IMPLEMENTATION OF MID-DAY MEAL SCHEME IN GOVERNMENT ELEMENTARY SCHOOLS OF BIHAR

Anshu Narad

Hunger and malnutrition are major hindrances in the way of child development. The introduction of Mid-Day Meal Scheme is considered as one of the major steps taken in this regard to improve and strengthen educational development and nutritional status of the children. The state of Bihar has been going through series of educational reforms and introduction of Mid-Day Meal Scheme is one among them. Though the state has made all efforts to implement Mid-Day Meal Scheme in its true spirit, the questions that remain unanswered are whether actually and effectively Mid-Day Meal Scheme has been implemented in Government Elementary Schools and what problems are being faced by Mid-Day Meal in charges with respect to implementation of Mid-Day Meal Scheme. The present paper is a brief attempt made in this regard and is directed towards answering these questions and in giving suggestions for the same. The study has been conducted on Mid-Day Meal in charges of Government Elementary Schools of Bihar.

KEYWORDS: Implementation, Elementary Schools, Mid-Day Meal Scheme

INTRODUCTION

Education is the most important lever for social, economic and political transformation. A well-educated population, equipped with the relevant knowledge, attitudes and skills is essential for economic and social development of a country in the twenty-first century. Education is the most potent tool for socioeconomic mobility and a key instrument for building an equitable and just society. Education provides skills and competencies for economic well-being. Education strengthens democracy by imparting

to citizens the tools needed to fully participate in the governance process. Education also acts as an integrative force in society, imparting values that foster social cohesion and national identity. Recognizing the importance of education in national development, the Twelfth Plan places an unprecedented focus on the expansion of education, on significantly improving the quality of education imparted and on ensuring that educational opportunities are available for all segments of the society. Education is lifelong and continuous process and is also the basis of development and change. Every developing nation should believe that education is the heart of development process. Development in any country will mean the improvement in the quality of life of the people as a whole and also of the individual. After Independence the biggest challenge for India was the education of its people. Ever since the Constitution was adopted in 1950, the focus of educational programmes was concentrated on universalization of elementary education. A number of initiatives were undertaken to achieve the Universalization of Elementary Education such as Non Formal Education, Operation Blackboard, Bihar Education Project, Uttar Pradesh Basic Education Project, Lok Jumbish, Siksha Karmi Project, Janshala, Mahila Samakhya, Primary Education Programme, National Programme Nutritional Support (Mid-day Meal), Sarva Siksha Abhiyan (SSA), etc.

The Mid-Day Meal Scheme (MDMS) is the India's second largest food security programme. For the children, it is perhaps the largest food security programme in the world. Hunger and malnutrition are major hindrances in the way of child development, thus during the introduction of MDMS the relationship between educational development and nutritional status of the children was taken into consideration. The MDMS was introduced primarily to protect the nutritional as well as the educational rights of the children, as children are not able to concentrate in their studies with empty stomach. However, there are many school meal or feeding programmes introduced in different countries according to their indispensability. Gopaldas and Gujral (1994) studied the impact of school feeding programmes (SFPs) on school attendance, enrolment and school performance and made comparison between fed and non-fed schools. Under fifteen programmes in Columbia, Kenya and Philippines, SFP was found to be —effective on attendance in three programmes; in ten programmes, SFP was considered —probably effective on attendance and in the remaining two programmes, SFP was considered —ineffective on attendance. The concept of supplementary nutritional support through educational institutions took its root in India when Madras Municipal Corporation developed a school lunch programme in 1925. In the postindependence era, Gujarat was the first state to start school lunch programme

in 1984 followed by Kerala and Tamil Nadu and the Union Territory of Pondicherry who universalized a cooked Mid-Day Meal Programme with their own resources for children studying at the primary stage.

By 1990-91 the number of states implementing the Mid-Day meal programme with their own resources on a universal or a large scale had increased to twelve states. With a view to enhancing enrolment, retention and attendance and simultaneously improving nutritional levels among children, the National Programme of Nutritional Support to Primary Education (NP-NSPE) or Mid-Day Meal Scheme was launched as a Centrally Sponsored Scheme on 15th August 1995, initially in 2408 blocks in the country. By the year 1997-98, the NP-NSPE was introduced in all blocks of the country. Further in 2001, in its historic judgment the Supreme Court of India in the right to food case directed all states to provide cooked meals to all primary school children and thus made the MDMS become a part of the daily routine of school children across the country. The scheme was further extended in 2002 to cover not only children in classes I -V of Government, Government aided and local body schools, but also children studying in Education Guarantee Scheme (EGS) and Alternative & Innovative Education (AIE) centres. The main objectives of Mid-Day Meal Scheme are:

- i Improving the nutritional status of children in classes I VIII in Government schools, Local Body and Government aided schools, and EGS and AIE centers.
- ii Encouraging poor children, belonging to disadvantaged sections, to attend school more regularly and help them concentrate on classroom activities.
- iii. Providing nutritional support to children of primary stage in drought-affected areas during summer vacation.
- iv. Enhancing gender equity.

Central assistance under the scheme consisted of free supply of food grains @ 100 grams per child per school day, and subsidy for transportation of food grains up to a maximum of Rs.50 per quintal. In September 2004, the scheme was revised to provide cooked Mid-Day meal with 300 calories and 8-12 grams of protein to all children studying in classes I – V in Government and aided schools and EGS/ AIE centres. In addition to free supply of food grains, the revised scheme provided Central Assistance for (a) Cooking cost @ Re 1 per child per school day, (b) Transport subsidy was raised from the earlier maximum of Rs.50 per quintal to Rs.100 per quintal for special category states, and Rs.75 per quintal for other states, (c) Management, monitoring and evaluation costs @ 2% of the cost of food grains, transport subsidy and cooking

assistance, (d) Provision of Mid-Day meal during summer vacation in drought affected areas. In July 2006, the scheme was further revised to provide assistance for cooking cost at the rate of (a) Rs.1.80 per child/school day for states in the North Eastern Region (NER), provided the NER states contribute Rs.0.20 per child/school day, and (b) Rs.1.50 per child/ school day for other States and Union Territories (UT's), provided that these States and UTs contribute Rs. 0.50 per child/school day. Later, in October 2007, the scheme was further revised to cover children in upper primary (classes VI to VIII) initially in 3479 Educationally Backwards Blocks (EBBs). With effect from 1st April, 2008, the programme covers all children studying in government, local body and government-aided primary and upper primary schools and the EGS/AIE centres including Madarsa and Maqtabs supported under SSA of all areas across the country. The calorific value of a mid-day meal at upper primary stage has been fixed at a minimum of 700 calories and 20 grams of protein by providing 150 grams of food grains (rice/wheat) per child/school day. With a view of improving the implementation of scheme in 2009, few more changes provided were such as revision of food norms to ensure balanced and nutritious diet to children of upper primary group by increasing the quantity of pulses from 25 to 30 grams, vegetables from 65 to 75 grams and by decreasing the quantity of oil and fat from 10 grams to 7.5 grams. Cooking cost (excluding the labour and administrative charges) has been revised from Rs.1.68 to Rs.2.50 for primary and from Rs.2.20 to Rs.3.75 for upper primary children in order to facilitate serving meal to eligible children in prescribed quantity and of good quality. The cooking cost to be revised, prior approval of competent authority by 7.5% every financial year from April 1, 2011. A separate component for payment of honorarium @ Rs.1000 per month per cook- cum-helper was introduced. Norms for engagement of cook-cum-helper in schools keeping in mind student's number were made. The cost of construction of kitchen-cumstore was to be determined on the basis of plinth area norm and State Schedule The transportation assistance in the 11 special category states (Northern Eastern States, Himachal Pradesh, Jammu & Kashmir and Uttarakhand) was made at par with the Public Distribution System (PDS) rates prevalent in these states due to difficult geographical terrain. Decentralization of payment of cost of food grains to the Food Corporation of India (FCI) at the district level allowed officers at state and national levels to focus on detailed monitoring of the scheme.

Nutrition Support to Primary Education popularly referred to as Mid-Day Meal programme (MDM) seeks to provide for each school child roughly a third of the daily nutrient requirement in the form of a hot fresh cooked meal. It is sometimes argued that in the case of children of poor households, the school

meal may become a substitute rather than a supplement for the home meal. It is important to note that it is not merely the long-term effects of the school meal on the nutritional status but its short-term effects on better attention, memory and learning that is important. There are several published reports based on well-conducted studies pointing to these beneficial short- term effects of the school meal on learning ability. A hungry child is a poor learner lacking in concentration. A mid-day meal is an important instrument for combating classroom hunger and promoting better learning. Many children reach school with an empty stomach in the morning, since a good early morning breakfast is not a part of the household routine. Under these circumstances it is important to acknowledge the short term effects of Mid-Day Meal on learning.

National Institute of Public Cooperation and Child Development, Indore (2007) conducted a study on Mid-Day Meal Scheme in Madhya Pradesh and found that school indicated marked improvement in enrolment pattern of children in primary school. Julia (2005) assessed the implementation of MDMS and its impact in Udaipur district and found cooked MDM had become a permanent part of the daily routine of rural primary schools in Udaipur. Introduction of menu based Mid-Day Meal has positively impacted enrolment and daily attendance of children. Noronha and Samson (2005) conducted a survey of 12 Municipal Corporation of Delhi (MCD) schools in Delhi and found out that school children in all the schools are getting cooked food. Paul and Mondal (2012) studied the impact of Mid-Day Meal in upper primary schools of Burdwan district in West Bengal and revealed that Mid-Day Meal programme has a significant positive impact in academic achievement of students. Bhargav and Bhargav (2011) study focused on opinion and awareness of primary school teachers towards Mid-Day Meal scheme and revealed that the teachers responded that MDM scheme should be continued as it led to increase in attendance rate. MDM could thus be a means for not only promoting school enrolment but also better learning in schools. With children from all castes and communities eating together, it is also instrumental in bringing about better social integration. Care India (1977) stated that introduction of menu based Mid-Day Meal has positively impacted enrolment and attendance of children and has contributed to social equity, as children sit together and share a common meal irrespective of caste and class, it has further contributed to gender equity in that provided employment to women. The scheme has played a significant role in bringing social equity.

Operational Research Group (1999) has evaluated the Mid-Day Meal programme in collaboration with the United Nations Children's Emergency Fund (UNICEF), for ten years of India and which two states provide hot cooked meals and found that while in Assam, U.P, M.P, and West Bengal, there has

been a boost to enrolment while in Gujarat, Haryana, Jammu & Kashmir, Karnataka, Orissa and Rajasthan, the programme has made positive impact in attendance and retention particularly amongst girls. Ramachandran (2002) in his book, India Development and Participation, revealed that between Pre Mid-Day Meal period (1989-90 to 1994-95) and Post Mid-Day Meal Period (1995-96 to 1998-99), there was an improvement in average annual growth rate of enrolment and percentage point decline in dropout rate in post-MDM period in Orissa as compared to Tamil Nadu, where all the functions of education were on the favourable side due to long existence of the programme (since 1956). In spite of the educational development realized through Mid-Day Meals programmes, several socio-cultural, administrative, managerial, and financial factors affected the scheme's effectiveness in both states. National Institute of Public Cooperation & Child Development, Annual Report (2005-06) showed that Mid-Day Meal improved the school attendance in majority of the schools and reduced absenteeism. It has fostered a sense of sharing and fraternity and paved the way for social equity.

The state of Bihar with an area of 94,163 sq. km. accounts for about 3% of the total geographical area of the country. It has a population of 82.88 million which accounts for 8% of the population of the country. The adverse land-man ratio is reflected in the high density of population, which is 880 per sq. km. The decadal growth of population for 1991-2001 is 28.43% which is the highest in the country. According to 2001 census, the literacy rate in the state is 47.53% and is the lowest in the country. The scheduled caste population comprises 15.47% whereas tribal population constitutes a mere 0.91% of the total population. The economy of the state is characterized by high incidence of poverty, low literacy rate, unemployment and low per capita income. As per Census of India 2011, literacy rate of the state was not faring any better, while the country exhibited 74.04% literacy, Bihar was stuck at 63.82% literacy. The human development indicators are also very poor. The Human Development Index (HDI) for Bihar is the lowest at 0.367 in 2001, which however, is an improvement over the earlier years (1981: 0.237, 1991: 0.308). As per Human Development Report (2011) with a score of 0.449, Bihar has been placed at the last spot in the state wise HDI rankings.

At present, Mid-Day Meal Programme is being implemented in all the districts (38) of Bihar. The state government has established a Mid-Day Meal cell in the secretariat for the monitoring and supervision of the programme. The state government has also formed a society named —Bihar Rajya Madhyanha Bhojan Yojana Samiti, to implement and supervise Mid-Day Meal scheme in the state. The human resource development department of the state government is the nodal department for the Mid-Day Meal scheme at

the state level. A state level Steering-cum-Monitoring committee monitors the programme. The district magistrate is the nodal officer of the scheme at the district level. The Mid-Day Meal programme is monitored at district and block levels by Steering-cum-Monitoring Committees. As per the report of Ministry of Human Resource Development, Department of School Education & Literacy, MDM Division (2013), Mid-Day Meal scheme has been the largest school feeding programme in the world reaching out to about 12 crores of children in more than 12 lakhs primary and upper primary schools (Government, Government Aided and Local bodies), National Child Labour Project (NCLP) schools EGS/AIE centres and Madrasas and Maqtabs supported under Sarva Shiksha Abhiyan. A programme of such a large scale and magnitude of Mid-Day Meal requires close monitoring and evaluation at all levels. Government of India had, therefore, decided to review the implementation of the programme in all its aspects through a Review Mission which will also provide suggestions for improvement. In the schools where non-government organisations NGOs serve the MDM they cook it in their centralized kitchen, whereas in other schools Vidyalaya Siksha Samiti (VSS) employs their own cook and Mata Samitis/ Self-help groups (SHGs)/Mahila Samakhayas cook and serve them. Dreze and Goyal (2003) reveals that MDM provides an excellent opportunity for female employment in rural areas and liberating working women from the burden of having to feed the children at home during the day. Hamid and Hamid (2012) attempted to assess the impact of MDMS on attendance, enrolment, and dropout rates of children in primary schools and found the impact of Mid-Day Meal scheme impressive in terms of enrolment, attendance and dropout rates, but the scheme suffers from a number of holdups in the course of its implementation. The Mid- Day Meal programme has immense potential to improve the nutritional as well as the educational status of the children provided the programme is strengthened by increasing the inputs and removing the bottlenecks observed.

The Government of India has been taking steps to equalize educational opportunities to its entire people since independence. In order to attain the goal of Universalization of Elementary Education and for national development and progress, it is necessary to educate its people. Mid- Day Meal scheme serves the important purpose of promoting the education of people by clubbing education with nutrition with Mid-Day Meal scheme, it will be easier for parents to persuade their children to go to school and for teachers to retain children in the classrooms. It could foster sound social behaviour among children and dispel feelings of difference between various castes. Mid-Day Meal can also contribute to gender equality by reducing the gender gap in

education by boosting female attendance in school. Mid-Day Meal Scheme is a programme which can lead to better enrolment and retention in schools.

Though the state of Bihar has made all efforts to implement Mid-Day Meal Scheme in its true spirit, the questions that remain unanswered are whether actually and effectively Mid-Day Meal Scheme has been implemented in government elementary school, what problems are being faced by Mid-Day Meal in charges with respect to implementation of Mid-Day Meal scheme. Unless attempts are made to find out how MDMS is being implemented, what problems arise while implementing MDMS and solutions to be found out for the same, the expected benefits of MDMS cannot be made. The present paper is a brief attempt made in this regard and is directed towards answering these questions and in giving suggestions for the same. The study has been conducted on Mid-Day Meal in charges of government elementary schools of Bihar.

OBJECTIVE OF THE STUDY

The study has the following objectives:

- 1. To explore the facilities available with respect to implementation of Mid-Day Meal scheme in government elementary schools in the following areas:
 - Availability of food grains/food items
 - · Provision of Storage of food grains
 - Process of food preparation
 - Information regarding distribution of food on daily basis
 - Manner of distribution of food
 - Community participation
 - Additional facilities
- 2. To identify the problems faced by the Mid-Day Meal In-charges with respect to implementation of Mid-Day Meal Scheme in Government Elementary Schools.

RESEARCH METHODOLOGY

Descriptive Survey Method was employed in the present study.

SAMPLE OF THE STUDY

The study was undertaken in Gopalgani district of Bihar. Out of the list of all

76 | Anshu Narad

government elementary schools, 25 schools were selected by employing simple random sampling. Out of each government elementary school, one Mid-Day Meal In-charge was selected by employing purposive sampling. A total of 25 Mid-Day Meal In-charges formed the sample of the study

TOOLS USED

In order to make the study reliable and comprehensive, a questionnaire was prepared by the investigator on the basis of review of literature and discussion with experts. A questionnaire comprising of 38 questions on implementation of Mid-Day Meal scheme in government elementary schools was used for the study. Questions on how Mid-Day Meal scheme was being implemented, whether all facilities required for the proper implementation of scheme were taken care of, what problems were being faced by the Mid-Day Meals in charges while implementing it in schools. Items designed were based on the guidelines provided with respect to Mid-Day Meal scheme till 2014. The tool was validated by the experts and as per their suggestions necessary modifications were made.

DATA COLLECTION

For the collection of data due permission was taken from the principals of schools and questionnaire was given to Mid-Day Meal in charges of selected government elementary schools. Before the administration of the questionnaire, a brief description about the tool, objectives of the study were discussed and assurance was given to the respondents that information provided by them will be kept confidential and will be used only for the purpose of research work.

FINDINGS OF THE STUDY

The findings of the study are:

Hundred percent Mid-Day Meal In-Charges agreed that block educational
office was the main source of food grains for Mid-Day Meal. Fifty-two
percent Mid-Day Meal In-Charges accepted that rice was made available
and twenty percent Mid- Day Meal In-Charges agreed that pulses were
made available in schools. Forty-eight percent Mid-Day Meal In-Charges
responded that high quality food grains were provided in schools. Forty
percent Mid-Day Meal In-Charges agreed that double fortified salt and was
used as per Mid-Day Meal Scheme guidelines. Majority of Mid- Day Meal
In-Charges (seventy-two percent) agreed that Rs.3.34, per child per day was

- spent to purchase pulses, vegetable, salt and condiments, edible oils and fuel.
- · According to sixty-four percent Mid-Day Meal In-Charges food grains were stored in air tight containers. Forty-four percent Mid-Day Meal Incharges agreed that pulses were preserved by applying refined oil. While fifty-two percent In-charges agreed that there was proper store room for storage of food grains.
- Hundred percent Mid-Day Meal In-charges agreed that the food was properly cooked and then provided to the students. Majority of (eighty percent) Mid-Day Meal In-charges responded that proper shed/Kitchen was available in the school for cooking food. Hundred percent Mid-Day Meal In-Charges revealed that hand pump water was used for preparation of Mid-Day Meal. Thirty-six percent In-charges agreed that liquefied petro. leum gas (LPG) was used and sixty-four percent agreed that wood was used to prepare Mid-Day Meals. Hundred percent Mid-Day Meal In-charges agreed that Mid-Day Meals was prepared by cooks and not by teachers, helpers, NGO and any other persons. While, thirty-two percent Mid-Day Meal In-charges agreed that ladies prepared meals, and sixty-eight percent Mid-Day Meal In-charges agreed that both gents and ladies prepared the meals. About forty-eight percent Mid-Day Meal In- charges agreed that food was cooked by females who belonged to Scheduled Caste category, followed by twenty-eight percent of General category, twenty-two percent of Other Backward Classes and twenty-four percent of Scheduled Tribe category. Hundred percent in-charges agreed that a salary of Rs.1000 per month was paid to the cook.
- Almost fifty-two percent Mid-Day Meal in-charges agreed that there were proper and adequate number of utensils for cooking Mid-Day Meal. Hundred percent Mid-Day Meal In-Charges agreed that utensils were bought for cooking food from Sarva Shiksha Abhiyan fund. While hundred percent Mid-Day Meal In-charges claimed that food provided was safe for consumption and was prepared hygienically and cooks also maintained their personal cleanliness.
- Hundred percent Mid-Day Meal In-Charges claimed that the hot food was provided every day in school. According to forty-four percent Mid-Day Meal In-charges food served included khichdi, sixteen percent agreed with Pulao, four percent agreed with Daliya, thirty-six percent agreed with Chawal-Daal and twenty-four percent agreed as rice-green vegetables. Thirty-six percent Mid-Day Meal In-Charges reported that fruits/eggs were provided to students. Most of Mid-Day Meal In-charges (sixty-four

percent) claimed that students were happy with taste of food served, while sixty-four percent claimed that students were happy with quantity of food; whereas majority of Mid-Day Meal In-Charges (eighty-four percent) claimed that students were happy with taste as well as quantity of food served. Hundred percent Mid-Day Meal In-Charges claimed that food was provided to students as per weekly menu.

- Hundred percent Mid-Day Meal In-charges agreed that instructions were given to students to wash their hands before and after meals. Majority of Mid-Day Meal In-charges (eighty-four percent) reported that steel plates were used for eating food. Hundred percent Mid-Day Meal In-charges agreed that students daily sit in rows for taking meals and there was no discrimination (on the basis of caste, colour, creed etc.) during the distribution of food to the students which has led to increase in enrolment of students. Most of Mid-Day Meal In- charges (seventy-six percent) responded that de-worming medicine was given to students after every six months. About thirty-two percent Mid-Day Meal In-charges agreed that dosages of iron, folic acid and vitamins were provided per year to students, however sixty-eight percent Mid-Day Meal In-charges did not agree.
- As far as community participation was concerned with respect to implementation of Mid-Day Meal scheme hundred percent Mid-Day Meal In-charges reported that community contributed in the form of cash or food material. Hundred percent Mid-Day Meal In-charges claimed that Mid-Day Meal scheme was monitored on daily basis. Majority of Mid-Day Meal incharges (eighty-eight percent) agreed that headmaster monitored MDM scheme, while eighty-four percent in-charges agreed that teachers monitored of MDM.
- Mid-Day Meal was monitored per day was claimed by eighty-eight percent Mid-Day Meal In-charges, however, only thirty-two percent in-charges claimed that Mid-Day Meal was monitored per month. Further, hundred percent Mid-Day Meal in-charge asserted that quality, quantity and cleanliness of Mid-Day Meal were monitored whereas twenty-four percent reported that only cleanliness was monitored. Most of the Mid-Day Meal in-charges (sixty-four percent) revealed that a record of tasted food was maintained in a register and food was tasted or rotation basis by Steeringcum-Monitoring Committee Members.
- The Logo of MDM Scheme was displayed on wall of school for developing awareness among people was agreed by hundred percent Mid-Day Meal In-charges. Most of the Mid-Day Meal in-charges (sixty-eight percent) agreed that training to cook-cum-helpers and District Resource Persons for

managing safety of food grains and hygiene was given. Almost all Mid-Day Meal in-charges (ninety-six percent) agreed that information was provided to district education officer / district magistrate, if any untoward incident occurs in the school. Further, sixty-four percent Mid-Day Meal in-charges reported that health check-up of students was conducted regularly in schools.

The following problems were faced by Mid-Day Meal in charges in the implementation of Mid-Day Meal scheme.

- Mid-Day Meal In-charges faced the problem of insufficient number of utensils and kitchen equipment for Mid-Day Meal preparation.
- Further, some In-charges faced problems with respect to provision of kitchen and store room. Some schools did not have proper kitchen and store room facilities for Mid-Day Meal preparation and storage.
- Further, the cooks who were involved in Mid-Day meal preparation were less paid, so they were not satisfied with respect to their work and did not work with respect to full commitment and interest.
- Along with this, in schools there was no provision of LPG. to prepare meals, food was prepared by using wood which gave bad smell to food and also polluted the environment.
- In some schools, teachers expressed that they should not be given the responsibility of implementation of Mid-day Meal Scheme as it affects their teaching.

RECOMMENDATIONS

The following are recommendations for the proper implementation of MDM scheme taking into consideration Mid-Day Meals In charges suggestions:

- There should be proper provisions of utensils and kitchen equipment for Mid-Day Meal preparation.
- There should proper provision of kitchen and store room for Mid-Day Meal preparation and storage respectively.
- · Cooks should be well paid, so that they work with interest and commitment.
- There should be proper provision of LPG. for preparation of food so as to avoid bad smell in food and thus preventing air pollution.
- Teachers should not be assigned the responsibility of implementation of Mid-Day Meal scheme as it can hamper the teaching-learning process.

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