9.5)

Forty four *per cent* of the schools test checked in audit did not ensure supply of the requisite quantity of the meals from the suppliers. Test check in audit revealed short supply in a significant number of schools. There thus remained every possibility of over-payment to the contractors and denial of the prescribed quantity to the children.

(Paragraph 3.9.4)

The meals were not being brought in sealed containers that left open the possibility of contamination, adulteration or pilferage during transportation of the meals. The kitchens of the suppliers were not inspected to check their adherence to hygiene and health standards.

(Paragraphs 3.9.6 & 3.9.7)

There was no significant or discernible improvement in either nutritional levels or of the levels of enrolment, attendance and retention levels in the schools covered under the scheme.

(Paragraphs 3.10, 3.12.1 & 3.12.2)

Monitoring mechanisms envisaged in the scheme guidelines were yet to be established. The nodal department had also not carried out any impact assessment to ascertain the reasons for non-achievement of the primary objectives of the scheme and to identify remedial measures that could be adopted to improve implementation.

(Paragraphs 3.11.1 & 3.13)

Summary of recommendations

- *The Directorate of Education should conduct an annual review of the implementation of the scheme and include the children enrolled in the EGS/AIE centres as envisaged in the scheme guidelines. It should also ensure the co-ordinated and uniform implementation of the scheme by all the three agencies involved.*

- *The Government should take vigorous steps to ensure that the suppliers engaged by the implementing agencies conform to the stipulated standards of hygiene, health and calorie and protein content through licensing under the Delhi Municipal Corporation Act and strict adherence to the scheme guidelines. Action should be initiated against those suppliers who fail to conform to these standards.*

- *Steps should be initiated to ensure supply of meals on all school days in a academic year as envisaged in the scheme guidelines.*

- *There should be regular inspection of the kitchens of the suppliers and testing of the food before they are served to the children. Severe penalties should be imposed in case any food is found to endanger health and well being of the children.*

- *There is an imperative need to establish/strengthen monitoring and inspections mechanism at all levels as envisaged in scheme guidelines and as suggested by the PAC as early as in September 2001.*

- *The nodal department should undertake an impact assessment to review the implementation of the scheme and identify causes for lack of improvement in enrolment, attendance and retention levels so as to enable corrective action where necessary to achieve the objectives of the scheme.*

3.1 Introduction

Primary education is imparted in the NCT of Delhi through 2,424 primary schools run by the Government of Delhi, the Municipal Corporation of Delhi (MCD) and the New Delhi Municipal Council (NDMC). A mid day meal programme was initially being implemented in all the schools run by the NDMC from 1971-72 and in those of the MCD from around 1984-85. On 15 August 1995, the Union Ministry of Human Resources Development launched the National Programme of Nutritional Support to Primary Education (commonly known as the Mid Day Meal Scheme) as a centrally sponsored scheme for children of primary stage (class I to V) in government, local body and government-aided schools. In October 2002, it was extended to cover children studying in Education Guarantee Scheme (EGS) and Alternative & Innovative Education (AIE) centres also. The objective of the scheme was to boost universalisation of primary education by increasing enrolment, retention and attendance and simultaneously impacting on nutrition of students in primary classes.

Under the scheme, central assistance was provided to States by way of free supply of foodgrains and subsidy for transport of the foodgrains. The scheme was implemented through local bodies like panchayats and nagar palikas who were to organize the provision of cooked/pre-cooked food by the schools having a calorific value equivalent to 100 gms of wheat/rice per student per day. Institutional arrangements for providing such cooked/pre-cooked meals were to be developed by the local bodies within two years from the date of commencement of the programme. In the interim period, foodgrains at the rate of 3 kgs per student per month was to be distributed to all the children subject to a minimum attendance of 80 *per cent*.

In November 2001, the Supreme Court directed all governments to provide every child in every government and government assisted primary schools with a prepared mid day meal with a minimum content of 300 calories and 8-12 gms of protein each day of school for a minimum of 200 days. Consequently in December 2004, the Union Ministry issued revised guidelines providing for cooked meals with minimum of 300 calories and 8-12 gram of protein content to all children. The objectives of the revised scheme are:

(i) to boost universalisation of primary education by improving enrolment, attendance, retention, and learning levels of children, especially those belonging to disadvantaged sections;

(ii) to improve nutritional status of students of primary stage; and

(iii) to provide nutritional support to students of primary stage in drought-affected areas and during summer vacations.

The overall responsibility for implementation of the programme in the NCT of Delhi vests in the Department of Education, Government of Delhi, headed by the Secretary (Education). The Directorate of Education of the Government of Delhi is implementing the scheme in the government schools while the Directors of Education in MCD and NDMC are responsible for implementation of the scheme in the schools under the municipal bodies.

3.2 Scope of audit

The performance audit was conducted between June-September 2006 and covered the implementation of the Mid Day Meal Scheme in Delhi during the period from 2001-02 to 2005-06 by the Directorate of Education, Government of Delhi, and by the Municipal Corporation of Delhi and New Delhi Municipal Council. Of the total expenditure of Rs. 116.28 crore on the scheme during last five years period (2001-06), test check of expenditure of Rs.14.52 crore was conducted during the review.

3.3 Audit objectives

The main objectives of the performance audit were:

- to assess whether the scheme was being implemented in a planned manner so as to cover all the eligible primary level school children;
- to assess whether the funds allocated were being fully utilized in an economic and efficient manner in consonance with the objectives of the scheme;
- to assess whether the procurement and utilization of foodgrains was being done in an efficient manner;
- to assess whether all eligible children studying in primary schools were covered in an effective manner in terms of the quantities and calorific and nutritional levels prescribed in the scheme guidelines;
- to assess whether the implementation of the scheme was being effectively monitored;

- to assess the impact of the scheme in terms of improved attendance and retention levels; and
- to assess whether the previous recommendations of the Public Accounts Committee (PAC) on the scheme were fully implemented.

3.4 Audit criteria

The audit criteria adopted were the detailed guidelines of the scheme which specified the norms/benchmarks in terms of:

- the institutional structures and mechanisms that were to be established for implementation and monitoring of the scheme;
- the implementation of the scheme in terms of number of students covered and short fall in coverage;
- the quality of foodgrains to be supplied for preparation of the meals in terms of their calorific and protein content and quantities;
- the time for which the meals were to be provided;
- the expected improvement in enrolment, attendance and retention levels; and
- the expected improvement in nutritional levels.

3.5 Audit methodology

The audit methodology included:

- scrutiny of the records relating to implementation of the scheme in the Directorate of Education of the Government of Delhi and in the offices of the Directors of Education in MCD and NDMC along with those in the zonal offices and selected schools;
- verification of the provision and quality of the meals provided in 400 out of the total of 2,424 schools selected through statistical random sampling ensuring due geographical coverage (270 MCD schools, 100 government schools and 30 NDMC schools). The inspections were carried out by audit teams in 195 schools and by the departmental authorities in the remaining 205 schools based on a questionnaire framed by audit to ensure uniformity in approach; and
- communication of the audit findings to the departmental authorities for confirmation of facts as well as comments which are taken into account while framing the audit comments.

3.6 Audit findings

The total expenditure incurred by the Government of NCT of Delhi on the scheme during last five years (2001-06) was as follows:

Table 3.1: Expenditure incurred under the scheme

(Rs. in crore)

Year	Total Expenditure incurred under the scheme
2001-02	17.60
2002-03	19.56
2003-04	19.88
2004-05	27.70
2005-06	31.54
Total	**116.28**

The audit findings on the planning and implementation of the scheme are contained in the succeeding paragraphs.

3.6.1 Inadequate planning

The revised scheme guidelines of 2004 envisage that every State/UT government should designate a nodal department that can most efficiently carry out the nodal responsibility for effective implementation of the programme all over the State/UT. The nodal department is responsible for ensuring the financial inputs, infrastructure and logistic/administrative arrangements necessary for effective implementation of the scheme. It was also to furnish requests to the Union Ministry by 15 January every year for allocation of free foodgrains based on enrolment data of eligible primary school and EGS/AIE centres as on 30 September and the anticipated enrolment in the next financial year. Audit appraisal of the steps taken by the nodal department to effectively introduce and implement the scheme revealed as follows:

3.6.1.1 Delay in appointing of nodal department

There was a delay of six months in designation of a nodal department by the Government. While the revised guidelines were issued in December 2004, the Directorate of Education, NCT of Delhi, was designated as the nodal department only in July 2005.

3.6.1.2 Lack of coordinated planning

The nodal department did not prepare any overall plan to ensure availability of the requisite financial, logistical and administrative inputs so as to cover all the eligible children in a time-bound manner. The nodal department stated in July

2006 that the three implementing agencies were independently planning and implementing the scheme in Delhi. The reply of the nodal department indicated its failure to adhere to programme guidelines for effective coordination and implementation of the scheme. The implementation of the scheme independently by the three agencies without proper coordination led to lack of uniformity in its implementation in the following respects:

(i) The quantity of cooked meals prescribed was different in the three implementing agencies viz. 180 gms in MCD schools, 180-200 gms in NDMC schools and 180-190 gms in Government of Delhi schools;

(ii) Testing of cooked meals to determine the minimum prescribed content of 300 calories and 8-12 gms of protein was being carried out by MCD but not by NDMC and Government of Delhi; and

(iii) Inspection of the kitchen of the non-Governmental organizations (NGOs)/suppliers was carried out by MCD whereas no such arrangements were made by NDMC and the Government of Delhi.

3.6.1.3 Deficient planning for coverage of EGS/AIE centres

There was no plan to cover 73,590 children enrolled in EGS/AIE centres under the scheme.

Though the scheme was extended in October 2002 to cover children studying in EGS/AIE centres, the nodal department did not prepare any effective plan to cover these children under the mid day meal scheme. This led to 73,590 children studying in the 3,345 EGS/AIE centres in Delhi being continuously deprived of the benefits of the scheme as of October 2006. Audit examination revealed that the requirement for foodgrains projected by the nodal department for the year 2005-06 included foodgrains required for children in EGS/AIE centres though the department had no plan to provide meals to these children. Based on these projections, the Ministry allocated 734.85 MTs of foodgrains for EGS/AIE centres in Delhi, which was ultimately not lifted.

3.6.1.4 *Delay in projection of foodgrain requirements*

There was delay of five months on the part of the nodal department in sending the requests for allotment of foodgrains for the year 2005-06. It was sent in June 2005 as against the stipulated date of 15 January 2005. Such delay in even projecting requirement for allocation of foodgrains was indicative of the lackadaisical approach of the nodal department in implementation of the scheme and is fraught with the possibility of short/non-supply thereby adversely affecting distribution of meals to needy children.

3.6.1.5 Delay in finalization and submission of action plan for MME

The scheme provides for grant of central assistance for Management, Monitoring and Evaluation (MME) at the rate of not less than 0.9 *per cent* of the total assistance on supply of free food grains, actual cost on transportation of food grain and cooking cost for the year 2004-05 and at the rate of not less than 1.8 *per cent* of such total assistance from 2005-06. In October 2005, Government of India requested the State/UT governments to send action plans for MME for the year 2005-06 latest by 31 October 2005 for release of central assistance. The assistance was to be used for (a) school level expenses (b) management, supervision, training and internal monitoring and (c) external monitoring and evaluation. Government of Delhi had yet to send the action plan to avail of central assistance for MME as of August 2006. However, the Government of India released Rs.43.34 lakh in March 2006 as central assistance for MME that remained unutilized as of August 2006.

Confirming the facts, the Government stated (October 2006) that an overall plan has now been prepared to ensure the financial, logistical and administrative inputs necessary to cover all the eligible children though the children of EGS centres were yet to be benefited by the scheme.

Recommendation

The Directorate of Education should conduct an annual review and include the children enrolled in the EGS/AIE centres as envisaged in the scheme guidelines. It should also ensure the co-ordinated and uniform implementation of the scheme by all the three agencies involved.

3.7 Financial management

3.7.1 *Funds allocated and utilized*

Funds for the implementation of the scheme are released by the Government of Delhi to its Directorate of Education. The Directorate in turn releases funds to the municipal bodies for implementation of the scheme in the schools under their jurisdiction. The year-wise position of funds released by the Government of Delhi to the implementing agencies and its utilisation during the years from 2001-02 to 2005-06 was as follows:

Table 3.2: Allocation and utilization of funds

(Rupees in lakh)

Name of the Agency	Year	Budget Estimate	Revised Estimates	Funds released	Actual expenditure	Savings with reference to funds released	Percentage of savings to releases
Directorate of Education	2001-02	400.00	Nil	Nil	-	-	-
	2002-03	400.00	50.00	50.00	0.15	49.85	99.7
	2003-04	570.00	80.00	80.00	43.63	36.37	45.46
	2004-05	600.00	331.60	331.60	234.96	96.64	29.14
	2005-06	740.00	500.00	500.00	408.79	91.21	18.24
Municipal Corporation of Delhi	2001-02	2000.00	1800.00	1800.00	1729.92	70.08	3.89
	2002-03	2000.00	2000.00	2000.00	1934.36	65.64	3.28
	2003-04	2200.00	2000.00	2000.00	1921.67	78.33	3.92
	2004-05	2500.00	2500.00	2500.00	2492.78	7.22	0.30
	2005-06	2700.00	2700.00	2700.00	2697.52	2.48	0.09
New Delhi Municipal Council	2001-02	30.00	30.00	30.00	30.00	-	-
	2002-03	30.00	60.00	25.00	21.19	3.81	15.24
	2003-04	30.00	30.00	30.00	22.35	7.65	25.50
	2004-05	100.00	80.00	75.00	41.94	33.06	44.08
	2005-06	100.00	100.00	75.00	47.91	27.09	36.12
Total		**144,00.00**	**122,61.60**	**121,96.60**	**116,27.17**	**5,69.43**	

Against the overall budget allocation of Rs. 144 crore to the scheme during last five years, the overall saving was 19.26 *per cent* with reference to budget allocation and 4.67 *per cent* against funds released.

Funds ranging 15-99 per cent remained unutilised.

While MCD was generally able to utilize most of the allocated funds, there were savings ranging from 18 to 99 *per cent* in the Directorate of Education and from 15 to 44 *per cent* in NDMC during the period 2002-03 to 2005-06. The savings in the Directorate of Education as well as NDMC were attributable to non-implementation of the scheme during 2002-03, starting of the scheme as a pilot project covering only a very limited number of schools during 2003-04 (85 out of 343 schools of Government of Delhi and 69 out of 91 schools of NDMC), supply of meals for less than 200 days during 2004-05 and 2005-06 and low average attendance of students during 2005-06. Such huge

savings reflected inadequate assessment of requirements and poor implementation of the scheme. The mid term review of progress of expenditure which is normally done at the time of framing of the revised estimates was also not seriously carried out as funds which would remain unutilized could have been assessed even at that stage and surrendered for better utilisation for other purposes.

The Government stated (October 2006) that the scheme was initially implemented as a pilot project during the year 2003-04 and that the target of supply of meals on 200 days could not be achieved as meals were being supplied only till February of the academic year due to the Class X and XII Board examinations of the Central Board of Secondary Education that are held in the school buildings in March. It added that efforts were being made to utilize the maximum funds allocated for the schools and the scheme was now being fully implemented in all NDMC schools since September 2005. The fact remains that savings of over 18 *per cent* and 36 *per cent* in the Directorate of Education and NDMC even during 2005-06 was indicative of the need for better budgetary planning and utilization of allocated funds.

3.7.2 Diversion of funds

Rs. 2.90 crore irregularly diverted to meet establishment expenses.

The General Financial Rules prohibit the re-appropriation of funds provided under Plan heads to Non-Plan heads without the previous concurrence of the Finance department. The sanctions issued by the State Government while releasing funds for the scheme specifically stipulate that the funds shall not be re-appropriated for any other purpose. The PAC had also specifically recommended in September 2001 that funds of the mid-day meal scheme should not be diverted for any other purpose and action should be taken against the erring officers.

In gross disregard of the financial rules, the terms of the sanction as well as the recommendations of the PAC, MCD transferred Rs.2.90 crore from Plan funds of Rs.25 crore allocated by the Government of Delhi for implementation of the scheme during 2004-05 for establishment expenditure/administrative charges (Non-Plan). No approval of the Finance department was obtained for such diversion nor was it depicted in the utilization certificate subsequently submitted by MCD to the nodal department.

The Government stated (October 2006) that matter was being examined.

Budget allocation for 2005-06 reduced by Rs.11.02 crore due to adjustment of central assistance of Rs.14.42 crore in contravention of scheme guidelines.

3.7.3 Inadequate funding by the NCT Government

The Central Government provides assistance for meeting the cooking cost at the rate of Rupee one per child per day with effect from 1 September 2004. The scheme guidelines however stipulated that it would be mandatory for State governments not to reduce their budgetary allocations for the scheme below the level of their budget provision for 2004-05 nor divert the money saved for any

other purpose. All State/UTs governments were advised in December 2004 to send their requests for Central assistance to meet the cooking cost for the period from September 2004 to April 2005. The Government of Delhi sent their proposal for release of Rs.14.42 crore in February 2005 and for Rs.12.13 crore in March 2006 for the period from September 2004 to April 2005 and May 2005 to December 2005 respectively. Government of India released Rs.8 crore as additional Central assistance in March 2005, Rs.6.42 crore in July 2005 and Rs.12.13 crore in March 2006 towards cooking cost. Government of Delhi thereafter adjusted Rs.14.42 crore in its revised estimates for the year 2005-06. It also decided in April 2006 to utilise the remaining Rs.12.13 crore for purchase of milk or curd to be supplied to children in the primary schools and sought approval of the Central Government for this purpose in August 2006 that was awaited as of October 2006.

Utilization of Rs.12.13 crore was unnecessarily delayed.

It was observed in audit that adjustment of the Central assistance of Rs.14.42 crore by NCT Government in the Revised Estimates for the year 2005-06 was not in conformity with the scheme guidelines as it resulted in reduction of its budgetary allocation for the year 2005-06 from Rs. 35.40 crore to Rs. 20.98 crore, i.e. less than its budgetary allocation of Rs.32 crore for 2004-05 by Rs. 11.02 crore. Further, seeking permission from Government of India to utilize the amount of Rs. 12.13 crore for purchase of milk or curd for the children was unnecessary as the scheme guidelines clearly permit utilization of any money saved from such Central assistance for improving the quality of the mid day meal. Seeking of such permission delayed utilization of the funds of Rs.12.13 crore.

Government added that the Finance department had suggested obtaining of approval of the Government of India for utilization of the funds for supply of curd/milk that was awaited.

3.7.4 *Excess claim of central assistance towards cooking cost*

Central assistance for meeting cooking cost is provided at the rate of rupee one per child per school day w.e.f. 1 September 2004. The number of child days is worked out on the basis of number of enrolled students and the number of working days. If the average attendance rate is over 80 *per cent*, full details for the basis for such an estimate is to be furnished along with the claim.

Audit scrutiny of the claim of Rs.26.55 crore submitted by the Directorate of Education for central assistance to meet the cooking costs (referred to in para 3.7.3 above) revealed that the average attendance rate adopted by the nodal department was above 80 *per cent*. However, no detailed working for arriving at such a figure was attached with the claim. Taking into account the meals actually served in NDMC schools and the average attendance separately intimated by

MCD to audit, it was noticed that the average attendance attributed to MCD and NDMC schools for claiming the cooking cost was inflated as follows:

Table 3.3: Excess claim of cooking cost on average attendance

Sl. No.	Agency	Period of claim	Number of child days (figures in crore)	Percentage of average attendance claimed for cooking cost	Amount claimed (Rs. in crore)	Percentage of average attendance as intimated to or worked out in audit for the same period	Amount to be claimed for cooking cost (Rs. in crore)	Excess amount claimed (Rs. in crore)
1	**MCD**	1-9-2004 to 30-4-2005	15.71	82	12.88	70.76	11.12	1.76
2	**MCD**	1-5-2005 to 31-12-2005	12.08	85	10.27	72.36	8.74	1.53
3	**NDMC**	1-5-2005 to 31-12-2005	0.24	80	0.19	68.00	0.16	0.03
				Total	**23.34**		**20.02**	**3.32**

The excess amount claimed by the Government of Delhi worked out to Rs. 3.32 crore (MCD Rs. 3.29 crore and NDMC Rs. 0.03 crore).

The Government stated (October 2006) that the excess claim will be adjusted from the future claims of central assistance.

Recommendation

Given the significant savings in the Directorate of Education and NDMC, the nodal department should review the requirement of funds being projected by the implementing agencies and ensure optimum utilization of funds released. Responsibility should also be fixed for diversion of scheme funds to non-plan expenditure in violation of the financial rules and despite the recommendations against any diversion made by the PAC.

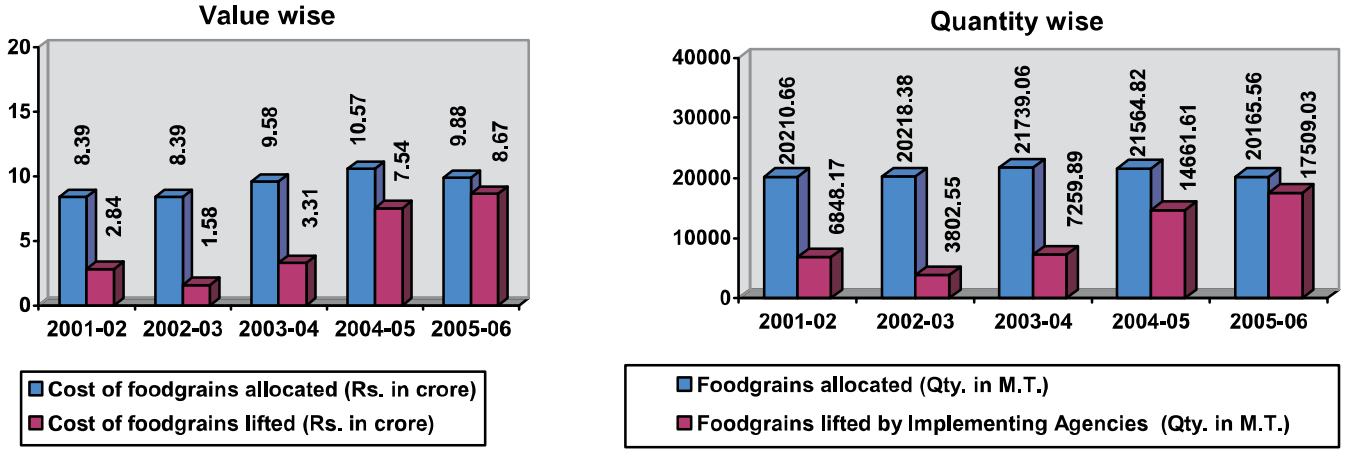
3.8 Procurement and utilisation of foodgrains

Transportation of foodgrains from the nearest depot of the Food Corporation of India (FCI) to each primary school is a major logistical responsibility of the nodal department. Towards this end, all State/UT governments are expected to ensure accurate projection of requirements, timely lifting of foodgrains allocated, monitoring of their distribution and steps to ensure the prescribed quality.

3.8.1 *Short lifting of foodgrains*

The quantity and value of foodgrains allocated by the Government of India and lifted by the implementing agencies during the years 2001-02 to 2005-06 as reported by Government of India, Ministry of Human Resource Development, Department of School Education & Literacy was as under:

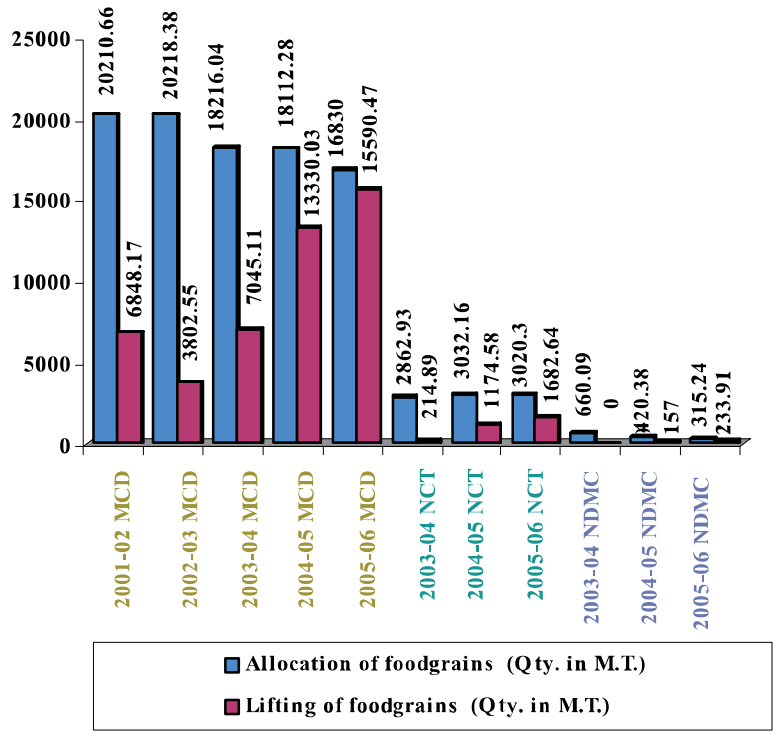
Value and Quantity of foodgrains allocated and lifted



Against the allocation of 1.04 lakh MT of foodgrains made by the Government of India under the scheme, the three implementing agencies lifted only 0.50 lakh MT of foodgrains during the last five years (2001-06). Hence more than 50 *per cent* of the allocated quantity of the foodgrains remained unlifted. Year-wise shortfall in lifting of foodgrains ranged between 13.17 *per cent* to 81.19 *per cent* during this period. Such huge shortfalls in lifting of foodgrains were indicative of poor planning and monitoring of the scheme and non-achievement of objectives.

The agency-wise allocation and lifting of foodgrains was as under:

Agency wise analysis of allocation and lifting of foodgrains



The Directorate of Education did not lift foodgrains ranging from 44.28 *per cent* to 92.49 *per cent* during the period from 2003-04 to 2005-06 while MCD did not lift foodgrains ranging from 7.36 *per cent* to 81.19 *per cent* during the years 2001-02 to 2005-06. NDMC did not lift the foodgrains ranging from 25.80 *per cent* to 100 *per cent* during the years 2003-04 to 2005-06.

The Government stated (October 2006) that the reasons for short lifting were non-coverage of children of EGS centres, non-achievement of target of supply of meals on 200 days due to reservation of schools buildings for CBSE examinations in month of March and supply of processed food such as roasted black gram, kheel chana, roasted groundnuts, etc. to children in MCD schools during years 2001-02 to 2003-04. The Government added that the gap between the lifting and allocation of foodgrains in respect of MCD has decreased from 26.32 *per cent* during 2004-05 to 7.3 *per cent* during 2005-06. The reply is not tenable as shortfalls in lifting of foodgrains continue to be significantly higher in Government and NDMC.

3.8.2 Inspection of foodgrains to ensure quality not carried out

Joint inspection of foodgrains not conducted.

The scheme guidelines stipulate that the implementing agencies will ensure that the foodgrains received from the Food Corporation of India (FCI) are at least of Fair Average Quality (FAQ). For this purpose, joint inspections are to be conducted by a team consisting of representatives of both FCI and the implementing agency. FCI will also keep samples of such foodgrains supplied by it for future verification and analysis.

No joint inspection of foodgrains was ever conducted by the implementing agencies nor was any verification of samples done to ensure FAQ of the foodgrains. Consequently, the possibility of supply of foodgrains below FAQ could not be ruled out.

The Government stated (October 2006) that a committee consisting of the nodal officer of Government of Delhi, officers from MCD, NDMC and nodal officer from FCI is being constituted to check and ensure the stipulated quality of foodgrains (FAQ) being lifted from FCI.

Recommendation

The implementing agencies should realistically assess their requirements of foodgrains and address other problems related to the implementation of the scheme to ensure supply of quality meals at least for a minimum of 200 days to all the children.

3.9 Supply of meals in schools

The guidelines specifically stipulate that all State/UT governments are expected to ensure that the mid day meal scheme is implemented with utmost regard to safety and hygiene in all the schools.

3.9.1 Coverage of school children

Scheme guideline envisages that a mid day meal with minimum 300 calories and 8-12 grams of proteins contains will be provided to all children studying in classes I-V in government, local bodies and government aided schools as well as in the Education Guarantee Scheme (EGS) and Alternative and Innovative

Education (AIE) centres. The year-wise coverage of children during the years 2001-02 to 2005-06 was as under:

Table 3.4: Coverage of children

(Figures in lakh)

Year	Number of children to be covered				Number of children covered				Children not covered			
	GNCT	MCD	NDMC	Total	GNCT	MCD	NDMC	Total	GNCT	MCD	NDMC	Total
2001-02	0.93	9.36	0.21	10.50	Nil#	9.36	0.21	9.57	0.93#	Nil	Nil	0.93
2002-03	1.02	9.32	0.19	10.53	Nil#	9.32	0.19	9.51	1.02#	Nil	Nil	1.02
2003-04	1.78*	9.34	0.21	11.33	0.29	9.34	0.17	9.80	1.49	Nil	0.04	1.53
2004-05	1.80*	9.47	0.20	11.47	1.06	9.47	0.20	10.73	0.74	Nil	Nil	0.74
2005-06	2.23**	9.44	0.19	11.86	1.49	9.44	0.19	11.12	0.74	Nil	Nil	0.74

* *Includes 0.74 lakh children of EGS centres.*

** *Includes 0.74 lakh children of EGS centres and 0.44 lakh children of aided schools.*

\# *Government of NCT implemented the scheme in Delhi from 2003-04 only.*

While all the children in the primary schools had been covered by 2004-05, 73,590 children enrolled in Education Guarantee Scheme (EGS) were yet to be supplied the meals as of October 2006 viz. even after a lapse of about four years since introduction of the scheme. The Government stated (October 2006) that the learning centres of EGS are just bridge courses to bring children into the main streams of formal education under the Sarva Shiksha Abhiyan and hence they were not covered under the mid day meal scheme. The reply is not tenable as the scheme clearly provides for coverage of children studying in EGS centres and the department had also projected requirement of foodgrains during the year 2005-06 taking into account the children enrolled in the EGS centres.

Though the coverage of the scheme was fully achieved (except EGS/AIE centres) by 2004-05, there were serious shortfall in supply of meals to the children in terms of the prescribed minimum number of days.

3.9.2 Meals not supplied for the prescribed minimum number of days

Meals not supplied for all days in academic session.

The Supreme Court had directed vide its orders dated 28 November 2001 that mid-day meals with the minimum contents of 300 calories and 8-12 grams of protein should be supplied on each school day for a minimum of 200 days in a year. The revised guidelines had incorporated this direction though the minimum of 200 days was not mentioned. However, an academic year had on an average 200 school days. Audit appraisal revealed the following:

- While MCD was supplying meals for the minimum number of 200 days, the Directorate of Education did not even have any consolidated record as to the number of days on which mid-day meals were supplied in its schools during a year. Test check in audit of data compiled for the years 2004-05 and 2005-06 from all the 28 zones covering 349 schools and 426 schools respectively revealed that meals were being supplied for only 116 and 150 days meals on an average during the years 2004-05 and 2005-06. Thus, there was no supply of mid-day meal on 42 *per cent* (84 days) and on 25 *per cent* (50 days) of the stipulated 200 days during 2004-05 and 2005-06 respectively.
- Similarly, NDMC provided cooked meals on 112 days, 132 days and 200 days during the years 2003-04, 2004-05 and 2005-06 respectively; viz. a short fall in supply of mid-day meals of 44 *per cent* (88 days) and 34 *per cent* (68 days) during the years 2003-04 and 2004-05 respectively.

Such sporadic supply of meals would undermine achievement of one of the fundamental objectives of the scheme viz. improvement of retention levels. Further, effective check had not been exercised so as to ensure supply of meals on all days by the contractors.

The Government stated (October 2006) that the target of supply of meal on 200 days could not be achieved due to Board examinations of the Central Board of Secondary Education for which the schools building have to be reserved. NDMC stated (October 2006) that directions have been issued to schools/service providers to supply cooked meal on all working days.

3.9.3 Calorie and protein content of meals not tested

The scheme guidelines stipulate provision of cooked meals with a minimum content of 300 calories and 8-12 grams of protein on each school day. Audit appraisal revealed that neither the Directorate of Education nor NDMC had made any arrangement to test the cooked mid-day meal to ensure that the food supplied contained the minimum calorie and protein content. Hence, the required calorie and protein content of the meals being supplied could not be assured. MCD made

arrangements for testing of cooked mid-day meals from April 2005 after a lapse of more than three years.

The Government stated (October 2006) that meals supplied in MCD schools were being tested on random sampling basis and the calorific value was found to meet the prescribed standards while the matter of testing of the meals supplied to the Government and NDMC schools was under consideration.

3.9.4 *Short supply of cooked food in the schools*

The implementing agencies had engaged NGOs/caterers on contract for supply of cooked food of 180 grams in MCD schools, 180-190 grams in schools of Government of Delhi and 180-200 grams in NDMC schools per child per day. Audit appraisal revealed the following:

- Weighing machines were not available in 86 out of 195 schools (44 *per cent*) physically checked by audit. Hence, the schools were receiving meals from the suppliers without any check as to the actual quantities being supplied.
- Weighing by audit of meals supplied in 103 schools revealed that meals were short supplied in 36 schools ranging from 0.240 kilogram to 42.980 kilograms on the day of survey. This worked out to average short supply of 44 grams per child per day.
- Similar inspections carried out by school authorities in a further 205 schools at the behest of audit revealed that meals were short supplied in 15 schools ranging from 3.62 kilograms to 76.68 kilograms which worked out to average short supply of 52 grams per child per day.

The above findings indicate that adequate attention had not been paid to ensure supply of the requisite quantity of meals by the suppliers. Consequently, there remained every possibility of over-payment to the contractors and denial of the prescribed quantity of meals to the children.

Government stated (October 2006) that directions have been issued to all Principals and in-charge mid-day meal to ensure supply of 180 grams of food per child per day. It also proposes to provide weighing machines to all schools. It added that action would be initiated against the service provider for providing short supplies of cooked food including proportionate cuts in payment.

3.9.5 *Meal supplying agencies were not licensed under the Delhi Municipal Corporation Act*

Licenses for kitchens not obtained by suppliers of meals.

Section 421 of the Delhi Municipal Corporation Act 1957 provides that every person who runs or maintains any eating house or any place where food is sold or prepared for sale should obtain a license from the Health department of the Corporation to operate their kitchens. The purpose of such licensing is to ensure maintenance of certain standards of hygiene and health. However, none of the 40 NGOs/caterers engaged by the three agencies possessed the requisite license.

The Government stated (October 2006) that two out of eleven service providers in MCD have obtained licence from Health Department of MCD. Further directions have been issued to the NGOs/service providers providing cooked food in the schools to obtain the licence from the Health Department of MCD within one month.

3.9.6 *Quality of meals not ensured*

The scheme guidelines envisage tasting of food prior to it being served to children in order to ensure its quality. For this purpose, a committee consisting of the headmaster, the teacher-in-charge of the school and representatives of the Parent-Teacher Association, Resident Welfare Association or a senior citizen is to check the food daily before the meals are served to the children. An entry to the effect should also be made in the register maintained for the purpose. Audit appraisal revealed the following:

- No registers were being maintained in 41 out of 400 schools checked in audit viz. 10 *per cent*. In the absence of such records, it could not be ensured whether the food was actually being tasted every day by members of the school committee before distribution to the children.
- Meals were not being brought in sealed containers in 262 out of 400 schools (65 *per cent*) checked in audit. This left open the possibility of contamination, adulteration or pilferage during the transportation of the meals.

- Information obtained by audit from 400 selected schools showed that meals were often returned by the school authorities on the ground that they were unfit for consumption as below:

Table: 3.5 Meals returned

Year	Government of NCT of Delhi		MCD		NDMC	
	Number of schools returned the meals (out of 100 schools test checked)	Number of days on which meals returned ranging from	Number of schools returned the meals (out of 270 schools test checked)	Number of days on which meals returned ranging from	Number of schools returned the meals (out of 30 schools test checked)	Number of days on which meals returned ranging from
2003-04	2	1-2	10	1-15	2	1 day each
2004-05	22	1-5	30	1-8	10	1-17
2005-06	6	1-3	14	1-2	7	1-5
Total	30		54		19	
% schools returning food	10.00		6.66		21.11	

Thus, meals were returned on one to five days by 10 *per cent* of Government schools, on one to 15 days by 6.66 *per cent* of MCD schools and on one to 17 days by 21 *per cent* of NDMC schools. However, no action was initiated against the NGOs/suppliers for supply of sub-standard food despite enabling provisions in the contract.

- Inspection conducted by audit in 195 schools also revealed poor quality of meals supplied in 18 schools (9.23 *per cent*).

Thus, the meals being supplied were not of a uniformly acceptable standard and there was an imperative need to strengthen steps to improve the quality of the meals being supplied and to initiate action against defaulting suppliers.

Government stated (October 2006) that instructions have been given to all Principals and mid-day meal in-charge to maintain records of checking of food by the school level committees and that action would be taken against suppliers who are found not supplying cooked food in sealed containers. Principals had been instructed not to accept poor quality of food supplied and food of uniformly acceptable standard would be ensured through regular inspection of kitchens and schools by the inspection staff, school level committee and other officials of the department. NDMC stated (October 2006) that the service provider was providing the meals in sealed containers. The reply of NDMC is not tenable as nine schools out of 15 schools test checked during joint physical verification reported that meals were not being supplied in sealed containers.

3.9.7 Kitchens of the suppliers not inspected

The scheme guidelines provide that kitchens should always be kept clean and that it should have a raised platform for cooking with adequate light, ventilation and arrangement for drainage/waste disposal. All ingredients used for cooking should be free from adulteration and pest infestation and all persons engaged in handling of the ingredients and cooking should be trained in hygienic habits. In order to ensure that the NGOs/caterers follow the above stipulations, it is imperative that the kitchens are periodically inspected. Audit appraisal revealed the following:

- The Mid-Day Meal Committees of 287 out of 400 schools checked in audit viz. 72 *per cent*, had not visited the kitchens of the suppliers during the years 2004-05 to 2005-06 to ensure adherence to standards of hygiene and quality. In the absence of such supervision, the possibility of use of sub-standard ingredients cannot be ruled out.
- In July 2003, MCD had engaged the Nutrition Foundation of India (NFI) to evaluate the implementation of the scheme in its schools. NFI inspected the kitchens of eight out of the 11 service providers in four rounds. In its report submitted in March 2006, NFI graded only one service provider as good while the others were graded either as fair or poor. The report recommended urgent action in respect of individual areas that had been rated 'poor' and that the food service units should be supervised, monitored and evaluated from time to time coupled with in service training and empowerment of the workers to further improve. MCD had yet to act upon the recommendations of the NFI as of August 2006.
- The Directorate of Education and NDMC had not made any arrangement for similar evaluation of the functioning of the kitchens of the suppliers engaged for supply of meals under its jurisdiction.

The Government stated (October 2006) that all the three implementing agencies had been directed to issue necessary orders to all zonal education officers, school level mid-day meal committees and officers stationed at Headquarters to make regular visits of kitchens. It added that the nodal department has brought in a mechanism to ensure that kitchens are supervised, monitored and evaluated from time to time.

Recommendations

- ➢ *The Government should take vigorous steps to ensure that the suppliers engaged by the implementing agencies conform to the stipulated standards of hygiene, health and calorie and protein content through licensing under the Delhi Municipal Corporation Act and strict adherence to the scheme guidelines. Action should be initiated against those suppliers who fail to conform to these standards.*

- *Steps should be initiated to ensure supply of meals on all school days in an academic year and to children enrolled in EGS/AIE centres as envisaged in the scheme guidelines.*

- *There should be regular inspection of the kitchens of the suppliers and testing of the food before they are served to the children. Severe penalties should be imposed in case of food found to endanger health and well being of the children.*

3.10 No significant improvement in nutritional levels

One of the objectives of the mid-day meal scheme was to improve the nutritional status of students and scheme guidelines provide for undertaking study in regard to nutritional status in respect of various deficiencies especially incidence of low weight and anaemia. Audit appraisal indicated the following:

Test check revealed no improvement in the nutritional status of over 13 *per cent* children covered under the scheme.

- The implementing agencies had not assessed the scheme with a view to ascertaining whether the nutritional status of students had improved. Eighty two (NCT 46, MCD 25 and NDMC 11 schools) out of the 400 school test checked in audit did not even have any information regarding the number of tests conducted and number of students whose nutritional status did not improve during the years 2001-02 to 2005-06. While 311 schools intimated the number of tests conducted, they could not furnish the details of the number of children on whom the tests were conducted and the number of students whose nutritional status did not improve. An analysis of data furnished by seven schools (NCT 1 and MCD 6 schools) revealed that nutritional status of 1,812 out of 13,195 children i.e. 13.73 *per cent* had not improved.

- The scheme envisages that the mid-day meal programme should also be utilized for appropriate interventions relating to micro-nutrient supplementation and de-worming, e.g. administration of six monthly dose for de-worming and Vitamin A supplementation, administration of weekly iron and folic acid supplement and other appropriate supplementation depending on common deficiencies found in the local area. The nodal department stated that no guidelines have been issued regarding interventions relating to micro-nutrient supplementation and de-worming. Thus, one of the objectives of the programme remained unachieved.

The Government stated (October 2006) that suitable mechanisms would be established to measure the nutritional status in respect of various deficiencies especially incidence of low weight and anemia by collecting empirical evidence through outside agencies. It added that the School Health Scheme shall be associated with the mid day meal programme for micro-nutrient supplementation and de-worming.

3.11 Monitoring

3.11.1 Monitoring committees not established

Lack of monitoring.

The scheme guidelines envisage the establishment of Steering-cum-Monitoring Committees (SMCs) to oversee the management and monitoring of the programme. Such committees are to be set up at four levels viz., National, State, District and Block levels. In their respective jurisdiction, SMCs were generally to guide the various implementation agencies, assess the impact of the programme and take remedial measures where necessary and mobilize community support.

There was no SMC constituted to over see the management and monitoring of the scheme nor had any other regular monitoring mechanism put in place till the year 2005-06. However, the state level steering-cum-monitoring committee was constituted in June 2006.

The Government stated (October 2006) that the first meeting of the state level monitoring-cum-steering committee was held in July 2006 and that the monitoring mechanism shall be strengthened.

3.11.2 Inspection by officers

Targets for inspection of mid-day meal not fixed.

The guidelines also stipulate fixation of monthly targets for inspection of meals served in schools in respect of officers of district, block and other suitable levels belonging to departments like Revenue/General Administration, Rural Development, School Education or other related Departments such as Women and Child Development, Health & Family Welfare, Food and Civil Supplies, etc. Further, inspection targets should be so fixed and inspections should be so coordinated that, as far as possible, 25 *per cent* of the primary schools and EGS/AIE centres are inspected in every quarter and all primary schools and EGS/AIE centres are inspected at least once every year. Suitable inspection rosters were to be prepared for every block to ensure the above and their implementation was to be monitored by the SMCs. The PAC in its report of 2001 had also stressed the need to strengthen monitoring mechanisms.

However, no targets of inspections of meals served in schools had been fixed by the nodal department or by any of the implementing agencies. The Directorate of Education stated in June 2006 that inspections of schools were being conducted by teams from the districts and headquarters. However, no records or inspection reports could be produced to audit.

In absence of systematic and regular inspections coupled with follow-up action where required, the nodal department was not in a position to assure itself about the quality and hygiene of meals being supplied by the contractors/NGOs.

The Government stated (October 2006) that inspection targets are being fixed to ensure that as far as possible 25 *per cent* of the primary schools are inspected in every quarter. It added that follow up action would be taken to ensure the quality, quantity and hygiene of meals supplied.

Recommendation

There is an imperative need to establish/strengthen monitoring and inspections mechanisms at all levels as envisaged in scheme guidelines and as suggested by the PAC as early as in September 2001.

3.12 Impact of the scheme

One of the primary objectives of the scheme was to improve enrolment, attendance and retention of children at the primary level to boost the national objective of universalisation of primary education.

3.12.1 Enrolment of students in the school

There was no significant improvement in the enrolment levels of students in the schools in Delhi during the years 2001-02 to 2005-06. The year-wise enrolment of students in the schools is given in the table below:

Table: 3.6: Enrolment of students

(Figures in lakh)

Year	Schools of Government of Delhi	Percentage increase (+) / decrease(-)	MCD schools and aided schools	Percentage increase (+)/ decrease(-)	NDMC schools and aided schools	Percentage increase(+)/ decrease(-)
2001-02	0.93	-	9.36	-	0.21	-
2002-03	1.02	(+) 9.67	9.32	(-) 0.43	0.19	(-) 9.52
2003-04	1.04	(+) 1.96	9.34	(+) 0.21	0.21	(+) 10.52
2004-05	1.06	(+) 1.92	9.47	(+)1.39	0.20	(-) 4.76
2005-06	1.05	(-) 0.94	9.44	(-) 0.32	0.19	(-) 5.00

No significant impact on enrolment levels.

The Government stated (October 2006) that there has been an improvement in enrolment of children in the year 2006-07. The reply is not tenable as there was an overall marginal increase of only 1.71 *per cent* in enrolment during the last five years. Further, the Educational Consultants of India Ltd. (a Government of India Enterprise under the Union Ministry of Human Resources Development) had in a project report submitted in March 2004 estimated the number of out of school children in Delhi to be between six and seven lakh while an appraisal team of the Ministry had assessed (2004-05) the number of out-of-school children to be around 4.15 lakh. Thus, there remained adequate scope for improvement in enrolment levels.

3.12.2 *Dropout and average attendance of students*

The percentage of dropout and average attendance during the years from 2001-02 to 2005-06 were as under:

Table: 3.7: Average attendance and drop out in schools

Year	Directorate of Education		Municipal Corporation of Delhi		New Delhi Municipal Council	
	Average attendance	Percentage of dropout of students	Average attendance	Percentage of dropout of students	Average attendance	Percentage of dropout of students*
2001-02	Not given	1.31	63.31	6.34	NA	7.66
2002-03	Not given	0.64	63.64	5.34	NA	7.61
2003-04	Not given	1.25	60.30	9.02	NA	7.29
2004-05	89.04	1.20	70.76	8.34	NA	9.10
2005-06	88.07	1.11	72.36	8.06	NA	6.13

** Projected on the basis of information furnished by 30 selected schools*

The data of average attendance of the students and percentage of dropouts could not be provided to audit by the Directorate of Education and NDMC.

Scheme failed to arrest increase in drop out rates.

Based on information collected from 28 zones of the Directorate of Education, Audit worked out the average attendance in the schools as 89 *per cent* and 88 *per cent* in the years 2004-05 and 2005-06 respectively. The percentage of dropouts increased form 0.64 *per cent* during 2002-03 to 1.11 *per cent* during 2005-06. The percentage of dropout of students in the schools of the NDMC also worsened from 7.66 *per cent* during 2001-02 to 9.10 *per cent* in 2004-05 though there was some improvement during 2005-06 as worked out on the basis of information obtained by audit from 30 selected schools under the jurisdiction of NDMC.

The total enrolment of students in the schools was 10.68 lakh (GNCT 1.05 lakh, MCD 9.44 lakh and NDMC 0.19 lakh) in 2005-06. While there was a slight reduction in the overall drop out rate in the government and NDMC schools, there was an increase in the drop out rate in MCD schools that accounted for 88 *per cent* of children studying in primary schools in Delhi. Hence, the scheme had yet to have any appreciable or significant impact in terms in improvement of the overall drop out rate.

The Government stated (October 2006) that there has been decrease in drop out rate of students in MCD from 9.2 *per cent* to 8.06 *per cent* in the year 2005-06 in comparison with 2003-04. The reply is not tenable as the dropout rate in MCD increased by 1.72 *per cent* in the year 2005-06 in comparison to 2001-02.

3.13 Impact assessment

There was no mechanism with either the nodal department or the implementing agencies to assess the impact of the scheme to ensure whether there was improvement in enrolment, attendance, retention and learning levels of children.

The Government stated (October 2006) that a mechanism of third party evaluation to assess the impact of the scheme was being proposed.

Recommendation

The nodal department should undertake an impact assessment to review the implementation of the scheme and identify causes for lack of improvement in enrolment, attendance and retention levels so as to enable corrective action, where necessary, to achieve the objectives of the scheme.

3.14 Non-implementation of PAC recommendations

An audit appraisal of the implementation of the mid day meal scheme in the NCT of Delhi featured in the Audit Report of the Comptroller & Auditor General for the year ended March 1998 had highlighted non-achievement of targets, failure of the department to ensure provision of meals to children for the stipulated number of days, non-achievement of the basic objectives of the scheme of providing clean and wholesome food to the children and reduction in the number of drop outs and administrative deficiencies including diversion of funds. The Public Accounts Committee (PAC) in its report placed in the Delhi Legislative Assembly in September 2001 had recommended inter alia that:

- the department should ensure proper monitoring of the scheme with inspections of schools being carried out by senior officers at least once in a month;
- the department should immediately take action to ensure that children are provided hot cooked meals as recommended by the department of Social Welfare;
- experts, dieticians and officers of the Prevention of Food Adulteration branch should also be engaged in periodic inspections of schools as well as of the manufacturing units of the suppliers; and
- action should be taken to stop diversion of funds.

The current performance audit of the implementation of the scheme again revealed poor utilization of funds and continued deficient management of the scheme as well as lack of adequate action on many of the recommendations of the PAC that resulted in non-achievement of the primary objectives of the scheme.

3.15 Conclusion

Government have spent more than Rs.116 crore on the scheme during the last five years but most of the objectives of the scheme remain unachieved due to lack of coordination between the nodal department and the three implementing agencies,

inefficient planning, lack of effective monitoring, non-adherence to quality standards, deficient financial management and poor implementation strategies. While nearly 74,000 children enrolled in EGS centres are yet to be covered under the scheme, students enrolled in Government schools were not getting meals for prescribed minimum number of days. Quality standards in terms of hygiene, calorie and protein contents of meals were not monitored. More than 50 *per cent* of foodgrains allocated by the Government of India under the scheme during last five years (2001-06) were not lifted by the implementing agencies in Delhi. Such huge shortfall in lifting of foodgrains itself is indicative of poor planning and monitoring of the scheme, and non-achievement of objectives.

3.16 Acknowledgement

The draft performance audit was communicated to the administrative department in September 2006. An exit conference was held on 28 September with representatives of the administrative department and the implementing agencies including MCD and NDMC. The views expressed in the meeting as well as those communicated thereafter in October 2006 have been taken into account and reflected in the performance audit report. The Government has stated that the recommendations made by audit have been noted and necessary instructions are being issued to all heads of schools, suppliers of mid day meals and district educational authorities.

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3.4 Providing Mid-Day Meal to Primary School Children

3.4.1 Introduction

A scheme for 'providing Mid-Day Meal to Primary School Children' (MDM) was launched (November 1984) by the Government of Gujarat (GOG). MDM was merged (1995) with the 'National Programme for Nutritional Support to Primary Education' (NPNSPE) introduced by the Government of India (GOI). Under NPNSPE, GOI provides assistance[39] in respect of children of Class I to V in specified categories[40] of primary schools. GOG bears expenditure for other items and for children of Class VI and VII. Hot cooked food at prescribed scale[41] is served to the children in the School.

3.4.2 Organisational set up

Secretary, Education Department was responsible for implementation of MDM and was assisted by Commissioner (MDM), Collectors and Deputy Collectors (MDM) at district-level and Mamlatdars at taluka-level. An organiser, assisted by a cook and helper, runs the MDM Centres at primary schools.

Gujarat State Civil Supplies Corporation (GSCSC) was the nodal agency for supply of food-grains, pulses and edible-oil; supplies were made through Fair Price Shops (FPSs).

Government outsourced (May 2006) implementation of MDM in certain areas of Ahmedabad Municipal Corporation to an NGO and two talukas of Valsad district.

3.4.3 Audit objectives

Objectives of the Performance Audit were to examine whether –

- Funds were made available and utilised for providing MDM
- Ingredients as per norms were utilised in the meals;
- Infrastructure for implementation of MDM existed as per norms; and
- Effective system for monitoring was in place

[39] (i) 100 gm free food-grain *per* child *per* school-day and cooking cost at one rupee (increased to Rs 1.50 from June 2006) *per* child *per* day; (ii) reimbursement of transportation charges, subject to the prescribed limit

[40] Schools run by State Government and Local Bodies (including Government-aided Schools); children studying in Education Guarantee Scheme (EGC) Centres and Alternative and Innovative Education (AIE) Centres

[41] Total 180 gm consisting of wheat (50 gm), rice (50 gm), pulses (20 gm), edible oil (10 gm), vegetable and condiments (50 gm) *per* child *per* school-day throughout the year

3.4.4 Audit coverage

Records of Commissioner (MDM), eight (out of 25) Deputy Collectors (MDM), 29 (out of 225) Mamlatdars and two Municipal Corporations[42] covering the period 2002-07 were test checked during November 2006 to June 2007.

Audit findings

3.4.5 Financial management

3.4.5.1 Funding

In addition to free supply of food-grains, GOI reimburses transportation cost of food-grains. Planning Commission directed (December 2003) that a minimum 15 *per cent* 'additional Central assistance' (ACA) under Pradhan Mantri Gramodaya Yojana (PMGY) from 2004-05 be earmarked for meeting cooking costs. Under revised NPNSPE-2004, GOI provided additional assistance to the State Governments.

3.4.5.2 Budget Estimates and expenditure

Budget Estimates (BEs), grants released and expenditure incurred during 2002-07 were as under –

(Rupees in crore)

Year	Budget Estimates	Funds made available			Expenditure	Excess (+)[43] Savings (-)
		GOI	State	Total		
2002-03	88.82	0.00	88.74	88.74	87.75	(-) 1.07
2003-04	153.00	0.00	152.90	152.90	152.82	(-) 0.18
2004-05	179.26	48.04	131.37	179.41	179.41	(+) 0.15
2005-06	191.37	72.89	146.87	219.76	206.18	(+) 14.81
2006-07	266.98	138.70	147.98	286.68	277.01	(+) 10.03
Total	**879.43**	**259.63**	**667.86**	**927.49**	**903.17**	**(+) 23.74**

As against BEs of Rs 879.43 crore, funds allotted were Rs 927.49 crore, thereby allotting Rs 48.06 crore in excess. As the expenditure was Rs 903.17 crore; actual excess requirement was Rs 23.74 crore only leaving an unspent balance of Rs 24.32 crore.

3.4.5.3 Non-release of Central assistance

General Administration Department placed (July 2004) Rs.10.68 crore at the disposal of Secretary, Education Department (ED) towards ACA to meet cooking cost; this amount was to be released to the Commissioner (MDM) by 31 March 2005. However, Secretary, ED did not release the amount for which no reason was found on record.

[42] Ahmedabad and Rajkot

[43] Excess/Savings figures are with reference to Budget Estimates

3.4.6 Implementation

3.4.6.1 Inadequacy of ingredients

There was short supply of pulses (21 *per cent*) and oil (18 *per cent*) during 2002-07.

Audit scrutiny of the records of Commissioner (MDM) revealed that quantity of pulses and edible oil to be supplied as per norms[44] were 6.40 lakh quintals and 21.34 lakh tins[45] respectively during 2002-07. Against this, the actual supplies were 5.06 lakh quintals of pulses and 17.40 lakh tins of oil; hence there was short supply of 1.34 lakh quintals of pulses (21 *per cent*) and 3.94 lakh tins of oil (18 *per cent*). Commissioner (MDM) did not furnish any reply for short-supply of ingredients.

3.4.6.2 Uninterrupted supply of meals

Meals were not served for 101 and 46 School-days during 2002-03 and 2003-04 respectively.

Meals were to be provided to the children on all school-days. Audit scrutiny revealed that meals were not provided for 101 and 46 school-days during 2002-03 and 2003-04 respectively in all the schools. Commissioner (MDM) attributed shortage of food-grain and non-availability of grants as the reasons for deficiency. Reasons furnished by the Commissioner are not convincing in view of the fact that (i) as against allotment of food grain (for Class I to V) of 6.52 lakh quintal and 6.01 lakh quintal during 2002-03 and 2003-04 respectively, the State Government lifted only 2.76 lakh quintals and 3.95 lakh quintals of food grain during those years and (ii) the funds provided were not completely spent during the years and if additional funds were required necessary demand should have been made to the Government.

3.4.6.3 Functioning of Non Governmental Organisation

There were shortcomings in the functioning of NGO engaged at Ahmedabad Municipal Corporation area.

Audit scrutiny on the implementation through outsourcing at Ahmedabad Municipal Corporation (AMC) area revealed that –

- Centralised kitchen was not inspected by any independent agency; in the absence of which hygienic maintenance of kitchen could not be verified;
- There were press reports (June 2006) regarding presence of worms in the meals supplied by the NGO; of the 15 samples sent by Health Branch of AMC for laboratory testing (between 24 and 28 June 2006), four were found to be unsatisfactory on testing;
- On inspection of four containers and nine jars (7 July 2006), Deputy Commissioner, AMC, noticed that in respect of two menus, as against the prescribed weight of 300 gm cooked food fixed by AMC, the weight in filled containers were 40 gm/110 gm; and
- The NGO did not adhere to the menus prescribed; food was not supplied in insulated/double layered containers as directed by the Chief Secretary.

[44] Worked out on the basis of the number of average beneficiaries, MDM days and norms of utilisation per student per day (20 gm pulses and 10 gm edible oil)
[45] One tin contains approximately 15 kg edible oil

Except instructions from time to time to follow the norms, Commissioner (MDM) did not take any punitive action against the defaulting NGO. Commissioner (MDM) stated (July 2007) that no complaint on quality/quantity was received during the last five years; this is contrary to the facts as brought out above.

3.4.6.4 Micronutrient supplementation

Micronutrient supplementation and de-worming not done.

Guidelines of NPNSPE provide that MDM be utilised for appropriate interventions relating to micronutrient supplementation and de-worming[46] depending upon common deficiencies found among the children in the area.

Government was required to give detailed guidelines and technical advice for the purpose; Schools were to obtain medicines from the nearby Primary Health Centre/Government Hospital out of the funds of appropriate scheme of Health Department/School Health Programme. However, micronutrient supplementation and de-worming was not being done in the schools.

3.4.6.5 Unviable rates

Director of Evaluation[47], GOG recommended (March 1999) review of financial ceilings due to rise in price of ingredients. The cost of inputs of Rs 1.75 (October 1999) was reworked at Rs 3.40 (March 2006); but the reworked rate did not include increase in the cost of vegetables and condiments (55 paise) fixed in March 1999. Thus, the cost of inputs was not reworked correctly and the exercise was deficient to that extent.

3.4.7 Stores management – general

3.4.7.1 Weights and measures

A mention was made in paragraph 4.1.9(V) of the Report of the Comptroller and Auditor General of India (Audit Report) for the year ended 31 March 1987 and in paragraph 3.1.14 in the Audit Report for the year ended 31 March 1999 regarding non supply of weights and measures to MDM centres. It was observed that weights and measures were made available in the MDM centres of Municipal Corporation areas only (December 2006).

Government had not taken any decision (December 2006) for supply of weights and measures to the MDM centres of towns and villages; in the absence of which utilisation of ingredients as per norms of the scheme could not be ensured.

[46] By six monthly dose for de-worming, Vitamin-A supplementation, administration of weekly iron and folic acid supplement and other appropriate supplementation

[47] Is an independent officer responsible for evaluation of any scheme of any Department

3.4.8 Amenities and infrastructure

3.4.8.1 Potable water/utensils

Availability of potable water and utensils at MDM centers was not ensured

Out of 29,809 MDM centres, potable water was not available (March 2007) in 3,103 centres (11 *per cent*).

Further, there was shortage of cooking utensils at the MDM centres (September 2006). In the absence of required utensils, hygienic supply of meal to the children could not be ensured.

3.4.8.2 Kitchen sheds

For hygienic preparation and handling of food, kitchen sheds were to be constructed at every MDM centre. As against the requirement of 30,231 kitchen-sheds in the State, only 15,378 were available (March 2007) leaving a shortage of 14,853 (49 *per cent*). Construction of 2,651 kitchen sheds were stated to be in progress (December 2006) and 3,669 were under consideration under NPNSPE.

3.4.9 Monitoring

3.4.9.1 Steering-cum-Monitoring Committees

Shortfall of meetings of the SMC ranged between 59 and 100 *per cent.*

Guidelines of NPNSPE provide establishing Steering-cum-Monitoring Committees (SMCs) to oversee the management and monitoring of the programme. SMCs are to be established at National, State, district and block levels to guide various implementing agencies, assess the impact and take remedial measures and mobilize community support.

The SMCs at State level is required to meet at least once in every six months. The district and block level SMCs are to meet at least once in every quarter. During 2004-07 (upto October 2006) shortfall in meetings was 100 *per cent* (State level); ranged between 72 and 76 *per cent* (district level) and 59 and 65 *per cent* (taluka level).

3.4.9.2 Inspection

To ensure quality and quantity of meal served, Government prescribed (1985) inspection of MDM Centres by various officers[48] at different intervals. Scrutiny of the records of Commissioner (MDM) revealed shortfall in inspections ranging from 40 to 66 *per cent* (2002-07).

3.4.9.3 Evaluation of impact parameters

Guidelines of NPNSPE provides for monitoring of (i) nutritional status, (ii) attendance status and (iii) retention/completion status annually by appropriate institutions selected by the State Government/district nodal

[48] Deputy Collector (MDM) (20 inspections every month); Deputy Primary Education Officer (25 inspections every month); Mamlatdars (10 inspections every month); Deputy Mamlatdar-Inspection (20 inspections every month); Deputy Mamlatdar-Administration (10 inspections every month); Taluka Education Inspection (MDM) (as per Taluka Inspection Programme)

agency/district-level SMC by conducting sample studies. Guidelines/ Modalities in this regard were yet to be finalised by State Government/State level SMC.

Audit scrutiny revealed that GOG had neither appointed any institution to monitor the programme nor prescribed guidelines for the purpose. Commissioner (MDM) stated (March 2007) that the matter was under process.

3.4.10 Conclusion

Uninterrupted supply of meals was not ensured. There were deficiencies of ingredients and outsourced kitchen service did not function satisfactorily as there were instances of supply/serving of unhygienic food and less quantity than prescribed. Micronutrient supplementation and de-worming was not being done in the schools Many MDM Centres lacked potable water and adequate utensils. Meetings of Steering-cum-Monitoring Committees were grossly inadequate.

3.4.11 Recommendations

- Supply of meals as per norms should be ensured
- Functioning of outsourced kitchen services should be closely monitored, to ensure quality and quantity of delivery;
- Adequate amenities and infrastructure may be provided at all the Centres;
- Micronutrient supplementation and de-worming through nearby Primary Health Centre/Government Hospital be provided;
- Monitoring of MDM by SMCs should be strengthened.

The matter was reported to the Government (August 2007); reply was not received (October 2007).

3.4 Nutritional Support to Primary Education

Highlights

The main objective of the National Programme for Nutritional Support to Primary Education to boost universalisation of primary education was not achieved as there was no improvement in enrolment of students in primary classes. Performance audit of the programme brought out deficiencies in financial management and programme implementation as there were cases of unspent funds being kept in banks, incorrect reporting of enrolment figures to Government of India, providing of meals in inadequate quantities to students, non-supply of meals to students on all the school days, lack of infrastructure such as pucca kitchen, cooking gas facility, utensils for serving meal, etc. Most of the schools reported that the programme had affected teaching and learning. Besides, little attention was paid towards training to inculcate the habit of hygiene and cleanliness. The programme was also not monitored properly as Steering-cum-Monitoring Committees were not formed in most of the districts and blocks.

- **Programme funds amounting to Rs 5.72 crore remained unspent in bank accounts in five test checked districts.**

(Paragraph 3.4.6.2)

- **There was no noticeable improvement in overall enrolment of students in primary classes during 2002-07.**

(Paragraph 3.4.7.1)

- **In four test checked districts, students were provided 42 to 49 grams of foodgrains against the norm of 100 grams during 2004-07. Besides 364 Alternative and Innovative Education Centres in three districts test checked were not providing meals to students.**

(Paragraphs 3.4.8.1 and 3.4.8.2)

- **Out of 2,476 schools test checked, 2,185 schools were not served meals for two to five days in a month of 20 days during 2004-07.**

(Paragraph 3.4.8.4)

- **Eighty eight *per cent* of the schools test checked reported that serving and consumption of meals took more than the prescribed time of 40 minutes while 92 *per cent* schools reported that the programme was affecting teaching and learning.**

(Paragraph 3.4.8.5)

- **In 98 *per cent* of test checked schools, *pucca* kitchens were not available while in 82 *per cent* schools meal was prepared in the open.**

(Paragraph 3.4.9)

- **Block level Steering-cum-Monitoring Committees to monitor the implementation of the programme were not formed in test checked districts while district level committees were formed in two out of five districts.**

(Paragraph 3.4.11)

3.4.1 Introduction

The National Programme for Nutritional Support to Primary Education (NSPE) popularly known as Mid-Day Meal Scheme was launched as a centrally sponsored scheme on 15 August 1995 across the country for providing cooked meals to students of all primary schools run by Government, local bodies or aided by Government. Distribution of cooked meals was stopped in the State from July 1996 as the State Government viewed the scheme as having an adverse effect on the studies of children since most of the time of teachers was being consumed in making arrangements for preparation and serving of cooked food. Thereafter, the Department began to distribute foodgrains to students. However, distribution of cooked meals to students was restarted from August 2004 in compliance of the Hon'ble Apex Court's directions dated 20 April 2004.

The main objective of the programme was to boost universalisation of primary education by increasing enrolment, retention and attendance, and simultaneously impacting on nutrition of students in primary classes. The scheme provided for free meals with 300 calories and 8-12 grams of protein which was increased (September 2006) to 450 calories, 12 grams of proteins and adequate quantities of micronutrients like iron, folic acid, vitamin A, etc.

3.4.2 Organisational set up

The Financial Commissioner and Principal Secretary to Government of Haryana, Education Department was administrative head of the Department and was responsible for implementation of Government's policies and programmes. The Director, Elementary Education (DEE) was in overall charge for implementation

and monitoring of the programme and was assisted by an Additional Director and an Assistant Director at Directorate. District Elementary Education Officers (DEEO) at district level, Block Education Officers (BEOs) at block level and Head Teachers at school level were responsible for providing cooked meals to students.

3.4.3 Audit objectives

The main objectives of audit were to assess whether:

- Funds provided under the scheme were utilised economically and efficiently;
- The scheme achieved its principal objective of supporting the universalisation of primary education by improving enrolment, attendance and retention for the children in general and in particular belonging to disadvantaged sections apart from improving the nutritional status of the children;
- The scheme contributed to enhancement in the learning level of the children where the nutritional support was provided;
- Implementation of the programme was carried out through well designed implementation procedure, determination of norms for expenditure met from other centrally sponsored schemes; and
- Efficient reporting, inspection and monitoring system was in place.

3.4.4 Performance indicators and audit criteria

To achieve the Audit objectives, following performance indicators and audit criteria were adopted:

- Statistics on enrolment, retention and attendance in schools;
- Meals served to students had nutrient value as per norms;
- Utilisation of funds as per prescribed norms; and
- Relevant guidelines of the Government.

3.4.5 Audit coverage and methodology

Records relating to the implementation of the programme for the period 2002-07 were test checked during February-June 2007 in the offices of DEE, five[30] of the 20 DEEOs, 32[31] of 119 BEOs and 2,476[32] of 9,343 primary schools in the State. An introductory meeting was held in February 2007 with senior officials of the Elementary Education Department in which important issues regarding audit plan, audit objectives and audit criteria were discussed.

Audit findings

3.4.6 Financial management

3.4.6.1 Funding pattern

The programme provided for 100 *per cent* central assistance to meet economic cost of foodgrains and their transportation from Food Corporation of India (FCI) godown to schools at the prescribed rates[33]. Central assistance at the rate of Rupee one per child per school day to meet cooking cost from 1 September 2004 to 15 June 2006 and thereafter at the rate of Rs 1.50 per child per school day was provided. Apart from the above, assistance for management, monitoring and evaluation at the rate of 1.8 *per cent* of total assistance on free foodgrains, transport cost and cooking cost was provided with effect from 16 June 2006.

State Government prescribed norms for cooking cost at the rate of Rs 1.43 per child per school day that was revised (June 2006) to Rs 2.07 per child per school day. Balance of the cooking cost, after deducting central assistance, at the rate of Rs 0.43 per child per school day upto 15 June 2006 and thereafter at the rate of Rs 0.57 per child per school day was to be met by the State Government from its own resources.

3.4.6.2 Budget provision and expenditure

Budget estimates, revised estimates and expenditure during the period 2003-07

30 Faridabad, Hisar, Jind, Karnal and Yamunanagar.
31 Faridabad (5), Hisar (8), Jind (7), Karnal (6) and Yamunanagar (6).
32 Faridabad (432), Hisar (459), Jind (465), Karnal (495) and Yamunanagar (625).
33 Rupees 50 per quintal revised to Rs 75 per quintal from 1 October 2004.

was as under:

Year	Budget provision				Expenditure*
	Centre		State		
	Original estimates	Revised estimates	Original estimates	Revised estimates	
	(Rupees in crore)				
2003-04	-	-	50.00	2.89	2.89
2004-05	-	-	35.00	41.24	41.24
2005-06	21.89	34.64	35.63	21.00	55.64
2006-07	35.00	49.59	22.52	21.00	70.59
Total	**56.89**	**84.23**	**143.15**	**86.13**	**170.36**

* **The expenditure does not include the cost of foodgrains.**

The savings during the year 2003-04 were mainly due to non-distribution of cooked meals to the students during the year. Scrutiny of the records of DEEOs test checked further revealed that funds were drawn in lumpsum by them and kept in bank accounts for further disbursements to BEOs and schools. The entire funds were shown as having been spent. In these districts a sum of Rs 5.72 crore was lying unspent in bank accounts as on 31 March 2007 as detailed below:

Details of offices	2003-04	2004-05	2005-06	2006-07
	(Rupees in lakh)			
Five DEEOs	81.95	402.93	403.10	429.87
18 BEOs[34]	1.74	12.94	15.73	54.30
2,086 schools[35]	1.09	12.83	62.48	87.98
Total	**84.78**	**428.70**	**481.31**	**572.15**

A sum of Rs 5.72 crore was lying unspent in bank accounts in test checked districts.

Unspent balances with the implementing agencies had been increasing and rose to Rs 5.72 crore at the end of 2006-07 from Rs 0.85 crore in 2003-04 as the DEE had taken the entire allocations granted to districts as expenditure incurred and also reported the same to GOI because DEEOs failed to furnish the information regarding district wise expenditure vis-à-vis number of beneficiaries under the programme. Further, of the total allocations of Rs 35.62 crore to test checked districts during 2003-07, 16 *per cent* of allocations remained unspent and expenditure was inflated by that amount. The DEEOs concerned while admitting the fact stated (March-June 2007) that the amounts were kept in the bank accounts and would be deposited in treasury at the end of the financial year in future. Keeping of funds in bank accounts outside the Government Account was in violation of Rule 2.10 (b) 5 of Punjab Financial Rules, which stipulate that any unspent amount which is not required for immediate disbursement should immediately be deposited in the Government Account.

[34] Faridabad (2), Hisar (7), Jind (1), Karnal (4) and Yamunanagar (4).

[35] Faridabad (295), Hisar (429), Jind (327), Karnal (435) and Yamunanagar (600).

3.4.6.3 Incorrect reporting of enrolment leading to excess claim of central assistance

Incorrect reporting of enrolment led to excess claim of central assistance of Rs 99.20 lakh.

A test-check of the records of primary Government aided schools including Alternative and Innovative Education (A&IE) centres of three[36] districts revealed that enrolment of students was shown in excess of actual enrolment while sending demand to GOI for funds to meet the cooking cost as detailed below:

	Karnal	Yamunanagar	Jind	Total	Attendance rate (in *per cent*)	Number of child days excess shown (in lakh)	Financial assistance excess claimed (Rs in lakh)
(Enrolment of students)							
01 September 2004 to 31 March 2005 (149 days)							
As per DEE	1,02,647	66,257	1,10,138	2,79,042			
As compiled from school records	86,919	63,810	1,02,006	2,52,735	87	34.10	34.10
Excess shown	15,728	2,447	8,132	26,307			
01 April 2005 to 31 March 2006 (230 days)							
As per DEE	93,332	67,370	1,12,837	2,73,539			
As compiled from school records	86,767	63,440	1,01,255	2,51,462	87	44.18	44.18
Excess shown	6,565	3,930	11,582	22,077			
01 April 2006 to 15 June 2006 (37 days)							
As per DEE	88,131	65,501	1,08,065	2,61,697			
As compiled from school records	83,682	64,902	1,06,345	2,54,929	87	2.18	2.18
Excess shown	4,449	599	1,720	6,768			
16 June 2006 to 31 March 2007 (205 days)							
As per DEE	88,131	65,501	1,08,065	2,61,697			
As compiled from school records	83,682	64,902	1,06,345	2,54,929	90	12.49	18.74
Excess shown	4,449	599	1,720	6,768			
Total							**99.20**

Enrolment of students was shown in excess of actual enrolment which led to excess claim of assistance of Rs 99.20 lakh from GOI.

3.4.7 Impact on universalisation of primary education

There was no improvement in enrolment of students as a result of implementation of the programme.

3.4.7.1 No improvement in enrolment

One of the objectives of the programme was to support the universalisation of the primary education by increasing enrolment and bringing dropout rate to a minimum and attendance to a maximum level. Position of enrolment of students

[36] Jind, Karnal and Yamunanagar.

for the period 2002-07 was as under:

Year	Enrolment of students (in lakh)	Percentage increase (+) decrease (-) in enrolment over the preceding year's enrolment
2002-03	15.38	(-) 5
2003-04	15.79	(+) 3
2004-05	16.28	(+) 3
2005-06	16.46	(+) 1
2006-07	16.13	(-) 2

The position of enrolment during 2002-07 had remained nearly the same. According to Census 2001, total population of children in the age group of 6-11 years was 31.65 lakh in the State whereas enrolment of children during 2002-07 was around 16 lakh. Thus, a large number of children were out of school in the State. As such the programme had not made a noticeable contribution towards increasing the enrolment of the students.

Audit observed from the records of Jind, Karnal and Yamunanagar districts that there were variations in enrolment of students as per records maintained by DEE, DEEOs and actual number worked out by audit on the basis of records of schools as detailed below:

Enrolment of students in various districts (In lakh)

District	As per DEE	As per DEEOs	As compiled from school records
2004-05			
Jind	1.10	1.10	1.02
Karnal	1.03	0.83	0.87
Yamunanagar	0.66	0.67	0.64
Total	**2.79**	**2.60**	**2.53**
2005-06			
Jind	1.13	0.97	1.01
Karnal	0.93	0.77	0.87
Yamunanagar	0.67	0.67	0.63
Total	**2.73**	**2.41**	**2.51**
2006-07			
Jind	1.08	0.95	1.06
Karnal	0.88	0.83	0.84
Yamunanagar	0.66	0.62	0.65
Total	**2.62**	**2.40**	**2.55**

The matter is a cause of concern as in the absence of reliable data, adequate planning and effective implementation of the scheme is hampered.

3.4.7.2 Retention

There was no any improvement in retention of students as dropout rate remained almost the same during 2002-07.

The percentage of dropout of students in primary classes in a few schools of Karnal, Yamunanagar, Hisar and Jind districts are detailed below:

	Jind	Karnal	Yamunanagar	Hisar	Total
2002-03					
Number of schools	18	56	15	38	127
Enrolment at the beginning of the year	3,325	9,438	1,921	8,917	23,601
Enrolment at the end of the year	2,955	8,325	1,762	8,394	21,436
Percentage of dropout	11	12	8	6	9
2003-04					
Number of schools	30	53	11	45	139
Enrolment at the beginning of the year	5,965	9,299	1,034	10,085	26,383
Enrolment at the end of the year	5,601	8,584	989	9,050	24,224
Percentage of dropout	6	8	4	10	8
2004-05					
Number of schools	33	67	16	36	152
Enrolment at the beginning of the year	6,408	13,281	1,734	8,736	30,159
Enrolment at the end of the year	5,789	12,122	1,572	7,939	27,422
Percentage of dropout	10	9	9	9	9
2005-06					
Number of schools	26	62	18	36	142
Enrolment at the beginning of the year	4,328	11,431	2,058	6,965	24,782
Enrolment at the end of the year	4,051	10,403	1,924	6,185	22,563
Percentage of dropout	6	9	7	11	9
2006-07					
Number of schools	15	73	15	47	150
Enrolment at the beginning of the year	3,301	13,461	1,410	8,575	26,747
Enrolment at the end of the year	3,011	12,451	1,347	7,717	24,526
Percentage of dropout	9	8	4	10	9

The objective of the scheme was to increase the retention of students by arresting growth of the dropout rate. However, the data indicate that there has not been any improvement in retention as the dropout rate has remained almost same in all the years.

3.4.8 Implementation of the programme

3.4.8.1 Meals not provided in adequate quantity

Students were provided 42 to 49 grams of foodgrains against the norm of 100 grams during 2004-07.

The scheme provided for supply of foodgrains from the nearest godown of Food Corporation of India (FCI) at the rate of 100 grams of wheat/rice per student per day, cost of which was to be borne by GOI.

Scrutiny of the records of four[37] DEEOs showed that consumption of foodgrains was in excess of norms in the years when foodgrains were distributed and far below the norms from the year when supply of cooked meals was started as detailed below:

Year	Number of school days	Beneficiaries under the scheme (In lakh)	Foodgrains (In metric tonnes)			Quantity of food grains per child per school day (In grams)
			Requirement	Allotment	Utilised	
2002-03	240	3.38	8,112	10,366.8	9,713.10	120
2003-04	240	3.39	8,136	11,395.60	9,981.70	123
2004-05	240	3.39	8,136	8,810.60	3,951.70	49
2005-06	230	3.13	7,498	5,139.70	3,415.80	47
2006-07	242	3.30	7,986	5,868.30	3,357.20	42

While there was excess consumption of 3,446.8 metric tonnes of foodgrains during 2002-03 and 2003-04, during 2004-07 foodgrains utilised/lifted were far less than the norms of 100 grams per child per school day prescribed by the GOI indicating supply of inadequate quantity of meals as compared to the norms.

3.4.8.2 Non-distribution of meals in Alternative and Innovative Education Centres

In three districts 364 A&IE centres were not provided mid-day meal.

The Director reported (March 2007) to GOI that the programme had been implemented in all the 1,106 A&IE centres in the State. A test-check of the records of three DEEOs[38] showed that out of 403[39] A&IE centres in these districts, provision for Mid-Day Meal was not made in 364[40] centres (90 *per cent*) with enrolment of 9,794 students. The DEEOs concerned stated (February-May 2007) that cooked meals for A&IE centres was to be prepared at Government schools but since these centres were far away from Government schools, cooked meals could not be served to the students of these centres. The reply was not tenable as cooked meals were to be prepared and served at the centres as per GOI guidelines.

37 Hisar, Jind, Karnal and Yamunanagar.
38 Hisar, Karnal and Yamunanagar.
39 Hisar (242), Karnal (36) and Yamunanagar (125).
40 Hisar (242), Karnal (36) and Yamunanagar (86).

3.4.8.3 Non-introduction of revised recipe

Recipe with 450 calories though reported to have been introduced from January 2007 was not started.

The recipe to provide cooked meals with 300 calories was revised (September 2006) to provide 450 calories in accordance with GOI guidelines. In the evaluation report submitted (March 2007) by the DEE to GOI, it was stated that revised recipe was started from January 2007. In test checked districts (except Faridabad block), revised recipe had not been started as of March 2007. The BEOs concerned replied (March-June 2007) that instructions regarding revised recipe were received only in March 2007. Thus, the DEE instead of monitoring the implementation of the programme as per GOI guidelines intimated incorrect information to GOI.

3.4.8.4 Interruption in serving meals to students

As per instructions of GOI, States were to ensure that a minimum of one month's buffer stock of foodgrains was available in each school to avoid interruption in serving cooked meals. The Supreme Court directed the State Governments to provide cooked meals to every child in every Government and Government aided primary school for each day of school for a minimum of 200 days in a year.

Out of 2,476 schools test checked, 2,185 schools were not served meals for two to five days in a month of 20 school days.

A scrutiny of the records in test checked districts revealed that supply of foodgrains was made on monthly basis. One month's buffer stock of foodgrains was not kept with the schools. The BEOs of test checked districts replied (March-June 2007) that there were no separate stores in their schools. Therefore, buffer stock could not be kept. Scrutiny of the records of 32[41] blocks in the test checked districts further revealed that there was interruption in supply of Mid-Day Meal in schools due to irregular supply of foodgrains. Even fruits were not supplied to the students during these days. The details are given below:

District	Number of schools	Average Number of days per school in a month when cooked meals was not provided			Average Number of days[42] in a month when cooked meals was not provided during 2004-07
		2004-05	2005-06	2006-07	
Faridabad	350	6	4	2	4
Hisar	429	3	5	2	3
Jind	398	2	3	1	2
Karnal	395	3	4	2	3
Yamunanagar	613	6	7	2	5

On an average the cooked meals were not served for two to five days in various districts in a month of 20 days in 2,185 schools out of 2,476 schools test checked. Further, data of individual schools revealed that meal was not served for 1 to 226 days in various schools in a year. Out of 2,476 schools, 1,408 schools (57 *per cent*) reported irregular supply of foodgrains. In 1,589 schools (64 *per cent*) mid-day meal was not provided for a minimum of 200 days as per directions of the Supreme Court. The directions of the Supreme Court were

[41] Faridabad (5), Hisar (8), Jind (7), Karnal (6) and Yamunanagar (6).

[42] Average number of school days in a month 20.

not complied with in 796 schools (50 *per cent*) for one year, in 574 schools (36 *per cent*) for two years and in 219 schools (14 *per cent*) for all the three years.

3.4.8.5 Adverse effect on teaching and learning

As per instructions from GOI (December 2004), the programme was to be implemented in such a manner that it did not effect the duration or quality of actual teaching and learning in schools. Further, teachers were not to be assigned responsibility connected with the programme except testing of food and supervision of actual serving so that students consumed their meals hygienically. It was to be so organised that the entire process of serving and consumption of meals did not take more than 30-40 minutes.

Eighty eight *per cent* schools reported serving and consumption of meals took more than the prescribed time of 40 minutes.

A scrutiny of the records of schools in the test checked districts, however, showed that head teachers were assigned responsibilities of receipt and safe storage of foodgrains and other ingredients and maintenance of their records in all the schools. Out of 2,476 schools, 2,190 schools (88 *per cent*) reported that process of serving and consumption of meals took more than 40 minutes and 2,288 schools reported (92 *per cent*) that the programme was affecting teaching and learning.

3.4.8.6 Unauthorised utilisation of mid-day meal packets

A Non-Government Organisation (NGO) started centralised kitchen for 72 primary schools in urban areas of Faridabad district. The NGO prepared 11.04 lakh packets of lunch out of 539.01 quintals of foodgrains provided by the State Government during December 2006 to March 2007 and distributed 10.13 lakh packets to students resulting in excess preparation of 0.91 lakh packets of packed lunch which were reportedly distributed to the poor persons. Thus, 42.86[43] quintals of foodgrains supposedly consumed for preparation of 0.91 lakh packets of packed lunch was not utilised for mid-day meal for students.

Besides the NGO used only 47 grams of foodgrains in preparation of one day's meals per student against the norm of 100 grams. Thus, the NGO had not prepared the meals in requisite quantity and as a result the students were not served meals with proper nutrition.

3.4.9 Inadequate Infrastructure

Infrastructure includes kitchen cum store, cooking device, container for storage of foodgrains and utensils for cooking and serving. As per GOI instructions (December 2004), smokeless chullahs were to be used to the extent possible.

[43] 51,725 KG = 47 gram X 91,199= 42,86,353 i.e. 42.86 quintals.
11,04,000

Further, use of firewood was to be discouraged in the interest of environmental protection.

Out of 9,343 schools in the State only 267 schools had *pucca* kitchen sheds.

The second Mid-Day Meal Programme Approval Board (the Board) under the Chairmanship of Secretary, Elementary Education and Literacy, GOI in its meeting held in April 2006 pointed out that lack of *pucca* kitchen sheds was the main issue affecting the programme as out of 9,343 schools in the State only 267 schools had *pucca* kitchen sheds. Firewood was the main source for preparation of meals in the schools despite the instructions of GOI to discourage its use in the interest of environment protection.

Pucca kitchens were not available in 98 *per cent* schools while in 82 *per cent* schools meals was prepared in the open.

Pucca kitchen was not available in 2,420 schools (98 *per cent*) in test checked districts and in 2,034 schools (82 *per cent*) food was prepared in the open while cooking gas facility was available only in 128 schools. Utensils for cooking were available in the test checked districts (except 31 schools in Yamunanagar district) but spoons and plates were not provided to students for taking meals in a proper manner in Faridabad, Jind, Karnal and Yamunanagar districts. Separate store room was not available in any of the schools in test checked districts. Storage containers for foodgrains were provided to 1,088 schools in Yamunanagar and Hisar districts, of which 863 schools reported that storage capacity of containers was inadequate. Thus, there was lack of adequate infrastructure in schools for smooth implementation of the programme.

Further, due to absence of separate storerooms, buffer stock of foodgrains could not be kept leading to interruption in supply of cooked meals.

3.4.10 Health and hygiene

No training camps were organised for the persons engaged in implementation of the programme to inculcate hygienic habits.

An objective of the scheme was to provide nutrition to students in primary classes. Guidelines of GOI (December 2004) envisaged that State Government would issue detailed guidelines for administration of six monthly dose for de-worming and vitamin 'A' supplementation, weekly iron and folic acid supplement, zinc and other appropriate supplementation depending on common deficiencies found in local areas. Guidelines also emphasised that all persons engaged in handling ingredients and in cooking and serving the mid-day meal should be trained in hygienic habits. The Board in its meeting held in April 2006 also stressed the need for developing manuals for training the teachers on issues of hygiene, cleanliness, quality, etc.

A test-check of the records of DEEOs revealed that no weekly iron and folic acid supplements were provided in any of the schools while monthly dose for de-worming was provided from 2005-06. No training camps were organised to train cooks, helpers and other functionaries in hygienic habits and no manuals were framed for training of teachers for the programme.

3.4.11 Management, monitoring and evaluation

District and block level Steering-cum-Monitoring Committees were not formed except district level committees in Faridabad and Jind.

To oversee the management and monitoring of the programme, the scheme envisages setting up of Steering-cum-Monitoring Committees (SMCs) at State, district and block levels. The DEE in the evaluation report to GOI (March 2007) confirmed the formation of SMCs at district and block levels in the entire State. Test-check of records, however, disclosed that SMCs at State level had been set up but no SMCs at block level had been formed and district level SMCs were formed only in Jind and Faridabad districts of the test checked districts.

Targets for inspections to watch effective implementation of the programme were not fixed.

State Government was required to issue guidelines for inspection of overall quality of mid-day meal including nutrition status, attendance status and retention status at various levels such as *panchayat*, municipality, officers of State Government, nutrition experts, etc. State Government was also to fix monthly targets of inspections to watch implementation of the programme in the schools in a proper manner. Suitable inspection rosters were to be prepared for each block/town/city and their implementation was to be monitored in every meeting of SMC at block, district and State level. No targets were fixed for the inspection at various levels to watch the effective implementation of programme. Even inspection rosters were not prepared. Guidelines and modalities for inspection of quality of programme implementation were also not framed by State Government.

Further, Financial Commissioner and Principal Secretary to Government of Haryana had not evolved any management information system in the form of periodical returns from field offices to have a control over the implementation of the programme.

3.4.12 Conclusions

The programme implementation was weak. Main objective of universalisation of primary education was not achieved as there was no noticeable improvement in overall enrolment of students. There were cases of deficiencies in financial management such as keeping of unspent funds in banks, incorrect reporting of enrolment figures to Government of India leading to excess claim of central assistance, etc. Besides, there were cases of providing of meals in inadequate quantities to students, non-supply of meals to students on all the school days, lack of infrastructure such as *pucca* kitchen, cooking gas facility, utensils for serving meals, etc. which indicated tardy implementation of the programme. Arranging of cooked meal by school authorities had affected teaching and learning. Little attention was paid towards training to inculcate the habit of hygiene and cleanliness. The programme was also not monitored properly as SMCs were not formed in most of the districts and blocks.

3.4.13 Recommendations

- Regular supply of meals in adequate quantity should be ensured. Buffer stock of foodgrains for one month's meals should be kept in schools to avoid interruption in providing meals to the students.

- Adequate infrastructure viz *pucca* kitchen, store, storage container, utensils, etc. should be provided to schools.

- District and block level Steering-cum-Monitoring Committees should be formed in all the districts to effectively monitor the implementation of the programme.

These points were demi-officially reported to the Financial Commissioner and Principal Secretary to Government of Haryana, Education Department in July 2007; their reply had not been received (August 2007).

3.2 National Programme of Nutritional Support to Primary Education (Mid-Day Meal Scheme)

The Mid Day Meal scheme was launched by the Government of India in the State on 1st September 2004 with the objective of boosting primary education by increasing enrolment, retention and attendance of students in Government schools and EGS centres. While the implementation of the programme resulted in an increase in the rate of attendance of the students in the schools the actual enrolment has declined during 2004-08.

Highlights

- **The average utilisation of funds during 2004-08 was only 41 *per cent*.**

  (Paragraph: 3.2.8.2)

- **Average consumption of food grains per child per school day during 2005-08 was only 77.90 gms, against 100 gms envisaged in the programme guidelines.**

  (Paragraph: 3.2.9.2)

- **There was no mechanism to ascertain that food grains supplied conformed to the FAQ specification, so that it did not have any adverse impact on the children.**

  (Paragraph 3.2.9.6)

- **Infrastructure was inadequate; Rs. 34.89 crore, released during 2006-08, for construction of kitchen-cum-store were not utilised; as a result meals were prepared in class rooms and open spaces.**

  (Paragraph: 3.2.10.1)

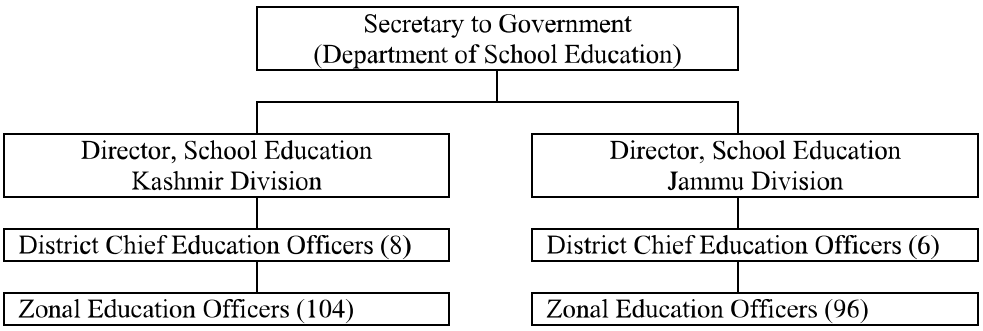
3.2.1 Introduction

The National Programme of Nutritional Support to Primary Education, popularly known as 'Mid Day Meal Scheme' (MDMS), was launched by the GOI in the State on 1st September 2004 with an initial coverage of about one lakh children. The objective of the scheme is to boost universalisation of primary education by increasing enrolment, retention and attendance and also to provide nutrition to children at primary level. The scope of the scheme was expanded to cover all the children up to Class V in Government Schools and Employment Guarantee Scheme (EGS) centers from 1st April 2005.

3.2.2 Organisational setup

The scheme is implemented through the Department of School Education which acts as the nodal agency. The implementation of the scheme is being overseen at the district level by the Deputy Commissioner and at the village level by the Village Education Committees (VEC). The organisational set up for implementation of the scheme is as indicated in Chart 3.2.1:

Chart-3.2.1



3.2.3 Scope of audit

The performance audit of the MDMS was conducted between May and July 2008 by a test-check of the records of the Administrative Department, both the Directors of School Education, 10 (out of 14) Chief Education Officers and 174 schools/EGS centres (out of 22,053 schools/EGS centres) selected on random sampling basis, covering the period 2004-08.

3.2.4 Audit objectives

Performance audit of the scheme was carried out to verify whether:

- the scheme achieved its principal objective of universalisation of primary education by improving enrolment, attendance and retention of children;
- the scheme achieved its secondary objective of improving the nutritional status of children in the primary classes;
- meals were provided to students as per norms;
- infrastructure as envisaged under the scheme was created and utilised properly;
- financial management was efficient and funds provided were utilised effectively to achieve the annual targets; and
- proper monitoring was carried out.

3.2.5 Audit criteria

Audit findings were benchmarked against the following criteria:

- Guidelines of the scheme.
- Quality assurance norms of food.
- Financial rules of the State.
- Prescribed monitoring mechanism.

3.2.6 Audit methodology

Before taking up the review, an entry conference was held with the Secretary, Education Department in May 2008 wherein audit objectives, scope and criteria were discussed. The findings arising from the audit were also discussed with the

Secretary, Education Department in September 2008 in an exit conference and the views of the Department have been suitably incorporated in the review at appropriate places.

Audit findings

Significant audit findings are discussed below.

3.2.7 Planning

Guidelines of the programme require the State Government to prepare a comprehensive Annual Work Plan and Budget (AWP&B) based on the information maintained at school level and consolidated at Block, District and State level. The AWP&B should contain the details of management structure, implementation process, monitoring system, evaluation studies, assessment and requirement of foodgrains and funds for implementation of the programme. The nodal agency had not prepared AWP&B during 2005-07 and had been submitting the details only of enrolment to the GOI, for seeking assistance under the scheme.

Based on the enrolment figures furnished by the nodal agency, the GOI provides funds for various components of the scheme viz. conversion cost, construction of kitchen-cum-store (KS), kitchen devices and monitoring, management and evaluation. The GOI also allocates food grains and transportation cost thereon based on enrolment data and requirement projected by the State Government. The food grains are lifted from Food Corporation of India (FCI) godowns by the CAPD[3] and supplied to the district depots for lifting by the schools on the basis of monthly indents issued by the Zonal Education Officers.

3.2.8 Financial management

3.2.8.1 Funding Pattern

Funds required for implementation of the programme are released by the GOI in two equal instalments in April/May and September/October each year. Release of second instalment is based on the progress of expenditure incurred out of the first released instalment. Various components of the scheme to be financed by the Central and State Governments and changes over the years are summarised in the Table 3.2.1:

[3] Consumer Affairs and Public Distribution Department

Table 3.2.1

Components of the scheme to be financed	September 2004 to June 2006		July 2006 onwards		October 2007 for Upper Primary in Educationally Backward Blocks(EBB)	
	Central	State	Central	State	Central	State
Food grains	Cost of 100 grams of food grains per child per school day reimbursed to FCI	Nil	Cost of 100 grams of food grains per child per school day reimbursed to FCI	Nil	Cost of 150 grams of food grains per child per school day reimbursed to FCI	Nil
Transportation	From 1.10.2004 Subsidy at the rate of Rs. 100 per quintal	Remaining cost of transportation	Subsidy at the rate of Rs 100 per quintal	Remaining cost of transportation	Subsidy at the rate of Rs. 125 per quintal	
Cost of cooking	Re.1 per child per school day	Remaining cost of cooking	Rs. 1.50 per child per school day	State to contribute a minimum of Rs. 0.50 per child	Rs. 2 per child per school day	State to contribute a minimum of Rs. 0.50 per child
Infrastructure	Construction of Kitchen: Funds available under SGRY, NSDP, SJSRY[4]	Remaining cost	Cost of kitchen: Maximum of Rs. 60,000 per unit per school and funds available under other development programme			
	Drinking water: Funds available under SSA, ARWSP[5] and Swajaldhara programme		Kitchen Devices: Over all average of Rs. 5,000 per school for the State on actual expenditure basis and funds available under other development programmes.			
	Utensils: Funds available under SSA from annual school grant of Rs. 2,000 per school					
Monitoring Management and Evaluation	Not less than 0.9 *per cent* of the total assistance on food grain, transport and cooking cost for 2004-05	Nil	Not less than 1.8 *per cent* of the total assistance on food grains, transport and cooking from 2005-06			

4 SGRY (Sampoorna Grameen Rozgar Yojana), NSDP (National Slum Development Programme) SJSRY (Swarna Jayanti Shehri Rozgar Yojana)

5 SSA (Sarva Shiksha Abhiyan), ARWSP (Accelerated Rural Water Supply Programme)

3.2.8.2 Allocation and expenditure

The details of year-wise budget allocation and expenditure incurred thereagainst are given below:

Table 3.2.2 (Rupees in crore)

Year	Opening balance	Allocation			Expenditure			Closing balance[6]	Percentage utilisation
		GOI	State share	Total	GOI	State share	Total		
2004-05	-	2.47	2.10	4.57	-	1.46	1.46	2.47	32
2005-06	2.47	14.70	5.00	22.17	4.34	4.84	9.18	12.83	41
2006-07	12.83	48.23	6.95	55.18	19.32	6.95	26.27	41.74	48
2007-08	41.74	39.16	11.86	92.76	30.46	10.86	41.32	50.44	45
Total		**104.56**	**25.91**	**174.68**	**54.12**	**24.11**	**78.23**		

(Source: Planning Department)

As is evident from the above, the average utilisation of funds was only 41 *per cent* during 2004-08. The short utilisation of funds was attributed (August 2008) by the Joint Director (Planning) to late receipt of the concurrence of Finance Department for utilisation of Central assistance by the implementing agencies. Audit scrutiny revealed that Rs. 57.23 crore, released by the GOI during 2004-08, were released to the implementing agencies by the State Government after delays ranging between two and 12 months, averaging four months, as tabulated below:

Table 3.2.3

Year	Date of release of funds by the Government of India	Amount (Rs in crore)	Released to Directorate Jammu and Kashmir	Period of delay
2004-05	22.03.2005	2.47	08 July 2005	3 Months
2005-06	30.05.2005	1.87	08 September 2005	3 Months
	22.02.2006	12.82	27 June 2006	4 Months
			14 February 2007	12 months
2006-07	22.12.2006	11.47	22 March 2007	3 Months
2007-08	30.05.2007	8.73	09 August 2007	2 Months
	23.11.2007	13.71	20 February 2008	3 Months
	3.10.2007	6.16	03 January 2008	3 Months

The delay in the release of funds resulted in issuance of uncooked food grains to the students in Leh and Kargil districts. The cooking cost in other districts, due to delayed release, was either met by the teachers from their own pockets or the expenditure had been met out of the local funds otherwise meant for improvement of the schools. It was also seen that the amount of Rs. 12.82 crore released in

[6] State share not included in closing balance as it lapses at the close of the financial year. GOI funds are revalidated.

2006-07 was shown to have been fully spent during 2005-06 by the Assistant Director Planning, resulting in overstatement of expenditure during the year.

3.2.8.3 Component-wise allocation and utilisation

Various components of the scheme on which expenditure was incurred were cooking [7] cost (Rs. 72.65 crore), kitchen infrastructure (Rs. 5.57 crore) and monitoring (Rs. 1.30 lakh) as detailed below.

Table 3.2.4

(Rupees in crore)

Year		2004-05		2005-06		2006-07		2007-08		Total	
		State	Centre	State	Centre	State	Centre	State	Centre	State	Centre
Cooking	A	2.10	2.47	5.00	14.69	6.95	11.47	11.86	33.59	25.91	62.22
	E	1.46	-	4.84	4.33	6.95	19.32	10.86	24.89	24.11	48.54
Construction of kitchen-cum-store	A	-	-	-	-	-	30.52	-	4.37	-	34.89
	E	-	-	-	-	-	-	-	-	-	-
Kitchen	A	-	-	-	-	-	5.60	-	0.36	-	5.96
	E	-	-	-	-	-		-	5.57	-	5.57
Monitoring	A	-	-	-	0.01	-	0.64	-	0.84	-	1.49
	E	-	-	-	0.01	-	-	-	-	-	0.01

Source: Figures supplied by the State Government (Planning Department) (A: Allocation; E: Expenditure)

As can be seen above, the Department had utilised only Rs. 72.65 crore as cooking cost during 2004-08 against the allotment of Rs. 88.13 crore. An amount of Rs. 34.89 crore allotted for construction of KS in schools during 2006-08, had not been utilised and food grains were stored and meals were prepared in classrooms as brought out in paragraph 3.2.10.1. Rupees 36.40 lakh received during 2007-08 for purchase of kitchen devices for 728 Educationally Backward Blocks (EBB) had not been released by the State Government to the implementing agencies. Out of Rs. 1.48 crore provided (2005-08) for Monitoring, Management and Evaluation (MME), Rs. 1.47 crore remained un-utilised as of August 2008 as brought out in paragraph 3.2.13.

3.2.8.4 Utilisation certificates

The State Government is required to submit utilisation certificates (UCs) for the amount released by the GOI to ensure release of subsequent instalments. Any balance remaining unspent is deducted from subsequent releases. Against an amount of Rs. 70.51 crore [8] due on account of cooking cost payable in two instalments during 2004-08, the State Government received only Rs. 51.07 crore (in respect of primary stage) as the first instalment, after deducting the unspent balance of Rs. 6.89 crore for the years 2004-07. As the State Government failed to submit UCs, the second instalment for the years 2005-06 and 2006-07 were not released, entailing loss of financial assistance of Rs. 19.44 crore which had been met partly by the State Government from its own resources.

[7] Conversion cost and honorarium for cooking provided under State share

[8] Based on the sanctions issued by the Government of India

The Assistant Director, Planning stated that due to late receipt of information from the field functionaries, UCs could not be submitted in time. The reply is indicative of failure of the Department to evolve a mechanism to gather the required information from its field functionaries even after three years of operationalisation of the programme.

3.2.8.5 Allocation and expenditure of cooking cost

Based on the enrolment figures of the State Government, the cost of cooking to be released by the GOI was Rs. 72.53 crore during 2004-08. However despite short release of funds relating to cost of cooking by GOI/State Government, the Department was not able to utilise the available funds, as tabulated below:

Table 3.2.5

(Rupees in crore)

Year	Cost of cooking due [9]			Funds Released			Expenditure		
	GOI	State	Total	GOI	State	Total	GOI	State	Total
2004-05	NA	NA	NA	2.47[10]	2.10[7]	4.57[7]	Nil	1.46[7]	1.46[7]
2005-06	18.02	9.00	27.02	14.69	5.00	19.69	17.16[11]	4.84	22.00
2006-07	27.08	6.77	33.85	11.47	6.95	18.42	6.49	6.95	13.44
2007-08	27.43	6.85	34.28	33.59	11.86	45.45	24.89	10.86	35.75
Total	**72.53**	**22.62**	**95.15**	**62.22**	**25.91**	**88.13**	**48.54**	**24.11**	**72.65**

(Source: Statement furnished by the Nodal agency.)

As can be seen from the above table, against the due amount of Rs. 95.15 crore as cooking cost covering both primary and upper primary students, an amount of Rs. 88.13 crore was released as cooking cost by the GOI/State Government during 2005-08. The Department could utilise only Rs. 72.65 crore (82 *per cent*) of the released amount for the purpose. The cooking cost as such was allocated in excess of requirement due to incorrect data relating to enrolment and resulted in non-utilisation of Rs. 4.53 crore, despite short release of Rs. six crore during 2006-08 in the test checked districts. On the other hand, despite availability of funds for cooking, 47 schools in three districts short-received cooking cost amounting to Rs. 4.45 lakh. Consequently, meals were not served in these schools for the prescribed number of days.

As per the guidelines, honorarium for cooking of meals was to be borne by the State Government. However, against Rs. 25.91 crore released by the State Government between 2004-05 and 2007-08 for the purpose, the Department utilized Rs. 24.11 crore and expended Rs. 9.72 lakh from Central Assistance, in contravention of the programme guidelines. The CEO Jammu stated (June 2008) that since State funds was not provided for payment of honorarium to cooks in Employment Guarantee Scheme (EGS) centres, the amount was met from the Central Assistance.

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[9] Calculated for 180 days, 185 days and 196 days for the years 2005-06, 2006-07, 2007-08 respectively

[10] Not included in the totals

[11] Including Rs. 2.47 crore released during 2004-05

3.2.9 Programme Implementation

Food grains required for implementation of the scheme were provided free of cost by the GOI through the FCI based on the requirement projected by the State Government, as worked out from the enrolment figures.

3.2.9.1 Enrolment

A system of reliable and consistent data capture with regard to enrolment figures was crucial for successful implementation of the programme, as it provided the starting point and formed the basis for assessment of the requirement and allocation of foodgrains by the GOI. The State Government did not establish a reliable and consistent data capture system with regard to enrolment figures. The enrolment figures communicated to GOI were far in excess of the actual enrolment during 2004-07 as depicted in the table below.

Table 3.2.6

Year	Enrolment figures communicated to GOI (covered)	Allocation of food grains (in quintals)	Actual[12] enrolment	Due allocation[13] (in quintals)	Excess allocation (in quintals)
2004-05	NA	221633	NA	NA	NA
2005-06	1028425	187579	1001081	180195	(+) 7384
2006-07	1093613	195515	975954	180551	(+) 14964
2007-08	932972	182862[14]	932972	182862	Nil
Total					**22,348**

(Source: GOI releases; NA: Not available)

The details of actual number of children covered and foodgrains lifted/consumed during 2004-05 under the programme launched (September 2004) with an initial coverage of one lakh children were not available with the Department. In respect of the years for which data was made available to audit, it was seen that due to projection of inflated figures, an excess allocation of 2,234.80 MTs of food grains was made by the GOI. The Joint Director (Planning) stated that discrepancies in figures would be looked into and got clarified from the Directors, which indicated non-existence of a reliable database at the apex level.

3.2.9.2 Lifting of foodgrains

The main objective of the scheme, besides providing nutritional support, was to increase enrolment of students at primary level. However, despite increase in the attendance rate in schools, the enrolment of students decreased from 10,01,081 students in 2005-06 to 9,75,954 students in 2006-07 (decline of 2.5 *per cent*) and further declined to 9,32,972 students in 2007-08 (decline of 4.5 *per cent*). Reasons for decrease in enrolment of the students were yet to be furnished by the Department. Audit scrutiny in seven test-checked districts revealed that the

12 As per State budget

13 Calculated at a rate of 100 gms per child per school day for 180 days during 2005-06 and 185 days for 2006-07

14 Including unspent balance of 16,498 quintals of food grain as on 31.3.2007

decrease in enrolment ranged between 6 and 32 *per cent* (average 18 *per cent*) as indicated in Table 3.2.7.

Table 3.2.7

Name of the District	No. of schools covered	Enrolment as of April 2005	No. of dropouts as of March 2008	Percentage
Kathua	20	811	128	16
Kupwara	20	1040	328	32
Udhampur	20	705	54	8
Pulwama	20	1781	439	25
Rajouri	20	873	54	6
Srinagar	10	280	32	11
Jammu	10	413	52	13
Total	**120**	**5,903**	**1,087**	

(Source: Departmental records)

Projection of excess enrolment resulted in allocation of excess foodgrains by the GOI. The State Government could not however, lift the entire quantity allocated nor could it use the quantity actually lifted from the FCI depots. The details are given below:

Table 3.2.8 (in Quintals)

Year	Opening balance	Allocation	Lifting	Utilisation	Closing balance
2004-05*	NA	2,21,633.00	NA	NA	NA
2005-06	NA	1,87,579.30	1,44,386.38	1,37,801.44	6,584.94
2006-07	6,584.94	1,95,514.74	1,38,085.71	1,28,551.81	16,118.84
2007-08	16,118.84	1,66,363.80	1,64,400.70	1,57,323.70	23,195.84
Total		**5,49,457.84**	**4,46,872.79**	**4,23,676.95**	**-**

Source: Utilisation certificates submitted by Secretary Department of Education

* Figures for 2004-05 are not available with the Department, hence not included in the total figure

As can be seen from the above, against the allocation of 5,49,458 MTs, the Department lifted only 4,46,873 MTs (81 *per cent)* of food grains during 2005-08. The quantity lifted was not utilized in full and the shortfall ranged between four and seven *per cent* during the corresponding years.

The programme guidelines provided for serving of cooked meal on all working days at the rate of 100 gms per child per school day. It was however, seen that the average quantity of meals served was lower than the prescribed norms and ranged between 71 and 86 gms per child per school day during 2005-08 as detailed below:

Table 3.2.9

Year	Actual coverage	Utilisation of food grains (in quintals) [15]	Consumption (per child per school day) (in gms)
2004-05*	NA	NA	NA
2005-06	10,01,081	1,37,801.44	76.47
2006-07	9,75,954	1,28,551.81	71.19
2007-08	9,32,972	1,57,323.70	86.03

Source: Utilisation certificates submitted by Department of Education
*Figures for 2004-05 are not available with the Department.

Non serving of prescribed quantity of food was bound to affect the nutritional level of children thereby defeating the objective of the programme. Audit scrutiny of 30 schools (Jammu and Kathua) revealed that 4,171 children were provided less (totalling to 54.44 quintals) quantity of food during 2005-08, which was way below the prescribed norms. Scrutiny of records also revealed that the school days during which meals were not served, ranged between 12 and 21 *per cent* during 2005-06 and 2007-08 as tabulated below:

Table 3.2.10

Year	No. of schools (out of 49[16])	Enrolment	No. of days when meals were not served	Percentage with total number of schools
2005-06	45	1924	1863	20.59
2006-07	46	2027	1841	19.02
2007-08	39	2039	1191	11.67

Source: School records

It was seen in audit that mid day meals were mostly not served during the months of September and October in Jammu district and in the month of March in Baramulla district due to stock outs.

3.2.9.3 Serving of un-cooked food

Cooked meal was not served to the students in Leh district during 2005-06 and 2006-07 and in Kargil district during 2005-06. The CEO, however, provided dry foodgrains alongwith the cooking cost in cash in Leh, whereas only dry foodgrains were issued in Kargil district. In Paddar zone (Doda District), no mid day meal was served due to non-availability of food grains.

The CEOs Leh and Kargil stated that due to late sanction of food grains and cooking cost, uncooked food grains were distributed to the students. The scheme was not implemented in EGS centre Leh as the actual figure of enrolment was not submitted in time.

3.2.9.4 Transportation of food grains

As per the programme guidelines, transportation cost of food grains paid by the State Government was to be subsidized by the GOI to the extent of Rs. 100 per quintal. Quarterly claims, after verification by nodal agencies, were to be

[15] Calculated for 180 days, 185 days and 196 days for the years 2005-06, 2006-07, 2007-08 respectively

[16] Jammu: 11; Kathua: 19; Baramulla: 19

submitted to the GOI by the 15th of the month following the quarter. Audit scrutiny revealed that for lifting of 43,824 MTs of food grains during 2005-08, the State Government had not prepared the claim of Rs. 4.38 crore. The Assistant Director, Planning stated that the claims for transport subsidy were awaited from CAPD. The overall position of expenditure incurred/liabilities created on carriage of food grains from ration depots to schools could also not be assessed in audit as the necessary records had not been maintained by the ZEOs. The reimbursement charges incurred by the Department on carriage of food grains from ration depots to schools were met either by the teachers out of their pockets or out of the local funds of the school, This, besides contravening the guidelines, also obviously affected the activities in the schools for which the funds were meant.

In respect of four[17] CEOs, 1,226.07 MTs of rice contained in 2,45,215 lakh gunny bags were utilised by the Department during 2004-08. The stock of empty bags had not been maintained either at the District or at the Zonal level. Failure to maintain the account of stock or disposal thereof by way of sale resulted in foregoing of the revenue of Rs. 17.06 lakh[18].
The CEOs stated that necessary instructions would be issued to ZEOs/schools to maintain stock account of empty gunny bags.

3.2.9.5 Reconciliation of food grains

Scrutiny revealed differences between the quantity of food grains shown to have been supplied by the CAPD and that actually lifted by the State agencies between 2004-08 as tabulated below:

Table 3.2.11 (in quintals)

Name of district[19]	2004-05		2005-06		2006-07		2007-08	
	Food grains lifted by Chief Education officers	Food grains shown issued by CAPD	Food grains lifted by Chief Education officers	Food grains shown issued by CAPD	Food grains lifted by Chief Education officers	Food grains shown issued by CAPD	Food grains lifted by Chief Education officers	Food grains shown issued by CAPD
Jammu	1361.67	1481.20	7701.95	7859.50	5913.38	10107.90	10517.30	10576.40
Kathua	1033.98	932.90	7008.06	6264.80	6966.96	6371.30	8982.46	9173.50
Udhampur	775.95	505.70	10558.99	9766.90	17344.39	15399.10	19118.00	18471.40
Doda	2321.06	405.10	10825.64	11808.20	15181.16	15575.80	15924.40	18229.00
Rajouri	937.27	546.00	10049.03	10768.30	11069.13	10737.50	11705.80	13880.70
Poonch	278.98	666.30	11164.52	11157.20	10317.45	11139.50	15377.70	12297.00
Srinagar	Not provided	Not provided	6869.07	7130.00	6973.80	7124.00	6961.40	7895.00
Budgam			9414.00	9170.00	8630.50	8151.00	9076.20	8990.00
Anantnag			17591.00	17560.00	13247.00	13102.00	17918.70	18528.00
Pulwama			9365.00	9360.00	7523.10	7495.00	10883.30	10967.00
Baramulla			23555.00	23600.00	15516.00	16550.00	20310.90	18717.00
Kupwara			11778.00	11780.00	14301.20	29982.00	15189.70	14157.00
Total	**6708.91**	**4537.20**	**135880.26**	**136224.90**	**132984.07**	**151735.10**	**161965.86**	**161882.00**

Source: Departmental records of Directorate of Food and Supplies and Directorate of Education Jammu

[17] Jammu, Udhampur, Kathua, Rajouri
[18] At an average rate of Rs. 7 per bag
[19] Includes three CEOs: Budgam, Doda and Poonch on the basis of information furnished by Directorate of School Education/CAPD

While the figures relating to the Kashmir division were not furnished by the Department, the details relating to Jammu division showed that against 4,54,379.20 quintals of food grains shown to have been supplied by CAPD during 2004-05 and 2007-08, the quantity actually lifted by the State agencies was 4,37,539.10 quintals, showing a difference of 16,840.10 quintals, between the two sets of figures. The possibility of pilferage due to non-reconciliation of figures cannot be ruled out. The Director School Education, Jammu stated that the figures would be reconciled.

3.2.9.6 Quality of food grains lifted

As per the scheme, FCI is to issue food grains of the best available quality which should be of at least Fair Average Quality (FAQ). The Chief Education Officers were expected to ensure that FAQ food grains are issued. A joint inspection by the representatives of the FCI and the Department was to be conducted before lifting foodgrains. Test check of records revealed that no such inspection was ever conducted, to ensure that food grains conformed to the specifications.

The CEO Jammu, stated (September 2008) that no such mechanism existed in the Department to check and ensure that the quality of food grains lifted were of FAQ.

The CEO, Pulwama, stated (September 2007) that some times food grains supplied were not of FAQ. It was also stated that when objections were raised by the schools, the Department expressed its helplessness due to the fact that the food grains were being provided by the FCI. The Department had failed to develop a mechanism by which the ration consignments could be checked to ascertain that food grains supplied conformed to the FAQ specification so that it did not have any adverse impact on the children.

3.2.10 Infrastructural facilities

The programme guidelines envisaged creation of a *pucca* KS, providing of kitchen devices and clean drinking water for serving cooked food to the students. It was seen that the required infrastructure had not been created despite release of funds for various components to be covered under the scheme as detailed in the subsequent paragraphs.

3.2.10.1 Construction of kitchen-cum-store

The GOI released Rs. 34.89 crore for construction of 5,815 KS during 2006-08. It was, however, seen that KS had not been constructed in any school and meals were prepared in class rooms and open spaces, exposing the children to health hazards, besides disrupting the regular classes. The class rooms were also being used for storage of food grains, thereby reducing the space for classes to be held.

The Government stated (May 2008) that the cost of construction of a KS had been estimated at Rs. 0.85 lakh and it was not possible to construct the infrastructure within the amount of Rs. 0.60 lakh per KS fixed and provided by the GOI. The differential amount of Rs. 0.25 lakh was an obstacle in the construction of KS.

Four[20] CEOs, however, stated that the funds were received at the fag end of the financial year (March 2008). No steps had been taken by the Department to get the enhanced cost approved by the Government. The Department could have utilized the funds for creation of the infrastructure in some schools, pending clearance from the Government, to avoid further escalation in cost.

3.2.10.2 Drinking water facility

Drinking water facilities at schools/centres were to be provided to students under the ARWSP[21]. Audit scrutiny revealed that drinking water facility was not available in 8,654 out of 22,053 schools, thereby defeating the objective of the scheme.

3.2.11 Health interventions

The guidelines of the scheme envisaged that the scheme should be complemented with appropriate interventions relating to micro nutrient supplements and through administration of six monthly doses of de-worming and vitamin supplements, and weekly iron, folic acid, zinc and other appropriate supplements depending on the common deficiencies found in the local area. The Department had not addressed this issue. On this being pointed out, it was stated that the Health and Medical Education Department had been requested for implementation of the programme under National Rural Health Mission.

3.2.12 Impact of the Programme

3.2.12.1 Impact on teaching

As per the guidelines, teachers should not be assigned the responsibility for organising mid-day meals to the students, as that would interfere with the teaching and learning activities. However, test-check of records of 140 (out of 174) schools revealed that teachers were involved in non-teaching jobs like purchase of vegetables and other ingredients for the meals and for procurement of food grains which cut their teaching hours from half an hour to 15 hours a week. Thus, the scheme affected imparting primary education to children. Cognizance of this aspect was taken in the meeting held (April 2007) by the Secretary, Department of School Education (GOI) with the State functionaries. No action had been taken by the Department to prevent interference of the programme on teaching activities, as the cut in teaching hours persisted during the year 2007-08 also.

3.2.12.2 Nutritional status

As per the guidelines of the scheme it was the responsibility of the State Government to ensure that wholesome cooked mid day meal of satisfactory quality and nutritious value was served. However, the State Government had not fixed the quality and quantities of affordable food items within the prescribed amount (Rs. two), to provide the desired level of nutrition. Therefore, it was not possible to assess the nutritional value of meals actually provided to the children.

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[20] Jammu, Udhampur, Kathua, Rajouri

[21] Accelerated Rural Water Supply Programme

3.2.13 Monitoring and evaluation

The scheme provides for grant of Central assistance for management, monitoring and evaluation (MME) at the rate of not less that 2 *per cent* of the total assistance on supply of food grains, actual cost on transportation of food grains and cooking cost. The allocation under this component is contingent upon submission of detailed and separate annual work plans for approval by the National Steering-cum-Monitoring Committee (NSMC). The assistance is to be used for (a) School level expenses, (b) Management supervision, training and internal monitoring and (c) external monitoring and evaluation. Under the guidelines, the responsibility of monitoring and evaluation was to be entrusted to the Universities of Kashmir and Jammu.

Detailed and separate action plans were not sent by the State for approval by the NSMC. However, the GOI had sanctioned Rs. 1.48 crore during 2005-08 as Central assistance for MME out of which, Rs. 1.47 crore remained unutilised as of March 2008. As a result, neither important items such as weighing machines and height recorders were purchased, nor the funds for replacement/repair/maintenance of cooking devices, etc. were provided. The Department had also not entrusted the job of monitoring and evaluation to the Universities as envisaged. The Assistant Director (Planning) stated that Rs. 63.20 lakh sanctioned in 2006-07 were not released by the GOI and the GOI had been requested to revalidate Rs. 83.97 lakh released in 2007-08. It was further stated that the Director, Economics and Statistics, J&K had been entrusted with the job of evaluation.

The State Government is required to fix monthly targets for inspection of meals served in schools/EGS centres by the designated officers of Rural Development Department, Urban Administration, School Education, Women and Child Administration, Health and Family Welfare, Food and Supplies Department, etc. at district, sub-district and block levels. On an average, 25 *per cent* of the primary schools and EGS centres were to be visited at least in a quarter so that all schools are covered during a year. No such inspection had been carried out to ensure that the programme was being implemented satisfactorily.

The Department stated that instructions had been issued for carrying out inspection as per guidelines of the scheme.

3.2.14 Conclusion

The scheme was implemented without ensuring accurate data relating to enrolment of students in primary classes. As a result, there was projection of excess requirement and excess allocation of foodgrains with consequent short lifting and short utilisation. Implementation of the scheme was impeded due to lack of supporting infrastructure, as funds released for construction of KS were not utilised and basic facilities like drinking water were not provided to the students. Quality and quantum of food supplied to the students were not as per norms. Nutritional status of the students was not addressed and there was no system for measuring the relationship between the nutritional support programme and the status of the enrolment, attendance and dropout ratio. Monitoring system

was deficient, as the Department had not carried out inspections at specified intervals and the funds allocated in this regard remained unutilised.

3.2.15 Recommendations

- The State Government should set up a centralised and reliable database relating to the enrolment, attendance and dropout details.
- Requirement of foodgrains should be assessed on an annual basis with reliable inputs from the school level and the allotted quantity should be lifted and utilised on a timely basis.
- Regular health check ups should be introduced in the schools and micro-nutrient supplements and de-worming medicines should be provided to the children.
- Monitoring mechanism should be strengthened and enforced effectively, so as to secure accountability at various levels of programme implementation.

3.3 National Programme for Nutritional Support to Primary Education

Highlights

The scheme, commonly known as mid-day meals (MDM) Scheme, was launched by Government of India (GOI) with the intention to boost the universalisation of primary education by increasing enrolment, attendance and retention in schools and simultaneously improving the nutritional level of the students in primary classes. Performance Audit of the scheme revealed that the enrolment figures were inflated by the State Government. Utilisation of Fair Average Quality (FAQ) foodgrain in preparing MDM for the children was not monitored. Many of the test checked schools had no water facility and other infrastructure like kitchen sheds, cooking devices. There was no assurance that the stipulated nutritional requirements were being met. No mechanism was evolved to monitor the impact of the scheme on health of the children.

As against the total budget allocation (including Central assistance) of Rs 756.73 crore for implementation of MDM scheme during 2003-08, Rs 551.14 crore (72.84 *per cent*) was spent. In four districts, cooking fund of Rs 21.92 crore meant for serving cooked meals for about 4.38 lakh children were surrendered/ allowed to lapse or remitted in Civil Deposit.

[Paragraphs 3.3.7.2 & 3.3.7.3]

Lifting of foodgrain against allotment was short by 17 to 32.33 *per cent* during 2004-08. Foodgrain was not lifted for four consecutive months in two districts and Rs 3.18 crore was shown as utilized on cooking cost without availability of rice.

[Paragraph 3.3.8]

Basic infrastructure facilities like kitchen sheds, clean drinking water, cooking and serving utensils and gas stoves were lacking in schools which adversely affected the MDM scheme.

[Paragraph 3.3.9]

During 2003-08, 12 to 34 *per cent* children were not covered under MDM scheme. This was despite inflated reporting of enrolment of 1.91 lakh children. There were 627 non-existent EGS/AIE centres and the expenditure on cooking cost (Rs 3.01 crore) in these schools was doubtful.

[Paragraph 3.3.13.1]

There was no marked improvement in attendance rate of students after implementation of MDM scheme. Number of students present was inflated in the Attendance Register, as revealed during physical verification (11.09.2007) of 10 schools.

[Paragraph 3.3.13.2]

State Government did not establish any indicators for measuring the impact of nutrition and health. There was no assurance that the stipulated nutritional requirements were being provided. Periodical health check-ups were also not being organized by the district authorities.

[Paragraph 3.3.13.3]

Monitoring and Supervision of the scheme was deficient and impact of the implementation remained unevaluated.

[Paragraphs 3.3.14]

3.3.1 Introduction

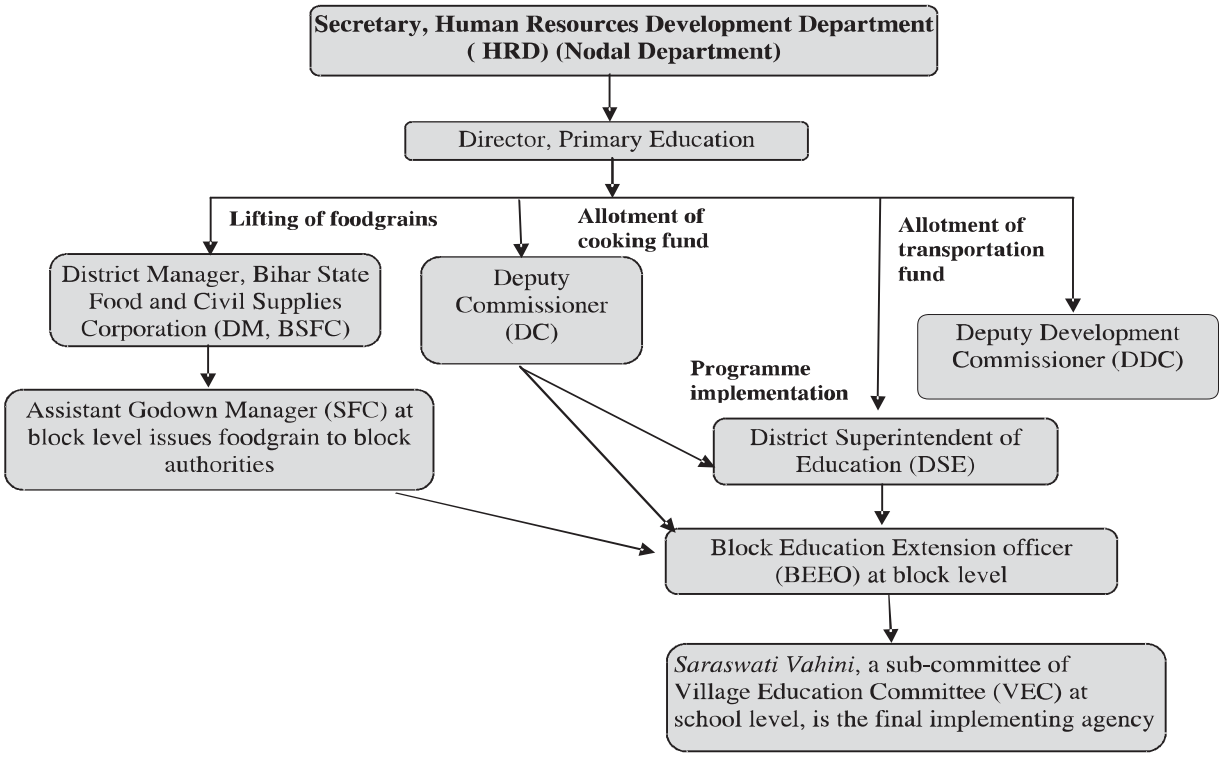
National Programme for Nutritional Support to Primary Education, popularly known as Mid Day Meals (MDM) scheme, a Centrally Sponsored Scheme, was launched all over India in August 1995. It was intended to boost universalisation of primary education by increasing enrolment,

retention and attendance and simultaneously improving the nutritional status of students in primary classes (Class I to V) in a phased manner by 1997-98. The guidelines of the scheme were revised in September 2004 and June 2006. Under MDM, Central support is provided by way of supply of free foodgrain through FCI at the rate of 100 gram per child per school day in respect of Primary Schools, Alternative and Innovative Education (AIE) and Education Guarantee Scheme (EGS) centres. GOI also provides assistance for ancillary expenses like cooking cost, transportation, management, monitoring and evaluation (MME). The coverage of MDM scheme in Jharkhand in different phases for various types of schools/centres was as detailed in **Table 1**:

Table 1: Coverage of schools and mode of distribution of meals

Period of implementation	Coverage	Mode of distribution of rice
1997-98 (prior to creation of State) to October 2003	Government Primary Schools	3 Kg rice per child per month to be distributed.
November 2003 to March 2004	Cooked meal was started on pilot basis in 4400 Government schools.	Serving hot cooked meals at the rate of 100 gm. per child per school day with 300 calories and 8 to 12 gm. of proteins.
April 2004 to March 2005	Cooked meal scheme was extended to all 21,426 Government schools, Government aided schools including minority schools.	
April 2005 to September 2007	Scheme was further extended to cover all 13,368 EGS/AIE centres.	From September 2006 the meal was to contain 100 gm. of rice having 450 calories and 12 gm of proteins.
October 2007 to March 2008	Extended to cover students of Class VI to VIII of educationally backward blocks.	150 gm of rice per child per school day with 750 calories and 20 gm. of proteins.

3.3.2 Implementation network of MDM Scheme



3.3.3 Audit objectives

The objectives of the performance audit were to assess the following:

- budgetary and expenditure control system;
- requisition, allocation, transportation and utilization of foodgrain etc;
- infrastructural facilities like kitchen sheds, water supply etc;
- impact on enrolment, attendance and retention of children;
- increase in calorific value of cooked meals;
- impact on nutritional status and learning level of the children; and
- reporting, inspection, monitoring and evaluation.

3.3.4 Audit criteria

The audit criteria for the performance audit were:

- Annual work plans, budget and release orders of State Government, Sanction orders of GOI;
- Norms prescribed for requisition, allotment, transportation and utilization of rice;
- Norms prescribed for development of infrastructure for MDM scheme;
- Quality assurance norms of food for serving mid-day meals;
- Statistics on enrolment, retention, attendance in schools and performance indicators/ programme parameters for assurance of nutritional status; and
- Prescribed monitoring mechanism.

3.3.5 Scope of audit and methodology

A performance audit of the implementation of the scheme during 2003-08 was conducted by test-check of records of Directorate of Primary Education, DSEs, DCs, DDCs and DM, BSFC of eight selected districts, 112 Government/Government aided/minority schools and 48 EGS/AIE centres. Audit evidences were also gathered by taking photographs and conducting joint physical verifications.

The selection of the samples was done through circular systematic sampling method. All districts (22) were divided into four strata. Capital district (Ranchi) was selected in Stratum-I and Palamu under Stratum II from the drought affected districts. Four districts (West Singhbhum, Godda, Gumla and Pakur) were selected under Stratum III, where literacy levels were less than State average literacy level; and under stratum-IV, where literacy levels were higher than the State average literacy level, two districts (Bokaro and East Singhbhum) were selected. In each selected district, six EGS/AIE centres and 14 primary schools (total 20 schools/EGS/AIE centres) were selected adopting simple random sampling without replacement.

An entry conference was held in June 2007 and audit objectives were explained to the Secretary, HRD. An exit conference was held in October 2008 with Secretary, HRD wherein audit findings, conclusions and recommendations were discussed. Government replies (October 2008) have been suitably incorporated in appropriate places.

3.3.6 Implementation arrangement

The State Government designated HRD as nodal department for implementation of MDM. HRD is required to furnish to the Ministry of

Human Resource Development, GOI, the district-wise requirement of foodgrain for allocation, based on enrolment data of eligible schools on 30 September of preceding year and anticipated enrolment in the next financial year. Based on this, the Ministry conveys district-wise allocation of foodgrain for the next financial year. Thereafter, DCs are to re-allocate the foodgrain to each school/agency[1] identified for cooking/supplying mid-day meal as per its entitlement on a monthly basis and intimate it to Food Corporation of India (FCI) and Bihar State Food and Civil Supply Corporation (BSFC) (the State nodal transport agency). DM, BSFC is to lift the foodgrain as per allocation made and distribute it to the schools through its godowns located at block levels. BEEOs are to monitor school wise delivery of required quantity of foodgrain, its utilization and future deliveries by taking into account unconsumed balances, if any. The district authorities are required to ensure Fair Average Quality (FAQ) of supplied foodgrain. At the school level *Saraswati Vahini*, a sub-committee of Village Education Committee (VEC), is responsible for implementation and supervision of the scheme.

Audit Findings

3.3.7 Financial Management

3.3.7.1 Funding pattern

The components of the scheme are foodgrain and its transportation; conversion cost (cost of cooking); infrastructure namely kitchen sheds, kitchen devices for cooking, preparation and distribution of cooked meal etc., and management, monitoring & evaluation (MME). The funding pattern of various components of the scheme is given in ***Appendix-3.27***.

3.3.7.2 Allotment and expenditure

Allotments and expenditure under different components of MDM during 2003-08 were as in **Table- 2**:

Table -2: Allotment and Expenditure

(Rupees in crore)

Year	Name of component	Allotment			Expenditure			Excess (+) Saving (-)	Percentage of saving
		Central	State	Total	Central	State	Total	Total	
2003-04	Cooking cost	NA	20.05	20.05	NA	13.20	13.20	(-) 6.85	34.16
2004-05	Cooking cost	28.22	53.44	81.66	26.41	26.41	52.82	(-) 28.84	35.31
2005-06	Cooking cost	49.16	88.66	137.82	49.16	78.65	127.81	(-) 10.01	7.26
	Cost of transportation	4.55	NA	4.55	1.83	NA	1.83	(-)2.72	48.35
	Total of the year	53.71	88.66	142.37	50.99	78.65	129.64	(-) 12.73	8.94
2006-07	Cooking cost	105.71	105.71	211.42	72.98	72.98	145.96	(-) 65.46	30.96
	Cost of infrastructure	17.45	NA	17.45	0.07	NA	0.07	(-) 17.38	100
	Cost of MME	2.28	NA	2.28	1.07	NA	1.07	(-) 1.21	55
	Total of the year	125.44	105.71	231.15	74.12	72.98	147.10	(-) 84.05	36.36
2007-08	Cooking cost	108.87	110.20	219.07	87.02	65.04	152.06	(-) 66.96	30.57
	Cost of transportation	4.01	NA	4.01	NA	NA	NA	(-) 4.01	100
	Cost of infrastructure	54.92	NA	54.92	53.47	Nil	53.47	(-) 1.45	2.64
	Cost of MME	3.50	NA	3.50	3.05	Nil	3.05	(-) 0.45	12.95
	Total of the year	171.30	110.20	281.50	143.54	65.04	208.58	(-) 72.92	25.90
Sub total	*Cooking cost*	*291.96*	*378.06*	*669.92*	*235.57*	*256.28*	*491.85*	*(-) 178.12*	*26.59*
	Cost of transportation	*8.56*	*NA*	*8.56*	*1.83*	*Nil*	*1.83*	*(-) 6.73*	*78.62*
	Cost of infrastructure	*72.37*	*NA*	*72.37*	*53.54*	*Nil*	*53.54*	*(-) 18.83*	*26.02*
	Cost of MME	*5.78*	*NA*	*5.78*	*4.12*	*Nil*	*4.12*	*(-) 1.66*	*28.72*
	Grand total	**378.67**	**378.06**	**756.73**	**295.06**	**256.28**	**551.14**	**(-) 205.59**	**27.16**

(Source – Directorate, Primary Education) NA: Not applicable

It would be seen from the above that out of Rs 756.73 crore allotted for the scheme during 2003-

[1] Saraswati Vahini

08, Rs 551.14 crore (72.84 *per cent*) was spent. The overall savings ranged between 8.94 and 36.36 *per cent* and there were savings under all the components of the programme during 2003-08. Further, there were no allotments for infrastructure and MME during 2003-06.

The Government stated (October 2008) that under utilisation was because requirement of funds was based on enrolment whereas shortfall in expenditure was due to short attendance.

3.3.7.3 Utilisation of cooking fund

Cooking fund, at the rate of Rs 500 per child per year, was provided for serving cooked food during 2003-07 and at Rs 625 from 2007-08 respectively. There were savings of Rs 178.12 crore (26.59 *per cent* of total allotment) of cooking fund during 2003-08. This was because meals were not served on all the school days and there were short attendance and retention of children as discussed in succeeding paragraphs. Further scrutiny revealed the following:

- In four[2] districts, cooking fund of Rs 21.92 crore for 2003-08 was either surrendered/ allowed to lapse or was remitted into treasury as in **Table-3**:

Table -3: Non-utilisation of cooking fund

(Rupees in crore)

Nature of non-utilisation	Districts	Period	Amount
Lapse/ surrender	Godda, East Singhbhum, Bokaro and Pakur	2003-08	13.97
Treasury remittance	Bokaro and Pakur	2003-05	1.79
Remittance under 8443-Civil deposit	Godda	2006-07	6.16
			21.92

MDM scheme funds were remitted under civil deposit

Cooking fund of Rs 21.92 crore could have provided cooked meals to 4.38 lakh children for the whole year. The practice of parking fund under a suspense head, 8443 Civil Deposit should be discouraged as this gets reflected as expenditure in Government account and consequent misreporting to GOI. Government stated that short attendance of children (20 to 47 *per cent*) resulted in lapse/surrender/remittance in treasury.

Deposit of cooking cost of Rs 2.48 crore in non-banking finance societies was fraught with the risk of misappropriation.

- Further, in four districts[3], Sarswati Vahini deposited (2003-08) cooking fund of Rs 2.48 crore in 838 accounts, opened in branches of Large Area Multi Purpose Society (LAMPS), instead of nationalised/Gramin banks. LAMPS are non-banking finance societies registered to provide agricultural loans to its members. The deposit of scheme fund in LAMPS was irregular and fraught with the risk of loss. While accepting the audit finding, the Government stated that instructions had been issued for deposit of cooking fund in Nationalised banks.

Suspected defalcation of Rs 2.88 crore due to drawal of cooking cost without having demand of schools, bank advice and receipt of BEEOs

- Bills for cooking cost were to be drawn by DSE on the basis of demands made by the school. Disbursement was to be made through banker's cheque supported with the bank advice[4] indicating the names of the schools and the same were to be received by the saraswati vahinis through BEEOs. In Bokaro, two bills of Rs 2.88 crore each against single demand were drawn by DSE in March 2007 at an interval of 16 days. The second drawal, booked as expenditure in April 2007, was not supported by demand made by the schools, bank advice and the receipt of the BEEOs/Vahini. Hence possibility of Rs 2.88 crore being defalcated could not be ruled out.

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2 Bokaro, East Singhbhum, Godda and Pakur.

3 Bokaro, Gumla, East and West Singhbhum.

4 Advices are sent to the banks with which the schools and Saraswati Vahinis opened joint account.

3.3.7.4 Diversion of MDM Scheme's rice to Targeted Public Distribution System (TPDS)

Rice under MDM scheme (2723.11 MT) valued Rs 1.67 crore was diverted to TPDS

In six districts[5], 2723.11 MT of rice, valuing Rs 1.67 crore, meant for MDM Scheme was diverted to TPDS by book transfer by BSFC during 2004-08. The said rice was not recouped to MDM Scheme as of March 2008. This quantity of rice was sufficient for one lakh children for one year. The Government stated that instructions had been issued for no diversion of foodgrain to other schemes.

3.3.8 Allotment, lifting and utilization of foodgrain

Requirement of rice was to be assessed by the Department on the basis of children enrolled as on 30th September of the preceding year and anticipated enrollment in next financial year. This was however, not being done and the basis for the allotment of foodgrains was not made available to Audit. The allotment by GOI and lifting of food grain by BSFC were as in **Table-4**:

Table-4: Allotment and lifting of foodgrain

(In thousand MT)

Year	Allotment	Lifting	Excess(+) Short (-)	Shortfall in percentage
2004-05	83.49	56.50	(-) 26.99	32.33
2005-06	83.10	60.68	(-) 22.42	26.98
2006-07	82.69	68.59	(-) 14.10	17.00
2007-08	90.67	72.91	(-) 17.76	19.58
Total	**339.95**	**258.68**	**(-) 81.27**	**23.90**

During 2004-08, the liftin against allotment was short by 24 *per cent*

As evident, the lifting was short of allotment by 32.33, 26.98, 17.00 and 19.58 *per cent* respectively during 2004-08. The extent of short lifting cast doubts over the Government's reports to GOI on enrolment and retention. Government stated that short lifting was due to low attendance. The reply was not sustainable as there were instances of spells of non-lifting of rice continuously for 3-4 months.

3.3.8.1 Non-lifting of foodgrains

Foodgrain was not lifted for four consecutive months. Rs 3.18 crore was shown as cooking cost without availability of rice

As per the monthly progress reports of DSEs, rice was not lifted in Godda from April to July 2005 for providing mid day meal to children of Class I to V. No opening stock of rice was available as on 01 April 2005. Similarly, rice was not lifted for children of class VI to VIII from December 2007 to March 2008 in Ranchi. Further, there was no opening stock of rice as on 01 December 2007 in Ranchi. However, in these districts cooking cost of Rs 3.18 crore was shown to have been utilized during the said period. The utilization of cooking fund without availability of rice, was indicative of misappropriation of Rs 3.18 crore. Non-lifting of rice has also resulted in non-serving of meals to the children during the period.

Government stated that foodgrain was lifted from December 2007 to March 2008 in Ranchi and balance as on 1 April 2005 was utilized in Godda. The reply was factually incorrect. Foodgrain stated to have been lifted in Ranchi was for students of class I to V and not for VI to VIII. Further, there was no opening stock as on 1 April 2005 in Godda.

3.3.8.2 Mechanism to assess actual utilization of foodgrain

According to GOI guidelines (2004), District Nodal Authority (DSE) was to send periodical reports on the quantity of foodgrain lifted, transported to the schools, utilized and the balances available, if any; and the number of beneficiaries and schools covered by HRD. The HRD was to furnish consolidated reports to GOI so as to ensure actual consumption of food grain supplied and regulate subsequent allocations. Test check of 160 schools/centres revealed the following deficiencies:

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5 Bokaro, East Singhbhum, Gumla, Palamu, Ranchi and West Singhbhum.

- There was no mechanism at district level to obtain monthly reports on opening balance/subsequent receipts, utilization and closing balance of rice from the *Saraswati Vahinis*/blocks. It was, therefore, not possible for the DSEs to verify the actual utilization of foodgrain and balances available. The DSE assumed that foodgrains lifted by *Saraswati Vahinis* were utilized. During 2002-04, dry ration was distributed under MDM Scheme. FCI issued 2197.3 MT of rice valuing Rs 1.97 crore during 2002-04 to DSEs at Palamu and Gumla. However, there was no record with the DSEs about the receipt and distribution of rice. Thus, the possibility of defalcation of Rs 1.97 crore could not be ruled out. Government stated that concerned DSEs had been instructed to examine the case.

2197.3 MT dry ration valued at Rs 1.97 crore was not traceable

- No periodical reconciliation of foodgrain supplied to *Saraswati Vahinis* was being done at vahinis, BSFC godowns etc by DSE/ BEEOs.
- Periodical physical verification of rice stocks with Saraswati Vahainis was not conducted by DSEs.

3.3.8.3 Transportation charges

DDC is responsible for management of transportation fund received from GOI through State Government. Transportation of foodgrain from the nearest FCI depot to Saraswati Vahini is carried out by BSFC. DDC reimburses the transportation charges to BSFC at a maximum rate of Rs 50 per quintal (Rs 75 with effect from October 2004) on submission of claim by the later duly verified by DSE. Audit observed the following:

- Against GOI allotment of Rs 4.55 crore in 2005-06, only Rs 1.83 crore was utilized. The balance was neither refunded nor reported to GOI for adjustment against subsequent allotment. No allotment was made by GOI for 2006-07 and GOI allotment of Rs 4.01 crore for 2007-08 was allowed to lapse. Audit scrutiny revealed that no payment for transportation of foodgrain was made by the DDC after 2005-06 and the claims of transportation charges preferred by BSFC were pending with the DDC.

Transportation cost of Rs 47.97 lakh was paid in excess due to payment at higher rate

- The State Government had not notified rate per kilometer for transportation of foodgrain. BSFC was paid at the rate of Rs 37 per quintal for transporting MDM rice from FCI depot to BSFC godown. However, in another Centrally Sponsored Scheme, Antyodaya Anna Yojana, BSFC was paid at the rate of Rs 27.30 per quintal to same destinations. This resulted in excess payment of Rs 47.97 lakh during 2005-06. The Government stated (October 2008) that all the DCs had been instructed to follow uniform rate of transportation in all schemes.

3.3.8.4 Quality of foodgrain

According to the guidelines, FCI was to issue foodgrain of best quality available, which would be at least of Fair Average Quality (FAQ). DCs were to ensure that foodgrain of at least FAQ was issued by the FCI, after joint inspection by a team consisting of its nominees and FCI. DSEs were required to submit monthly reports to the Director, Primary Education certifying that foodgrain received and disbursed to the schools were of FAQ.
In the test-checked districts (except Bokaro), no reports on quality of foodgrain were available (2003-08) with DSEs. In Bokaro, the quality of foodgrain supplied in March 2006 was got tested (March 2006) through Public Analyst, Dhanbad and was found to be adulterated. Further, the mechanism for lodging complaints against poor quality of foodgrain was not being put to use. In the absence of proper system to ensure quality, there was no assurance that fair quality of foodgrain was utilized in preparing the meals.

3.3.9 Infrastructural facilities for providing mid-day meals

Provision of essential infrastructure was one of the key components of MDM Scheme. It included kitchen-cum-store, kitchen utensils, storage containers of foodgrain and adequate water supply for

cooking/drinking/washing etc. The provision of kitchen sheds, utensils, gas stoves etc was the State Government's responsibility. The position of infrastructural facilities in the eight test-checked districts was as in **Table-5:**

Table-5: Infrastructural facilities for providing mid-day meals

Year	Number of schools	Percentage of schools where infrastructure available			
		Kitchen-cum-storage sheds	Drinking water facility	Utensils	Gas stoves
2004-05	10920	8	68	60	2
2005-06	15690	19	58	86	11
2006-07	16200	21	62	99	12
2007-08	16227	29	64	100	13

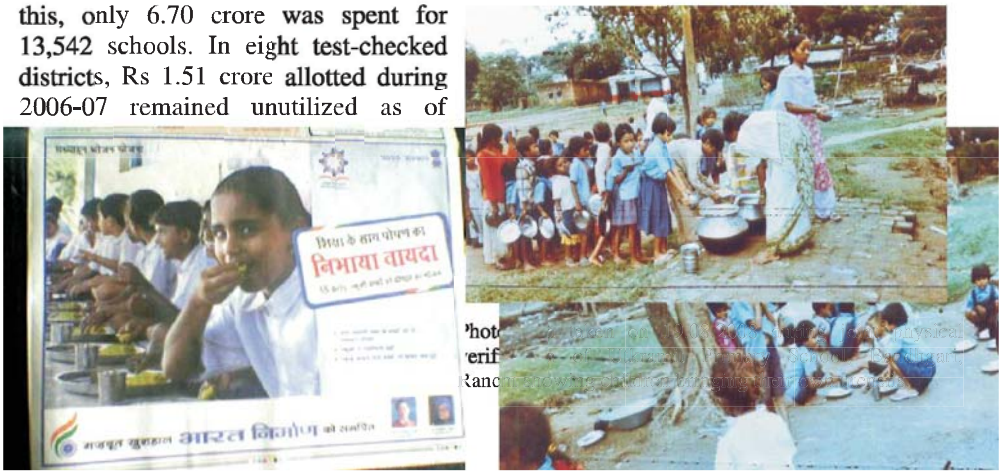
- It would be seen that only 8 to 29 *per cent* schools had kitchen-cum-storage sheds. Against GOI's release of Rs 95.34 crore for kitchen sheds during 2004-08, only Rs 48.22 crore (51 *per cent*) was spent during 2006-08. In the test-checked districts, Rs 5.53 crore allotted during 2006-07, for construction of 1,121 kitchen sheds were either allowed to lapse or were lying idle in bank (Ranchi- Rs 1.20 crore). In 4694 (29 *per cent*) schools food was prepared in the open which compromised hygiene and consequently the health of children. During joint physical verification of Utkramit Primary School Bandhgari, Ranchi it was noticed that meals were served in open near a water logged area which was unhygienic for the children.



Preparation of meals in unhygienic conditions at Utkramit Primary School, 19.08.2008.

- As per GOI's instructions, use of firewood as fuel is to be discouraged in the interest of environmental protection. It was observed that only 13 *per cent* of schools had gas connections upto 2007-08 and the remaining schools were using firewood for cooking mid-day meals.

- During 2006-08, Rs 10.22 crore was allotted for purchase of utensils (storage, cooking and distribution) to 22 districts for 20,435 schools. Out of this, only 6.70 crore was spent for 13,542 schools. In eight test-checked districts, Rs 1.51 crore allotted during 2006-07 remained unutilized as of



Photographs in a news paper showing serving of meals to children as envisaged by GOI (Left) and position in -Utkramit Primary School, Bandhgari, Ranchi Jharkhand (Right).

March 2008. Further, the utensils meant for cooking and serving were purchased by diverting funds from conversion cost. But no utensils (plates / dishes) were purchased for eating and the meals were being served in utensils brought by the students. In 32 to 42 *per cent* of the test checked schools, there was no water for drinking and cleaning purposes.

Teachers devoted teaching time for job related to MDM scheme and teaching space was utilized for storage purpose, which adversely affected the teaching in schools

- The teachers were engaged in various MDM related works such as to weigh and issue rice, maintain records and supervise cooking and serving of meals. This resulted in loss of teaching hours. Besides, in the schools with no kitchen sheds (71 *per cent*) class rooms were being used for storage purposes. Losses of teaching hours and teaching space adversely affected the quality of teaching.

Government stated (October 2008) that efforts were being made to provide kitchen sheds and drinking water within two years.

3.3.10 Implementation of scheme in summer holidays in drought prone districts

The scheme guidelines provided for supply of MDM in drought prone districts during summer vacations also. However, no arrangements were made to serve cooked food during summer vacation in Palamu, Garhwa and Latehar, declared as drought affected districts during 2004-07, denying the benefits of MDM scheme to 17.81 lakh students enrolled during the period.

Government stated (October 2008) that the scheme was implemented in Palamu during 2005-06. Reply was not acceptable as audit scrutiny of the diet registers did not show serving of MDM during summer vacation.

3.3.11 Implementation of scheme in Educationally Backward Blocks

GOI extended MDM scheme to Upper Primary classes (Class VI to VIII) in Educationally Backward Blocks (EBB) from 1 October 2007 and provided subsidy of cooking cost of Rs 2.50 and 150 gm of foodgrains per child per school day for an academic year not exceeding 125 working days.

Although, allotment of foodgrains was made for this purpose, no foodgrains had been lifted for 203 such blocks.

3.3.12 Display of critical information about the scheme

Scheme guidelines stipulated that information such as number of children to be covered under MDM scheme, the entitlement of rice, quality of rice, ingredients, stock details, roster of community members involved on a weekly/monthly basis were to be displayed in schools for creating awareness among parents/children about the scheme. It was, however, observed that no such information was displayed in any of the test checked schools serving the meals leading to children/community remaining unaware of the entitlements and other critical information.

3.3.13 Impact of the scheme

The primary objective of the scheme is to improve enrolment, attendance and retention up to upper primary stage to boost the national objective of universalisation of primary education. Further, the scheme aims at improving the nutritional and learning levels of students and bringing children of disadvantaged sections to schools regularly. Neither the State Government nor DSEs, however, had any mechanism for internal evaluation of the overall impact of the scheme. The status to enrolment, attendance, retention, nutritional level and learning level are discussed in the following paragraphs.

3.3.13.1 Enrolment

State Government compiled the data of district-wise children and their enrolment without segregation of male/female and disadvantaged sections. Data on total population of children and

corresponding enrolment were only available with the Department. Details of total number of children, enrolment and benefitted students for 2004-08 in the State as shown in Table-6:

Table- 6: Enrolment, out of school and benefitted children

(Number in lakh)

Year	Total number (Focus group)	Enrolment	Out of school	No of benefitted students	No of students not benefitted under MDM
2004-05	43.31	32.29	11.02 (26)	28.29	4.00 (12)
2005-06	44.86	42.53	2.33(5)	31.30	11.23 (26)
2006-07	48.39	50.30	---	33.17	17.13 (34)
2007-08	68.85	53.67	15.18(22)	40.12	13.55 (25)

(Source: Jharkhand Education Project Council under HRD for SSA (Figures under bracket indicate percentage)

12 to 34 *per cent* children were not covered under MDM during 2004-08. This was despite inflated reporting of enrolment.

During 2004-08, 12 to 34 *per cent* children were not covered under MDM scheme. The number was highest in 2006-07, the year in which enrolments shown were shown as 50.30 lakh *i.e.* 1.91 lakh (which included 1.16 lakh in five test checked districts) more than the population of target group children in the State. This indicated inflated reporting of enrolment.

Doubtful expenditure of Rs 3.01 crore by showing expenditure on 627 non-exixtent EGS/AIE centres during 2006-07

Further, as per records of DSEs of test checked districts revealed that the students enrolled during 2006-07 included 41,504 students in 627 EGS/AIE centres. The names of these centres were not in the list of JEPC, which is responsible for maintaining the data of EGS/AIE centres. As no inspection of these centres was conducted (as discussed in ***paragraph 3.2.14***), existence of these centres, reported enrolment and the related cooking cost amounting to Rs 3.01 crore were doubtful.

The Government stated (October 2008) that enrolment of children under/above age group 6 to 11 resulted in enrolment in excess of population of focus group. The reply was not acceptable as data furnished by the department reflected enrolment of students of 6 to 11 years age group only in class I to V.

3.3.13.2 Attendance and retention

Average attendance of children of primary classes was expected to increase with the introduction of MDM scheme. HRD did not compile the data on attendance and retention either at State or district level.

Average attendance was worked out in audit from the records of 20 schools each (14 Government/Government aided schools and six EGS) in eight test checked districts. As records only for 2004-07 were available in these schools, the trend analysis for three years in 160 selected schools are in **Table 7**.

Table- 7: Percentage attendance rate in selected schools

Sl. No.	Name of district	2004-05	2005-06	2006-07
1	Bokaro	0.71	0.65	0.70
2	West Singhbhum	0.55	0.62	0.60
3	Palamu	0.65	0.67	0.76
4	Godda	0.64	0.64	0.55
5	Gumla	0.71	0.56	0.59
6.	East Singhbhum	0.70	0.73	0.60
7.	Pakur	0.71	0.74	0.75
8.	Ranchi	0.50	0.55	0.58

Audit observed the following:

- During 2004-07, average attendance increased in four while decreased in other four districts. Therefore, the linkage between MDM and attendance could not be established.
- In eleven schools in Palamu District, joint physical verification (on 11 and 12 September 2007) by Audit team with the officials of HRD revealed that students present were less by 21 to 73 *per cent* against those shown present in Attendance Registers on these dates. This

resulted in misreporting of enrolment, which would also lead to misutilisation of foodgrains and cooking cost.

Government accepted (October 2008) that the attendance ranged between 60 and 80 *per cent* and there was no increase due to MDM Scheme.

Retention rate did not reflect any definite trend. Further, there was no mechanism in place for cross verification of data of enrolment, attendance and retention

The retention rate in test-checked districts during 2004-08 calculated on the basis of drop out rate data- made available by the JEPC was as in **Table -8**:

Table-8: Retention rates in eight test checked districts

Sl. No.	Name of district	Retention rate in *per cent*				
		2004-05	2005-06	2006-07	2007-08	
					Class I to V	Class I to VIII
1	Bokaro	41.07	49.05	88.77	88.77	42.52
2	West Singhbhum	46.72	69.11	96.68	97.92	43.20
3	Palamu	57.36	75.10	87.43	87.43	47.22
4	Gumla	37.66	56.74	69.89	69.89	39.00
5	East Singhbhum	65.83	61.21	97.59	98.51	63.18
6	Godda	72.75	90.00	100.00	100	37.36
7	Pakur	56.62	58.82	63.53	63.53	23.68
8	Ranchi	68.09	68.94	90.62	90.62	43.91

Audit observed that the retention rate did not reflect any definite trend during 2004-08. It increased in 2006-07 mainly due to implementation of SSA (as per the evaluation report of Dr. R. Saran), while the rates pertaining to the classes I to V remained stagnant during 2007-08. As the programme for class VI to VIII was not implemented the retention rate (I to VIII) declined during 2007-08. Hence the extent of achievement of objectives of MDM could not be assessed. Government stated (October 2008) that retention rate in Ranchi was 84.80 in 2007-08. The reply was not correct as the retention of students during 2007-08 up to primary level was 90.62 *per cent* while it was 43.91 *per cent* upto class VIII.

3.3.13.3 Nutritional level

The scheme prescribed serving of cooked meals with nutritional contents (revised from time to time) on each school day as in **Table-9:**

Table-9: Nutritional content to be administered

Nutritional content	Norms as per GOI guidelines (2004)	Revised norms as per GOI revised guidelines (2006)
Calories	300	450
Proteins	8-12 grams	12 grams
Micronutrient supplementation	Not prescribed	• Six monthly dose for deworming and Vitamin-A • Weekly Iron and Folic Acid and • Other appropriate supplementation depending on common deficiencies

Special attention was to be given to students of weaker and disadvantaged sections. State Government was also responsible for identifying area specific nutritional deficiencies. In August 2006, calorific value of meals to be served was raised from 300 to 450 calories and protein contents from 8-12 grams to 12 grams. To achieve this, cereal-pulse ratio of 10:3 and supplements of one egg or two bananas, in addition to the meals, was prescribed by the State Government. In conjunction with operation of MDM scheme, to improve school attendance, the guidelines provided for periodical health check-up of children, distribution of tablets for deworming and micro-nutrient supplementation for which funds were to be provided by the State Government. Deficiencies noticed in audit were as below:

- Scrutiny of records of 2006-07 of eight test-checked districts revealed that the prescribed 100 grams of rice per child were not being given under MDM scheme as shown in **Table-10**:

Table–10: Quantity of rice served

Sl. No.	Name of district	Quantity of rice consumed (in Quintals)	No. of benefited students	Average intake of rice per day (in gram)
1.	Bokaro	38174.26	1,82,604	84
2.	West Singhbhum	34,070.49	1,83,663	74
3.	Palamu	38,427.86	3,14,611	49
4.	Godda	22,149.15	1,33,508	66
5.	Gumla	34,623.26	1,57,014	88
6.	East Singhbhum	33,980.01	1,63,720	83
7.	Pakur	14,382.39	92,860	62
8.	Ranchi	75,522.05	3,49,272	92

The quantity of rice served was as low as 49 grams in Palamu District. During joint inspection, by Audit with officials of HRD, it was seen that in 11 schools in Palamu, students were served either the meal or the supplements (two bananas or one egg).

No system for periodical check-ups was established in the test-checked schools in the eight districts

The Government stated that efforts were being made to ensure serving of MDM of prescribed quantity and calorific value.

- No action was taken for periodical health check-up of children, distribution of tablets for de-worming and micro-nutrient supplementation. The department also did not identify the disadvantaged sections and area specific nutritional deficiencies for taking necessary remedial measures.

3.3.13.4 Learning level of student

Through administration of nutritional support by providing cooked meal it was expected that learning level of children would be enhanced. Data on learning level was not maintained at State/district levels. Learning levels at district level was worked out in audit for 160 schools in the test-checked districts under three categories of marks obtained by children *viz.*, A (60 *per cent and above*), B (50 -59 *per cent*), C (33-49 *per cent*) as shown in **Table-11**:

No qualitative change in learning level of children was recorded after implementation of MDM scheme

Table-11: Learning level of students

	Percentage of children in categories		
Year	**A**	**B**	**C**
2004-05	19	31	50
2005-06	23	32	45
2006-07	25	32	43

There was marginal improvement in learning levels of children with the implementation of MDM scheme. However, no direct linkages could be established as in respect of enrolment, attendance and retention, as already discussed.

Government stated that different steps like teacher's training, basic programme etc were being taken up to achieve the target of MDM scheme.

3.3.14 Monitoring and Evaluation

Monitoring of the implementation of the scheme was poor. The envisaged inspections of quality of cooked food being served to children were not conducted

The scheme provided for grant of Central assistance for Management, Monitoring and Evaluation (MME) at the rate of 0.9 *per cent* of the total assistance for supply of free foodgrains including transportation and cooking cost from September 2004 and at the rate of 1.8 *per cent* from July 2006. The assistance was to be used for (a) school level expenses, (b) management, supervision, training and internal monitoring and (c) external monitoring and evaluation. Audit observed deficiencies as discussed below:

- Against annual allotments, GOI allotted Rs 5.78 crore during 2006-08 (2006-07: Rs 2.28 crore and 2007-08: Rs 3.50 crore). Against this, Rs 4.12 crore (71 *per cent*) was spent.
- The steering-cum-monitoring committees at State, district and block levels, constituted in

February 2006 under the Chairmanship of Chief Secretary, DC and BDO respectively, were to meet twice a year, quarterly and monthly. However, since February 2006, State Committee had met once while the district and block committees never met.

- Norms for inspection by officers were fixed as in **Table 12:**

Table-12: Inspection schedule

Sl. No.	Name of inspecting officers	No. of inspection of schools prescribed in a month	
		Surprise Inspection	Extensive Inspection
1.	Block Education Extension Officer	40	20
2.	Area Education Officer	30	20
3.	District Superintendent of Education	20	20
4.	District Education Officer	20	10
5.	Regional Deputy Director of Education	30	20

There was no record in the office of DSEs to show that any inspection was ever carried out in the test checked districts. Further, VECs, required to undertake daily inspections, never inspected any of the selected 160 schools. In the absence of any inspection at various level the lapses, negligence and instances of possible pilferage of foodgrain remained undetected and no corrective action could be taken. Government stated that efforts were being made to develop a strong mechanism for management and monitoring.

Further, no impact evaluation of MDM scheme was undertaken by Jharkhand Council of Educational Research and Training (JCERT). However, performance evaluation of MDM programme in Jharkhand was carried out during 2006 by Dr. R. Sharan, Head of the Department of Economics, Ranchi University on initiation of the Director, Primary Education, GOJ and State Project Director, JEPC. Dr. Sharan, in his study report, pointed out the following:

- In 72 *per cent* of schools attendance after lunch break was very low.
- In 2.5 *per cent* of schools quality of foodgrain supplied was bad.
- In 7 *per cent* cases bad quality of food was supplied.
- In 28 *per cent* cases meals served was inadequate.
- In some schools washing of hands and thalis was not possible due to lack of water.

3.3.15 Management Information System (MIS)

The scheme provided for development of a Computerized Management Information System for proper monitoring of the programme by the Department of School Education in consultation with the National Informatics Centre. It was noticed that the system was not in operation/existence in any of the eight test-checked districts.

3.3.16 Conclusion

The Mid Day Meal Scheme suffered due to underutilization and mismanagement of funds. Cooking fund of Rs 21.92 crore were surrendered/ allowed to lapse or remitted in Civil Deposit. Lifting of foodgrain against allotment was short by 24 *per cent* during 2004-08. Foodgrain was not lifted for four consecutive months in two districts. No mechanism was in place to assess actual utilization of foodgrains and there was no periodical verification of foodgrains by BSFC and Government authorities. Basic infrastructure facilities like kitchen sheds, clean drinking water, cooking and serving utensils and gas stoves were lacking in schools. During 2004-08, 12 to 34 *per cent* children were not covered under MDM. This was despite inflated reporting of enrolment and expenditure reported on non-existent EGS/AIE centres. There was no marked improvement in attendance and retention rate of students after implementation of MDM scheme. State Government did not establish any indicators for measuring the impact of nutrition and health. There was no assurance that the stipulated nutritional requirements were being provided. Periodical health

check-ups were also not being organized by the district authorities. Monitoring and Supervision of the scheme was deficient. An external evaluation report (April 2006) indicated supply of inadequate meal and bad quality food.

3.3.17 Recommendations

The Human Resource Development Department should ensure that:

- funds provided by GOI for cooking cost is invariably utilized for cooking purposes only and is not diverted or parked under suspense head;
- the periodical inspections as envisaged in the guidelines are carried out so that the standard Fair Average Quality (FAQ) is met;
- a measure is prescribed to serve the cooked food of 100/150 grams to avoid pilferage/misuse of rice/cooked food;
- basic infrastructure facilities such as kitchen-cum-stores, kitchen devices and drinking water are provided to all schools for facilitating effective implementation of the scheme;
- a reliable system is in place to ascertain that the meals served are of prescribed nutritional content and calorific value and health check-ups in all the schools to monitor the health status of the children are undertaken;
- the internal controls as well as the inspections and monitoring mechanisms are strengthened and records are properly maintained at all levels; and
- system of internal evaluation is in place to assess the impact of the programme.

The matter was reported to the Government (August 2008); their reply had been received (October 2008) and incorporated.

Appendix-3.27

(***Reference to paragraph 3.3.7.1***)

Statement showing funding pattern of MDM scheme

Sl. no	Components to be financed	April 2002 to August 2004		September 2004 to June 2006		July 2006 to September 2007		October 2007 onwards	
		GOI	State	GOI	State	GOI	State	GOI	State
1	*2*	*3*	*4*	*5*	*6*	*7*	*8*	*9*	*10*
1	Food grain	Cost of 100 grms foodgrain per child per school day reimbursed to FCI	Nil	Cost of 100 grms foodgrain per child per school day reimbursed to FCI	Nil	Cost of 100 grms foodgrain per child per school day reimbursed to FCI	Nil	Cost of 100 gms foodgrain per child per school day for class I to V. Cost of 150 gms foodgrain per child per school day for class VI to VIII of educationally backward blocks reimbursed to FCI	Nil
2	Transportation of foodgrain from the nearest FCI depot to school	Cost of transportation of foodgrain @ Rs 50/- per quintal reimbursed to District Rural Development Agency (DRDA)	Nil	From 1 October 2004 reimbursed at the rate of Rs 75 per quintal to DRDA	Nil	Reimbursement at the rate of Rs 75 per quintal to DRDA	Nil	Reimbursement at the rate of Rs 75 per quintal to DRDA	Nil
3	Cost of cooking i.e. conversion cost	Nil	Rs 2.00 per child per School day for 200 schools in 22 districts on Pilot project basis	From 2004-05, 15 percent of additional central assistance under Pradhan Mantri Gramodya Yojana With effect from 1.9.2004 Rs 1 per child per school day in addition to above	Rs 1.00 per child per school day	Rs 1.50 per child per school day	Rs 0.50 per child per school day	Rs 1.50 per child per school day for Class I to V Rs 2.00 per child per school day for class VI to VIII.	Rs 1.00 per child per school day Rs 0.50 per child per school day for class VI to VIII.
4	Infrastructure	Nil	Utensil Rs 3000 per school met from	i) Construction of kitchen shed under SGRY[6], NSDP[7], SJSRY[8]	Nil	Construction of kitchen shed - maximum of Rs 60000 per	Nil	Construction of kitchen shed- maximum of	Nil

[6] SGRY- Swarnjayati Gramin Rojgar Yojana.

[7] NSDP- National Slum Development Programme.

[8] SJSRY – Swarnjayanti Shahari Rojgar Yojana.

			conversion cost as one time non recurring in the year 2004-05	ii) Drinking water under SSA[9], ARWSP[10] and Swajaldhara programme iii) Utensils under SSA from annual grant of Rs 200 per school		unit per school and funds available under other development programme Kitchen devices - Rs 5000 per school		Rs 60000 per unit per school and funds available under other development programme Kitchen devices- Rs 5000 per school	
5	Monitoring, management and evaluation	Nil	Not specified	Not less then 0.9 per cent of total assistance on foodgrain, transport and cooking cost for 2004-05	Nil	Not less than 1.8 per cent of total assistance on food grain, transport and cooking cost from 2005-06	Nil	Not less than 1.8 per cent of total assistance on food grain, transport and cooking cost from 2006-07	Nil

[9] SSA – Sarva Shiksha Abhiyan.

[10] ARWSP – Accelerate Rural Water Supply Programme.

3.1 National Programme of Nutritional Support to Primary Education (Mid-Day Meal Scheme)

Highlights

The National Programme of Nutritional Support to Primary Education (mid-day meal scheme) was launched by Government of India (GOI) in August 1995 with the objective of boosting the universalisation of primary education by increasing enrolment, retention and attendance. The scheme provides for supply of cooked food to students in classes I to V for which GOI supplies rice free of cost through Food Corporation of India (FCI). In Kerala the students of classes I to VII (VIII from January 2008) are covered under the scheme and against 100 gram of rice 60 gram of rice and 30 gram of pulses are provided to each student. The review revealed non-utilisation of Central assistance, delay in release of cooking charges to schools, wrong reporting of enrolment figures to GOI for procuring/getting excess rice which resulted in huge closing stock with Kerala State Civil Supplies Corporation (KSCSC), excess transportation charges, diversion of rice, etc.

- **The enrolment figures reported to GOI for getting assistance under the scheme was inflated which resulted in allotment of rice in excess of requirement.**

(Paragraph 3.1.8.1)

- **Substantial stock of mid-day meal rice remained with KSCSC at the end of each year during the period 2003-08. Out of this, 1453.18 MT of rice was converted as ordinary rice and sold by KSCSC through its outlets. This has not been replenished.**

(Paragraph 3.1.8.2)

- **The transportation charges paid to KSCSC by State Government was on the higher side compared to the charges paid by it to its transporting contractors. Similarly the cost of pulses supplied to Government by KSCSC was also higher than the price at which these are sold to public through their outlets.**

(Paragraphs 3.1.8.3 and 3.1.8.4)

- **Out of Rs 11.20 crore released by GOI for constructing kitchen-cum-store, replacement of cooking devices and strengthening management, monitoring and evaluation, Rs 10.97 crore remained unutilised as of June 2008.**

(Paragraph 3.1.7.2)

- **There was delay ranging from two to twelve months in release of cooking charges to schools.**

(Paragraph 3.1.7.4)

- **Monitoring committees prescribed in GOI guidelines were either not constituted or were not meeting as envisaged. Monthly and quarterly progress reports were not sent to GOI by DPI during 2003-08.**

(Paragraphs 3.1.11.1 and 3.1.11.2)

➢ **No MIS was put in place to get feedback on the scheme.**
(Paragraph 3.1.11.3)

3.1.1 Introduction

The National Programme of Nutritional Support to Primary Education (Mid - day Meal Scheme) was launched by Government of India (GOI) as a Centrally Sponsored Scheme on 15 August 1995. The scheme was intended to boost the universalisation of primary education by increasing enrolment, retention, attendance with simultaneous impact on the nutritional status of students. The scheme covered students in classes I to V studying in Government/aided schools and AIE* Centres and provided for cooked food equivalent to 100 gram of rice per child per school day for which GOI provided rice free of cost to the State through Food Corporation of India (FCI). GOI also provided assistance for ancillary expenses like cooking cost, transportation, management, monitoring and evaluation at prescribed rates.

The State programme already in force was merged (August 1995) with the Central Scheme introduced from 1995. While the Central scheme covered all students of class I to V, in Kerala students of class I to VII (VIII from January 2008) were covered. Though the Central guidelines made the scheme mandatory for all students of class I to V, in Kerala only those who opted for the scheme were provided mid day meal. The State provided 60 grams of rice and 30 grams of pulses to each student opting for the scheme and used the surplus out of the rice allotted by Government of India for providing mid-day meals to students of classes VI, VII and VIII. The cost of pulses were met from the State budget.

3.1.2 Organisational set up

The Director of Public Instruction (DPI) is the Nodal Officer for the scheme. At the district level, there is a Noon Meal Supervisor. Assistant Educational Officers (AEOs) exercise control over schools under their jurisdiction. At school level, the scheme is implemented by a Committee headed by the Headmaster and members from Parent Teachers Association. Funds to meet the cost of cooking are released to the Local Bodies* which reimburse the amount to the schools. Foodgrains released by the FCI are lifted by the Kerala State Civil Supplies Corporation (KSCSC) and the schools collected their requirements from the nearby retail outlets of KSCSC.

3.1.3 Audit Objectives

The objectives of the performance audit were to ascertain whether

- adequate funds were provided and utilised economically and efficiently and a proper system existed for the timely transfer of funds provided for various components of the scheme,
- State Government implemented the programme through well-designed implementation procedures, defined the norms of expenditure,

* Alternative Innovative Education

* Village Panchayats, District Panchayats, Municipalities and Corporations

contributed its share and instituted efficient reporting, inspection and monitoring system,

- foodgrains supplied to the schools were of good quality, were supplied as per requirements and the system of providing cooked food was efficient and effective to ensure that food of prescribed calorific value was supplied on all school days,
- the scheme has achieved its objectives of improving enrolment, attendance and retention, enhancement of learning levels of the children and improving the nutritional status of students and
- the internal controls in the State nodal department were efficient and ensured adequate and timely inputs and a system of timely and reliable programme information.

3.1.4 Audit Criteria

- Guidelines of the scheme issued by Government of India
- Performance indicators like enrolment, attendance, retention and nutritional status
- Orders issued by Government of Kerala for implementation of the scheme
- Monitoring system prescribed for the scheme

3.1.5 Audit Coverage

A review of the implementation of the scheme was included in Paragraph 3.2 of the Report of the Comptroller and Auditor General of India for the year ended 31 March 1999 (Civil), Government of Kerala. After examining the para, the Committee on Public Accounts recommended (July 2007) that

(i) proper records showing the details of actual number of feeding days, total number of participants etc., should be maintained and scrutinised by DPI,

(ii) the Department should conduct periodical reviews to evaluate the programme by instituting committees at State, District, Block, Panchayat and School level,

(iii) the Department should see that funds for the mid-day meal programme are released by Grama Panchayats well in advance,

(iv) health programmes should be conducted in each school with the help of Health Department under the auspices of District level officers.

No Action Taken Note has been furnished to the Committee by Government (October 2008).

A Performance Audit of the implementation of the scheme covering the period 2003-08 was conducted from July 2007 to July 2008. Out of the 14 districts in the State, seven in four strata• were selected for audit using circular systematic

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• Stratum I – Capital District - Thiruvananthapuram
Stratum II – Drought affected - Pathanamthitta
Stratum III – Districts with less literacy

sampling method. Within each district, 20 schools (14 rural and 6 urban) were selected using Simple Random Sampling Without Replacement.

3.1.6 Audit Methodology

An entry conference was conducted with the Secretary, General Education Department in July 2007 in which the audit objectives and criteria were explained. Data relating to various components and inputs were collected through field visits to AEO offices, selected schools and offices of KSCSC. Questionnaires were sent to Deputy Directors of Education (DDEs), AEOs and schools to collect information about implementation of the scheme. Surprise inspection of 14 selected schools was also conducted in the presence of departmental officers. An exit conference was conducted with the Secretary, General Education Department in August 2008 during which the audit findings and recommendations were discussed and response of Government obtained.

Audit findings

Audit scrutiny revealed various deficiencies in implementation of the scheme as detailed below:

3.1.7 Funding

3.1.7.1 Central assistance for the scheme

GOI supplies rice free of cost to the State through FCI. GOI also provides cooking cost of Rupee one per child per school day, transportation cost at Rs 50 per quintal (enhanced to Rs 75 per quintal from September 2004) and management, monitoring and evaluation cost at 1.8 *per cent* of the cost of foodgrains, transportation cost and cooking cost. The cooking cost was enhanced in June 2006 to Rs 1.50 per child per school day in cases where the State Government contributed 50 paise[$]. GOI also provided assistance to construct kitchen-cum-store at Rs 60,000 per school and to provide and replace kitchen devices at an average cost of Rs 5,000 per school. The Central assistance provided to the State during 2003-08 was as follows:

rate than the State average - Malappuram, Kasaragod, Idukki

Stratum IV – Districts with literacy

rate higher than the State average - Alappuzha, Kozhikode

[$] Cooking cost includes cooking charges, providing other ingredients such as pulses, vegetables, condiments, etc., and fuel.

Table 1: Central assistance received in kind and cash

(Rupees in crore)

Year	Quantity of rice		Other assistance# in cash	Total
	Lifted(MT)	Cost at Rs 5,650/MT		
2003-04	43,330.20	24.48	2.35	26.83
2004-05	42,327.08	23.91	28.50	52.41
2005-06	28,223.60	15.95	30.48	46.43
2006-07	26,823.50	15.16	47.88	63.04
2007-08	38,185.86	21.58	68.22	89.80
Total	**1,78,890.24**	**101.08**	**177.43@**	**278.51**

Source: Sanctions from GOI and KSCSC

3.1.7.2 Non-utilisation and delay in utilisation of GOI assistance

Out of Rs 9.75 crore released by GOI during 2006-08 for construction of kitchen-cum-store and for providing utensils only Rs 2.71 crore was released to schools so far

GOI released (November 2006-February 2007) to Government of Kerala Rs 2.71 crore for construction of kitchen-cum-store in 451 schools and the same was released to the schools only during February/March 2008. Also, Rs five crore released by GOI in 2007-08 for construction of kitchen-cum-store in 834 schools and Rs 2.04 crore released during 2006-08 for providing and replacement of cooking devices and utensils in 4,079 schools had not been released to the schools as of June 2008 and the amount was kept in Government accounts. As a result, 1,285 schools were deprived of the facility of kitchen-cum-store and in 4,079 schools cooking devices and utensils were not provided. No action was taken to identify the schools where facilities were required and hence the amount could not be utilised.

There was also delay in utilisation of assistance provided for strengthening management, monitoring and evaluation. Out of Rs 1.45 crore received during 2005-08, only Rs 22.52 lakh had been spent as of June 2008. Thus, Rs 10.97 crore received was not used for the scheme.

3.1.7.3 Excess release of funds

Release of funds towards cooking charges to High Schools was far in excess of requirements

In view of extension of the mid-day meal scheme (MDMS) to students of Standard VIII, State Government released (March 2008) Rs 6.85 crore on the basis of feeding strength to 14 DDEs towards cooking charges for distribution to the High Schools. However, in 14 Offices of AEO test checked it was found that the funds released were far in excess of requirements as the meals could be provided only for limited days of the remaining period of the academic year and only Rs 4.24 lakh (out of Rs 57.85 lakh released) was actually spent by the schools. Out of the balance, Rs 23.34 lakh was kept in bank account, Rs 2.71 lakh was retained in hand and Rs 1.07 lakh was

Includes cooking cost, transportation cost, assistance for construction of kitchen-cum-store, for providing cooking devices and strengthening management, monitoring and evaluation.

@ includes Rs 4.98 crore released by GOI direct to KSCSC for transportation

diverted for meeting cooking cost of UP[#] Schools and the remaining amount (Rs 26.49 lakh) was surrendered.

3.1.7.4 Release of cooking charges to schools

As per GOI guidelines, the implementation of the scheme, as far as possible, should be entrusted with Panchyati Raj Institutions. In Kerala, LSGIs are not involved in the implementation of the scheme. But cooking charges are released by the DPI to the schools through the LSGIs.

Delay ranging from two to twelve months was noticed in release of cooking charges to schools

As of March 2008, 93 schools (out of 140) reported that Rs 17.16 lakh relating to 2005-08 had not been received. It was also found that even the cooking cost released to the LSGIs for payment to the schools had been retained by them. The details furnished by 77 LSGIs showed that Rs 3.07 crore was retained by them as of March 2008. There were delays ranging from two to twelve months in release of cooking charges to schools due to belated release of funds by Government and the lack of interest shown by LSGIs in releasing the funds to the schools in time. As GOI released funds for cooking cost in advance, there was no justification in delaying the payment to schools. Despite recommendation of the PAC to release funds to the schools in advance, the situation had not improved.

Due to non-receipt of funds there was no interruption in providing meals as the funds were advanced by PTA/teachers.

3.1.8 Implementation

3.1.8.1 Enrolment

Enrolment figures reported to GOI for getting assistance were inflated

There was no system in the DPI to compile and consolidate the data on enrolment of students for the scheme received from field offices. As a result, inflated figures were reported to GOI resulting in more assistance than entitlement. The following irregularities were noticed:

- Data received by Audit for 2005-08 in respect of the five districts[#] (out of 14 districts) revealed that the number of students in classes I to V enrolled for the scheme reported by DPI to GOI was in excess of that reported by DDEs to DPI by 1,11,365. The details of enrolment for the scheme as reported by DDEs and that communicated to GOI are given in **Appendix XXVIII**. Consequently 22,273 quintals[*] of rice (cost: Rs 1.26 crore) was received by the State in excess of entitlement in these five districts.

Due to excess reporting of enrolment figures 22,273 quintals of rice were received in excess from GOI in five districts

- During 2002-03 and 2003-04 the number of students reported to GOI was higher than even the number of students enrolled in classes I to V of Government/Aided schools as shown below.

Table 2: Excess reporting of number of students

Year	Enrolment	Number reported to GOI	Excess reported
2002-03	22,05,523	23,55,686	1,50,163
2003-04	21,63,763	21,66,510	2,747

Source: Educational statistics and GOI sanctions

[#] Upper Primary Schools

[#] Pathanamthitta, Kottayam, Malappuram, Kozhikode and Kasargod.

[*] $\frac{1,11,365 \times 100 \times 200}{1,000 \times 100}$ = 22,273 quintals x Rs 565 = Rs 1.26 crore

As only those students opting for the scheme were provided with food, the actual number coming under the scheme would be even less than the numbers enrolled.

- For 2006-07 against 20.29 lakh reported to GOI for the entire State the actual number as per records of DPI was only 18.42 lakh.

- For 2007-08 the total number reported to GOI included 74,350 children studying in AIE Centres. But the actual number of children in AIE centres during the year as per data available with the controlling office of Sarva Shiksha Abhayan Project was only 20,791. This resulted in excess allotment and lifting of 1,071 MT of rice costing Rs 60.52 lakh from godown of FCI.
- Reasons for such inflation of enrolment could not be assessed by Audit since there was no records showing justification for the same.

3.1.8.2 Supply of rice by GOI and its utilisation

The details of quantity of rice allotted by GOI, lifted by State Government and the stock available with KSCSC in each of the years 2003-08 are given below:

Table 3: Quantity of rice allotted, lifted and closing stock

(Quantity of rice in MT)

Year	Allotted by GOI	Lifted by KSCSC	Closing stock with KSCSC
2003-04	43,330.20	43,330.20	18,960.20
2004-05	42,327.08	42,327.08	21,768.85
2005-06	28,223.60	28,223.60	6,255.20
2006-07	32,308.20	26,823.50	5,424.12
2007-08	38,189.82	38,185.86	10,417.43

Source: Sanctions from GOI and details of KSCSC

From above data it is evident that the lifting of rice was in excess of actual requirements, this resulted in accumulation of stock with the KSCSC at the year end of the concerned year.

The rice allotted for the scheme was also not fully used for the scheme due to various factors like lesser number of students taking meals, shortfall in school working days, reduced quantity of rice issued per student, etc. Audit scrutiny revealed that rice allotted by GOI was diverted for various purposes as shown below:

During 2003-07, 1,453.18 MT of MDM rice costing Rs 82.10 lakh converted and sold by KSCSC has not been replenished

- At the end of every school year, the balance mid-day meal (MDM) rice available with KSCSC was sold through KSCSC outlets to avoid deterioration of quality. The quantity so sold was reconverted to MDM rice at the beginning of the next academic year. During 2003-07, 1,453.18 MT, the quantity converted and sold by KSCSC had not been reconverted to MDMS rice from PDS. The cost of rice so diverted at the issue rate of Rs 5,650 per MT amounted to Rs 82.10 lakh.

KSCSC sold 18,684 kg of MDM rice to Public during 2007-08

- During 2007-08, Government permitted the KSCSC to sell the surplus quantity of MDM rice to the public at Rs 14 per kg. As per the information collected from Regional Offices of KSCSC, 18,684 kgs of rice was sold to public. This rice has not been reconverted to MDM rice as of June 2008.
- In November 2007, 11 tonnes of MDM rice (cost: Rs 0.62 lakh) were issued for State Science Fair and State School Athletic meet on the basis of orders issued by DPI.
- GOI supplied 100 gram of rice per child per day for the scheme for 200 days. Each student was therefore entitled to 20 kg of rice per year. But taking into consideration the scale prescribed by the State (60 gram of rice per day) and the average number of days (162) on which mid-day meal was served during 2003-08 in 140 test checked schools, the rice consumed by a student was on an average 9.72 kg. Thus, only 49 *per cent* of the quantum of rice prescribed by GOI was consumed by each student of Standard I to V. The quantity of rice for providing cooked food for students in Standards VI and VII and issue of special rice on festival occasions was being met from the balance available. The quantity of rice so utilised during the five year period 2003-2008 was 89,781 MT (excluding 1,453 MT converted and sold by KSCSC) and its cost worked out to Rs 50.73 crore at Rs 5,650 per MT. In addition, transportation cost of Rs 6.73 crore was also paid by GOI on the above quantity. Thus Central funds of Rs 57.46 crore had been diverted for feeding students of standards VI and VII and supply of rice on festival occasions which were not covered under the guidelines of the Central scheme.

Central funds of Rs 57.46 crore diverted

3.1.8.3 Transportation charges

GOI was providing transportation subsidy of Rs 75 per quintal (Rs 50 up to September 2004) for transportation of rice allotted for mid-day meal scheme from FCI godowns to schools. The State Government entrusted the transportation of the rice to KSCSC (Government undertaking). The Government had been paying a fixed rate of Rs 140 per quintal from 1995 till date to KSCSC for this purpose.

Transportation charges paid to KSCSC were higher side

It was noticed in Audit that while KSCSC was paying charges ranging from Rs 9.40 to Rs 49.00 per quintal to contractors for transportation of foodgrains to its own depots/store from FCI godowns it was being reimbursed at the rate of Rs 140 per quintal by Government. It was also found that the rate paid by Civil Supplies Department of Government to Wholesale Ration Dealers towards commission, transportation and loading/unloading was in the range of Rs 18.38 to Rs 20.64 per quintal depending on the region. Thus the rate paid to KSCSC for transportation was on the higher side. Even after charging such a high rate, KSCSC was supplying the foodgrains at its Depot/Store only, instead of at schools and the schools had to incur additional expense for transportation of food grains to the schools. Government did not invite tenders/quotation to obtain competitive rates for transportation. Instead, Government had been paying excessive charges to KSCSC towards transportation for the last 12 years without reference to the actual transportation cost incurred by KSCSC.

3.1.8.4 Pulses supplied at higher rate

KSCSC was charging higher rates for the pulses supplied to schools

KSCSC supplies pulses for the scheme throughout the State. During 2003-08, KSCSC supplied 52,803.70 MT of pulses. It was found that the cost of pulses charged by KSCSC during the period October 2005 to March 2007 was higher than the general rate by Rs 0.30 to Rs 11.30 per kilogram. The excess charged by KSCSC during this period alone worked out to Rs 8.82 crore. The rate charged during 2007-08 was also found to be higher than the general rate by Rs 0.39 to Rs 13.26 per Kg. The DPI failed to ensure that reasonable and economical charges were claimed by KSCSC since 1995. The Secretary promised to take up the matter with KSCSC.

3.1.8.5 Cooking facilities

As per GOI guidelines, kitchen-cum-store should be separate from classrooms; they should be well ventilated and so designed that there was a separate storage facility which should not have a thatched roof. DPI during a presentation in April 2006 before the Programme Approval Board of GOI had stated that 83 *per cent* of schools have pucca kitchens and kitchens in the remaining schools would be completed by the end of 2006. However, the data furnished by 132 AEOs (out of total 163 AEOs) in respect of 7,566 schools revealed that:

- 1,126 schools have kitchen-cum-store with concrete roof
- 1,236 schools have only kitchen
- 3,869 schools have only temporary sheds with tiled /asbestos roof
- 1,335 schools have only temporary sheds with thatched roof

Construction of kitchen-cum-store in 1,285 schools had not been completed as of July 2008 despite release of assistance of Rs 7.71 crore by GOI during 2006-08. Abnormal delay in release of the GOI grant to the LSGIs for construction of kitchen resulted in non-utilisation of the grant although the bulk of the schools lacked proper kitchen/cooking facilities.

3.1.8.6 Utilisation of teaching time

Involvement of teachers in the scheme contrary to GOI guidelines was noticed

GOI guidelines stipulate that under no circumstance should teachers be assigned responsibilities for cooking mid-day meals as this will impede or interfere with teaching quality.

In the 140 schools test checked by Audit it was found that

- In 73 schools, teachers were involved in purchase of vegetable and other ingredients
- In 116 schools, teachers weighed and received food grains and maintained store records
- In 91 schools serving of meals to children was by teachers
- 94 schools admitted that teachers spent time on the above activities which eventually resulted in decrease in number of teaching hours.

Involvement of teachers in activities other than teaching is likely to impede the objectivities of the Mid-Day Meal Scheme.

3.1.9 Supply of foodgrains

GOI guidelines required supply of cooked food of prescribed calorific value to all students in classes I to V for 200 days in a year. The State, however, provided cooked rice to students enrolled for the scheme in classes I to VII.

3.1.9.1 Interruption in feeding

Interruption in feeding days ranged from seven to 102 days in 129 test checked schools

Despite timely allocation of foodgrains by GOI and its release by FCI, interruption in feeding ranging from 7 to 102 days due to non-receipt of foodgrains, absence of cooks, bandh, hartals, etc., during 2003-08 were noticed in 129 test checked schools. Such interruptions defeated the very objective of the scheme of providing food on all school days.

3.1.9.2 Calorific value not achieved

Varied menu to achieve the revised calorific value was followed only in seven schools out of 117 test checked

The meals served for the mid-day meal was Kanji (gruel) with pulses consisting of 60 gram of rice and 30 gram of pulses per student. The calorific value of the meals served was 309 and contained 12.5 gram of protein and was as per the norms prescribed by GOI. The calorific value has been revised by the Ministry of Human Resource Development to 450 calories and 12 gram of protein from June 2006. GOI also gave a sample of the meal that may be served to achieve the above calorie value.

Table 4: Food/Calorie value

	Calorie	Protein (gm)
Rice 100 gm	340	8
Puluses 20 gm	70	5
Vegetables including leafy 50 gm	25	Not available
Oil and fat 5 gm	45	Not available
Total	**480**	**13**

Source: GOI guidelines

Eventhough according to DPI varied menu has been prescribed in 2007 details received from 117 schools showed that only in seven schools varied menu was followed.

3.1.9.3 Supply of special rice during festival season

Apart from supply of mid day meal in schools, special rice at the rate of five kg (three kg in 2007-08) was also provided during festival seasons (Onam, Ramzan and Christmas) to the students enrolled for the scheme. Special rice was supplied thrice during 2003-04 and 2004-05, once during 2005-06 and 2006-07 and twice in 2007-08.

Government diverted 56,758 MT of MDM rice, 11,938 MT of BPL rice and 51,203 MT of APL rice for supplying rice to students during festival

During the five year period 2003-08, State provided 1,19,899 MT of rice during the festival seasons. Audit scrutiny revealed that this was done by the State Government diverting rice provided by GOI free of cost for Mid-day Meal Scheme and BPL/APL rice allotted by GOI at subsidised rates for issue to ration card holders under the Public Distribution System. The quantity so diverted was 56,758 MT of MDM rice, 11,938 MT of BPL rice and 51,203 MT of APL rice.

As the rice supplied by GOI was meant for providing cooked meal to students of class I to V during school working days diversion of rice for providing uncooked rice to students during festival seasons was violative of GOI direction. The use of rice supplied by GOI for issue to APL and BPL ration card holders at subsidised rate against guidelines of the scheme was also irregular.

3.1.10 Impact of the scheme on enrolment, attendance, retention and nutritional status

One of the basic objectives of the scheme was to increase enrolment, attendance, retention and nutritional status of the children.

3.1.10.1 Enrolment

The impact of the scheme in improving enrolment was insignificant

The number of children enrolled in class I to V and VI and VII in Government, in aided and unaided schools during the period 2003-08 is given below:

Table 5: Student strength in Government, aided and unaided schools

Year	Government and aided schools		Unaided schools	
	Standard I to V	VI and VII	Standard I to V	VI and VII
2003-04	20,63,763	9,72,780	1,41,111	52,653
2004-05	21,28,222	9,42,935	1,88,979	56,938
2005-06	20,99,522	9,16,990	2,05,330	60,176
2006-07	20,65,785	9,12,834	2,11,007	63,872
2007-08	19,94,398	9,18,098	2,08,147	66,242

Source: Educational statistics from DPI

It was found that there was decrease in enrolment in Standard I to V from 21.64 lakh in 2003-04 to 19.94 lakh in 2007-08 and from 9.73 lakh in 2003-04 to 9.18 lakh in 2007-08 in Standard VI and VII in Government and Aided schools. But in Unaided schools which are not covered by the mid-day meal scheme there was steady increase in enrolment of students in Standard I to V and Std VI and VII during the same period. This shows that the scheme did not have any significant impact in improving enrolment in schools from the target group.

3.1.10.2 Attendance, retention and learning levels

Though the scheme aimed at improving attendance, retention and learning levels, the nodal office did not compile district and State level data on attendance and details of marks/grades. Test check of records of 140 schools showed that there was regular increase in attendance only in 26 schools.

Grades also showed varied trends. Hence assessment of the learning levels to ascertain the impact of the scheme could not be made.

3.1.10.3 Nutritional status of children

The guidelines envisage that the mid-day meal scheme should be complemented with appropriate interventions through administration of (a) six monthly dose of deworming and vitamin A supplementation (b) weekly iron, zinc and folic acid supplement and (c) other appropriate supplements depending on common deficiencies found in the local area in consultation with the nearest Government Hospital. This was to be funded from appropriate schemes of the Health Department or School Health Programme of the State.

No specific funds were allotted by Government for this component under any of the schemes. The DPI informed that neither health check was conducted nor supply of vitamin A supplement and micro nutrients were made during the five year period. Failure to provide supplementary nutrition and regular monitoring of nutritional status of children was violative of GOI guidelines and resulted in non-detection of potential health problems that could have been rectified by appropriate interventions.

3.1.11 Monitoring, Inspection and Internal Controls

3.1.11.1 Monitoring/inspection

Monitoring committees were either not constituted or were not meeting as prescribed in guidelines

GOI guidelines (2004) provide for formation of Steering and Monitoring Committees at State, district and block levels. The State Level Committee was formed in January 2006 only, 18 months after the guidelines were issued. Though it was required to meet twice annually it met only once during 2005-06, 2006-07 and 2007-08. In four* districts test checked no District Level Committee was formed. In another three districts# the committees were formed. These committees were, however, not meeting though they were required to meet four times in a year. Out of 163 AEOs, 84 AEOs reported that no Block Level Committees were constituted. No inspection by nutrition experts of Food and Nutrition Board was conducted to monitor the overall quality of the mid-day meal served. As per GOI guidelines, the inspections are to be arranged in a manner that all the schools are covered in a year and further targets were to be fixed so that on an average 25 *per cent* of the schools/EGS/AIE Centres should be covered in a quarter. In five DDEs#, the Noon Meal Supervisor could cover only about 10 *per cent* of the schools each year. Details in respect of the two districts test checked had not been received (October 2008).

3.1.11.2 Failure of DPI to send progress reports

During 2003-08 monthly and quarterly progress reports were not furnished by DPI

During the five year covered by Audit (2003-08) the DPI has not furnished to the Ministry of Human Resources Development the Monthly report on off take of foodgrains, quarterly claim towards transport subsidy, quarterly progress report and utilisation certificates.

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* Kasaragod, Pathanamthitta, Idukki and Alappuzha

Kottayam, Malappuram and Kozhikode

Alappuzha, Pathanamthitta, Idukki, Malappuram and Kozhikode

3.1.11.3 Internal Controls

Though the DPI reported before the Programme Approval Board in April 2006 that Management Information System (MIS) connecting the Directorate and District Offices would be completed by June 2006, this has not been done as of June 2008. The proposal for connecting all the offices of AEOs to the Directorate is under implementation and it has been stated that work in two districts has already been completed.

No performance management system was in place to ensure feedback on the scheme

The Nodal Office did not have an internal audit wing to examine the implementation of the scheme. There was no performance management system to provide adequate feedback. Utilisation of the funds released to the LSGIs was also not being watched.

Thus there was no effective internal control mechanism in the department to ensure feedback on the implementation of the scheme to the appropriate authorities. As a result, irregularities in implementing the scheme which has been running for nearly 23 years remained unrectified/unfulfilled.

3.1.12 Conclusion

The enrolment figures reported to GOI were not based on reports received from field offices. The transportation charges paid to KSCSC by Government was found to be on the higher side compared to those paid by KSCSC to the transporting contractors. KSCSC was charging higher rates for the pulses supplied to the schools. Diversion of rice provided for the scheme for other purposes was noticed. Most of the schools did not have adequate kitchen facilities. State Government failed to utilise the GOI grant of Rs 10.97 crore received for constructing kitchen-cum-store, replacement of cooking devices and strengthening management, monitoring and evaluation in time. Monitoring Committees prescribed in the GOI guidelines were either not constituted or were not meeting regularly. For supplying rice during festival seasons Government resorted to diversion of not only mid-day meal rice but also rice supplied by GOI for issue to APL/BPL ration card holders. The impact of the scheme on enrolment, attendance, retention and improving learning levels could not be assessed in the absence of necessary data. There was no effective internal control mechanism in the department for monitoring the scheme.

3.1.13 Recommendations

- Government should ensure that Central funds received for providing facilities like kitchen-cum-store, replacing utensils, etc., are utilised without delay and these facilities should be available in all the schools.
- Cooking cost released by GOI in advance should be released to schools without delay.
- Government should ensure that transportation charges/rates and cost of pulses are competitive and no excess rates paid to KSCSC.
- Data on enrolment, attendance, retention, learning levels, etc., may be compiled and maintained State-wise for evaluation of impact on the scheme.
- An effective Internal Control System should be set up in the department for gathering timely feedback on the deficiencies in implementation and taking corrective measures.

The recommendations contained in the para were discussed in the exit meeting. The Secretary accepted all the recommendations except the recommendation regarding competitive bidding for transportation and supply of pulses. However, the recommendation is retained since such a procedure is necessary for getting economic rates.

The above points were referred to Government in August 2008; reply has not been received (October 2008).

Appendix XXVIII

Details of enrolment for mid-day meal scheme as reported by DDE and that communicated to GOI
(Reference: Paragraph 3.1.8.1)

Name of District	2005-06			2006-07			2007-08		
	Reported by DDE	Communi-cated to GOI	Excess(+) Less (-)	Reported by DDE	Communi-cated to GOI	Excess(+) Less (-)	Reported by DDE	Communi-cated to GOI	Excess(+) Less (-)
Pathanamthitta	47,508	44,000	(-)3,508	42,872	48,680	(+)5,808	36,623	46,499	(+)9,876
Malappuram	3,37,010	3,75,000	(+)37,990	3,44,110	3,61,725	(+)17,615	3,37,679	3,50,800	(+)13,121
Kottayam	81,246	81,000	(-)246	81,349	91,305	(+)9,956	76,736	92,400	(+)15,664
Kozhikode	2,70,689	2,00,000	(-)70,689	2,01,297	2,13,448	(+)12,151	1,95,357	2,14,550	(+)19,193
Kasaragod	80,343	92,000	(+)11,657	79,582	95,721	(+)16,139	77,562	94,200	(+)16,638
Total	**8,16,796**	**7,92,000**	**(-)24,796**	**7,49,210**	**8,10,879**	**(+)61,669**	**7,23,957**	**7,98,449**	**(+)74,492**

3.2 National Programme of Nutritional Support to Primary Education (Mid Day Meal)

Highlights

The Mid Day Meal (MDM) scheme was launched in the State of Madhya Pradesh with the specific objectives of improving the nutritional status of school going children and bringing about growth in their enrolment and retention to give boost to primary education among children of poorer sections of the society. The figures of enrolment in primary classes in the year 2007-08 decreased by five per cent from the previous year. Performance audit of the programme revealed deficiencies in financial management and programme implementation as there were cases of unspent funds, providing meals in inadequate quantities to students, non-supply of meals to students, lack of infrastructure such as pucca kitchen, drinking water facility, cooking gas facility, etc. Study conducted by National Institute of Public Co-operation and Child Development (NIPCCD) at the instance of MP Govt. revealed poor nutritional status of students covered under the scheme. Some of the highlights of audit review are as follows:

Cost of cooking was not sufficiently provided to the Parent Teacher Associations as a result they had to incur a credit of Rs.3.68 crore.

(Paragraph 3.2.6.2)

Suspected embezzlement of Rs.1.20 lakh was noticed in Block Education Officer Gandhwani district Dhar

(Paragraph 3.2.6.4)

Enrolment figure in primary classes declined during 2007-08.

(Paragraph 3.2.7.1)

Against the requirement of 79471 kitchen-cum-store (KCS) only 58688 KCS were sanctioned out of Government of India funds, out of this construction of 17359 KCS were completed. Against the sanction of 13848 kitchen sheds (KS) out of state fund, only 5024 KS were completed by Tribal Welfare Department (TWD).

(Paragraph 3.2.12.2)

Commissioner TWD provided funds of Rs.9.10 crore irregularly to the districts for purchase of utensils at district level, instead of crediting in the accounts of Parent Teacher Associations (PTAs) of schools for procurement of kitchen devices/utensils.

(Paragraph 3.2.12.3)

Irregular engagement of contractor and non Government organization for cooking/serving of cooked meals below the prescribed rate led to deterioration in quality of food and interruption in supply.

(Paragraph 3.2.13)

3.2.1 Introduction

The Mid Day Meal Scheme (MDM) was launched as a Centrally Sponsored Scheme on 15 August 1995 with the objective of boosting universalisation of primary education by increasing enrolment, attendance, retention and simultaneous improvement in the nutritional level of students of primary classes (I to V) of all Government schools including local body and Government aided schools. From October 2002, the scheme was extended to children studying in the Centres under Education Guarantee Scheme (EGS) and Alternative and Innovative Education (AIE). The Scheme initially provided for distribution of fixed quantities of dry food grains to school children. This was replaced by cooked meals with effect from October 1995 of selected blocks and of all primary schools from July 2004 after the orders of the Supreme Court. The scheme laid (December 2004) special emphasis on disadvantaged groups with the additional objective of providing MDM in drought-affected areas during summer vacation also. From September 2006, the calorific value of the meal was increased from 300 calories to 450 calories and protein content from 8-12 grams to 12 grams and providing essential micro nutrients and de-worming medicines to the children regularly.

3.2.2 Organisational setup

Principal Secretary to the Government of MP, Panchayat and Rural Development Department (PRDD), (nodal department), is responsible at Government level for implementation of the scheme. The Development Commissioner implemented the scheme with the assistance of Tribal Welfare Department (TWD) Urban Administration and Development Department (UADD), Food and Civil Supplies Department (FCSD), School Education Department (SED) and Public Health & Family Welfare Department (PHFWD).

At the district level, the Collector was responsible for planning and implementation of the programme. The day to day functioning of the programme was carried out by Chief Executive Officer, Zila Panchayat (CEOZP) with the assistance of other connected departments at district level/ block level.

At the school level, Gram Panchayats (GP)/ Nagriya Nikay (NN) were the implementing agencies prior to the year 2004. Thereafter, Parent Teacher Associations (PTAs) of schools were made responsible as implementing agencies for the programme. Self Help Groups (SHGs) were involved (September 2007) in place of PTAs for the schools of rural areas for running the programme/scheme. The responsibilities of PTAs/SHGs included fixing of menu, appointment of cooks, procurement of ingredients for cooking food,

procurement of kitchen devices/utensils, payment of expenditure incurred on cooking, maintenance of quality and hygiene.

The Madhya Pradesh State Civil Supplies Corporation (MPSCSC) is the nodal agency for lifting of food grains from the nearest FCI Depot and its distribution to Fair Price Shops (FPSs) through lead societies from where PTAs/SHGs are required to lift the food grains and to transport it upto schools. An organisational chart is given in **Appendix 3.6.**

3.2.3 Audit Objectives

The objectives of the performance audit were to verify whether:

- the scheme achieved its principal objective of supporting the universalisation of primary education;
- the scheme achieved its secondary objective of improving the nutritional status of the children in the primary classes;
- the internal controls were adequate and in place;
- the scheme was run through well designed implementation procedures; and conformed to the prescribed norms for expenditure; and
- reporting, inspection and monitoring system were efficient.

3.2.4 Audit Criteria

The following audit criteria were adopted while carrying out the Performance Audit.

- Relevant guidelines, instructions issued by the Central and State Government from time to time for implementation of the programme;
- Utilisation of funds as per prescribed norms;
- Statistics on enrolment, retention and attendance in schools;
- Nutrient value of meals served to students; and
- Evaluation reports/studies and survey findings etc.

3.2.5 Audit Coverage and Methodology

The performance audit of the scheme for the period 2003-08 was conducted[18] in twelve[19] out of 48 districts, as selected by Stratified Circular Systematic Random Sampling (10 districts) and Probability Proportional to size with Replacement (two districts) method. Twenty schools were also selected on random basis in each test checked district.

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[18] During February to November 2007 and May to October 2008

[19] Betul, Bhind, Bhopal, Burhanpur, Dindori, Jhabua, Khargone, Mandla, Narsinghpur, Shahdol, Shajapur, Shivpuri.

Records of the implementing departments, MPSCSC and Rajya Shiksha Kendra (RSK), maintained at the state, district and block levels, were scrutinized. Joint inspection of 64 schools, interview of 63 children and 41 teachers were also carried out alongwith the representatives of PRDD/SED.

An introductory meeting was held in April 2008 with Secretary PRD Department and subsequently the audit findings and recommendations of audit were discussed in the exit conference held in November 2008 with Principal Secretary, Government of Madhya Pradesh, PRD Department and their views were considered while finalising the review. Results of test-check are embodied in the succeeding paragraphs.

Audit Finding

3.2.6 Financial Management

The GOI provided financial assistance to the State for the MDM scheme in the shape of food grains free of cost through FCI godowns and funds for (i) conversion cost, (ii) management, monitoring and evaluation (MME) funds, (iii) infrastructural funds and (iv) transportation cost of food grains from FCI godowns to schools by reimbursement on receipt of transportation bills.

3.2.6.1 Excess provision for conversion cost

From September 2004, conversion cost of ingredients[20], cost of fuel and wages/remuneration for cooking was payable by GOI at the rate of Rupee one per child per school day and the differential cost of cooking beyond the central assistance was to be borne by State Govt. The rate was increased (15 August 2006) to Rupees two (including State share of Re. 0.50) per child per school day. Details of fund released by Central and State Government and their utilization for the period of 2003-08 for conversion cost was as under:-

Table No. 3.7: Funds released and expenditure

(Rupees in crore)

Year	Central Funds	State Funds	Total	Actual Expenditure	Saving(-)/ Excess(+)	Percentage of Saving/ Excess
2003-04	NA	NA	NA	NA	NA	NA
2004-05	198.96	179.07	318.03	237.15	(-)80.88	(-)25
2005-06	186.14	95.58	281.65	253.13	(-)28.52	(-)10
2006-07	235.08	121.05	356.58	288.90	(-)67.68	(-)19
2007-08	199.38	50.37	249.75	315.02	65.27	26

Source: Panchyat and Rural Development Department.

From the above it is seen that funds between 10 to 25 *per cent* remained unutilised at the end of each year during 2004-07 indicated excess provision of funds in budget. PRDD attributed (April 2008) the savings to less attendance of children. The departmental reply accepts failure to achieve the objective of improvement of attendance. In test checked districts unutilized balances of

[20] *Pulses, vegetables cooking oil and condiments.*

Rs.11.28[21] crore (as of March 2008) with the Zila Panchayats (ZP's) were not taken into consideration while releasing the funds to PTAs.

3.2.6.2 Sufficient funds of conversion cost not provided to PTAs

Short transfer of funds of Rs.3.68 crore to Parent Teacher Associations

Sufficient funds for conversion cost was to be credited in the PTA's account of school in advance on the basis of students enrolled. Progress report of the CEO ZPs revealed that PTAs spent more than the funds provided to them amounting to Rs.3.68 crore as detailed below.

(Rupees in crore)

Name of district	Reporting month	Period covered in the report	Cooking cost provided to PTAs	Cooking cost incurred by PTAs	Amount of minus balance
Shahdol	June 08	July 07to June 08	3.43	5.28	1.85
Shivpuri	April 08	July 07 to April 08	7.17	9.00	1.83
Total			**10.60**	**14.28**	**3.68**

Only CEO ZP Shivpuri replied (July 2008) that PTAs purchased the materials on credit or made arrangement on their own. Similarly out of 237 schools checked in audit, 19 to 27 *per cent* schools[22] reported minus balance during 2004-08 as shown in **Appendix 3.7.**

3.2.6.3 Reimbursement of cooking cost to Gram Panchayats (GPs) without observing formalities

Block Education Officers reimubursed irregularly Rs.1.96 lakh to GPs

As per instructions (July 2004) of Assistant Commissioner Tribal Welfare Department Dindori, the amount spent by Gram Panchayats (GPs)/Nagriya Nikays (NNs) in excess of funds provided to them were to be reimbursed by Block Education Officers (BEOs) after getting the information of previous years, utilization certificates, and information on proforma-V duly signed by teachers of schools. It was, however, observed that BEO, Shahpura irregularly reimbursed the claim of Rs.1.96 lakh to GPs for the period July 2003 to January 2004 without getting the aforesaid information duly signed by teachers of schools. BEO replied (July 2008) that necessary action is in process.

3.2.6.4 Suspected embezzlement

Block Education Officer Gandhwani, made doubtful payment of Rs.1.20 lakh

According to instructions/guidelines of scheme, BEOs were required to credit the amount of conversion cost into PTA's account and were not authorised to incur any expenditure at block level. Scrutiny of records of BEO Gandhwani district Dhar revealed that a payment of Rs.1.20 lakh through DD on account of conversion cost was shown in the cash book on 3 December 2005, but neither the bank's slip for DD and payees stamp receipts, nor the voucher of the party to whom the payment was made, were available from the records. BEO Gandhwani replied (May 2007 and October 2008) that after scrutiny, result would be intimated but results are awaited (November 2008). No reply was furnished by Government.

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[21] *Betul Rs. 2.33 crore, Bhind Rs. 2.70 crore, Burhanpur Rs. 0.90 crore, Dindori Rs. 0.05 crore, Jhabua Rs. 0.45 crore, Khargone Rs. 1.54 crore, Mandla Rs. 0.22 crore, Narsinghpur Rs. 0.06 crore and Shajapur Rs. 3.03 crore.*

[22] *44 schools in 2004-05, 59 schools in 2005-06, 48 schools in 2006-07 and 63 schools in 2007-08*

3.2.7 Enrolment, Attendance and Retention of students

According to the scheme guidelines (August 1995) while furnishing the request/ Annual Work Plan and Budget (AWPB) for each year PRDD was required to be furnished to the GOI, along with the number of Children enrolled in class I to V in Government, Local body and Government aided primary schools and also in EGS and AIE centres for release of food grains, conversion cost and management monitoring and evaluation (MME) cost.

Base line survey was not conducted.

GOI guidelines (December 2004) also envisaged that base line studies for the year 2004-05 should be conducted and completed before the end of academic session 2004-05. However no base line study has been conducted so far (March 2008).

3.2.7.1 Enrolment of students

Enrolment increased by 10 *per cent* during 2003-08.

The year wise position of enrolment, retention and dropout of students in primary education during the period 2003-08 are shown in **Appendix 3.8.** It was observed that the enrolment in the schools providing MDM increased by 10 *per cent* from 76.94 lakh students to 84.90 lakh students during 2003-04 to 2007-08. Analysis indicated that though the enrolments increased in year 2003-07 it decreased by five *per cent* during 2007-08. It was also noticed that percentage of number of beneficiaries availing MDM decreased by six *per cent* during the year 2007-08. The table also shows significant decline in new enrollments from 24.05 lakh students in 2004-05 to 11.80 lakh students in 2007-08. For the decline in enrolment no specific reasons were furnished by the Department.

3.2.7.2 Attendance and retention

Average attendance did not improve.

Scrutiny of information furnished by schools checked in audit revealed that average attendance rate (AAR) decreased from 75 *per cent* in 2003-04 to 74 *per cent* in 2007-08 as shown in **Appendix 3.9.** Joint inspection of 64 schools in nine checked districts by the audit team alongwith the representatives of PRDD and SED showed that against enrolment of 9815 students, 5742 (59 percent) were present as per the attendance registers, showing a wide gap between the children enrolled and those attending schools. On actual counting, the number of children present in the schools was 5620 as against 9815 children enrolled (57 *per cent*) only.

Decline in retention figures.

Scrutiny of data captured from checked sample schools revealed that the retention of students from class I to V decreased in nine[23] districts as shown in **Appendix 3.9.**

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[23] *Bhind, Burhanpur, Jhabua, Khargone, Mandla, Narsinghpur, Shahdol, Shajapur and Shivpuri*

3.2.8 Management Monitoring and Evaluation (MME) Assistance

The GOI was to provide funds equivalent to 0.9 *per cent* during 2004-05 and there after 1.8 *per cent* of the total assistance on food grains, transportation cost and cooking cost, under the MDM scheme for effective MME. The MME fund was to be utilized for school level expenses i.e. forms, stationery, weighing machine, height recorder and replacement of cooking device/utensile etc.(50 *per cent*), management, supervision, training, internal monitoring and evaluation (35 *per cent*) and external monitoring and evaluation (15 *per cent*). The details of funds received from GOI and utilization were as under:

Table No. 3.8: Funds available and spent on MME

(Rupees in crore)

Year	Opening balance	Released by GOI	Total availability	Expenditure incurred by the State Govt.	Saving
2005-06	Nil	3.27	3.27	0.60	2.67
2006-07	2.67	3.14	5.81	5.13	0.68
2007-08	0.68	6.93	7.61	5.64	1.97

Source : Panchyat and Rural Development Department.

It was observed that:

- Funds for forms, stationery, weighing machine and height recorder at school level were not released during 2005-08.

- PRDD issued (March 2006) instructions to each district for evaluating the programme through District Institute of Educational Training (DIET). However PRDD released Rs.0.50 lakh to each district as late as in July 2007. Even after that CEO ZP Jhabua and Narsingpur did not provide funds to DIET and hence the evaluation was not done.

3.2.9 Food grains management

The GOI provided food grains free of cost at the rate of 100 gram per child per school day under the cooked meal scheme. Allocation of food grains was made by GOI to FCI.

3.2.9.1 Quality and quantity control of food grains

Joint inspection reports were not submitted

According to GOI instructions (2004), District collectors were to ensure that food grains of Fair Average Quality (FAQ) are issued by FCI. This was to be ensured through joint inspection by a team consisting of FCI and collector nominee(s). Similar instructions were issued (June 2005 and December 2005) by PRDD in which District Manager MPSCSC was asked to furnish the report to this effect each month to Development Commissioner. Though joint inspection of stack was conducted each month, DM MPSCSC of checked districts did not submit reports to this effect to Co-ordinator MDM. As per instructions of PRDD issued (December 2005) food grains are required to be lifted by PTAs only after actual weighing. However, 128 (54 percent) out of 237 schools checked, stated that the food grains were not being given by FPSs after actual weighing but on the basis of number of gunny bags as per filling

Food grains were not given by actual weighing

capacity. Hence the possibility of short receipt remaining undetected cannot be ruled out.

3.2.9.2 Allotment of food grains to Fair Price Shops.

Accumulation of undistributed food grains worth Rs.3.20 crore with Faire Price Shops.

Allotment orders for distribution of foodgrains are issued by the Collectors/ CEO ZP and required provisioning is done by MPSCSC to FPSs through lead societies. Thereafter foodgrains are lifted by PTAs of schools on the basis of release orders issued by CEOs/ BEOs. Scrutiny of records in checked districts revealed that the entire quantity provided to FPSs was not lifted by the schools and balances remained with the FPSs each year. Balances of food grains available with the FPSs were however not accounted for during the subsequent release by MPSCSC. It has been gathered from District Central Co-operative Banks of checked districts that 3200 MT[24] food grains valuing Rs.3.20 crore was lying undistributed with FPS at the end of March 2008. The loss of these food grains due to theft/pilferage, etc. is a risk which has not been addressed.

3.2.9.3 Inflated data of utilization of food grains reported to GOI

Over reporting of utilization of food grains to GOI.

PRDD was required to furnish a Utilisation Certificate (UC) to GOI in respect of food grains lifted and consumed during the preceding financial year. A scrutiny of the UCs furnished, revealed that the stock of food grains in hand reported by the PRDD were at variance with the stock in hand as depicted in the records of MPSCSC as shown below:

(Quantity in quintal)

Year	Balance	Stock in hand as per MPSCSC	Figures reported to GOI as per utilization certificate	Excess reported
2004-05	Opening	(W) 100684.33	(W)100634.33	50.00
2005-06	Closing	(W) 170805.66	(W)154025.04	16780.62
		(R) 60556.18	(R) 59403.47	1152.71
Total				**17983.33**

W-Wheat, R-Rice

Thus, utilization of 17983 quintal food grains worth Rs.1.80 crore during 2004-06 were over reported to GOI.

3.2.9.4 Actual consumption of food grains not reported to GOI

Actual consumption of food grains was not reported.

Utilisation Certificates (UC) sent to GOI were not based on actual utilization of food grain. In the UCs, quantity of food grains utilized for coverage of eligible children was to be reported. But PRDD sent the UCs on the basis of food grains distributed by MPSCSC to FPSs which was not based on actual consumption. This resulted in reporting of consumption of food grains in excess to that consumed.

[24] *Betul :846, Bhind :22.7, Bhopal :308.7, Shahdol :399.4, Shajapur :32.8, Shivpuri: 320.4 , Khargon 714.3 , Jhabua 230.90 and Mandla 325.20 MT.*

3.2.10 Transportation

3.2.10.1 Non payment of transportation charges to PTAs

Transportation charges were not paid to Parent Teacher Associations.

Out of transportation cost of Rs.75 per quintal being reimbursed by GOI to MPSCSC, Rupees five per quintal were payable to PTA for transportation of food grains from FPS to school. In the checked districts it was noticed that Rs.31.95[25] lakh for transportation of food grains from FPSs to schools during April 2005 to March 2008 were not reimbursed due to non submission of claims after completing the formalities with necessary documents by PTAs due to non awareness and lengthy procedure. PRDD further simplified (July 2007) the procedure of submission of transportation claim cancelling the earlier orders but still the payments were not made for the above period to the PTAs as the required information was not furnished by link societies/FPSs.

3.2.10.2 Undue benefit to FPSs

Empty gunny bages of Rs.2.51 crore retained by FPs. .

The scheme guidelines issued (December 2004) by GOI, envisaged that empty gunny bags should be disposed off by the implementing agency at school level i.e. PTA/SHG in a transparent manner so as to fetch the best possible price and their sale proceeds utilized for further enrichment of the MDM scheme. PRDD issued (June 2005) the instructions. However, it was observed that out of 237 schools, 219 schools (92 *per cent*) had reported that the empty gunny bags were called back by FPSs. Thus, 20.52 lakh empty gunny bags valuing of Rs.2.51 crore @ Rs.12.25 approximately on 10.26 lakh Qtl[26] of food grains distributed up to March 2008 in the checked districts resulted in undue benefit to FPSs.

3.2.11 Nutritional status of children

The scheme aimed at providing cooked meal adhering to the prescribed nutritional norm of calories and protein by adding fresh green vegetables etc. in adequate quantities. GOMP decided (January 2004) to provide cooked tasty meal in all primary schools (PS/EGS/AIE centers) from July 2004. Implementing Officer was to ensure that wholesome cooked meal of good quality and prescribed nutritional value was served without any interruption.

3.2.11.1 Nutritive value

As per scheme requirement, each child was to be provided with a meal comprising 300 calories and 8-12 grams of protein from July 2004 to 14 August 2006. From 15 August 2006 the calorific value was increased to 450 calories and 12 grams of protein. Audit observed that there is no provision in

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[25] *Bhind : Rs. 6.26 lakh, Betul :Rs 5.02 lakh, Bhopal : Rs. 2.40 lakh, Narsinghpur : Rs. 2.68 lakh, Shahdol : Rs. 2.97 lakh, Shivpuri : Rs. 7.98 lakh, Shajapur Rs. 4.64 lakh.*

[26] *Betul 1.24, Bhind 1.25, Bhopal 0.69, Khargone 1.26, Shajapur 0.99, Shivpuri 1.42, Dindori 0.66, Mandla 0.82, Shahdol 0.99, Burhanpur 0.26, Narsinghpur 0.68 (figure in lakh Quintal).*

the scheme to check the nutritional value of the meals provided to children. National Institute of Public Co-operation and Child Development, (NIPCCD) Western Regional Centre, Indore had evaluated the nutritional value and stated that the amount given to the child was about two roties, one katori of dal or vegetable. Sometimes a child receives three roties on demand and its availability. A standard roti weighs about 30 grams which contributes 103.5 calories of energy and 2.04 grams of protein. Hence caloric contribution in two roties is barely 207 calories and 4.08 grams of protein. The remaining energy has to be made good by either dal or vegetable. Dal/ vegetables prepared in the form of curry was found thin thus reducing the possibilities of adequate calorie and protein supplementation as per norms.

3.2.11.2 Distribution of cooked meals

Cooked meals not/short distributed.

Cooked meals were to be served regularly according to varied menu without interruption, but it was observed that there was interruption in supply of MDM in 323 schools[27] of Bhopal and Bhind during December 2004 to April 2007. There was also interruption in urban schools of Dindori district during June-July 2008 (39 to 50 days) and about 388 students were deprived of MDM.

Joint inspection of 41 schools (July to October 2008) revealed that

- Cooked meal was not prepared and served in primary school (PS) Pipariya, Sohagpur (Shahdol) on 21 July 2008 due to non availability of rice.
- Interviewed boys and girls stated that dal toowar (Arhar) and potato vegetable are prepared generally thereby indicating non-supply of varied menu .
- Iodised salt was not used in PS Imalitola Burhar Shahdol.
- Meal was not prepared in required quantity and according to menu in PS Imalitola of Burhar Shahdol as a result of which, two students used to share one thali meals meant for one student.

The responsibility for cooking and distribution of cooked meals in schools of urban areas of Bhopal was given to M/s Naandi Foundation from July 2006. Block Resource Centre Coordinator (BRCC), Block Phanda, Bhopal reported that against the requirement of 794857 meals in April 2007 (for 23 days to 34559 average number of students) only 549621 meals were provided. During the joint inspection of PS Bhiansakhedi Bairagarh Bhopal on 4 October 2007, it was also noticed that out of 211 students enrolled only 125 students were present. M/s Naandi Foundation provided only 10 kg cooked rice, against the requirement of 22 to 25 kg cooked rice made from 12.5 kg uncooked rice. Thus, cooked meal was not given in required quantity to the students but the agency was given the full money for providing cooked meals for 211 students.

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[27] *District-Month-Number of Schools-Bhopal-12/04-69, 02/05-79; Bhind-08/06-43, 09/06-48, 10/06-27, 11/06-15, 12/06-24, 01/07-10, 02/07 to 04/07-08*

3.2.11.3 Distribution of de-worming & micronutrient tablets

The revised scheme in 2004 provided that mid-day meal programme should also be utilized for appropriate intervention relating to micro-nutrients, Vitamin A supplementation and de-worming of primary school students.

Directorate Health Services placed (December 2006) the supply order to MP, LUN for supply of Albendazol tablets (88.52 lakh) costing Rs.34.68 lakh and IFA tablets (8891.70 lakh) costing Rs.4.45 crore. It was, however, observed that both the tablets were not supplied to three districts[28] and Albendazol tablets to two districts[29] during 2006-08. Further micronutrient and de-worming tablets were not procured during 2007-08.

Short/non distribution of micro nutrients.

Schools were not provided full quantities of tablets for distribution to students thereby, depriving the students from the supplementation in the schools as shown in **Appendix 3.10.**

Vitamin 'A' was not distributed.

Scrutiny revealed that Vitamin A supplement was not given in any year 2003-08, though provided in the scheme.

3.2.11.4 Nutritional status

There were no norms for impact of nutritional level and nutritional level was far from satisfaction.

A committee was constituted with the representatives from National Institute of Public Co-operation and Child Development (NIPCCD), UNICEF, Food and Nutrition Board, National Institute of Nutrition and Gandhi Medical College, Bhopal to provide input for nutritional assessment, growth monitoring and develop training manual for teachers to carry out growth monitoring exercise. However no detailed instructions were issued in the checked schools. Despite availability of funds of Rs.2.67 crore at the end of March 2006 and Rs.1.97 crore at the end of March 2008 under MME, Weighing machine/Height recorder were not provided in any school. However, NIPCCD evaluated the programme and reported that nutritional status of the children receiving MDM in the State was far from satisfactory.

3.2.12 Infrastructure

Scheme guidelines envisaged that kitchen sheds/ Kitchen cum store (KCS) should be constructed in each school to facilitate cooking in schools itself so that fresh and hot cooked meal is served to children. Clean drinking water facility was required to be made available in each school. Cooking devices such as smokeless chulha were to be used to the extent possible and use of firewood was to be discouraged in the interest of environmental protection. Further containers for storage of food grains and other ingredients and utensils for cooking and serving were to be made available to all schools.

[28] *Betul, Burhanpur,and Narsinghpur .*
[29] *Shahdol and Dindori.*

3.2.12.1 Infrastructure provided

The status of infrastructure available in checked district as shown in **Appendix 3.11** was inadequate**.** Due to lack of adequate infrastructure in schools, smooth implementation of the programme was hampered to a large extent. Cases of deficiencies noticed in the joint inspection of sample schools in rural areas were as under:

- MDM was being cooked in open space under unhygienic condition in PS Imalitola in Shahdol district.
- Students had to drink water by thali as the glasses, though available, were not provided to them in Girls PS Police line in Shajapur district.
- In PS Koni in Shahdol and PS Talapar in Narsinghpur districts, MDM was being cooked in the Verandah attached to the class room creating a lot of smoke and disturbing the teaching/learning process.
- Children were drinking contaminated water in PS Talapar, Narsinghpur.

3.2.12.2 Construction of Kitchen cum Store (KCS)/ kitchen shed(KS) in primary schools

Unfruitful expenditure on construction of kitchen cum stores.

PRDD assessed the requirement of 79,471 Kitchen sheds in the State. GOI released Rs.139.39 crore and 212.74 crore during 2006-07 and 2007-08 for construction of 23,232 and 35456 KCS @ Rs.60,000 per KCS. The work of construction of KCS was to be completed in about 3 months. But, only 17,359 KCS were completed, 12,420 KCS were in progress and 28,909 KCS were yet to be started as of March 2008. In the exit conference Department stated that the earlier provision of Rs. 60,000 fixed by the Central Government two years ago was insufficient due to escalation and now Rs. 90,000 are required for construction of shed of similar specification but the Central Government has not revised provision or specification for the shed. Hence due to inadequacy of funds, the KCS could not be completed.

Similarly TWD sanctioned construction of 13848 kitchens in 89 tribal blocks of 19 districts during 2006-07 and provided funds of Rs.45.95 crore out of the saving of cooking cost, yet only 5024 KS were completed as of March 2008. In the checked districts it was observed that 2234 kitchens were incomplete as the approval for revised estimates and specifications had not been accorded. Thus, the money remained blocked and schools were not getting the desired benefit.

Joint inspection of PS boys Sunera, Shajapur revealed that KCS do not have platforms and proper ventilation.

3.2.12.3 Kitchen Utensils

According to scheme guidelines, procurement of utensil and storage bins at schools was to be done by the PTAs. However, Commissioner TWD provided

(January 2007) funds of Rs.9.10 crore to Assistant Commissioners Tribal Development (ACTDs) of 19 tribal districts for purchase of utensils and storage bins and instructed that purchases be made at district level. ACTDs Dindori, Betual, Mandla, Shahdol and Burhanpur purchased utensils and storage bins on scale basis for all the schools contrary to the provision of guidelines. The flexibility of PTAs to assess their own requirements was also eroded leading to mismatch between material supplied and its requirement.

3.2.13 Role of Non Government Organisations/ Self Help Groups

The guidelines (December 2004) envisaged that in urban areas where a centralized kitchen set up was possible for a cluster of schools, cooking may where appropriate, be undertaken in a centralized kitchen and cooked hot meal transported under hygienic conditions through a reliable transport system to various schools. No contractor or bhojnalaya was to be engaged. But it was observed that the work of cooking and serving was assigned to contractor and Bhojnalaya in Shajapur[30] and Dindori[31] districts.

Meal supply arrangement were made with contractors below the prescribed rate.

Further it was observed that in Shajapur district, contract was given to contractors below the prescribed rate of the conversion cost fixed by GOI (during 2006-08) resulting in students getting deprived of meals of proper calorific value and quality. There were many complaints leading to cancellation of the contract (September 2007). In Dindori district there was interruption in supply of cooked meal from 39 to 50 days during June-July 2008 wherein 388 children did not get cooked meals.

3.2.13.1 Engagement of Self Help Groups

Imprper Engagement of Self Help Groups.

It was observed that the BEO Shahdol and Mandla engaged SHGs at block level for regular supply of ingredients to 911 schools and made payment worth Rs.64.38 lakh[32] during April 2005 to February 2006 against the laid down procedure. Further, Collector (Tribal) Jhabua engaged 24 SHGs for work of grinding of wheat and supply of flour in packets of 23 kg each by adjusting wastage of 8 kg wheat per quintal. There was no provision of allowing/permitting wastage of foodgrains at any level in the guidelines. Wastage of 942.02 quintal of Rs.9.42 lakh was allowed at 8 percent of 11775 quintal wheat grinded in Bhabra, Jobat, Rama and Ranapur blocks during 2006-07. It was also observed that recovery of short supplied flour of 37.44 Quintal @ Rs. 5/- per kg was made from SHGs, instead @ Rs.10/- per kg as prescribed in guidelines resulting in loss of Rs.18.72 lakh.

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30 *Shajapur District:- (i) Nagar Panchayat Nalkhera- Nawder Bhojnalaya @ Rs. 1.40 per child per day July 2005 to April 06,Jain Bhojnalaya @ Rs. 1.90 per child per day August 06 to April 07, (ii) Nagar Panchayat Susner @ Rs. 1 per child per day (iii) Urban school Shajapur-Akanchha SHG Jawad @ Rs. 0.89 per child per day October 06 to April 07, Pasupati Nath Mahila Mandal @ Rs. 1.80 per child per day September 07 to April 08.*

31 *Dindori- Urban schools of Dindori – Durgadas Multipurpose Sanstha – at prevailing rate February 08 to June 08.*

32 *BEO Gohaparu-Shahdol Jyoti Mahila SHG Chotarihatola Rs 6.51 lakh, Ganga SHG Umaria Rs. 8.19 lakh., BEO Jaisingh Nagar Shahdol-Mahila SHG Kanadi Khurd Rs.40.24 lakh, BEO Niwas-Mandla-Jai Bhawani SHG Awadongri, Rs.5.93 lakh, Mahabir SHG Kusmi Rs. 3.51 lakh.*

3.2.14 Monitoring and Supervision

- According to PRDD instructions (February-March 2005) Steering cum Monitoring committees (SMCs) at District/Block level were required to have atleast one meeting in every month. Against the requirement of 36 meetings to be held in each district during 2005-08, few meetings Bhopal (3), Dindori (11), Shahdol (6), Bhind (10), Burhanpur (2) were held. Blocks where SMCs were set up have not furnished the details of meetings held during 2005-08. Scrutiny revealed that SMCs were not constituted at block of Betul, Burhanpur, Dindori, Mandla, Narsinghpur, Shahdol and Shivpuri districts. Meetings were thus not held as required at block level. Thus monitoring of performance by the designated committees was far from satisfactory.
- According to instructions (April 2006) of PRDD, MDM Cell was to be established in each district for effective MME. It was observed that MDM cell in Dindori, Jhabua, Mandla, Narshingpur and Shivpuri districts were not established and the funds were lying unutilized.
- PRDD issued (October 2005) instructions that Jan Shikshak/Cluster Resource Centre (CRC) was to inspect all schools atleast once in a month. At block and district level, a roster was to be prepared and the officers at block/district level were to inspect atleast 10 schools and 5 schools of remote locality in a month. No information or records relating to inspections were furnished by checked districts/blocks.
- PRDD issued instructions (October 2005) regarding submission of reports in prescribed formats and to prepare the MIS database. During scrutiny of formats of monthly progress reports of Dindori, Khargone, Mandla, Dhar and Shahdol, it was noticed that the data of the previous month did not tally with the current month. CEOZP Betul, Jhabua and Shajapur did not provide the progress reports to audit.
- Separate cash book and ledger were required to be maintained for MDM, It was observed that separate cash book and ledger were not maintained at State level, instead they were mixed with Rajeev Gandhi Jal Grahan Mission account.

3.2.15.Conclusion

The programme implementation was week. Main objective of universalisation of Primary Education was not achieved as there was no noticeable improvement in overall enrolment, average attendance and retention of students. There were cases of deficiencies in financial management such as non-utilisation of funds, diversion of funds etc. Besides there were cases of short allotment of cooking cost to PTAs, non/short distribution of cooked meals, delay in construction of kitchens in primary schools etc. were also observed. Non/short distribution of de-worming & micronutrient tablets indicated that implementation of the programme lacked focus on internal issues. 'Health profile' of primary students was not maintained rendering

monitoring of health standards more difficult. MDM Cells and Steering cum Monitoring Committees were not set up at district and block levels respectively. Regular meetings were not held to discuss the operational issues. Regular inspections of primary schools, were not carried out to ensure efficient implementation of MDM.

3.2.16.Recommendation

Since the success of the scheme depended heavily on improved delivery, some steps need to be taken to address issues like quality of meals and regularity in supply and efficiency in operation. Some major areas/aspects requiring better attention and efforts are stated below:

- Cooking and supply of meals should conform to the prescribed procedure be of the required quality.
- Necessary records be maintained to monitor the health standards of children.
- The committees at various level should be made more pro-active/participative.
- Evaluation of the scheme may be made to pinpoint events, reasons behind fall in enrolment and retention of school going children.
- More attention needs to be given to improve the status of the kitchen and drinking water as well as utensils.
- Construction of kitchens be speeded up to avoid disruption in teaching by making suitable arrangements for additional funds.

Appendix 3.6

(Reference: paragraph 3.2.2)

Statement showing Organisational set up chart for Mid Day Meal Scheme

State level →	Principal Secretary Panchayat and Rural Development Department (Nodal Department) ↓ Development Commissioner (Implementing Agency)
District level →	District Collector ↓ Chief Executive Officer, Zila Panchayat
Block level →	• Block Education Officer • Chief Executive Officer, Janpad panchayat
School level →	• Nagriya Nikay/Gram Panchayats • Parent Teacher Associations • Self Help Groups.

Appendix 3.7

(Reference : Paragraph 3.2.6.2)

Statement showing data of minus balances of conversion cost with PTAs

Sr. no.	Name of District	No. of school test checked	Year 2004-05				Year 2005-06				Year 2006-07				Year 2007-08			
			No. of schools reported minus balance of cooking cost	Fund availabi-lity	Actual expenditure	Minus balance	No. of schools reported minus balance of cooking cost	Fund availability	Actual expenditure	Minus balance	No. of schools reported minus balance of cooking cost	Fund availability	Actual expenditure	Minus balance	No. of schools reported minus balance of cooking cost	Fund availability	Actual expenditure	Minus balance
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19
1	Bhopal	20	1	19586	38406	-18820	1	0	85179	-85179	0	0	0	0	3	73548	111042	-37494
2	Bhind	20	1	2995	6648	-3653	1	17697	24381	-6684	1	29661	37604	-7943	8	201267	245388	-44121
3	Burhanpur	20	3	96162	133239	-37077	7	179674	286722	-107048	3	68304	239384	-171080	1	56475	64938	-8463
4	Narsinghpur	20	3	43518	56960	-13442	1	11744	16302	-4558	3	82285	90186	-7901	6	166143	181250	-15107
5	Shajapur	20	4	82845	102479	-19634	9	195466	291719	-96253	11	284209	368291	-84082	9	206600	248693	-42093
6	Shivpuri	20	4	64008	72535	-8527	8	176976	191071	-14095	8	215859	258417	-42558	7	205099	249680	-44581
7	Dindori	5	0	0	0	0	0	0	0	0	0	0	0	0	4	131430	175088	-43658
8	Shahdol	32	0	0	0	0	0	0	0	0	0	0	0	0	15	416648	529306	-112658
9	Betul	20	5	133597	164117	-30523	8	191211	262536	-71325	4	137410	155340	-17930	1	41571	42416	-845
10	Mandla	20	4	42046	46854	-4808	5	64772	76867	-12095	4	87298	100213	-12915	2	70623	73092	-2469
11	Jhabua	20	4	85709	93259	-7550	6	78571	110982	-32411	11	306222	368677	-62455	2	87611	113342	-25731
12	Khargone	20	15	430533	523545	-93012	13	399646	483716	-84070	3	83760	116671	-32911	5	140874	175885	-35011
	Total	**237**	**44**	**1000999**	**1238042**	**-237046**	**59**	**1315757**	**1829475**	**-513718**	**48**	**1295008**	**1734783**	**-439775**	**63**	**1797889**	**2210120**	**-412231**

Data source : Test checked schools.

Appendix 3.8

(Reference: paragraph 3.2.7.1)

Statement showing enrolment, retention and dropout of students in primary schools

(Number of students in lakh)

Year	Enrolment as per Scheme	Percentage of increase/ decrease in enrolment	No. of beneficiaries availed MDM	Per cent of no. of beneficiaries wrt enrolment	Dropout rate(%) in MDM as per PRDD records	Retention rate(%) in MDM as per PRDD records	Dropout (No. of students)	Retention (No. of Students)	New enrollment as per dropout rate of last year and enrolment shown in current year	Increase/ decrease percentage of new enrolment
1	2	3	4	5	6	7	8	9	10	11
2003-04	76.94	--	NA	NA	24	76	18.47	58.47	--	--
2004-05	82.52	7	NA	NA	21	79	17.33	65.19	24.05	--
2005-06	88.92	8	NA	NA	20	80	17.78	71.14	23.73	-1
2006-07	89.15	0	76.11	85	18	82	16.05	73.10	18.01	-24
2007-08	84.90	-5	67.03	79	16	84	13.58	71.32	11.80	-35

Source : Panchyat and Rural Development Department.

Appendix 3.9

(Reference: paragraph 3.2.7.2)

Statement showing enrolment, Average attendance, retention and trend thereof

Sr. No.	Name of District	No. of schools test checked	Year	MDM run day	Enrolment Class I to V	Trend of enrolment percent over the year	Total beneficiaries Class I to V	Average Attendance Class I to V	Average attendance Rate Class I to V	Retention (Class)	
1	2	3	4	5	6	7	8	9	10	11	
1	Bhopal	20	2003-04	3116	2520		483733	2117	84	566	I
			2004-05	4119	3584	42	681817	2938	82	665	II
			2005-06	4629	4003	12	746378	3200	80	806	III
			2006-07	4618	3594	-10	692662	2963	82	733	IV
			2007-08	4670	3371	-6	615654	2630	78	729	V
2	Burhanpur	20	2003-04	4675	3897		697280	2980	76	880	I
			2004-05	4702	3826	-2	672471	2857	75	798	II
			2005-06	4703	3742	-2	693204	2940	79	842	III
			2006-07	4618	3606	-4	656562	2847	79	691	IV
			2007-08	4678	3443	-5	529947	2268	66	561	V
3	Shajapur	20	2003-04	4604	1707		320195	1396	82	408	I
			2004-05	4631	1771	4	341456	1475	83	356	II
			2005-06	4701	1727	-2	337967	1438	83	341	III
			2006-07	4688	1819	5	351958	1503	83	306	IV
			2007-08	4706	1872	3	370129	1573	84	301	V
4	Dindori	5	2003-04	1058	585		118541	526	90	173	I
			2004-05	1100	587	0	120125	538	92	140	II
			2005-06	1156	637	9	130292	578	91	137	III
			2006-07	1154	731	15	145430	644	88	141	IV
			2007-08	1168	697	-5	131545	563	81	178	V
5	Narsinghpur	20	2003-04	4697	2721		541264	2306	85	525	I
			2004-05	4645	2607	-4	493547	2136	82	494	II
			2005-06	4466	2550	-2	465510	2127	83	513	III
			2006-07	4653	2370	-7	456888	1966	83	479	IV
			2007-08	4682	2254	-5	401565	1712	76	482	V
6	Bhind	20	2003-04	4638	1448		289590	1252	86	327	I
			2004-05	4656	1582	9	318760	1369	87	304	II
			2005-06	4615	1623	3	319656	1391	86	305	III
			2006-07	4671	1607	-1	322674	1383	86	287	IV
			2007-08	4547	1591	-1	299203	1323	83	306	V
7	Shivpuri	20	2003-04	4680	2429		383504	1639	68	657	I
			2004-05	4668	2614	8	413490	1769	68	570	II
			2005-06	4676	2792	7	413392	1769	63	525	III
			2006-07	4697	2935	5	433224	1845	63	459	IV
			2007-08	4699	3282	12	439341	1871	57	434	V
8	Shahdol	32	2003-04	6964	2416		289244	1257	52	673	I
			2004-05	7538	2670	11	371832	1589	60	610	II
			2005-06	7478	2791	15	405960	1738	62	601	III
			2006-07	7566	2772	-	429423	1815	65	536	IV
			2007-08	7378	2885	4	498325	2159	75	613	V
9	Betul	20	2003-04	4702	2786	-	519652	2211	79	555	I
			2004-05	4673	2735	-2	489320	2094	77	492	II
			2005-06	4713	2665	-3	512925	2177	82	551	III
			2006-07	4737	2540	-5	487918	2059	81	580	IV
			2007-08	4457	2382	-6	464077	2035	85	581	V
10	Mandla	20	2003-04	4671	1631		272393	1167	72	432	I
			2004-05	4680	1675	3	295987	1267	76	348	II
			2005-06	4677	1608	-4	302192	1292	80	341	III

1	2	3	4	5	6	7	8	9	10	11	
			2006-07	4694	1659	3	314415	1332	80	330	IV
			2007-08	4684	1790	8	344330	1470	82	308	V
11	Khargone	20	2003-04	4431	2832		441072	1991	70	596	I
			2004-05	4485	2963	5	517233	2301	78	559	II
			2005-06	4873	3075	4	528080	2181	71	588	III
			2006-07	4635	3108	1	518890	2242	72	578	IV
			2007-08	4577	2943	-5	490505	2138	73	573	V
12	Jhabua	20	2003-04	3587	1718		201392	1113	65	476	I
			2004-05	4335	1990	16	329505	1496	75	431	II
			2005-06	4319	2184	10	364514	1667	76	403	III
			2006-07	4491	2319	6	398108	1765	76	382	IV
			2007-08	4381	2406	4	386173	1756	73	348	V
	Total	**237**	**2003-04**	**51823**	**26690**		**4557860**	**19955**	**75**	**6268**	**I**
			2004-05	**54232**	**28604**	**7**	**5045543**	**21829**	**76**	**5767**	**II**
			2005-06	**55006**	**29397**	**3**	**5220070**	**22498**	**77**	**5953**	**III**
			2006-07	**55222**	**29060**	**-1**	**5208152**	**22364**	**77**	**5502**	**IV**
			2007-08	**54627**	**28916**	**0**	**4970794**	**21498**	**74**	**5414**	**V**

Note-Data shown in column 9 is total average attendance of the no. of schools checked in the districts.

Appendix 3.10

(Reference: paragraph 3.2.11.3)

Statement showing non-distribution of IFA and Albendazol tablets in test checked schools

Sr. No.	Name of district	No. of Schools test checked	Year 2005-06				Year 2006-07				Year 2007-08			
			No. of schools where IFA teblets were not distributed	No. of students deprived of IFA teblets	No. of schools where Albendazol teblets were not distributed	No. of students deprived of Albendazol teblets	No. of schools where IFA teblets were not distributed	No. of students deprived of IFA teblets	No. of schools where Albendazol teblets were not distributed	No. of students deprived of Albendazol teblets	No. of schools where IFA teblets were not distributed	No. of students deprived of IFA teblets	No. of schools where Albendazol teblets were not distributed	No. of students deprived of Albendazol teblets
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15
1	Betul	20	1	23	2	81	15	1795	15	1795	18	2273	18	2273
2	Bhind	20	1	97	6	407	2	91	7	409	6	521	11	891
3	Bhopal	20	2	295	2	295	2	252	2	252	13	1681	17	2426
4	Burhanpur	20	0	0	0	0	13	2007	16	2719	4	690	19	3220
5	Dindori	5	5	638	5	638	5	731	5	731	1	128	5	697
6	Jhabua	20	2	254	4	461	13	1662	18	2076	9	1162	16	1985
7	Khargone	20	5	665	8	1500	17	2587	18	2818	19	2793	20	2935
8	Mandla	20	3	251	13	1015	10	931	14	1218	13	1069	18	1633
9	Narsinghpur	20	1	238	9	1499	18	2175	20	2382	17	2015	18	2056
10	Shahdol	32	28	2508	32	2815	28	2490	31	2735	2	142	24	2115
11	Shajapur	20	9	811	12	1106	13	1204	15	1414	19	1708	20	1858
12	Shivpuri	20	1	233	1	233	2	349	4	971	15	2689	15	2689
	Total	**237**	**58**	**6013**	**94**	**10050**	**138**	**16274**	**165**	**19520**	**136**	**16871**	**201**	**24778**

Data source : Test checked schools.

Appendix –3.11

(Reference: paragraph 3.2.12.1)

Statement showing the position of infrastructure in test checked districts

(Figures in numbers)

Sl. No.	District	Year	Number of schools	Schools having Pucca Kitchen shed	Schools having Drinking water facility	Schools having Kitchen devices	Schools having Gas based/ smoke less chullahs
1	Betul	2007-08	1993	580	1993	1993	Nil
2	Bhind	2007-08	1797	903	1665	1567	66
3	Bhopal	2007-08	977	248	765	NA	86
4	Burhanpur	2007-08	543	383	418	479	Nil
5	Dindori	2007-08	1390	1250	804	NA	Nil
6	Jhabua	2007-08	3664	NA	3664	NA	Nil
7	Khargone	2007-08	2581	1079	2331	2581	Nil
8	Mandla	2007-08	2072	1019	2037	NA	Nil
9	Narsinghpur	2007-08	1219	642	1219	1219	196
10	Shahdol	2007-08	1604	1200	1437	NA	Nil
11	Shajapur	2007-08	1534	1050	1526	1450	229
12	Shivpuri	2006-07	2273	444	1880	2273	Nil

Data source : Zila Panchayats of checked districts..

3.2 Nutritional Support to Primary Education (Mid-day Meal Scheme)

Highlights

The National Programme of Nutritional Support to Primary Education, a Centrally Sponsored Scheme, commonly known as "Mid-day-Meal scheme (MDM)" was launched on 15 August 1995 with the principal objective of boosting the universalisation of primary education by increasing enrolment, retention and learning levels of children and simultaneously improving nutritional status of primary school children of 6 to 11 years age group. The scheme is currently being implemented in 2,945 primary schools. However, about 68,000 students enrolled in the EGS/AIE centres are not covered by the scheme.

Some of the important audit findings are highlighted below:

Implementation of the scheme was based on unreliable enrolment data.

(Paragraph 3.2.7)

Cooking cost was released with delays ranging from 109 to 394 days.

(Paragraph 3.2.8.4)

Total quantity of 55,895 quintals of rice was issued in excess of the requirement.

(Paragraph 3.2.9.4)

The benefit of the scheme was not extended to the children attending EGS/AIE centres due to non-finalisation of formalities.

(Paragraph 3.2.9.5)

3.2.1 Introduction

The GOI launched the National Programme of Nutritional Support to Primary Education, commonly known as the "Mid-Day-Meal (MDM)" scheme on 15 August 1995 as a Centrally Sponsored Scheme for children of primary stage (Class I to V) in Government, Local bodies and Government aided schools. In October 2002, it was also extended to cover children studying in Education Guarantee Scheme (EGS) and Alternative Innovative Education (AIE) centres.

The objectives of the scheme are to:

- boost universalisation of primary education, especially to the disadvantaged sections;
- improve nutritional status of students of primary stage; and
- provide nutritional support to such students of primary stage in drought affected areas during summer vacations.

Under the scheme, Central assistance was provided to the State by way of free supply of foodgrains through Food Corporation of India (FCI) @ 100 grams per child per feeding day where cooked meal was served and @ 3 kg per month where only foodgrains were distributed including transport subsidy of foodgrains. The revised guidelines with effect from September 2004 made it mandatory to serve cooked meals to the eligible children with a calorific content of 450 grams and protein content of 10-12 grams.

In Manipur the scheme was introduced in November 1995 and is currently implemented in 2,945 primary schools. Initially foodgrains were provided to the school children. In compliance with the Supreme Court's order (April 2004), the State Government started providing cooked meal with effect from 14 November 2004[16]. The scheme, however, had not been extended to the 2,019 EGS/AIE centres in the State.

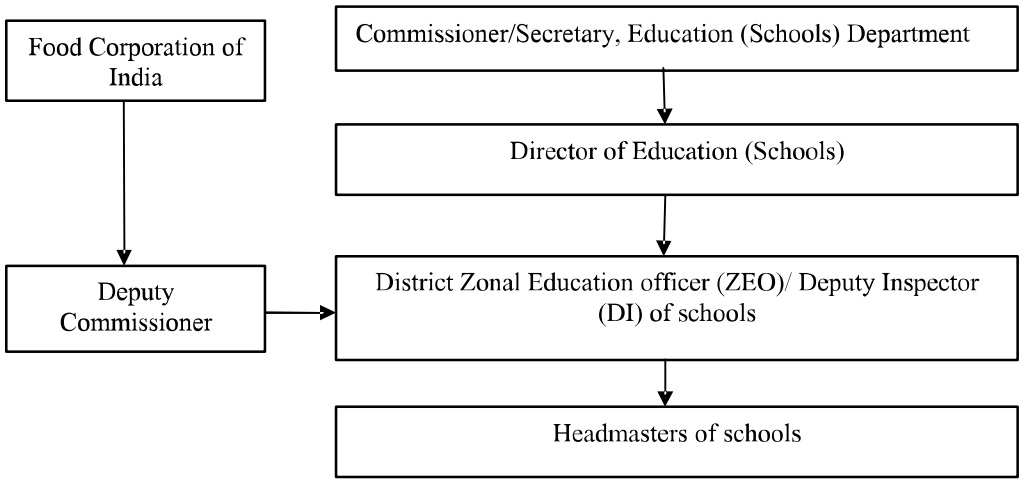
3.2.2 Organisational Set up

The Directorate of Education (Schools) is the nodal Department at the State level for implementation of the scheme. The Commissioner/Secretary is the Chairman of the Steering-cum-Monitoring Committee (SMC) at the State level. The Deputy Commissioners are the Chairmen of SMC at the district level as well as nodal officers at the district level. The School Management Development Committees are assigned the responsibility for implementation of the programme at the local levels in consultation with the respective Zonal Education Officers (ZEO)/ Deputy Inspectors (DI) of Schools.

The FCI is the nodal agency for supply of foodgrains. The organizational set up for implementation of the programme in the State is given below:

[16] The scheme was started in 20 selected schools on experimental basis in 1 June 2004.

Chart 1



3.2.3 Scope of Audit

The performance review was carried out during April-June 2008 and covered the implementation of the scheme during 2003-08. Four out of nine districts *viz.* Imphal (East & West)[17], Bishnupur, Churachandpur and Senapati including 80 schools (20 schools from each selected district) were selected on random sampling without replacement method for detailed checking.

3.2.4 Audit Objectives

The objectives of the performance review were to assess whether:

- the State Government implemented the programme effectively and achieved its principal objective of universalisation of primary education;
- there was improvement in enrolment, attendance, and retention of the children in primary schools;
- there was improvement in the nutritional status of the children in primary classes;
- Financial management was efficient and funds provided were utilised effectively for the intended purpose; and
- the internal controls were effective and ensured monitoring at various levels and timely and reliable programme information.

3.2.5 Audit Criteria

Audit findings were benchmarked against the following criteria:

[17] The capital districts of Imphal (East) and Imphal (West) are considered as one district for the purpose of this review.

- Scheme guidelines;
- Norms prescribed for nutritional content, attendance and retention of enrolled children;
- Quality assurance norms; and
- Monitoring mechanism prescribed at various levels.

3.2.6 Audit Methodology

Audit methodology included selection of field units based on simple random sampling without replacement method, holding of an entry conference (May 2008) with the Departmental officers, test check of relevant records/ documents, analysis of data and documentary evidence against the audit criteria to arrive at audit findings and conclusions. Audit findings were discussed with the Departmental officers in an exit conference (September 2008) and the replies of the Department have been incorporated in the review at appropriate places.

Audit Findings

The important points noticed in the course of the review are discussed in the succeeding paragraphs.

3.2.7 Planning

Adequate planning is the necessary first step towards achieving the objectives of the scheme. This involves identification of the eligible children through an appropriate survey, to provide mid-day meals. The State Government had not carried out any survey during the review period to identify the actual number of children enrolled at the primary level.

The State was required to prepare a comprehensive Annual Work Plan and Budget (AWP&B) with effect from 2006-07, based on the details of enrolment at the school level and aggregated at block, district and State level for the preceding year, in order to project its requirement of funds and foodgrains for the succeeding year. The AWP&B was to be approved by the Programme Advisory Board of the GOI.

The State Government formulated the AWP&B for the years 2006-08. However, disaggregated enrolment details at the school level were not furnished to the GOI along with the AWP&B, as the details were available only at the district level. In the absence of a survey to identify the eligible students for provision of mid-day meals, the Government projected its requirement of foodgrains and funds to the GOI on an *adhoc* basis.

Scrutiny of the enrolment figures furnished by the State Government to the GOI revealed wide variation between these figures and the enrolment figures available with the District Information System of Education (DISE) during 2006-08, as shown below:

Table 1

Year	Enrolment figures as per DISE	Enrolment figures adopted by the Department in the AWP&B	Difference
(1)	(2)	(3)	(4) (2-3)
2006-07	3,43,974	2,30,854*	(+) 1,13,120
2007-08	2,03,590	2,02,476 **	(+) 1,114

* excluding 69,005 children attending EGS/AIE centres.
** excluding 68,159 children attending EGS/AIE centres.
Source: Annual work plans and budget of the Department

Thus, the data furnished by the State Government to the GOI cannot be vouched. There was inadequate attention to planning, especially in maintaining a reliable database regarding enrolment of children, which will have a repercussive effect in future preparation of works plans, monitoring and impact evaluation of the scheme.

3.2.8 Financial Management

3.2.8.1 Funding pattern

Funding pattern of the scheme is summarised below:

- **Foodgrains**

GOI provided rice free of cost through the FCI. With effect from 14 November 2004, the State Government started providing cooked meal to the eligible children.

- **Transportation of foodgrains from the FCI depot to school**

Up to August 2004, transportation cost was reimbursed by the GOI @ Rs.50 per quintal and the State Government was to bear the remaining cost. With effect from September 2004, Rs.100 per quintal was reimbursed by the GOI, and the balance was to be borne by the State Government.

- **Cost of cooking**

From September 2004 to August 2006, it was Re.1 per child per day *plus* 15 *per cent* of the Additional Central Assistance (ACA) under PMGY[18]. From September 2006 onwards, the GOI was to reimburse Rs.1.80 per child per day, provided, the State Government pays Re.0.20 per child per day.

- **Infrastructure**

From July 2006, Rs.60,000 per unit per school was to be paid by the GOI for construction of kitchen-cum store and kitchen devices at an average cost of Rs.5,000 per school.

[18] Prime Minister's Gramodaya Yojana

- **Monitoring, Management and Evaluation (MME)**

The GOI was to pay 0.9 *per cent* of the total expenditure on MME from September 2004 to June 2006 and the balance was to be paid by the State Government. From July 2006 onwards, the GOI was to pay 1.8 *per cent* of the total assistance and the State Government was to pay the balance.

3.2.8.2 Allocation, release and utilization of funds

The year wise position of allotment of funds and expenditure under MDM scheme and the amount required for cooking cost for the years 2003-08 is given below:

Table 2

(Rupees in crore)

Year	Budget Provision	Funds released	Expenditure	Excess(+)/ Saving (-) with the Dept.	Amount deposited in '8449-Other Deposits'
(1)	(2)	(3)	(4)	(5)(3-4)	(6)
2003-04	0.43	0.19	0.19	--	--
2004-05	6.73	3.65	3.37	(-)0.28	--
2005-06	8.60	8.58	8.87	(+) 0.29	--
2006-07	10.15	10.23	9.92	(-) 0.31	--
2007-08[19]	24.69	24.69	16.91	--	7.78
Total	**50.60**	**47.34**	**39.26**	**(-)0.30**	**7.78**

Note: Fund released by Centre and State during 2003-04 to 2006-07 could not be segregated by the Department

Source: Budget and Departmental records

The Department did not maintain the details of funds provided by the Central and the State Governments separately except for the year 2007-08. Consequently, it was not possible to assess whether the quantum of funds supposed to be provided by the Centre and the State, as per the guidelines of the scheme, were provided.

During 2006-07, it was noticed that release of funds exceeded the Budget provision by eight thousand rupees. Excess release of funds over budget provision not only dilutes the legislative control over expenditure but also is indicative of the fact that no proper budgetary control has been exercised in release of funds.

Scrutiny revealed that the expenditure of Rs.39.26 crore incurred on implementation of the scheme during 2003-08 was only on account of cooking cost. Based on the enrolment data available with DISE (which formed the basis for projection in Sarva Siksha Abhiyan), the requirement of funds on

[19] Details of funds for the year 2007-08:

Sources	Sanctioned amount	Fund released	Expenditure	Amount deposited in '8449-Other Deposits'
State	14.36	14.36	8.89	5.47
Centre	10.33	10.33	8.02	2.31
Total	**24.69**	**24.69**	**16.91**	**7.78**

account of cooking cost for the years 2003-08 would work out to Rs.37.03 crore[20].

The State Government has neither incurred any expenditure for lifting 3,33,661 quintals of rice during 2003-08 nor has made any claim for reimbursement on account of transportation cost at the prescribed rate, which amounted to Rs.1.61 crore from the GOI. Further, funds for infrastructure of Rs.17.67 crore @ Rs.60,000 per school and cooking device of Rs.1.47 crore @ Rs.5,000 per school had not been released to the 2,945 schools currently covered by the scheme.

Thus, release of funds was not made on the matching requirement of different components of the scheme and appears to have been made without making adequate analysis.

3.2.8.3 Release of Central funds

It was noticed that the State Government had short released the Central funds to the Department. The Central funds retained by the State Government as of March 2008 are as follows:

- Rupees 38.30 lakh out of cooking cost of Rs.9.38 crore released by the GOI during 2007-08;
- Rupees 8.59 lakh received in November 2007 as Central assistance for cooking cost of upper primary children (class VI-VIII); and
- Rupees 2.53 lakh received in January 2008 as Central assistance towards Management, Monitoring & Evaluation (MME).

Thus, overall, Rs.49.42 lakh of the Central funds had been retained by the State Government and not passed on to the Department.

3.2.8.4 Delay in release of funds for meeting cooking costs

Timely provision of mid-day meals to the children was affected by delay in release of funds to the implementing agencies. During 2005-08, while the State Government provided Rs.35.73 crore to the Department for meeting the cooking cost, Rs.33.74 crore was released by the Department to the school authorities with delays ranging from 109 to 394 days as can be seen from the table below:

[20] For providng MDM @ 200 days per year.

Table 3

(Rupees in crore)

Amount released by the State Government	Date of release	Amount released by the Department to the implementing agencies	Date of release by the Department	Period of delay (In days)*
(1)	(2)	(3)	(4)	(5)
2005-06				
2.33	May & June 2005	2.29	Between 17 September and 9 December 2005	109-192
2.38	July and August 2005	2.19	Between 19 December 2005 and 24 April 2006	141-267
2.80	September to November 2005	3.30	Between 3 February 2006 and 18 May 2006	126-230
1.08	January 2006	1.08	Between 30 May 2006 and 21 December 2006	119-324
2006-07				
2.26	May & June 2006	2.16	Between 10 Jan 2007 and 7 May 2007	224-341
3.69	July to September 2006	3.59	Between 29 April 2007 and 19 May 2007	272-292
4.28	October to December 2006 and January & February 2007	4.28	Between 15 Sept 2007 and 29 Nov.2007	319-394
2007-08				
16.91	May 2007 to Feb 2008	14.85	Between 5 April 2008 and 12 June 2008	309-377
35.73		**33.74**		

* reckoned from the end of the first month in column 2.

Source: Departmental records

During 2005-07 there were cases of release of cooking cost to the implementing agencies in the succeeding financial years and for 2007-08, the entire cooking cost was released during 2008-09. It could not be ascertained why cooking cost was released with such delays while foodgrains were released monthly by the FCI. There was, thus, no correlation between the supply of foodgrains and release of funds for cooking cost.

The Department stated (October 2008) that delay in release of cooking cost was due to the prevailing law and order situation in the State. Such delay, however, would mean that foodgrains could not be converted into cooked food and would thus defeat the purpose of providing cooked meals to the students.

3.2.8.5 Allocation of extra conversion cost[21]

Fund allocation for cooking cost comprised of three sub-components *i.e.* salary for cooks, fuel cost and conversion cost. In the sanction order of cooking cost for the year 2007-08, funds were shown to have been provided for 220 days for 1.89 lakh students. However, detailed checking of break up of the sanction order revealed that funds for cooks and fuel cost were actually provided for 200 days, whereas conversion cost was provided for 220 days. The Department could not furnish any justification for the mismatch between the two figures and hence provision of conversion cost for extra 20 days in the absence of corresponding funds for cooks' salary and fuel could not be vouched.

[21] Cost for vegetables, dal, condiments, oil *etc*.

3.2.8.6 Parking of funds

Scrutiny of the records revealed that cooking cost for the months of October 2006 to February 2007 amounting to Rs.4.28 crore was shown as expenditure in the financial year 2006-07 although the amount was not released to the zonal offices till September 2007.

Besides this, the following cases of parking of funds were noticed:

- Out of Rs.24.69 crore released during 2007-08, the Department had shown Rs.16.91 crore as expenditure and the remaining amount of Rs.7.78 crore (State's share - Rs.5.46 crore as cooking cost and Centre's share - Rs.2.32[22] crore) had been parked in "*8449-Other Deposits*". The actual expenditure during the year was only Rs.14.68 crore, leaving an unspent balance of Rs.2.23 crore.

- Rupees 7.04 crore received by the State Government during March 2007 for construction of kitchen sheds was deposited in the bank account and remained unutilised as of June 2008.

Thus, an amount of Rs.17.05 crore remained unutilised. Of this, Rs.9.05 crore relates to cooking cost, which would be enough to provide cooked meal to one lakh students for over two years for 200 days per year at the prescribed norm of Rs.1.80[23] per student per feeding day.

The MME fund could not be utilized despite having a committee for MME. Rupees 73 lakh allotted for cooking devices could not be spent. As such, no cooking device has been purchased and issued to the implementing agencies.

3.2.9 Programme Implementation

The principal objective of the scheme was to improve enrolment, attendance and retention of children at the primary level to boost the national objective of universalisation of primary education.

3.2.9.1 Enrolment of students

The year-wise position of enrolment of children in the age group of 6-11 years as per the records of the DISE is given below:

[22] Cooking cost –Rs.135.93 lakh; Management, Monitoring & Evaluation cost- Rs.22.82 lakh and cooking devices- Rs.72.85 lakh.
[23] Curry is being presently provided @ Rs.1.80 per student per feeding day.

Table 4

Year	Total	General category	Scheduled Caste	Scheduled Tribe
(1)	(2)	(3)	(4)	(5)
2003-04	3,16,246	1,96,591	9,894	1,09,761
2004-05	3,04,327	1,70,512	8,017	1,25,798
2005-06	3,59,999	1,95,675	7,383	1,56,941
2006-07	3,43,974	1,68,732	11,352	1,63,890
2007-08	2,03,590	86,036	6,464	1,11,090

Source: DISE records

As can be seen above, there is no particular pattern to the enrolment of children in the targeted age group during the review period. The number of children enrolled fluctuated during 2003-08 and generally showed a declining trend towards 2007-08. In the absence of a survey relating to identification of children and their enrolment, the basis for the data furnished by the DISE cannot be vouched. The Department admitted (June 2008) that the enrolment data is not authentic.

The status of enrolment of the 80 schools test-checked during the review period is given below:

Table 5

Year	Enrolment of students of the 80 selected schools				
	Imphal	Bishnupur	Churachandpur	Senapati	Total
(1)	(2)	(3)	(4)	(5)	(6)
2003-04	2,316	2,590	2,003	2,325	9,234
2004-05	2,473	2,194	1,644	2,593	8,904
2005-06	2,228	2,822	1,995	2,574	9,619
2006-07	2,104	2,948	2,116	3,258	10,426
2007-08	2,042	2,622	1,890	2,510	9,064

Source: Records of the selected schools

Here again, there is no clear pattern to the enrolment data. The number of children enrolled displayed wide fluctuation from year to year but declined during 2007-08 in all the districts.

It was therefore not possible to gauge the impact of implementation of the MDM scheme in terms of enrolment and retention of children in the State during 2003-08.

3.2.9.2 Drop out rate

The position of drop out students in the 80 selected schools during the years 2003-08 was as follows:

Table 6

Year	Number of students in the 80 selected schools		
	Enrolment	Drop-out	Percentage of drop out
2003-04	9,234	1,900	21
2004-05	8,904	2,158	24
2005-06	9,619	2,538	26
2006-07	10,426	2,601	25
2007-08	9,064	1,809	20

Source: Records of the selected schools

The percentage of drop out students in the 80 selected schools during the years 2003-08 was quite high ranging from 20 *per cent* to 26 *per cent,* and this goes to prove that there was no impact of the scheme in improving the retention of pupils in these schools.

3.2.9.3 Provision of cooked meal

As per norm, the State Government was to provide cooked food to students studying in lower primary schools (class I-V) @ 100 grams per child per school day for a minimum of 200 days in a year.

As the scheme was implemented in the State with effect from 14 November 2004, cooked meal should have been provided for 76 days (based on a minimum of 200 feeding days in a year) during 2004-05. However, cooked meal was provided only on 50 days during 2004-05. During 2005-06 and 2006-07, cooked meals were provided on 149 and 160 days respectively, a shortfall of 26 *per cent* and 20 *per cent* respectively. During 2007-08, however, the Department was able to provide cooked meal for the minimum required number of 200 days.

3.2.9.4 Lifting of foodgrains

The quantity of rice lifted and issued to the schools should be as per the actual requirement. The position of foodgrains lifted by the implementing agencies from the FCI during the years 2005-08[24] *vis-à-vis* requirement as per the actual number of feeding days is given below:

Table 7

(In quintals)

Year	Number of children fed	Actual no. of feeding days	Quantity of foodgrains lifted from FCI (rounded)	Quantity of rice required as per actual no. of feeding days @ 100 gm per child per day	Excess lifting of foodgrain *vis-à-vis* requirement (-) less/(+) more
(1)	(2)	(3)	(4)	(5)	(6)
2004-05	3,05,695	50	34,434[25]	15,245	(+) 19,189
2005-06	2,84,000	149	59,142	42,316	(+) 16,826
2006-07	2,30,854	160	53,689	36,937	(+) 16,752
2007-08	1,89,083	200	40,945	37,817	(+) 3,128
TOTAL	**10,09,632**	**559**	**1,88,210**	**1,32,315**	**(+) 55,895**

Source: Departmental records and FCI records

The number of children given in the above table differs from the enrolment figures furnished by the DISE, as mentioned in **Paragraph 3.2.9.1**. The figures given in the above table are based on the sanction orders issued by the State Government and are much lower than the DISE data **(Table 4)**. In view of the variation in the figures, the authenticity of the data cannot be vouched in audit.

As shown in the table above, the Department had lifted 1,88,210 quintals of rice during the years 2004-08[26] and was shown to have been issued to the

[24] Cooked meal was actually provided in the State with effect from 14 November 2004.
[25] During 2004-05, 91,075 quintals of rice was issued. In the absence of monthly break-up of quantity of rice lifted, the calculation has been made proportionately for 138 days *i.e.* w.e.f.14 November 2004.
[26] With effect from 14 November 2004.

schools. However, the requirement of rice for the beneficiaries worked out to 1,32,315 quintals only, resulting in excess issue of 55,895 quintals of rice *vis-à-vis* its requirement.

3.2.9.5 Non-coverage of EGS and AIE centres

The Government of Manipur could not extend the MDM scheme to children belonging to 2,019 EGS and AIE centres (EGS: 971 and AIE: 1,048) as of March 2008 due to non-finalisation of modalities of implementation of the scheme in these centres. No effective steps have been taken to bring these centres under the scheme as of March 2008. As a result, 68,159 children[27] attending EGS and AIE centres were deprived of the benefits provided under the scheme.

3.2.9.6 Transportation of foodgrains

Transportation of foodgrains from the nearest FCI Depot to each Primary School is the logistical responsibility of the Department. The State Government is to ensure accurate projection of requirements, timely lifting of foodgrains allocated, monitoring of their distribution and also ensure the prescribed quality. The quantity of foodgrains lifted during 2003-08 by the State and the amount to be reimbursed by the GOI are as below:

Table 8

(In Rupees)

Year	Quantity lifted and utilised (in quintal) (rounded)	Transportation charge payable @ Rs.50/Rs.100 per quintal	Departmental expenditure toward transportation
(1)	(2)	(3)	(4)
2003-04	88,810	70,30,791[28]	Nil
2004-05	91,075	91,07,500	Nil
2005-06	59,142	59,14,200	Nil
2006-07	53,689	53,68,900	Nil
2007-08	40,945	40,94,500	Nil
Total	**3,33,661**	**3,15,15,891**	**Nil**

Source: Departmental records

As per the scheme guidelines, up to August 2004 transportation cost @ Rs.50 per quintal was to be reimbursed by the GOI. The rate was enhanced to Rs.100 per quintal with effect from September 2004. Transportation cost was to be first borne by the State Government, which was later to be claimed for reimbursement from the GOI at the prescribed rate. Audit scrutiny, however, revealed that the Government had not incurred any expenditure on transportation cost during the review period.

The Department stated (May 2008) that no transporters could be appointed during the last few years and transportation of foodgrains were made at the level of ZEOs/Directorate in the interest of the scheme. In fact in the four

[27] Anticipated figure as per Annual works plan and budget 2007-08.
[28] @ Rs.50 for 5 months up to August 2004 and @ Rs.100 for 7 months from September 2004 onwards.

selected districts, it was seen that three[29] ZEOs transported foodgrains at their own expense during 2006-08.

The Department accepted the need to streamline the system and decided (May 2008) to appoint regular transporters through open tenders.

3.2.9.7 Construction of kitchen sheds

The GOI provided funds for construction of kitchen sheds through Central Assistance for NSDP[30] and SGRY[31] schemes of MAHUD[32] and RD&PR[33] departments during 2004-05. The State Government has directed (November 2004) RD&PR/MAHUD to construct 3,035 kitchen sheds (374 in urban and 2,661 in rural areas) @ Rs.30,000 each. The details are shown below:

Table 9

(Rupees in lakh)

Name of the scheme	Name of the construction agency	Amount* involved	No. of kitchen sheds to be constructed	No .of completed kitchen sheds as of March 2008	Percentage of completion
(1)	(2)	(3)	(4)	(5)	(6)
NSDP	MAHUD	112.20	374	340	91
SGRY	RD& PR	798.30	2661	2227	84
	Total	**910.50**	**3,035**	**2,567**	**85**

* The amount involved is paid through the central scheme mentioned in column (1)
Source: Departmental records

Though the buildings were supposed to be handed over by May 2005 the construction agencies could submit completion report of 2567 kitchen sheds only (340 in urban and 2,227 in rural areas) in March 2008.

Scrutiny of the records of zonal offices, selected schools and joint inspection (September-October 2007) revealed that in most cases the construction was very poor and substandard[34]. In 14 cases, kitchen sheds were found to be unusable. As such, food had to be cooked in teachers' common room or open spaces and cooking materials had to be stored in schools.

3.2.10 Nutritional status

3.2.10.1 Micro-nutrient supplementation

One of the objectives of the scheme was to improve nutritional status of the students. The scheme envisaged appropriate interventions relating to micro-nutrient supplementation and de-worming, *e.g.*, administration of six monthly doses for de-worming and vitamin "A" supplementation, administration of weekly iron and folic acid supplement and other appropriate supplementation depending on common deficiencies found in the local area. Technical advice and doses for the above was to be obtained by the school from the nearest

[29] ZEO, Wangoi, Imphal East and Imphal West.
[30] NSDP=National Slum Development Programme.
[31] SGRY= Sampurna Grameen Rozgar Yojana
[32] MAHUD=Municipal Administration, Housing and Urban Development.
[33] RD&PR=Rural Development and Panchayati Raj.
[34] Such as, low roofing, leakage of roofing, non-provision of doors and windows, mud and bamboo chattai walls, water logging due to non-levelling of floor *etc*.

primary health centre/Government hospital, and was to be funded from appropriate scheme of the Health Department or the school health programme. Scrutiny of the records revealed that the Department had not taken any steps for regular health check up, regular supply of micro-nutrient supplementation, and regular de-worming (June 2008). Moreover, no provision was made in the budget for micro-nutrient supplementation and de-worming during the period covered by audit.

3.2.10.2 Quality of meals

As per the scheme guidelines, food should be tested by the members of school committee before serving it to the children in order to ensure its quality. However, records in support of testing of food before serving were not maintained in any of the 80 schools test checked. In the absence of such records, it could not be ascertained whether the food was actually tested every day by members of the school committee before distribution to children. Thus, quality of food served to the children could not be ascertained.

3.2.10.3 Calorific and protein content of meals

The guidelines stipulate provision of cooked meals with a minimum content of 300 calories and 8-12 grams of protein which was revised (September 2006) to 450 calories and 12 grams of protein per child on each school day. Test check of the records revealed that the Department had not evolved any mechanism to determine the calorific value and protein content available in the served meal. Hence, no cognizance to this valuable health aspect had been given while implementing the programme.

3.2.10.4 Inspection of meals served in schools

The guidelines stipulate fixation of monthly targets for inspections of meals served in schools to be conducted by the officers of the district, block and other officers locally available in other Departments like Revenue/General Administration, Rural Development, Women and Child Development, Health and Family Welfare, Food and Civil Supplies *etc*. Further, inspection targets were required to be fixed by the State Government so that the implementation of the scheme in 25 *per cent* of primary schools is inspected every quarter and all primary schools are inspected at least once a year. No targets for inspection of schools had been fixed by the Department during 2003-08.

In the absence of systematic and regular inspections, the Department is not in a position to assure itself about the quantity, quality and hygiene of meals supplied to the school children.

3.2.11 Non-supervision of cooks

MDM scheme guidelines envisage that responsibility for cooking would as far as possible be assigned to local women's Self Help Groups (SHG), Village Education Committees (VEC), School Management-cum-Development Committee (SMDC), Parent Teacher Associations/Mother Teacher Associations (PTA/ MTA) and Non-Government Organizations (NGO) where

available. Scrutiny of the records of seven zonal[35] offices in the four selected districts including 80 schools, however, revealed that there was no record of involvement of such organizations.

3.2.12 Monitoring

3.2.12.1 Non-functional Steering cum Monitoring Committee

As per the scheme guidelines, the Steering cum Monitoring Committees (SMC) were to be set up at four levels *viz*. National, State, district and block for guidance, monitoring, co-ordination and taking action on the reports furnished by the implementing agencies. National and State level SMC were to meet at least once every six months, and district and block level SMC at least once in a quarter.

Scrutiny of the records revealed that the three State level SMCs were constituted only in May 2005 and no meeting at any level was held up to March 2008. The State Government had not incurred any expenditure on management, monitoring and evaluation activities and Central assistance of Rs.25.35 lakh[36] provided for this purpose remained unspent. No steps were taken to involve mothers to supervise the preparation of meals and feeding of children as provided in the guidelines and no quarterly assessment of the programme through district Institutes of Education & Training was ever carried out.

3.2.13 Internal Audit

Scrutiny of the records of the selected district offices and schools revealed that despite having a separate internal audit wing in the Department, no internal audit was conducted during the last five years.

The Department did not adopt any internal control mechanism to ascertain the actual utilisation of the funds and foodgrains released to school authorities by obtaining expenditure statements with vouchers.

The utilisation certificates were prepared on the basis of release of funds from ZEO level without ascertaining the actual expenditure incurred. No progress report of physical and financial achievement has been prepared or submitted to the Government.

Regular internal audit by the Directorate of Local Fund of the State Government was also not conducted at the ZEO level during the period covered under the review.

3.2.14 Conclusion

Implementation of the MDM scheme in Manipur was unsatisfactory and failed to achieve the objective of universalisation of elementary education and

[35] ZEOs, Imphal West, Imphal East, Wangoi, Bishnupur, Churachandpur, Dy. Inspector of Schools, Moirang and Henglep.
[36] Rs.11.10 lakh received prior to 2006-07; Rs.11.72 lakh in 2006-07 and Rs.2.53 lakh in 2007-08

improvement in the nutritional status of the children. Planning process was hampered due to the absence of a reliable database relating to the enrolment of children. Considerable number of children from the EGS and AIE centres were left out of the purview of the scheme. There was no conclusive evidence of improvement in enrolment, attendance and retention of children in the schools. Most of the kitchen sheds constructed were not usable. The Department had not taken any steps for regular health check-up and regular supply of micro-nutrient supplementation and had not evolved any mechanism to determine the calorific value and protein content of the served meals. The monitoring system was deficient due to lack of regular flow of progress reports from the zonal and district level offices.

3.2.15 Recommendations

- A centralised and reliable database should be set up relating to population, enrolment, attendance, and other facilities extended to the children under the scheme.
- Requirement of foodgrain should be assessed on an annual basis with reliable inputs from school level and release of funds for cooking cost should be synchronised with the lifting of foodgrains.
- The benefits of the scheme should also be extended to EGS/AIE centres.
- Regular health check-ups should be introduced in the schools and micro nutrient supplements and de-worming medicines should be provided to the children.
- Monitoring mechanism should be strengthened and enforced effectively so as to secure accountability at various levels of programme implementation.

3.2 Nutritional Support to Primary Education

Highlights

The scheme, commonly known as Mid-Day Meal Scheme, was launched by the Government of India with the intention to boost the universalisation of primary education by increasing enrolment, retention and attendance in schools and simultaneously improving the nutritional level of students in primary classes. Review of implementation of the scheme revealed non-conducting of survey to assess the number of children enrolled in primary classes and absence of records relating to verification of the quality of foodgrains. Evaluation of the scheme as a whole was also not done and as such, the impact of the scheme remained unassessed.

- **The Director of Elementary and Mass Education failed to disburse 50 to 100 *per cent* of funds available during 2002-07 indicating ineffective implementation of the scheme.**

(Paragraph 3.2.10.2)

- **The primary school children of the State were deprived of the benefit of cooked meal due to non-release of Central funds of Rs.6.59 crore during 2006-07.**

(Paragraph 3.2.10.4)

- **Lifting of foodgrains allocated by the GOI for the enrolled children reported by the State Government without any basis, resulted in an additional subsidy burden of Rs.3.86 crore on the GOI.**

(Paragraph 3.2.11.1)

- **The Deputy Commissioners of East Khasi Hills and West Garo Hills extended undue financial benefit of Rs.56 lakh to the whole-salers due to payment for transportation cost of foodgrains which were lifted by the school authorities.**

(Paragraph 3.2.11.2)

- **During 2002-07, the primary school children of the State were deprived of the intended benefits of the scheme because of failure in distribution of cooked meal in most of the school days.**

(Paragraph 3.2.11.3)

- **A large number of primary schools in the State were not provided with infrastructural facilities like kitchen-cum-store, drinking water, *etc.* required for the supply of cooked mid-day meals.**

(Paragraph 3.2.11.6)

3.2.1 Introduction

Union Ministry of Human Resource Development (MHRD) launched (August 1995) the Centrally Sponsored Scheme "Nutritional support to Primary Education" (commonly known as the Mid-Day Meal Scheme) with the intention to boost the universalisation of primary education by increasing enrolment, retention and attendance in schools and simultaneously improving the nutritional level of students in primary classes.

The programme initially focussed on children at the primary stage (class I to V) in Government, local bodies and Government aided schools. In October 2002, it was extended to cover children studying in the Education Guarantee Scheme (EGS) and Alternative and Innovative Education (AIE) Centres. Central support was provided by way of supply of free foodgrains through the Food Corporation of India (FCI) at the rate of 100 grams per child per school day where cooked meals were served and at the rate of 3 kg per student per month where foodgrains were distributed.

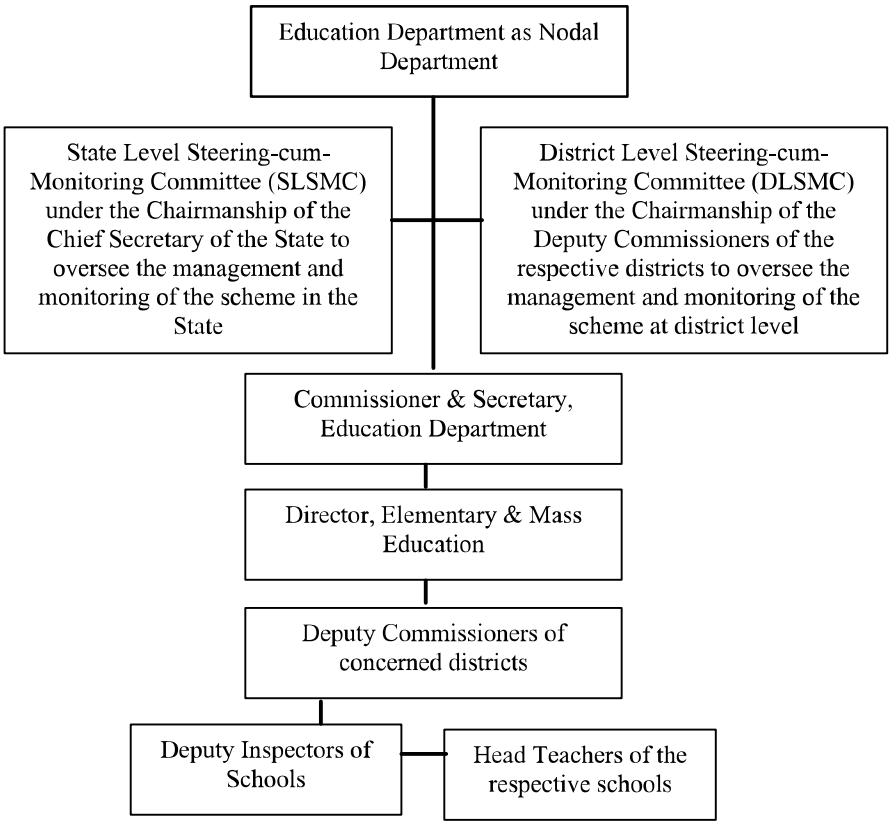
In December 2004, the MHRD issued revised guidelines which emphasised provision of cooked meals with minimum 300 calories and 8-12 grams of protein content. There was special focus on enrolment, retention, attendance, *etc.* of children belonging to disadvantaged sections. Assistance for management, monitoring and evaluation (MME) was also provided. The scheme was further revised in September 2006 in order to increase the nutritional value of cooked meal to 450 calories with 12 grams of protein content and simultaneously providing for essential micronutrients and de-worming medicines.

In Meghalaya, the scheme was introduced in 1995 and cooked meals are being provided since 2002-03 covering children up to class IV.

3.2.2 Organisational Set Up

Organisational structure for implementation of the scheme in the State is detailed below:

Chart 3.2



3.2.3 Scope of Audit

Performance review of the scheme covering the period 2002-03 to 2006-07 was conducted (July-September 2007) through a test-check of the records of the Commissioner and Secretary of the Department, Director of Elementary and Mass Education (DEME), Deputy Inspector of Schools (DIS) of six (out of seven) districts[1] and Food Corporation of India (FCI) covering 94 *per cent* (Rs.17.90 crore) of the total amount disbursed to the implementing agency during 2002-07 (Rs.19.08 crore). In each selected district, 14 primary schools (Rural 10; Urban 4) and six EGS/AIE centres (Rural 4: Urban 2) were selected. Results of the review are discussed in the succeeding paragraphs.

[1] East Khasi Hills (capital district), West Khasi Hills, Ribhoi, Jaintia Hills, West Garo Hills and East Garo Hills

3.2.4 Audit Objectives

Audit objectives were to assess whether:

- house hold survey was carried out to identify beneficiaries/children;
- annual work plans were drawn up efficiently to achieve the objectives of the programme;
- objective of universalisation of primary education was achieved by improving enrolment, attendance and retention of children in general at the primary level and in particular, to those belonging to disadvantaged sections;
- there was nutritional improvement of the children in primary classes;
- the State Government's contribution as well as the Central funds were released on time to the implementing agencies; and,
- efficient reporting, inspection and monitoring system existed.

3.2.5 Audit Criteria

The following audit criteria were used in the performance audit:

- Guidelines issued by the GOI;
- House hold survey report;
- Annual work plans and State budget; and,
- Prescribed monitoring mechanism.

3.2.6 Audit Methodology

During the course of the performance review of the scheme an entry conference was held (September 2007) with the DEME in which the audit objectives, scope, criteria and methodology were explained. For the performance review, districts and schools were selected on the basis of simple random sampling. Annual work plans, identification of children, sanctions, release orders, distribution of foodgrains to schools, *etc.* were analysed in the course of review using the available data. Audit findings were discussed with the Commissioner and Secretary of the Department (October 2007) in an exit conference. But para-wise replies to the observations made in the review were not furnished during discussion.

Audit Findings

3.2.7 Planning

To facilitate the operation of the scheme, the State Government was to furnish an annual plan to the GOI indicating *inter alia* the number of primary schools in the blocks/areas, number of children enrolled in primary classes of these schools, the number of school days, the quantity of foodgrains required per school, *etc.* However, no survey was conducted by the Department to ascertain the details of children enrolled in schools. Consequently, no target was fixed for increase in enrolment and reduction in the rate of dropouts within a specific time frame. The enrolment figures projected in the Annual Working Plan (AWP) for the year 2006-07 (AWP was not prepared for the years 2002-06) also suffered from inconsistencies. In respect of three test-checked districts, projected enrolment figures for the year 2006-07 (3,42,555) in AWP were different from those reported (2,81,829) by the DIS/DCs to the DEME.

3.2.8 Funding Pattern

Central assistance is provided to the State by way of (i) free supply of foodgrains from the nearest godown of FCI at the rate of 100 grams of wheat/rice per student per school day, (ii) subsidy for transport of foodgrains from the nearest FCI Depot to the primary school subject to a maximum of Rs.50 per quintal, revised to Rs.100 per quintal for Special Category States (SCS) from October 2004. The cost of transportation is reimbursed by the GOI to the District Rural Development Agencies (DRDAs). Prior to 2004-05, cost of cooking (including ingredients such as pulses, vegetables, cooking oil, condiments, cost of fuel and wages payable to the cooking agency) was being met by the States. In the revised scheme (September 2004), cooking cost at the rate of Re.1 per child per school day is provided as Central assistance in addition to 15 *per cent* of Additional Central Assistance (ACA) provided under the Pradhan Mantri Gramodaya Yojana (PMGY) during 2004-05. When the scheme was again revised in June 2006, assistance to the SCS was enhanced to Rs.1.80 (provided these States contributed a minimum of 20 paise) with provision of assistance for construction of kitchen-cum-store up to a maximum of Rs.60,000 per unit per school and replacement of kitchen implements at an overall average cost of Rs.5,000 per school.

Besides, assistance for MME at a minimum rate of 0.9 *per cent* of the total assistance on foodgrains, transportation cost and cooking cost was provided from 2004-05. From 2005-06, this was increased to a minimum of 1.8 *per cent* of such assistance.

3.2.9 Financial Management

3.2.9.1 Budget and Expenditure

The details of funds released by the Union and State Governments and disbursement thereagainst during 2002-07 are given below:

Table 3.6

(Rupees in crore)

Year	Components	Funds released by the GOI to the State Govern-ment	Opening balance with the DEME	Funds released by State Government to the DEME			Funds disbursed by the DEME to the DIS	Unspent balance with the DEME (*Per cent*)
				Central funds	State's share	Total		
2002-03	Cooking cost	...	1.39	...	1.35	2.74	1.37	1.37 (50)
2003-04		...	1.37	...	1.07	2.44	1.37	1.07 (78)
2004-05		5.44	1.07	5.44	1.35	7.86	...	7.86 (100)
2005-06	Cooking cost MME	6.88 0.20	7.86	6.88 0.12	1.35	16.21	7.53	8.68 (54)
2006-07	Cooking cost MME Replacement of cooking utensils	6.60 0.27 0.72	8.68	7.67[2]	2.11	18.46	8.81	9.65 (52)
Total		**20.11**		**20.11**	**7.23**		**19.08**	

Source: Sanction letters of GOI and State Government and Cash Books.

In addition, the GOI released during 2002-07 Rs.1.83 crore to the DRDAs as reimbursement of transportation cost of foodgrains.

3.2.9.2 Inadequate Budget Provision

According to the guidelines of the revised scheme issued by the GOI in 2004, the State Government was to make adequate provision in the annual budget in anticipation of actual flow of Central assistance for the scheme. But adequate provision was not made in the annual budget prepared by the State Government for the years 2005-07 indicating lack of planning in implementation of the scheme. The details are as under:

Table 3.7

Year	Enrolment of children	Cooking cost as per norm	Budget provision (Original)	Shortfall (*Per cent*)
	(in numbers)	(Rupees in crore)		
2005-06	5,97,555	10.04[3]	1.35	8.69 (87)
2006-07	6,27,596	21.09[4]	1.50	19.59 (93)

Source: Information furnished to the GOI by the State Government, guidelines and Detailed Appropriation Accounts.

(2) Included Central funds of Rs.7.90 lakh carried over from 2005-06.
(3) 5,97,555 x 0.8 x Re.1 x 210 days: Rs.10.04 crore
(4) 6,27,596 x 0.8 x Rs.2 x 210 days: Rs.21.09 crore

3.2.10 Financial Irregularities

3.2.10.1 Delay in Release of Central and State Funds

Funds received by the State Government from the GOI were released to the DEME after a delay of one to six months, as detailed below:

Table 3.8

(Rupees in crore)

Year	Amount released by the GOI	Month and year of release	Amount released by the State Government	Month and year of release	Delay (in months)
2004-05	5.44	February 2005	5.44	March 2005	1
2005-06	6.88	September 2005	6.88	March 2006	6
	0.12	December 2005	0.12	March 2006	3
2006-07	7.32 (6.60 + 0.72)	November 2006	7.32	March 2007	4
	0.08	March 2006 (re-validated in November 2006)	0.08	March 2007	4
	0.27	November 2006	0.27	March 2007	4

Source: Sanction letters and Cash Books.

During 2002-07, State's share of funds was also released during March of the respective year. Release of funds at the fag end of the years, however, left the DEME with little time to disburse the amount to the DISs within the financial year.

3.2.10.2 Undisbursed Funds

Out of the available funds of Rs.28.73 crore during 2002-07, Rs.9.65 crore remained undisbursed with the DEME. The undisbursed amount with the DEME during the period ranged from 50 to 100 *per cent.* During 2004-05, though the entire amount of Rs.6.79 crore (excluding opening balance) was drawn by the DEME in March 2005, these were released to the DISs after a delay of three months in July 2005.

3.2.10.3 Withdrawal of Funds to avoid lapse of Budget Grants

Funds amounting to Rs.19.48 crore released by the State Government at the fag end of the years 2002-03 (Rs.1.35 crore), 2005-06 (Rs.8.35 crore out of Rs.16.21 crore) and 2006-07 (Rs.9.78 crore out of Rs.18.46 crore) were initially kept in "8443 Civil Deposit" during March of each year and withdrawn during the subsequent year for utilisation. This was contrary to the State Treasury Rules, 1985, which prohibits drawal of money in anticipation of demand or to prevent lapse of budget grants.

Further, the DEME even after drawal of funds retained the funds for 89 days to 462 days before disbursement to the respective DIS for reasons neither on record nor stated. The position is given below:

Table 3.9

(Rupees in crore)

Year	Amount	Date of Drawal with reference to Main Cash Book	Date of disbursement to the DIS	Delay in disburse-ment
2002 – 03	1.35	31 March 2003 (credited to Civil Deposit and withdrawn on 21 July 2003)	21 July 2003	…
2003 - 04	1.07	31 March 2004 (converted to Banker's cheque)	7 July.2005	462 days
2004 - 05	6.79	31 March 2005	1 July 2005	91 days
2005 - 06	8.35	31 March 2006 (credited to Civil Deposit and withdrawn on 7 June 2006)	5 September 2006	89 days
2006 - 07	9.78	31 March 2007 (credited to Civil Deposit and withdrawn on 16 May 2007)	17 May 2007	…

Source: Cash Books and Treasury Challans.

3.2.10.4 Denial of Central Assistance

According to the guidelines for the revised scheme issued by the GOI in 2004, Central assistance required for implementation of the scheme was to be transferred to the State Government in due course and thus, adequate provision was to be made in the annual budget of the State Government in anticipation of actual flow of Central assistance. The first instalment of Central assistance for cooking cost was to be released in May/June for the period from July to December and the second instalment during November/December for the period from January to June of the succeeding year. Release of each instalment was subject to a certificate from the State Government that at least two-thirds of the previous instalment and full amount of earlier instalments were utilised.

The GOI, while approving (September 2006) the Annual Work Plan for the year 2006-07, considered 210 school days to work out the entitlement of foodgrains. But entitlement for cooking assistance was approved by the Programme Approval Board as Rs.13.19 crore for 146 school days. Reason for considering 146 school days for cooking assistance instead of 210 school days was not on record. Of Rs.13.19 crore, the GOI released the first instalment of Rs.6.60 crore in November 2006. The balance amount of Rs.6.59 crore was, however, not released by the GOI, reasons for which were not on record. The certificate required to be sent to the GOI for release of subsequent instalment, though called for (August and September 2007) from the DEME and the nodal Department, was not produced to Audit. In the absence of this certificate, Audit could not ascertain the actual position of utilisation of funds released by the GOI and also the reason for non-release of Rs.6.59 crore. The fact remains that cooked meal could not be provided to the children even during the reduced number of 146 school days because of short release of funds thereby frustrating the objective of the revised scheme.

3.2.10.5 Diversion of Funds

According to the Cash Book for the year 2003-04 maintained by the DIS, Tura, Rs.5.06 lakh meant for the Mid-Day Meal Programme was diverted (15 April 2003) for payment of salary to the teachers of non-Government lower primary schools. The amount was, however, recouped after 69 days on 12 June 2003. The action of the DIS was contrary to the instruction of the GOI.

3.2.11 Programme Implementation

3.2.11.1 Additional Subsidy Burden

Foodgrains required for distribution to the schools are allocated by the GOI on the basis of figures of enrolment of children furnished by the State Government. In Meghalaya, no survey was conducted by the State Government to assess the number of children enrolled in primary classes and the number of enrolled children was furnished to the GOI without any basis. Accordingly, foodgrains were allocated by the GOI for lifting from the FCI (cost of which is reimbursed to FCI by the GOI).

Compared to the number of children (6-11 years) enrolled in the schools that appeared in the Annual Working Plan & Budget of the Sarva Shiksha Abhiyan (SSA)[5], there was excess reporting of enrolled children by the State Government during 2003-07 (information for 2002-03 was not available). Consequently, the GOI allocated excess quantity of foodgrains. The details are given in the table below:

Table 3.10

(Quantity in quintals)

Year	Number of enrolled children as per SSA	Foodgrains required*	Foodgrains lifted	Foodgrains lifted in excess of requirement
2003-04	3,80,327	81,664.80	93,734.02	12,069.22
2004-05	4,12,822	82,564.40	95,122.80	12,558.40
2005-06	4,44,480	74,672.64	1,00,414.20	25,741.56
2006-07	4,87,956	81,976.61	99,878.86	17,902.25
		3,20,878.45	**3,89,149.88**	**68,271.43**

Source: Information furnished by the DEME and Annual Working Plan & Budget of the SSA.

* Worked out by Audit based on number of children enrolled and prescribed norm for cooked meals.

During 2003-07, the State Government lifted 38,914.99 tonnes of foodgrains from the FCI against 32,087.85 tonnes required for the number of enrolled children assessed by the SSA, thereby passing on an additional subsidy burden of Rs.3.86 crore to the GOI. Details are given in **Appendix 3.4**. Reasons for lifting of excess foodgrains were not on record.

[5] The SSA, launched (January 2001) by the GOI to attain universal elementary education in the country, was one of the development programmes which were convergent to the Mid-day Meal Programme.

3.2.11.2 Undue Financial Benefit to the Whole-Salers

According to the scheme guidelines, the Deputy Commissioners were responsible for transportation of foodgrains from the FCI godown to the schools either directly or through authorised agencies. Test-check of the records of the DIS, West Garo Hills and East Khasi Hills revealed that in these two districts the foodgrains were always (East Khasi Hills: 2002-07; West Garo Hills: 2002-03 to January 2006) lifted by the school authorities from the godown of the whole-salers at their cost. However, in West Garo Hills arrangements for supply of foodgrains through fair price shops was made in February 2006.

It was further noticed that though foodgrains were lifted by the school authorities themselves, the whole-salers claimed Rs.1.61 crore as transportation charges of foodgrains to the school premises of East Khasi Hills and West Garo Hills Districts during 2002-07 (Rs.99 lakh) and 2002-06 (Rs.62 lakh) respectively from DCs. Of this, Rs.56 lakh was re-imbursed to the whole-salers by the DCs of the concerned districts (East Khasi Hills: Rs.28 lakh; West Garo Hills: Rs.28 lakh) till the date of audit. The action of the DCs was unjustified and resulted in undue financial benefit of Rs.56 lakh to the whole-salers.

3.2.11.3 Shortfall in Providing Cooked Meal

For providing cooked meal to the school children, the State Government, in 2001-02, fixed the rate of Rs.63.06 per child per annum which remained in force till revision of the scheme guidelines by the GOI in September 2004. But release of funds for the purpose was much below the actual requirement, as detailed below:

Table 3.11

(Rupees in lakh)

Year	Enrolment as reported to the GOI by the State Government	Funds released to the DIS for disbursement to the schools/centres	Net funds available with the DIS	Number of days on which cooked meal could be served with the available funds at prescribed rate[6]	Shortfall in number of days and percentage of shortfall in brackets
2002-03	4,34,702	137.06	137.06	105	105 (50)
2003-04	4, 85,980	137.06	137.06	94	116 (55)
2004-05	5,02,573	Nil	-	0	210 (100)
2005-06	5,97,555	561.92	547.38[(7)]	96	114 (54)
2006-07	6,27,596	869.30	630.18[(8)]	50	160 (76)

Source: Release orders of funds issued by the State Government and Cash Books.

The table above shows that the shortfall of days on which the cooked food could not be served to the children in schools ranged between 105 and 210 days (i.e., 50 *per cent* to 100 *per cent* in various years). During 2004-05,

[6] 2002-2004: (Total school days (210) x Amount released) ÷ (Enrolment x Rs.63.06)
2005-06: Net funds available ÷ (Enrolment x Re.1)
2006-07: Net funds available ÷ (Enrolment x Rs.2)

[(7)] Excluding Rs.14.54 lakh refunded by the DIS.

[(8)] Excluding unspent balance of Rs.239.12 lakh available with the DIS of six districts as of March 2007.

cooked food was not provided to 5.03 lakh children due to release of funds by the State Government at the fag end of the year. The position further worsened in East Garo Hills District during 2005-06, as the cooking cost of Rs.58.35 lakh meant for providing cooked meal to 58,348 children, released to the DC in July 2005 was disbursed to the DIS in March 2006 thereby depriving the targeted children of cooked food during 2005-06. According to the DEME (December 2006), the Central and State Government officials, while inspecting the schools in the State, observed that cooked meal were not served to the students regularly and in many schools, cooked meals were served only once or twice a week. Thus, the objective of improving the nutritional status of children remained largely unachieved.

3.2.11.4 Doubtful Implementation of Scheme

Audit scrutiny revealed the following instances of improper maintenance of acquittance rolls, cash books, *etc.* by the DISs, which made the implementation of the scheme questionable:

- During October 2003 to January 2004, the DIS, East Khasi Hills, Shillong disbursed Rs.36.58 lakh to different schools for providing cooked meal to the children. But proper acquittance in support of actual disbursement of Rs.1.73 lakh meant for 73 schools was not available.

- Cash Books for the period from April 2002 to August 2005 were not maintained by the DIS, Ri-Bhoi, Nongpoh for recording transactions under the scheme. However, as per disbursement records for the year 2002-03, cheques for Rs.0.40 lakh meant for providing cooked meal to the children of 19 primary schools were not collected by the schools concerned. Further, cheques for Rs.0.89 lakh issued (between 18 January 2006 and 10 May 2006) by the DIS to 15 primary schools as cooking cost were not encashed by the school authorities till August 2007. Consequently, children of these schools were deprived of the intended benefit during 2002-03 and during January to May 2006.

- During 2002-07, the DIS, Mairang, West Khasi Hills District received Rs.88.84 lakh for implementation of the scheme in schools/centres under his jurisdiction. But Cash book showing receipt and disbursement of the amount was not maintained. Records of disbursement and bank reconciliation statement were also not produced to Audit. In the absence of these records, proper utilisation of available funds could not be ascertained in audit. Non-recording of financial transactions in the cash book is fraught with the risk of misappropriation.

- In three test-checked districts (East Khasi Hills, West Khasi Hills and Ri-Bhoi), lifting orders of allotted quota of foodgrains were issued by the concerned DCs during second/third week of the respective month leaving little scope for delivery of the foodgrains to the concerned schools. In East Garo Hills district, lifting orders of foodgrains were issued after a delay of one to four months, which indicated that the intended benefit of providing dry ration/cooked meal to the children was not extended in time.

3.2.11.5 Quality of Foodgrains

According to the guidelines for the revised scheme issued by the GOI in 2004, FCI was to issue foodgrains of best available quality, which would in any case be at least of Fair Average Quality (FAQ). District Collectors (DCs) were to ensure that foodgrains of at least FAQ were issued by the FCI after joint inspection by a team consisting of FCI and DC's nominees. DIS were required to submit monthly reports to the DEME certifying that foodgrains received and disbursed to the schools were of FAQ. But no such report was submitted by the DIS. In the absence of this report, the quality of foodgrains supplied for the school children could not be ascertained. The possibility of supplying inferior quality of foodgrains could not be ruled out in view of Planning Commission's observations[9] about supply of unsatisfactory rice in some parts of the West Khasi Hills District.

3.2.11.6 Infrastructure Facilities

For supply of cooked meals, the guidelines prescribed the physical infrastructure, such as, kitchen-cum-store, adequate water supply for drinking, cooking device (stove, chulha, *etc.*), containers for storage of foodgrains and other ingredients and utensils for cooking and serving.

Information obtained from 120 selected lower primary schools/EGS centres (20 from each district) of the test-checked districts and scrutiny of records revealed that there was a severe lack of infrastructure, as detailed below:

Table 3.12

Particulars	Number of schools/centres out of 6,497 schools/centres in the six test-checked districts
Schools without kitchen-cum-store	6,473
Schools without drinking water facility	4,974
Schools without adequate cooking devices/utensils	2,182

Source: Information furnished by the DIS.

Inadequate infrastructure indicated ineffective implementation of the scheme in the State, because regular serving of cooked meal to the children was not possible without required infrastructure.

3.2.11.7 Lack of Initiative in Improvement of Nutritional Status of the Children

To achieve the secondary objective of improving the nutritional status of the children in the primary classes, the scheme guidelines envisaged that the SLSMC was to ensure the convergence of primary health care and nutrition. But health check-up was never conducted in any of the test-checked schools/centres. As a result, nutritional deficiencies in children were not

[9] Observation was made by the members of the Planning Commission during their visit in 2004-05.

identified for providing nutritional supplements. The Special Officer, Education Department stated (September 2007) that steps were being taken to collaborate with departments like Health, Welfare and Food and Nutrition Board. Reasons for not taking such action earlier had not been stated.

3.2.11.8 Non-maintenance of Records

(a) Records/registers showing receipt and issue of stores, cooked meals served, presence of parents during cooking and serving and mid-day meal attendance to ensure effective monitoring of the nutritional status of children, regularity in attendance as well as retention in and completion of primary education were not maintained by the test-checked schools/centres. As an inspection team consisting of officers from the Central and State Governments during their visit (2006-07) to many schools/centres observed non-maintenance of proper records, the DEME directed (December 2006) the DIS to issue instruction in this regard to all schools/centres.

(b) As per the scheme guidelines, the State Government was to furnish to the GOI monthly attendance figures in primary classes, monthly statement certifying the quantity of foodgrains lifted from the FCI and details regarding the quantity of foodgrains transported every month to the schools. But no such figures/statement were furnished to the GOI. In the absence of this information, actual requirement of foodgrains *vis-à-vis* quantity actually lifted and utilised and impact of the scheme by way of improvement in attendance, reduction in dropouts for achieving universalisation of primary education could not be assessed in audit.

3.2.12 Monitoring and Evaluation

For proper monitoring of the scheme, guidelines *inter alia* provided as under:

- Setting up of State, District and Block level Steering-cum-Monitoring Committees (SMC) to oversee the management and monitoring of the programme, assess its impact and take corrective steps.

- Village Education Committee (VEC), Parents Teachers Association (PTA) and School Management-cum-Development Committee (SMDC) were to ensure that all children get a meal of satisfactory quality effecting improvement of nutritional status, regularity in attendance and retention on completion of primary education. Besides, implementation of varied menu and overall quality of mid-day meal was to be monitored by the block level SMC and officers of the nodal Department.

The SMCs at all levels were formed only in February 2005 and hence there was no monitoring of the scheme during 2002-04. Besides, records in support of monitoring of the scheme by the State level SMC during 2005-07 were not produced to Audit. Regular monitoring of implementation of the scheme by the VEC/PTA/SMDC also remained unassessed due to non-availability of relevant records with the test-checked schools/centres.

The State Government had not yet developed the computerised management information system for proper monitoring of the scheme as envisaged.

The overall impact of implementation of the scheme was also not assessed at any level. Contribution of the scheme in enhancement of learning level of the children in primary classes also remained unevaluated due to absence of any report with the nodal Department regarding average marks obtained by the children. There was no record to ascertain the effort, if any, taken by the Department to give special focus to children belonging to disadvantaged sections.

3.2.13 Conclusion

The overall impact of the scheme was far from satisfactory, since the nodal Department failed to provide cooked meal to the school children during most of the school days. Health check-up of children was not conducted to identify nutritional deficiencies and provide nutritional supplements. Under the scheme, the number of enrolled children was reported to the GOI by the State Government without any basis. Fund management was poor and the DEME had not disbursed 50 to 100 *per cent* of the available funds to the implementing authority. Infrastructural facilities like kitchen-cum-store, drinking water, *etc.* were not available in most of the schools/centres. The scheme was also not evaluated to ascertain the extent of achievement of objectives.

3.2.14 Recommendations

On the basis of the shortcomings and deficiencies pointed out in the foregoing paragraphs, the following recommendations are made for streamlining the implementation of the scheme:

- **Children enrolled in the primary classes should be identified after conducting proper survey to ensure that only the eligible children are covered in the scheme.**

- **Funds should be released on time and utilised for the purpose for which these are sanctioned.**

- **Efforts should be made to serve cooked meal to the targeted group of children with increased nutritional value on all the school days to achieve the twin objective of nutrition as well as retention of children in primary level of education system.**

- **Monitoring system at each level should be strengthened and a system of evaluation to assess the impact of the programme should be evolved.**

The matter was reported to the Government in September 2007; reply had not been received (February 2008).

APPENDIX 3.4

Details showing the excess lifting of foodgrains

(Reference: Paragraph 3.2.11.1)

(Quantity in quintals)

Year	Requirement of foodgrains reported to the GOI by the State Government		Requirement of foodgrains as worked out by Audit			Quantity of foodgrains lifted from the FCI	Quantity lifted in excess of require-ment shown under column 6	Excess subsidy burden (@ Rs.5,650 per tonne) (In rupees)
	Enrol-ment of children	Require-ment of foodgrains	Enrol-ment of children during the year	Basis of calculation of requirement	Require-ment of foodgrains			
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)
2003-04	4,85,980	1,02,795.40	3,80,327	55,994 children @ 3 kg per child per month for 10 months and the remaining children @ 2 kg per child per month for 10 months	81,664.80	93,734.02	12,069.22	68,19,109
2004-05	5,02,573	1,00,514.60	4,12,822	Two kgs per child per month for 10 months	82,564.40	95,122.80	12,558.40	70,95,496
2005-06	5,97,555	1,00,389.24	4,44,480	100 grams per child per school day for 210 days taking 80 *per cent* attendance	74,672.64	1,00,414.20	25,741.56	1,45,43,981
2006-07	6,27,596	1,05,436.13	4,87,956		81,976.61	99,878.86	17,902.25	1,01,14,771
Total					**3,20,878.45**	**3,89,149.88**	**68,271.43**	**3,85,73,357**

Source: Information furnished by the DEME and Annual Working Plan & Budget of the SSA.

3.1 Implementation of National programme of nutritional support to primary education (mid-day meal scheme)

Highlights

Review of implementation of National Programme of Nutritional Support to Primary Education i.e., Mid-Day Meal Scheme (MDM) during the period 2003-08 in the State revealed accumulation of unspent balance with implementing agencies, disinterest of school children in MDM due to single menu, absence of community participation and suffered from non prioritisation of health related programmes and inadequate infrastructure. Instances of theft of food grains, pilferage and misappropriation were noticed in audit. Flawed payments of transportation and supervision charges were also detected. Absence of appropriate internal controls at various stages including monitoring and supervision affected the implementation of the programme. Required impact evaluation was not done.

❖ **During 2003-08, actual expenditure of Rs 448.97 crore was less than the assistance of Rs 660.01 crore received from Government of India. In the districts and blocks test checked, of Rs 237.60 crore provided under the programme during the period Rs 49.18 crore remained unspent.**

(Paragraph 3.1 2.2)

❖ **Cases of short accountal of rice worth Rs 1.81 crore, excess payment of transportation of Rs 1.02 crore, misappropriation of 33506 quintals of rice worth Rs. 3.68 crore and delayed delivery of 2.09 lakh quintals of rice were noticed.**

(Paragraph 3.1.3)

❖ **Kitchen facilities were not available in 35330 schools, constructions of kitchen wherever taken up did not confirm to the GOI prescribed norms.**

(Paragraph 3.1.4 and 3.1.4.1)

❖ **The implementation of scheme was marred by delayed implementation, disruption, non-provision in drought affected districts, non-provision of required quantity of dal and eggs, loss of teaching hours, absence of community participation.**

(Paragraph 3.1.5.1, 3.1.5.2, 3.1.5.3, 3.1.5.5, 3.1.5.7 and 3.1.5.8)

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* Abbreviations used in this performance review have been expanded in Glossary of abbreviations at pages 234 to 238

❖ **The MDM could not increase and sustain the enrolment and attendance, check up of health status and hygienic conditions of cooking and serving were not observed.**

(Paragraph 3.1.6.1, 3.1.6.2, 3.1.6.3 and 3.1.6.4)

❖ **External evaluation of implementation was not carried out. No action was taken on deficiencies on implementation of the scheme observed through internal assessment. Supervision and inspections at various levels were short of targets due to lack of man power. State, district and Block level monitoring committees were not effective in absence of regular meetings. Progress reports on implementation were not received regularly and analysed.**

(Paragraph 3.1.7.1 to 3.1.7.5)

3.1.1.1 Introduction

The National Programme of Nutritional Support to Primary Education known as Mid-day Meal (MDM) scheme, a centrally sponsored scheme, was under implementation in the State since August 1995 to provide cooked noon meal to primary school students of class I to V of all Government and Government aided schools all over the State for at least 210 days in a year. The scheme intended at increasing (a) enrolment, (b) retention and (c) attendance while improving the nutritional status of the children with special attention to be given to children belonging to disadvantaged sections. The coverage of the scheme in the State for various types of schools over a period of time is as detailed in the table below:

Period of implementation	Coverage of schools	Mode of distribution of rice/quantum of rice used in cooked food
August 1995 to August 2004	Government and Government Aided Primary Schools	Three kilograms of rice per child per month to be distributed. Cooked food was served from July 2001 onwards in schools of all 80 blocks of the eight KBK[1] districts and 74 ITDA[2] blocks of Non-KBK districts at the rate of 100 grams of rice per child per school day for which the State Government provided cooking cost of 58 paise per child / day. Extended (April 2002) this facility to schools in three blocks of Boudh district.
September 2004 onwards	Extended to all Government and Government Aided Primary Schools and EGS Centres of the State	Serving of cooked food at the rate of 100 grams of rice per child per school day with provision of cooking cost of Rs 1.58 per child / day (GOI : Rupee one and State Government : 58 paise increased to 64 paise from (October 2005) which increased (September 2006) to Rs 2.14 (GOI : Rs 1.50 and State Government : Rs 0.64 paise).

1 Kalahandi, Nuapada, Bolangir, Sonepur, Gajapati, Nawarangpur, Rayagada and Koraput

2 ITDA :Integrated Tribal Development Agency

October 2007 onwards	Extended to Upper primary schools of 172 Educationally backward Blocks in 22 districts	Serving cooked food at the rate of 150 grams of rice per child per school day with provision of cooking cost of Rs 2.64 (GOI : Rs 2.00, State Government 64 paise).

3.1.1.2 Organisational set up

In the State, the scheme was implemented by the Women and Child Development (WCD) Department headed by a Director, Social Welfare under overall supervision of the Commissioner-cum-Secretary of the Department. At the district level the scheme was implemented by the District Social Welfare Officers (DSWOs), Additional District Social Welfare Officers (ADSWOs), at the sub-division level by the Sub-divisional Social Welfare Officers (SSWOs) and at the Block level by the Block Development Officers (BDOs) respectively assisted by the Social Education Organisers (SEOs) of the Department.

The responsibility for cooking in 50 *per cent* of the primary schools is assigned to women self help groups (WSHGs) as of March 2008.

3.1.1.3 Audit Objectives

The objectives of the performance audit were to verify that:

the financial management was efficient and effective;

requisition, allocation, receipt and utilisation of food grains were made timely and efficiently;

infrastructure facilities such as kitchen-cum-stores and kitchen devices were adequate;

the programme management was effective to ensure serving of cooked meals of quality and of the prescribed calorific value;

impact of the scheme on improving enrolment, attendance and retention of the students in primary schools / EGS centres besides improving the nutritional and health status and

the system of management, monitoring and evaluation (MME) was effective

3.1.1.4 Audit Criteria

Following were the audit criteria used for the performance audit:

Annual work plans, Budget release orders of State Government, sanction orders of GOI;

Norms prescribed for utilisation of rice and guidelines issued by GOI;

Norms prescribed by GOI to get the reimbursement of the cost of transportation of food grains;

Norms prescribed for infrastructural development of the scheme;

Quality assurance norms of food for serving mid-day meal;

Statistics maintained by the Orissa Primary Education Programme Authority (OPEPA) on enrolment, retention and attendance in schools and performance indicators/programme parameters for assurance of nutritional status; and

Prescribed monitoring mechanism.

3.1.1.5 Scope of audit and methodology

The performance audit on implementation of the Scheme covering the period 2003-08 was conducted during January to May 2008 through test check of records of the WCD department and seven out of the 30 DSWOs of the State selected by adopting circular systematic sampling and 140[3] schools in the seven selected districts. Besides, four education guarantee scheme (EGS) centres and ten primary schools in rural areas and two EGS centres and four primary schools in urban areas from each selected district were selected with random sampling without replacement. Thus, in all 20 primary schools/EGS centres were selected in each district. In addition, records of three DSWOs[4] were also test checked.

Interviews to elicit information at school level were also conducted by interviewing 652[5] beneficiaries and 543 parents in 132 schools to ascertain the impact of the programme implementation.

The audit objectives were discussed (8 April 2008) in an entry conference and results of audit in exit conference (24 September 2008) with Commissioner-cum-Secretary, WCD department. The outcome of the discussion has been suitably incorporated.

Audit Findings

The components of the scheme are cooking cost, food grains like rice and dal, infrastructure viz. kitchen-cum-stores and kitchen devices for cooking, preparation and distribution of cooked meal and management, monitoring and evaluation. The cooking cost included cost of dal and its transportation cost, vegetables, eggs, oil, condiments, fuel and supervision charges of the WSHGs. The results of the Performance Audit on the above components are presented in the succeeding paragraphs.

3.1.2 Funds management

3.1.2.1 Funding pattern

Government of India (GOI) support was provided by way of supply of free food grains through Food Corporation of India (FCI). The GOI provided

3 Out of 140 schools selected in audit, 132 schools were actually audited since eight EGS Centres were closed by orders of the Government from May 2007.

4 Mayurbhanj, Balasore and Sambalpur

5 Boys-345; Girls-307

transportation charges for transportation of rice from the FCI depot to the school point up to Rs 50 per quintal till September, 2004 and Rs 75 per quintal thereafter and assistance of Rs 60000 per school for construction of kitchen-cum-stores. The GOI also provided one time assistance of Rs 5000 to each school during 2006-08 for purchase of utensils and cooking devices. While the cooking cost was shared by both the GOI and the State Governments, expenses on infrastructure and MME were met by the GOI.

3.1.2.2 Budget provision and expenditure

Budget provision made by the State Government for the GOI assistance as well as the State funds meant for cooking cost, construction of kitchen sheds, kitchen devices and provision for MME etc. were allotted to the DSWOs who in turn, transferred the funds to the BDOs concerned for utilisation by the schools / WSHGs as per their requirement for implementation of the programme in the schools.

During 2003-08, the State Government received GOI assistance of Rs 660.01 crore towards cooking cost (Rs 378.06 crore), kitchen sheds (Rs 248.46 crore), kitchen devices (Rs 26.36 crore) and MME (Rs 7.13 crore). The release and utilisation of funds under the programme during 2003-08 were as below:

(***Rupees in crore***)

Year	GOI assistance received	Budget Provision			Funds released			Expenditure			Savings
		Central Plan	State Plan	Total	Central Plan	State Plan	Total	Central Plan	State Plan	Total	Total (Percentage)
2003-04	Nil	Nil	16.00	16.00	Nil	9.49	9.49	Nil	9.34	9.34	6.66(42)
2004-05	73.56	33.41*	19.30	52.71	13.01*	19.87	32.88	12.23*	19.25	31.48	21.23(40)
2005-06	20.12	121.30*	80.90	202.20	66.51	80.90	147.41	67.63	67.04	134.67	67.53(33)
2006-07	226.52	137.67	67.19	204.86	137.67	52.71	190.38	126.17	47.79	173.96	30.90(15)
2007-08	339.81	246.36	67.19	313.55	246.36	54.05	300.41	242.94	52.16	295.55	18.00(6)
Total	**660.01**	**538.74**	**250.58**	**789.32**	**463.55**	**217.02**	**680.57**	**448.97**	**195.58**	**645.00**	**144.32(18)**

*Includes Additional Central Assistance and Prime Minister's Gramodaya Yojana funds

The total expenditure incurred on the scheme under Central and State plan was less than the GOI assistance received

It would thus be seen that against the GOI assistance of Rs 660.01 crore received during 2003-08, the budget provisions under Central Plan during the period were only Rs 538.74 crore and the amount released by the State Government was still less at Rs 463.55 crore. However, the total expenditure incurred on the scheme under Central and State Plans amounted to Rs 645 crore, which was even less than the GOI assistance received during the period indicating that the State virtually did not contribute anything of its own in real

monetary terms. Following deficiencies and irregularities were noticed in utilisation of funds in audit:

Nature of irregularity	Audit findings
Huge unspent funds lying in bank accounts	In the ten districts and nineteen Block level offices[6] test checked, out of Rs 237.60 crore drawn during 2003-08, Rs 49.18 crore remained unspent with them at the end of February/March 2008. These amounts were parked in the Current/Savings Bank accounts in contravention to Financial Rules and reported as utilised to GOI.
Unrealistic provision for transportation cost of dal	The State Government earmarked 10 paise per beneficiary from the cooking cost for transportation charges of dal for delivery at school point. Accordingly transportation cost for one quintal of dal works out to Rs 500 which was higher by Rs 425 - Rs 450 in comparison to transportation cost of rice being borne by the GOI at the rate of Rs 50 to Rs 75 per quintal. On being pointed out, the State Government reduced allocation for transportation cost of dal in the cooking cost to two paise with effect from September 2007. The higher allocation resulted in accumulation of unspent balances with the implementing agencies. These funds could have been used for other components of the cooking cost for providing better meals to the beneficiaries.
Excess reimbursement of transportation charges	As per the scheme guidelines, the GOI was to reimburse the actual cost of transportation of food grains from the nearest FCI godown to the primary schools subject to a prescribed ceiling of Rs 75 per quintal. The DSWOs, Ganjam and Mayurbhanj claimed transportation charges at maximum ceiling instead of amount actually required leading to an excess claim of Rs 41.80 lakh and Rs 68.42 lakh respectively during 2003-08 which remained unspent. The WCD Department did not ascertain the unspent balances before allocation of funds and no accountability had been fixed for such wrong claims.
Avoidable liability of Value Added Tax (VAT)	Under the MDM scheme, the FCI provides food grains to the State Government, the cost of which is reimbursed by the GOI to FCI at subsidised BPL rate of Rs 565 per quintal. The State Government had exempted the food grains supplied by the FCI under the MDM scheme from levy of sales tax. However, with the introduction (2004-05) of value added tax (VAT) in the

[6] Districts: Khurda, Cuttack, Ganjam, Sundargarh, Baragarh, Bolangir, Sonepur, Mayurbhanj, Balasore and Sambalpur.
Blocks : Agalpur, Bolangir, Belapada, Gudvella, Khaprakhole, Patnagarh, Puintal, Saintala, Titlagarh, Bahanaga, Baliapala, Basta, Bhogarai, Jaleswar, Nilagiri, Oupada, Remuna, Soro and Balasore Sadar.

	State, the Government had not exempted MDM rice from levy of VAT at four *per cent.* As a result, the FCI had also been charging VAT on differential price, i.e. purchase price of Rs 1100 per quintal reduced by subsidised central issue price of Rs 565 per quintal from the DSWOs since January 2007. This had attracted liability of Rs 2.37 crore towards VAT on differential cost of rice at the rate of Rs 535 per quintal on 11.07 lakh quintals of rice lifted during January 2007 to March 2008. The State Government stated that the decision to exempt levy of VAT was pending with the Finance Department (May 2008).
Excess payment of supervision charges to WSHGs	The State Government handed over the cooking activities to Women Self Help Groups (WSHGs) in primary schools with a view to easing the burden on teachers. The WSHGs were to be paid 30 to 40 paise per beneficiary per school day for cooking and serving. Thereafter, the Government issued revised orders (December 2005) for making monthly payment at the rate of Rs 500 per month to WSHGs in schools having enrolment up to 50 students and up to a ceiling of Rs 1100 for schools having enrolment of more than 50 students. The above rates included remuneration of Rs 200 to a cook and Rs 100 payable to a helper engaged for cooking. It was however, noticed that the BDOs under the jurisdiction of DSWOs, Bolangir and Sonepur paid honorarium of Rs 300 per month to cooks and helpers over and above the supervision charges to the WSHGs in the schools having enrolment of more than 50 students resulting in excess payment of Rs 36.52 lakh during October 2005 to March 2008. The DSWO, Baragarh also made payment at the flat rate of Rs 1100 to WSHGs running schools with enrolment of more than 50 students resulting in excess payment of Rs 62.14 lakh.

3.1.3 Management of food grains

The WCD department indented their requirement of food grains to GOI for the next session as per actual enrolment of students as of 30th September of the academic year by 31 January each year. The GOI conveyed the district wise allocation to the WCD department and the Food Corporation of India (FCI) by 28th February of the year. In turn, the WCD department released district-wise allocation in favour of DSWOs for onward distribution to schools through respective blocks month-wise with intimation to Food Corporation of India (FCI). Allocated food grains lifted by the transport agencies engaged by the DSWOs from FCI godowns were delivered to Block godowns from where the food grains were transported to school points.

Audit observed the following irregularities in management of foodgrains:

Nature of irregularity	Audit findings
Discrepancy in the quantity of rice lifted from the FCI godowns	Scrutiny of records of the WCD Department and information furnished by FCI revealed that the lifting of rice as per department records was 21.80 lakh quintals as against the FCI booking of 21.96 lakh quintals during 2003-05 leading to short accountal of 0.16 lakh quintals of rice worth Rs 1.81 crore. Discrepancy was not reconciled (May 2008).
Excess payment to transport agents	The DSWOs engaged Transport Agents (TAs) for lifting rice from FCI and delivery at Block points for schemes of Supplementary Nutritional Programme (SNP) under the Integrated Child Development Scheme and MDM. It was seen that in Khurda[7], Balasore[8], Mayurbhanj[9] and Sambalpur[10] districts, the contracts were awarded at higher rates for transportation of MDM rice as against the lower rate at which SNP rice was transported from FCI depots and delivery at Block points despite goods to be lifted and distance to be covered were same. This led to excess payment of Rs 1.02 crore in respect of MDM rice transported in these districts during 2003-08 as detailed in ***Appendix-3.1***.
Misappropriation of rice by the storage and transport agents	❖ The Storage and Transport Agents (STAs) appointed by the Collectors lifted the allocated rice from the FCI and transported the same to different blocks and to school points. When rice was lifted from the FCI, the total quantity delivered was weighed in a lot irrespective of the number of bags and recorded in the release order of rice (ROR). But during delivery at the school point, rice was delivered not under weighment system, but treating each bag as containing 50 kg of rice. In the process, the STAs during 2004-08 lifted 34.84 lakh quintals in 70.32 lakh bags but actually delivered 69.69 lakh bags containing 34.53 lakh quintals. Acknowledgment were, however, obtained from the school points for 34.84 lakh quintals resulting in misappropriation of 31,397 quintals worth Rs 3.45 crore vide ***Appendix - 3.2***. MDM in-charge of two schools[11] admitted (July 2007) that they received less quantity of food grains as compared to standardised weight of the bags. The Government stated that steps were being taken to have weighing machine by the transport agents while distributing rice.

The Transport agents misappropriated rice worth Rs. 23.20 Lakh

7 During the period from June 2002 to March 2006 (Rs 17.65 lakh)

8 During the period from September 2003 to March 2008 (Rs 49.58 lakh).

9 During the period from October 2003 to September 2006 (Rs 27.40 lakh).

10 During the period from October 2003 to September 2006 (Rs 7.64 lakh).

11 Nidhipur PS and Kantabada UGUP School of Khurda.

	❖ The DSWO, Bargargh issued way bills (in triplicate) against the rice to be lifted by a transport agent from FCI depots for delivery at different blocks. However, the agent delivered less rice at the blocks than the quantity actually lifted from the FCI. This became possible by following a method of recording less quantity of rice in the copies of way bill available in the Block office than the actual quantity recorded in the same copy of way bills available in the DSWO's Office. This facilitated misappropriation of 1952 quintals of rice worth Rs. 21.47 lakh as detailed at ***Appendix - 3.3.*** ❖ In Bolangir district the STA had lifted 157 quintals of rice worth Rs 1.73 lakh from FCI during 2003-08 on different occasions but did not deliver the same at block point. The DSWOs stated that matter would be investigated.
Delayed delivery of rice by the STAs	As per instructions (October 2001) of WCD department, the STAs were to deliver rice lifted from the FCI depots to all the Blocks on the same day of lifting. Review of stock registers along with way bills of DSWOs of Balasore and Bolangir and gate passes issued by the FCI depot showed that the STAs engaged for lifting rice from FCI to block points delivered 2.09 lakh quintals of rice worth Rs 22.96 crore at different blocks with delays up to 220 days[12] during 2003-08. The gate passes issued by FCI during delivery of rice to the transport agent were not obtained by DSWO, Balasore for record and reconciled with way bills issued and the DSWOs failed to monitor timely delivery of rice in Blocks.

3.1.3.1 Quality assurance

The programme guidelines provided that the district collectors will ensure issue of foodgrains of fair average quality (FAQ) by FCI after joint inspection by a team consisting of FCI and a nominee of the Collector. The State Government issued instructions from time to time in this regard. The quality of rice supplied by the FCI and delivered at school points was ascertained by collection of samples thereof on joint surprise visit by audit and a state level departmental officer of 12 schools of seven test checked districts and sent to the Public Analyst, State Public Health laboratory for certification of quality

[12] **(i) Balasore:** 22179.03 quintals of rice delivered with delays ranging from 1 to 10 days, 3869.92 quintals delivered with delays ranging from 11 to 20 days, 857.86 quintals delivered with delays ranging from 21 to 30 days, 2273.78 quintals delivered with delays ranging from 31 to 60 days, 9221.05 quintals delivered with delays of more than 60 days.
(ii) Bolangir: 89711.19 quintals of rice delivered with delays of one to 10 days, 51725.71 quintals with delays of 10 to 20 days, 10127.79 quintals with delays of 21 to 30 days, 4597.10 quintals with delays of 31 to 60 days and 10581.06 quintals with delays of more than 60 days.

who reported that seven[13] out of 12 samples were found to be adulterated by way of high moisture content, presence of foreign particles and damaged grains beyond allowable limit. This became possible as proper system of inspection for quality test was not functioning in the district. The Government stated that quality of materials supplied could not be ensured as the daily ration cost in the rising trend of market price was very low.

3.1.4 Infrastructure facilities

Construction of kitchen cum store in 3380 schools was left incomplete.

Provision of essential infrastructure is one of the components of MDM programme. It includes kitchen-cum-store, kitchen devices and adequate water supply for cooking / drinking etc. for qualitative and hygienic preparation of MDM. During 2003-08 GOI provided assistance of Rs 248.46 crore for construction of kitchen-cum-stores at the cost of Rs 60000 per school and Rs 26.36 crore for procurement of kitchen devices at Rs 5000 per school. According to the statistics prepared by the OPEPA, of the 45773 primary schools in the State kitchen sheds were available only in 10443 schools (23 *per cent*), while drinking water facilities were available in 39463 schools (86 *per cent*).

3.1.4.1 Construction of kitchen-cum-store room

The GOI provided (November 2006) Rs 52.58 crore for construction of kitchen-cum-store rooms of 269 square feet plinth area per school at unit cost of Rs 60,000 in 8764 schools with the stipulation that additional expenditure, if required, may be sourced from programmes like Sampoorna Grameen Rozgar Yojna (SGRY) and Sarva Shiksha Abhiyan (SSA) programmes. The State Government, however, made a provision of only Rs 20.28 crore in its budget (2006-07) for construction of 3380 kitchen-cum-stores and released the same to DSWOs in March 2007, which was transferred to the respective District Project Coordinators (DPCs) / Village Education Committees (VECs) for construction during October 2007 to March 2008.

As against the GOI's stipulation of 269 sft plinth area for construction of kitchen cum store at Rs 60000, the State Government limited the plinth area to 165 sft at the Works Department schedule of rates (2001) of Rs 364 to keep the cost within the ceiling of Rs 60000. Neither GOI's concurrence for limiting of the plinth area was sought nor was convergence of other scheme funds to keep the plinth area intact considered. Thus, construction of such kitchen cum store was not in conformity with the instructions of the GOI. However, the costs of construction had gone up from Rs 364 to Rs 550 per sft according to the schedule of rates (February 2007), which required additional fund of Rs 10.37 crore at the rate of Rs 30690 per unit. Construction of kitchen sheds in the test checked schools wherever taken up revealed that they were left half way. Thus, unrealistic provision affected the construction programme.

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[13] Majhimunda PS and Manhari PS of Sonepur, Rugudipada GUPS of Bolangir, Tangarpali Project PS and Bhoipali PS of Baragarh, Ujjalpur PS of Sundargarh and Jhanjirmangala PS of Cuttack.

Scrutiny of records of the test checked schools showed that 92 *per cen*t of the schools did not have kitchen sheds. In 44 *per cent* schools food was cooked either in the verandah or in class rooms and 48 *per cent* of schools used open space as kitchen for cooking food. As reported by the WCD department, 84 *per cent* of the schools (including EGS centres) had no kitchen sheds.



MDM being cooked in Verandha in Kushanpuri PS

3.1.4.2 Absence of infrastructure facilities

Audit also observed deficiencies / shortcomings with regard to provision of infrastructure facilities to implement the scheme in the test checked schools as detailed below:

- The block level godowns for storing MDM rice lacked suitable facilities in Tangarpali and Lephripada blocks of Sundargarh district. In Tangarpali block rice bags were soaked with water due to leaking roof and also were rodent infested.

- In Lephripada block there were many rat holes in the godown and seventy to eighty *per cent* rice bags were found to be torn and damaged by rats. Four to five quintals of rice spread on the ground was not fit for human consumption since this was mixed up with rat droppings. The BDO stated that steps were being taken to transfer the stock to other godowns and repair the godown.



MDM rice spread on the floor in Lephripada Block Godown

- In Balasore district there was no godown in test checked blocks[14]. As a result, the block level STAs were keeping the rice for months together under their control contrary to Government instructions (October 2001) for delivery of rice within three days of lifting.

- In the test checked schools it was seen that there was no specific place for storing of food stuff. These were stored in kitchen, office room, class room and WSHGs residence.

- In one school[15] there was an instance of theft of two quintals of rice due to unsecured storage. Similar instance of theft of 2.54 quintals of rice and 20 kilograms of dal in October 2003 was noticed in Kureivana primary school, Bolangir.

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14 Balasore Sadar, Bhogarai, Bahanaga and Oupada

15 Badanuagaon UGUP School in Khurdha district.

3.1.4.3 Non provision of smokeless chullahs

Despite receipt of GOI assistance LPG facilities were not available.

As per the guidelines smokeless chullahs were to be used to the extent possible in the interest of environmental protection. As per information furnished by the State Government all the schools in the State were using firewood for cooking MDM despite receipt of GOI grants of Rs 26.36 crore of which only Rs 17.20 crore was released to DSWOs at the rate of Rs 5000 per school for procurement of cooking utensils and LPG facilities for 34400 schools during 2006-08. However, in the Attabira block, 25 gas chullas supplied (July 2007) to the block by the DSWO, Baragarh were lying idle as no provision of gas cylinders was made (April 2008).



Health hazardous smoke causing fuel being used for cooking MDM in Kusampuri PS

3.1.5 Implementation of the scheme

On introduction (1 September 2004) of cooked meal under the scheme, the State Government decided each beneficiary was to be served a cooked meal comprising 300 calories and 8-12 grams protein which was enhanced (July 2006) to 450 calories and 12 grams protein prepared out of 100 grams of rice, dal (25 grams), vegetables and condiments, egg (s) and a varied menu was to be decided by a district level committee based on the children's preferences and local availability of vegetables.

The following deficiencies were noticed in implementation of the scheme.

3.1.5.1 Disruption in implementation of MDM programme

During 2004-08, targeted feeding days fell short by five to 16 *per cent* in the State

As against the required 840 days for providing MDM during 2003-07, the State Government extended the programme for 789 days[16] and the students were deprived of MDM at an average of 13 school days in a year during 2003-07. However, during 2007-08 the students were deprived of MDM for 37 school days against required provision of 230 days.

The State Government stated that in the years 2005-06 and 2006-07 there were severe floods in Orissa which disrupted MDM services. However, the reply was silent on the shortfall in achievement for the remaining period.

3.1.5.2 Non provision of MDM in drought affected districts

Belated/non-issue of notifications by Government affected implementation of MDM in schools of drought affected areas during summer vacations

The Supreme Court had directed (April 2004) that MDM was to be provided to the students during summer vacations as well in drought affected areas based on which the Government of India provided assistance at the prevailing parameters in areas declared as drought affected by the State Government. During 2004-08, 1615 villages in 2004-05, 1706 villages in 2005-06 and 1212 villages in 2007-08 having crop loss of 50 *per cent* and above were declared

[16] 197 days in 2003-04, 201 days in 2004-05, 190 days in 2005-06 and 201 days in 2006-07.

drought affected by Government. The WCD department however issued instructions only on 18 June 2005 to the DSWOs to provide cooked meal during the summer vacations of 2005 failing which they were to supply dry ration at the rate of three kilogram per child per month by which time the summer vacation for the year was over. No such instructions were issued for the summers of 2006 and 2008. Thus, due to belated/non-issue of instructions by the department, the students in the drought affected villages could not be served MDM during summer vacation of 2005, 2006 and 2008.

3.1.5.3 Delay in implementation of cooked meal

GOI extended (1 September 2004) the coverage of MDM programme to all the primary school students with a provision for cooking cost at the rate of rupee one per day per beneficiary in addition to supply of rice free of cost, but the State Government failed to provide cooked meals to 51 lakh primary school students during September 2004 to January 2005 and provided the same at the rate of 50 paise per day per beneficiary thereafter up to March 2005.

Further, GOI decided (October 2007) to extend the mid-day meal scheme to upper primary classes (VI to VIII) in Educationally Backward Blocks (EBBs) commencing from 1 October 2007 with provision of cooking cost at the rate of Rs 2.64 (GOI share: Rs 2.00 and State share: Re 0.64) per day and 150 grams of rice per day per beneficiary free of cost. However, due to delay in issue of notification (January 2008), the scheme was implemented from February 2008 covering 5.26 lakh students in 8401 upper primary schools of 172 EBBs in 22 districts of the State.

Thus, delay in implementation of the cooked meal under the scheme in both above cases denied the extended benefits of the scheme to over 56 lakh students leading to non availment of GOI assistance of Rs 58.26 crore during the above periods.

3.1.5.4 Provision for condiment, vegetable and fuel

Expenditure of Rs 14.37 crore incurred for procurement and utilisation of condiments at the school points was not verifiable in absence of records

In all the test checked schools it was seen that the school heads incurred initial expenditure towards provision of condiments, vegetables and fuel from their own sources and got reimbursed from the respective blocks after submission of monthly progress reports with delay ranging from two to 46 months in Bolangir district and 11 Blocks in Bargargh, Mayurbhanj, Sonepur and Sundargarh districts. In absence of required imprest money, 52 test checked schools did not provide MDM on an average of seven days in a year. None of the 132 schools test checked in audit maintained cash book, supporting vouchers and other related records in proof of purchase of condiment, vegetables etc. to provide wholesome meals to the beneficiaries, in absence of which actual utilisation of Rs 14.37 crore paid during 2003-08 was not verifiable.

Interview of 652 students in the audited schools revealed that weekly two eggs were given to only 36 *per cent* students and 45 *per cent* of students complained about the poor taste and single menu; 16 p*er cent* of students stated that the quantity of MDM was insufficient. Children in urban schools of

Ganjam district belonging to affluent parents expressed their unwillingness in writing to take MDM. Joint surprise visit by audit and departmental officers to two schools in Baragarh district showed that only 93 students out of 321 present on that day took the meal. The Heads of the schools stated that most of the students were reluctant to take food due to the same monotonous menu being served on all days. Eighty two *per cent* of the parents interviewed, stated that quality of the MDM should be improved with varied menu to attract students. Surprise visit to eight schools[17] in three districts showed that the students were taking only rice and dal. No vegetable were served to them.

Huge savings on egg component denied the desired nutritional value to the beneficiaries

3.1.5.5 Provision of eggs in the menu

Under the scheme, cooking cost per beneficiary per school day was fixed at Rs 1.58 (July 2005), Rs 1.64 (October 2005) and Rs 2.14 (September 2006) for meeting expenses on dal, vegetables, oil, condiments, fuel and supervision charges etc. For maintaining uniformity in expenditure on different items with in the cooking cost across the State, the State Government fixed sums to be spent on these items per day / beneficiary from time to time.

It was observed that cooked meal was served daily with same items like rice and a preparation of dal often mixed with vegetables. From October 2005, one egg was added to weekly menu by allocating 35 paise per day / beneficiary for procurement of one egg at rupees two. This was enhanced to two eggs from November 2006 with allocation of 76 paise per day / beneficiary by which time the cooking cost was raised by only 56 paise. As the suppliers in many places were not willing to supply eggs at the above cost, the same was revised (December 2007) to Rs 2.28 per egg. To accommodate the cost of egg within the cooking cost, allocation on other items like vegetables, condiments and dal were curtailed by 10 to 50 *per cent* per beneficiary / day. However, the State Government did not consider providing any additional financial input to keep allocations against other essential items intact.

It was seen that in 16 districts, out of the total provision of Rs 65.60 crore made for supply of eggs during 2005-08, only Rs 20.03 crore was spent (31 *per cent*) and Rs 45.57 crore remained unspent with the DSWOs concerned as of March 2008. In the eight[18] schools visited by audit during MDM hours, it was seen that children



Students taking MDM without dal in Telendihi Misson School

[17] Baragarh district - 1. Khajuritikira UPS, 2.Kushanpuri GPS, 3.Nuapali GPS 4.Hindi Boys school Sundargarh district - 1. Telendihi MPS, 2. Giringkela UPS Bolangir district: 1. Project Schools, College Chhak and 2. Bijakhamand PS, Bolangir

[18] Baragarh district - 1. Khajuritikira UPS, 2. Kushanpuri GPS, 3. Nuapali GPS and 4. Hindi Boys school Sundargarh district – 1. Telendihi MPS, and 2. Giringkela UPS, Bolangir district: 1. Project Schools, College Chhak and 2.Bijakhamand PS, Bolangir.

were taking only cooked rice as adequate dal was not made available.

Thus, the unrealistic fixation of procurement price of eggs hindered the supply of eggs between October 2005 and December 2007 and the Government failed to ensure provision of intended calories and protein in MDM during the period.

In Kalahandi district, the suppliers did not come forward even after increase in the cost of egg to Rs 2.28 due to non-availability of required quantity in the district and hike in cost price of egg. Consequently, the Government ordered (March 2008) to utilise the unspent balance of the egg component by supplying soya chunk to students to overcome the nutritional deficiencies. This order was yet to be implemented (April 2008).

The DSWOs of 10 districts stated that due to low price of eggs fixed by Government and unwillingness of suppliers to supply at such rate, eggs could not be provided as per the above norm. The department stated (June 2008) that the sources of egg supply in the State were insufficient to cater to the total requirement.

No primary school student in the State was given micro nutrient and de-worming tablets

3.1.5.6 Micronutrient supplementation and de-worming administration

The MDM programme also envisaged for appropriate health interventions such as administration of micronutrients of iron and folic acid supplementation weekly and six monthly doses of medicines for de-worming. However, nowhere in the State had the micronutrients and de-worming medicines been given to school children during the period covered in audit.

3.1.5.7 Loss of teaching hours

Teachers in the test checked schools were spending 40 *per cent* of teaching hours in a week in MDM activities

The scheme stipulated that the MDM activities should not adversely affect either the duration or quality of teaching and learning schedule in schools and should be so organised that the entire process of serving and consumption of the meal would not take more than the scheduled lunch break of 30 minutes. It was seen in the test checked schools with one or two teachers that out of 29 hours of teaching hours prescribed for a week, the teachers were engaged in MDM activities on an average of 12 hours (40 *per cent*) i.e. (i) six hours for receipt, weighing and maintenance of records, (ii) three hours for procurement of vegetables and condiments etc. and (iii) three hours for supervision of cooking and serving of meals. The State Government stated that the MDM activities in 32553 schools (50 *per cent*) out of total 65528 schools had been handed over to women self help groups (WSHGs) by the end of 2007-08.

3.1.5.8 Community participation

Mother teacher associations were not actively participating in MDM activities in schools

It was obligatory for the parents to know about the MDM which was being served to their children. At the school level, mother teacher association (MTA) was to be assigned responsibility for implementation and supervision of the programme. Interview in audit revealed that only 12 *per cent* of mothers had visited the school during MDM hour and tasted the food. This showed poor efforts of the school administration to associate mothers in MTA.

3.1.5.9 Non-adherence to Right to Information Act

In compliance with the Right to Information Act, the WCD department directed (October 2006) all the DSWOs to ensure that the schools and EGS centres were to display information on monthly basis on quantity of food grains received with date of receipt, quantity of food grains utilised, other ingredients purchased, utilised; number of children given MDM, daily menu, member of MTA, names of the president and secretary of WSHGs etc. The DSWOs in turn directed all BDOs to ensure compliance. But in none of the audited schools such display was noticed.

3.1.6 Impact of the scheme

One of the primary objectives of the scheme was to improve enrolment, attendance of children as well as reducing the drop-out rate in school besides improving the nutritional and health status of students. The State Government did not evolve any mechanism to assess and evaluate the overall impact of the scheme on the above objectives. Analysis of the enrolment and attendance figures for the five year period ending March 2008 indicated the following:

3.1.6.1 Enrolment

It was seen in the audited schools in the test checked districts of Baragarh, Cuttack, Khurda and Sonepur that the enrolment of students gradually decreased over the period covered in audit in contrast to the remaining three districts, namely Bolangir, Ganjam and Sundargarh where it varied all along vide ***Appendix - 3.4.*** Considering increase in reporting of enrolment by the State to GOI (2004-07), the declining trend of enrolment in test checked districts showed that the scheme did not contribute to increase in enrolment of children.

3.1.6.2 Attendance

Considering the utilisation of cooking cost provided by the GOI at the rate of 50 paise per student per day from January to June 2005, rupee one from July 2005 and Rs 1.50 from July 2006 onwards, on a daily average 37.34 lakh beneficiaries availed of MDM during January 2005 to March 2008. The attendance rate of students thus worked out to an average of 77 *per cent* of the enrolment during 2005-08, while the average attendance rates of students reported to GOI for the year 2005-06 and 2006-07 were 87.81 and 79.91 *per cent* respectively.

3.1.6.3 Health status of students

In none of the schools periodical health check up including measurement of the height and weight of students was taken up to assess their health status. It was noticed in the test checked districts that the schools were not even

supplied with weighing machines except Mayurbhanj district. No mechanism was in place to measure improvement in health status of the children after introduction of MDM.

3.1.6.4 Observance of hygiene during cooking and serving

Children falling sick after consuming MDM

Instances of children taken ill after consuming MDM were reported. As per records, 85 children[19] in three instances became sick after consuming MDM during January 2005 and February 2006. The DSWO, Mayurbhanj stated that 14 students complained of abdominal discomfort and were hospitalised after consuming rotten eggs in Batapandugandi primary school under Jashipur Block (August 2007). Eight *per cent* of the beneficiaries interviewed by audit, stated that they developed complaints like nausea and vomiting, loose motion etc. after consuming MDM. The WCD department in their circular (March 2008) advised Collectors to take remedial measures to avoid serving of stale / contaminated food and soaked rice. These instances were indicative of the fact that hygienic aspect of MDM was not being given proper attention.



Children in Telendihi Misson PS taking MDM on road under unhygienic condition

3.1.7 Management, Monitoring and Evaluation

3.1.7.1 Poor spending under management, monitoring and evaluation

The scheme provided for grant of central assistance at a rate of 0.9 *per cent* of the total assistance under food grains, transportation cost and cooking cost towards expenditure on Management, Monitoring and Evaluation (MME) for the year 2004-05. This was increased to 1.8 *per cent* of such assistance from 2005-06. The assistance was to be utilised for (a) school level expenses, (b) Management, supervision, training and internal monitoring and evaluation and (c) external monitoring and evaluation. GOI assistance of Rs 7.13 crore was received during 2004-08 under MME including Rs 93.06 lakh for external evaluation, of which only Rs 16.52 lakh was given (March 2006) to the State Council for Educational Research and Training (SCERT) for an internal assessment of the scheme. However, no funds were utilised towards

[19] (i) 39 students of Laxmannath Primary School, Jaleswar in Balsore distict on 27 January 2005 as the cook added ammonia sulphate to the dal with the impression that it was salt, (ii) 27 students of Kendupalli Rout Bhuin Primary School of Narasinghpur Block in Cuttack district on 11 January 2005 due to food poisoning and (iii) 19 students of Madhupur UGME School, Baranga, Cuttack on 14 February 2006 as they were served staled soaked rice (pakhala) that caused food poisoning.

independent external evaluation of the scheme (May 2008) to assess the outcome of the programme.

3.1.7.2 Evaluation study not followed up

SCERT conducted (2006-07) an evaluation study of the scheme. The interim report revealed the following deficiencies / shortcomings:

- Dal and eggs were made available to students in about half of the schools,
- Children expressed dissatisfaction with quality and poor taste of MDM,
- Student strength in schools reduce noticeably after the MDM is over,
- Monthly supervision by doctors / health workers is weak,
- Lack of participation of community members for preparation and distribution of MDM,
- Lack of Block / District level monitoring and supervision in about 40 *per cent* of the schools.

The above findings of the SCERT were yet to be addressed by Government (July 2008).

3.1.7.3 Shortfall in supervision and inspections

Monitoring of programme implementation through supervision and inspection were ignored at different levels

The GOI also required the State to draw up inspection programme which would cover 25 *per cent* of the primary schools on an average in a quarter. As per State Government instructions (July 2005), two, five and 10 *per cent* of the schools were to be supervised by the District level, Sub-division level and Block level officials respectively in each month and all the blocks covered within a period of two months and all the schools in each quarter. Besides, the BDOs were to arrange inspection of at least two schools every month and all ICDS supervisors and statistical assistants were to inspect at least five schools every month by drawing a calendar of inspection ensuring even coverage of inspection. However, no such supervision and inspection were conducted by concerned officials in all the test checked districts. While the DSWOs, Sonepur, Bolangir, Khurda and Sundargarh stated that due to lack of man power and vehicle, the percentage of inspection could not be achieved, the DSWOs, Bargarh, Cuttack and Ganjam stated that action was being taken in the annual action plans for providing supervision of MDM Schools.

3.1.7.4 Non formation of steering committee

Steering cum monitoring committees were either not formed or were not holding meetings wherever these were formed

The programme provided (September 2004) formation of Steering-cum-Monitoring Committee (SMC) at State, District and Block levels for effective monitoring of the scheme. The WCD Department stated that only two meetings of the State Monitoring Committee (SMC) were held during 2004-08 against prescribed two half yearly meetings. In the seven test checked districts, it was seen that district level steering-cum-monitoring committees were

formed in six districts except Sonepur district. However, in two districts (Sundergarh and Bolangir), the committee had not even sat for its debut meeting. Block level steering-cum-monitoring committees were formed only in Ganjam district. Four quarterly meetings of the steering cum monitoring committee at the district and Block levels were to be held in a year. The nodal department did not have any information on any such meeting being held during 2004-08. The DSWOs of other districts stated to be initiating action in this regard.

MIS was not in existence in the test checked districts

3.1.7.5 Non preparation of progress reports

Lower functionaries like DSWOs and BDOs were not furnishing monthly and quarterly progress reports regularly to the department. These reports, wherever received, were never analysed at the State level for assurance and remedial measures, if required. Thus, absence of monitoring had led to many failures in implementation of the programme as commented in this report.

3.1.7.6 Vacancies in field formations

It was seen that there were vacancies of programme implementing staff ranged from 37 to 62 *per cent* of sanctioned strength of SEOs, SSWOs and ADSWOs in the block, sub-division and district levels in the State as below affecting monitoring and supervision of the implementation of the scheme.

	2006-07				2007-08			
Category of post	**Sanctioned strength**	**In position**	**Vacancy position**	**Percentage of vacancy**	**Sanctioned strength**	**In position**	**Vacancy position**	**Percentage of vacancy**
SEO/LSEO	346	218	128	37	346	211	135	39
SSWO	57	36	21	37	57	36	21	37
ADSWO	13	5	8	62	13	5	8	62

3.1.7.7 Management Information system

The scheme provided for development of a computerised management information system (MIS) for proper monitoring of the performance by the department implementing the scheme in consultation with the National Informatics Centre (NIC). It was noticed that the system was not in operation/existence in any of the test checked districts. Thus, adequate attention has not been given by the State Government to effectively monitor the programme through the MIS.

3.1.8 Conclusion

Performance audit of implementation of the MDM programme in the State revealed several deficiencies. Absence of mechanism to cross verify enrolment data received from schools led to over-reporting of data during 2004-07 and excess indenting of food grains and funds. The transportation and delivery of food grains at school points was not monitored by the various functionaries at

district and block levels leading to delayed, short delivery and misappropriation of rice besides admitting excess claims of transportation charges. The construction of kitchen-cum-stores remained incomplete for over two years due to less provision of funds and implementation of smokeless chullahs was absent affecting the appropriate storage and safety of food grains and maintenance of hygienic condition of cooking and serving of MDM. In spite of availability of material and monetary resources MDM served could not reach the targeted school days. Provision of monotonous menu dissuaded the students on taking MDM. Involvement of teachers executing the programme reduced teaching hours and the implementation lacked the intended community participation. The important objectives of periodical health checkups, nutritional supplementation and supply of tablets for de-worming were neglected. The internal control mechanism was slack as required supervision through inspections by the officials at the State, district and block levels was not done which resulted in excess and avoidable extra expenditure in number of cases. Evaluation of the scheme as a whole was not done and as such the impact of the scheme remained unassessed.

3.1.9 Recommendations

- Loopholes in the transportation contracts may be plugged.
- Steps for strengthening of infrastructure with adequate provision of kitchen-cum-store, supply of LPG for cooking and placement of inspection staff in coordination with the officials of School and Mass Education Department may be considered.
- The provision of periodical de-worming, micronutrient supplementation like iron and folic acid tablets, health services and nutritional education may be converged with school health programme under the National Rural Health Mission.
- The implementation of MDM may be fully off loaded from the teachers so that the teachers would get full time for teaching activities.
- Imprest may be provided to implementing agencies for advance planning of procurement of condiments, vegetables and diversified menu etc.
- A moderate amount of additional input may be considered to enhance the quality of MDM.
- Functioning of monitoring system may be made effective. Convening of the SMCs be made regular and decisions taken in the SMCs be implemented at the field level.

3.1 National Programme of Nutritional Support to Primary Education (Mid-Day Meal Scheme)

The Mid-Day Meal Scheme covered all the Government and Government aided primary school children in Tripura. The primary objective of the scheme to improve the enrolment and reduce dropout was largely achieved as claimed by the Department. However, the absence of basic documents in support of the claim raised doubts about the achievement claimed by the Department. The secondary objective of improving the nutritional status of the children in the primary classes is yet to be addressed.

Highlights

The reported number of eligible and enrolled children showed a decline over the last five years which, together with the absence of credible supporting documents, casts doubts on the reliability of the data since Tripura has witnessed a positive population growth in the past.

(Paragraph 3.1.9.2)

The Food, Civil Supplies and Consumer Affairs Department(FCSCAD) did not lift the entire quantity of foodgrains allocated by the GOI and did not even issue the entire lifted quantity of foodgrains to schools which resulted in accumulation of 8024.5 MT lifted foodgrains lying with the FCSCAD at the end of March 2008.

(Paragraph 3.1.10.2)

Unutilised foodgrains valuing Rs. 7.75 crore were not accounted for.

(*Paragraph 3.1.10.3)*

While there were sufficient unspent funds with different Inspectors of Schools and unutilised foodgrains with FCSCAD, considerable number of schools under West, South and Dhalai Districts served meals to school children on credit basis due to non-availability of foodgrains and funds with them during 2007-08.

(*Paragraphs 3.1.10.6)*

Pucca kitchen sheds were available only in 31 *per cent* of schools while clean drinking water facility was available in 60 *per cent* and adequate kitchen devices and utensils were available in 71 *per cent* of schools test-checked.

(Paragraph 3.1.11.1)

3.1.1 Introduction

The National Programme of Nutritional Support to Primary Education (NP-NSPE), commonly known as the Mid-Day Meal (MDM) scheme was launched by the GOI on 15 August 1995. The scheme was intended to boost the universalisation of primary education by increasing enrolment, retention and attendance of students and simultaneously improving their nutrition levels. The scheme was extended (December 2004) to all EGS and AIE centres'[1] established under Sarva Shiksha Abhiyan (SSA).

The MDM scheme, as revised in June 2006, sought to address two of the most pressing problems for the majority of children in India, *viz*, hunger and education by:

- Improving the nutritional status of children in classes I – V with calorific value of 450 KCL and protein content of 12 grams.
- Encouraging poor children, belonging to disadvantaged sections, to attend school more regularly and help them concentrate on classroom activities.

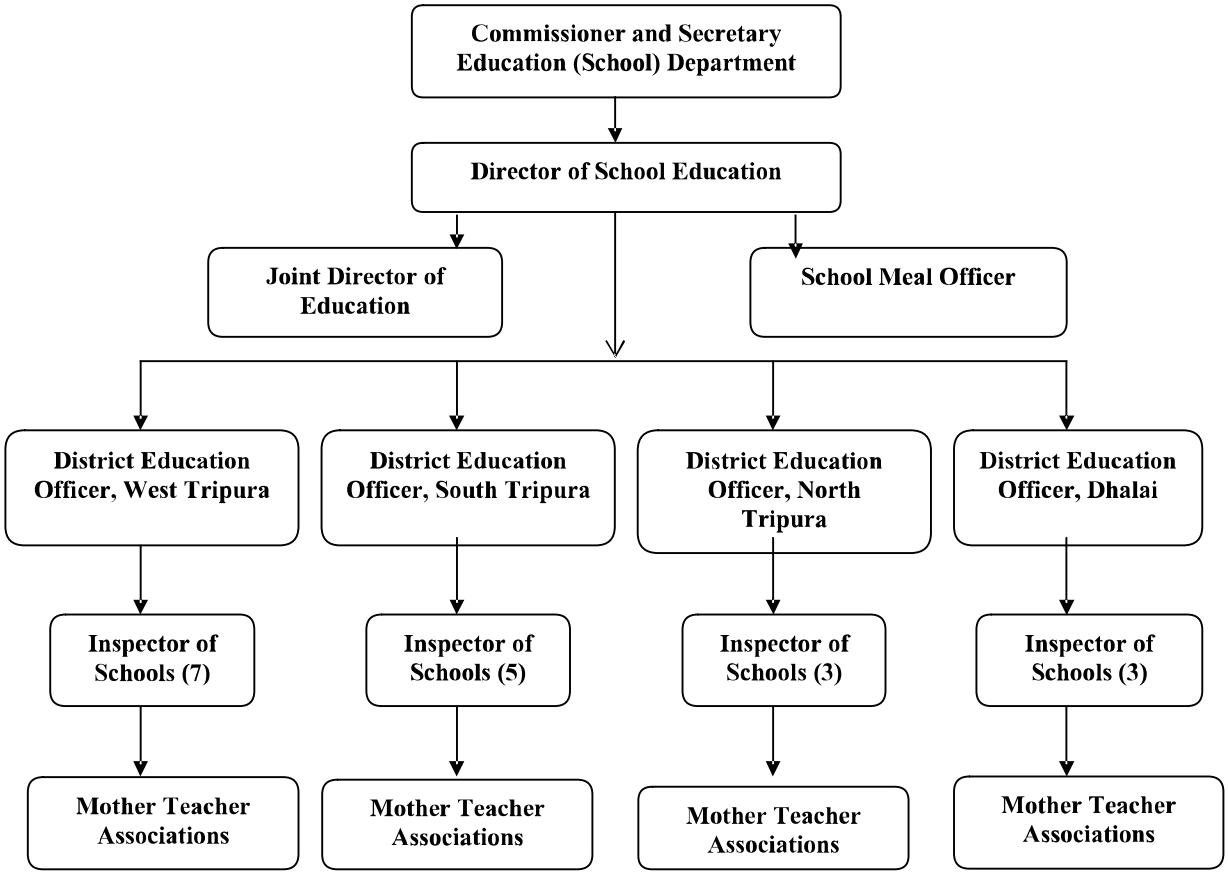
With the extension of the scheme to the upper primary classes (Class VI to VIII) in Educationally Backward Blocks from 1 October 2007 and to all areas across the country from 2008-09, the NP-NSPE was renamed as National Programme of Mid-Day Meal in schools.

3.1.2 Organisational set up

The Education (School) Department functioning under a Commissioner and Secretary is the nodal department for implementation of MDM Scheme in the State. The Director of School Education (DSE) is the State implementing officer and is assisted by the Joint Director (MDM) and the School Meal Officer at the Directorate level, District Education Officers (DEOs) in the four Districts of the State, 18 Inspectors of Schools (ISs) at the Block level and Mother Teacher Associations (MTAs) of the respective schools, the Headmaster being the convener.

[1] Education Guarantee Scheme and Alternative and Innovative Education.

The organogram is given below:



3.1.3 Scope of audit

The implementation of the MDM Scheme for the period 2003-08 was reviewed in audit through a test-check of the records of the DSE, four District Education Officers, 5 Inspectorates of Schools, 80 Primary Schools & EGS/AIE centres, 20 (14 Primary Schools and six EGS/AIE centres) from each district, selected by Systematic Random Sampling Without Replacement (SRSWOR) method. All the four districts of the State and 19 out of 41 blocks including Agartala Municipal Council were covered. The performance review covered an expenditure of Rs 18.77 crore (25.93 *per cent*) out of Rs. 72.38 crore incurred during 2003-08.

3.1.4 Audit Objectives

The objectives of the performance review were to verify whether-

- The scheme achieved its principal objective of supporting the universalisation of primary education by improving enrolment, attendance and retention;
- The scheme achieved its secondary objective of improving the nutritional status of children in the primary classes;

- Financial Management was efficient and funds provided were utilised effectively to achieve the annual targets;
- The State Government implemented the programme through well designed implementation procedures, and institution of efficient reporting, inspection and monitoring system;
- The internal controls in the State nodal department were efficient and ensured serving of hygienically cooked meals of the prescribed calorific value and a system of timely and reliable programme information.

3.1.5 Audit Criteria

The criteria used for the performance review were:

- Revised guidelines for the MDM Scheme (December 2004 and September 2006) issued by the Union Ministry of Human Resource Development;
- Policy/plans of the State Government;
- Quality assurance norms of food;
- Norms notified for measuring nutritional status of children;
- Prescribed monitoring mechanism.

3.1.6 Audit Methodology

The review started with an entry conference with the Commissioner and Secretary, Education (School) Department and other departmental officers on 13 August 2007, wherein the audit objectives, criteria and methodology were discussed. This was followed by collection of relevant information through replies to audit queries/memos, questionnaires, scrutiny of records through field visits, analysis of data and joint inspections. The results of scrutiny of records and data base as well as the documents collected during audit formed the audit evidence and the basis for audit observations. Audit findings were discussed with the Commissioner and Secretary, Education (School) Department in an exit conference on 25 September 2008. The results of the discussions and the replies received (August 2008) from the Government have been incorporated in the report at appropriate places.

Audit Findings

3.1.7 Planning

The allocation of funds and foodgrains for implementation of the MDM Scheme by the GOI was based on the enrolment data as of September of the preceding year. From 2006-07, the Programme Approval Board introduced the submission of a comprehensive Annual Work Plan and Budget (AWP&B) by 15 January every year, based on the information maintained at school level and aggregated at Block, District and State level for the preceding year, on anticipated number of working days for the succeeding year for schools, EGS/AIE centres. The authenticity of projected requirement of foodgrains was not verifiable in the absence of supporting documents of school level enrolment data as discussed in paragraph 3.1.10.1.

No specific plan had been worked out by the State Government to focus on coverage of children belonging to poor and disadvantaged sections.

3.1.8 Financial Management

3.1.8.1 Funding Pattern

Funding pattern of the scheme is as under:

- GOI provided rice free of cost and transportation cost of Rs. 50 per quintal. From 1 April 2003, the State Government started providing cooked meal. The MDM scheme was revised in 2004 and in addition to free foodgrains and transportation cost at Rs. 100 per quintal, Central assistance is provided at Re.1.00 per child per school day towards cooking cost.
- Cooking cost (from September 2004) @ Rupee 1 per child per school day was revised to Rs. 1.80 with effect from June 2006. The provision of Rs. 1.80 was subject to the State contribution of minimum 20 paisa per child per school day. (The State Government, however, contributed 20 paisa up to June 2005 and 50 paisa thereafter per child per school day);
- GOI also to provide for construction of kitchen-cum-store, up to a maximum of Rs. 60,000 per unit per school and kitchen devices at an average cost of Rs. 5000 per school;
- Assistance for Monitoring Management and Evaluation (MME) was provided during September 2004 to June 2006 at not less than 0.9 *per cent* of the assistance on foodgrains, transport and cooking cost for 2004-05 which was revised to 1.80 *per cent* from 1 July 2006 based on assistance for 2005-06;
- Any additional expenditure was to be met from the State funds.

The State did not contribute any cost on infrastructure and MME. Scrutiny revealed that the Central assistance provided in 2005-06 could not be utilised even at the end of March 2008. The Department during exit conference (September 2008), stated that they did not seek further funds.

Further, the State also did not release its full share of cooking cost effective after the revision of MDM guidelines in 2004. The State released Rs. 6.88 crore out of its share of Rs. 14.46 crore during 2005-06 to 2007-08 resulting in short release of Rs. 7.58 crore as calculated in audit.

3.1.8.2 Budget and expenditure

Table 3.1.1 gives the details of funds received and expenditure incurred thereagainst during 2003-08.

Table No. 3.1.1

(Rupees in crore)

Year	Budget Provision	Funds released by Finance Department			Expenditure reported by Department	Savings (+) Excess (-)	Expenditure as per Finance Accounts
		Central	State contribution	Total			
1	*2*	*3*	*4*	*5*	*6*	*7*	*8*
2003-04	10.86	6.66	4.20	10.86	10.77	(+) 0.09[2]	11.12
2004-05	12.96	13.92	0	13.92	11.15	(+) 2.77[3]	13.32
2005-06	10.42	7.55	0	7.55	10.51	(-) 2.95	11.46
2006-07	15.67	12.38	4.28	16.66	16.02	(+) 0.64	12.34
2007-08	10.00	21.33	2.60	23.93	23.93	-	23.63

Source: DSE and Finance Accounts.

The figures of expenditure furnished by the Department differed from those in the Finance Accounts. Expenditure figures incorporated in the Finance Accounts were inclusive of non-plan expenditure for those years (2003-04: Rs. 34.87 lakh; 2004-05: Rs. 36.41 lakh; 2005-06: Rs. 33.43 lakh; 2006-07: Rs. 30.97 lakh and 2007-08: Rs. 35 lakh). Further, unspent cash balances lying with Inspectors of Schools (Para 3.1.8.3) indicated that the expenditure figures given by the Department were not correct. The Government while replying to audit observation on furnishing different expenditure figures, stated (August 2008) that Central assistance received at the fag end of the year is usually utilised in the next financial year and that, the unspent cash balances lying with the Inspectors of Schools are reflected in the utilisation certificates submitted to the GOI. It was further stated that the unspent cash balances are usually not reflected in the budget estimates and as a result, the figures of expenditure on MDM as reported by the Department do not match with figures of expenditure as indicated in the Finance Accounts.

The reply is not tenable since all the expenditure including drawal on AC bills is reflected in the Finance Accounts only on actual drawal from the Treasury. Moreover, the expenditure figures for all the years were reconciled before incorporating in the Finance Accounts.

3.1.8.3 Financial Indiscipline

The Department's instructions (January 2004) that all the implementing officers should restrict the amount drawn on AC bills to Rs. 25,000 at a time and submit the relevant DCC bills within 60 days were being widely breached. Test-check of records of five ISs and information collected from 13 other Inspectorates revealed that DCC bills had not been submitted in respect of Rs. 28.19 crore.

There were also instances of unnecessary withdrawal of funds, much in excess of sanctioned limit. For example:

- IS Bishalgarh had drawn 120 AC bills for Rs. 30 lakh during February 2008 and kept the money in the bank account despite the availability of un-disbursed funds of Rs. 32.61 lakh out of Rs. 32.94 lakh drawn in February 2007[4] and December 2007[5].

[2] Rs. 8.83 lakh revalidated during 2004-05.
[3] Rs.286.28 lakh revalidated during 2005-06.
[4] Rs.2.25 lakh in 11 bills.
[5] Rs.30.69 lakh in 120 bills.

- IS Sadar-A had drawn Rs. 33 lakh through 135 AC bills during January 2008 and kept it in the bank account despite the availability of Rs. 22.86 lakh drawn in November 2007 in the bank account.

The information furnished by the different Inspectors of Schools showed overall unspent balance of Rs. 10.97 crore as of March 2008, indicating that the actual expenditure reported (Table No.3.1.1) was incorrect and inflated.

As regards unadjusted DCC bills the Government stated (August 2008) that due to shortage of manpower, the DCC bills could not be submitted and appropriate steps would be taken to improve the state of affairs.

3.1.9 Programme Management

3.1.9.1 Universalisation of Primary Education

One of the principal objects of the scheme was supporting primary education by improving the enrolment, attendance and retention. As per Table 3.1.2 the number of eligible children showed a declining trend over the five years ending 2007-08. This casts a doubt on the reliability of the data, since Tripura has witnessed a positive population growth in the previous census, the rate being 1.6 *per cent* for the period 1991-2001. Although the numbers were stated to be based on annual surveys, no supporting documentation was made available to verify their authenticity.

The Government stated (August 2008) that there had been a sudden surge in enrolment at primary stage with additional enrolment due to the launching of Sarva Siksha Abhiyan in 2001-02 and identified-dropouts and never-enrolled children were brought into EGS & AIE centres. Moreover, reduction in dropout, increase in retention and passout rates because of non-detention policy upto Class IV adopted by the Government were the main reason for declining trend. However, the Government stated (August 2008) that some key indicators need to be developed to monitor and assess the impact of MDM programme which would eventually help in taking up corrective measure for further improvement and that efforts are on to put a MIS in place.

3.1.9.2 Enrolment

The percentage of reported enrolment has been high (almost always above 94 *per cent*) and was stated to be 100 *per cent* in 2007-08. However, the overall decline in the numbers of the eligible and enrolled children compared to 2003-04 as well as the inability of the Department to furnish credible supporting documents for these numbers casts a doubt on the reliability of the data.

Table No. 3.1.2

	2003-04		2004-05		2005-06		2006-07		2007-08	
	Eligible	Enrolled	Eligible	Enrolled	Eligible	Enrolled	Eligible	Enrolled	Eligible	Enrolled
West Tripura	239182	228433 (96%)	197865	186908 (94%)	199685	196872 (99%)	155702	151675 (97%)	184169	184169 (100%)
South Tripura	123495	116475 (94%)	102246	101776 (99%)	119908	118246 (99%)	115340	113511 (99%)	105064	105064 (100%)
North Tripura	72487	66323 (91%)	82983	82202 (99%)	86232	84636 (98%)	81561	81215 (99%)	82853	82853 (100%)
Dhalai	64536	56472 (88%)	43656	42360 (97%)	49378	47202 (96%)	42463	40825 (96%)	62939	62939 (100%)
State	499700	467703 (94%)	426750	413246 (97%)	455203	446956 (98%)	395066	387226 (98%)	435025	435025 (100%)

Source: DSE/DISE

- The Department did not maintain enrolment data separately sex wise and for poor and disadvantaged sections, making it difficult to assess the impact of the scheme on these sections, which is an important objective of MDM scheme.
- The enrolment data as on 30 September of the preceding year as furnished to GOI (Table No.3.1.7) for allocation of funds and foodgrains for the next year was found to be far in excess of the actual enrolment.
- The enrolment data in respect of the 80 test-checked schools did not match with the database maintained in District Information System for Education (DISE), with the variations ranging from (-) 9.92 *per cent* to (+) 20.43 *per cent* (**Appendix-3.1)**. Hence, there was no assurance regarding the correctness of the enrolment figures reported.

3.1.9.3 Attendance

The Department did not maintain any database on average attendance. In the 80 schools and EGS/ AIE centres test-checked, the average attendance in class V moved in the range of 53 to 64 *per cent* except in South Tripura district, where it was 70-75 *per cent* (Table 3.1.3), much below the expected 80 *per cent* level.

Table No. 3.1.3

District	Percentage of attendance				
	2003-04	2004-05	2005-06	2006-07	2007-08
West Tripura	56	57	56	58	56
South Tripura	71	72	70	75	71
North Tripura	56	56	56	56	55
Dhalai	55	53	55	58	64

Source: Attendance registers of 80 schools and EGS/AIE centres.

The trend of attendance showed little or no impact of the MDM on the attendance levels in the test-checked schools.

The Government stated (August 2008) that on the basis of quarterly reports containing attendance of children as submitted by IS, the attendance rate has been calculated at 80 *per cent* on an average. The reply is not tenable since there was no regular submission of quarterly / periodical reports from the IS and Tripura Tribal Areas Autonomous District Council (TTAADC).

3.1.9.4 Decline in attendance

A study conducted (2006-07) by the State Government for three years (2003-05) through the Inspectors of Schools, taking one school in each Inspectorate, revealed that in six out of eight schools the average attendance had declined over the period; in the remaining two schools, the increase was modest. The attendance in the schools ranged between 47 and 76 *per cent.*

3.1.9.5 Retention and dropout

The Department did not compile the data on dropout/retention on a comprehensive basis for all the schools. The information collected by the Department on a sample basis, showed declining dropout rates in the primary schools during 2004-05 to 2006-07 as under:

Table No. 3.1.4

District	Percentage of dropout students		
	2004-05	2005-06	2006-07
West Tripura	19.23	17.87	11.04
South Tripura	17.24	15.02	11.97
North Tripura	16.79	16.24	12.37
Dhalai	31.13	25.90	10.89
State	**19.68**	**17.27**	**11.60**

Source: DSE / DISE

However, the reliability of the data could not be vouched due to non availability of initial records.

In the 80 schools test-checked, the dropout rates in the primary schools during 2004-05 to 2006-07 was found to be reducing as under:

Table No. 3.1.5

District	Percentage of dropout students		
	2004-05	2005-06	2006-07
West Tripura	3.54	2.66	2.64
South Tripura	0.69	0.43	0.22
North Tripura	2.39	2.28	0.67
Dhalai	0.35	0.12	Nil

While the enrolment of school children improved from 94 *per cent* in 2003-04 to 100 *per cent* in 2007-08 (Table No.3.1.2) and dropout reduced from 19.68 *per cent* in 2004-05 to 11.60 *per cent* in 2006-07, the average attendance was still found to be varying between 59 and 62 *per cent* during 2003-08.This mismatch needs to be addressed appropriately by the Department for successful implementation of the scheme.

3.1.9.6 Nutritional status

The guidelines of the MDM scheme envisaged necessary interventions like regular health check up, supplementation of micronutrients and provision of de-worming medicines in convergence with the National Rural Health Mission (NRHM).

A new menu, prepared by an expert committee consisting of a dietician, a nutritionist and the Joint Director of School Education, was introduced in September 2006, which included provision of eggs twice a week, with calorific value of 489-496 KCL as against 450 KCL as per guidelines.

Scrutiny of records revealed that there was no system for periodic health check up to assess the improvement in nutritional status of the children. The height recorder and weighing machine required for measuring growth indicators in child health were not made available to any of the schools test-checked, despite specific provision in the scheme. The MDM scheme was not used for micronutrient supplement and de-worming.

The Government stated (June and August 2008) that health programme in school could not be conducted jointly with Health Department by Education (School) Department because of inadequate staff and other infrastructure

facilities at field level and that no specific fund for school health programme has been received from GOI. It was further stated that health cards have been issued during 2006-07 and that 225 schools have been provided with weighing machines and other schools will be covered in phased manner. It was also mentioned that the Health Department is providing micro-nutrient supplements and deworming tablets have been distributed to 1.31 lakh school children through Block Development Officers.

School health programme including distribution of deworming tablets undertaken by the Health Department or Block Development Officers was not found recorded in the Health cards of the 80 schools test-checked and none of the schools has received height recorder and weighing machine. Scrutiny of State and District Action Plan for NRHM revealed that though school health programmes was included to promote health education including supply of medicines and consumables among school children, no funds were received on that account during 2007-08.

3.1.9.7 Joint Inspection

A joint inspection of eight schools conducted by Audit (3 and 4 October 2007) alongwith the Headmasters/Teachers-in-charge, and an official from the Nodal Department revealed the following:

Table No.3.1.6

Name of School	Date of visit	Number of students			
		Enrolled	Attended	Meal served	Found present after the meal served
Sitalabari Jr. Basic School under Kakraban block, South District	03-10-07	71	51 (72%)	51	21 (41%)
Bagma Sr. Basic School under Matabari Block, South District	03-10-07	139	102 (74%)	102	66 (65%)
Chandrapur Jr. Basic School under Matabari Block, South District	03-10-07	549	394 (72%)	300	256 (65%)
Udaipur English Medium Jr. Basic School under Udaipur Nagar Panchayat, South District	04-10-07	421	137 (33%)	137	65 (47%)
Fatikcherra T/E Sr. Basic School under Mohanpur Block, West District	03-10-07	209	22 (11%)	22	22
Chhechhuria Sr. Basic School under Mohanpur Block, West District	04-10-07	140	42 (30%)	42	42
Madhuban (K) HS School (Primary Unit) under Dukli Block, West District	03-10-07	333	309 (93%)	309	309
Belabar H.S School (Primary Section) under Dukli block West District	4.10.07	1050	998 (95%)	No meal was served due to shortage of rice.	

- Mid-day-meal was not provided to the 998 students of Belabar HS School (visited on 4 October 2007) under Dukli Block, on 3 October and 4 October 2007 due to shortage of rice.
- In three schools, the attendance ranged from 11 to 33 *per cent*.
- In four schools, 53 to 59 *per cent* students left the school after the meal was served and in four other schools 41 *per cent* to 65 *per cent* students were found present after the meals were served.
- In one school, meals were prepared for 300 students against the attendance of 394 students on the ground that *khichudi* was not

preferred by the students in general and the consumption is less than the prescribed quantity. To avoid wastage less foodgrains were utilised for the day.

- Two schools reported that there was delay in receiving funds and on such days the meals were served on credit basis.
- In three schools (where inspection team arrived while the meal was being served) students were found present after the meal was served.
- There was no mechanism in place to check quality/quantity of cooked food served to students.
- There was no kitchen in one school and class room has been utilised for cooking meals.
- No health check up was done and weight of children was not measured.
- There was no system to ascertain the nutritional deficiency of the children.
- No system was adopted for checking the quality of rice supplied to schools.

The reason for low attendance in Udaipur English Medium Junior Basic School was attributed to examination and there were no classes for Class I & II. Fewer students being present after the meal was served in Chandrapur Junior Basic School, was attributed to completion of the classes for Class I and II before the meal was served.

Samples of rice collected from these schools were tested in the Regional Food Laboratory, which certified them as dry, clean and wholesome with very few extraneous matters and few damaged grains. The cooked meals were tasted and found to be of satisfactory quality.

3.1.9.8 Mother Teacher Association (MTA)

The responsibility for implementation of the scheme at the school level, had been assigned to the MTA. The Headmaster/ Headmistress (HM), who is the convenor of MTA, is responsible for maintaining the stock book and accounts of receipts and expenditure of MDM funds, keeping vouchers and submitting the details of utilisation of rice and funds to the Inspector of Schools. MTA is required to hold monthly meetings and take decisions and corrective measures for effective implementation of the programme in each school.

An Organiser and a Cook are engaged for each school by the Gaon Panchayat/Ward committee. The Organiser receives the funds from the HM on a weekly basis and is required to submit the vouchers to the HM after incurring the expenditure. The Village Education Committee (VEC) headed by Pradhan of the Gaon Panchayat/Ward Member is responsible for supervising the implementation of the programme in all schools located within their respective areas.

The activities of the Mother Teachers Association in respect of the 80 test-checked schools and EGS/AIE centres were far below the prescribed norms. The monitoring against the prescribed frequency in West, South and North Districts was grossly inadequate while there was no monitoring in Dhalai District.

3.1.9.9 Programme coverage

It was reported by DSE that all the primary schools and EGS/AIE centres were brought under MDM programme. Test-check, however, revealed that out of 528 in North Tripura District, two EGS/AIE centres[6] were not implementing the MDM reportedly (August 2008) due to non availability of cooking place and other two EGS/AIE[7] centres did not produce supporting records to Audit. Though EGS/AIE centres were brought under MDM scheme from December 2004, these were actually covered from April 2005 onwards.

3.1.10 Foodgrains management

The Food, Civil Supplies and Consumer Affairs Department (FCSCAD) is the nodal agency for lifting of foodgrains from Food Corporation of India (FCI) godowns and distribution down to the Fair Price Shops (FPS) level. The quantity lifted by FCSCAD was much less than the quantity allocated, and the quantity issued to the schools was even less, as discussed below.

3.1.10.1 Enrolment data for allocation of foodgrains

The nodal department is to furnish to the GOI by 15 January every year, district wise request for allocation of foodgrains based on the enrolment data of eligible primary schools and EGS/AIE centres, as on 30 September of the preceding year. Based on this, the GOI conveys district-wise allocation of foodgrains for the next financial year.

The District-wise enrolment data as on 30 September of the preceding year with anticipated enrolment next year as furnished to GOI for allocation of foodgrains was as under:

Table No. 3.1.7

	Enrolment as on 30 September of preceding year				
Year	**West Tripura District**	**South Tripura District**	**North Tripura District**	**Dhalai District**	**State Total (for allocation of foodgrains)**
2003-04	208353	110201	82039	53261	453854
2004-05	200885	110678	94765	51692	458020
2005-06	227805	121982	105154	60397	515338*
Anticipated for 2005-06	232361	124456	107203	61625	525645
2006-07	228702	122892	106466	62550	520610*
Anticipated for 2006-07	237985	128380	107414	70408	544185
2007-08	246485	128380	98912	70408	544185*

Source: DSE

* Inclusive of students for EGS/AIE centres.

GOI allocated foodgrains based on 80 *per cent* of anticipated enrolment for 2005-06 and enrolment as on 30 September of the preceding year for 2006-07 to 2007-08 and 100 *per cent* on enrolment as of 30 September preceding year for 2003-04 and 2004-05.

- The Department did not furnish the initial records in support of the enrolment data in Table 3.1.8, due to which their authenticity could not be verified.

[6] (1) Ward No.10 EGS and (2) Matijil EGS, Brajendranagar, Kadamtala.

[7] (1) West Sonaimuri EGS, Sonaimuri and (2) Paiturbazar N.P EGS, Kailashahar.

- When the enrolment data furnished by the DSE was compared with the enrolment data as on 30 September of the preceding year for allocation of foodgrains furnished by the four DEOs, 18 IS and TTAADC to audit, wide variations were noticed (Table No. 3.1.8).

Table No. 3.1.8

Year	Enrolment as on 30 September of the preceding year		
	As per DSE records	As per information furnished by 4 DEOs and TTAADC (percentage variation with reference to DSE)	As per information furnished by 18 ISs and TTAADC (percentage variation with reference to DSE)
1	*2*	*3*	*4*
2003-04	4,53,854	4,09,511 **(-11%)**	N.A
2004-05	4,58,020	4,35,012 **(-5%)**	3,96,746 **(-15%)**
2005-06	5,15,338	4,49,119 **(-12.85%)**	4,05,046 **(-21.40%)**
2006-07	5,20,610	4,28,863 **(-17.63%)**	4,17,286 **(-19.85%)**

The above shows that the enrolment figures furnished by the DEOs and TTAADC were 5-18 *per cent* lower than the DSE while the enrolment data furnished by the ISs and TTAADC were 15-21 *per cent* lower than the DSE. Thus, the enrolment numbers appear to have been inflated at each successive higher stage of compilation (DEO/ DSE). The enrolment data compiled by DSE was furnished to GOI for allocation of foodgrains. Figures in respect of 2007-08 could not be compared due to non-availability of compiled information in the TTAADC.

3.1.10.2 Short lifting and issue of foodgrains

The FCSCAD failed to lift the allocated quantity of rice during 2003-04 to 2006-07 and also did not issue the entire lifted quantity to schools during 2003-08. The shortfall in lifting with reference to allocation was one to 52 *per cent* and issue with reference to lifting was 12 to 27 *per cent* as shown in Table 3.1.9.

Table No. 3.1.9

(In quintals)

Year	Require-ment projected	Allocated	Lifted	Shortfall in lifting w.r.t allocation	Quantity issued to schools w.r.t lifting	Percentage of quantity issued to schools with reference to		Balance (cumulative) quantity lying with FCSCAD	Remarks
						Allo-cation	Lifting		
2003-04	90,770.08	90,770.08	89,063.69	1706.39 (2%)	77670.74	86	88	37102.00	56,040.30 Qtl. unutilised rice lifted during 1995-96 to 2004-05 was issued by Food Department during 2006-07.
2004-05	91,604.00	91,604.00	90,537.11	1066.89 (1%)	71599.00	78	79	56040.30	
2005-06	97,874.68	98,821.26	94,298.58	4522.68 (5%)	71362.00	72	76	78977.30	
2006-07	107,530.92	107,530.39	51,830.28	56,040.30 (52%)	75786.00	70	146	55021.60	
2007-08	93,166.40	93,166.40	93,166.40	Nil	67943.00	73	73	80245.00	

Source: DSE/ FCSCAD

The reasons for shortfall in lifting of foodgrains was mainly due to allocation based on inflated enrolment as discussed earlier. No shortfall was reported in 2007-08.

The FCSCAD had issued only 70 to 86 *per cent* of the allocated quantity of foodgrains to the schools as revealed from the information furnished by FCSCAD (Table 3.1.9).

The FCSCAD stated (August 2008) that foodgrains were lifted as per release orders issued by the FCI against GOI allocation. Moreover, during 2006-07 unissued lifted (1995-2005) foodgrains lying with the FCSCAD were issued to schools as per the request (August 2006) of the DSE and the lifted quantity was much less than the allocated quantity during the year. Foodgrains were issued to schools as per the requisitions of the implementing officers of Education (School) Department to delivery orders issuing authority of FCSCAD.

The Government stated (August 2008) that the gap between allocation and lifting and issue to schools was due to utilisation of cumulative unutilised balance accrued over the years. The stock balance of foodgrains as on 31 March 2008 as reported by FCSCAD was 8024.498 MT which would be utilised during 2008-09. Thus, the requirement appears to have been assessed by the Education (School) Department on inflated enrolment for years together.

3.1.10.3 Unaccounted foodgrains

13,716.19 MT foodgrains valued at Rs. 7.75 crore that remained unutilised at the end of March 2003 had not been shown as opening balance for 2003-04 (Appendix-3.2) and therefore, no account of its utilisation was available thereafter. Despite the DSE's assurance (January 2008) that reply will be furnished by February 2008, no record was furnished (September 2008). The matter needs to be investigated.

3.1.10.4 Provision of meals

The number of children provided with cooked meal as reported to GOI through QPR during 2005-08 was 64 to 78 *per cent* of the enrolment numbers furnished to GOI for allocation of foodgrains (Table No.3.1.10); however, this contrasted with the low percentage of attendance observed in the test-checked schools (paragraph 3.1.9.3) which showed that the average attendance was 53 to 64 *per cent* during this period.

Table No. 3.1.10

Year	Enrolment	Children provided with cooked meal	Percentage
2005-06	5,15,338	3,88,557	75.35%
2006-07	5,20,610	4,05,258	77.84%
2007-08	5,44,185	3,48,020	63.95%

Source: DSE

3.1.10.5 Cooked meal not served on all school days

Test-check of selected schools revealed that in some schools, cooked meal was not served for the minimum stipulated feeding days as detailed below.

Table No. 3.1.11

District	Year									
	2003-04		2004-05		2005-06		2006-07		2007-08	
	200 feeding days		200 feeding days		235 feeding days		255 feeding days		220 feeding days	
	No. of schools*	Days meal not served (range)	No. of schools*	Days meal not served (range)	No. of schools*	Days meal not served (range)	No. of schools*	Days meal not served (range)	No. of schools*	Days meal not served (range)
West Tripura	13	2-80	13	2-96	14	5-96	13	1-91	13	1-87
South Tripura	12	2-122	14	6-76	14	8-86	11	1-65	11	4-82
North Tripura	11	19-120	11	8-124	11	15-86	11	11-106	01	15
Dhalai	9	10-165	11	8-102	13	7-143	11	2-116	Nil	Nil

* Out of 20 selected schools in each district

The number of days when meal was not served ranged from 1 to 165 days in a year and was attributed to rainy days, absence of cook, annual sports, examinations, poor attendance, admission, Ramzan, shortage of foodgrains and funds etc.

A random scrutiny of statements furnished by schools to the ISs revealed that cooked meals were not served for three to 43 days in 36 schools[8] (1.17 lakh beneficiaries) during 2007-08 due to non-availability of foodgrains at Fair Price Shops. The reasons were not investigated nor was any action taken by the implementing schools/controlling ISs or the DSE.

3.1.10.6 Meals arranged on credit basis

94[9] schools reported arranging meals on credit basis due to non-availability of foodgrains at Fair Price shops during 2007-08. Similarly, 174[10] schools reported arranging cooked meals on credit basis due to non-availability of funds with them, though there was sufficient cash balance with the Inspector of Schools.

The Champamura High School (Primary Section) in Bishalgarh did not receive foodgrains for nearly a year during January 2007 to February 2008 and had to serve meals on credit basis. The credit balance accumulated to Rs. 0.99 lakh and 19.38 quintal of rice (February 2008).

These instances reflect on the bottlenecks in the free flow of funds and foodgrains, despite sufficient stock of foodgrains with FCSCAD and funds with the respective Inspectorates.

The Government stated (August 2008) that meals arranged on credit basis might be taken as a stray incident and not as regular occurrence. The reply is not tenable since 159 schools under the control of Inspector of School, Kamalpur of Dhalai District have served meals on credit basis regularly during 2007-08.

[8] Bishalgarh (3), Udaipur (25) and Belonia (8).
[9] West Tripura District (12), South Tripura District (12) and Dhalai (70).
[10] West Tripura (15), Dhalai (159).

3.1.10.7 Implementation of MDM scheme to the upper primary stage

GOI decided (September 2007) to extend MDM scheme to upper Primary Stage of Education (Class VI to VIII) in nine Educationally Backward Blocks (EBBs) from October 2007 and released (November 2007) Rs. 55.14 lakh towards cooking cost, Management, Monitoring and Evaluation(MME) and 353.08 MT foodgrains (October 2007). But the Department did not extend the programme, citing (May 2008) Assembly Elections (February 2008) although the decision to expand the MDM programme had been taken much earlier in September 2007.

3.1.11 Status of infrastructure

3.1.11.1 Inadequate infrastructure

Provision of pucca kitchen sheds, clean drinking water, adequate kitchen devices, utensils and fuel used is an important part of the safety and hygiene specifications of the MDM scheme. As of March 2008, out of 4,350 schools and EGS/AIE centres, the availability of pucca kitchen sheds, clean drinking water facilities, kitchen devices and utensils and gas based fuel was inadequate as can be seen from the table below.

Table No. 3.1.12

		Infrastructure available			
District	**No. of Schools/EGS/AIE centres covered under MDM programme**	**No. of pucca kitchen sheds available**	**Clean drinking water facilities**	**Adequate kitchen device/ utensils**	**Gas based**
West Tripura	1554	1017	1100	785	215
South Tripura	1129	736	700	515	Nil
North Tripura	685	517	400	475	Nil
Dhalai	982	245	400	203	Nil
Total	**4350**	**2515 (57.82)**	**2600 (59.77)**	**1978 (45.47)**	**215 (4.94)**

Source: DSE
Note: Figures in parenthesis indicate percentage.

In the 80 test-checked schools and EGS/AIE centres, the infrastructure available was 31, 60 and 71 *per cent* in respect of pucca kitchen cum store, clean drinking water, kitchen devices and utensils respectively. None of the schools was found using gas based fuel in West Tripura District. The position as of March 2008 was as under:

Table No. 3.1.13

Name of District	No. of Schools/EGS/AIE centres audited	Pucca kitchen sheds available	Clean drinking water facilities	Adequate kitchen devices/ utensils	Gas based
West Tripura	20	07	09	13	Nil
South Tripura	20	06	17	19	Nil
North Tripura	20	08	12	11	Nil
Dhalai	20	04	10	14	Nil
Total	80	25 (31.25)	48 (60)	57 (71.25)	Nil

Note: Figures in parenthesis indicate percentage.

The Central assistance of Rs. 5.77 crore at Rs. 60,000 per school received in 2006-07 for construction of 962 kitchen-cum-stores was not utilised due to non release of the funds by the Finance Department. However, since the GOI permitted (June 2007) utilisation of these funds during 2007-08, the State

Government released the fund (Rs.5.77 crore) in June 2007 (Rs.1.77 crore) and August 2007 (Rs.4.00 crore). The Department transferred Rs. 1.28 crore to TTAADC (for construction of 214 kitchen-cum-stores) and distributed Rs. 4.49 crore to 18 Inspectors of Schools (for construction of 748 kitchen-cum-stores) during July and October 2007. Nine Inspectors of Schools had drawn Rs. 2.14 crore on AC bills and kept in bank account unspent. Nine other Inspectors of Schools had drawn Rs. 2.35 crore through fully vouched bills though only 61 kitchen-cum-stores were constructed at Rs. 37 lakh by Inspectors of the Schools. The balance Rs. 1.98 crore was kept in bank accounts. The Department, however, had reported to GOI that the entire amount had been spent during 2007-08.

The Government stated (August 2008) that they are finding it difficult to construct kitchen-cum-stores @ Rs. 60,000 per school and sought clarification from GOI. The reply is not acceptable, since as per guidelines of the scheme, the State was to share the remaining cost of the construction.

3.1.11.2 Capacity building

The Programme Approval Board (PAB) of MDM scheme under MHRD has decided (April 2006) to focus on capacity building through community awareness, training, orientation and the sensitisation of teachers to their role in the scheme. Scrutiny of records revealed that:

- there was no evidence in the district offices indicating the launch of awareness campaign on MDM programme. Only a topic on MDM scheme was included in the orientation programme for Headmasters/ teachers under the SSA during 2004-05 to 2007-08, under which 1240 persons were covered.
- no training programme for organisers, cooks, helpers and community members on hygiene, nutrition, economical use of resources, development of kitchen gardens etc. had been arranged.

3.1.12 Monitoring and Evaluation

There was no system in place for submission of Monthly/Quarterly progress reports from block to district level offices and district offices to the Directorate. The Department did not develop any computerised management information system (MIS) or the MIS cell as envisaged in the scheme. The State, District and Block level Steering cum Monitoring Committees (SMC), though set up, did not carry out adequate monitoring as per the prescribed guidelines.

The Government stated (August 2008) that regular collection of reports from more than 4,000 institutions covered under MDM programme is quite a tough job but that it would take appropriate steps for putting in place an online reporting mechanism as well as MIS soon as suggested by Audit.

According to the MDM guidelines, the SMCs are required to meet half yearly at the State level and quarterly at the district and block level. The number of meetings held from the date of formation (November-December 2005) showed a shortfall as compared to the prescribed norms (Table No. 3.1.14). The follow

up action in the wake of the meetings was not documented. As such, the effectiveness of monitoring could not be assessed.

Table No. 3.1.14

Steering-cum-Monitoring Committee	Number of meetings due up to 31st March 2008	Number of meetings actually held
State	05	01
Districts (4)	36	06
Block (18 Blocks)	162	40

Source: DSE

The Executive Committee (EC) headed by the DSE under Sarva Shiksha Abhiyan was to review the implementation of MDM scheme in all its meetings, but did so in only one (June 2006) out of the two meetings held during 2006-07 when it discussed about the variety in menu of Mid-Day Meal.

While accepting the facts that SMC at State, District and Block level are not meeting frequently as per the guidelines of the MDM programme, the Government stated (August 2008) that efforts would be made to ensure holding SMC on regular basis.

3.1.12.1 Mother visits

Scrutiny revealed that most of the schools did not maintain the Mother visit book; in the schools that maintained the book, the mothers either did not visit the schools regularly or had not put their comments in the book (Table 3.1.15) resulting in lack of monitoring of food quality.

Table No. 3.1.15

District	2006-07			2007-08		
	No of schools/ EGS checked	No. of schools/ EGS mothers did not visit	No. of days mothers visited the schools	No of schools/ EGS checked	No. of schools/EGS mothers did not visit	No. of days mothers visited the schools
West Tripura	20	12	4 - 167 days	17	11	1 - 33 days
South Tripura	20	09	3 - 68 days	14	07	1 - 51 days
North Tripura	20	07	4 -102 days	16	12	3 - 56 days
Dhalai	20	16	2 - 124 days	15	12	7 -120 days

3.1.12.2 Maintenance of records

The original/initial records (data sheets) from which the centralised database was developed in the Directorate as well as district offices was not made available to Audit despite issue of specific requisitions followed by repeated reminders and personal contact even at the Director level in respect of the following issues:

- enrolment
- average attendance on each school day
- students covered under MDM Scheme

- monthly lifting of foodgrains by implementing authorities i.e. school and EGS/AIE centres from the Fair Price shop
- infrastructure like pucca kitchen sheds, clean drinking water, adequate kitchen devices and utensils, fuel used
- learning level of the students and pass percentage from Class I to V
- persons employed as Cooks and Helpers (including the number of SC/ST separately) in cooking meals.

In the absence of the above, the reliability of the data furnished by the Directorate, district offices and those collected from schools/EGS/AIE centres could not be verified.

3.1.13 Assessment and evaluation

The Department did not arrange for an evaluation of the MDM scheme through an independent agency. However, three out of four District Institute of Education and Training (DIET) (except the DIET, North Tripura District) in the State had conducted an evaluation of the Scheme during 2006-07 and 2007-08. The evaluation revealed lack of infrastructure, cleanliness, non-availability of safe drinking water etc. The cooking arrangements were not opened for inspection by the authorised Government officials during the assessment. Follow up action taken by the Department was not on record.

The Government during Exit Conference stated (September 2008) that Tripura Central University had conducted an evaluation of the MDM scheme as per the instructions of the Union Ministry of Human Resource Development. However, no study report could be made available to audit.

3.1.13.1 Absence of measurement and reporting systems

There was no system for:

- measuring the relationship between the nutritional support programme and the increase in the enrolment, attendance and decrease in dropout ratio.
- ensuring accurate reporting from different levels and also inspection and cross verification of correctness of enrolment figures, attendance figures reported by schools through contact with guardians or assurance certificates from reliable agencies.

3.1.14 Conclusion

Though the MDM programme was extended to most of the primary schools, instances of a few schools not implementing the programme were noticed. The implementation of the programme did not result in any noticeable improvement of attendance. The programme suffered due to uneven distribution of foodgrains and inability to utilise the available foodgrains and Central assistance. The monitoring system was deficient due to lack of regular flow of progress reports from the Block/District level offices, insufficient SMC meetings and absence of reliable centralised data base on enrolment, attendance and coverage of students. The nutritional status of the students was not addressed.

3.1.15 Recommendations

- The State Government should set up a centralised and reliable database relating to the enrolment, attendance, and other facilities extended to the children under the scheme.
- Requirement of foodgrains should be assessed on an annual basis with reliable inputs from school level and the allotted quantity should be lifted and distributed on a timely basis.
- Regular health check-ups should be introduced in the schools and micro nutrient supplements and de-worming medicines should be provided to the children.
- The casual relationship between educational indicators and the programme impact should be assessed by the Government.
- Monitoring mechanism should be strengthened and enforced effectively so as to secure accountability at various levels of programme implementation.

APPENDIX 3.1

(*Reference*: *Paragraph* 3.1.9.2)

Enrollment as per test checked schools and DISE data

District	Year	Students enrolled according to		Variation with DISE data	Percentage of variation
		Data collected from schools	DISE data		
West Tripura	2003-04	4697	5312	615	13.09
	2004-05	4624 5107 483 10.45			
	2005-06	4351 4664 313 7.19			
	2006-07	4122 4148 26 0.63			
	2007-08	4009	NA	NA	NA
South Tripura	2003-04	1497	1410	-87	-5.81
	2004-05	1941	2173	232	11.95
	2005-06	1968 2370 402 20.43			
	2006-07	1980 2193 213 10.76			
	2007-08	2522	NA	NA	NA
North Tripura	2003-04	2626	2660	34	1.29
	2004-05	2678	2558	-120	-4.48
	2005-06	2728	2774	46	1.69
	2006-07	2605	2580	-25	-0.96
	2007-08	3480	NA	NA	NA
Dhalai	2003-04	2407	2203	-204	-8.48
	2004-05	2792 2676-116 -4.15			
	2005-06	2147	2096	-51	-2.38
	2006-07	2278	2052	-226	-9.92
	2007-08	2068	NA		

APPENDIX – 3.2

(Reference*: *Paragraph* 3.1.*10.3)

Unaccounted food grains as per progress report sent to GOI

Year	District	Opening balance	Lifted during the year	Total available food grains	Distribution during the year	Balance unutilised	Remarks
2002-03	West Tripura	72,418.53	48,047.65	120466.18	36,321.96	84,144.22	**Reports sent to G.O.I. vide** **(i)** No.F.8(28-179)-DSE/ 2003/35 dt.24-3-2003 (4/2002, 06/02 to 09/02) **(ii)** No.F.8(28-179)-DSE/ 2003/151 dt.20-6-2003 (October/2002 to March 2003)
	South Tripura	15,833.58	25,173.27	41,006.85	25,224.75	15,782.10	
	North Tripura	32,228.43	19,283.09	51,511.52	15,457.77	36,053.75	
	Dhalai	1,247.48	12,112.08	13,359.56	12,177.70	1,181.86	
	Total	**1,21,728.02**	**1,04,616.09**	**2,26,344.11**	**89,182.18**	**1,37,161.93**	
2003-04	West Tripura	Nil	40,554.11	40,554.11	28,069.25	12,484.86	Report sent to G.O.I. No.F.8(28-179)-DSE/2004/ 391 dt.16-8-2004 (April 2003 to March 2004)
	South Tripura	Nil	21,449.58	21,449.58	14,516.34	6,933.24	
	North Tripura	Nil	16,407.80	16,407.80	15,552.19	855.61	
	Dhalai	Nil	10,652.20	10,652.20	9,215.05	1,437.15	
	Total	**Nil**	**89,063.69**	**89,063.69**	**67,352.83**	**21,710.86**	

(In quintals)

Source: DSE (Monthly lifting reports on foodgrains).

3.2 NATIONAL PROGRAMME OF NUTRITIONAL SUPPORT TO PRIMARY EDUCATION (NP-NSPE)

Highlights

GOI launched (1995) National Programme of Nutritional Support to Primary Education (NP-NSPE) popularly known as the Mid-day-meal (MDM) scheme, to provide meals during school hours to every child of age group 6-11 years enrolled in primary schools. A performance review of the programme revealed that planning suffered due to absence of reliable data on enrolment and the Department could not meet its obligations relating to provision of normative quantities of food grains. In the absence of well defined parameters, the Department could not measure performance against the defined outcomes of the programme.

- ***In the six test-checked districts, 13 per cent of the EGS/AIE centers with enrolment of 5387 students were not covered under the programme.***

[Paragraph 3.2.9.5]

- ***Mid-day-meal was not provided to children in all 10 drought affected areas in summer vacation.***

[Paragraph 3.2.9.6]

- ***State Government could not provide reconciled data on lifting of food grains, as a result of which, transportation claims amounting to Rs 5.04 crore were not reimbursed by GOI.***

[Paragraph 3.2.8.6]

- ***Only 40 gm-90 gm per student per day food grain was provided to the students during the period 2004-07, which was about half the normative quantity (100 gm) prescribed under the programme.***

[Paragraph 3.2.9.2]

- ***Infrastructure for the programme was inadequate as 14 per cent of the schools were without kitchen facilities, 22 per cent did not have drinking water facility and 27 per cent were without gas based chulha.***

[Paragraph 3.2.9.7]

3.2.1 Introduction

National Programme of Nutritional Support to Primary Education (NP-NSPE), popularly known as the 'Midday Meal Programme (MDM)' was launched by GOI as a Centrally Sponsored Programme in August 1995 with the following objectives:

- Universalisation of elementary education by improving enrolment, retention and regularity of attendance of children in the primary schools/EGS/AIE[1] centres;
- Encourage poor children belonging to disadvantaged sections, to attend school more regularly and help enhance their learning levels;
- Improve the nutritional status of targeted children; and

[1] EGS/AIE = Education Guarantee Scheme/Alternative Innovative Education Centre

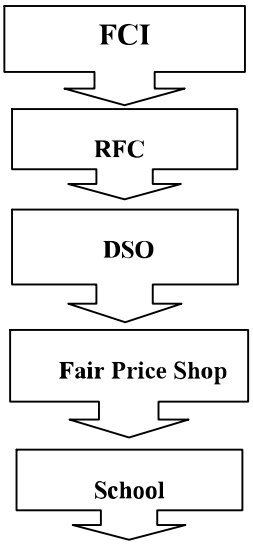
- Enhance the learning levels of the targeted children.

The scope of the programme was changed intermittently as detailed below:

- The programme was extended (October 2002) to cover students of Education Guarantee Scheme (EGS) and Alternative and Innovative Education (AIE) centres. The norm of providing every child in primary school with cooked meal during the school hours with a minimum content of 300 calories and 8-12 gms of protein each day of school, was also laid down.
- An additional objective was included (September 2004) to provide mid day meal in drought affected areas during summer vacation also.
- The cooking cost was enhanced (January 2006) from Rs. 1 to Rs. 2 per child per school day. Central support was provided by way of supply of free food grains through the Food Corporation of India (FCI) @ 100 gms per child per school day, where cooked meal was served.
- GOI further increased (September 2006) the calorific value from 300 to 450 calories and protein content from 8-12 gms to 12 gms, while simultaneously providing essential micro-nutrients and de-worming medicines.

On the basis of yearly data on enrolment provided by the State Government, the Union Ministry of Human Resources & Development makes provisional allocation of food grains. FCI is responsible for supply of food grains at its godowns, from where the Regional Food Controllers (RFC) collects the food grains and make them available to the District Supply Officers (DSO) under the State Department of Supply. The DSO is responsible for providing food grains (including transportation) to various schools through the Fair Price Shops (FPS).The movement of food grains is depicted below:

Chain of movement of food grains



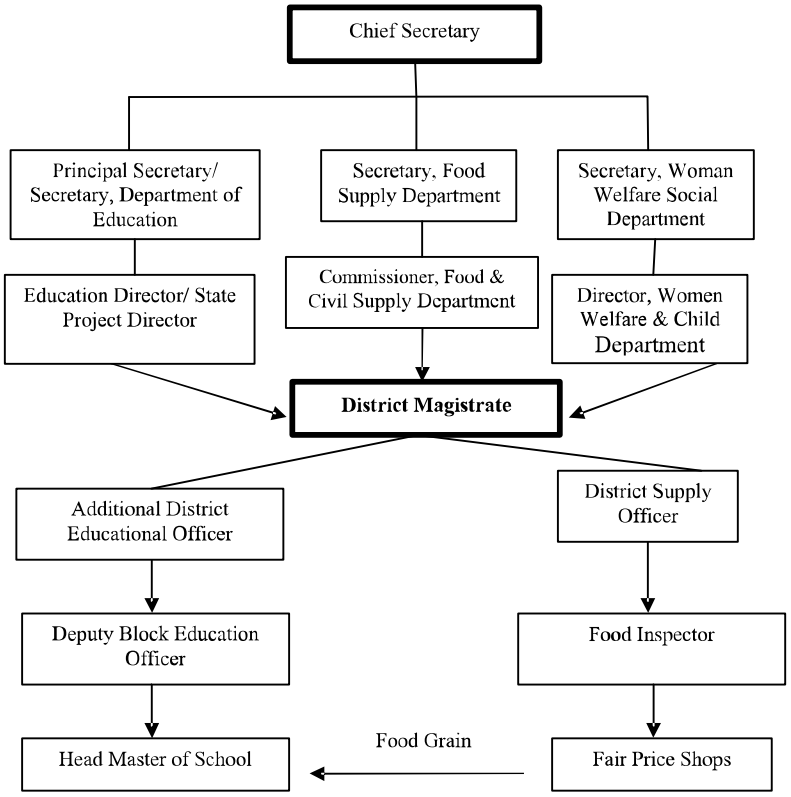
The schools are responsible for providing cooked food to the students. The conversion cost at the rate Rs. 1 per student till 2005 and thereafter at the rate Rs. 2 per student, is paid by the SPO to the schools through Additional District Education Officer (ADEO). These sums are kept in a joint account between the Gram Pradhan and the Principal, being the President and Secretary of the Village Education Committee (VEC). "Bhojan Matas" are employed on honorarium basis by the VEC for cooking the food.

MDM was implemented in the State in a phased manner from May 2002, to cover (July 2003) all the primary schools of the State.

3.2.2 Organisational set up

The State Project Officer of "Uttarakhand - Education for All"[2] is responsible for overall management of the programme under the Education Department with effect from December 2005. Prior to that, Directorate of School Education was the nodal agency. At the District level, District Magistrate (DM) is the nodal officer, assisted by Additional District Education Officer (ADEO) and District Supply Officer (DSO). Deputy Block Education Officer acts as nodal officer at the Block level. Head Master and School Management Committees are responsible for implementation of the programme in their respective schools.

The organizational structure for implementation of the programme in Uttarakhand is as under:



[2] "Uttarakhand –Education for all" is a Society that implements 'Sarva Shiksha Abhiyan' in the State.

3.2.3 Scope of Audit

Performance review of NP-NSPE was carried out during August 2007 to October 2007 and covered the period 2002-07. Out of 13 districts in the State, 7 were selected for test check by CSSM (circular systematic sampling method) under four strata as under:

Stratum I- Capital District (Dehradun)

Stratum II- Drought affected Districts (Rudraprayag & Nainital)

Stratum III- Districts with less than State Literacy Level (Tehri & Uttarkashi)

Stratum IV- Districts with more than/equal to State Literacy Level (Pauri & Chamoli)

In each selected district, 4 EGS/AIE centers and 10 primary schools in rural areas, 2 EGS/AIE centers and 4 primary schools in urban areas were selected using SRSWOR (simple random sampling without replacement) method.

Audit was not provided with any documents at the district level in Tehri district despite several requests and hence the programme implementation in this district could not be reviewed. Only 8 schools from the district (out of 20 selected in audit) provided the required information and they have been included in the data analysis at school level.

3.2.4 Audit objectives

The main objectives of the performance review were to assess;

- trends in enrolment, retention and attendance of children of primary schools;
- improvement in nutritional status of children of primary schools ;
- adequacy of quantity and quality of food grains supplied;
- effectiveness of implementation mechanism; and
- whether internal controls for monitoring at various levels were efficient.

3.2.5 Audit criteria

The audit criteria used for assessing the performance of various components of the scheme were as follows:

- Scheme guidelines
- Standards of inputs and bench marks of performance fixed for each objective;
- norms prescribed for nutritional status, attendance and retention of enrolled children;
- norms prescribed for nutritional contents and calorific values and teaching learning process; and
- monitoring mechanism and evaluation/ follow up prescribed at various levels.

3.2.6 Audit Methodology

Before commencing audit, the audit objectives, criteria and scope were discussed (July 2007) with the SPO in an entry conference. Audit conclusions were drawn after the scrutiny of the records maintained at various levels, analysis of available data and replies to questionnaires and audit memoranda. The audit findings were discussed (December 2007) with the Joint Director in an exit conference and the views of the Department were suitably included against the relevant paragraphs where found appropriate.

Audit Findings

A review of the programme revealed the following:

3.2.7 Planning

3.2.7.1 Annual Work Plan

Guidelines of NP-NSPE lay down that the State Government will prepare Annual Work Plan and Budget (AWP&B) based on information maintained at school level and aggregated at block, district and State level. AWP&B was required to comprehensively assess the requirement of food grains and funds and provide a framework for implementation of the programme each year.

It was noticed in Audit that AWP&B was prepared only in 2006-07 and in previous years, the programme was being implemented without a comprehensive plan.

3.2.7.2 Delay in identification of the eligible children

The data on enrolment of students is collected through a household survey conducted by school teachers before the start of academic session every year. It was only from 2004-05 that the data on eligibility of children (i.e., children of 6-11 years' age) was collated by the Department.

The table below gives the details of students enrolled year-wise along with the number of eligible children.

The scheme provides cooked meals to 7.8 lakh eligible students in the State as shown below:

Table 3.2.1

Year	Total number of enrolled children	No. of eligible children for MDM	Percentage of eligible children
2002-03	10,47,798	8,21,507	78.40
2003-04	10,56,760	7,87,193	74.49
2004-05	11,49,792	8,11,204	70.55
2005-06	11,88,835	7,79,596	65.57
2006-07	11,63,152	7,79,826	67.04

Source: Information provided by SPO and SSA figures.

As can be seen from the table above, the coverage of children under the MDM scheme in the State showed a decline from 78.40 *per cent* in 2002-03 to 67.04 *per cent* in 2006-07. The decline was indicative of a general preference

by the wards of the children for private/public schools over the Government schools.

3.2.8 Financial Management

3.2.8.1 Funding Pattern

The Central and the State Governments provided financial assistance for MDM programme. The norms of Central assistance under each of the component of the programme were as under:

From 2002-03 to August 2004: Only subsidy for transportation of food grains up to Rs. 50 per quintal was provided.

From September 2004 to August 2006: GOI increased the scope of assistance to include:

- Cooking cost @ Re. 1 per child per school day.
- Transport subsidy was raised from Rs. 50 per quintal to Rs. 100 per quintal.
- Management, Monitoring & Evaluation cost @ 2% of the cost of food grains, transport subsidy and cooking assistance.

From September 2006, the norms were further modified as detailed below:

- The limit of reimbursement of transportation cost was revised to Rs. 100 per quintal or the actual cost incurred in transportation of food grains from the nearest FCI godown to the primary school, whichever is less.
- Assistance for cooking cost was raised to Rs 1.80 per child per school day, provided, the State Government contributes a minimum of 20 paisa.
- Additional assistance of Rs 60000 per unit for construction of kitchen cum store. In addition, assistance for provisioning and replacement of kitchen devices at a cost of Rs. 5000 per school, was to be provided.
- Norms for funding on Management, Monitoring & Evaluation (MME) was changed to 1.8% of total assistance.

The GOI releases funds directly to the Secretary, Department of School Education. The Department is responsible for making budget provision and releasing the State share to the State Project Officer.

3.2.8.2 Total allocation and utilisation of funds

Table below shows allocation and utilization of funds under NP-NSPE during the years 2002-07:

Table-3.2.2

(Rupees in crore)

Year	Opening Balance	Amount Received		Total Amount (2+3+4)	Expenditure		Total Expenditure (*per cent*)	Amount Surrendered	Closing Balance (5-8-9)
		Centre	State		Centre	State			
1	2	3	4	5	6	7	8	9	10
2002-03	Nil	Nil	4.22	4.22	Nil	2.96	2.96 (70)	0.41	0.85
2003-04	0.85	Nil	24.26	25.11	Nil	23.88	23.88 (95)	0.94	0.29
2004-05	0.29	12.34	11.64	24.27	12.34	11.64	23.98 (99)	Nil	0.29
2005-06	0.29	15.69	29.90	45.88	15.53	29.69	45.22 (99)	Nil	0.66
2006-07	0.66	47.64	39.28	87.58	17.23	17.30	34.53 (39)	22.48	30.57

Source: Information provided by the SPO

The expenditure of the Department on the scheme ranged between 39 *per cent* to 99 *per cent* during 2002-07. However in 2006-07, there was a saving of Rs. 30.57 crore mainly because Rs.28.91 crore received from the GOI for creation of physical assets i.e. kitchen-cum-stores remained unutilized. Besides, Rs. 1.65 crore as revised conversion cost (from Rs.1 to Rs 2 per child per day) also remained to be released to schools during 2006-07.

The Department stated (August 2007) that the unutilized amount would be released to the districts for construction of kitchen-cum-stores for which the drawings and estimates were under preparation. No reasons were given for the delay and inability to expend the increased provision under conversion cost.

Thus the Department failed to provide much needed infrastructure despite availability of adequate funds.

Component-wise allocation and utilisation

3.2.8.3 Allotment and Expenditure for transportation of food grains

Table-3.2.3

(Rupees in crore)

Year	Allocation			Expenditure			Excess(+) Saving(-)
	Centre	State	Total	Centre	State	Total	
2002-03	-	3.10	**3.10**	-	2.09	**2.09**	-1.01
2003-04	-	1.18	**1.18**	-	1.74	**1.74**	+0.56
2004-05	-	0.81	**0.81**	-	0.81	**0.81**	Nil
2005-06	-	1.73	**1.73**	-	2.02	**2.02**	+0.29
2006-07	-	1.11	**1.11**	-	0.98	**0.98**	-0.13

Source: Information provided by the SPO

Transportation bills were required to be settled with the transporters on a monthly basis. It was noticed that the transportation bills were not being settled with the transporters in time resulting in wide fluctuations in expenditure under transportation during the period 2002-07. This in turn resulted in non-settlement of claims relating to transportation subsidy from GOI during various years as detailed in *Paragraph 3.2.8.6*.

3.2.8.4 Allotment and Expenditure for conversion cost

Table-3.2.4

(Rupees in crore)

Year	Allocation			Expenditure			Excess(+) Saving(-)
	Centre	State	Total	Centre	State	Total	
2002-03	-	1.12	1.12	-	0.87	0.87	-0.25
2003-04	-	23.08	23.08	-	22.14	22.14	-0.94
2004-05	12.34	10.83	23.17	12.34	10.83	23.17	Nil
2005-06	15.53	28.17	43.70	15.53	27.67	43.20	-0.50
2006-07	17.97	38.17	56.14	16.32	16.32	32.64	-23.50

Source: Information provided by the SPO

The sizeable savings under the programme were due to savings in conversion cost. During 2006, the norm for conversion cost was increased from Rs. one to two per student per day as mentioned in *Paragraph 3.2.8.1* in order to provide the increased calorific value from 300 to 450 calories, in accordance with the revised guidelines. However the utilization fell far short of the increased allocation resulting in 42 per cent savings. No reasons were given for the inability to expend the increased provision under conversion cost.

3.2.8.5 Allotment and expenditure for Infrastructure and MME

Table-3.2.5

(Rupees in crore)

Year	Allocation for Infrastructure	Expenditure for Infrastructure	Excess(+) Saving(-)	Allocation for MME	Expen-diture for MME	Excess (+) Saving(-)
2005-06	-	-	-	0.16	-	-0.16
2006-07	29.20	0.29	-28.91	0.47	0.62	+0.15

Source: Information provided by the SPO

Despite inadequate infrastructure (*refer Paragraph 3.2.9.7*) funds allocated for the purpose under NP-NSPE were not utilized. Out of Rs 29.20 crore allocated as Central assistance for physical assets in 2006-07, an expenditure of only 0.29 crore was incurred and 28.91 crore was left un-utilised. On this being pointed out, the Department replied (August 2007) that as the estimates and drawings for kitchen- cum- stores were under preparation, the amount was not released to schools.

3.2.8.6 Non- reimbursement of transportation charges

The programme envisaged that the cost of transportation of food grains from the nearest FCI Depot to the schools will be reimbursed by the GOI at the rate Rs. 100 per quintal w.e.f October 2004 and at the rate Rs. 50 per quintal prior to that.

Scrutiny of records revealed that the subsidy amounting to Rs. 5.04 crore on transportation of food grains was not reimbursed by the GOI since 1995. The reimbursement claims were not accepted (July 2004) by the GOI as these were not in the prescribed format and did not indicate year-wise/month-wise quantity of food grains transported and expenditure incurred thereon during each month.

The Department confirmed (August 2007) that transportation cost could not be reimbursed due to inconsistency in data furnished by it to GOI. It further stated (December 2007) that a fresh claim for transport subsidy reimbursement has been sent to GOI in September 2007 and reimbursement is awaited.

The reply is indicative of slackness on the part of the Department in maintaining and submitting reconciled figures relating to transport subsidy in the prescribed format to the GOI. Thus the State remained deprived of Rs. 5.04 crore, which could have been utilized in making the programme more effective.

3.2.8.7 Non- disposal of empty gunny bags

Guidelines prescribed by the State Government state that empty gunny bags shall be kept in safe custody and its accounts will be prepared and amount received on disposal of empty gunny bags shall be utilized in upgrading the programme.

Audit scrutiny revealed that empty unserviceable bags which were due for disposal were lying in schools. Non disposal of bags involved blocking of Rs. 46.06 lakh worked out at the rate Rs.3/- per bag at which these were disposed off (June 2000) by RFC Haldwani. The details are as under:

Table-3.2.6

Year	Food grains received (in kgs)	No. of empty gunny bags*	Sale price of empty gunny bags (in Rs.)
2002-03	1,48,38,732	2,96,775	8,90,325
2003-04	2,00,30,987	4,00,620	12,01,860
2004-05	1,52,49,666	3,04,993	9,14,979
2005-06	1,37,39,557	2,74,791	8,24,373
2006-07	1,29,08,573	2,58,171	7,74,513
Total	**7,67,67,515**	**15,35,350**	**46,06,050**

Source: Information provided by SPO
* @ 50 kgs of food grains are packed in one gunny bag

Thus the Department was deprived of Rs. 46.06 lakh, which could have been ploughed back into the programme. Further due to delay in disposal the possibility of deterioration damage by rodents and pilferage cannot be ruled out.

The Department agreed (December 2007) to take action for disposal of the empty gunny bags.

3.2.9 Implementation of the Programme

3.2.9.1 Allocation of food grains

The allocation and distribution of food grains under the NP-NSPE programme in the State during the years 2002-07 was as under:

Table-3.2.7

(Quantity in MT)

	2002-03	2003-04	2004-05	2005-06	2006-07
Total enrolment in the State	8,21,507	7,87,193	8,11,204	7,79,596	7,79,826
Requirement of food grains	19,798.32	18,420.32	19,631.14	17,930.71	18,559.86
Quantity issued by FCI	15,255.63	19,781.88	14,181.56	13,622.47	14,444.26
Quantity lifted by DSO	12,702.06	20,161.69	14,084.72	13,984.84	13,944.43
Quantity lifted by schools	14,838.73	20,030.99	15,249.67	13,739.56	12,908.57
Food grains provided per student per day *(in gm)* on the basis of					
a) 100% attendance	**75**	**109**	**78**	**77**	**70**
b) 90% attendance	**83**	**121**	**86**	**85**	**77**

Source: FCI and SPO

**Calculation : Qty. lifted by schools/Enrolment X Schooldays in a year*

The above table shows that in some years, the off-take by schools was higher than the DSO's figures; in some years, the DSO had lifted more food grains than issued by FCI. These discrepancies/inconsistencies were due to non-reconciliation of variation in data at various levels of the food chain by the Department. Possibility of pilferage of food grains due to non-reconciliation cannot be ruled out. Further, the quantity of food grains being provided to students during 2002-07 was much less (except in 2003-04) than the prescribed quantity of 100 gms. per child per day, resulting in non-achievement of the objective of improving nutritional standards of the targeted children.

The findings at the school level in test checked districts also revealed that the availability of food grains per student per day was much lower than the prescribed quantity as tabulated below:

Table-3.2.8

	2002-03	2003-04	2004-05	2005-06	2006-07
Enrolled students of test checked schools (128)	7793	7592	9072	8935	8477
Food grains lifted by schools (in quintals)	1458.77	1489.82	1712.69	1616.38	1023.35
Food grain per student per day *(in gm)* on the basis of					
a) 100% attendance	78	84	78	79	51
b) 90% attendance	86	93	87	87	56

Source: Information provided by schools.

The details are given in *Paragraphs 3.2.9.2 and 3.2.9.3.*

3.2.9.2 Short provision of food grains

Year-wise distribution of food grains in 128 schools test-checked across seven[3] districts revealed that in 42 schools (PS/EGS) as given below, students were provided with less quantity of food grains ranging from 40 gms to 90 gms per student per day for a total of 6176 days during the three years 2004-07 (school-wise details given in ***Appendix 3.2.1***). The total quantity of foodgrains short provided in the 42 schools during 2004-07 was 8194.42 kgs. as given below:

[3] Chamoli, Uttarkashi, Rudraprayag, Tehri, Pauri, Dehradun, Nainital

Table-3.2.9

Year	No. of PS/EGS	No. of students enrolled	No. of days when less than prescribed quantity of meals were served	Total quantity of foodgrains short provided (in kgs.)*
2004-05	04	169	466	437.81
2005-06	10	369	1482	1008.67
2006-07	28	1350	4228	6747.94
Total	**42**	**1888**	**6176**	**8194.42**

* Enrolled students in each school X Qty. short provided X No. of days on which short provided
Source: *Departmental figures*

In Chamoli and Dehradun, the incidence of short-provision in 2006-07 was higher. In thirteen schools (out of 20 test-checked) in Chamoli, per student per day provision of food grains was only 61-62 gm on 2055 days (representing 66 *per cent* of the school days). In fact, DSO, Chamoli fixed the distribution norms at 61 gm in 2005-06 and 62 gm in 2006-07 per student per day, on grounds of short allocation from the State Government. Similarly, in one school in Dehradun, 40 gm per student per day was given for 116 days (48.7 *per cent* of school days); it was 50 gm per student per day on 333 days (46.6 *per cent* of school days) in three schools.

The Department assured (September 2007) that necessary action would be taken after investigation.

3.2.9.3 Stock-out in schools

Receipt of food grains for two selected months (March and September) of each year in the schools was checked in audit. In 19.06 *per cent* of the school months test-checked, the shortfall in receipt of food grains was in excess of 14.2 per cent of the requirement. The delays in receipt ranged from 15-90 days and resulted in stock-out situations. During the period 2003-04 to 2006-07, 13713 enrolled students were deprived of 498457 mid day meal as shown in the table below. Further details of stock-outs are given in ***Appendix-3.2.2 (A&B)***.

Table-3.2.10

Year	No. of schools	Enrolment	No. of days when meal was not served	% of (4) to total no. of school days for all schools	No of meals not provided to students*
(1)	(2)	(3)	(4)	(5)	(6)
2003-04	26	1,648	1,337	21.9	45,141
2004-05	68	3,701	4,430	26.9	1,56,298
2005-06	70	4,344	3,983	24.7	1,68,462
2006-07	69	4,020	3,329	20.3	1,28,556
Total	**233**	**13,713**	**13,079**		**4,98,457**

Source: Information provided by schools
* No. of enrolled students of each PS/EGS x No of days when meal was not served

It can be seen from the above that meals were not provided in 20.3 *per cent* to 26.9 *per cent* of the school days in the year in 233 schools, reflecting the failure of the Department in meeting the primary goal of the programme to that extent.

The Department assured (December 2007) that necessary action would be taken after investigation.

3.2.9.4 Food grains not transported to schools

The guidelines of NP-NSPE lay down that the DSO should transport the food grains to the schools and the District Magistrate is the overall nodal agency for the programme.

In 157 out of 327 schools (from where information was made available) in test-checked districts[4], the DSO transported food grains only till the Fair Price Shops and the schools were making their own arrangements at their cost, sometimes deputing students to collect the grains. The problem was particularly acute in remote areas. In three districts[5] 292 schools (out of 327 where data was collected) were situated more than 5 km away from the Block and walking distance to reach 182 schools, was in excess of 1 km.

Thus failure of DSO and DM on this account had resulted in needless wastage of school time of teachers and students for cooking operations and extra financial burden on the schools.

The Department replied (December 2007) that efforts would be made at the Government level to ensure adequacy of transportation charges to deliver the foodgrains upto the schools.

3.2.9.5 Non- coverage of EGS/AIE centres

Although the GOI guidelines envisaged coverage of NP-NSPE in EGS/AIE centres w.e.f 2002, the State Government extended the coverage to these schools only in March 2006. Scrutiny of records in six test checked districts revealed that 13 *per cent* of the EGS/ AIE centers in three districts were not covered under NP-NSPE (as of March 2007) thus depriving 19.5 *per cent* of the students of MDM as shown below:

Table-3.2.11

District	Total no. of centres	Total enrolment	Mid-day meal not provided in		% of students not covered
			No. of centres	Enrolment	
Nainital	234	17390	54	4581	26.3
Dehradun	278	7317	18	438	6.0
Uttarkashi	149	2947	15	368	12.5
Total	**661**	**27654**	**87**	**5387**	**19.5**

Source: Information provided by schools.

The Department replied (December 2007) that necessary steps would be taken to cover all EGS/AIE centres.

[4] Chamoli, Uttarkashi, Rudraprayag, Tehri, Pauri, Dehradun, Nainital
[5] Chamoli, Rudraprayag & Nainital

3.2.9.6 Drought affected areas not provided meals in summer vacations

In the revised (September 2004) guidelines of GOI, supply of MDM during summer vacations in drought affected areas was introduced as one of the components of the programme. The State Government declared 10 districts of the State as drought affected in 2005-06. Test check of the records in six of these districts[6] revealed that despite clear guidelines, midday meal was not provided to 1.58 lakh students in the schools located in drought affected areas during summer vacations. The details are given below:

Table-3.2.12

Name of District	No. of Tehsils	No. of schools	Enrolment
Chamoli	6	735	29292
Uttarkashi	2	245	12962
Rudraprayag	3	580	25111
Dehradun	3	467	17888
Nainital	4	233	8371
Pauri	9	1651	64187
Total	**27**	**3911**	**157811**

Source: *Information provided by Districts.*

On this being pointed out, the SPO stated (August 2007) that they had no intimation regarding declaration of drought affected areas by the Government and therefore, the additional benefit was not provided. The reply is untenable since it was the responsibility of the SPO to ensure that the benefits of the programme reach the targeted students in areas declared drought affected by the State Government.

The Joint Director (MDM) while accepting the Audit contention stated (December 2007) that Government policy in this regard would be framed and implemented after taking assistance from the Disaster Management Department.

3.2.9.7 Infrastructural facilities

One of the main requirements of the programme include creation of infrastructure i.e. construction of *pucca* kitchen cum store, cooking utensils, containers etc. The programme guidelines emphasized that expenditure towards such infrastructural needs, should be met in close convergence with other developmental programmes. A sum of Rs 21.76 crore provided under Pradhan Mantri Gramodaya Yojana (PMGY) during 2003-06 was spent by the Department for this purpose.

Information collected in Audit at district level revealed that infrastructural facilities required for running the programme successfully were not available in many schools. In 4714 schools in the test-checked districts, 14 *per cent* schools were without kitchen facilities, 22 *per cent* schools without drinking water facilities and 27 *per cent* schools were without gas based chulha as shown below.

[6] Dehradun, Uttarkashi, Pauri, Rudraprayag, Chamoli and Nainital.

Table-3.2.13

District	Total No. of schools	No. of Schools with inadequate infrastructure			
		No pucca kitchen	No clean drinking water	Inadequate kitchen devices	No gas based chulha
Nainital	1147	128	128	128	128
Dehradun	1124	240	08	08	08
Rudraprayag	588	63	66	05	05
Uttarkashi	852	164	164	164	164
Chamoli	1003	71	664	03	945
Total	**4714**	**666**	**1030**	**308**	**1250**

Source: Information provided by districts

In response to the questionnaire issued by Audit, schools complained that arrangement of fuel was a problem. In case of gas-based chulhas, transportation problems hindered the re-fuelling of cylinders. On the other hand, other chulhas require wood, collection of which is once again a problem. Thus, even after a lapse of five years of implementation of the programme in the State, basic infrastructure for implementing it is inadequate.

The Department replied (December 2007) that efforts are underway to provide necessary infrastructure in the schools.

3.2.10 Impact of the Programme

3.2.10.1 Non-availability of data on impact parameters

The State Government was required to monitor the programme on impact parameters viz., nutritional status, attendance and retention through Village Education Committees (VECs), Parent Teacher Association (PTA) and Steering-cum-Monitoring Committees at various levels in State, district and block. Scrutiny revealed that the data required for monitoring the above parameters was not being maintained at any level in the Department. The only data being collected and maintained was on enrolment of students. Thus critical inputs for planning and evaluating the performance of the programme were absent.

3.2.10.2 Impact on enrolment

Test check of records of SPO showed that while 98.9 *per cent* of eligible children were enrolled in the primary schools/EGS/AIE centres, 12782 children remained out of school, despite NP-NSPE being run in the State. Details are given below:

Table-3.2.14

Year	No. of eligible children in 6-11 age group	Total enrolment*	Children out of school
2002-03	N.A	8,10,722	N.A
2003-04	N.A	**7,84,911**	N.A.
2004-05	11,44,567	**11,36,493**	8,074
2005-06	11,47,111	11,44,478	2,633
2006-07	11,75,960	11,63,178	12,782

** Enrolment in Government, parishadiya, Government-aided, recognized and unrecognized schools*
Source: Information taken from Sarva Shiksha Abhiyan figures

The data for enrolment maintained at different levels by the State Government and that collected in Audit in test-check of 120 schools across six districts showed variation in the figures of enrolment (details at ***Appendix-3.2.3***). However, all three sources show that the enrolment in the schools covered under the NP-NSPE decreased over the period 2002-03 to 2006-07 as indicated in the table below:

Table-3.2.15

District	Percentage of enrolment during 2002-07 as reflected in the records of		
	SPO	Districts	Schools
Chamoli	(-) 0.81	(-)8.44	(-)0.92
Uttarkashi	(-) 13.32	(-)15.69	(-)4.15
Rudraprayag	(-) 9.59	(-)6.58	(-)13.00
Nainital	3.78	27.03	7.27
Pauri	(-) 20.62	(-)11.72	9.89
Dehradun	10.61	13.34	2.16

Source: Records of SPO, districts and schools

The Department replied (December 2007) that it had started capturing information on a DISE[7] format only in 2004-05 and all the schools, Government and otherwise have been asked to submit detailed information on enrolment.

3.2.10.3 Impact on retention

Analysis of enrolment figures would indicate that 25.4 *per cent* of the students either dropped out or failed in the examinations from Class-I to Class-V, without any tangible improvement in the situation over the years despite NP-NSPE, as shown in the table below:

Table-3.2.16

Year	Class I	Class II	Class III	Class IV	Class V
2002-03	2,66,724	2,20,543	2,01,560	1,83,429	1,62,651
2003-04	2,78,142	2,31,219	2,17,787	1,94,625	1,77,900
2004-05	2,74,872	2,18,045	2,03,256	1,84,876	1,66,973
2005-06	2,69,496	2,36,571	2,22,179	2,04,426	1,86,358
2006-07	2,74,978	2,39,973	2,31,208	2,15,117	1,99,097

Source: Information provided by Department

In 75 out of the 120 schools test-checked, 1941 students dropped out of the school at various levels in 2002-07, with district-wise drop-out ratio ranging from 4.1 *per cent* to 11.3 *per cent* as shown in the table below:

Table-3.2.17

District	No. of schools	Enrolment	No. of drop-outs	Percentage
Rudraprayag	13	2,709	127	4.7
Chamoli	8	1,928	110	5.7
Uttarkashi	19	6,362	724	11.3
Dehradun	11	4,874	271	5.6
Nainital	16	7,164	580	8.1
Pauri	8	3,189	129	4.0
Total	**75**	**26,226**	**1,941**	**7.4**

Source: Information provided by schools

The Department replied (December 2007) that remedial measures would be taken to improve retention of students through SSA.

[7] DISE= District Information System of Education

3.2.10.4 Improvement of nutritional status

GOI chose weight and height as basic indicators to monitor incremental improvement in health level. Weighing machines were to be supplied to all the schools covered under the NP-NSPE programme and norms were to be laid down by the State Government for periodical measurements to record weight and age.

Scrutiny of records in SPO revealed that despite savings in funds received from GOI under "Management, Monitoring & Evaluation(MME)", the SPO released funds (at the rate of Rs 700 per school) for purchase of weighing machines only in January 2007 to 3685 schools (30.72 *per cent*) out of 11995 schools. It was further noticed that no school had weighing machine as of March 2007 and hence no weight records were maintained. The State Government had not established a system for periodical health check to assess the improvement in health and nutritional status of children under NP-NSPE. This has inhibited the assessment of the programme on this parameter. Moreover, only periodical health checks can provide critical inputs regarding specific interventions based on local conditions.

Teams from State Director General, Medical Health & Family welfare, visit schools periodically under "School Health programme". However, there was no institutionalized mechanism to dovetail the programme with reports under School Health Programme, at the level of the SPO or at the district/ block levels.

Reports of "School Health Programme" showed instances of anaemia, Vitamin 'A' deficiency and iodine deficiency (particularly in Chamoli and Pithoragarh). District wise figures as of (March 2007) are tabulated below:

Table-3.2.18

District	Progressive number of		No. of students with deficiencies	Percentage
	schools examined	students examined		
Chamoli	2,170	74,363	22,552	30.3
Rudraprayag	768	25,218	6,024	23.9
Pauri	686	28,921	14,542	50.3
Tehri	283	15,282	4,396	28.8
Uttarkashi	273	7,920	5,576	70.4
Dehradun	3,039	37,032	6,045	16.3
Haridwar	38	4,651	1,103	23.7
Bageshwar	937	23,160	15,573	67.2
Champawat	1,221	17,875	9,223	51.6
Pithoragarh	2,585	78,997	27,984	35.4
Almora	957	31,583	9,191	29.1
Nainital	435	14,647	11,282	77.0
U.S. Nagar	106	9,226	2,194	23.8

Source: Information provided by department

GOI guidelines laid down that NP-NSPE should be complemented with appropriate interventions relating to micronutrient supplements and de-worming through administration of:

- six-monthly doses for de-worming and Vitamin-A supplements;
- weekly Iron, Zinc and Folic-Acid supplements and;
- Other appropriate supplements depending on local and common deficiencies

Scrutiny revealed that the State Government neither issued any guidelines for providing micro nutrient supplements and de worming medicines nor allocated any funds for this purpose. On this being pointed, the SPO replied (August 2007) that this component was not yet taken up under the programme and that this work was carried out in schools by Health Department. The reply is not acceptable since this component was to be included under NP-NSPE. It was further observed that School Health Programme was unable to intervene effectively. Out of 128 schools test checked, doses of de-worming and other supplements were given only in 30 schools (23 *per cent*). Absence of monitoring on nutritional status and inadequate interventions to alleviate micronutrient deficiencies in students would impair the effectiveness of the programme.

The Department replied (December 2007) that in 2007-08 a pilot project for providing micronutrients has been started in Tehri district with the assistance of United Nations World Food Programme and on successful implementation it would be expanded to cover the entire State.

3.2.10.5 Involvement of teachers

Programme guidelines lay down that teachers should, under no circumstances, be assigned responsibilities for supervising the cooking operations for more than 30-40 minutes per day. During the course of audit, it was noticed that the involvement of teaching staff in the programme ranged between six to nine teaching hours in a week, with their involvement being at every stage- receipt and weighing of food grains, maintenance of records, purchase of vegetables and other ingredients and supervising or cooking and serving of meals. Given that most schools had only 1-2 teachers for the five classes (Class I–V), the programme has significantly eroded into teaching time available and consequently, on quality of instruction in the schools.

The Department stated (December 2007) that efforts would be made to reduce the involvement of the teachers in supervising cooking operations.

3.2.10.6 Classrooms used for storage

In all the 128 schools selected for test check, classrooms or offices were being used for storage of food grains or for preparation of meals, adversely affecting the space available for imparting education.

The Department replied (December 2007) that provision for constructing *pucca* kitchen-cum-stores in all schools is being made in a phased manner.

3.2.11 Monitoring & Evaluation

3.2.11.1 Evaluation

As per the revised guidelines issued in September 2004, the Steering cum Monitoring Committees (SMC) were to be set up at four levels viz. State, district and block with the responsibilities of overall guidance, monitoring, coordination and action on reports of independent monitoring agencies. State level SMCs were expected to meet at least once every six months and district and block level SMCs at least once a quarter.

Scrutiny revealed that no meeting at block/district level was held in three districts (Chamoli, Nainital and Pauri). In the remaining three districts, the number of meetings held was much lower than the prescribed number. The year wise details of meetings held in districts and block level in the test checked districts are as per ***Appendix-3.2.4.*** Moreover, neither agencies have been notified for monitoring the specified parameters of the programme nor any inspections of schools under NP-NSPE were conducted by the officers of Education Department.

Thus, there is no active feed-back system to evaluate the programme and to plug the loopholes noticed during the course of implementation of the programme at the ground level.

3.2.12 Conclusion

The programme had high degree of acceptability in the State where enrolment and attendance in primary schools was high. But at no level was data on impact parameters *viz.,* retention, attendance, improvement of nutrition levels and improvement of learning levels, was collected or collated in order to help the department to evaluate the success of the programme in meeting its objectives. Meals were not being provided to students during summer vacations in drought affected areas in some districts. There was lack of coordination between Education and Health Departments regarding health check-up of children.

Quantity of food grains provided to students was almost half the normative quantity prescribed in the guidelines. Stock-out situations resulted in non-provision of meals in schools. The understaffed schools are currently bearing the burden of serving and implementation of the scheme, thus sharing their resources and instruction time. Primary schools lacked basic infrastructure required for storage, cooking and serving of meals. Absence of data validation and independent feed-back also deprived the Department of inputs for mid-course corrections.

3.2.13 Recommendations

- A reliable system for collecting data on enrolment, attendance and retention figures and its independent validation should be established at the earliest.

- Objective and verifiable criteria for measuring all impact parameters should be fixed.
- Clear guidelines along with basic equipment to monitor nutritional status of children should be given to schools. Co-ordination between Education and Health Departments should be institutionalized to help provide inputs for favouring local conditions in the nutrients required for improving students' health.
- To minimize the involvement of teachers in MDM, it should be ensured that the participation of Village Education Committees is more active.
- Urgent steps should be taken for better coordination between nodal agencies to ensure adequate timely flow of food grains to minimise stock-out situations and ensure that normative quantity of food grains are indeed provided.

The Department accepted (December 2007) the audit findings and assured appropriate action on the recommendations.

Appendix-3.2.1

(Reference Paragraph 3.2.9.2)

Details of year-wise meal provided

Uttarkashi:

Year	No. of PS/EGS	No. of enrolled students	Prescribed Quantity	Quantity actually cooked	No. of days less qty. given	Less Qty. provided (in kgs)*
2005-06	01	30	100 gms.	90 gms.	116	34.8
2005-06	01	67	100 gms.	i) 70 gms.	46	92.46
			.	ii) 90 gms.	100	67.00
Total	**02**	**97**	**100 gms**		**262**	**194.26**
2006-07	01	54	100 gms.	90 gms.	186	100.44
2006-07	01	35	100 gms.	90 gms.	202	70.7
Total	**02**	**89**	**100 gms**		**388**	**171.14**

Pauri:

Year	No. of PS/EGS	No. of enrolled students	Prescribed Quantity	Quantity given	No. of days less qty. given	Less Qty. given (in kgs)
2005-06	01	30	100 gms.	80 gms	190	114.00
2005-06	01	32	100 gms.	65 gms	59	66.08
Total	**02**	**62**	**100 gms.**		**249**	**180.08**
2006-07	01	31	100 gms.	90gms	165	51.15
2006-07	01	32	100 gms.	65 gms	232	259.84
Total	**02**	**63**	**100gms.**		**397**	**310.99**

Tehri:

Year	No. of PS/EGS	No. of enrolled students	Prescribed Quantity	Quantity given	No. of days less qty. given	Less Qty. given (in kgs.)
2004-05	01	60	100 gms.	80 gms	126	151.2
Total	**01**	**60**	**100 gms.**		**126**	**151.2**

Rudraprayag:

Year	No. of PS/EGS	No. of enrolled students	Prescribed Quantity	Quantity given	No. of days less qty. given	Less Qty. given (in kgs.)
2004-05	01	40	100 gms.	75 gms.	162	162.00
Total	**01**	**40**	**100 gms.**	**75 gms.**	**162**	**162.00**
2005-06	01	103	100 gms.	75 gms.	85	218.88
2005-06	01	20	100 gms.	85 gms.	238	71.40
2005-06	01	36	100 gms	85 gms.	214	115.56
Total	**03**	**159**	**100 gms**		**537**	**405.84**
2006-07	01	95	100 gms	85 gms.	84	119.70
2006-07	01	39	100 gms	80 gms.	118	92.04
2006-07	01	20	100 gms	85 gms.	241	72.30
2006-07	01	39	100 gms	77 gms.	25	22.43
2006-07	01	36	100 gms	85 gms.	111	59.94
Total	**05**	**229**	**100 gms**		**579**	**366.41**

Chamoli:

Year	No. of PS/EGS	No. of enrolled students	Prescribed Quantity	Quantity given	No. of days less qty. given	Less Qty. given (in kgs.)
2004-05	01	52	100 gms.	80 gms	126	114.00
2004-05	01	17	100 gms	88 gms	52	10.61
Total	**02**	**69**	**100 gms.**		**178**	**124.61**
2005-06	01	13	100 gms	80 gms	228	59.28
2005-06	01	16	100 gms	80 gms	14	04.48
2005-06	01	22	100 gms	61 gms	192	164.74
Total	**03**	**51**	**100 gms.**		**434**	**228.50**
2006-07	01	18	100 gms	80 gms	132	47.52
2006-07	01	16	100 gms	61 gms	231	144.14
2006-07	01	25	100 gms	62 gms	102	96.90
2006-07	01	14	100 gms	61 gms	117	63.88
2006-07	01	18	100 gms	61 gms	62	43.52
2006-07	01	64	100 gms	61 gms	196	489.22
2006-07	01	39	100 gms	70 gms	166	194.22
2006-07	01	43	100 gms	60 gms	166	285.52
2006-07	01	24	100 gms	61 gms	192	179.71
2006-07	01	15	100 gms	61 gms	192	112.32
2006-07	01	50	100 gms	61 gms	117	228.15
2006-07	01	79	100 gms	60 gms	142	448.72
2006-07	01	23	100 gms	61 gms	143	128.27
2006-07	01	15	100 gms	61 gms	172	100.62
2006-07	01	16	100 gms	61 gms	223	139.15
Total	**15**	**459**	**100 gms**		**2353**	**2701.87**

Dehradun :

Year	No. of PS/EGS	No. of enrolled students	Prescribed Quantity	Quantity given	No. of days less qty. given	Less Qty. given (in kgs.)
2006-07	01	54	100 gms	40 gms	116	375.84
				70 gms	60	97.20
2006-07	01	294	100 gms	50 gms	139	2043.30
2006-07	01	62	100 gms	50 gms	152	471.20
2006-07	01	100	100 gms	50 gms	42	210.00
Total	**04**	**510**	**100 gms.**		**509**	**3197.54**

*** Enrolled students in each school x Qty. short provided x No. of days on which short provided**

Appendix-3.2.2 (A)

(Reference: Paragraph 3.2.9.3)

Details of children deprived of the meals

Districts	2003-04			2004-05			2005-06			2006-07		
	No. of P.S/EGS	No. of enrolled students	No. of meals not provided*	No. of P.S/EGS	No. of enrolled students	No. of meals not provided*	No. of P.S/EGS	No. of enrolled students	No. of meals not provided*	No. of P.S/EGS	No. of enrolled students	No. of meals not provided*
Chamoli	3	116	4928	14	440	26553	12	354	14269	13	413	11207
Pauri	Nil	Nil	Nil	5	143	2971	6	154	6587	5	123	11664
Uttarkashi	10	578	25070	13	759	52676	13	813	41200	11	530	29443
Tehri	1	50	2350	3	207	7668	3	157	1450	4	213	3158
Rudraprayag	2	188	2495	11	501	13121	12	670	13857	16	745	20122
Dehradun	2	337	925	6	566	6805	7	639	23353	6	564	19292
Nainital	8	379	9373	16	1085	46504	17	1557	67746	14	1432	33670
Total	**26**	**1648**	**45141**	**68**	**3701**	**156298**	**70**	**4344**	**168462**	**69**	**4020**	**128556**

No. of meals not provided: No. of enrolled students of each PS/EGS x No. of days meal not served to the said PS/EGS.

Appendix-3.2.2 (B)

(Reference: Paragraph 3.2.9.3)

Year-wise detail of school days when meal was not served

District	Year			
	2003-04	2004-05	2005-06	2006-07
Chamoli	244	1284	712	494
Rudraprayag	23	477	335	649
Dehradun	08	109	379	308
Nainital	201	896	1023	347
Pauri	Nil	185	299	552
Uttarkashi	814	1349	1189	875
Tehri	47	130	46	104
Total	**1337**	**4430**	**3983**	**3329**

Appendix-3.2.3

(Reference: Paragraph 3.2.10.2)

Statement showing variation in enrolment figures

Name of the District	Year	State Project Office (Enrolled students)	District (Enrolled students)	School (Enrolled students of 20 test checked Schools of each District)
Chamoli	2002-03	41790	42570	651
	2003-04	44741	42740	658
	2004-05	53465	42080	718
	2005-06	41553	40962	885
	2006-07	41452	38975	645
Dehradun	2002-03	68334	69334	1479
	2003-04	69292	69702	1481
	2004-05	69702	71926	1596
	2005-06	69507	75119	1579
	2006-07	75584	78584	1511
Nainital	2002-03	59885	53218	1512
	2003-04	59785	73835	1573
	2004-05	73865	62945	1618
	2005-06	57920	65045	1642
	2006-07	62150	67603	1622
Pauri	2002-03	80860	72689	950
	2003-04	80858	70446	886
	2004-05	69428	69050	942
	2005-06	67614	66580	1024
	2006-07	64187	64167	1044
Rudra prayag	2002-03	28666	27507	915
	2003-04	27971	27044	903
	2004-05	26680	26660	912
	2005-06	27512	25111	878
	2006-07	25916	25697	796
Uttarkashi	2002-03	45205	45205	1302
	2003-04	34900	44050	1375
	2004-05	40577	40577	1404
	2005-06	38253	37603	1462
	2006-07	39184	38110	1248

Appendix -3.2.4

(Reference: Paragraph 3.2.11.1)

Details of year-wise meetings held

Name of District		Meetings prescribed in a year	Year				
			2002-03	2003-04	2004-05	2005-06	2006-07
Chamoli	District level	4	-	-	-	-	-
	Block level	36	-	-	-	-	-
Uttarkashi	District level	4	1	3	4	4	6
	Block level	24	-	12	12	16	24
Rudraprayag	District level	4	-	-	-	-	1
	Block level	12	-	-	-	8	8
Nainital	District level	4	-	-	-	-	-
	Block level	32	-	-	-	-	-
Dehradun	District level	4	-	-	1	1	1
	Block level	36	4	4	4	4	4
Pauri	District level	4	-	-	-	1	1
	Block level	60	-	-	-	-	-

National Programme of Nutritional Support to Primary Education (Mid-day Meal)



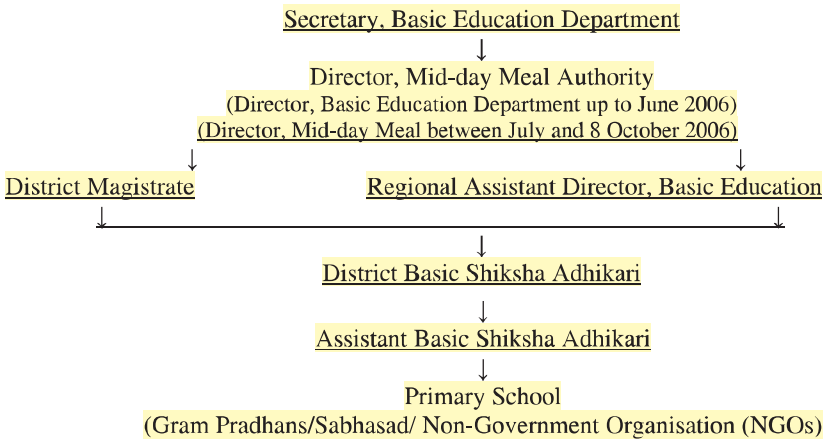
The Mid-day Meal (MDM) scheme was launched as a Centrally sponsored scheme on 15 August 1995 with the objective of boosting universalisation of primary education by increasing enrollment, attendance and retention, and simultaneous improvement in the nutritional level of students of primary classes (I to V) of the Government, local body and Government aided schools. From October 2002, it was extended to children studying in the Centres under Education Guarantee Scheme (EGS) and Alternative and Innovative Education (AIE). The scheme initially provided for distribution of fixed quantities of dry food grain to school children. This was replaced by cooked meals with effect from September 2004 after orders of the Supreme Court. The scheme laid (September 2004) special emphasis on disadvantaged groups with the additional objective of providing MDM in drought affected areas during summer vacation also. From September 2006, the caloric value of the meal was increased from 300 calories to 450 calories and protein content from 8-12 grams to 12 grams, while simultaneously providing essential micro-nutrients and de-worming medicines.

Central assistance for cooked MDM was provided by way of:

- Food grains at the rate of 100 grams of wheat/rice per student per school day.
- Transportation cost of food grains from the nearest FCI depot to schools subject to a maximum of Rs 50 per quintal, revised to Rs 75 from October 2004.
- Conversion cost i.e., cost of cooking.
- Cost of Management, Monitoring and Evaluation (MME).
- Physical infrastructure such as kitchen-cum-store, adequate water supply for drinking and cooking, cooking devices, containers for storage of food grains and other ingredients and utensils for cooking and serving were to be provided by the State Government by utilizing funds available under various Centrally sponsored schemes. From 2006-07, cost of construction of kitchens and kitchen devices was met from MDM funds.

1.1 Organisational set-up

The overall responsibility for implementation of the programme vests in the Secretary, Basic Education, Government of Uttar Pradesh who upto June 2006, was assisted by the Director, Basic Education and thereafter by the Director, MDM, UP, Lucknow. Principal Secretary, Food and Civil Supply Department is responsible for lifting and distribution of food grains to the implementing agencies. The cost of transportation is verified and reimbursed to the lifting agencies by Basic Shiksha Parishad under administrative control of the Director, Basic Education. The District Magistrate is the nodal officer for the districts and responsible for the implementation of the scheme through District Basic Shiksha Adhikari. The Regional Assistant Director, Basic Education is responsible for furnishing quarterly progress reports to the Director, Mid Day Meal Authority.



1.2 Audit Objectives

The objectives of the performance audit were to assess whether:

- the database/ baseline survey on enrollment, attendance and retention of children in primary education conducted/ maintained was reliable;
- implementation of the scheme was carried out through well designed implementation procedures, and conformed to the norms for expenditure met from Centrally sponsored schemes;
- internal controls were adequate and in place; and
- implementation of the scheme did not have any unintended adverse impact on primary education.

1.3 Audit Criteria

The audit criteria used were:

- norms and conditions specified in the scheme guidelines,
- financial rules of the Government,
- annual work plans and budget proposals, and
- review, monitoring and evaluation reports as prescribed in scheme guidelines and by the Government.

1.4 Scope and Methodology of audit

The performance audit of the scheme for the period 2002-07 was conducted during July 2007 to November 2007 by test check of records of the Directorate and 16 out of 70 District BSAs. Besides, 14 Primary Schools (PSs)/ EGS/ AIE in rural areas and six PSs / EGS/ AIE in urban areas in each district were selected through the Simple Random Sampling without Replacement method. Joint inspections of sample selected schools and centralised kitchens of 20 out of 51 NGOs in the test checked districts were carried out along with authorised representatives of the Education Department. Records of Regional Food Controller (RFC)/ Food and Essential Commodities Corporation (FECC) and District Urban Development Agencies (DUDA) were scrutinised. The audit objectives/ criteria were agreed to by the Principal Secretary, Education in an entry conference held in June 2007. Audit findings and recommendations were communicated to the Government for their comments and also discussed during the exit conference (November 2007). Government accepted the facts and figures and the recommendations made by Audit. The draft report was again discussed with the Secretary, Basic Education, Government of UP in December 2007.

1.5 Acknowledgement

The co-operation from the Principal Secretary, Education, Government of UP, the Secretary, Basic Education, Government of UP and the Director, MDM Authority, Lucknow during the entry, exit conference and during the course of audit is acknowledged with gratitude.

ENROLLMENTS, ATTENDANCE AND RETENTION OF CHILDREN IN PRIMARY SCHOOLS

According to the scheme guidelines (August 1995), the MDM authority was to furnish to the GOI the number of children enrolled in class I to V in Government, Local Body and Government aided primary schools and also in EGS and AIE centres for release of food grains, conversion cost and MME cost while furnishing Annual Works Plan (AWP) in February/March every year. For this purpose, the figures of enrollment were first compiled at block level by Assistant BSA after collection from each school/centre. Assistant BSAs were to supply these figures to District BSAs who, after compilation of figures for the entire district were to submit these to the MDM Authority. The Authority after compilation of figures of all the 70 districts was to send these to the GOI.

Base line survey to assess actual enrollment not done

The GOI had also directed (December 2004) that a baseline study for 2004-05 in respect of enrollment of children should be completed before the end of the session so that enrollment data pertaining to the MDM scheme for 2004-05 was captured. No such survey was conducted in the State.

2.1 Enrollment in schools, EGS and AIE centres

The details of enrollment, etc. sent through the AWP by the MDM Authority to the GOI during the period 2002-07 were as under:

Table 1

(Figures in lakh)

Year	Enrollment intimated to GOI	Number of beneficiaries as per Quarterly Progress Report (QPR) ending March (*per centage with respect to Column 2)*
1	2	3
2002-03	148.56	NA
2003-04	163.75	NA
2004-05	169.97	141.66 (*83*)
2005-06	186.44	147.91 (*79*)
2006-07	187.20	143.86 (*77*)

Note: ***Figures in column 2 are as of 30 September of previous year plus anticipated enrollment in the next financial year.***

Enrollment figures were inflated

It will be seen from the table that 77 to 83 *per cent* of enrolled children were covered under the scheme during the period 2004-07. While the enrollment increased during the period 2004-07, coverage of beneficiaries decreased for which no reasons were furnished. However, records of test checked districts showed that figures supplied by the District BSAs to the MDM authority were not based on the former's record and there was variation between the figures reported to GOI and those collected from the BSAs (***Appendix-I***). The enrollment figures in 14 such districts were inflated by 9.75 lakh and understated by 1.74 lakh in remaining two districts during the period. Further discrepancies in figures indicated that figures compiled and intimated by District BSAs to MDMA were not reliable as instanced below:

- In Kushinagar district the average number of beneficiaries based on monthly progress report for January to March 2007 worked out to 2.44 lakh against which 3.22 lakh was shown in QPR ending March 2007.
- Enrollment as of 30th September of each year is taken as the basis for annual work plan as well as for release of conversion cost and food grains. In Shahjahanpur district the enrollment varied from 3.57 lakh in October 2006 to 3.69 lakh in January 2007 as furnished by the Assistant BSAs to the BSAs which indicated that they did not have proper records of enrollment (***Appendix-IIa***).

- Assistant BSAs of Kyara block (Bareilly district) and Salarpur; Sameer; Dataganj and Kadarchowk blocks (Badaun district) furnished different figures for lifting of food grains and for release of conversion cost for the same month to the BSAs(***Appendix-II b***).
- The Coordinator[1] (of 109 schools), Block Resources Centre, Kasaya Kushinagar stated (July 2007) that figures of enrollment were not collected from schools by him.

Proper system of reporting of enrollment and attendance did not exist

A proper system of reporting enrollment and attendance of children by the schools to Assistant BSAs or from Assistant BSAs to District BSAs was not in existence. District BSAs had obtained the figures of enrollment from Assistant BSAs either in monthly meetings without any documentary support or over telephone as and when required. Absence of a proper system for obtaining the enrollment data resulted in communication of unreliable figures to GOI by the MDM Authority.

2.2 Attendance and retention

Only 64 *per cent* of enrolled children attended Primary Schools

Data relating to dropouts from classes was not obtained/ compiled at any level, i.e. neither at the State nor at the district level. Joint inspection by the audit team along with the representatives of BSAs of 320 schools in 16 test checked districts showed that against the enrollment of 63,995 students, 41,024 (64 *per cent*) were present as per the attendance registers showing a wide gap between the children enrolled and those attending schools. On actual counting, the number of children present in the schools was 38,057.

The Government replied (January 2008) that efforts were made to retain the children in the schools and further efforts were in process at various levels to improve the situation. No reply relating to steps taken for effecting improvement in the system of collection of data on attendance and retention was furnished.

2.3 Conclusion

Base line survey for 2004-05 to determine the enrollment of children as directed by the GOI was not conducted. Reliable data relating to enrollment, attendance and retention of children was not collected/ reported for proper implementation of the scheme.

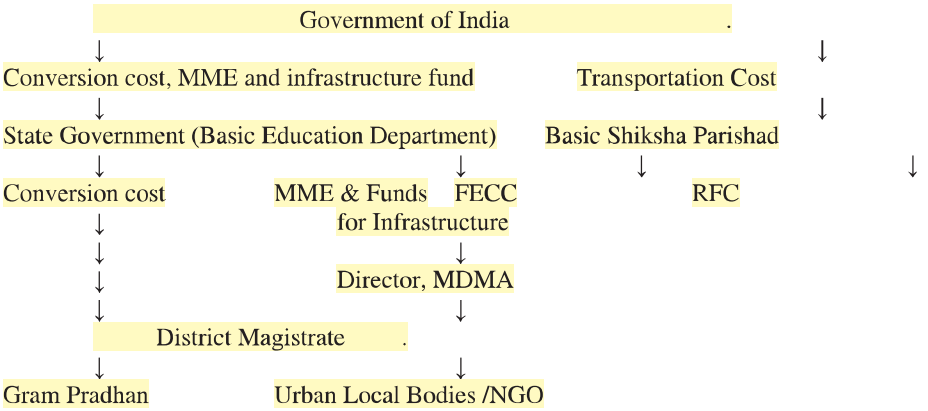
2.4 Recommendations

- Base line survey as directed by GOI should be conducted to arrive at reliable figures on enrollment of children.
- Reporting mechanism should be improved upon through on line connectivity.
- The task force constituted for inspection of cooked MDM should also verify actual attendance with reference to monthly reports and attendance registers in the schools and report discrepancies.

[1] At block level a teacher is designated as coordinator to collect figures of enrollment in respect of schools in the block.

FINANCIAL MANAGEMENT

The GOI provided financial assistance to the State for the MDM scheme in the shape of (i) food grains free of cost through FCI godowns, (ii) conversion cost, (iii) MME funds, (iv) infrastructural funds and (v) transportation cost of food grains from FCI godowns to schools by reimbursement on receipt of transportation bills. Flow of funds from GOI to implementing agencies was as under:



3.1 Financial Performance

Release of conversion cost and MME funds by GOI and their utilization are discussed in this Chapter and those relating to food grains, transportation and infrastructure are discussed in Chapters 4, 5 and 7 respectively.

The State Government made provision in its budget estimates/revised estimates in anticipation of release of funds by GOI against the Annual Work Plans and released the conversion cost to DMs for transfer to the Gram Pradhan/Nagar Panchayat/ Non-Government Organisations (NGOs). MME and infrastructure funds were released to the MDM Authority.

3.1.1 Conversion cost

Conversion cost of ingredients such as pulses, vegetables, cooking oil, condiments, cost of fuel and wages for cooking was payable at the rate of Rs one per child per school day from September 2004 in addition to 15 *per cent* of the Central assistance being provided under Pradhan Mantri Gramodyog Yojna. The rate was increased (15 August 2006) to Rs two (including Sate share of Rs 0.50) per child per school day. As the State Government had neither established any mechanism to obtain reliable data of enrollment of children nor carried out the base line study to ascertain the actual number of students in PSs/centres etc., provision in the budget was made on unrealistic data and proved excessive. Details of funds released by the GOI and the State Government through budget and utilization thereof were as under:

Table 2

(Rs in crore)

Year	Released by GOI	Released by State Government		Total releases	Closing balance of previous year	Total Funds available	Expenditure	Closing balance (*per cent* to funds released)
		GOI Share	State Share					
2004-05	170.67	204.00	NIL	204.00	----	204.00	175.42	28.58(14)
2005-06	295.53	333.36[Ω]	NIL	333.36	28.58	361.94	280.36	81.58(24)
2006-07	436.48	436.48	84.16	520.64	81.58	602.22	497.13	105.09(20)
Total	**902.68**	**973.84**	**84.16**	**1058.00**			**952.91**	

Ω Rs 264.20 crore of MDM scheme and Rs 69.16 crore[2] of Special Component Plan
Note: Cooked mid day meal scheme was started in September 2004 in the State.

[2] Rs.69.16 crore was released against the budget provision of Rs.71.25 crore.

14 to 24 *per cent* conversion cost was not utilised

It will be seen from the table that between 14 and 24 *per cent* of the funds released remained unspent at the end of each year during 2004-07 indicating excess provisioning of funds in the budget.

Rs 69.16 crore of SCP fund was irregularly diverted

Further, the State Government during 2005-06 diverted Rs 69.16 crore from Centrally sponsored scheme viz., Special Component Plan meant exclusively for Welfare of Scheduled Castes for conversion cost though available funds of Rs 292.78 crore (Rs 264.20 crore released in that year and Rs 28.58 crore unspent balance of the preceding year) under the MDM scheme were sufficient to meet the conversion cost. The diversion was irregular and unnecessary as GOI had already provided conversion cost for SC children also in the MDM scheme. Of the diverted amount, Rs.12.60 crore remained un-utilized by the end of March 2006.

3.1.2 Conversion cost at District level

The conversion cost was to be released by the concerned DMs to the implementing agencies through BSAs and utilization certificates (UCs) were to be obtained for proper control over expenditure. The schools were also to be informed of the financial sanctions accorded for meeting the conversion cost of the MDM. Records of BSAs in the test-checked districts, however, showed the following:

Primary Schools were not informed about release of conversion cost

- Schools were not informed about the release of conversion cost to the implementing agencies.

- Rupees 952.91 crore for conversion cost were transferred to the bank accounts of the implementing agencies, but UCs for the expenditure incurred by them were not obtained from implementing agencies.

- Rupees 14.26 crore (for 2004-05: Rs 2.47 crore, 2005-06: Rs 4.56 crore and 2006-07: Rs 7.23 crore) were lying unutilized with the DMs of the test checked districts as of March 2007 ***(Appendix-III)***.

UCs of Rs 952.91 crore were not obtained

- In Jhansi district, 13 cheques amounting Rs 9.85 lakh issued by the BSA in March 2007 were handed over to the Assistant BSAs for depositing these in the bank accounts of Gram Pradhans concerned. The Assistant BSAs did not deposit the cheques in time and these became time barred.

- The Executive Officer, Nagar Palika Parishad, Ballia, refunded Rs 7.58 lakh (2004-05: Rs 2.27 lakh and 2005-06: Rs 5.31 lakh) of un-utilised conversion cost in October 2007 after audit had pointed out retention of the amount.

- Nagar Ayukta[3], Lucknow did not surrender the unutilized amount of Rs 21.93 lakh lying since 2004-05, as of December 2007.

The above findings indicated that utilization of funds for the conversion cost was not managed and monitored properly at the district level.

The Director replied (October 2007) that the Government released conversion cost directly to the districts and therefore, information regarding unutilized balances of conversion cost would be available with the Government. On the other hand, the State Government stated (September 2007) that information would be made available after collecting it from Finance Controller of the MDM Authority. This indicated poor monitoring and poor management of conversion cost funds at the Government and Authority level as well.

3.2 Management, Monitoring and Evaluation

The GOI provided funds equivalent to 0.9 *per cent* up to March 2005 and thereafter 1.8 *per cent* of the total assistance on food grains, transportation and conversion cost under the MDM scheme for effective MME. The MME fund was to be utilised for school level expenses (50 *per cent*), management, supervision, training, internal monitoring and evaluation (35 *per cent*) and external monitoring and evaluation (15 *per cent*) The details of funds received from GOI, released by the State Government and utilized by the MDM Authority were as under:

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[3] In Lucknow, the implementation of the scheme in urban areas was with Nagar Aayukta (Municipal Commissioner).

Table 3

(Rs in crore)

Year	Opening balance	Release by GOI	Release by State	Total Fund available	Expenditure	Balance (*Per cent*)
1	2	3	4	5 (2+4)	6	7
2004-05	Nil	Nil	Nil	Nil	Nil	Nil
2005-06	0.00	6.47	3.88	3.88	3.34	0.54(14)
2006-07	0.54	8.13	11.26	11.80	0.75	11.05(94)
Total		**14.60**	**15.14**		**4.09**	

Note: Cooked meal scheme was started in September 2004 in the State.

It was observed that:

- No fund was released by the GOI in 2004-05 for want of approval of the National Steering-cum-Monitoring Committee set up in the Ministry of Human Resource Development for monitoring the MDM scheme. It was envisaged that the management task would be carried out through contract appointees and external monitoring/evaluation would be outsourced to reputed organizations by the State Government. This was not done.
- The State Government in the UCs furnished to GOI, reflected a closing balance of Rs 7.92 crore at the end of March 2007. However, the cash book of the MDM Authority showed the actual closing balance at Rs 11.05 crore. Further scruitiny revealed that Rs 2.59 crore released by the State Government in December 2006 was accounted for by the MDM Authority in its cashbook in March 2007. Though the amount was not utilized it was not included in the closing balance in the UC for 2006-07. Reason for the difference of the remaining amount of Rs 54 lakh was not furnished by the MDM Authority.

Receipt of Rs 2.59 crore was not accounted for in the UC

- Interest amounting to Rs 3.40 lakh earned on the funds kept in two different banks during 2005-07 was neither accounted for in the books of the MDM Authority nor shown in the UC sent to the GOI.
- Seventy BSAs and 17 regional offices were provided (April 2006) Rs one lakh each for procurement of computers but UCs were not obtained as of August 2007. Computers were purchased in eight[4] of the 16 test checked districts and computer operators were engaged on contract basis up to March 2007. Thereafter, no operator was deployed. The computers were either lying idle or were used for works not related to the MDM scheme.
- The MDM Authority released Rs.95.32 lakh to the District BSAs for 95,324 schools at the rate of Rs 100 each as Contingency for purchase of registers for maintenance of health records of students but the UCs were neither obtained nor was the progress of maintenance of health records monitored at the Authority level.

Evaluation of scheme not done despite of availability of Rs 2.27 crore

- Fifteen *per cent* of MME funds were to be incurred on annual evaluation of the scheme. The Director did not initiate any action in this regard despite availability of Rs 2.27 crore[5]. This resulted in non-location of cases of malnutrition, non-assessing of nutritional status of children and identification of weak areas in functioning of the scheme.

The Government stated (January 2008) that instructions of the GOI regarding interest amount had been sought and UCs for purchase of computers were being obtained.

Failure to obtain the UCs of the funds for computers even after 21 months of their release showed poor monitoring at the State Government level.

3.3 Conclusion

Budget provisions were excessive leading to huge unspent balances at the end of each year. UCs for the amount released for meeting conversion cost were not obtained and monitoring/ evaluation of the scheme by an external agency was not undertaken in spite of availability of funds.

[4] Ballia, Bareilly, Etah, Ghazipur, Kanpur Nagar, Kannauj, and Shahjahanp;ur and Shrawasti.

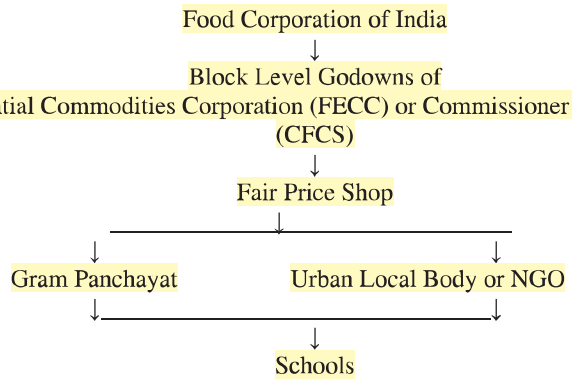
[5] 15 per cent of Rs 15.14 crore

3.4 Recommendations

- Budget provisions should be based on the realistic enrollment data of children in primary school, EGS and AIEs.
- Utilisation certificates of the amount released should be obtained for proper financial management.
- Schools should be informed about the release of conversion cost.

FOOD GRAINS MANAGEMENT

The GOI provided food grains free of cost at the rate of three kg per month per child for ten months under the dry food grains scheme and 100 gram per child per school day under the cooked MDM scheme. Allocation of food grains was made by GOI to FCI against the approved annual plan and its flow upto school level was as under:



4.1 Quality of Food grains

The Supreme Court directed (November 2001) the FCI to ensure food grains of Fair Average Quality (FAQ) for the scheme. GOI also incorporated it in the guidelines NP-NSPE, 2004. This was to be ensured through joint inspection by the officers of the State Government and the FCI. Samples of food grains were to be obtained at the time of off take from FCI, off take from block level godowns and issue from Fair Price Shops (FPSs).

Fair average quality of food grains was not ensured

These samples as per directions (July 2006) of the State Government were also to be sent to DMs, District BSAs and officers of Food and Civil Supplies for verifying the quality of food grains at different levels. The Assistant General Manager (Quality Control), FCI, Lucknow, however, intimated (June 2007) that no sample was collected at State or District level for quality testing of food grains.

Thus, despite the Supreme Court's directives, the quality of food grains was not ensured at any stage though there were numerous complaints regarding inferior quality of food grains, especially of rice in all the test checked districts. Visual inspection of food grains by the joint inspection team (Audit personnel and a representative of the Department) showed that food grains had brokens more than permissible limit of 25 *per cent,* foreign matter, damaged /discoloured grains, etc in 244 (76 *per cent*) of the 320 schools inspected and in all the NGOs of Lucknow, Kanpur Nagar, Agra, Ballia and Kannauj.

The Government replied (January 2008) that necessary action was being taken to collect samples and display these at District and Block levels and at the FPSs for tri-level sample matching.

4.2 Management of food grains at State level

According to the records of the MDM Authority, Food and Civil Supplies Department and FCI, requirements, allotments, lifting and utilization of food grains during 2002-07 was as under:

Table 4

Year	Total number enrolled (in lakh)	Food grain required[6]	Allotment by GOI	Quantity Released by FCI	Quantity Lifted By CFCS/ FECC	Quantity released to Fair price shops	Utilisation as shown in progress report[7]	Beneficiary days[8] (in crore)
		Quantity in lakh quintal						
2002-03	148.56	44.57	44.57	40.53	37.94	35.25	NA	NA
2003-04	163.75	49.12	49.12	41.94	40.48	38.31	NA	NA
April 2004-August 2004	169.97	15.30	50.99	45.23	42.36	39.86	17.11	NA
September 2004-March 2005		23.80					28.12	171.29
2005-06	186.44	41.02	33.60	29.41	35.62	33.55	28.03	267.88
2006-07	187.20	43.99	28.15	26.90	33.54	32.01	26.90	314.49
Total		**217.80**	**206.43**	**184.01**	**189.94**	**178.98**		

Notes: Allotment of food grains was reduced from 2005 as cooked MDM scheme was introduced from September 2004 requiring lesser quantity of food grains compared to dry food grains scheme.
Progress reports for the period 2002-04 relating to dry food grains were not available with the Director, Basic Shiksha/ Mid-day Meal Authority.
Requirement of food grains during 2005-07 is based on annual work plans.

Based on the utilization shown in the progress reports, utilization of food grains per capita, per day worked out to 164 gm during 2004-05, 105 gm during 2005-06 and 86 gm during 2006-07. Thus, average consumption of food grains was higher during 2004-06 while it was only 86 gm during 2006-07 against the prescribed quantity of 100 gm. The reasons for varied per capita utilization of food grains during 2004-07 had not been analysed by the MDM Authority.

Food grains valuing Rs 121.98 crore was lying with transporting agencies and FPSKs

As of December 2007, 10.63 lakh quintal food grains (cost: Rs 60.06 crore at the rate of Rs 565) for the period 2005-07 was lying with the fair price shops indicating poor management in supply of food grains to the implementing agencies. Further, during 2002-07, FECC/CFCS lifted 189.94 lakh quintals of food grains (against release of 184.01 lakh quintal) from the FCI

[6] Food grains requirement as calculated in audit on the basis of norms prescribed by GOI
The basis of calculation from 2002-03 to August 2004 was based on:
Enrollment X 3 kgs X 10 months
The basis of calculation from September 2004 to March 2005 was based on
Enrollment X 140 School days X 100 grams

[7] Quarterly Progress Report sent to GOI for March.

[8] Calculated by multiplying actual number of school days in a year with the number of students

and released 178.98 lakh quintals to the FPSs. The MDM authority / Department did not take any action to analyse/ ascertain the position of 10.96 lakh quintals food grains valuing Rs 61.92 crore lying with transporting agencies. The reasons for such a huge quantity of food grains lying with the FPSKs and transporting agencies were not furnished by the Government/MDM Authority (December 2007) as also for excess lifting of 5.93 lakh quintal by the transporting agencies from FCI during the period 2002-07.

4.2.1 Management of food grains at District level

Food grains are lifted by the CFCS and FECC for releasing to FPSKs as per the monthly demand placed by BSAs. A test check of records relating to the management of food grains at the district level showed the following:

Excess food grains valuing Rs 62.15 lakh were released to FPSs

Food grains costing Rs 30.82 lakh were shown as loss in godowns

- In seven districts[9] of Agra region, transporting agencies lifted 8.69 lakh quintal food grains from the FCI during 2004-07 and released 8.80 lakh quintal food grains to FPSs. The reasons for excess release of 11 thousand quintal food grains valuing Rs 62.15 lakh by the transporting agencies were not furnished (January 2008).
- Records of the FECC in five[10] districts and CFCS of Kushinagar showed that 5454.20 quintal of food grains costing Rs 30.82 lakh quintal were shown as loss in their godowns during 2003-07. As per guidelines, no losses on account of transportation and storage were, however, permissible.

The discrepancies in lifting and release of food grains at the district level by the transporting agencies and losses during transportation/storage, as brought out in the foregoing paragraphs, indicated lack of effective monitoring of lifting/release of food grains by the transporting agencies which was fraught with the risk of misappropriation of food grains.

The Government replied (December 2007) that food grains were lifted on the basis of actual students as on date. Reply is not based on facts as there was substantial difference between the quantities lifted and released to FPSs .

4.2.2 Mis-match between utilization of food grains vis-à-vis conversion cost at district level

Mis-match between the quantity of food grains and conversion cost was not investigated

Requirement of food grains for cooked MDM was calculated at the rate of 100 gm and conversion cost at the rate of Re. 1 upto 14th August 2006 and thereafter, Rs. 2 for each beneficiary present. The food grains consumed had a direct relationship with the conversion cost. The utilisation of food grains during 2004-07 conformed to the conversion cost only in three to five of the 16 test checked districts. In the remaining eleven to thirteen districts, five to seven districts showed excess consumption of food grains ranging between one and 37 *per cent* and six districts showed payment of excess conversion costs ranging between three to 70 *per cent* ***(Appendix-IV)***. The possibility of misappropriation/ pilferage of food grains can not be ruled out in view of mis-match between the quantity of food grains and the conversion cost.

4.2.3 Consumption of food grains

According to the prescribed menu, wheat based MDM was to be supplied for two days and rice based MDM for four days. The implementing agencies were provided food grains accordingly. In PS, Rasra, Ballia, rice based MDM was not distributed during 2004-07 and in PS Karnai, Ballia, only khichadi was served during this period. In PS, Ehar-I Dalmau, Rae Bareli, only khichadi was served by the Gram Pradhans between September 2004 and November 2006 and in PS Sidhauli, Shahjahanpur, only Khichadi and rice-dal were served by the Gram Pradhan during April 2005 to March 2007.

These instances indicated that rice sufficient for four days was utilized for six days to serve rice based MDM and similarly, wheat sufficient only for two days was utilized for six days to serve wheat based MDM. The disposal of saved wheat/ rice as a result was not on record. The BSAs neither called for nor the implementing agencies submitted the statement of utilization of wheat/ rice received and used during the period.

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[9] Agra, Aligarh, Etah,, Firozabad, Hathras , Mathura and Mainpuri.

[10] Bareilly, Budaun, J.P Nagar, Shahjahanpur and Shrawasti.

The Government replied (January 2008) that instructions had been issued to district level officers to inspect two schools weekly to check the quality and quantity of cooked MDM and cooks had been instructed to take the weight at the time of receipt of food grains from the Gram Pradhans. The Government also ordered an enquiry into the incidents of serving only khichadi or only rice based meal to children in districts Ballia, Rae Bareli and Shahjahanpur.

The fact remained that the Government initiated action only after audit had pointed out irregularities and internal controls were not effective to check all such irregularities.

4.2.4 Management of food grains at FPSs and implementing agency level

The block level godowns of the FECC/ CFCS were to release food grains to FPSs for onward supply to the implementing agencies.

In the test checked districts, the BSAs informed the block level incharge of godowns of FECC/ CFCS the quantity of food grains to be released to FPSs. However, the concerned FPSs and implementing agencies were at times not informed about the quantity released as was revealed from the information collected from 106 FPSs in six districts[11]. This resulted in non-lifting of 7.15 quintal wheat and 23.40 quintal rice by the implementing agencies in Lucknow district since July 2005. The food grains not lifted remained in the godowns of FPSs and was stated to have rotten according to the District Supply Officer, Lucknow resulting in loss of 30.55 quintals of food grains.

Food grains were required to be kept in kitchen-cum-stores constructed in school premises. However, according to information furnished by 224 selected schools[12] of the rural areas, food grains were kept in school premises in 36 cases and at the residence of the Gram Pradhan or at some other places in 88 cases. The information about location of storage of food grains of the remaining 100 schools was not available with the schools.

The guidelines envisaged that the district nodal officer, i.e. DM, would inform each school about their monthly allocation of food grains. However, this was not done. Stock of food grains and number of beneficiaries were also not displayed in any of the 320 schools pointing towards lack of transparency in the implementation of the scheme.

The Gram Pradhans as per instructions of the State Government (July 2006) were required to maintain records relating to conversion cost and food grains and to furnish progress report monthly to the Education Department. The Gram Pradhans neither furnished any report relating to receipt and utilization of food grains, nor did the BSAs concerned called for the same. The excess/ mis-utilization of food grains, if any, at the Gram Pradhan level could therefore, not be assessed.

4.3 Joint inspection of schools

During the joint inspection of schools by the inspection team, following was observed:

- In PS, Kilabalak, Rae Bareli, fund for conversion cost was available but food grains were not supplied while in PS, Gora Bazaar, Rae Bareli, five quintal rice rotted (August 2007) for want of funds for conversion cost.
- In Shri Gandhi Adarsh Kanya Vidyalaya, Jamuna Bridge, Agra, 4.21 quintal rice pertaining to 2004-05 was not utilized and was in rotten condition.



Bags of rotten rice lying in PS, Gora Bazar, Rae Bareli,

[11] Agra-23, Bareilly-19, Budaun-24, Etah-01, J P Nagar-33 and Kushinagar-06

[12] Out of 320 selected schools 224 schools were of rural area and 96 schools were in urban areas.

- PS, Rajbhawan Marg and PS, Kanaujia Ward, Nagar Kshetra, Kushinagar sold 2.81 quintal and 4.74 quintal rice equivalent to MDM for 7,550 beneficiary days, in the open market at the rate of Rs six per kg and Rs five per kg respectively and utilized the proceeds in cooking of MDM as funds for conversion cost were not provided.

The above facts indicated lack of proper coordination in issuing food grains and payment of conversion cost to the implementing agencies at the DM level.

The Government replied (January 2008) that to remedy the situation it had issued necessary instructions in June 2007 and the Director, MDM authority reiterated these instructions in November 2007.

4.4 Delay in release of food grains

Children were deprived of MDM due to non-placement of timely demand

Allotment of food grains was valid only for the month for which it was allotted by Deputy Regional Food Controller (Dy.RFC) and could not be carried forward to the subsequent month. The BSA, Barabanki did not furnish the details of utilization of food grains for March 2004 and did not place timely demand for July 2004. As such, the Dy.RFC, Barabanki did not release 8,783.76 quintal and 9305.79 quintal food grains for April 2004 and July 2004 respectively. Thus, due to non-placement of demand by the BSA, Barabanki and lack of monitoring by the DM, Barabanki and Director, Basic Education, children were deprived of MDM (in the shape of dry food grains) for the months of April 2004 and July 2004.

The Government replied (January 2008) that the Director, Basic Education who was the controlling authority of the concerned BSA had been directed to intimate the action taken against the erring BSA.

4.5 Theft of food grains

440 MT food grains were seized in Delhi while taking away from UP

Eight trucks containing 440 Metric Tonne (MT) food grains for MDM of Bulandshahar district issued to a Delhi based NGO, Ekta Shakti Sangathan, were seized (January 2006) in Delhi, though the food grains were lifted from FCI godown at Bulandshahar for delivery in Bulandshahar itself. The trucks were taken to Delhi without any justification.

The Director released (June 2006) Rs. 70 thousand to BSA, Bulandshahar from MME funds for legal expenses and transportation of food grains back to Bulandshahar. However, only 105.70 MT food grains were retrieved and utilized. The whereabouts of the remaining 334.30 MT food grains were not furnished. In reply, the Director stated (October 2007) that the BSA, Bulandshahar was suspended and the then DM was charge-sheeted. Regarding utilization of food grains, it was stated that the information had been called for from BSA, Bulandshahar. The Programme Approval Board, Ministry of Human Resource Development, GOI, Department of School Education and Literacy had also desired (May 2007) a detailed report of the case but no report was sent as of January 2008.

The Government replied (January 2008) that action had been initiated against the erring DM.

Thus, due to lack of proper monitoring at the DM and BSA level, 4.40 lakh children were deprived of MDM for ten days.

4.6 Conclusion

The quality of food grains for MDM was not assured. Food grains remained with transporting agencies and FPSKs during 2002-07 due to poor management of transportation. Food grains shown as loss in godowns of transporting agencies had not been investigated. There was mismatch between the quantity of food grains utilised and the conversion cost paid.

4.7 Recommendations

- Availability of fair average quality of food grains should be ensured.
- Transporting agencies should be allowed to lift food grains from FCI after adjusting the un-utilised balances of previous lifting and losses reported by these agencies need to be investigated.

- The system of issuing food grains to FPSKs need to be streamlined and food grains lying with them retrieved or cost thereof recovered.
- The mismatch between the quantity of food grains and conversion cost should be investigated for remedial action.

TRANSPORTATION OF FOOD GRAINS

The guidelines envisaged reimbursement of the actual cost of transportation of food grains by GOI from the nearest FCI godowns to PSs. Instructions issued by the GOI further stipulated that the actual cost was to be limited to a maximum of Rs. 50 per quintal upto September 2004 and Rs. 75 per quintal thereafter. The FECC/CFCS were the State nodal transport agencies who engaged private transporters for transportation of food grains from FCI godowns. For reimbursement of expenses incurred on transportation, these agencies were to furnish the details of actual expenditure incurred in the prescribed form along with the certificate that the quantity of food grains was lifted from the nearest FCI godown and transported to the schools/ centralized kitchen centres. The Finance Controller, Basic Shiksha Parishad (FC, BSP) was to scrutinize their claims before forwarding them to GOI for reimbursement.

5.1 Excess reimbursement of transportation cost

The FECC and CFCS transported food grains from the FCI godowns in the districts to their block levels godowns and thereafter released food grains to FPSs. Though food grains from block level godowns to FPSs and from FPSs to schools were transported by the concerned FPSKs and Gram Pradhans/ Sabhasads/NGOs, the transporting agencies claimed reimbursement at the rate of Rs.50 per quintal till September 2004 and thereafter Rs.75 per quintal for transportation of food grains up to PSs. These claims were allowed by FC, BSP and sent to the GOI for reimbursement, which was made accordingly.

The details of food grains transported by the transporting agencies and the amounts reimbursed to them during the period 2002-07 were as under:

Table 5

(Quantity in lakh quintal and amount in crores of rupees)

Year	Quantity of food grains transported by FECC&CFCS	Quantity for which payment made to FECC/CFCS	Amount reimbursed to FECC/CFCS	Amount paid to transporters	Excess amount reimbursed
1	2	3	4	5	6 (4-5)
2002-03	37.94	40.63	20.32	4.19	16.13
2003-04	40.48	41.63	20.82	4.62	16.20
2004-05	42.36	44.86	29.40	5.86	23.54
2005-06	35.62	28.16	21.12	4.89	16.23
2006-07	33.54	26.51	19.52[13]	4.24	15.28
Total	**189.94**	**181.79**	**111.18**	**23.80**	**87.38**

Excess payment of Rs 81.88 crore was made to transporting agencies

As would be seen from table 5, during 2002-07 (upto December 2007) the transporting agencies claimed Rs. 111.18 crore from the GOI against the actual payment of Rs. 23.80 crore made to the transporters. An excess amount of Rs. 81.88 crore (excluding pending bill of Rs. 5.50 crore with FC, BSP) was reimbursed to the transporting agencies due to non-application of the prescribed checks by the FC, BSP. The amount included transportation charges of Rs. 10.84 crore[14] from blocks to FPSs which the transporting agencies had not undertaken.

The Government replied (December 2007) that an enquiry had been ordered on the basis of audit observations as to how excess payment was made and the FC, BSP had also been instructed to scrutinize the bills before their submission to the GOI for reimbursement.

[13] Includes claims of Rs 5.50 crore for 7.72 lakh quintals of food grains for the period January to March 2007, which was not reimbursed as of January 2008.

[14] Worked out for 184.01 lakh quintals at the rate of Rs 6 per quintal ordered by the State Government in June 1997 less Rs 20.38 lakh already paid by RFC Agra.

5.2. Suspected payment of margin money/transportation charges

The RFC, Agra reported (December 2007) to audit that a payment of Rs 20.38 lakh as margin money/ transportation charges was made to FPSKs of his region including Agra and Etah districts. The FPSKs of these two districts were paid Rs. 12.31 lakh (Agra: Rs 6.27 lakh and Etah: Rs 6.04 lakh) during 2002-07. Information collected by audit in a proforma through District Supply Officers of Agra and Etah revealed that during 2002-07, out of 146 FPSKs, 79 (54 *per cent*) denied getting any such payment and 61 (42 *per cent*) left the column blank. Three FPSKs each of Agra and Etah districts accepted the receipt of the payment during 2004-05 and 2005-06 respectively. Denial/ non-reply by 96 *per cent* of the FPSKs was indicative of non-payment of margin money by the Department, which needs to be investigated.

5.3. Unauthorized retention of empty bags

Mention was made in paragraph 3.1.12 of the review on 'Nutritional Support for Primary Education in the C&AG's Audit Report (Civil) of Government of Uttar Pradesh for the year ended 31 March 1999 regarding undue benefit to FPSKs in the shape of empty bags of food grains retained by them. The scheme guidelines issued (December 2004) by GOI envisaged that empty bags should be disposed of by the Village Education Committee/ Parents Teachers Association/ School Management cum Development Committee/ School Management in a transparent manner so as to fetch the best possible price and their sale proceeds utilized for further enrichment of the MDM scheme.

Undue benefit of Rs 43.86 crore was given to FPSKs in the shape of empty bags

During 2002-07, 3.58 crore empty bags (of fifty kgs capacity) valuing Rs 43.86 crore[15] approximately were available on release of 178.98 lakh quintals of food grains by FCI. These bags were retained by the FPSKs which was an undue benefit to FPSKs.

5.4. Impact of non-payment of cartage to FPSKs

During joint inspection of an NGO at Kanpur Nagar, the weight of ten bags of food grains selected from a lot of 40 bags at random was found between 42.980 kg and 49.320 kg against the prescribed weight of 50 Kgs. Supply of underweight bags could be a factor leading to serving of lower quantities of meal to beneficiaries as was found during joint inspections.

Non payment of transportation charges may have had the impact on the quality and quantity of food grains might have been compromised.

Failure on the part of Food and Civil Supplies Department to ensure transportation of food grains up to schools and late decision (February 2007) to pay the cartage to FPSKs for transportation from block godown to their shops had, therefore, adversely affected the MDM scheme.

5.5 Blockage of funds relating to transportation cost

The Government established (October 2001) a revolving fund of Rs. eight crore and kept it in the PLA of the Basic Shiksha Parishad (BSP) for allowing payment to transporting agencies for lifting the food grains. The fund was to be recouped on receipt of assistance from GOI.

Rs 9.47 crore lying unproductive in the PLA

Besides, Rs.1.47 crore[16] out of funds received from GOI during 1999-04 on account of transportation of food grains was also lying in the PLA of BSP as of December 2007. The fund was not utilized since November 2002.

Thus, Rs.9.47 crore was kept unproductive by the FC, BSP Allahabad in his PLA.

5.6 Conclusion

Deficient scrutiny of reimbursement claims relating to transportation of food grains by FC, BSP resulted in excess payment of transportation cost to the transporting agencies. The claims were paid for the part of transportation not performed by the transporting agencies. The FPSKs retained empty gunny bags resulting in undue aid to them. Revolving fund created by the State Government in October 2001 had not been operated resulting in locking of funds.

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[15] 179 x Rs.24.50 per two bags of 50 kg.

[16] 1999-2000:Rs.42.50 lakh,2001-02: Rs.0.89 lakh,2001-02:Rs.80.53 lakh, 2002-03 :Rs.9.69 lakh and 2003-04: Rs 13.16 Lakh

5.7 Recommendations

- Transportation charges of food grains should be fixed separately for FCI godowns to blocks and block godowns to schools/centralised kitchen with in the prescribed limits fixed by the GOI.
- The empty bags or cost thereof should be realised from the FPSKs in accordance with the guidelines of the scheme.
- Revolving fund should be utilised as envisaged.

IMPROVEMENT IN NUTRITIONAL STATUS OF CHILDREN

MDM guidelines envisaged that scheme should provide appropriate interventions relating to micronutrient supplementation and de-worming. Improving the nutritional status of the children was the secondary objective of the scheme. A system was required to be introduced for measuring the improvement in the nutritional status of the children.

6.1 Insufficient nutritive value

The scheme aimed at providing cooked meal adhering to the prescribed nutritional norm of calories and protein by adding fresh vegetables and soyabean *bari* (nuggets) in adequate quantities. Menu-wise quantity of calorie and protein is given in ***Appendix-V.***

Only 17 to 73 gm of raw food grains was served to the children

Joint inspection of the kitchen of 2 NGOs at Kanpur Nagar and Agra and 12 schools in Bareilly, Etah, Kannauj and Lucknow districts showed that against the prescribed quantity of 100 grams of raw food grains, 48410 children were given cooked meal of food grains ranging from 17 to 73 grams which could provide 58 to 248 against required 450 calories and one to six grams of protein only against 12 grams required (***Appendix-VI***).

The deficiencies noticed during the joint inspection in 320 schools of 16 test checked districts were as under:

Sl No	Deficiency found	Number of schools	Percentage (out of 320)
1	Meal was not provided as per prescribed menu	86	27
2	Prescribed quantity of meal was not served	87	27
3	Prescribed menu was not painted on the walls	31	10
4	Food grains and ingredients were not inspected by the teachers before cooking meals	126	39
5	The teachers were not aware of the prescribed ratio of rice and *dal* to be given to children	170	53
6	Cooks were not trained for MDM menu	233	73
7	Cooked meal was not tasted before serving	116	36
8	Hot cooked meal was not served	18	6

A few interesting cases noticed were as under:

- In EGS, Bhudkulawa (Shrawasti district) cooked meal was not provided for 794 days during 2004-07 and instead raw food grains were distributed. In PS, Khairkala (Shrawasti district), MDM was not given during 2005-06 due to non-supply of food grains and fuel by the Gram Pradhan.
- The NGO at Kanpur Nagar which supplied MDM to 392 schools with 33000 children did not put soyabean, the main source of protein, in the *tehri*[17].

Non-supply of the required quantity of MDM with the prescribed quantity of nutrients and different dishes prescribed in the menu resulted in inadequate nutritional support to children.

The Government replied (January 2008) that necessary instructions had been issued to the district level officers concerned to ensure, through effective monitoring, that MDM is served to the children as per norms and the DMs, Agra and Kanpur Nagar had been asked to conduct an enquiry into the irregularities in their districts.

[17] Meal made of rice and vegetables and other ingredients cooked together.

6.2 Non-supply of MDM during summer vacation in drought affected areas

MDM was not served during summer vacation to 155.37 lakh students in 2004-05 and 7.73 lakh in 2006-07

In compliance with the directive[18] of the Supreme Court (April 2004), the GOI issued (September 2004) instructions to provide MDM to children in drought affected districts during the summer vacation also, effective from the summer vacation of 2005. In 2004-05, sixty five districts involving 155.37 lakh enrolled children and in 2006-07, five districts involving 7.73 lakh enrolled children were declared (February 2007) drought affected. The Government did not take any action to provide MDM in drought affected districts during summer vacation of 2005 and 2007.

The Government stated (January 2008) that MDM was not supplied during summer vacation as the instructions concerning the drought affected areas were received during the month of November 2004 and summer vacations falling in the year 2004-05 were over by then. Further, there was no staff available in the schools during the vacation to carry out the scheme. No reason was furnished for non-supply of MDM in 2007.

The reply was not tenable as MDM was to be served in the ensuing summer vacation falling after the drought had occurred. For the drought of 2004-05, MDM was to be supplied in the summer vacation of 2005 through Gram Pradhans/ NGOs.

Thus, a total of 1.63 crore children in drought affected districts were deprived of MDM during summer vacations of 2005 and 2007.

6.3 Micro-nutrient Supplementation and De-worming

Micro-nutrients and de-worming medicines were not provided to children at all

According to scheme guidelines, major nutritional deficiencies affecting young children were (a) Protein- energy malnutrition (b) Iron deficiency - anaemia (c) Vitamin A deficiency and (d) Iodine deficiency disorders. The MDM scheme was to be utilized for appropriate interventions relating to micro-nutrient supplementation and de-worming such as (i) administering six monthly d

d in the local area.

The State Government had neither issued any guidelines for providing micro-nutrient supplementation and de-worming medicines nor allocated any funds in the MDM scheme. Provision for micro-nutrient supplementation like iron, folic acid, vitamin-A and de-worming medicines was not made in any of the test checked schools even by the Medical and Health Department.

The Government stated (January 2008) that the provision for de-worming and micro-nutrient under National Rural Health Mission (NRHM) was being made in consultation with Director General, National Programme, Monitoring and Evaluation. The fact remained that micro-nutrient supplements and de-worming medicines were not provided to the children.

6.4 Use of iodized salt

36 *per cent* schools were not using iodised salt

The scheme guidelines envisaged use of iodized salt for cooking MDM, as iodine deficiency during childhood could result in loss of IQ (Intelligent Quotient) points and poor physical and mental growth and development. Joint inspection of schools showed that in 60 (19 *per cent*) out of 320 schools, iodized salt was not used and in 53 (17 *per cent*) were using natural unprocessed crystal salt.



Natural unprocessed crystal salt in PS at Haraipur (Kannauj district)



Natural unprocessed crystal salt in PS at Rae Bareli

[18] "In drought affected areas, mid-day meal shall be supplied even during summer vacation."

The State Government replied (January 2008) that instructions to use iodized salt had been issued and were being reiterated from time to time. The fact remained that instructions of the State Government were not observed by a large percentage of schools.

6.5 Quality testing of cooked MDM

Quality testing of cooked meal was never ensured in spite of several complaints regarding poor quality of MDM

The scheme envisaged supply of fresh, hot and nutritious meals to children to improve their nutritional status. Government issued instructions (December 2004) to all the DMs for sample testing of cooked MDM through food inspectors available in the districts. Food Inspectors were required to keep a watch over the quality of food by sampling as well as tasting and to give suggestions.

The DMs of Agra, Kanpur Nagar and Lucknow engaged NGOs for supply of MDM to 2,500 to 37,260 children per NGO in urban areas throuegh centralized kitchens. The cleanliness of the kitchen run by NGOs and quality of MDM was never checked by Food Inspectors.

No action was taken to get the samples of MDM tested, though Food Inspectors were posted in each district under the Chief Medical Officers (CMOs). The Chief Minister also observed (October 2007) that the current system of serving meals was defective as sub-standard food grains cooked in poor quality edible oil were being served to the children. The CMOs of seven[19] districts replied (August-December 2007) that they were not aware of the instructions and had no orders in this regard. The reply indicated that the DMs did not convey the instructions of Government to the CMOs concerned.

6.6 Non-availability of weighing machines

Despite availability of funds weighing machine were not purchased

Protein-energy malnutrition among the school children could be assessed through weight deficit. A weighing machine was, therefore, required to be supplied to all the schools covered under the MDM scheme to weigh the children and record their weights to take care of the weight deficit cases. Despite availability of Rs 3.61 crore under MME, the Director released (February 2006) Rs.1.20 crore at the rate of Rs 500 per school to 24,040 schools (25 *per cent*) with instructions (May 2006) to the BSAs to transfer the amount in the account of Village Education Committee and ensure procurement of high quality weighing machines for keeping a record of the weight of the children. However, 11 out of 16 test checked districts did not transfer the funds to schools. In the remaining five[20] districts where funds were transferred to schools, weighing machines were not purchased as of December 2007. As a result, weight of the children could not be monitored to ensure the efficiency of the supplementary nutrition provided in the schools under the scheme. No system of periodical health check up was established.

The Government stated (January 2008) that instructions had been issued to the concerned authorities for regular health check up with the co-operation of Health Department and painting of height-weight chart on the wall of schools and that the funds would be provided soon for weighing machines for the remaining schools. Obviously, the instructions of the State Government in this regard were not followed by the functionaries concerned.

6.7 Conclusion

Improvement in the nutritional status of the children was neither ensured through sufficient nutritive value in the meals nor micro-nutrient supplements and de-worming medicines were provided. No system of periodical health check up was introduced. Despite orders of the Supreme Court, children of drought affected areas were not provided MDM during summer vacations.

6.8 Recommendations

- The prescribed quantity of MDM having the prescribed calories and quantity of proteins should be ensured.
- The system of periodical health check up should be introduced to ascertain improvement in the health and nutritional status of the children.

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[19] CMOs of Budaun, Bareilly, Jhansi, Kushinagar, Lucknow, Maharaj ganj and RaeBareli.

[20] Badaun, Gonda, Kanpur Nagar, Kannauj and Shrawasti.

- Wide publicity of the scheme interventions should be made so as to increase public awareness and the children are not deprived of facilities like supply of MDM in drought affected areas during summer vacation.

INFRASTRUCTURE

Scheme guidelines envisaged that kitchen sheds should be constructed in each school to facilitate cooking in schools itself so that fresh and hot cooked meal is served to children. Kitchens were to have a platform for cooking with adequate light, ventilation and arrangement for drainage/waste disposal and should always be kept clean. All ingredients used for cooking were to be free from adulteration and insects. Cooking devices such as chulha, container for storage of food grains and other ingredients and utensils for cooking and serving were to be made available to all schools. All persons engaged in handling of the ingredients and cooking were to be trained in hygienic habits.

7.1 Kitchen sheds

As per the QPR ending March 2007, kitchen sheds were constructed in 59,968 (62 *per cent*) of 96,457 schools by the District Urban Development Agency (DUDA), District Rural Development Agency and under Sarva Shiskha Abhiyan (SSA).

The GOI released Rs. 137.52 crore (November 2006: Rs.79.86 crore and February 2007: Rs. 57.66 crore) for construction of kitchen sheds in 22,920 of the remaining 36489 uncovered schools. However, the State Government released Rs 79.86 crore only to MDM authority as of March 2007. In the test checked districts, Rs. 22.15 crore released for construction of kitchens were kept in PLA and remained unutilized (September 2007). The Government also did not make any provision of funds for repair and maintenance of kitchens.

23 kitchen sheds were in dilapidated condition and 146 were not in use

Out of 253 kitchen sheds in 16 tests checked districts, 23 were in a dilapidated condition and not functional. In seven districts[21] 146 sheds were not in use as MDM was supplied by NGOs from their centralized kitchens.





Kitchens in dilapidated condition at Rae Bareli and MDM cooked out side

The kitchen sheds were constructed by District Urban Development Agency and Gram Pradhans in urban and rural areas respectively. The kitchens constructed were of smaller size and provision for proper ventilation, drainage, waste disposal was not made therein though design of these kitchens were standardised and approved by the Competent Authority.

A few interesting cases noticed in the joint inspection of sample schools in rural areas were as under:

- In 23 schools in four[22] districts, despite availability of kitchen sheds MDM was cooked under the management of Gram Pradhans at their residences. The quality and quantity of food grains and other ingredients of MDM used could not therefore, be checked by school teachers or parents as required in the scheme guidelines. Besides, the hygienic condition of the cooking place also could not be verified. In PS, Khusipura, Jhansi district, Khichadi was brought by the cook from her house.

[21] Agra, Ballia, Bareilly, Etah, Kannauj, Kanpur Nagar and Lucknow.

[22] Etah-9, Kanpur Nagar-6, Jhansi-3 and Kannauj-5.

- MDM for three[23] schools at Jhansi, PS Vishweswar ganj, Ghazipur, PS, Malik Mau-Aima (Rae Bareli) and two[24] schools in Ballia was cooked in the open, under a tree due to unsuitable kitchen sheds.



Kitchen at Gram Pradhan's residence in PS, Mau Dehat, District Jhansi



Cooking MDM under a tree in PS at Ballia

- In PS, Sheopur Nauranga and PS Harijan Chitbargaon (Ballia district), MDM was cooked in class rooms due to lack of ventilation in the kitchens.



Cooking of MDM in class room of PS Sheopur at Ballia



Cooking of MDM in class room of PS Harijan chit baragaon at Ballia

- In two cases, lizard and pests were found in MDM which caused food poisoning and hospitalization of children.

The Government replied (January 2008) that due to lack of training and social practices, some cooks could not take easily to these kitchens and continued with their old ways. It further stated that quality of construction had been found poor at some places. The Government had developed a new improved design costing Rs 60,000 per unit. Funds were being released in a phased manner to cover all the schools with improved kitchen. The cooks were being trained to adopt improved method of cooking.

The reply confirmed that adequate attention was not paid in planning and construction of the kitchens according to the requirements. This resulted in unfruitful expenditure costing Rs 59.15 lakh[25] incurred by State Urban Development Agency on construction of 169 kitchens in urban areas.

7.2 Kitchen Devices

Rs 16.67 crore for replacement of old kitchen devices were not released though 18 per cent of test checked schools had not required utensils

The GOI released Rs.31.40 crore (November 2006: Rs.14.73 crore and March 2007: Rs.16.67 crore) for replacement of old kitchen devices in schools. The State Government however, released only Rs.14.73 crore as of March 2007.

In 16 test checked districts Rs.3.70 crore, out of Rs 14.73 crore released by the Government in November 2006, was lying unutilized (September 2007) in PLA of district BSAs. The schools also did not utilize their School Development Fund[26] (Rs.2000 per annum) up to 2006-07 for purchase of kitchen devices as a result of which 56 (18 *per cent*) of the 320 schools did not

[23] PS Railway Station Mau Dehat Mauranipur,PS Kharkasani Mauranipur and PS Kuchanpura Mauranipur.

[24] PS Dharahra and PS Chilkahar-1

[25] 169 (=23+146) kitchen sheds x Rs.35000 each = Rs 59.15 crore.

[26] Fund made available to schools as annual school grant under Sarva Shiksha Abhiyan.

have sufficient serving utensils, containers for storage of food grains and gas chulhas. In PS, Lohari, Jhansi district, empty paint containers were being used for serving sweet rice (rice cooked with jaggery).





Empty paint container is being used for distributing MDM in P S Lohari school, Jhansi

The Government stated (January 2008) that due to model code of conduct imposed at the time of Assembly elections, money for kitchen devices could not be utilized in time.

The reply was not tenable as kitchen devices could have been purchased from the School Development Fund under SSA.

7.3 Hand Pumps

Potable water was not available in 61 out of 320 test checked schools

According to records of the Directorate, hand pumps were installed in all the 96,457 schools as of March 2007. It was observed during the joint inspection of 320 schools that 28 schools had no hand pumps and in 33 schools water was not being used as it was not potable.



Hand pumps in schools at Shahjahanpur



Hand pumps in schools at Rae Bareli

7.4 Conclusion

Kitchen sheds had not been provided in all schools and large number of shades constructed were not in use. The sheds constructed were also of small size and lacked ventilation and drainage facilities. No provision for repair and maintenance of sheds had been made. Despite availability of funds, school did not have sufficient kitchen devices. In some schools either hand pumps were not there or were not used as water was not potable.

7.5 Recommendations

- Construction of kitchen sheds as per prescribed norms having provision for ventilation and drainage system should be ensured. Provisions for the maintenance of the sheds should also be made.
- In rural areas cooking of MDM should be ensured in the school campus only.
- Availability of potable water should be ensured.
- Adequate kitchen devices for cooking and serving of MDM should be ensured.

ROLE OF NON-GOVERNMENT ORGANISATIONS (NGOs)

The guidelines (December 2004) envisaged that in urban areas where a centralized kitchen set up was possible for a cluster of schools, cooking may, where appropriate, be undertaken in a centralized kitchen and cooked hot meal may be transported under hygienic conditions through a reliable transport system to various schools. Further, it was also mentioned that NGOs had to fulfill, *inter alia,* the following conditions:

- The NGO had to furnish to the Government an Annual Report along with audited statement of accounts on the transportation charges and such other grants received from the Government duly certified by an approved Chartered Accountant.
- The NGO had to furnish a monthly report on lifting, utilization of food grains, number of schools and children covered to the BSAs for onward transmission to the Government/GOI.
- The accounts were open to check by an officer deputed by the GOI or the Government, besides test-check by the Comptroller and Auditor General of India at his discretion.
- NGOs having credentials and capacity to deliver the Programme were to be selected.
- The NGOs were to ensure serving of cooked meals equivalent to 100 grams of dry wheat/rice per child per day.

688 NGOs were deployed for supply of cooked MDM in urban areas. In nine out of the 16 test checked districts, 51 NGOs were engaged ***(Appendix-VII).***

8.1 Submission of accounts and reports

The scrutiny of records of BSAs and joint inspection of NGOs showed:

- NGOs of test checked districts did not furnish annual reports and audited statement of accounts to the Government.
- 34 NGOs of seven districts had not submitted monthly accounts to BSAs as a result thereof food grains consumption and conversion cost could not be verified in audit.

NGOs at Lucknow were provided excess food grains amounting to Rs 18.95 lakh

- The records of NSA and District Manager, FECC, Lucknow revealed that 12 NGOs were issued 3354.16 quintals of excess food grains (***Appendix-VIII***) valuing Rs.18.95 lakh during April 2005 to May 2007. The records of remaining four[27] NGOs were not furnished and excess release of food grains, if any, could not be ascertained.

NGOs at Kanpur Nagar were provided excess food grains amounting to Rs 7.79 lakh and conversion cost of Rs 59 lakh

- The NGO at Kanpur Nagar also did not submit the accounts to the BSA except for November 2004 which showed that 23 *per cent* of funds was utilised on ingredients, 22 *per cent* on fuel and 55 *per cent* on administrative expenditure against prescribed percentage of 70, 10 and 22 respectively. Deficient use of ingredients was bound to affect the quality of MDM adversely. Despite non-submission of monthly accounts by the NGO Kanpur Nagar regular release of food grains and conversion cost by the BSA led to excess release of 1379.30 quintal of food grains valuing Rs 7.79 lakh and conversion cost of Rs. 59 lakh during 2004-07.
- NGOs supplying MDM at Agra, Ballia, Bareilly, Etah, J P Nagar, Kannauj, Kanpur-Nagar, Lucknow and Shahjahanpur did not submit the records of food grains, other ingredients and cooking cost to audit. Consequently, utilization of food grains and conversion cost amounting to Rs 12.54 crore[28] given to these NGOs could not be verified. The Ayukta, Nagar Nigam, Lucknow also did not furnish the records/ replies of audit

[27] Chhangaram Bahuddeshiya Jan Kalyan Samiti, Chhatishgarh Samajik Janchetna Manch ,Uttam Kalyan Trust and Janta Sewa Sansthan.

[28] Does not include cost of food grains given to NGOs at Kannauj and food grains & conversion cost to NGOs at J P Nagar as these were not available.

memos and letter issued by audit and the District BSA Lucknow (December2007) as of January 2008 despite reminders.

Non-submission of reports and audited accounts to the Government led to inadequate monitoring of the performance of the NGOs.

8.2 Infrastructure and capacity of NGOs

NGOs did not have sufficient infrastructure/ capacity for serving MDM condition

It was observed during the joint inspection that:

- The BSA, Kanpur Nagar awarded (October 2004) the work to an NGO- Society for Education & Welfare Awareness (SEWA) without ascertaining the infrastructure and the capability of NGO to supply nutritious and hot cooked MDM to schools located at a distance up to 75 kms away from centralized kitchen (Bilhor) as commented in para 8.3 of the report. Neither the period for which the agreement was effective nor any penalty clause in the event of failure by NGO in supplying MDM was incorporated in the agreement. Similar deficiencies were noticed in the agreement entered into with the NGO's in other test checked districts also.
- In Lucknow, fifteen NGOs were deployed in April 2005 for supply of MDM but four[29] of them left the work in May 2005 and six[30] were black listed between December 2006 and August 2007 due to selling of food grains, preparation of unhygienic meal and for not observing the prescribed menu. No action was taken against NGO (SEWA) at Kanpur Nagar for supplying inferior quality and lesser quantity of meals.

NGOs at Kanpur Nagar and Lucknow unauthorisedly occupied school premises and class rooms for cooking meal

- The NGO at Kanpur Nagar had occupied a major portion of the Community Resource Centre (CRC), Prem Nagar, (Kanpur Nagar district) in which three PSs and one Junior High School were housed and the officials of the CRC and school children were sitting in the verandah due to shortage of space. The NGO did not pay any rent for the place occupied by it. Moreover, the environment of schools was disturbed due to the big kitchen in its campus. Similarly, the NGO at Lucknow had set up its kitchen in a class room and verandah of the PS, Naubasta, Lucknow.



Verandah is being used as classroom in CRC at Kanpur Nagar



Cooking of MDM by NGO in class room at Lucknow

Insufficient infrastructure/ capacity with the NGOs led to their unsatisfactory working and unauthorized occupation of the space in school campus.

8.3 Supply of mid-day meal

In Kanpur Nagar one NGO (SEWA) was awarded (October 2004) the work of serving MDM from a centralized kitchen to the children of 392 schools. Scrutiny of records of the BSA, Kanpur Nagar revealed that:

- School children located at distant places from the kitchen never got hot meals.
- Seasonal vegetables were not used as per requirement of the menu.
- Nagar Shiksha Adhikari (NSA), Kanpur Nagar reported (December 2006) that the NGO had supplied watery Palak dal. Joint inspection of PS, Manpur at Kanpur Nagar revealed that half baked roti and watery dal was served.

[29] Mahila Utthan Evam Gramin Sansthan,Sewa Sahayata Samiti,Priya Darshini Gyanodya Samiti,Nirbal Varga Mahila Shakti Sewa Sansthan

[30] Gramin Evm Nirbal Vikas Sansthan, Ram Mahila Kalyan Samiti, Savitri Gramodyog Sewa Sansthan, Janata Sewa Sansthan, Pahal,Lalita Bhartiya Gramodyog Sansthan,

Meal served were not of prescribed quantity and as per approved menu

- According to Inspection Report (December 2006) of NSA furnished to DM, Kanpur Nagar, the NGO had supplied two light weight *rotis* which could not be of 100 gram and the meal was not supplied timely. The fact was confirmed during joint inspection also as the weight of two chapattis supplied to more than 35,000 children in Kanpur Nagar, was found to be 82-84 gram only.
- The NGO at Kanpur Nagar did not supply *chapattis* or *puri* from October 2004 to December 2006 as it had no machine for making *chapattis*. It supplied rice based meal or *halwa* against the prescribed menu during the said period. This was reported by NSA also to DM, Kanpur Nagar.

During joint inspection of schools of urban areas of Agra, Etah, Kanpur Nagar and the NGOs concerned, it was found that:

- Head mistress of Model Basic Kanya PS, Prem Nagar, (Kanpur Nagar district) stated (August 2007) that children would not take MDM if it did not look good. *Tahari* supplied by the NGO was shown by the Head mistress to the joint inspection team, the very look of which was unappetising (ref: photograph below). A similar complaint was lodged by the children of Basic PS, Anwarganj, Kanpur Nagar. This was reported by NSA also to DM, Kanpur Nagar.



Tahari supplied by NGO at Kanpur Nagar

- Against the prescribed quantity of 25 gram dal (pulses) to be given to each child to provide 5 gram protein, the average quantity of dal used by two NGOs (Acharya Gyani Ram International Shiksha Niketan and Maya Devi Adarsh Shiksha Samiti) for 79 schools at Agra was found to be five to six grams per child only.
- In PS Balak Universal-II, Etah Adarsh Gramodyog Sewa Sansthan, the NGO did not supply hot MDM timely. The quantity of meal supplied was also not sufficient for the children present. This was confirmed by the Head Mistress of Shri Digamber Jain Kanya J H School, Etah and reported (November 2006) to DM, Etah.
- The guidelines envisaged that iodized salt should be used. In joint inspection, it was found that two[31] NGOs of Agra at and two[32] NGO of Lucknow districts were using un-iodised salt packaged in imitated wrappers of reputed firms.

Iodised salt was not used by all the NGOs at Agra and Lucknow



Salt in duplicate wrapper being used by NGOs in Lucknow

Inadequate monitoring of the NGOs by district level authorities resulted in serving of inadequate quantity of meal.

8.4 Conclusion

Non-submission of annual reports / audited accounts by the NGOs to the Government resulted in inadequate monitoring of the performance of the NGOs. NGOs were engaged with out

[31] Suprabhat educational Society and Bhartiya Gramothan Sewa Samiti Agra.

[32] Vishweswar Dayal Madhyamik Vidyalaya Samiti and Help Hands Samajik Sewa Sansthan Lucknow.

ascertaining their infrastructure and capacity which resulted in their unsatisfactory working and unauthorised occupation of space/ class rooms of school buildings. Poor monitoring by DMs/ BSAs resulted in serving of inadequate quantity of meal to children.

8.5 Recommendations

- The NGOs should be asked to furnish monthly accounts of food grains, conversion cost and other ingredients and further releases should be made after adjusting the balances lying with them.
- The NGOs should be asked to furnish annual report along with audited statement of account.
- Vouchers of vegetables and other ingredients purchased/ used should also be checked by task forces to verify the expenditure incurred.
- Supply of MDM should be assigned to NGOs after ensuring their capacity to provide nutritious and hot MDM to children.
- The school campus should not be allowed for cooking of mid-day meal to avoid any hindrance in the teaching-learning process.

REPORTING, MONITORING AND IMPACT EVALUATION

The State Government had issued instructions (June 2004 to January 2006) for formation of village level to State level committees for supervising and serving of Mid-day Meal. Due to non-compliance of these instructions by the committees the Government ordered (March 2006) formation of District level and Block level task forces with twelve[33] and eight[34] members under the chairmanship of the DM and the Sub District Magistrate respectively and prescribed a check-list for adequate and effective monitoring of the scheme. Each member of the task force was required to inspect five schools every month so that all the schools were covered every three months.

9.1 Inspection by task force

Task force visited 65 to 69 *per cent* of schools only

The task forces visited 77,765 (65 *per cent*) as against 1,19,426 targeted school/centres during the quarter ending December 2006 and 83,932 (69 *per cent*) as against 1,21,583 targeted schools/centres during quarter ending March 2007. The reports for the period April 2006 to September 2006 were not produced.

In 15 out of 16 test checked districts, task forces were constituted between April 2006 and August 2006. The task force in Jhansi district had not been constituted as of September 2007. While the task forces inspected 1822 schools in eight test checked districts[35] during 2006-07, the reports of task forces in respect of remaining eight districts[36] were not available with the district BSAs concerned. The Director, MDM authority in its reports had, however, shown 39636 schools were inspected in these districts during October 2006 to March 2007. While BSA, Jhansi stated (September 2007) that formation of task force was under process, the Director had shown 2,329 schools were inspected by task forces during October 2006 to March 2007. In Lucknow, the task force was constituted in August 2006 and only one member[37] had visited (September 2006) six schools till March 2007 against which the Director reported 2486 visits by the task force during October 2006 to March 2007. In respect of the test checked 320 schools, the task forces had not visited 239 (75 *per cent*) schools.

Number of visits by the task forces was inflated

The reports of the task forces for the period October 2006 to March 2007 showed that out of 1.62 lakh schools, meal was not distributed in 2,086 schools, quantity of meal served was less than the prescribed quantity in 1,151 schools, prescribed menu was not followed in 3,589 schools and the quality of meal was unsatisfactory in 1,723 schools. No action was taken by the DM/ State Government on the deficiencies pointed out in these reports.

The numbers of schools shown as covered by the task forces during October 2006 to March 2007 was, thus doubtful. Also no follow up action was taken on the findings of task forces. Thus, the objective of formation of task forces to inspect all the schools every three months to monitor the implementation of the scheme remained unfulfilled.

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[33] DM,Chief Development Officer,District Inspector of schools,District Programme Officer,District BSA,District Supply Officer,CMO,Dy CMO,District Development Officer, Project Director DRDA,District Social Welfare Officer and District Panchayat Raj Adhikari.

[34] SDM,ABSA/SDI,Block Development officer,Medical Officer Incharge Primary Health Cener,Asstt.Development Officer Panchayat., Nayab Tehasildar, Supply Inspector and one member nominated by SDM.

[35] Ballia,Bareilly Budaun, Gonda, JP Nagar,Kannauj,Kanpur Nagar and Lucknow.

[36] Agra, Etah,Ghazipur,Jhansi,Kushinagar, Rae Bareli,Shahjahanpur and Shrawasti.

[37] District Programme Officer, Lucknow.

The Government replied (January 2008) that the audit observations had been taken into consideration to make the monitoring effective.

9.2 Non-maintenance of records

The scheme guidelines provide maintenance of records of food grains and cooking cost by the implementing agencies and NGOs. The guidelines also envisaged displaying of information regarding quantity of food grains received, utilized, other ingredients purchased and utilized, and number of children benefited under MDM scheme at school level.

During the joint inspection of schools, it was noticed that:

- Teachers of 112 (37 *per cent*) of the 320 schools were helping in maintenance of records relating to food grains to be maintained by Gram Pradhans.
- Records of receipts and utilization of food grains were stated to have been maintained in respect of 114 (36 *per cent*) of the 320 schools but no records were submitted to the joint inspection team for verification. In the remaining 206 (64 *per cent*) schools, records were not maintained.
- Non-submission/maintenance of records by NGOs of test checked districts for utilization of food grains and conversion cost amounting to Rs 12.54 crore[38] could not be verified in audit.

Due to non-maintenance of records by NGOs, expenditure of Rs 12.54 crore could not be verified

The Government stated (January 2008) that record of children availing of MDM, were kept at school level and instructions were issued to the concerned DMs to call for the explanation of NGOs which have not submitted the records.

The reply was not satisfactory as the records of food grains and conversion cost were to be maintained by the concerned implementing agencies. Thus, due to non-maintenance/non-furnishing of records, actual utilisation of food grains and conversion cost was not ascertainable.

9.3 Periodical returns

9.3.1 Quarterly Progress Report

QPRs were furnished late; delay ranging from three to nine months

Scheme guidelines envisaged that Quarterly Progress Report (QPR) in the prescribed seven forms[39]seeking information on important parameters of the scheme such as number of children availing of MDM, food grains, infrastructure, utilization of funds and monitoring meetings held during the quarter etc. were to be sent to the GOI within one month after the end of every quarter. This was the main tool for monitoring the scheme. However, QPRs were sent to GOI with delays ranging from three months to nine months.

The Director stated (October 2007) that there were delays in receipt of QPRs from field offices and consequent delay in compilation of figures at Directorate level. This indicated lack of effective monitoring to obtain the timely data from the field.

9.3.2 Utilization Certificates

UCs in respect of food grains were not obtained

As per the guidelines, Utilisation Certificates (UCs) in respect of Central assistance provided by way of (a) food grains, (b) cooking cost and (c) MME expenses were to be sent to GOI on 30 June and 30 September respectively of the following year. The Director had not called for the details of utilization of food grains and conversion cost from the implementing agencies at the school level. UCs for conversion cost and MME for the year 2004-05 and 2006-07 based on releases made were sent in February 2006 and June 2007 respectively. No UC was sent for 2005-06.

The BSA, Lucknow stated that UCs of food grains and conversion costs were not received from Gram Panchayat and Nagar Ayukta, Nagar Nigam, Lucknow and utilization of food

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[38] Does not include cost of food grains given to NGOs at Kannauj and food grains & conversion cost to NGOs at J P Nagar as these were not available.

[39] 1. Coverage of schools/children 2.Progress of provision of infrastructure 3.Arrangements for cooking 4.Progress of offtake of Food grains 5.Utilization of cooking cost and MME 6 Implementation of Programme in drought affected areas and 7. Monitoring & Evaluation. .

grains and conversion cost mentioned in the QPRs computed on the basis of number of days and beneficiaries. A similar procedure was adopted in other test checked districts also.

9.4 Mid-Day Meal scheme affected teaching/learning

The scheme provided for payment of wages to cooks and helpers from Central assistance and to restrict assigning responsibility relating to MDM scheme to teachers in any circumstances, except that the Head master/ mistress was responsible for ensuring that good quality wholesome food was served to children and actual serving and eating was undertaken in a spirit of togetherness, under hygienic conditions, and in an orderly manner. However, during joint inspection, it was noticed that:

- Of the 320 schools, the teachers in 63 schools were involved in purchase of vegetables and they helped in serving MDM in 267 schools. In 198 schools, teachers stated that due to MDM, they had less time for teaching.
- Children of six[40] PSs were involved in cooking MDM affecting adversely their learning process.
- Lifting food grains from fair price shops and supply of MDM was made by an assistant teacher of Poorva Madhyamik Vidyalya, Mustafabad, Rae Bareli since December 2005.



Children engaged in cooking MDM at Shahjahanpur and Ghazipur

- Class rooms were being utilized as store room for food grains and for cooking MDM which resulted in less availability of space to children.

Involvement of children and teachers for helping preparation of MDM and utilization of class rooms for stores/ cooking meals affected the teaching and learning process of children.

9.5 Safety and Hygiene

The MDM scheme was expected to be implemented with the utmost regard to safety and hygiene. It was observed during joint inspection that:

- MDM was cooked in the class rooms in 14 schools of six districts.[41]



[40] Dharmapur, Ballia, Gauspur Bujurg-I and Martinganj, Ghazipur, Sharda Sadan, Jhansi, Mahanandpur,Rae Bareli and Rujtan Kala, Khutar, Shahjahanpur

[41] Ballia, Kannauj, KushiNagar, Lucknow-2,Raebareli-4 and Shahjahanpur-5.

Cooking of MDM in Class room at Lucknow

Cooking of MDM in Class room at Ghazipur

69 *per cent* of test checked schools were using fire wood for cooking MDM

- As use of firewood was to be discouraged and smokeless chulhas preferably gas chulhas were to be used, 34,005 schools were provided with gas based cooking facilities up to March 2007. However, out of 254 test checked schools[42] where MDM was cooked, only 79 schools (31 *per cent*) were using gas chulhas and the remaining 69 *per cent* schools were using fire wood.





Using fire wood in PS Jagdeeshpur and PS Rujahankala, Rae Bareli

- Persons engaged in cooking and serving the MDM were to be trained in hygienic habits and had to wash their hands and feet with soap before commencement of cooking/ serving. However, thirty three (10 *per cent*) cooks out of 320 engaged in preparing MDM did not have neat and clean dress and MDM was served without cleaning hands and in an unhygienic way in two schools at Kanpur Nagar and Ghazipur.

In all test checked districts children did not wash their hands before taking meals

- MDM was to be used as a vehicle to inculcate hygienic habits among the children. They were to be encouraged to develop habits like washing their hands with soap before taking meal, using clean utensils, avoiding littering and wastage of food. An interview of response of a group of five girls and five boys each in 320 test checked primary schools showed that they were not cleaning their hands before taking their meals.

Only in five[43] (two *per cent*) out of 320 test checked schools the scheme was implemented very well. Teachers had taken care of supply of required quantity and quality of meals being served to the children. They were also very particular about the cleanliness and hygiene. Thus, proper attention towards safety and hygiene was not paid in most of the schools.

9.5.1 Use of unhygienic ingredients

Ingredients used for MDM were not properly cleaned

During joint inspection of schools it was found that:

- In 18 of the 320 schools, rice and vegetables were not cleaned properly before being cooked.
- Insect affected vegetables were found being served in PS, Mahamood Nagar-I, Malihabad, Lucknow. The Gram Pradhan assured the joint inspection team that in future due care would be taken.
- In PS Mahipat, Mau at Kakori, Lucknow and Kanya PS Khair Nagar, Kannauj, rotten vegetables were found.

[42] In running 66 schools (320-254), MDM were being supplied through centralized kitchen.

[43] PS Dabkaia Agra, PS Gur Sarai and PS Sharda Sadan Nagar Chhetra .Jhansi. PS Ravindra Nagar Kushinagar and PS Atsalia Shahjahanpur.



Rotten vegetables for MDM at Lucknow



Rotten vegetables for MDM at Kannauj

The Government stated (January 2008) that an honest attempt had been made to keep teachers free from any piece of work pertaining to MDM. It was further stated that the children being in their charge, they ought to supervise any feeding programme being implemented in schools and instructions have been issued to keep kitchen neat and tidy and keep strict vigil on hygiene.

9.6 Monitoring

The scheme guidelines envisaged management and monitoring of the programme through Steering-cum-Monitoring Committees (SMCs) at four levels viz. National, State, District and Block levels. In their respective jurisdiction, SMCs were generally to guide the various implementation agencies, assess the impact of the scheme and take remedial measures where necessary and mobilize community support. According to the GOI guidelines, the State-level SMCs were expected to meet at least once every six months, and the District and the Block level SMCs at least once in a quarter. The Government, however, fixed (July 2006) the periodicity of meetings quarterly for State and monthly for district and block levels to ascertain the implementation and take corrective measures where necessary. Scrutiny of records, however, revealed:

Monitoring at each level was inadequate

- State level SMC was created in August 2007. This indicated that no proper monitoring mechanism was available during 2004-07.
- Records of the BSAs of the test checked districts revealed that DMs of eight districts had one to 10 meetings during September 2004 to March 2007 while the remaining eight had no meeting during this period which indicated that monitoring at district level was poor.
- No reports of block level meetings were available in the districts which indicated that monitoring was not done at blocks.

Thus, there was lack of proper monitoring at all the three levels which led to poor performance of the scheme.

The Government stated (November 2007) that all BSAs/Asst. BSAs were being trained for monitoring the scheme. It further stated (January 2008) that the frequency of monitoring had been raised at block levels and DMs had been instructed to ensure regular meeting of district level task force/ monitoring committee. At State level, every possible effort was made to make monitoring effective as was reflected in the decisions of the Government taken from time to time for improvement in the scheme's functioning during 2002-07 and the position reported to the GOI through QPRs.

The reply was not tenable as position shown in QPRs was not analysed at any level in the State and the scheme was not properly monitored as a result of which the intended objectives of the scheme were not attained.

9.7 Error Signals

Regular complaints (8) and news paper clippings (39) from December 2005 to January 2008 relating to 57 institutions in 27 districts indicated that cases of food poisoning, poor quality of meal and presence of insects in MDM were persisting (***Appendix-IX a & b***). Action taken on the complaints was not intimated (December 2007). In respect of the complaint against NGO at Kanpur Nagar the Government, however, stated (January 2008) that instructions had been issued to the DM to call for an explanation of the NGO. As of January 2008 no action was, however, initiated against the NGO.

Despite deficiencies having been pointed out in CAGs report ending March 1999, these shortcomings persisted

Paragraph 3.1 of the Report of the Comptroller and Auditor General's Audit Report (Civil), Government of Uttar Pradesh for the year ended March 1999 brought out variation in enrollment data, unauthorized accumulation/issue of food grains, loss of food grains, irregular payment of transportation cost, undue benefit to FPSKs, non-conducting of evaluation through an independent agency, etc. in implementation of the Scheme. The Public Accounts Committee (PAC) had also made 19 recommendations during October 2000 to May 2001. The Education Department furnished action taken note on the recommendations of the PAC after a lapse of five years only in June 2006 stating that vigilance enquiry was in process in 14 cases (**Appendix-X**) and the scheme has been formulated keeping in view the recommendation of the PAC. The current performance audit, however, revealed that deficiencies as brought out in the afore-mentioned Report of the CAG, persisted indicating appropriate lessons had not been learnt at different levels of governance.

9.8 Evaluation

Annual evaluation to assess the impact of the scheme was not done

The guidelines provide that at least one evaluation study be conducted each year through an external agency utilizing 15 *per cent* funds released under MME.

Though funds under MME for this purpose were available, evaluation of the scheme was not conducted as of December 2007.

The Government stated (September 2007) that evaluation to assess the impact of the scheme through an external agency was not conducted in the absence of nomination of agencies. The reply was not tenable as the GOI had issued instruction (September 2004) to conduct the evaluation of the scheme through the agency nominated for SSA. Subsequently, it nominated (September 2006) four agencies[44] for evaluation of the MDM scheme. The Government further stated (January 2008) that evaluation was to be carried out by Indian Institute of Management, Lucknow for which terms of reference were under finalization.

9.9 Conclusion

Task forces had not inspected prescribed number of schools. The available stock of food grains and conversion cost was neither displayed in the schools nor were their records maintained by the implementing agencies. QPRs were sent to GOI very late and UCs from implementing agencies were not obtained. Teachers and children were involved in cooking of MDM and proper attention towards safety and hygiene was not paid. The performance of the scheme was neither adequately monitored nor got evaluated by any external agency.

9.10 Recommendations

- Regular visit by task forces should be ensured and necessary action taken on their reports. Timely submission of quarterly progress reports to GOI should also be ensured.
- Maintenance of accounts of food grains and conversion cost by the implementing agencies and their submission to BSAs should be ensured. The available quantity of food grains and the amount of conversion cost should also be displayed daily in the schools.
- Utilisation certificates from implementing agencies should be obtained by the BSAs regularly to monitor implementation of the scheme and the expenditure thereon.
- Teachers and children should not be involved in cooking MDM and proper attention on safety and hygiene aspect of the scheme should be paid.
- The performance of the scheme should be got evaluated by any external agency.

[44] Giri Institute of Social Science, Lucknow; G B Pant Social Science Institute, Allahabad; Centre of Advance Development Research, Lucknow and Lucknow University, Lucknow.

Appendix-I

(*Reference:* **Paragraph 2.1)**

District-wise details of children enrolled as shown in the records of MDM Authority and in the offices of BSAs

District	2004-05			2005-06			2006-07			Total		
	As per Directorate	As per BSA	Difference	As per Directorate	As per BSA	Difference	As per Directorate	As per BSA	Difference	As per Directorate	As per BSA	Difference
Lucknow	234361	221553	12808	235773	215630	20143	215679	210404	5275	685813	647587	38226
Etah	319353	319183	170	358376	344919	13457	372964	372964	0	1050693	1037066	13627
Rae Bareli	306179	302745	3434	330120	322068	8052	334117	329973	4144	970416	954786	15630
Shahjahan pur	339618	339016	602	354839	346184	8655	376041	365964	10077	1070498	1051164	19334
Bareilly	392327	366284	26043	410384	384690	25694	412006	400375	11631	1214717	1151349	63368
Gonda	389138	352636	36502	483343	387146	96197	397924	384536	13388	1270405	1124318	146087
Budaun	392216	284521	107695	446559	268186	178373	439836	300687	139149	1278611	853394	425217
J P Nagar	178299	187819	-9520	158469	154604	3865	152243	152543	-300	489011	494966	-5955
Shrawasti	127036	110786	16250	131437	123302	8135	129928	126452	3476	388401	360540	27861
Ballia	318267	298670	19597	356245	319971	36274	347556	338682	8874	1022068	957323	64745
Kanpur Nagar	185659	184345	1314	26412	193227	-166815	187212	190157	-2945	399283	567729	-168446
Jhansi	168403	161056	7347	173461	169230	4231	174906	172049	2857	516770	502335	14435
Kushinagar	349764	294558	55206	397706	358508	39198	395617	397706	-2089	1143087	1050772	92315
Agra	288605	284554	4051	300191	292869	7322	294160	294160	0	882956	871583	11373
Kannauj	170503	167194	3309	173231	171119	2112	179786	179786	0	523520	518099	5421
Ghazipur	332932	343371	-10439	373553	347274	26279	394665	373553	21112	1101150	1064198	36952
Total	**4492660**	**4218291**	**274369**	**4710099**	**4398927**	**311172**	**4804640**	**4589991**	**214649**	**14007399**	**13207209**	**800190**

Note: In 14 districts figures have been inflated by 974591 and in two districts it was understated by 174401 .

Appendix-II (a)
(*Reference:* **Paragraph 2.1**)

Enrollment data for different months in 16 blocks of Shahjahanpur district as furnished by the concerned Assistant BSAs

Sl No	Block	10/06	11/06	12/06	01/07
1	Bhawal Khera	32631	30199	32097	32097
2	Dadraul	24604	24604	24994	24994
3	Kaanth	23476	23476	23897	23897
4	Madnapur	23779	23779	24890	24890
5	Kalalabad	30887	31548	31548	31548
6	Mirzapur	20487	22447	24060	24060
7	Kalan	18131	21722	21722	21722
8	Tilhar	23678	23678	23803	23803
9	Katra	18696	18696	18349	18349
10	Jaitipur	22520	22520	22833	22833
11	Nigohi	22112	22112	22952	22952
12	Puwayan	21583	21583	22617	22617
13	Sidhari	25060	25060	25030	25030
14	Banda	23704	24091	24114	24114
15	Khutar	15333	14480	14971	14971
16	Nagar	9891	9891	10592	10786
Total		356572	359886	368469	368663

Appendix-II (b)
(*Reference:* Paragraph 2.1)

Different enrollment data furnished by Assistant BSAs to BSAs for food grain and conversion cost for the same month

Name of the District, Block	Sl. No.	Name of the Primary School	No. of the Enrolled Students for		Difference %
			Food Grains	Conversion Cost	
BAREILLY, Kyara(July '07)	1	PS Bari Nagla	204	221	-8%
"	2	PS Vabhiya	304	405	-33%
"	3	PS Pargawan	273	280	-3%
"	4	PS Kandharpur	679	800	-18%
"	5	PS Lakhaura	355	389	-10%
"	6	PS Chaneheti	252	290	-15%
"	7	PS Chaneheta	209	178	15%
"	8	PS Bukhara	352	320	9%
"	9	PS Mirzapur	209	225	-8%
"	10	PS Umarsiya	318	347	-9%
"	11	PS Sirsa	309	287	7%
"	12	PS Naveen Nagar	609	640	-5%
"	13	PS Behjuiya Jageer	150	258	-72%
"	14	PS Sena	355	309	13%
"	15	PS Jogi Dher	411	368	10%
"	16	PS Maheshpur Thakuran	192	254	-32%
"	17	PS Raundhi	343	374	-9%
"	18	PS Chaubari	191	394	-106%
"	19	PS Dauli Raghuwarpur Dayal	319	390	-22%
"	20	PS Dhura Raghavpur	266	298	-12%
Budaun, Dataganj(July '07)	1	PS Azampur	268	210	22%
"	2	PS Nagariya Khanu	172	148	14%
"	3	PS Kataura	10	90	-800%
"	4	PS Sherpur	244	195	20%
"	5	PS Lalpur Khadar	183	145	21%
"	6	PS Puran Bheda	167	130	22%
"	7	PS Kundra Majhra	247	190	23%
"	8	PS Jalebi Magla	165	145	12%
"	9	PS Biharipur Ajab	134	105	22%
"	10	PS Kauli	332	290	13%
"	11	PS Saijani	444	360	19%
"	12	PS Kaji Kheda	107	125	-17%
"	13	PS Mudiya Kheda	149	80	46%
"	14	PS Chingari	258	21	92%
"	15	PS Bhakatpur	276	220	20%
"	16	PS Baksena	578	460	20%
"	17	PS Salempur	474	390	18%
"	18	PS Kalaura	341	280	18%
"	19	PS Atsena	105	90	14%
"	20	PS Baura	167	140	16%

Budaun, Kadarchowk(July '06)	*1*	PS Kadarchowk	310	250	19%
"	*2*	PS Simariya	99	110	-11%
"	*3*	PS Labhari	48	500	-942%
"	*4*	PS Simra Labhari	157	180	-15%
"	*5*	PS Simra	115	135	-17%
"	*6*	PS Gariya Mohammed Noorpur	104	100	4%
"	*7*	PS Lalua Nagla	60	70	-17%
"	*8*	PS Khanjan Nagla	94	80	15%
"	*9*	PS Noorpur	370	410	-11%
"	*10*	PS Lalupur Nagariya	65	50	23%
"	*11*	PS Manua Nagla	75	90	-20%
"	*12*	PS Tatarpur	227	210	7%
"	*13*	PS Kakaura	442	570	-29%
"	*14*	PS Khunni Nagla	60	70	-17%
"	*15*	PS Kashi Nagla	110	120	-9%
"	*16*	PS Banne Bagla	62	60	3%
"	*17*	PS Gangi Nagla	160	180	-13%
"	*18*	PS Ginse Nagla	106	80	25%
"	*19*	PS Dhaukan Nagla	50	40	20%
Budaun, Salarpur (Aug. '06)	*1*	PS Bilhat	385	415	-8%
"	*2*	PS Nadauliya	181	180	1%
"	*3*	PS Navada	10	108	-980%
"	*4*	PS DADMai	225	243	-8%
"	*5*	PS Binawar	446	475	-7%
"	*6*	PS Malikpur	120	126	-5%
"	*7*	PS Paliya Jhanda	238	239	0%
"	*8*	PS Repura	351	372	-6%
"	*9*	PS Sikrodi	450	486	-8%
"	*10*	PS Narkheda	160	161	-1%
"	*11*	PS Aherwara	83	78	6%
"	*12*	PS Barkheda	198	218	-10%
"	*13*	PS Kanha Nagla	179	225	-26%
"	*14*	PS Sadullapur Bhitara	189	266	-41%
"	*15*	PS Padauliya	169	167	1%
"	*16*	PS Barat Ghar	209	228	-9%
"	*17*	PS Silhari	172	161	6%
"	*18*	PS Kartauli	342	347	-1%
"	*19*	PS Mohammed Nagar	42	40	5%
"	*20*	PS Hassan Nagar	48	40	17%
Budaun, Samrer(Aug '06)	*1*	PS Kama	226	235	-4%
"	*2*	PS Dheerawari	110	94	15%
"	*3*	PS Dharmpur	68	49	28%
"	*4*	PS Sitabnagar	65	58	11%
"	*5*	PS Mehtabnagar	159	128	19%
"	*6*	PS Khurdi	171	136	20%
"	*7*	PS Seerjailal	63	100	-59%
"	*8*	PS Simraiya	119	82	31%
"	*9*	PS Sakatpur	125	91	27%

"	*10*	PS Kolhai	208	169	19%
"	*11*	PS Gada	351	172	51%
"	*12*	PS Tigulapur	267	220	18%
"	*13*	PS Gangpur	61	46	25%
"	*14*	PS Kauri	285	226	21%
"	*15*	PS Chitmuri	95	66	31%
"	*16*	PS Perha	178	114	36%
"	*17*	PS Jhuksa-I	248	175	29%
"	*18*	PS Jhuksa-II	233	199	15%
"	*19*	PS Khaleelpur	99	83	16%
"	*20*	PS Baura	257	220	14%

Appendix-III
(Reference Para 3.1.2)
Details of funds received and utilised by District Nodal Officers for conversion cost in the test checked districts

(Rs in Lakh)

Districts	2004-05			2005-06			2006-07		
	Receipt	Expenditure	Balance	Receipt	Expenditure	Balance	Receipt	Expenditure	Balance
Lucknow	265.89	211.63	54.26	425.18	355.56	69.62	631.39	609.44	21.95
Etah	383.06	383.06	00	579.37	579.37	00	1008.56	1002.00	6.56
Rae Bareli	362.40	362.40	00	555.47	555.47[45]	00	916.45	789.84	126.61
Jyotiba P Nagar	172.13	108.65	63.48	323.47	234.93	88.54	432.50	371.33	61.17
Shahjahan pur	402.20	299.98	102.22	718.36	546.09	172.27	1069.13	956.99	112.14
Bareilly	00	00	00	711.76	680.33	31.43	1131.78	1131.53	0.25
Kushinagar	353.51	346.85	6.66	634.56	529.96	104.60	1002.24	804.99	197.25
Gonda	423.21	423.21	00	705.98	705.98	00	1102.87	1102.87	00
Budaun	257.39	257.39	00	711.56	711.56	00	1187.16	1037.64	149.52
Shrawasti	138.53	138.53	00	230.47	230.47	00	364.93	314.50	50.43
Ballia	350.20	350.20	00	577.40	577.40	00	824.36	824.34	0.02
Kanpur Nagar	192.44	196.83	-4.39	529.26	529.26	00	458.52	467.92	-9.40
Jhansi	94.31	94.31	00	64.03	64.03	00	412.76	412.76	00
Agra	419.35	405.25	14.10	523.59	523.59	00	827.89	827.89	00
Kannauj	168.89	168.89	00	309.32	309.32	00	482.52	482.52	00
Ghazipur	337.35	326.35	11.00	604.01	614.00	-9.99	888.89	882.32	6.57
Total	**4320.86**	**4073.53**	**247.33**	**8203.79**	**7747.32**	**456.47**	**12741.95**	**12018.88**	**723.07**

[45]Including Rs 113.03 lakh pertaining to SCP was surrenderd in March 2006

Appendix IV
(Reference Para 4.2.2)

Variation in consumption of foodgrains and conversion cost (in per cent) in the test checked districts

Districts	2004-05			2005-06			2006-07		
	Foodgrains	Conversion cost	Difference	Foodgrains	Conversion cost	Difference	Foodgrains	Conversion cost	Difference
Gonda	100	100	00	100	100	00	100	100	00
Shrawasti	100	100	00	100	100	00	100	86	14
Jhansi	100	100	00	100	100	00	100	100	00
Kannauj	100	100	00	100	100	00	100	100	00
Lucknow	94	100	-6	72	100	-28	95	100	-5
Ballia	85	100	-15	92	100	-8	76	100	-24
Etah	73	100	-27	97	100	-3	100	99	1
Kanpur Nagar	67	100	-33	30	100	-70	35	100	-65
Rae Bareli	55.93	100	-44.07	83.52	80	3.52	98.73	99	-.27
Bareilly	173	NA		76	96	-20	85	100	-15
Kushinagar	100	98	2	100	84	16	100	80	20
Ghazipur	100	97	3	100	100	00	100	99	1
Jyotiba P Nagar	100	63	37	100	73	27	98	86	12
Shahjahan pur	94	75	19	83	76	7	80	90	-10
Budaun	89	74	15	74	100	-26	88	87	1
Agra	74.40	96	-21.60	108.70	100	8.70	98.06	86	12.06

Appendix-V
(Reference Para 6.1)

Detail of menu, Caloric value and Protein

(Weight in gram)

Menu	Quantity of food grains, Calorie (C) and Protein (P)							
	Wheat chapatis•	**Ghee/ Oil**	**Dal (Pulse)**	**Vegetables/ Soya beans**	**Rice**	**Milk**	**Sugar**	**Total**
Roti and vegetable mixed Dal	100 (C) 267 (P) 8	05 (C) 45	25 (C) 70 (P) 5	50 (C) 25				(C) 407 (P) 13
Rice-Vegetable/ Sambhar-Soyabean		14 (C) 126		60 (C) 30 (P) 05	100 (C) 340 (P) 08			(C) 496 (P) 13
Sweet Rice/Kheer					100 (C) 340 (P) 08	100 ml (C) 187 (P) 06	30 (C) 105	(C) 632 (P) 14
Puri-vegetable-soyabean	100 (C)267 (P) 08	14 (C) 126		60 (C) 30 (P) 05				(C) 423 (P) 13

•Source: Guide line of NP-NSPE, 2006

Appendix-VI
(*Reference:* Paragraph 6.1)

Quantity of food grains cooked and calories and proteins obtained on the day of joint inspections

Districts	NAME OF PRIMARY SCHOOL/NGO	NUMBER OF CHILDREN (no. of primary schools)	QUANTITY COOKED (Kg)		QUANTITY PER CHILD (gm)		Calories obtained from quantity of Column 5		Proteins obtained from quantity of Column 5
1.	2.	3.	4.		5.		6.		7.
			Rice/wheat	Dal/ Besan	Rice/ wheat	Dal/ Besan	Rice/ Wheat	Dal/ Besan	in grams
Lucknow	Saraiya	354	6		17		57.8		1.36
	Saidpur Navin	132	7		53		180.2		4.24
	Saidpur Maheri	107	5		47		159.8		3.76
	Takia	70	5		71		241.4		5.68
	Khushrai	181	3.5		19		64.6		1.52
Rae Bareli	Malik Mau Aima	49	3		61		207.4		4.88
	Madhukarpur Prachin	174	10		57		193.8		4.56
	Jagdeeshpur	239	13		54		183.6		4.32
	Shekhwarpur	98	5		51		173.4		4.08
Kanpur Nagar	SEWA-NGO	33000(395 schools)	2399		73		248.2		5.84
	P.S.Sarsaul	221	15		68		231.20		5.44
Agra	Bhartiya Gramo Uthan samiti (NGO)	6000(72 schools)	135		23		78.2		1.84
	Gyani Ram Antarashtriya Siksha Niketan (NGO)	2400(36 schools)	75	12	31	5	105.4	14	3.48 (2.48+1)
	Maya Devi Adarsh Shiksha Samiti,(NGO)	5000(43 schools)	300	30	60	6	204	16.8	6.00 (4.80+1.2)
Kannauj	P.S.Nasarapur	204	08	02	39	10	132.60	28.00	5.12(3.12+2.00)
Etah	Khushrai	181	03	0.5	17	3	57.8	2.1	1.78 (1.36+0.42)

No. of districts: 06
No. of schools: 558
No of children: 48410

APPENDIX –VII
(Reference: Para 8)
List of NGOs in the test checked districts

1 Lucknow (16)

i. Chhattisgarh Samajik Jan Chetna Manch,
ii. Vishvambhar Dayal Madhyamik Vidyalay Samiti,
iii. Lalita Bhartiya Gramodyog Sansthan,
iv. Pahal,
v. Janata Sewa Sansthan,
vi. Chhangaram Bahuddeshyiy Jan Kalyan Samiti,
vii. Help Hands Samajik Sewa Sansthan,
viii. Savitri Gramodyog Sewa Sansthan,
ix. Gramin Evm Nirbal Vikas Sansthan,
x. Nav Sristi,
xi. Ram Maliha Kalyan Samiti.
xii. Mahila Utthan Evam Gramin Sansthan,
xiii. Sewa Sahayata Samiti,
xiv. Priya Darshini Gyanodaya Prashikshan Samiti,
xv. Nirbal Varga Mahila Shakti Utthan
xvi. Uttam Kalyan Trust

2. Kanpur Nagar (01)

i. Sewa Sansthan

3. Kannauj (08)

i. Manav Kalyan Evam Gramin Vikas,
ii. Late Subhas Chandta Shikshan Sansthan,
iii. Nehru Gramodyog Ashram,
iv. S K Gramodyog Sewa Sansthan,
v. Dr Ram Manohar Lohia Mahila Utthan,
vi. Janata Samaj Sewa Sansthan,
vii. Bapu Gramin Vikas Sansthan,
viii. Hari Om Gramodyog Sewa Sansthan

4. Agra (05)

i. Bhartiya gramo uthan samiti
ii. Gyani ram anterrastri shiksha niketan
iii. Maya devi adarsh shiksha samiti
iv. Suprabhat educational society kailashpuri
v. Utthan

5. Shahjahanpur (05)

i. Ushnapuri Welfare Society,
ii. Gram Vikas Sewa Sansthan,
iii. Bharteeya Chetana Samiti,
iv. Ashok Sjksha Sansthan,
v. Pt Pyare Lal Samiti

6. Bareilly (04)

i. Rashtriya Nirbal Utthan Sansthan,
ii. Aman Sewa Sansthan,
iii. Chetana Sewa Sansthan
iv. Shing Rishi Sewa Sansthan

7. J P Nagar (03)

i. Royal Manav Mitra Sewa Samiti,
ii. Saghan Kshetra Vikas Samiti,

iii. Aarya Navyug Shiksha Samiti.

8. Etah (08)

i. Aadarsh Gramodyog Sewa Sansthan,
ii. Shiv Gramodyog Sewa Sansthan,
iii. Swadeshi Vichar Mandir Krishi Vikas Evm Gramodyog,
iv. Promoov Social Welfare Society,
v. Asharfi Gramodyog Sansthan,
vi. Shyam Gramodyog Sansthan,
vii. Janheetkari Sewa Samiti,
viii. Gramin Vikas Sewa Sansthan.

9. Ballia (01)

i. Prayas

APPENDIX –VIII
(Reference: Para 8.1)
Details of excess release of food grain to NGOs in Lucknow

Sl. No.	Name of NGO	Period	Beneficiary student days	Quantity of food grains made available	Quantity of food grains required	Excess release of food grains
				(in quintals)		
1	Savitri Gramodyog Sewa Sansthan	April, 05-May, 05	58998	83.31	58.998	**24.312**
		July, 05-May, 06	691156	1084.6	691.156	**393.444**
		July, 06-May, 07	662415	732.87	662.415	**70.455**
		Total	**1412569**	**1900.78**	**1412.569**	**488.211**
2	Pahal	April, 05-May, 05	94481	105.57	94.48	**11.09**
		July, 05-May, 06	611616	1001.19	611.62	**389.57**
		July, 06-May, 07	466433	896.45	466.43	**430.02**
		Total	**1172530**	**2003.21**	**1172.53**	**830.68**
3	Vishvambhar Dayal Madhyamik Vidyalay Samiti	April, 05-May, 05	49349	62.58	49.35	**13.23**
		July, 05-May, 06	342986	458.2	342.99	**115.21**
		July, 06-May, 07	524224	638.2	524.22	**113.98**
		Total	**916559**	**1158.98**	**916.56**	**242.42**
4	Lalita Bhartiya Gramodyog Sansthan	April, 05-May, 05	62423	61.98	62.42	**-0.44**
		July, 05-May, 06	581271	823.4	581.27	**242.13**
		July, 06-May, 07	552970	774.95	552.97	**221.98**
		Total	**1196664**	**1660.33**	**1196.66**	**463.67**
5	Gramin Evm Nirbal Vikas Sansthan	April, 05-May, 05	0	45.09	0	**45.09**
		July, 05-May, 06	403638	480.8	403.638	**77.162**
		July, 06-Dec, 06	384096	459.76	384.096	**75.664**
		Total	**787734**	**985.65**	**787.734**	**197.916**
6	Ram Mahila Kalyan Samiti	April, 05-May, 05	86761	127.05	86.761	**40.289**
		July, 05-May, 06	626672	862.2	626.672	**235.528**
		July, 06-May, 07	489230	751.07	489.23	**261.84**
		Total	**1202663**	**1740.32**	**1202.663**	**537.657**
7	Nav Sristi	April, 05-May, 05	0	42.96	0	**42.96**

		July, 05-May, 06	411546	495.9	411.546	**84.354**
		July, 06-May, 07	548914	556.51	548.914	**7.596**
		Total	**960460**	**1095.37**	**960.46**	**134.91**
8	Help Hands Samajik Sewa Sansthan	April, 05-May, 05	87306	82.38	87.306	**-4.926**
		July, 05-May, 06	585946	748.56	585.946	**162.614**
		July, 06-March, 07	578148	770.32	578.148	**192.172**
		Total	**1251400**	**1601.26**	**1251.4**	**349.86**
9	Mahila Utthan Evam Gramin Sansthan	April, 05-May, 05	27922	56.16	27.922	**28.238**
		July, 05-May, 06	0	0	0	**0**
		July, 06-May, 07	0	0	0	**0**
		Total	**27922**	**56.16**	**27.922**	**28.238**
10	Sewa Sahayata Samiti	April, 05-May, 05	16947	24.81	16.947	**7.863**
		July, 05-May, 06	0	0	0	**0**
		July, 06-May, 07	0	0	0	**0**
		Total	**16947**	**24.81**	**16.947**	**7.863**
11	Priya Darshini Gyanodaya Prashikshan Samiti	April, 05-May, 05	52487	80.76	52.487	**28.273**
		July, 05-May, 06	0	0	0	**0**
		July, 06-May, 07	0	0	0	**0**
		Total	**52487**	**80.76**	**52.487**	**28.273**
12	Nirbal Varga Mahila Shakti Utthan *	April, 05-May, 05	0	44.46	0	**44.46**
		July, 05-May, 06	0	0	0	**0**
		July, 06-May, 07	0	0	0	**0**
		Total	**0**	**44.46**	**0**	**44.46**
Grand Total			**8997935**	**12352.09**	**8997.932**	**3354.158**

* Nirbal Varga Mahila Shakti Utthan was provided 44.46 quintals of food grains worth Rs 25000 during April 2005 to May 2005 but did not serve the Mid-day meal.

Appendix IX (a)
(*Reference:* **Paragraph 9.7**)

Details of press clippings for the period December 2005 to January 2008 highlighting poor quality of MDM served in schools

Sl. No	Districts	Name of Schools	Poisoning	Poor Quality	Insects	Misc.
1	Lucknow	i) PS Jaitakhera		1		
		ii) PS Maujamnagar		1		
		iii) NGO				1
		iv) PS Kurauni				1
		v) PS Gulab khera				1
2	Allahabad	i) PS Rajapur		2		
		ii) PS South Mallaka		2		
		iii) PS Allenganj		2		
		iv) PS Matiara Road		1		
		v) PS Himmatganj		1		
		vi) NA		1		
		vii) NA				1
		viii) NA				1
		ix) NA				1
		x) PS Sonauti Jhunsi			1	
		xi) PS Kasimpur			1	
		xii) PS Jharaha			1	
		xiii) PS Kaurnihar			1	
		xiv) NA				1
		xv) PS Ujahini Aima				1
3	Kanpur Nagar	i) NA		1		
4	Orai	i) PS Majith				1
5	Shahjhanpur	i) PS Milikipur				1
6	Maharaganj	i) PS Satya				1
7	Bijnore	i) PS Dholanpur			1	
8	Varansi	i) PS Deepapur			1	
		ii) NA	1			
9	Ambedkar nagar	i) PS Sabena				1
10	Kanpur Dehat	i) PS Mangata				1
		ii) NA	1			
11	Jhansi	i) NA				1
12	Mathura	i) PS Majra Bajara				1
13	Gonda	i) NA				1
14	Meerut	i) PS Andarkot				1
		ii) PS Karamali				1
		iii) PS Kanya Karamali				1
15	MAU	i) NA				1
16	Azamgarh	i) NA				1
		ii) PS Atampur	1			
17	Unnao	i) NA	1			

18	Sultanpur	i)	NA	1			
19	Firozabad	i)	PS Moinucheedpur	1			
20	Bareilly	i)	PS Shahgarh	1			
21	Moradabad	i)	PS Shahpur Alam	1			
22	Sitapur	i) ii) iii)	PS Chandpur PS Hilalpur PS janipur	1 1 1			
23	Mirzapur	i)	PS Dhobahi Gaon	1			
24	J.P.Nagar	i)	NGO	1			

COMPLAINTS

1	Meerut	i) ii)	PS Ucharawanda I PS Ucharawanda II	1 1				
2	Bulandshahr	i)	PS Kadribagh	1				
3	Saharanpur	i) ii) iii)	PS Jaidpur PS Mahabeeran PS Fatehpur Dhulla	1			 1 1	
4	Kaushambhi	i) ii)	PS Jugrajpur PS Sewdha				1 1	

Appendix IX (b)
(*Reference:* Paragraph 9.7)
Gist of press clippings related to MDM

Sl. No.	Date	News Paper	Details
A.	**Sub standard quality of MDM**		
1.	10.08.2007	Hindustan	The MDM supplied to student is of such a below standard that no one can eat it. Sweet rice and liquified aata in place of Kheer and Kadhi respectively are provided while green vegetables were never used.
2.	28.08.2007	The Times of India, Allahabad	DM inspected three primary schools namely, Rajapur, South Malaka and Aadarsh, Allenganj where the quality of prepared MDM was of below standard.
3.	30.08.2007	Amar Ujjala	Agitation by corporators against substandard meals supplied by Kanpur Nagar
4.	24.08.2007	Danik Jagran	One roti, it is kacchi, no soyabean, cooked vegetables contains mostly water at matiara road, Allahabad.
5.	26.08.2007	Danik Jagran	Meals inspected by ACM found that in kheer there was neither milk nor sugar.
6.	29.11.2007	Amar Ujala	Below standard Kheer in PS, (Machhali Bazar)Katra, Allahabad
B.	**Untouchability with Dalit Students**		
1.	17.08.2007	Hindustan	The teacher differentiated a dalit student from others in PS, Majith in Rampura block of Orai. They are separately seated and the height of differentiation is that the rod used to beat them was also separate and teacher washes his hands after beating. They are provided breads from a distance.
C.	**Irregularity in distribution of MDM to NGOs**		
1.	15.06.2007	Daink Jagaran	Three NGOs in Lucknow were black listed for improper use of conversion cost and food grains while they were not providing MDM properly as well.
2.	17.11.2007	Times of India	PS, Baharia Block, Allahabad.
D.	**Embezzlement of crors of Rupees in the Mid-Day Meal Scheme**		
1.	29.05.2007	Daink Jagaran	The embezzlement of Rs 80 crores is highlighted in a vigilance enquiry of MDM Scheme in Allahabad.
2.	23.04.2007	Daink Jagaran	The embezzlement by the Gram Pradhan and Gram Panchayat Vikas Adhikari of Tilhar block of Shahjahanpur by showing excess enrollment.
3.	15.03.2007	Daink Jagaran	Rs 50,000 shown utilized without distributing MDM by Savaya Gram Sabha of Sisawa block, Maharajganj.
E.	**Pests found in MDM**		
1.	13.04.2007	Daink Jagaran,	Pests were found in cauliflower vegetable of MDM at Dholanpur PS of Jaleelpur block, Bijnor.
2.	18.03.2007	Amar Ujala	The students refused the MDM as pests were found in it at Deepapur PS of Rohania block, Varanasi.
F.	**Non-Distribution of MDM**		
1.	17.04.2007	Daink Jagaran,	MDM not distributed in Sabera PS of Akbarpur block, Ambedkarnagar for half a month.
2.	20.04.2007	Daink Jagaran,	Attendance of student was affected due to non-distribution of MDM for one month in Mangata PS of Sarvankheda block, Kanpur-Rural.
3.	27.04.2007	Daink Jagaran,	MDM was not distributed in five PS of Jhansi for last six months.
4.	16.01.2007	Amar Ujala	MDM was not distributed in 55 per cent of schools while 33 per cent of schools are without cook in Allahabad.
5.	21.03.2007	Daink Jagaran,	MDM is not distributed since last year in Majara-Bajara, Madaval PS of Chhata block, Mathura.
6.	05.08.2007	Hindustan	Non cooking of MDM at PS kurauni and gulab khera at lucknow.
G.	**Conversion cost not made available timely to the Gram Panchayats**		
7.	27.03.2007	Daink Jagaran,	The MDM distribution in Pipara Bazar Gram Panchayat, Rupaideeh, Gonda is on back foot due to unavailability of conversion cost since last six months.
H.	**Corruption in MDM distribution**		
8.	March 2007	Internet	The BSA, Merrut found on inspection of three PS of urban area (Andarkot, Karamali and Kanya Karamali) that the conversion cost and food grains are being

			embezzled by showing exaggerated numbers of beneficiaries.
9.	09.03.2007	Daink Jagaran,	The MDM was not distributed as per menu in Mau District while food grains and conversion cost are being embezzled showing utilized.
I.	**Lizard in MDM**		
10.	14.03.2007	Amar Ujala	A lizard found in MDM in Sonauti PS of Jhusi is highlighted in Allahabad
11.	29.09.2007	Danik Jagran	PS Kasimpur, jharaha, kaurnihar lizard was found in the khicchidi.
J.	**Meeting of MDM committee**		
1.	16.03.2007	Hindustan	DM, Azamgarh as a president of MDM Committee, directed the officers to take every step to provide MDM according to menu and to inspect five schools per month by per member of task force.
K.	**Poison Trial**		
1.	10.12.2005	Indian Express	A five-year-old student died and 24 students fell ill in Kanpur Dehat after eating a mid-day meal. A case was registered against the cook, principal and the Gram Pradhan.
2.	27.12.2005	Indian Express	200 students fell ill in Unnao. A case was registered against the cook, the shopkeeper and the stockist.
3.	03.01.2006	Indian Express	70 students fell ill in a primary school in Sultanpur district.
4.	03.01.2006	Indian Express	10 students had reportedly fallen sick in Adampur area of Varanasi district. A report submitted to the department said that the meal was stale.
5.	23.01.2006	Indian Express	160 students fell ill, 15 seriously, in Alampur village in Azamgarh.
6.	28.01.2006	Indian Express	250 children fell ill in Firozabad's Moinucheenpur village, 40 were admitted to the district hospital.
7.	09.10.2007	Ammar Ujjala	99 child fell ill, at PS shahgerh at Bareilly, after eating mid day meal.
8.	27.09.2007	Danik Jagran	120 children fell ill after eating mid day meal in PS Shahpur-Alam, Moradabad
9.	02.11.2007	Danik Jagran	200 chidren fell ill after eating mid day meal at PS chandpur, hilalpur and janipur.
10.	29.11.2007	Amar Ujala	Poison in Mid Day Meal in PS, Dhobahi Gaon, Adalhat, Mirzapur.
11.	09.01.08	Danik Jagran	18 students fell ill after eating rice at J.P.Nagar.
L.	**Ineffectiveness of Task force**		
1.	25.09.2007	Hindustan	Quality of meal not checked by task force at Allahabad.
M.	**Uncleanliness**		
1	01.01.08	Danik Jagran	Students refused to eat at ujhini Aima PS at Allahabad.

Appendix-X
(Reference Paragraph: 9.7)

Audit findings featured in CAG's Audit Report (Civil) for the year ending 31 March 1999 and recommendation of Public Account Committee there on

Para No.	Audit findings	Recommendations of PAC	Gist of Action Taken Note
3.1.5.1	Cooked meal was never distributed during the implementation of scheme	(48) PAC expressed satisfaction on the action taken by the department and desired that the option of cooked meal may be considered seriously and a working plan for it may be intimated to PAC shortly.	Cooked mid day meal scheme started.
3.1.5.2	The State Govt. was not observing the norms of 80 per cent attendance for a student to be eligible and such that till 1997-98 all enrolled students was treated as beneficiaries.	(57) PAC expected that the up to date progress in the Sahjanwa block matter in the district Gorakhpur may be informed to it and also expected to start probe into the matters related to other districts involved in inspection reports and records of AG.	Enquiry by Vigilance Department was in progress.
3.1.6.1	Number of beneficiaries was only a derived figure and not based on the actual attendance.	(67) The PAC was satisfied on the action taken by the department and expected that necessary action for the remaining districts may be completed at the earliest and the PAC be informed about the action taken against the erring officials.	Enquiry by Vigilance Department was in progress.
3.1.6.2	Variation in enrollment data	(76) The PAC expressed its satisfaction on the action taken by the department and expected that it will be informed about the action initiated against the official found guilty after enquiry.	Enquiry by Vigilance Department was in progress.
3.1.6.2.1	Allocation, release, lifting, accumulation and distribution of food grains.	(94) The PAC, considering the reply of the Govt., expected that the committee may be informed after obtaining information from the remaining districts.	Enquiry by Vigilance Department was in progress.
3.1.6.2.2	Unauthorized accumulation of food grains	(98) The enquiry report was not received at the time of submission of audit report before the committee. The PAC expected that it should be informed at the earliest about the action taken by the department after the enquiry.	Enquiry by Vigilance Department was in progress.
3.1.6.3.1	Unauthorized issue	(104) The PAC expressed its satisfaction on the action taken by the department and expected the PAC will be informed about the fact of the enquiry.	Enquiry by Vigilance Department was in progress.
3.1.6.3.2	Lifting of food grains in non-academic months	(114) The PAC expressed satisfaction on the reply of the Govt. and expected from the department that the enquiry pending in the Vigilance department may be got completed and action may be initiated against the erring officials, if any and this may be intimated to PAC.	Enquiry by Vigilance Department was in progress.
3.1.6.3.3	Issue of rice and wheat valuing Rs. 2.56 crore was not done according to allotment made by GOI	(119) The report of enquiry was not received at the time of submission of audit report to PAC. The PAC expected from the department to make efforts at Govt. level for completing the enquiry.	Enquiry by Vigilance Department was in progress.
3.1.7.1	Foodgrains issued but not distributed	(124) The enquiry by the Vigilance department was being concluded. The PAC expected that effective efforts may be made at Govt. level so that the enquiry report may be submitted shortly.	Enquiry by Vigilance Department was in progress.
3.1.7.2	Inconsistent distribution of foodgrains	(127) The Secretary, Basic Education assured for initiating action against the erring officials as per direction of the committee. No information on this matter was received up to the time of submission of	Enquiry by Vigilance Department was in progress.

		report to committee. The committee expected that the department in association with the other department concerned with this matter obtain a factual report at the earliest and the PAC may be informed about the action taken against erring persons.	
3.1.8	Losses of food grains	(135) No information was received upto the time of placing the audit report to the committee. The committee expected from the department that after completing necessary action within one months after receipt of the report on both the matter, it should be informed about the action taken.	Enquiry by Vigilance Department was in progress.
3.1.9	Quality control	(142) Enquiry report was not received. The committee expected from the department to make efforts at its own level for finalizing the vigilance enquiry and punitive action against the erring persons may be ensured and action taken may be informed to PAC.	Enquiry by Vigilance Department was in progress.
3.1.10	Utilisation certificates not received by FCI from regional offices	(149) The PAC expressed satisfaction on the matter and expected from the department for obtaining UCs and the Nodal Officer should be held responsible so that the distribution could be checked.	Presently scheme has been changed and cooked mid day meal scheme has been implemented. DM has been made the Nodal Officer and responsibility for supplying Mid day meal is given to Gram Panchayat and in Urban areas to NGOs and Nagar Palikas. Presently food grains are used by Gram Panchayat, NGO and Nagar Panchayat.
3.1.11	Excess payment of Transportation charges	(155) Enquiry report was not received. The PAC expected from the department that necessary action be taken to complete the enquiry being conducted by the vigilance department, and the PAC may be informed.	Enquiry by Vigilance Department was in progress.
3.1.12	Undue advantages to Kotedars	(160) The committee had desired from the department to confirm whether the cost of gunny bags was added with the cost of foodgrains as is done in PDS department The department failed to clarify the matter. The committee expected the department to obtain the necessary information and fact may be informed to PAC.	As per GOI where food grains were distributed through PDS, empty bags could be kept by Kotedars.
3.1.13	Monitoring and evaluation	(170) The committee expected from the department that meetings of the committee constituted for monitoring from time to time may be ensured and in a case meetings are not held on due time, the DM/Commissioner should be held responsible.	Monitoring of the scheme was ensured at various level by committee constituted at state level headed by Secretary (Basic Education), at district level headed by District Magistrate and at Gram level headed by Gram Panchayat as well as inspection/supervision of scheme was carried down by Task force and where ever lapses were found immediate action would be ensured. The scheme was very vast and sufficient arrangement was made by the State Government to ensure the proper arrangement of

			the scheme. In this reference there was monitoring by Basic Education Minister and the Secretary, Basic Education through video conferencing time to time and any lapses or problems would be solved immediately. The State Govt. was very sensitive to the scheme in view of importance of the scheme.
3.1.13.2	Evaluation by the independent agency	(189) The PAC is satisfied that the department had shown its keenness on disposal of many points as desired by the PAC. The department presented the latest position before the committee. The committee seriously viewed the lifting of foodgrains in non academic years and wanted strict action against the erring persons for this irregularity. The department should take necessary co-operation from the district administration.	Enquiry by Vigilance Department was in progress.
3.1.13.2	Evaluation by the independent agency	(190) The committee, therefore, suggests that the cooked meal to be made available to the children, should be of higher quality, cooked hygienically and distributed regularly. The committee also expected from the department that they should take necessary steps to make the scheme successful keeping in view of all the above things, so that the targets set by the GOI could be achieved. The PAC may be intimated about the action taken in this regard.	As per direction of the PAC the cooked mid day meal was started and the necessary direction had been issued to ensure the hygienic for cooked meal and for this there was monitoring by the departmental and administrative officer time to time.

3.2 NUTRITIONAL SUPPORT TO PRIMARY EDUCATION

HIGHLIGHTS

The National Programme of Nutritional Support to Primary Education, popularly known as 'Mid Day Meal' programme, launched by Government of India in August 1995, aimed at boosting universalisation of primary education by improving enrolment, attendance, retention and learning levels of children and simultaneously improving nutritional status of students in the age group of six to eleven years. Performance audit of the scheme disclosed that there was discrepancy in the figures of rice lifted/provided by transporters/distributors and those received by schools indicating substantial possibility of pilferage of rice. Instances of excess expenditure on transportation of rice, extra payment of cooking cost, etc. were also noticed. Even after a decade of implementation of the scheme, a good number of schools remain uncovered by the scheme. There were disruptions in providing cooked meal to children in the test-checked schools. Evaluation of the scheme was not done and as such the impact of the scheme remained un-assessed.

Despite incurring expenditure of Rs 1111.24 crore by the State Government during 2002-07, the scheme contributed to a marginal increase in enrolment during 2002-07, while 7.78 lakh eligible children remained out of school as of March 2007.

(Paragraphs 3.2.6.3 and 3.2.9.1)

Out of allotted funds of Rs 490.58 crore to seven selected districts during April 2002 to December 2007, Rs 68.02 crore (14 *per cent*) remained parked in Personal Ledger/ Bank accounts as of December 2007 besides non-drawal of Rs 3.80 crore.

(Paragraph 3.2.6.4)

Payment of cooking cost to schools on the basis of total enrolment of students in violation of the norm of 85 *per cent* resulted in extra expenditure of Rs 90 crore during January 2003 to July 2006.

(Paragraph 3.2.6.5)

In Bankura and Purulia, transportation charge was paid to contractors at the flat rate of maximum admissible amount irrespective of the distance covered. This has resulted in an extra expenditure of Rs 1.58 crore during 2002-07 as compared to the per kilometre rates fixed by Food & Supply Department.

(Paragraph 3.2.6.8)

There was short lifting of 18.32 lakh quintals of rice during 2002-07 due to non-coverage of all the primary schools under MDM programme and serving of cooked meals for less than targeted 222 school-days in a year. Further, the Average Attendance Rate (AAR) was found to be between 69 and 79 *per cent*, whereas distribution of foodgrains and payment of cooking costs were based on 85 *per cent* AAR leading to excess allocation of 2.41 lakh quintals of foodgrains costing Rs 13.62 crore and cooking cost of Rs 16.85 crore.

(Paragraph 3.2.7.1)

Even after implementation of the scheme for over a decade, 7321 primary schools in the State as a whole and 3704 primary schools in seven test checked districts were not covered under the scheme.

(Paragraph 3.2.7.3)

There was no action plan for management, monitoring and evaluation of the scheme. In absence of the same, proper monitoring and evaluation was not being done to assess the impact of implementation of the scheme. None of the 140 test-checked schools was inspected by Government officials during 2002-07.

(Paragraph 3.2.8.1, 3.2.8.2 & 3.2.8.3)

3.2.1 Introduction

The National Programme of Nutritional Support to Primary Education (commonly known as the Mid-Day Meal Scheme) was launched by Government of India (GOI) in August 1995. The scheme is aimed at (i) boosting the universalisation of primary education by increasing enrolment, attendance, retention and learning levels of children in the age group of six to eleven years and (ii) simultaneously creating positive impact on the nutrition of students in primary classes.

The programme initially focussed on children at the primary stage (class I to V) in Government, local body and Government-aided schools, it was extended in October 2002 to cover children studying in the Education Guarantee Scheme (EGS) and Alternative & Innovative Education (AIE) Centres. In December 2004, GOI issued revised guidelines emphasising on provision of cooked meals of minimum 300 calories with eight to 12 grams of protein content (revised to 450 calories with protein content of 12 grams in September 2006). Regular health check-up of primary school children was also to be conducted and essential micronutrients and de-worming medicines were to be provided to children.

3.2.2 Organisational set up

At the State level, the School Education Department (Primary Branch) was responsible for implementation of Mid Day Meal (MDM) scheme. The Joint Secretary (in-charge of MDM) was in-charge of the scheme under the overall supervision of the Principal Secretary of the Department. At district level, the District Magistrates were in overall charge of the scheme and were responsible for collection of foodgrains from Food Corporation of India (FCI) godowns, transportation and distribution of the same based on enrolment of students in the schools. At block level, the scheme was implemented by the Block Development Officers (BDOs) with the assistance of the Sub-Inspectors of Schools (Primary), Sub-Inspectors of Food, and Panchayat Samitis. In the Municipal areas, the Sub-Divisional Officers (SDOs) implemented the scheme through the respective Municipalities. In Kolkata, the scheme was implemented by Kolkata Primary School Council (KPSC) through District Inspector of Schools (Primary), Kolkata Municipal Corporation (KMC) and a Non-Government Organisation viz. City Level Programme of Action for Street and Working Children (CLPOA).

3.2.3 Audit objective

The objectives of the performance audit were to assess whether:

- funds provided were adequate and utilised;
- the scheme achieved its principal objective of supporting the universalisation of primary education by improving enrolment, retention and attendance for children at primary education (class I to V) in primary schools/EGS and AIE centres;
- the scheme achieved its secondary objective of improving the nutritional status of the children in the primary classes;
- the requisition, allocation and utilisation of foodgrains were done in an efficient manner;
- children studying in primary schools/EGS & AIE centres were served cooked meal in terms of the quantities and the calorific value and nutritional levels prescribed in the scheme guidelines; and
- implementation of the programme was being effectively monitored.

3.2.4 Audit criteria

The audit criteria used for assessing the performance of the MDM scheme were:

- Norms and conditions specified in the scheme guidelines;
- The scheme objectives as well as the goals fixed by GOI/State Government for increasing enrolment, retention and attendance of children in primary schools and improving the nutritional status of children; and
- Monitoring mechanism formulated by the State Government.

3.2.5 Audit coverage and methodology

Performance audit of implementation of MDM scheme during 2002-07 was conducted during August-September 2007 and January-February 2008 through test-check of records of the School Education Department (Primary Branch) and the District Magistrates, District Inspectors of Schools of seven[1] selected districts out of twenty districts in the State. In each sample district (except capital district Kolkata), ten primary schools and four EGS/AIE centres in rural areas and four primary schools and two EGS/AIE centres in urban areas were selected while 14 primary schools and six EGS/AIE centres were selected in Kolkata.

An entry conference was held on 13 August 2007 with the Principal Secretary of the Department in which audit objectives were explained. The audit findings were discussed in an exit meeting on 11 October 2007 with the Joint Secretary of the Department.

[1] *Bankura, Barddhaman, Malda, Murshidabad, Nadia, Purulia and Kolkata*

Audit findings

3.2.6 Financial Management

3.2.6.1 Funding pattern

Government of India (GOI) support was provided by way of supply of free foodgrains through Food Corporation of India (FCI). GOI provided transportation charges of rice from the FCI depot to the school point up to Rs 50 per quintal till September 2004 and Rs 75 per quintal thereafter and assistance of Rs 60000 per school for construction of kitchen-cum-stores. GOI also provided one time assistance of Rs 5000 to each school during 2006-08 for purchase of utensils and cooking devices. While the cooking cost was shared by both the GOI and the State Government, expenses on infrastructure and MME were met by GOI.

3.2.6.2 Receipt of Central assistance

Till August 2004 the State Government was providing cost of cooking meals and from September 2004 onwards GOI had been releasing Central assistance for the same. The table below indicates the Central assistance received by the State for all the components of the scheme during the years 2002-07:

	2002-03	2003-04	2004-05	2005-06	2006-07	Total
	(Rupees in crore)					
Cost of rice (Paid to FCI)	132.20	141.09	134.57	99.43	87.94	595.23
Transport subsidy	2.87	4.38	22.32	15.89	16.05	61.51
Assistance for cooking	Nil	Nil	122.80	280.44	203.98	607.22
Creation of infrastructure	Nil	Nil	Nil	Nil	78.71	78.71
Management, monitoring & evaluation	Nil	Nil	Nil	4.14	2.80	6.94
Total	**135.07**	**145.47**	**279.69**	**399.90**	**389.48**	**1349.61**

3.2.6.3 Budget provision and expenditure

The details of budget provision and expenditure incurred by the State on the scheme during 2002-07 were as under:

(Rupees in crore)

Year	Transportation		Cooking		Infrastructure		MME		Total	
	Central	State	Central	State	Central	State	Central	State	Central	State
	Budget provision									
2002-03	Nil	0.10	Nil	1.68	Nil	Nil	Nil	Nil	Nil	1.78
2003-04	Nil	6.10	Nil	0.77	Nil	Nil	Nil	Nil	Nil	6.87
2004-05	Nil	10.35	Nil	193.69	Nil	Nil	Nil	Nil	Nil	204.04
2005-06	Nil	Nil	180.00	338.82	Nil	Nil	2.30	Nil	182.30	338.82

2006-07	Nil	0.01	Nil	332.40	197.00	Nil	8.45	Nil	205.45	332.41
Total	**Nil**	**16.56**	**180.00**	**867.36**	**197.00**	**Nil**	**10.75**	**Nil**	**387.75**	**883.92**
	Expenditure									
2002-03	Nil	1.80	Nil	0.67	Nil	Nil	Nil	Nil	Nil	2.47
2003-04	Nil	7.19	Nil	0.47	Nil	Nil	Nil	Nil	Nil	7.66
2004-05	Nil	10.30	Nil	152.18	Nil	Nil	Nil	Nil	Nil	162.48
2005-06	Nil	7.00	67.45	298.62	Nil	Nil	0.36	Nil	67.81	305.62
2006-07	Nil	Nil	61.94	299.88	197.94	Nil	5.44	Nil	265.32	299.88
Total	**Nil**	**26.29**	**129.39**	**751.82**	**197.94**	**Nil**	**5.80**	**Nil**	**333.13**	**778.11**

(Source: Budget documents and Appropriation Accounts)

Audit scrutiny revealed the following:

Irregular booking of expenditure on transportation of foodgrains	Out of GOI assistance of Rs 61.51 crore received during 2002-07, Rs 58.33 crore was spent, of which Rs 26.29 crore was irregularly booked in the account as State share and payments of Rs 32.04 crore was made out of funds (Rs 35.22 crore[2]) received from GOI by cheque and deposited in a bank account maintained by the department since February 2005. Thus, transport subsidy of Rs 35.22 crore received by the State from GOI remained out of Government accounts.
Irregular booking of cooking cost	(i) In the accounts for 2004-07, cooking cost of Rs 750.68 crore was booked as State share while only Rs 129.39 crore was booked as Central share even though GOI assistance of Rs 607.22 crore was received for cooking during 2004-07. (ii) Expenditure (Rs 92.69 crore) incurred on MME (Rs 1.14 crore) and creation of infrastructure (construction of kitchen shed: Rs 90 crore and purchase of utensils: Rs 1.55 crore) during 2006-07 was irregularly booked as cooking cost.
Diversion of scheme fund	(i) The expenditure of Rs 5.25 crore incurred on cooking during 2003-04 was met out of transportation charges received from GOI, which was to be borne by the State. (ii) DM of Nadia diverted transportation charge of Rs 18.53 lakh for purchase of computers, printers, scanners, photocopy machine, steel cabinets, etc, during April 2002 to November 2003

[2] *Rs 61.51 crore less Rs 26.29 crore*

3.2.6.4 Parking of scheme funds in Personal Ledger Account

Parking of Rs 68.02 crore in PL accounts and Bank accounts

Out of Rs 485.01 crore allotted for six districts, Rs 481.45 crore were drawn by DMs, of which Rs 424.76 crore were either spent or released to BDOs/Municipalities and remaining Rs 56.69 crore were parked in Personal Ledger (PL) accounts of DMs as of December 2007. Non-release of funds received for construction of kitchen cum stores (Rs 10.61 crore) and receipt of cooking cost in excess of requirement as per actual enrolment, were the main reasons for parking of funds in PL Accounts.

Test-check of records of DMs of Purulia and Nadia showed that out of cooking cost of Rs 77.96 crore allotted to the DMs during July 2005 to September 2007 for 9.85 lakh students of 6993 to 7659 schools, Rs 68.06 crore were released by DMs to BDOs/SDOs for 8.85 lakh students in 6671 to 7117 schools and Rs 9.90 crore was lying unutilised in the PL account of DMs. As per Government order, DMs were to sub-allot the funds to BDOs/SDOs who in turn should draw and disburse the funds to the schools. In violation of the same, a portion of allotted funds was drawn by DMs and kept idle in PL Accounts.

Scrutiny of records of 12 BDOs and six Municipalities in six test-checked districts disclosed that out of Rs 48.03 crore released by DMs to these BDOs/ Municipalities during 2002-08 (up to December 2007), Rs 38.30 crore were spent and balance amount of Rs 9.73 crore was parked in the bank accounts of BDOs/Municipalities as of December 2007. Release of cooking cost to the BDOs/Municipalities in excess of requirement coupled with non-serving of meals during targeted 222 days in a year were the main reasons for non-utilisation of available funds.

In Kolkata, out of allotment of Rs 5.57 crore during 2005-08 (up to December 2007), Rs 5.33 crore were drawn by District Inspector (DI) of Schools (Primary), of which Rs 3.73 crore were utilised and remaining Rs 1.60 crore were parked with DI (Rs 8.10 lakh), CLOPA[3] (Rs 97.49 lakh), KMC[4] (Rs 32.08 lakh) and Schools (Rs 22.58 lakh) as of December 2007.

Thus, out of scheme funds of Rs 490.58 crore allotted by the Department during 2002-08 (up to December 2007), Rs 68.02 crore (14 *per cent*) remained parked in PL accounts/banks as of December 2007 besides non-drawal of Rs 3.80 crore.

3.2.6.5 Excess expenditure towards cooking cost

According to scheme guidelines, cooking cost was to be paid to schools on the basis of average attendance of 80 *per cent* of enrolment of students. In May 2005, the State Government re-fixed the average attendance rate at 85 *per cent* and directed all the DMs to pay cooking cost to schools on the basis of 85 *per cent* of students enrolled in each school.

Excess expenditure of Rs 90 crore towards cooking cost

In violation of the norm, cooking cost was paid to schools for total number of students enrolled in each school up to July 2006 resulting in excess payment

[3] *City Level Programme of Action for Street and Working Children*

[4] *Kolkata Municipal Corporation*

of Rs 90 crore during January 2003[5] to July 2006. Since August 2006, cooking cost was paid to schools on the basis of 85 *per cent* of enrolment.

3.2.6.6 Shortage of cash

The Bishnupur Municipality paid Rs 46.02 lakh as cooking costs to schools in cash by withdrawing Rs 47.35 lakh from bank by drawing self cheques during June 2005 to February 2008 leaving a cash balance of Rs 1.33 lakh. But, there was no cash in hand leading to shortage of Rs 1.33 lakh. The Municipality could not explain the reason for the cash shortage of Rs 1.33 lakh indicating misappropriation of cooking cost.

3.2.6.7 Excess claim of transport subsidy

Excess claim of transport subsidy of Rs 4.81 crore

The transport subsidy was to be reimbursed by GOI on the basis of actual expenditure incurred by the department on transportation of rice from the nearest FCI depot to the school subject to a maximum of Rs 75 per quintal (Rs 50 per quintal prior to October 2004). In violation of the same, the department claimed transport subsidy of Rs 63.08 crore at the fixed rate of Rs 50/Rs 75 per quintal for transportation of 104.27 lakh quintals of rice during 2002-07 against actual expenditure of Rs 58.33 crore incurred on transportation of 104.27 lakh quintals of rice and thus, it received excess transport subsidy of Rs 4.81 crore from GOI.

3.2.6.8 Excess payment of transportation charge

Excess payment of transportation charge of Rs 1.58 crore in two districts

The District Controller of Food and Supplies (DCFS), Bankura and Purulia paid transport charges to the transport contractors for carrying rice under Public Distribution System (PDS) on the basis of per quintal per km rates fixed by Food and Supplies (F&S) Department from time to time. Instead of applying the same rates for MDM Scheme, the DMs paid transportation charge of Rs 2.87 crore[6] for transportation of 4.51 lakh quintals of rice during 2002-07 at the flat rate of Rs 50/75 per quintal without taking into account the distance of transportation. As per the distances involved, only Rs 1.29 crore was payable according to the rates fixed by F&S Department. The DMs of other districts, however, followed the rates fixed by F&S Department. In this way, the DMs of Bankura and Purulia incurred extra expenditure of Rs 1.58 crore towards transportation charge.

3.2.6.9 Non-disposal of empty gunny bags

Non-disposal of gunny bags worth Rs 6.76 crore

The State Government directed (December 1998) the DMs to maintain the account of empty gunny bags, to dispose of gunny bags through auction and to deposit the sale proceeds into the Government account. Scrutiny of record of DMs and test-checked BDOs/Gram Panchayats/ Municipalities and Schools in seven selected districts disclosed that neither any account of empty gunny bags was maintained at any level nor its sale proceeds deposited into treasury by BDOs/Gram Panchayats/Municipalities/Schools (except only Rs 0.97 lakh deposited by two blocks and one Municipality in Murshidabad) even though the schools in these districts received 42.28 lakh quintals of rice in 84.56 lakh gunny bags during 2002-07. BDOs/Gram Panchayats/ Municipalities/ Schools

[5] *Serving cooked meal in schools was started in January 2003.*

[6] *Out of Rs 2.87 crore, Rs 2.26 crore had already been paid and bills for Rs 0.61 crore were pending for payment as of August 2007.*

failed to explain the reasons for the loss on account of these gunny bags. Thus, non-disposal of empty gunny bags in seven selected districts resulted in a loss of Rs 6.76 crore to the Government.

3.2.7 Execution of the scheme

3.2.7.1 Allocation and lifting of foodgrains

The quantities of foodgrains allocated by GOI and lifted by the districts during the years 2002-07 were as indicated below:

Fifteen *per cent* of allocated rice was short-lifted during 2002-08

Year	Foodgrains allocated by GOI	Foodgrains lifted by districts in the State	Short lifting	Percentage of short lifting
	(In lakh of quintals)			(Per cent)
2002-03	29.93	22.90	7.03	23
2003-04	28.18	24.59	3.59	13
2004-05	26.49	23.62	2.87	11
2005-06	20.54	17.60	2.94	14
2006-07	17.45	15.56	1.89	11
Total	**122.59**	**104.27**	**18.32**	**15**

It would be evident from above that there was short lifting of 18.32 lakh quintals (15 *per cent*) of rice during 2002-07. In seven test-checked districts, out of 52.68 lakh quintals of rice allotted during 2002-08 (up to December 2007), 45.81 lakh quintals were lifted leading to short lifting of 6.87 lakh quintals (13 *per cent*). Non-coverage of all the primary schools and AIEs under MDM programme and serving of cooked meals for less than targeted 222 school-days in a year were the main reasons for short lifting of foodgrains.

Allocation of foodgrains without recording AAR led to excess allocation of rice worth Rs 13.62 crore and excess payment of cooking cost of Rs 16.85 crore

The State Government sent proposal/requisition to the GOI for allocation of foodgrains and Central Assistance for cooking cost at the AAR of 85 *per cent*. There was no evidence in any of the seven test-checked districts to show that the AAR was compiled at the district level based on actual figures of attendance and enrolment received from schools/gram panchayats/blocks.

In 140 test-checked schools the average attendance varied from 69 to 79 *per cent* during 2002-07. Thus, actual AAR was found to be less than 85 *per cent* fixed for distribution of foodgrains and payment of cooking cost leading to excess allocation of about 2.41 lakh quintals of foodgrains costing Rs 13.62 crore and cooking cost of Rs 16.85 crore in seven test-checked districts during 2002-07.

3.2.7.2 Discrepancy in lifting and distribution of foodgrains

Quantities of rice lifted by dealers/distributors from FCI depots and those actually delivered to schools were never reconciled by the DMs/BDOs/ Municipalities. There was no system of maintaining any account of rice distributed to/consumed by schools at Block/Municipality or District level. In absence of any accounts, the entire quantity of rice lifted from the FCI depots was considered as distributed. Scrutiny in audit disclosed the following:

(i) According to the records of FCI, 9.42 lakh quintals of rice were lifted from FCI by three test-checked districts[7] during 2002-07, whereas as per records of district authorities, 8.97 lakh quintals of rice were lifted during the same period resulting in shortage of 0.45 lakh quintals of rice valuing Rs 2.54 crore.

Unreconciled discrepancy of rice worth Rs 2.54 crore

(ii) In 13 Blocks and one Municipality of three districts, 2650.45 quintals of rice valuing Rs 22 lakh were declared damaged between December 2005 and November 2007 due to prolonged storage. Non-lifting of allotted quota of rice by the schools owing to non-serving of MDM during targeted 222 school days coupled with non-implementation of the scheme by all the Sishu Siksha Kendras were the main reasons for accumulation of stock. The damaged stock of rice was sold in auction at Rs 10.90 lakh resulting in ultimate loss of Rs 11.10 lakh.

(iii) As per distributors' records, 38.46 quintals of rice were stated to have been supplied to three[8] test-checked schools in Barddhaman whereas according to the schools' records, such quantities of rice were not received by the schools. This indicated misappropriation of 38.46 quintals of rice worth Rs 0.22 lakh.

3.2.7.3 Coverage of schools under MDM

7321 schools not yet covered under the scheme in the State

Since introduction of the scheme in West Bengal in August 1995, dry rice was distributed amongst the students of Class I to IV in primary schools. The cooked meal programme was started in 1100 schools (1.76 lakh students) in six districts with effect from January 2003. Thereafter, coverage of schools under cooked meal increased gradually and out of 78123 primary schools including EGS/AIEs in the State, 69808 schools including EGS/AIEs (91.95 lakh students) were brought under cooked meal programme as of March 2007. Of remaining 8315 schools (12.48 lakh students) which were not covered under cooked meals, students of 7321 schools were not even given dry rice.

In seven test-checked districts, out of 22145 schools (33.86 lakh students) and 6017 EGSs/AIEs (4.56 lakh students), 2827 schools (4.33 lakh students) and 877 EGSs/AIEs (1.10 lakh students) were not covered under MDM scheme till December 2007. Thus, 5.43 lakh students (14 per cent of students enrolled) of 3704 primary schools/ EGS/AIEs were deprived of the benefit of the scheme even after a decade of implementation of MDM scheme.

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[7] *Malda, Purulia and Murshidabad*

[8] *Khetia High school: 4.82 quintals in November 2006; SC Guha FP school: 21.93 quintals during April-September 2004 and 5.65 quintals in September 2007 in Bardhaman-I block and Bishnupur FP school: 6.06 quintals in November 2004 in Memari-I block*

No meal was served on 37 *per cent* of targeted student days in test-checked schools

3.2.7.4 Irregularities in serving mid day meal in schools

Out of 140 test-checked schools in seven selected districts, cooked meal was not served in 37 schools during 2004-05, in 21 schools during 2005-06 and in 10 schools during 2006-07. Against total 0.78 lakh school days at the rate of 222 days per year for which cooked meals were to be served during 2004-07, meals were served only on 49176 school days (63 per cent). The reasons for shortfall in providing cooked meal to the students were delayed implementation of the programme for serving cooked meal and non-provision of cooked meals on Saturday in some schools, etc.

Surprise visit by the audit teams to 42 urban schools in seven test-checked districts in September 2007 disclosed that 227 students in five schools did not take meals while 29 teachers and cooks used to take the MDM. Further, 418 outside children took meals in 18 schools on the day of visit.

3.2.7.5 Availability of infrastructure

Out of 78123 primary schools/EGS/AIE centres in the State as of March 2008, pucca kitchen shed was not available in 55476 schools (71 per cent), drinking water was not available in 22518 (29 per cent), and adequate kitchen devices and utensils were not available in 8315 (11 per cent), while gas based cooking facility was available only in less than one per cent schools.

Out of 140 test-checked primary schools/AIEs, pucca kitchen shed was available in 90 schools, drinking water facility was available in 98 schools, cooking devices/utensils were available in 132 schools and gas based/ smokeless chullahas were available in 17 schools. Due to non-availability of kitchen sheds, cooking was done in class rooms in seven schools and in 37 schools, cooking was done in the veranda or corridor or other place (SHG's house, nearby club room, etc.).

3.2.7.6 Construction of kitchen cum stores

The Department released (March 2007) Rs 148.75 crore to the DMs for construction of kitchen cum stores in 24792 schools at a cost of Rs 60000 each. The status of construction of the kitchen cum stores in the State was not available on record.

Out of Rs 65.64 crore paid (March 2007) to DMs of seven test-checked districts for construction of 10940 kitchen cum stores, Rs 55.03 crore were paid to 125 Blocks/Panchayat Samities and 14 Municipalities and remaining amount of Rs 10.61 crore was parked in PL accounts of DMs. Out of Rs 55.03 crore, Rs 3.50 crore were utilised for construction of 583 kitchen cum stores and balance Rs 51.53 crore were parked in bank accounts of Blocks/Panchayat Samities as of December 2007. Scrutiny in audit disclosed the following:

(i) The DM of Purulia released (August 2007) Rs 41.40 lakh to Purulia Municipality for construction of kitchen cum store in 69 schools at Rs 60000 each. In violation of the scheme guidelines, the Municipality constructed (March 2008) kitchen cum store in 36 schools at Rs 1.15 lakh each resulting in an extra expenditure of Rs 19.80 lakh, which could cover 33 more schools.

(ii) Out of Sarba Siksha Abhiyan (SSA) funds of Rs 1.50 crore received (September 2005) by Nadia Zilla Parishad for construction of kitchen sheds in 600 schools, Rs 0.28 crore were paid to seven Panchayat Samities, four Municipalities and one primary school during

February 2006 to June 2007 for construction of 111 kitchen sheds and remaining Rs 1.22 crore were parked in LF account of Zilla Parishad as of December 2007.

3.2.8 Monitoring and evaluation

3.2.8.1 Non-preparation of Action Plan

No Action Plan for MME has been prepared by the Department

The Department did not prepare any Action Plan for management, monitoring and evaluation (MME) of the scheme. GOI, however, released Rs 4.14 crore in 2005-06 and Rs 2.80 crore in 2006-07 for MME, out of which Rs 5.80 crore were released to the district authorities during 2005-07. Out of Rs 2.50 crore released to DMs of seven test-checked districts during 2005-07, Rs 1.13 crore remained parked in PL Accounts of DMs as of March 2007.

3.2.8.2 Formation of Steering-cum-Monitoring Committees

According to the scheme guidelines, the Steering cum Monitoring Committees (SMC) were to be set up at State, District and Block levels for guidance, monitoring, coordination and taking action on reports of independent monitoring agencies. The scheme also envisaged development of a computerised management information system by the Department of Education with the help of the National Informatics Centre (NIC) for proper monitoring of MDM programme.

Two test-checked districts have not formed SMC

The State level SMC was formed in February 2004 and against requirement of at least six meeting during 2004-07, only one meeting was held in May 2004. Out of seven test checked districts, the district level SMCs were formed in five districts (one during 2005-06, two during 2006-07 and two during 2007-08) while SMCs have not yet been formed in Barddhaman and Murshidabad districts. Against requirement of 10 meetings during 2005-07 since formation of three district level SMCs, only four meetings were held.

Out of 168 blocks/municipalities in seven test checked districts, SMCs were formed in 30 blocks/municipalities (27 during 2005-06, one during 2006-07 and two during 2007-08). Against requirement of 190 meetings during 2005-07 since formation of 28 block/municipality level SMCs, only one meeting was held.

Thus, monitoring the implementation of the scheme was inadequate. Further, the computerised management information system was not introduced and the performance of the scheme was not evaluated.

3.2.8.3 Inspection by Officers

No inspection was conducted by Government officers in any of 140 test-checked schools

The scheme guidelines stipulate fixation of monthly targets for inspection of meals served in schools in respect of officers of district, block and other officers belonging to Departments like General Administration, Rural Development/Urban Administration, School Education, Women & Child Development, Health and Family Welfare, Food and Supplies, etc. Further, inspection targets should be so fixed and inspections should be so co-ordinated that, as far as possible 25 *per cent* of the primary schools and EGS/AIE centres are inspected every quarter, and all primary schools are inspected at

least once every year. Neither the Department nor the authorities of the selected districts could produce any record in respect of inspections of MDM conducted by the Government Officers. In 140 test checked schools, no such inspection was conducted during 2002-07.

Further, there was no mechanism for ensuring the availability of required calorific value of the meals served to the children, verification of the expenditures incurred on cooking and the data on enrolment and attendance reported by the schools.

3.2.9. Impact evaluation

3.2.9.1 Enrolment of children in schools

Table below indicates children of the age group of six to eleven years in the State, number of children enrolled in primary schools, EGS, AIE Centres, etc, and number of out of school children during 2002-07:

Year	Eligible			Enrolled			Out of school		
	Male	Female	Total	Male	Female	Total	Male	Female	Total
	(Numbers in lakh)								
2002-03	58.81	57.16	115.97	52.06	50.57	102.63	6.75	6.59	**13.34**
2003-04	58.08	56.74	114.82	55.02	53.75	108.77	3.06	2.99	**6.05**
2004-05	56.07	54.84	110.91	54.20	53.02	107.23	1.86	1.82	**3.68**
2005-06	54.90	53.86	108.76	53.35	52.34	105.69	1.55	1.52	**3.07**
2006-07	56.56	55.66	112.22	52.62	51.82	104.44	3.94	3.84	**7.78**

Seven *per cent* of the total eligible children remained out of school

It would be evident from the above table that although there was gradual decrease in out of school children during 2002-06, it substantially increased to 7.78 lakh in 2006-07 representing seven *per cent* of total eligible students.

In seven test-checked districts, out of 44.55 lakh eligible children of the age group six to eleven years, 40.70 lakh children were enrolled in primary schools, EGS, AIE, etc, and remaining 3.85 lakh children (nine *per cent*) were out of school as of March 2007. Thus, the objective of MDM scheme of enrolment of *cent per cent* children in primary schools remained unachieved.

3.2.9.2 Nutritional status of children

A medical team[9] was to be constituted in each Block for health check up of students of primary schools. Any two members of the above team should attend once in a month at every primary school in the respective Block for health check-up of students. Health check-up was also to be conducted at primary schools by the health assistants of the concerned Sub-centre once in a week on a day prefixed in consultation with the head teachers of the respective primary schools.

As per instruction of the Commissioner (FW), the report on health check up at each school was to be compiled at Sub-centre level and then at Block level and finally at district level and the district level monthly report was to be sent to the Health and Family Welfare Department.

The State level report on health check up programme undertaken in primary schools during 2006-08 (December 2007) vis-à-vis funds utilised by CMOsH

[9] *One each of Medical Officer, Dental Surgeon, Block Primary Health Nurse, Primary Health Nurse, SWO, BSI, PMOA and Health Supervisor*

for health check-up programme could not be produced by the H & FW Department. Scrutiny of records disclosed the following:

(i) The Commissioner (FW) spent Rs 28.03 lakh in January 2006 for printing of 18.40 lakh 1st level screened forms and 54 lakh school health check-up cards and the same were distributed to all District Primary School Councils (DPSC) during August to October 2005. Out of 7.25 lakh 1st level screen forms and 20 lakh schools health check-up cards received by seven test checked districts, only 1.35 lakh forms and 4 lakh cards were distributed to schools and remaining 5.90 lakh forms and 16 lakh cards costing Rs 8.46 lakh were lying unused as of December 2007.

No health check-up was ever conducted in 13351schools in five test-checked districts though fund was not a constraint

(ii) During April 2006 to November 2007, health check-up[10] was conducted at 3483 schools (21 *per cent*) out of 16834 primary schools in five test checked districts[11]. Health check-up of students of remaining 13351 schools was never conducted. The short coverage of schools under health check-up was attributable to visit by health assistants once in a month instead of once in a week and also irregular visit to schools by the members of the block level health check up team. Due to such shortfall in coverage of schools under health check up programme, out of Rs 60.30 lakh released during July 2005 to September 2007 to CMOsH of these five districts as mobility support for school visit by the medical staff, Rs 19.78 lakh remained parked with CMOsH as of December 2007 and out of Rs 3.97 lakh paid to 12 test-checked BMOsH, Rs 2.75 lakh remained unutilised as of December 2007.

(iii) During health check up of schools in five test-checked districts, nutritional deficiency was detected in 31706 students and 77142 students were suffering from other diseases (defects in eye: 10811, ear, nose, throat: 10921, teeth: 30926, and skin disease: 19038, other disease: 5446) while 14848 students were referred to BPHCs/PHCs for treatment. Out of 100 test checked schools in these five districts, health check-up was conducted in five schools only; no health check up was conducted in the test-checked schools of Maldah and Kolkata.

3.2.9.3 Retention

Data on retention/drop out of children were captured and compiled neither by the department at the state level nor by the DIs of Schools at the district level and therefore, it was not possible to verify whether the scheme had contributed to retention in schools. However, the details of students studying in classes from I to IV in 140 test-checked schools showed progressive reduction in number of students in every successive classes during 2002-07 which was indicative of low retention and high drop outs as shown in the table below.

[10] *One to five times in each school during April 2006 to November 2007*

[11] *Bardhaman, Bankura, Nadia, Murshidabad and Purulia*

Year	No. of students enrolled				
	Class I	Class II	Class III	Class IV	Total
2002-03	7476	5856	4840	4740	22912
2003-04	8278	5864	5624	4896	24662
2004-05	7567	5848	5495	5495	24405
2005-06	7067	5538	5463	5276	23344
2006-07	7115	5344	5328	5294	23081

Thus, against 15754 students enrolled in Class I in 2002-03 and 2003-04, 10570 students were retained in Class IV in 2005-06 and 2006-07 indicating drop out of 5184 students (33 *per cent*).

Further, there was no increase in the AAR in primary schools. Out of 22638 students enrolled in 139 schools covered under surprise visit by audit teams, 16755 students (74 *per cent*) were present on the day of visit while 2917 students left schools after taking meal. The AAR in schools varied from 69 to 79 *per cent* against norm of 85 *per cent* fixed by the State Government.

3.2.10 Conclusions

The implementation of MDM scheme suffered from various deficiencies mainly due to deficient financial management and poor implementation strategies and lack of effective monitoring. While 7321 schools were yet to be covered under the scheme, students enrolled in primary schools were not getting meals for prescribed number of 222 days. About 15 *per cent* of foodgrains allocated by GOI under the scheme during 2002-07 were not lifted by Department which was indicative of indifferent planning and monitoring of the scheme and non-achievement of objectives. Lack of control over expenditure was also apparent from the cases of excess payment of cooking cost, transportation charge, etc. Further, there were unreconciled discrepancies in quantities of rice lifted from FCI godown and quantities actually reaching the beneficiaries at the schools leaving substantial scope for pilferage. In absence of regular inspection of schools, the quality of meals in terms of hygiene, calorie and protein contents were not monitored. The schools also suffered from inadequate infrastructure. Though more than Rs 1100 crore were spent during 2002-07 on the scheme in the State, it failed to create the desired impact in boosting of universalisation of primary education and retention of students as 7.78 lakh eligible students remained out of schools and the test-checked schools showed high rate of drop out at the primary level.

3.2.11 Recommendations

- *Department should ensure supply of meals to the students on 222 school days in a year as envisaged in the scheme guidelines;*
- *In order to obviate the risk of pilferage of rice, the Department should reconcile the quantities of rice lifted from FCI and distributed among schools;*

- *There should be regular inspection of schools by the Government officers to ensure the required calorific value of the meals served to the children;*

- *Regular health check up of students should be ensured to assess the impact of the scheme in terms of nutritional status of the children;*

- *The department should undertake an impact assessment of the scheme and identify causes for lack of improvement in enrolment, attendance and retention levels so as to enable corrective measures in order to achieve the objectives of the scheme.*

The matter was referred to Government in June 2008; reply had not been received (October 2008).

SOCIAL WELFARE AND NUTRITIOUS MEAL PROGRAMME DEPARTMENT

3.4 Puratchi Thalaivar MGR Nutritious Meal Programme

Highlights

Puratchi Thalaivar MGR Nutritious Meal Programme was launched in 1982 with a view to providing adequate nutrition to economically disadvantaged children of age group two to five years and was later extended to students of age up to 15 years. Audit observed (a) though fine rice was received from Government of India under National Programme of Nutritional Support to Primary Education, it was substituted by common rice, (b) Double Fortified Salt was supplied in seven goitre prone districts during 2002-04 against the recommendations of UNICEF and National Institute of Nutrition, (c) non-supply of eggs by Tamil Nadu Poultry Development Corporation during 1999-2000 and (d) shortfall in conducting of inspections during 2002-04.

- **Fine rice supplied (38820 MT) by Government of India free of cost for children of I to V standard during 1999-2003 was substituted by common rice.**

(Paragraphs 3.4.14 and 3.4.15)

- **Supply and use of Double Fortified Salt in seven goitre prone districts against the recommendations of UNICEF and National Institute of Nutrition resulted in extra expenditure of Rs 27.15 lakh during 2002-04.**

(Paragraphs 3.4.16 to 3.4.20)

- **Despite recommendation of the Committee on Public Accounts, measuring devices had not been provided at the Nutritious Meal Centres.**

(Paragraphs 3.4.25 to 3.4.28)

- **Though 23712 excess staff existed in anganwadis, they were not redeployed to Nutritious Meal Centres despite 5535 vacancies and the programme had to bear expenditure of Rs 13.06 crore on a portion of the excess staff.**

(Paragraphs 3.4.29 to 3.4.32)

Introduction

3.4.1 With a view to providing adequate nutrition to economically disadvantaged children, the Government of Tamil Nadu launched Puratchi Thalaivar MGR Nutritious Meal Programme (PTMGRNMP) with effect from 1 July 1982. Initially, noon meal was provided only to pre-school children (age group 2-5 years) and primary school children (age group 5-9 years) in rural areas. It was extended to urban areas from September 1982, to old age pensioners (OAP) from January 1983, to school students in the age group of 10-15 years from September 1984 and to pregnant women from December 1995. Under the programme, one meal during noon was provided free of cost

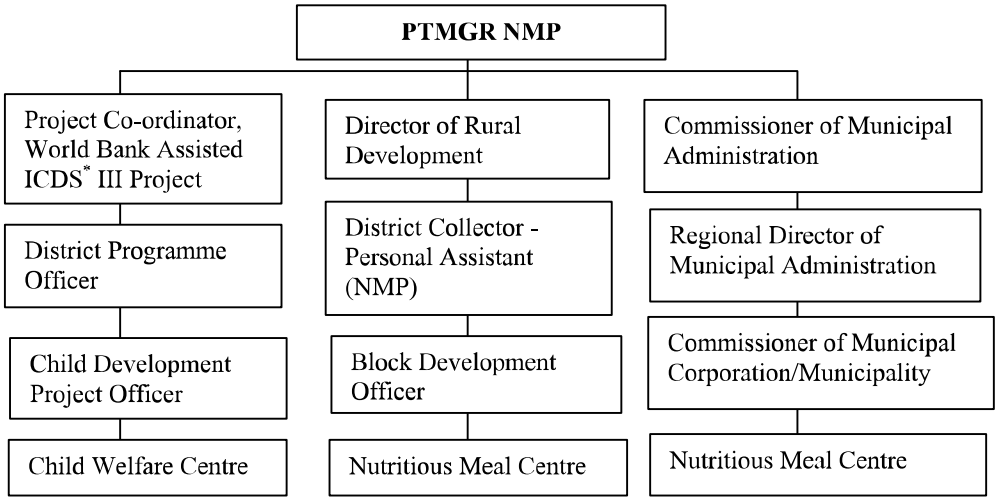
to school-going children at Nutritious Meal Centres (NMC) and to pre-school children, OAPs and other beneficiaries at Child Welfare Centres (CWC).

Programme objective

3.4.2 The programme sought to provide adequate nutrition to economically disadvantaged children with the objective of (a) combating malnutrition and (b) to act as an incentive for increasing enrolment in schools and reducing dropouts.

Organisational set up

3.4.3 At the apex level, the Secretary, Social Welfare and Nutritious Meal Programme (SW&NMP) Department implemented the programme. The organisational set up is as furnished in the chart below.



* Integrated Child Development Services

3.4.4 At the District level, the Collectors of respective districts (except Chennai city) are responsible for the implementation of the programme.

Audit objective

3.4.5 Audit objective was to examine the implementation of the programme especially with reference to ingredients supplied, staffing of NMCs and adequacy of mechanism evolved for monitoring and evaluation.

Audit coverage

3.4.6 The review was conducted between September 2003 and April 2004 in Chennai Corporation and six selected districts[1] covering the period 1999-2004. Records of Social Welfare and Nutritious Meal Programme Department, Co-operation, Food and Consumer Protection Department, four Directorates[2], two Commissionerates[3], District Collectorates, District

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1 Coimbatore, Cuddalore, Dharmapuri, Kancheepuram, Madurai and Vellore.

2 Social Welfare and Nutritious Meal Programme, Rural Development, Elementary Education and School Education.

3 Municipal Administration and Civil supplies

Programme Officers, offices of Regional Director of Municipal Administration, offices of the District Elementary Education and District Education in sample districts, office of the Project Co-ordinator, World Bank assisted ICDS Project – III, 26 Panchayat Unions, eight municipalities, three municipal corporations and 33 Project Offices of ICDS in the test checked districts and 623 NMCs and 325 CWCs were perused. In addition, particulars were also obtained from the Head Office as well as Regional Offices of Tamil Nadu Civil Supplies Corporation (TNCSC).

Financial Management

3.4.7 The department-wise expenditure *vis-à-vis* the final modified grant (FMG) during the years 1999-2004 is tabulated below.

(Rupees in crore)

Name of the Department	Final Modified Grant	Expenditure
Rural Development	848.81	873.95
Social Welfare and Nutritious Meal Programme	415.06	399.28
Co-operation, Food and Consumer Protection	541.14	480.67
Municipal Administration	44.92	40.50
Total	**1849.93**	**1794.40**

3.4.8 Based on indents of the centres, TNCSC supplied rice, *dhall*, Bengal gram, green gram, salt and oil. District Collectors were authorised to make payment to the Regional Offices of TNCSC for the food commodities supplied to the centres at the economic cost fixed by the Government/TNCSC. They were also authorised (February 2001 and January 2002) to release quarterly advance grant to Panchayat Unions for payment of honorarium to NMC workers, contingent charges (Rs 20 / Rs 30 per month where number of beneficiaries is less than 500/more than 500) and feeding charges for the children towards cost of vegetables, condiments and fuel.

Programme implementation

Data of the Programme

3.4.9 The number of centres and beneficiaries during 1999-2004 are depicted below:

Year	Number of Centres		Number of Beneficiaries	
	Child Welfare Centres	School Nutritious Meal Centres	Child Welfare Centres	School Nutritious Meal Centres
1999-2000	29723	39807	1144538	6463957
2000-01	30701	40437	1425969	6389589
2001-02	30664	41057	1364493	6460223
2002-03	30638	41012	1275998	6491662
2003-04	30639	41118	1303161	6504642

3.4.10 Audit noticed non-supply of commodities, diversion of fine rice supplied by Government of India (GOI), supply of Double Fortified Salt against the recommendations of UNICEF and non-implementation of recommendations of Committee on Public Accounts (PAC) as discussed in the succeeding paragraphs.

Non-supply of *dhall* and eggs

***Dhall* and eggs were not supplied depriving the prescribed nutrition to children**

3.4.11 The programme envisaged supply of *dhall* of ten grams per day to two to five age group and 15 grams to other beneficiaries. However, it was noticed that during 1999-2004, *dhall* was not supplied to beneficiaries in Dharmapuri, Madurai, Vellore and Kancheepuram districts as depicted below:

Sl. No.	District	*Dhall* was not supplied		
		NMC	Number of days	Number of feeds without *dhall* (in lakh)
1.	Madurai (3 Blocks)	29	803	2.82
2.	Vellore (3 Blocks)	16	363	0.83
3.	Kancheepuram (2 Blocks)	37	1771	1.27
4.	Dharmapuri (5 Blocks)	75	3142	2.87

3.4.12 Due to non-supply of *dhall* the beneficiaries were deprived of its protein value.

3.4.13 District Collector, Vellore, entered (November 1999) into an agreement with a poultry farm in Vellore, for supply of eggs to centres for the period November 1999-October 2000 at Rs 1.12 per egg. The contractor did not supply eggs to one to 18 Blocks for one to three weeks between November 1999 and February 2000 and stopped supply of eggs from fourth week of February 2000 to all the 20 Blocks. The District Collector procured eggs locally and supplied to centres from March 2000. The extra expenditure for March and April 2000 worked out to Rs 5.56 lakh. Though the agreement with the contractor stipulated that in case of non-supply of eggs, the Collector could procure them from the open market and the additional cost, if any, would be borne by the contractor, the Collector did not enforce this condition. The Collector merely retained the security deposit of Rs one lakh of the contractor and black listed him.

- In Dharmapuri District, the extra expenditure for the period March-April 2000 worked to Rs 6.92 lakh.

- Similarly, in Cuddalore District, eggs were not supplied during third and fourth week of February 2000 and the first week of March 2000, depriving 1.36 lakh to 2.70 lakh beneficiaries. The non-supply of eggs has resulted in deprival of nutrition to the beneficiaries.

Diversion of free fine rice supplied under National Programme of Nutritional Support to Primary Education (NP-NSPE)

3.4.14 GOI supplied fine rice @ 100 grams per beneficiary per school day for children in I to V standard for ten months in an academic year. In ten out of 29 Regions of TNCSC, while fine rice (77878.058 MT) was lifted from Food Corporation of India (FCI) under the above programme, BR Common rice (inferior to fine rice) was substituted to the extent of 38820.305 MT during 1999-2003.

3.4.15 Due to the above substitution children were fed with rice of inferior quality during 1999-2003. Further, the State Government gained to the extent of Rs 6.81 crore on 20355.742 MT of fine rice substituted during 1999-2000 in the ten Regions of TNCSC as the rates of reimbursement for fine rice was more than that of common rice supplied by TNCSC in 1999-

2000[4]. TNCSC stated (September 2004) that the fine rice, so substituted, was diverted to Public Distribution System (PDS).

Supply and use of Double Fortified Salt against the recommendations of National Institute of Nutrition and UNICEF

Supply of DFS was made against the recommendations of UNICEF and NIN

3.4.16 Government started supplying Double Fortified Salt (DFS) containing iron and iodine in seven goitre prone districts[5] under the scheme from May 2002 onwards. Prior to this, Government had solicited the opinion of UNICEF and National Institute of Nutrition (NIN), Hyderabad on supply and use of DFS.

3.4.17 Project Officer (Health and Nutrition), UNICEF stated (November 2001) that iron supplementation through DFS was insignificant when considering the amount of iron finally reaching the child and recommended (November 2001) supply of iodised salt throughout the State in preference to supply of DFS or Iron Fortified Salt.

3.4.18 NIN also advised (January 2002) against DFS being used as a public health measure to combat Iodine deficiency disorders and Iron-deficiency Anaemia. They also recommended the use of iodised salt along with supplementation of Iron Folic Acid (IFA) tablets till the efficacy of DFS was established.

3.4.19 In spite of the above observations, State Government ordered (May 2002) supply of DFS to seven goitre prone districts.

3.4.20 While procurement and supply of DFS to centres was not warranted as it was not recommended by NIN or UNICEF, it also resulted in extra expenditure of Rs 27.15 lakh[6] on procurement of 810.50 MT of DFS between April 2002 and March 2004.

Extra expenditure due to re-tendering for purchase of eggs

3.4.21 To improve nutritional status of children covered under the programme, the Government augmented the scheme with supply of eggs once in a fortnight from June 1989 and once a week from June 1998. Commissioner of Social Welfare (CSW) called for tenders (March 1999) for supply of eggs to Nutritious Meal Centres for each district of the State for the year 1999-2000. The contract was awarded (March 1999) to the lowest bidder, Tamil Nadu Poultry Development Corporation (TAPCO) for supply of eggs till March 2000 to 26 districts and two Corporations[7] at rates varying from Rs 1.11 to Rs 1.26 per egg. The District Collectors were (March 1999) to execute the agreement with TAPCO and pay for the supplies made by TAPCO.

3.4.22 TAPCO had an accumulated loss of Rs 4.24 crore till the end of March 1998 against a paid up capital of Rs 1.27 crore. A committee set up by

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4 The gain of Rs 6.81 crore has been calculated with reference to the difference in price at which GOI reimburses FCI for supply of fine rice and the price of common rice charged by TNCSC. Such gain has not been calculated for other years because the latter price was higher.

5 Coimbatore, Karur, Namakkal, The Nilgiris, Perambalur, Salem and Tiruchirappalli.

6 Calculated on the basis of prices of Iodised Salt (Rs 2150/MT) and DFS (Rs 5500/MT) effective from April 2001 as notified by Government.

7 Chennai and Madurai.

the Government in January 1997 had recommended its closure and Animal Husbandry and Fisheries Department issued an order accepting this in April 1999. In this background, the decision of the CSW to award the contract to TAPCO was ill conceived.

3.4.23 TAPCO supplied eggs during April and May 1999 and expressed (May 1999) their inability to supply eggs thereafter as their own suppliers failed. The District Collectors purchased the eggs locally between 30 May 1999 and 7 November 1999 at rates in the range of Rs 1.10 to Rs 1.40 per egg as instructed by CSW. The CSW identified (October 1999) suppliers through a fresh tender for supply of eggs from 8 November 1999 onwards. The Government issued orders (January 2000) terminating the contract with TAPCO retrospectively with effect from 29 May 1999.

3.4.24 Government provided (April 1999) Rs one crore as ways and means advance to TAPCO for procurement and supply of eggs. TAPCO returned (May 1999) Rs 50 lakh and adjusted (July and August 1999) Rs 25.85 lakh towards service charges for supervising the supply of eggs for 1998-99 (Rs 18.22 lakh) and supply of eggs to NMCs in Chennai Corporation (Rs 7.63 lakh). The remaining amount of Rs 24.15 lakh, was neither refunded nor adjusted by TAPCO as of March 2004.

Recommendations of Committee on Public Accounts not implemented

Recommendations of PAC were not acted upon

3.4.25 Supply of weights and measures to centres were discussed in the Report of the Comptroller and Auditor General of India (Civil) – Government of Tamil Nadu for the years 1983-84 and 1994-95. PAC in its 54th Report (12th Assembly) presented to the Assembly on 22 April 2002 stated that it was distressed to note that its recommendations issued in 1987 regarding the necessity of providing measuring devices at NMP centres had not been acted upon by the department even after a lapse of 12 years. The Committee viewed the delay seriously.

3.4.26 Government in SW&NMP Department stated (September and December 2004) that Finance Department did not agree to their repeated proposals (2001-03) of providing weights and measures due to financial constraints.

3.4.27 Considering that the average annual expenditure on the scheme is about Rs 360 crore and the benefit of weighing the food ingredients at the time of their delivery to the centres, the expenditure on weights and measures would appear to be well deserved.

3.4.28 In this context, Audit noted that shortages in supply by TNCSC had been reported from time to time by some District Collectors. Government had also noted (February and June 2002) that short supplies get covered up because the number of children actually fed is less than the strength reported.

Other points of interest

Posts of organisers, cooks and helpers in NMCs not filled up with the surplus staff in CWCs

Surplus staff in ICDS centres were not re-deployed to NMCs and CWCs

3.4.29 One hundred eleven projects (67 rural; 42 urban and two tribal projects) were being implemented under Integrated Child Development Services (ICDS) scheme during 1997-98. Of these 47 projects were assisted by Swedish International Development Authority (SIDA) up to June 1998.

The staffing pattern at each centre under SIDA-ICDS consisted, among others, of two Anganwadi Workers (AWW) and two Anganwadi Helpers (AWH). These centres were merged with General ICDS on completion of the project period. With effect from 31 December 1997, the World Bank Assisted (WBA) Tamil Nadu Integrated Nutrition Project II (TINP), implemented in 318 Blocks, was closed and the CWCs under TINP II were taken over under WBA-ICDS III.

3.4.30 Government ordered that the staffing pattern in the CWCs would be one AWW and AWH with effect from January 1998. As a result about 40000 AWWs/AWHs working in WBA-ICDS III and erstwhile SIDA-ICDS were rendered surplus. Government further ordered (February 1998) that a seniority list of surplus workers/helpers in each district should be maintained in order to facilitate their redeployment in NMP centres. While the expenditure on surplus staff in WBA-ICDS III Project was met from that project, the pay and allowances of surplus staff under the erstwhile SIDA-ICDS were borne under NMP up to 2003-04. This expenditure worked out to Rs 13.06 crore[8] (approximately) for 2002-03 and 2003-04.

3.4.31 According to DRD the vacancy position of organisers, cooks and helpers in NMP centres as on 31 March 2004 was as follows:

Sl No.	Name of the post	Number of posts sanctioned	Total vacancy	Percentage of vacancy
1	Organiser	39279	744	2
2	Cook	39947	1942	5
3	Helper	39914	2849	7
	Total	**119140**	**5535**	**5**

The Commissioner of Municipal Administration (CMA) did not furnish the details of the vacancies in centres under his control.

3.4.32 As per the details furnished by the Project Coordinator, World Bank Assisted ICDS Project, as on 31 March 2004 the surplus staff was 23712 comprising 13920 Anganwadi workers and 9792 Anganwadi helpers. Thus, on one hand the benefit of redeployment of excess staff of Anganwadi centres in NMCs has not been fully realised, while on the other, substantial expenditure was incurred till March 2004 on surplus staff from the NMP scheme funds.

Monitoring

Constitution of Monitoring Committee

School level monitoring committees did not carry out the functions assigned to them

3.4.33 Government ordered (March 2002) the formation of Monitoring Committee in every school to ensure that rice, *dhall*, oil, vegetables, etc. are issued in correct quantity with reference to actual number of students consuming noon meal and also to ensure quality of meals served to the students.

[8]

Year	Number of surplus staff		(Rupees in crore) Expenditure
	AWW	AWH	
2002-03	2816	3181	5.98
2003-04	3004	3839	7.08
Total			**13.06**

3.4.34 Each committee was to comprise of four members including Headmaster of the concerned school and representative from the Parent-Teachers Association.

3.4.35 It was, however, seen in the sample districts that though the committees were formed, there was no evidence to show that the committees have carried out the functions assigned. Thus, the objective of forming the Monitoring Committee was not fulfilled.

Shortfall in inspection

Shortfall in quantum of inspection by PAs (NMP) to Collectors was noticed

3.4.36 To check over-reporting of number of students consuming meals at NMP centres, Government instructed (December 1986) that the Personal Assistant (PA) (NMP) to inspect 20 centres per month during feeding time. However, it was noticed that during 2002-04, inspections were not conducted by PA (NMP) in Kancheepuram (three months), Cuddalore (two months), Vellore (one month), Dharmapuri (four months) and Madurai (five months).

3.4.37 The following deficiencies were noticed in the inspections conducted.

- In ten districts[9] the concerned PA (NMP) visited only seven to 18 centres during January 2000 as against the monthly target of 20 centres.

- Inspection of centres during August 2001 by PA (NMP) in nine districts[10] averaged 14 (against 20) and varied between eight and 18.

Inspection by BDOs

3.4.38 The Block Development Officers (BDOs) are required to conduct ten inspections per month. The inspections conducted by BDOs in Vellore, Cuddalore and Madurai districts during 2002-2004 revealed shortfall as follows:

District	No. of Blocks	2002-03		2003-04	
		No. of months in which inspections were			
		Not conducted	Conducted in 1 to 4 centres	Not conducted	Conducted in 1 to 4 centres
Vellore	5	17	11	11	5
Cuddalore	4	3	8	3	7
Madurai	2	2	13	7	12
Total	**11**	**22**	**32**	**21**	**24**

The shortfall reflected above indicates inadequate monitoring.

Evaluation

3.4.39 Union Planning Commission suggested (February 2002) a comprehensive evaluation of the Midday Meal Scheme with special reference to literacy, school enrolment and retention. Though this evaluation was entrusted to Directorate of Economics and Statistics in April 2002, it has not been taken up so far (June 2004).

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9 Kancheepuram, Madurai, Namakkal, Salem, Thanjavur, Thiruvarur, Tiruchirappalli, Tiruvannamalai, Tuticorin and Villupuram

10 Kancheepuram, The Nilgiris, Perambalur, Tiruvannamalai, Thiruvarur, Tuticorin, Vellore, Villupuram and Virudhunagar

Conclusions

3.4.40 The review indicates that there were deficiencies in the implementation of the scheme. These include non-supply of *dhall* and eggs during some periods, substitution of common rice in place of fine rice, non-supply of weights and measures to centres and vacancies in NMCs despite excess staff in anganwadis.

Recommendations

- Monitoring of inspections of centres should be carried out as per targets assigned.

- Evaluation of the scheme is to be conducted to improve the effectiveness of implementation.

- PAC recommendations regarding supply of weights and measures to centres should be acted upon urgently.

The above points were referred to Government in August 2004; Government generally accepted the facts (September – December 2004).