

# **Governance of Mid-day Meal Scheme in Uttar Pradesh: A Case Study of Rampur District**

**Summary  
of  
THESIS**

**SUBMITTED TO  
BABASAHEB BHIMRAO AMBEDKAR UNIVERSITY  
(A CENTRAL UNIVERSITY)  
LUCKNOW**

**BABASAHEB  
BHIMRAO  
AMBEDKAR  
UNIVERSITY**



**LUCKNOW**  
प्रज्ञा शील करुणा  
ESTABLISHED 1996

**FOR THE AWARD OF THE DEGREE OF**

**Doctor of Philosophy**

**in**

**POLITICAL SCIENCE**

**SUPERVISOR**

**Dr. SIDDHARTHA MUKERJI**

**SUBMITTED BY**

**RAJEEV SAGAR**

**Enrollment No. 901/13**

**DEPARTMENT OF POLITICAL SCIENCE  
SCHOOL FOR AMBEDKAR STUDIES  
BABASAHEB BHIMRAO AMBEDKAR UNIVERSITY  
(A CENTRAL UNIVERSITY)  
VIDYA VIHAR, RAEBARELI ROAD, LUCKNOW-226 025  
UTTAR PRADESH, INDIA**

**2019**

## **INTRODUCTION**

The child is the future of every nation. In a democratic and welfare state like India, it's the duty of the state to raise the level of nutrition and the standard of dwelling and to enhance public fitness because schooling and health are two basic wants for human well-being. Food crisis also creates difficulties in achieving other social benefits. Therefore, it appears as one of the basic means for capacity building. Food is a means to achieve other ends in life.

Related to MDMS is the right to quality education. In this context of substantive civil rights, the MDMS was introduced to realize the goal of education for children without any kind of economic constraint. Both 'right to food' and 'right to education' appears to be fundamental objectives. This scheme, regarded as a significant social welfare scheme in the country in view of its objective to ensure the protection of two fundamental rights (education and food) necessitates effective performance by the government through good governance.

When most people hear the word, "Governance" they think of "Government" but Governance implies more than a formal government. The Governance is the process by which governments are selected, monitored and replaced. In practice, good governance involves promoting the rule of law, tolerance of minority and opposition groups, transparent political processes, an independent judiciary, an impartial police force, and a military that is strictly subject to civilian control. Above all, good governance means respect for human rights. MDM scheme is a testimony to assess the ability of the government agencies as well as their political will to abide by these principles and objectives of governance.

Primary education is far from universal and the Millennium Development Goals (MDGs) remains elusive. UNICEF (2008), the agency responsible for tracking progress on this MDG, estimates a net primary school enrollment rate in developing countries of 84%; this is also its estimated average for India. In view of this, governments across the developing world have instituted a wide range of policies aimed at encouraging school enrollment.

The National Programme of Nutritional Support to Primary Education (NP-NSPE) which is popularly known as the MDMS was introduced by the Indian Government on 15th August 1995 initially in 2408 blocks in the country and in 1997-98 the NP-NSPE was introduced in all blocks of the country.” NP-NSPE states that it aims to address “classroom hunger” and encourage terrible children, belonging to deprived sections, to attend school frequently and assist them to concentrate on lecture room activities. The MDMS is a multi-faceted programme of the Indian Government that, amongst other things, additionally seeks to tackle problems of food safety and facilitating education, lack of nutrition and access to schooling on a nationwide scale. The objective of the MDMS is to improve the academic standards in the schools.

Historically, the MDMS was introduced before the independence in 1925 for disadvantaged and underprivileged children (children of poor socio-economic status) in Madras Municipal Corporation. Tamil Nadu had launched a cooked MDMS in the 1950s and expanded it significantly in 1982, and Gujarat introduced MDMs in the 1980s. Besides this, the entire state of Kerala, and some pockets of Madhya Pradesh and Orissa, began providing cooked meals in 1995.

On 28 November 2001, the Indian Apex Supreme Court approved an order directing all the state government to apply MDM. Very few states, however, introduced cooked meals in primary schools before the Supreme Court's initial deadline of February 28, 2002. The primary schools are taking initiative with reference to this order, several states of the Union have provided for MDMs at different levels of education, covering a large population of children. Along with this, several NGOs and different other organizations also aid this scheme, throughout the nation.

The aim of the MDMS is to improve the nutritional status of poor children. The main aim is also to attract them to schools. Along with this, this programme also aids in the eradication of child labor in a way that children who previously used to invest their energy in labor now focus on education. This makes the MDM programme a very important scheme in building India. The nutritional programme in schools is popular in developing countries for both education and nutritional benefits. The purpose of the MDM Scheme was to enhance enrolment, retention, and participation of children in primary schools, simultaneously improving their nutritional status. In

order to ensure the fulfillment of this purpose, there is also a mechanism to maintain transparency in the system. The quantity and quality of food-grains are specified and there is also a body (School Management Committee) to keep a proper check in the proceedings.

### **THEORITICAL INTERVENTION: GOVERNANCE AND WELFARE**

Since the early stage of the Third Wave of democratization now more than a generation ago, there is a visible inference of comparative politics on democracy, transitions to democracy, human rights and transitional justice, all of these unmark “Good” or “democratic” governance which is said to exist when the authority of the Government is based on the will of the people and is responsive to them. In view of this, a responsible and a welfare government is one that makes and implements public policies.

In 21st Century India’s moving rapid growing economy in the world, one cannot undermine the importance of education and here education is considered as an investment. People realize today the money that is spent education is a significant contribution to the national economy. The pace with which technological change is taking place all over the world has revolutionized every aspect of human life. In order to cope up with such change, education is a must. But lack of education needs to be understood in the context of other bottlenecks like poverty, food insecurity, unemployment and the overall developmental inadequacies in the present day society. The scheme is often seen to be significant in view of it producing a quantitative jump on literacy rates. However, its inherent aim is also to promote social democracy by addressing the needs of economically marginalized sections at the grass-root level.

### **RESEARCH METHODOLOGY**

The proposed study involves historical, analytical approach and comparative methods of inquiry. This study is based on Primary and Secondary data. The case study involves field work in developed and underdeveloped 06 villages of 02 blocks (Chamrouaa and Shahabad) of Rampur district and tries to find out some data and facts about the MDM programme. The blocks have been carefully selected, one block has proximity to the city and the other is in the interior. These villages have been

selected for field study in each block to see how pradhans belonging to different social categories administer the MDMS at the village level.

The research involves a combination of quantitative and qualitative analysis using techniques such as Statistical Analysis, Interview Schedule, and Purposive Sampling. The tools used in this study was Frequency Test, Descriptive Statistics, Independent t test and also used the Bar Chart, Pie Chart etc. and also set the level of significance in advance at 5% that means we would be wrong only 5% and confident at 95% and this 5% is also known as alpha error or Type I error whereas the 95% confidence interval is known as Beta error or Type II error.

### **CASE STUDY**

District Rampur is located between Longitude 78°0'54" and 69°0'28" East and Latitude 28-25 and 29-10 north. Spread in an area of 2367 sq. km it falls in Moradabad Division of Uttar Pradesh State. It is surrounded by district Udham Singh Nagar in the north, Bareilly in east Moradabad in west and Badaun in the south.

District Rampur consist of 07 Blocks which have 2082 Schools (1314 govt. primary school, 632 government secondary school, 22 aided primary/secondary school, 67 Bal Sram Unmulan Vidhyalaya, 47 primary and secondary school affiliated to Madhyamic Vidhyalaya) and 192295 students are enrolled in these schools. MDM Programme was initiated in Rampur District from 01 September 2004 in all primary schools and subsequently viewing the success of MDM.

### **THE LOGIC OF CASE SELECTION**

The case is carefully selected to study the following discrepancies in the administration of the scheme.

1. The discrepancy in policies of the central government, state government and local government.
2. People of the villages are authorized to check the quality of MDM but they are indifferent.
3. Lack of coordination among the principal of the schools, Pradhan and kotedar.
4. Low remuneration of the cook in MDM serves as a disincentive.

5. Cooked food is not supplied to the children as per the menu.
6. Children are asked to bring a utensil from home for eating in spite of being provided by the schools.

### **RESEARCH OBJECTIVES:**

1. To study the vision and mission of the state in introducing the Mid-day Meal scheme and to understand the underlying philosophy of a welfare state and inclusive development embodying the Mid-day Meal scheme.
2. To study the extent to which it is instrumental in empowering the marginalized sections.
3. To study the extent to which the national objectives of mid-day meal scheme have been achieved.
4. To assess the institutional capabilities and inadequacies of policy implementation in Mid-Day Meal programme.
5. To study how the local level leadership can be effective to ensure the proper implementation of Mid-day Meal scheme.
6. To examine how social audit could produce better transparency in the implementation process with the help of Civil Society Organisations (CSOs).
7. To develop a conceptual framework for understanding the four deficiencies namely: institutional, participatory, communication and supply.
8. To analyse the importance and implementation of monitoring mechanism system (MMS) to achieve the objectives of Mid-Day Meal scheme.

### **MAJOR FINDINGS:**

The MDM works as a decentralized programme, funded jointly with the aid of the Central and state governments. While the meals grain comes from Food Corporation of India through the state meals corporations, it is the School Management Committee (SMC) with the headmaster, Panchayati Raj Institutions (PRI) or different community representatives, and three fourths representation of mother and father of youngsters studying in that school, that is given the duty to buy pulses, vegetables, oil, spices, firewood, and so on as conversion cost. Parents are seen as the biggest stakeholder and that is why the programme shape furnished for the SMCs/Mothers' Committees to have a lead role in the administration and the

accountability framework of the programme. Cooks paid Rs 1,000 a month and utensils furnished as section of the scheme come via programme funds. Non-governmental organizations (NGOs) are assigned the responsibility to run the programme in a few schools.

Akshay Patra-like NGOs have also been assigned the responsibility in many states. Despite the reference to unsatisfactory implementation reported, studies have mounted the role of the MDM in growing school attendance rates. Government schools have the largest segment of poor kids coming from underprivileged households where food safety at home is an issue. The hot cooked meal, with all its limitations, does keep again kids in schools in large numbers. Studies have additionally indicated how many children, particularly in states with a very excessive proportion of poor families, come hungry to school. MDM does make a distinction in the lives of these children.

There are several other weaknesses of MDMS, both in implementation on the ground and in its concept and design. The MDMS has addressed to some extent the nutrition security of nutritionally deprived school children. But it does not cover children out of school. When we move away from an instrumentalist understanding of MDM as merely an instrument to get children into school and adopt a rights-based view point that regards the nutrition security of the child as a human right, the need to expand the MDMS to cover out-of-school children becomes evident.

A key problem in implementation has to do with both the quantum of funds required and the flow of funds in the scheme. Until the revised norms of 2006 came into effect, the States, on their part, pleaded serious financial constraints in mobilizing the resources for cooking costs. Subsequent experience has shown that even the revised norms do not solve the resource problem completely. Even without ensuring legal minimum wages for cooks and helpers, the cooking costs have been going up.

The policy of the MDMS is very important for primary education promotion especially in rural and backward areas where most people are under poverty. But it is determined that there is a large discrepancy in the implementation of MDM Scheme.

On the basis of the opinion given by the students, the researcher concluded that the students ate the MDM each day according to weekly menu and the scheme was popular amongst the students. Students were sitting together and also taking together. Most of the students did not get the milk or fruits, because most of the students were generally absent on milk or fruit distribution day. Students brought their utensils from the home for MDM. Teachers did not first eat the food provided in the school to the children. The meals prepared on the Wooden Stove because woods were easily accessible in the village. Our Guardian did not check the meals supplied and for drinking water, there was hand pump facility in the school.

Most of the parents stated that their children went to the school each day and the parents knew the importance of the education for their children. Children ate meal each and every day in the school and the scheme was very popular in the village among the students and parents. Children took the MDM at the school, not at home. Parents did not inspect the food quality. School administration was not providing the foods according to the weekly menu. Parents were taking part in the meeting of school management committee. Issues of the MDM were not resolved by the school administration. Children were not sitting on caste basis while taking the meal. Parents did not investigate the meal grain quality. Parents did not check the baked meals but were taking interest for checking the supplied food grains to their children. Parents complained the issue associated to the MDMS. As per the parents' opinion, their children's education and health improved through the MDMS. Parents did not check the MDMS food supply chain process at Rampur district in Uttar Pradesh.

According to them, Teachers presented a balanced approach to implementation the mid-day scheme was playing an important role in the internal development of India. This was a useful welfare scheme. Food was given to the children on weekly menu basis. There was no complain lodged by the Gram Pradhans / Parents regarding the MDM. There was a lack of communication amongst the Gram Pradhan, Kotedar (supplier of meal grains), Parents and BSA. Teachers received the meal grains on time. There was no social audit of this scheme and no inspection of MDM scheme by the village people. There was daily monitoring by IVRS (Interacting Voice Response System). Complaints of the MDMS were resolved by the Gram Pradhans/BSA under the presence of the school administration. The payment to the

cook and his assistant was probably on time and if the payment was not made to the cook and his assistant then this would be adverse effect on MDMS.

Gram Pradhans intimated a rosy picture of MDMS and glorified pradhan's role in it. The MDMS helped in the concept of making a village a welfare village, in the inner improvement of the whole village, a desirable development of the underdeveloped children and this scheme was popular in the proper education and health of the children. This scheme was not affected village politics. Gram Pradhan checked the food given to the kids , they also checked the documents related to the scheme, the fund received were on time, if fund was not received on time, then Gram Pradhan made the arrangement for the meal preparation with their own money. The Gram Pradhan complained the problem of this scheme to the BSA. There was no inspection of the food quality given to the kids; village school checked the standard of the food grain given by the Kotedar, food grain received by the Kotedar on time and there was no social audit for the MDMS at Rampur district in Uttar Pradesh.

BSA was getting the full Government administrative support. The mid-day format was very appealing amongst the kids, the education and fitness of the kids was improving by this scheme. BSA, confessing to the opinion of other said that the scheme much politisized at the local level. There must be an online monitoring of this scheme. There was lot of paper work involved in the reporting of this scheme. Government was extending enough monetary support to this scheme. The teachers, cook, his assistant and student's attendance was not regular for the better implementation of this scheme. There was arrangement for the meals hygiene and the meals given to the kids were according to the weekly menu by the school administration at Rampur District in Uttar Pradesh. In the above discussion the students, parents, teachers, gram pradhans and BSA had given their individual opinion of mid-day scheme.

### **Hypothesis**

H1: Mid-day Meal scheme fulfil the goals of inclusive development and justifies a welfare state.

H2: Institutional failure and lack of effective leadership at the local level results in implementation predicaments.

H3: Intervention and malpractices of intermediaries create supply side shortage.

### **Validation of Research Hypotheses**

During the review of literature of th study it was found that a number of study contended that Mid-Day Meal Scheme fulfilled the objectives of inclusive development and welfare state theories which validate the first hypothesis.

Further in the previous studies, research and report etc. it was also reflected that MDMS was suffering from various institutional failure, attitude of indifference of local individual included in the various committees of the scheme, lack of social audit, communication gap between local institutions and district institution, poor supply of food grains, untimely payments to cook, corruption among intermediaries, malpractices and lack of effective leadership at local level etc. which holds the validation of second and third hypothesis framed.

### **CONCLUSION AND SUGGESTIONS**

In Indian federal system, when the central government formulates development policies at the central level, it is the state governments or the local bodies implement as being the units of local administration. The state governments are expected to adopt certain development policies that are aimed at ensuring equality of opportunity for all regarding access to the basic necessities, education, health services, food, housing, employment, fair distribution of income and so on. On the other hand, they are also expected to create conditions, for realizing the fulfilment of the right to food by undertaking appropriate economic and social policies to correct the social injustices. In this context, the public sector and private sectors organizations coordinate, not only among themselves but also with other national and international Institutions as well as with the civil society to implement the scheme.

Government bodies, parents, teacher and gram pradhan should ensure that there should be proper mid day meal distribution according to weekly menu with milk or fruit items and there should be a mandatory provision for the teachers to taste the

food before its distribution to the children. Since the government is providing the gas connection to every village, hence the meals should be prepared on the Gas Stove. Though there was drinking water facility for the students but safe, clean, water cooler and water filter should be arranged for each school because health is the prime focus for the students for the quality education. There should be a mandatory provision for the parents to check the grains supplied, the food prepared and the quality & quantity of the food distributed to their children under the mid day meal scheme at Rampur District in Uttar Pradesh.

Utilization certificates of meals grains/funds from the school should be taken by the block level officer on priority groundwork and be despatched to the district authority so that release of cash is expedited. All authorities or non-government or civil society has one common attraction to people that scheme is completely satisfactory and implementation of the scheme is having a trouble and need to be addressed. Together they all assume fixing the signs and symptoms of the hassle will solve the root cause, poverty, by means of putting higher monitoring, higher accountability and better administration by using the same government organisation which has a terrible record in imposing any policy. Monitoring of warm cooked meal to adolescents of major and higher essential classes in over 1,265,000 schools throughout India is a massive task, which desires manpower, infrastructure, and training. Which is really no longer feasible as the scheme is already marred by using corruption top to bottom and again kickback of money from the bottom to top. But for groups aiding Midday Meal scheme, this is a trivial project and can be accomplished with the aid of spending more money, this is exactly what the trouble is when humans strive to fix symptoms alternatively than stopping the scheme.

Primary schools with all minimum required infrastructure facilities should be established in neglected areas on priority basis. Central government should release budget to the states at the earliest. Facilities in the existing government schools should be expanded. To avoid the closure of unrecognized private schools for not fulfilling the prescribed recognition standards within three years, these schools must be helped to improve their facilities by resource support and providing linkages with financial institutions. To meet budgetary constraints, stress must be given on cost effectiveness and accountability at every level.

To meet the increasing demand of qualified and trained full time teachers, the teachers in required number must be recruited at the earliest. Pupil-teacher ratio must be maintained as per requirement. As more and more children move into the primary school age group, it becomes necessary to build more and more schools and recruit more teachers.

Primary schools need to be made aware of the provisions made for 25 percent reservation of seats for the economically and socially weaker and disadvantaged children and the role of school managing committees in this regard. The identification, selection and verification procedure of such children should be well defined and well informed. It should also be notified that how the whole process will be monitored.

It is the duty of the nodal ministry to evaluate the infrastructure development meant for MDM scheme in the meetings of SMC and representatives of other nodal ministries which run the infrastructure improvement schemes must be invited to these meetings. Steering-cum-monitoring committees ought to be made useful and active at district/block levels for high-quality implementation, convergence, and monitoring of the scheme.