CHAPTER-II

HISTORICAL & POLICY PERSPECTIVES AND IMPLEMENTATION

MECHANISM

Children are the most cherished possession in our society from time immemorial. Dr. S. Radhakrishnan, the late President of India had stressed that the prosperity or poverty, strength or weakness of our nation, depends on the care with which children, the future citizens of our country are brought up. Jawaharlal Nehru, the late Prime Minister of India urged that the community should give priority to the care of children and offer them affection and proper training.

The Mid-Day Meal Programme is essentially a child welfare programme. This programme is not only considered as one of the most potent incentives for children belonging to disadvantaged class of society to attend school regularly, but also as one of the important factor for improving their health and academic status. In addition to these, the programme benefits the children in several ways such as helping them to inculcate proper dietary habits, develop a balanced social personality free from social and economic inhibitions.

In order to understand the benefits of present Mid-Day Meal Scheme of Govt. of India, we have to know in detail the history and national policy of the school meal programme which has been discussed in detail in the following pages:

1.1 HISTORICAL BACKGROUND OF SCHOOL MEAL PROGRAMME IN DIFFERENT PARTS OF THE WORLD:

A school meal programme is now a standard welfare measure for school children in developing as well as developed nations. Even countries such as USA have it in
many states. World Food Programme among other organizations, are involved in the programme in many countries across the world.

The School Lunch Programme (SLP) was launched for the first time in the world at the initiative of a Frenchman, Victor Hugo in the year 1865 for the school children of France. Free Mid Day Meal for school students in Japanese private schools were first introduced in late 1800s, in Brazil in 1938 and in the United States in 1946, with evidently satisfactory results. Some voluntary agencies introduced this programme in England and Germany before the First World War. Through various efforts at school food services were carried on in Europe as far back as the 1890’s. Some European countries were operating rather extensive programmes, a hundred years before. In 1790 a combined programme of teaching and feeding hungry, vagrant children was begun in Munich, Germany by Benjamin Thompson. The food served to children and adults consisted mainly of soup made from potatoes, barley and peas.

The origin and development of school meal programmes in the different countries reveals the universal concern all over the world for the welfare of growing children. The need for the school meal programmes as part of a sound educational system has been realized in most countries. In many parts of the world, school meal programmes have been organized for two reasons; distance of home from school and financial circumstances of the parents. In few cases, the purpose of improving the nutrition of children is also evident. Some countries have school feeding programmes on a nation-wide scale, while others have them confined to certain areas localities owing to financial limitations as can be seen from the following account:

**Austria:** In Austria, the needy children were provided with meals even before the Second World War. For a period of three years from 1947, the United Nations
International Children’s Emergency Fund (UNICEF) provided supplies for supplementary feeding programmes organized for the refugee children. The school children were receiving ¼ liter of fresh milk, and bread or a roll equivalent to 37 grams of flour supplied by the Government. This meal provided 400 calories. Nearly 1,15,000 children were receiving such meals.

**Belgium:** The school feeding programme was not successful in Belgium when it was first introduced. When the surveys of the National Nutrition Committee of Ministry of Public Health showed the beneficial effects of school lunch on the heights, weights, and general physical conditions of children, popular interest in the programme was aroused. Due to the financial difficulties of the post-war period, it was later on resumed after the war. There is no legislation on school feeding in Belgium.

**Bolivia:** In Bolivia the school meal programme was begun in La Paz in 1933, by the Association of Women Employees, who petitioned to the Ministry of Education to make the movement national in scope. In 1940, about 86 school children were provided with meal in La Paz and six other towns. By 1949, the number of meals supplied daily had risen to 23,140 throughout a school year of approximately 200 days. UNICEF began its assistance by supply of skim milk from 1950. The programme is meant exclusively for children in the primary standards under the department of School Social Assistance.

**Brazil:** The undernourished children in Brazil were provided with school meals before the Second World War by philanthropic and women’s organizations. School funds also played a part in the development of the programme. In 1946, ten per cent of the children attending school were receiving meals which provided 350-400 calories.
each. From 1950 UNICEF started supplying milk powder. Approximately three million children received milk enriched with flour through the national services.

**Bulgaria:** The school feeding programme in Bulgaria was started after the second war, through the joint efforts of the Ministry of Social Welfare and the UNICEF. The children were chosen according to their economic and health status. More than 500,000 children participated in the feeding programme.

**Canada:** There is no national school feeding programme in Canada. However, in some Provinces, there are a few projects large and small, operated by parent’s committees, local school boards, trustees and individual teachers. The emphasis is often placed on improving the lunches carried to schools rather than on the provision of complete meals in the school. In 1947 cod liver oil and cocoa milk powder were distributed to all schools.

**Central America:** Until 1949, little progress had been made in Central America with regard to organising school feeding programmes. In 1949, UNICEF made available dried milk for the feeding of children. The investigation made by the International Child Health Programmes (INCHP) gave valuable information for planning school feeding programmes on a sound basis.

**Ceylon:** The Mid-Day Meals in Ceylon was started in 1935, by the Commission for Poor Relief during the malaria epidemic period. The scheme administered by the Ministry of Education was expanded in 1948 to provide meals for 80 per cent of the children attending schools. The state provided six cents per meal in rural areas. In the urban areas the local authorities contributed four cents in addition to the six cents given by the state Government. In each school, the headmaster was responsible for the
accounts and operations of feeding programmes under the supervision of the inspectors. The meal consisted of wheat bun, some vegetable curry or fruit. The officers of the department of health and education work closely with each other with regard to the health care of the school child, and practically every medical officer devotes one day in the week for work in the schools. At a conservative rate, the cost of supplementing the diets of malnourished children alone who are attending the clinics, come to 13 million rupees.

**Chile:** In Chile, the Public Health Services cooperate with the Ministry of Education to supplement the diets of school children. Fifteen million milk and breakfast rations, and more than 10.9 million lunches were supplied in 1940 through the primary schools. In the same year the Department of Nutrition of the Ministry of Health conducted an experiment and demonstrated the superior effects of a whole milk supplement as compared to a condensed milk supplement. From 1948, it was decided that whole milk should be the basis of school feeding. Nearly 200,000 children are being provided with supplementary foods including milk.

**Columbia:** In 1935, the Ministry of National Education in Columbia organised school feeding restaurants in a number of primary schools. In 1948, the Division of Nutrition of Ministry of Hygiene put forward plans for organizing two types of programmes, one for the urban and another for the rural areas. A snack of the ‘Oslo’ type was provided in the mornings for urban schools, since it was customary for those children to take their lunches at home. Food supplies were sent to the schools from a central distribution centre. In the rural areas, complete Mid-Day Meals were provided for 5,000 children who could not go home for lunch.
**Cuba:** In Cuba, the Department of Dietetics and School Nutrition was supplying school breakfasts with a cereal consisting of wheat and corn products reinforced with supplements of iron, calcium, malt and milk. Children from the poorest families were selected to benefit from the feeding programme, which operated for about 120 days in a year. In 1948, 37 per cent of the school population was participating in the programme.

**Denmark:** Free feeding programme for the needy and poor children was started in Denmark in 1902. Through the Social Welfare Act of 1933, the local authorities were allowed to start school feeding programmes. In February 1948, it was legislated that meals must be given to all children, who wanted them irrespective of their economic position. In 1950, more than 17 per cent of schools going children were participating in the school lunch programme. Milk with sandwiches, or a hot meal constituted the lunch. The School Lunch Act of 1951 modified the provisions to offer meals from the month of November to April in the school year, and to give complete meals only to children in the six lower classes.

**England:** The school lunch programme was developed rapidly in England in the 1900’s. Anxiety about the national physique was the motive to develop the school feeding programmes in England. The first ‘School Meal Act’ was passed in 1906. Most of the meals were provided by voluntary schemes supported by government. They were simple consisting of porridge or gruel, bread, jam and a little milk. Since 1940, the provision of meals increased rapidly. The lunches consisted of boiled vegetables, salad, steak and pudding. The School Health Service in Britain reports that the local education authorities provide 1/3 pint of milk free of cost for all children and school meals at subsidized prices for all the needy children.
**Finland:** In Finland, provision of meals to children in elementary schools was made obligatory from August 1948. By the summer of 1949, almost half million school children were receiving 1/5 to 1/3 liter of milk daily. The ‘School Feeding Law’ stipulated that such school should have a garden looked after by the children under the supervision of the teachers, where vegetables can be grown for the school kitchen to reduce the cost of meals.

**France:** The credit of starting the first school meal programme in the world in the year 1865 goes to a Frenchman, Victor Hugo. The meals were provided both on free and payment basis. In 1868, it was enacted that all the Communes in France should establish School Fund Committee to provide meals for the poor and needy children. After the war in 1945, the number of school feeding canteens increased from 8,000 to 10,900 through which 14 per cent of the school going children numbering 8,12,000 were receiving Mid-Day Meals. These children were selected according to income. The lunch time was planned to be pleasant and conductive to learning good manners. A typical lunch provided 1,000 to 1,200 calories. It consisted of a large bowl of vegetable soup, fish, meat or eggs or a combination of these to provide 18 to 20 grams of animal protein, simple dessert (often a fruit) cheese and milk.

**Germany:** The school feeding programme in Germany was started by voluntary groups before the First World War. At that time 20 per cent of the children from six to ten year of age, and 15 per cent of those between 10 to 12 years, were benefitting from the school lunch. School feeding was introduced on a wider scale after the war period. The needy children were selected through surveys and were served meals which provided approximately 350 per cent of the school going children are participating in the school feeding programme.
**Greece:** The school lunch programme in Greece was started before the Second World War. After the war, the International Relief Agencies, United Nations International Children’s Emergency Fund (UNICEF) and United Nations Relief and Rehabilitation Administration (UNRRA) assisted the programme. In 1950, the “School Breakfast Programme” was developed by the Ministry of Education as a public health measure to correct the deficiencies which were prevalent among the school population. The school meal consisted of a cup of milk, cocoa, and a slice of raisin-milk bread, providing about 550 calories. The children are selected on the basis of health and economic status.

**Hungary:** The school feeding programme in Hungary was organized before the Second World War, and expanded subsequently. Children are selected on the basis of family income. Funds are provided by the state for the School Lunch Programme.

**Indonesia:** In 1949 the Nutrition Research Institute in Indonesia carried out a survey which indicated the need for supplementary feeding of children. A programme was initiated with 14,000 children participating in it. In two central kitchens, the UNICEF dried milk was made into porridge with green gram and maize meal provided by the government, and supplied by trucks to all the schools.

**Ireland:** In Ireland, local authorities were given powers to provide meals for the children attending the National Schools. A free milk scheme initiated in 1933 was designed to meet the needs of sickly children mainly in the pre-school group. The School Meals Acts of 1930 and 1933 authorised Country Councils to provide meals for children attending the National Schools in certain rural areas. The cost was shared equally by the State and local authorities. In Dublin schools, sandwiches of meat, cheese, or jam were supplied together with one-third liter of milk. The proportion of
children participating in the school meal during the year 1948-49, the most recent period for which data are available, was approximately 18 percent of the children attending school.

**Italy:** In Italy, a number of towns provided school meals in the early years of the century through voluntary efforts. After the Second World War, wide-spread feeding programmes were made possible by the UNICEF and UNRRA. The school meals supply 75 per cent of the child’s daily requirements of protein and fat.

**Japan.** There is a comprehensive school meal programme in Japan, covering the entire school going population. It was started regionally before the last war and extended nation-wide in 1946. In the beginning, milk was the main item in the lunch, but from 1950 bread was added to make the school lunch more complete.

In 1954, the ‘School Lunch Law’ was enacted. The objective of the School Lunch Law is the broad adoption of the school feeding programme all over the country for sound development of the minds and bodies of pupils. All schools of compulsory education, the primary schools, junior high schools, and schools for the blind, deaf and dumb are covered by this law. The Prefectural and the National Governments subsidize part of the expenses to propagate the school lunch programme. In 1962, there were 19,251 schools serving a total of 9,312,636 lunches. Fifty six per cent of the primary schools serve lunches to 73.2 per cent of the total population of children. Of these 86 per cent receive complete lunches, and the rest milk and other foods. The nutrient content of the lunches show that they supply more than one third of the daily requirements of nutrients. From 1962, the Ministry of Education is providing under a five-year programme, complete school lunches for the primary schools.
Malaya: The school feeding programme in Malaya was started in 1945. During 1947-48 about 250,000 children were receiving from 3/3 to ½ pint of cocoa or skim milk powder, and yeast biscuits.

Netherlands: The school feeding programme was never popular in the Netherlands, because of the belief that it was incompatible with the family traditions and habits of the country, although the Netherlands was the first country to give legal recognition to the School Food Service. The Netherlands Education Act of 1960 authorised all municipalities to provide meals to poor children.

Norway: During the early part of this century many urban communities in Norway provided hot meals for needy children. In 1925, a survey showed that the meals were unsatisfactory from the nutritional stand-point. Therefore the ‘Oslo Breakfast’ was introduced. It consisted of milk with sandwiches made of rye biscuits or bread, vitaminised margarine, whey cheese, cod liver paste, raw carrot and an apple or orange according to the season. The meals were designed to provide maximum nutrients. They were easy to prepare and serve. The elementary school pupils are provided with Oslo Breakfast regardless of their economic or social status.

Pakistan: In Pakistan the feeding programme was begun in 1950 in the schools of Karachi. 1,900 children who were participating in the programme received a whole wheat bun enriched with dried skim milk.

Poland: The school feeding programme was started in Poland before the Second World War, organized by parents’ committee and regional authorities. After the war, The UNICEF aided the programme. There-after, the school lunch became the
responsibility of the Ministry of Education, which allotted 25 per cent of the total educational budget for improving the health of children.

**Switzerland:** In Switzerland by the close of the 19th century, meals were provided in the schools by private agencies. In 1930, milk was supplied to many schools, replacing the former soup meals. The milk supply was on both free and payment basis. During 1945-46, about 60 per cent of the primary school children were participating in the school lunch programme. The cost is met partly by the parents and partly by the state government.

**Thailand:** In Thailand, the school lunch programme was started in 1950. Children receive milk, soya-bean milk and biscuits made from soya-bean and wheat.

**United States of America:** The school feeding programmes in the United States were started as early as 1920. In New York City, the programme was first introduced in 1931. The allowances included two ounces of cheese, meat, fish or one egg or four table-spoons of peanut butter, two teaspoons of fortified margarine of butter, ¾ cup of fresh fruit or vegetable or combination of both, one slice of bread fortified or a combination of both, one slice of bread fortified with dried milk powder, and one quart milk. The U.S. Congress passed in 1946 the National School Lunch Act which had subsequently undergone several revisions. The Act provides for the Federal Government sanctioning grants-in-aid to states to match such funds from their resources. The Department of Education of the state government was responsible for distributing the funds and ensuring that the participating schools comply with the provisions of the Act. The Secretary of Agriculture was responsible nationally for the administration of the school lunch programme, but he delegates this power to the Production and Marketing Administration of this Department. The school lunches
served under this power to his Department. The school lunches served under this programme must meet the minimum requirements prescribed by the Secretary of agriculture.

The National School Lunch Act had prescribed the following requirements for three types of lunches: A type, B type and C type. Type A lunch shall contain as a minimum:

(i) One-half pint (Type A) and two pint (Type B) of fluid whole milk as a beverage.

(ii) Two ounces (Type A) and one ounce (Type B) (edible portion as served) of lean meat, poultry, or fish, or two ounces of cheese; or one (Type A) and ½ (Type B) egg; or ½ cup (Type A) and ¼ cup (Type B) of cooked dry beans or peas; or 4 table spoons (Type A) and 2 table spoons (Type B) of Peanut butter, any combination of the above listed foods. To be counted in meeting this requirement, these foods must be served in a main dish or in a main dish and one other menu item.

(iii) ¾ cup (Type A) and ½ cup (Type B) serving of raw, cooked or canned vegetables or fruits, or both.

(iv) One slice (both Type A & B) of whole-grain or enriched bread; or a serving of whole-grain cereal or enriched flour meal.

(v) 2 teaspoons (Type A) and one teaspoons (Type B) of butter or fortified margarine.

Type A lunch was designed to meet one-third to one-half of the minimum daily nutritional requirements of a child 10 to 12 years of age. By making some adjustments, this meal pattern could be adapted to meet the nutritional requirements for children of all ages.
The Type B pattern was devised to provide a supplementary lunch in schools where adequate facilities for the preparation of a Type A lunch could not be provided. Type C lunch consisted of 1/2 pint of whole milk served as a beverage.

Schools were reimbursed for a part of the cost of food purchased and used in the preparation of the noon lunches. The maximum reimbursements allowable, established by the Secretary, were: Type A, 9 cents; Type B, 6 cents; Type C, 2 cents. Reimbursement rates for lunches served without milk were reduced by 2 cents, but this was permitted only if an adequate supply of milk meeting State and local standards as to butterfat and sanitation was not available; otherwise, meals without milk were not reimbursable. Total reimbursement to any school could not exceed the total amount spent for food.

In 1947, the first year of operation of the National School Lunch Act, about 6 million children participated in the School Lunch Programme. Since then, there has been a steady year-to-year growth in the number of children participating, quality of meal served, and amount of food used. In 1955, approximately, 11 million children in 59,000 were served 180 million meals.

In some countries, attempts are made to raise school gardens for the feeding programme. In Yugoslavia, an effort is made to acquaint children with a wider variety of important foods unfamiliar to them. There is evidence that the school meals help children and parents to learn to eat nutritious foods which are not ordinarily included in the family diet.
2.2 HISTORY OF SCHOOL MEAL PROGRAMME IN INDIA:

In India the History of School Lunch Programme has been very long. Since 1925, supplementary school feeding programmes had been in operation in different parts of India. Mid-Day Meal Programmes were provided to poor children on a modest scale in several states, notably in Madras, Kerala, Andhra Pradesh, Mysore and Orissa. However, there was no uniformly organized system of school meals programme in most of the states. Even in the states where school meals were served, they were restricted to certain districts. The government of the Chennai (erstwhile Madras) was the first to give momentum to the scheme by coming forward with a substantial grant in 1957 after observing the good results of people’s participation and contributions to the Mid-Day Meals Programme in many centers. Through this grant, the government paid six paise towards the cost of meal which was expected to cost 10 paise per meal. This scheme had been extended to schools throughout the state. Nearly two million children were being served by this programme, which is the largest in India. Keshav Academy in Calcutta introduced compulsory Mid-day tiffin in 1928 for school boys charging a payment of four annas per month. Other states in India such as Andhra Pradesh, Bihar, Gujarat, Kerala, Mysore, and Uttar Pradesh introduced this programme only after Second World War. At the same time some international organizations such as UNICEF, FAO, WHO, assisted different States in introducing the Mid-Day Meal Programme. Similar assistance was also provided by international voluntary/charity organizations such as Catholic Relief Services (CRS), Church World Service, CARE, USA’s Meal for Million Association.

2.2.1 International Organisations Assisting Lunch Programme in India:

2.2.1.1 United Nations International Children’s Emergency Fund (UNICEF):
The United Nations Children’s Fund is one of the specialized agencies of the United Nations with its headquarters at New York. It was originally created as an emergency measure, to provide assistance for children who were suffering as a result of the Second World War. On December 11, 1946, the United Nations International Children’s Emergency Fund was set up as a rehabilitation measure to assist the victims of aggression with assistance from the United Nations Relief and Rehabilitation Administration (UNRRA), which were subsequently the United Nations decided that the UNICEF should fill an even greater and more universal need of providing assistance on a long term basis to children all over the world as a continuing agency. Thus, on October 6, 1953, the UNICEF was declared a continuing organization and the name was changed from the United Nation’s International Children’s Emergency Fund’ to ‘United Nations Children’s Fund’, while retaining the familiar initials UNICEF.

On 20th November, 1959 the General Assembly unanimously adopted and proclaimed a Declaration of the Rights of the child setting forth the rights and privileges which every child, without exception everywhere, should enjoy. The General Assembly also pointed out that, “the aid provided through UNICEF constitutes a practical way of international co-operation to help countries carry out the aims proclaimed in the Declaration”.

Having turned, in the early fifties, from the war devasted countries to the less developed parts of the world UNICEF found itself faced with hundreds of millions of children needing help-at birth, during infancy and throughout school age. One fifth of the World’s Children were dying before their fifth birth-day. Two-third was exposed to hunger, disease, poverty and ignorance.
To help these countries children, UNICEF sends equipment and supplies of various kinds. Additional elements like leadership, administration and government funds are necessary within the country. Any project is undertaken only at the request from the government concerned. The obligations of the governments, UNICEF and the other U.N Technical agencies are then clearly defined and the government guaranties the proper distribution of UNICEF supplies without regard to race, creed or political beliefs UNICEF is also providing assistance to a wide variety of training schemes by supplying equipments, teaching materials and stipends, training person from the countries seeking help. In their endeavors the assisted countries and UNICEF took for technical advice to WHO in matters of child-birth and health, to FAO and WHO in fitting undernourishment and malnourishment, and to the United Nations Bureau of Social Affairs to improve family and children welfare.

In response to requests from the Government of India, UNICEF is operating in this country since 1949. Partition takes its toll, soon after Independence in 1949 to 1959 the Government of India launches a milk-feeding programme for refugee children, UNICEF assists in this programme. It has participated in a large number of programmes contributing supplies, equipments and other forms of aid to the value of $ 30.2 million (Rs. 144 million) as on in 1963. For basic health services for mothers and children particularly in the rural areas, UNICEF has provided equipment; drugs and diet supplements and essential transport to some 3,500 various types of centers. Teaching equipments and other materials have also been provided for more than 300 schools and the training has been given to doctors, nurses, midwives and other personnel required to maintain the national health services. UNICEF transport, equipment and field kits have
been given to support India’s BCG (anti-tuberculosis) campaign—now the largest field operation in the world.

To assist the Government’s efforts to combat malnutrition and under-nourishment, UNICEF assistance is being given under four headings:

(a) supplementary feeding, chiefly in the form of imported powdered milk and vitamins;

(b) milk conservation, in the form of general dairy and milk drying equipment to stimulate greater production and utilization of local resources;

(c) The development of new protein-rich foods such as peanut flour, and

(d) Nutrition education and training accompanied by related practical activities aimed towards increased production and consumption of nutritious foods at village schools and homes.

UNICEF assistance in the shape of skim milk powder for long-range school feeding programmes in India commenced in 1954 when 25 states and Territories started milk distribution programmes with UNICEF assistance. At that time the UNICEF was operating a programme in Gujarat, Maharashtra, Madhya Pradesh, Orissa and Uttar Pradesh and a small programme in Laccadives. In the Mid-Day Meal Programme, UNICEF assistance is confined to milk.

The Ministry of Health receives this milk powder from the ports of Bombay, Madras and Calcutta and then forwards it to the Directors of Health Services in the states who in turn, distribute to the schools. The total coverage of the UNICEF programme is roughly 1 million children.
The largest programme perhaps the UNICEF had been assisting was the Applied Nutrition Programme sponsored through the Ministry of Community Development in collaboration with the WHO and FAO. Among the aims of the Applied Nutrition programmes are: the production of nutritionally rich foods, especially protein rich feeds to fill the gaps in the diets of vulnerable groups and imparting nutrition education to the community.

The production of such foods is being done at the village level. Part of protective foods produced is utilized in the school feeding programme, and also in the feeding of expectant and nursing mothers. UNICEF provides the milk powder for the feeding programme conducted by the Applied Nutrition Programme in the different blocks.

2.2.1.2 Voluntary Church Organisations:

Two Church Organisations- Catholic Relief Services and Church World Service also assist school programmes. The programme were started in different parts of the country. The coverage was about 7 lakh children in 1964.

The major milk and Mid-day Meal Programme assisted by the Catholic Relief Services were being conducted at the municipal level. For example, the Delhi Municipal Corporation was running a programme covering one lakh children during 1964-65. The New Delhi Municipal Committee was conducting a programme with 30,000 children who received milk and 1,200 children who were given Mid-Day Meals. Furthermore, the Madras Corporation had a milk feeding programme of 1,35,000 children. There was also a pilot Mid-Day Meals Programme of curds only for 25,000 children.
In 1964-65 a Mid-Day Meals Programme assisted by Catholic relief Services was introduced in the Union Territories of Himachal Pradesh and Goa. These programmes were started by the respective administrations of these territories.

“India has the largest number of undernourished people in the world and one-third of the world’s underweight children. There are more than 220 million people who are hungry and food insecure in the country,” Bordignon told IANS in an interview.

The World Food Programme, which had been working in India to end hunger since 1963, had assisted over 1.5 million women and children in the country in 2007.

WFP had pledged to support the Government in its campaign to achieve a hunger free India. India is home to more than 230 million undernourished people the highest number for any one country in the world. More than one quarter of the global population of malnourished people live in India. It is estimated that 43 per cent of children under five years in India are underweight. Malnutrition is believed to account for nearly half of all child deaths in this country.

2.2.1.3 Co-operative for American Relief Everywhere (CARE):

CARE is a private, non-profit non-secretarial organization. It was incorporated at the end of World War II. At that time, there were thousands of families in the United States who wanted desperately to help their friends and relatives in war torn Europe. But conditions were catholic. Packages of food or clothing sent through the mails never reached their destinations. Nearly all the major welfare groups in the States-the Lions, the Salvation Army, the Eagles and dozens of other were inundated with requests from their members-“Can you get our gifts through to our relative in Europe?” None of them could.
Finally in November, 1945 about a dozen of these groups joined together and formed CARE. The administrative channels were set up for packing, shipping, and delivering and the first CARE food packages were delivered in Le Harve, France, on May 11, 1946. World got around fast. As soon as people heard that at last there was an organization to get help through contribution began pouring in CARE veterans in New York can still remember the days when so much money was coming in that it had to be carried across the street to the bank in waste baskets.

CARE thus began as a relief agency in post-war Europe. Since then its scope and aims have changed and expanded enormously. CARE’s services have extended to four continents and have included, besides food and clothing, thousands share one vital aim: To enable Americans to supplement government aid with direct, to enable Americans to supplement government aid with direct, personal assistance that will help unite the peoples of the world in the friendship so essential to peace.

In March 1962, MEDICO which was (founded by the late Dr. Tom Dooley) became a service of CARE thus adding a new dimension to CARE’s assault against hunger, poverty, and disease.

CARE does not represent the U.S. Government, but requests and obtains food stocks from U.S. Government. Thus the first and largest expense—the cost of the food itself—is borne by the U.S. Government who also undertakes to pay the shipping of the food. Expenses on bundling, marketing, insurance, and administration are usually borne by CARE with the help of the countries where the programmes are to be carried out. CARE is engaged in four major areas of self in India: agriculture, vocation training and adult literacy, health and Tibetan relief and rehabilitation. Among these lines, CARE has initiated 75 self-help projects since 1961.
While feeding seven million school children in India daily, CARE feels it is equally important to help people grow their own food, and more of it. CARE-India has helped to make this possible by providing various groups in India with improved equipment and school garden kits. When the food arrives in India there are further costs. Every bag or box or bundle must be off-loaded from the ship, cleared through the port and customs, loaded into trucks, taken to godowns and put into trains. The rail journey itself is a major expense, and even when the commodities have reached the proper rail stop, they are still often far from the villages where they are to be distributed.

The responsibility for port clearance and railing were shared by the Central Ministry of Food, and the various State Governments. The food was exempted from duty under an Indo-CARE agreement of 1959. CARE supervised and inspected most of the port and rail procedures. When the food arrived at the railheads, delivery was taken by block development or education officers appointed for the purpose. The milk or other food was then sent to the schools where it was to be consumed. Usually the teachers take the responsibility for preparing and handling out the food.

The CARE had feeding programmes in Punjab, Andhra Pradesh, Rajasthan, Kerala, Mysore, Madras and in the city of Bombay.

In Andhra Pradesh, the State Government sought the assistance of CARE during 1962-63; accordingly, a scheme was prepared for supplying Mid-Day Meals to 2 lakh children. The following year, i.e., 1963-64, it was expanded to cover 8 lakh children, the increased number covering non-municipal areas in the entire state and 152 lakh children in the municipal areas. Under the programme, the CARE supplied milk powder, corn meal and vegetable oil free of cost. These were given to children in the form of ‘Uppuma’ and milk. The children in the municipal areas were supplied only milk.
The Secretary, Zila Parishad at the district level, and Block Development Officer at the Samithi level were responsible for the implementation of the scheme. Detailed instructions were given to the teacher on the preparation and serving of food under hygienic conditions. These instructions were usually accomplished by moment considering the idea of providing regular training in nutrition and hygiene to those connected with the school lunch programme.

CARE started helping the Kerala State Government in its school meals programme during 1961-62. From December, 1961, the State Government introduced milk feeding to supplement their Mid-Day Meal Programme started several years early. A child was given with the CARE supplement 8 ounces of warm liquid milk daily along with ‘Upama’ prepared out of corn meal and vegetable oil. The number of children covered by the scheme during 1963-64 was nearly 15 lakhs.

The State Education Department was responsible for transporting the food commodities from the port and their subsequent storage in godowns. The department distributes the food stuffs to over the State. The transport of these commodities from the sub-depots of the Assistant Educational Officers to the schools, were undertaken by the headmasters themselves, the cost of which was borne by the Education Department.

Madras had been taking the assistance of CARE in its programme since 1961. The CARE commodities (milk power, corn meal and cooking oil) were stored in the state headquarters and distributed to the school meal centers according to their monthly requirements through the District Education Officers and the Deputy Inspectors of Schools. At the State level, the Director of Public Instruction was incharge, assisted by a special Officer for School Meal Programme.
In Mysore the scheme of Mid-Day Meal was formulated on a large scale in 1963-64 with the assistance of CARE and the Union Ministry of Education to include 5 lakh children in about 7,000 primary schools all over the state. During 1964-65 it was planned to cover 8 lakh children in about 10,000 schools which will include the nursery schools as well. The scheme was implemented through the Education Department at District and Taluk levels, and at the State level by the Senior Assistant Director of Public Instruction (Mid-Day Meals). Supervision and inspection are periodically carried out by the State Government.

The School Feeding Programme was inaugurated in the Punjab on 15th February 1962 in collaboration with CARE. The scheme was under the overall administrative control of the Commissioner for Agricultural Production and Rural Development and Secretary to the Government of Punjab for Development and Panchayat Department.

In 1962 the Government of Rajasthan started the CARE assisted Schools and primary sections of middle schools in the rural areas. From October 1963, the scheme was increased to cover a total of one million children. Under the scheme, CARE provides commodities at the port of Bombay from where the State Government makes arrangements for their transport to schools. The scheme was administered jointly by the Department of Education and the Department of Panchayat and Development at the State Level.

Hundreds of thousands of school teachers all over India were giving their time to prepare, boil, mix and distribute CARE food work and responsibilities to help feed these children. The dedication of these people was admirable.
2.2.1.4 Food for Peace:

Food for peace was a programme for sharing with the newly developing countries America’s agricultural abundance. By aiding these countries in their efforts to provide a more adequate diet for their people and to promote the growth of their economies, Food for Peace increases their ability to develop into strong members of free world society. To share food with the World’s hungry and newly developing countries were to share life and hope with them, and to give them more strength to help themselves.

In agriculture U.S.A.’s strength was second to none. The Nation’s farmers, by their skill, their diligence, their resourcefulness, had made this possible. The food for Peace Programme gave them strength to use in helping to build a freer, more self-reliant world. For nearly half century the United States had shared its food and other farm products to relieve world wars and the reconstruction periods that followed. These past efforts were responses to emergencies, on the other hand, was to permit the United States to use its agricultural abundance in a coordinated long range attack on hunger and poverty in countries where these twin troubles were chronic.

Food for Peace was thus a humanitarian concept in dynamic action-a companion programme to the many other peace-supporting efforts of the United States, including mutual security programmes and participation in the United Nations.

The Food for Peace Programme worked in several ways. Its principal vehicle was the Agricultural Trade Development and Assistance Act (popularly known as Public Law 480). Many less developed countries would like to raise level of food compensation but were unable to do so because a shortage of foreign exchange prevents them from
increasing their purchases in the commercial market. Title I of P.L. 480 met that problem by letting such countries buy American farm products with their own currencies.

The Food for Peace Programme’s contribution to increased food consumption in the less developed countries was at the same time a contribution to the economic development of these countries. Economic growth inevitably results in an increase in a country’s demand for food and other resources. When the country cannot meet this demand either through increased domestic production or was halted. By supplying some of these resources and in countries where dollars were scarce, accepting payment in local currency, the Food for Peace Programme helps economic development to continue.

Food for Peace operates on the humanitarian as well as the purely economic plans. It did it through large scale food donations on a people-to-people basis in cooperation with United States voluntary agencies, aid to refugees and other needy persons, and school lunch programmes. Food for Peace also supports and supplements the food distribution work of the United Nations.

A companion phase of the Food for Peace Programme helped needy foreign countries to increase their own food production. Through USAID programmes about a thousand United States technicians were working with technicians of many newly-developing countries in programmes to extend agricultural development and distribution of improved seed, introduction of soil and water conservation practices and control of plant and animal diseases and pests.

Food for Peace was under the direction of the President through the Director of the Food for Peace Programme and in cooperation with the Departments of State and Agriculture and the International Cooperation Administration.
2.2.1.5 Meals for Millions:

The Meals for Millions Association, which was a non-profit California Corporation, was founded in 1946, with its headquarters at Los Angeles. Its founder, President Clifford E. Cliton, was a Los Angeles restaurateur, who witnessed starvation in China as a young boy and resolved to “do something about it”. When he grew up, Meals for Millions was the embodiment of the young boy’s dream.

The non-profit Meals for Millions Foundation, established to introduce a new concept for the prevention of malnutrition, first introduced Multi-Purpose Food (MPF) to the world in 1946. The foundation launched the first organized programme to demonstrate how low-cost foods of this type would be developed throughout the world from abundant available materials little used or unused for human food. It showed how MPF could, while providing emergency relief, become a stepping stone to the prevention of chronic protein malnutrition through local production within the purchasing power of very poor people. The objective of the Foundation and its independent affiliates in other countries was to stimulate MPF production where malnutrition was prevalent and were protein of good quality vitamins and minerals were deficient to a critical extent in prevailing diets.

Meals for Millions were not primarily, a relief agency but provide MPF in an “eating-was-believing” educational programme to demonstrate not only the value of MPF as a “relief food” in emergency situations but as an important corrective supplement to normal deficient diets. Education was reaction to experience and repeated experience in eating; MPF provides the convincing demonstration of nutritional principles of which MPF was a pioneering example.
2.2.2 Development of School Lunch Programme in Different States of India:

The origin and development of school lunch programme in the different states of India shows that it has not been a planned and well organized programme in the beginning:

**Andhra Pradesh:** The Department of Education of the government of Andhra Pradesh ran a free Mid-Day Meal Scheme for 12,000 children of 5 to 14 years of age, with the help of the nutrition officer and the school medical officer. The meal usually cost around 16 to 25 paise. The government paid a subsidy of 16 per cent on meal, while the balance was met by the local community.

The CARE School Feeding Programme was inaugurated in July 1962. This programme covered nearly 9.60,000 children involving distribution of 10 million pounds of milk powder, 30 million pounds of cornmeal, 7.75 million pounds of vegetable oil, and 10 million pounds of beans in a year.

**Assam:** Assam had instituted a Mid-Day Meals Scheme only in the Kamalabani Development Block.

**Bihar:** In Bihar, the East Indian Railway Administration run a Mid-Day Meal Scheme for its schools through which two slices of bread or three biscuits, 1/4- ½ ounce butter and fruit were provided per child per day. The state government envisages that 50 per cent of its primary school children would be provided with free Mid-Day Meals by the end of the third five year plan. The state government would donate 6 paise per child per working day and local community would give an equal amount.

**Gujarat:** Mid-day Meal Programme was in operation in Dangs district in Gujarat. The meal cost 12 paise consisted of Nagli (a ragi malt preparation), jaggery, groundnut
and skimmed milk powder, providing 625 calories and 20.5 gms protein per pupil per day.

**Kerala:** The School Lunch Programme in Kerala was started in 1941. The indigenous Mid-Day Meal Programme started in 1949 and was replaced by the CARE-assisted Mid-Day Meal Programme in 1961. During the year 1961-62, the state had Mid-Day Meal Programme operating in all the schools, departmental and aided, throughout the entire state. The meals ordinarily consisted of rice or wheat kanji with a side dish of pulses or cooked tubers. There was an executive committee for every school or a group of schools to administer the scheme. The non-recurring expenditure was borne by the executive committee, while the recurring expenditure was shared by the community, the state and the central government in the 1:1:1.

In 1962-63 this scheme was superseded by the CARE feeding programme which covers 1,70,000 children daily. The CARE feeding consisted of 8 ounces of liquid milk prepared from one ounce of full cream milk powder and eight ounces of water, and uppuma prepared out of two ounces of cornmeal and ½ ounce of vegetable oil; or alternatively eight ounces of milk made from one ounce of milk powder or rice flakes with coconut and jaggery. The CARE organization supplied the state under an agreement, 22,000,000 pounds of milk, 43,000,000 pounds of cornmeal and 6,350,000 pounds of vegetable oil. The Education Department of Kerala State had appointed a Special Officer to cooperate with the CARE-Kerala Administrator based in Trivandrum. The CARE office was set up to coordinate with the education department. CARE field observers visited schools constantly to review the storage of foods supplied by CARE and to report on the preparation of the commodities entrusted to them by CARE.
The fuel and condiments necessary must be obtained as local contribution by the headmaster of the school. The state department supplies all the necessary cooking utensils required for the school feeding programmes. It also pays the cooking charges incurred at each school. The cooking was done under the supervision of school. It had been found that the Mid-Day Meals given to children with the materials supplied by CARE, were four times more nutritious than the gruel supplied by the government in earlier years.

A modified scheme was in operation in Alleppey and Kozhikode districts, in which only children who were in need, or suffered from lack of food were provided with the meals. The cost of the meal was 6 paise per child, 80 per cent of which was met by the state government.

During 1972-73 the highest number of beneficiaries was about 22.9 lakhs. The Director of Public Instruction was overall incharge of the programme, who was assisted by full-time Assistant Director at the state level. The programme at the district and lower levels was administered by Senior Administrative Assistant working under the CARE. Only cooked food was supplied to children. As the State had only the CARE-assisted MDM programme, the raw food commodities were received unconditionally.

The programme covered only the primary stage of education and includes all the schools, but the food was served only to the poor and needy students. In several cases Parent Teacher Associations take active interest in the functioning of the MDM programme.

**Madras:** The Mid-Day Meal Scheme in Madras was started in 1925, by the Corporation of Madras as a remedy to solve two problems: (a) Children attending the corporation’s elementary schools from families of poor socio-economic status were
suffering from malnutrition and avitaminoses, and (b) The poor socio-economic conditions of the families forced the children to work without attending school. The scheme was intended for children of families earning below Rs. 50 in the schools. Initially started to feed 500 pupils, the programme made rapid progress with the number of meals increasing from 30,000 in 1929 to 75,000 in 1961. Meals were prepared in various centers early in the morning and transported to the different schools for distribution in vans by 12 noon. The menu was changed in 1959 to include Rice & sambar on Monday and Friday, rice with curd & kootu on Tuesday, Tamarind bath & sambar on Wednesday, and kadamban rice & sambar on Thursday.

Government of Madras took up the Mid-Day Meals Programme in 1957, inspired by the response given by the public. It issued precise and detailed rules for the working of the school meals scheme aimed at securing the cooperation and active participation must be run in the elementary schools by the voluntary contributions, the Mid-Day Meals Programme must be run in the public at the rate of 4 paise per meal together with the government aid which was equal to the amount actually spent in excess of the public contribution of 4 paise per meal per pupil. The meals generally consist of cooked rice served with sambar or curd, and vegetables and pickles. The scheme had brought about a social consciousness drawing into the school, thousands of children who had been kept off on account of poverty. It had also prevented children leaving school in the class hours to help their families. It had contributed towards more effective education of children who were no longer hungry and listless in the classroom.

The larger Municipalities in the state also took interest in the school feeding programme. In the Coimbatore Municipalities, since 1961, the free Mid-Day Meals Committee of Municipal Council had approved and set apart a sum of Rs. 76,000 from its
general fund for the ‘Coimbatore Municipal Mid-Day Meals Scheme’. There were 39 municipal elementary schools, under the scheme feeding nearly 26,000 children. The average cost of a meal came to 12.5 paise towards which the state government made a contribution of 6 paise.

Out of the 23,501 elementary schools under the department of education in the Madras state, the Mid-day Meals Programme was in operation in 21,347 schools, the number of pupils fed being 7,45,000. In addition, the number of pupils fed in these schools being 1,17,448. The scheme was also functioning in 416 night schools on a purely voluntary basis, feeding nearly 11,760 pupils.

The Madras scheme was eligible for central assistance up to 50 per cent of the cost. A sum of Rs. 164.77 lakh had been provided in the third Plan. A sum of Rs. 35 lakh spent by the government in 1958-59 and Rs. 60.70 lakh during 1959-60 to provide free meals to five lakh poor children. It was estimated that during the third five Year Plan an additional 14,73,000 pupils were fed.

In 1961, the government of Madras received aid from CARE for supplementing its school feeding programme. The CARE programme in Madras was collaborated with the state department of education which had appointed a Special Officer to work with the CARE-Madars Administration. The sub-offices of the education department at the district and range level were responsible for the receipt and distribution of CARE donated supplies. Initially, the CARE aid in Madaras was designed to cover 500,000 children. Now it covers approximately 1.2 million children daily. The commodities used were: 10 million pounds of milk powder, 3 million pounds of vegetable oil, 21.5 million pounds of cornmeal, some bulgar wheat and special type of rice. A system of rotating menus had
been set up so that each day children received a different fare, prepared with the various CARE commodities.

**Maharashtra:** A free Mid-Day Meal Scheme was started in Bombay in 1942 to encourage the attendance of children. The distribution of UNICEF skimmed milk powder through organized centres had been one of the main items of ameliorative measures for undernourished children below 14 years, and expectant and nursing mothers. In the earlier period, there was prejudice against the use of skimmed milk powder. With the passage of time, more and more persons particularly those in charge of charitable institutions and social workers began to accept the measure as practical and beneficial to supplement the inadequate diets usually consumed by the poor. There had been a remarkable increase in the activities of the state during the recent years. At present UNICEF was supplying 12,68,00 lbs. of milk for distribution to 39,765 children.

In the primary schools run by the Bombay Corporation 40,000 malnourished children receive a glass of toned milk and a piece of ‘chikki’ which was a toffee made from groundnut, gram and jaggery. Under the third Five Year Plan, a sum of Rs. 57,13,000 had been allotted for such school feeding.

The Bombay-CARE School Feeding Programme was inaugurated in February 1963. This project covers about 250,000 municipal school children daily involving the distribution of 4,500,000 pounds of milk each year. The CARE programme in Bombay was different from that prevailing in other states. Unlike all the other programmes, in Bombay, only milk was distributed in bottled form. The milk powder was sent directly from the docks to the Worli Dairy godown, where it was reconstituted, enriched with a small portion of whole milk, bottled capped and sent to 844 Bombay Municipal schools for the children to drink in mid or late morning. The administration of this programme
was the responsibility of Bombay Municipal Corporation, CARE, and the Worli Dairy. Bombay Municipal Corporation pays all the bills for bottling, processing and distribution, nearly Rs. 40 lakh a year or a little more than one rupee per child per year.

**Mysore:** A Mid-Day Meal Scheme was introduced in Bangalore City in 1946 to provide meals consisting of eight ounces of cooked rice and four ounces of curd. It was introduced in the rest of the state in 1957-58 by the state government. The government contributes five paise per child for 24 days a month, and the school authorities match an equal sum. Preference was given to children coming from distant places.

The CARE had plans to supply 62.5 lakh pounds of milk powder, 125 lakh pounds of butter oil free of cost. When the CARE commodity were made available the Mid-Day Meal will consist of a glass of milk and a plate of uppama, from the daily rations of 2 ounces of cornmeal, ½ ounce of oil and an ounce of milk powder per child. It has been served for selected beneficiaries on five days in week. These programmes has been supported and directed by a ‘village school betterment committee’ which will include representatives of the village council (Garam Panchayat) as members.

**Orissa:** The school lunches were integral part of the “Expanded Nutrition Programme” (ENP) in the state of Orissa. The NP was sponsored in 1959, jointly by the FAO, the WHO, the UNICEF and the Government of India for a two-year period. It included 80 villages during the first years and 240 villages during the succeeding years in selected National Extension Services (NES) Blocks. The over-all objective of the Expanded Nutrition Programme (ENP) was to help the people develop local leadership for promoting activities which would result in the production of an adequate food supply, and the willingness to include the necessary variety of foods in the family diet especially for the vulnerable groups.
The specific objective of the ENP were (a) increasing village, school, and home production of nutritionally valuable foods such as, poultry, eggs, fish, fruits and vegetables; (b) nutrition through schools, Mothers’ Clubs, health services Blocks; (c) improvement of the nutritional status of needy, pregnant and nursing women and young children, and (d) training local personnel. For increasing food production, land, seeds, saplings, equipment and technical help had been made available for school gardens free of cost. Pupils should look after the gardens as a part of school activities and the produce must be used in the midday meals. Children were encouraged through class room activities to eat the available nutritious foods. During vacations, the gardens were tended by volunteers from the villagers.

School teachers, gram sevikas, mukhya sevikas, (home science extension workers) doctors, nurses, social education organizers, and local leaders were trained to participate in the programme. Encouraging results had prompted the sponsoring organizations to initiate similar programmes in the other states under the name ‘Applied Nutrition Programme’. The UNICEF had supplied 60,44,331 pounds of milk powder from 1957 onwards for this programme.

**Pondicherry:** In Pondicherry, free midday meals were supplied to 80 per cent of the children studying in the government primary schools. A single meal consisted of rice, sambar with vegetables, vegetable curry and rasam. Fish or mutten was served once in a month.

**Punjab:** For a long time no School Feeding Programme was in operation in the Punjab. But skimmed milk supplied by the UNICEF and other voluntary organizations such as the Red Cross, was being distributed to school children. This was a CARE school feeding programme which was started in 1962, through which approximately 13 million
pounds of milk were being distributed to 1 million children in 81 Community Development blocks. This scheme was only for milk which was served in liquid form during the mid morning break. The programme was administered by the planning department in coordination with the CARE office in Chandigarh. Hence the Block Development Officers and the Village Panchayats, rather than the education department officials were in charge of the programme.

**Rajasthan:** Rajasthan began its feeding programme for 5,00,000 children in 1962. The programme was assisted by CARE. It covers 1 million children, involving 13 million pounds of milk. The village council helps to raise local funds to provide utensils, fuel and other accessories

**Uttar Pradesh:** There was no state government scheme for midday meals in Uttar Pradesh. Since basis covering 1,20,000 pupils. The meals consist of boiled, roasted or sprouting grams, groundnut, puffed rice, boiled rice, boiled potatoes, or seasonal fruits.

School feeding, as a part of the Applied Nutrition Programme (ANP) was started in 1961. At that time 79 feeding centers were serving 3,950 children daily. Each child was given eight ounce of ‘khir’ prepared out of wheat or 2/3 ounce of rice, one ounce of jaggery and eight ounces of reconstituted milk.

Apart from the Applied Nutrition Programme, the ‘Mid-Day Meal Scheme’ was launched in November 1961 on a purely voluntary basis. The ‘Prarambik Pathshala Prabandhak Samiti’ (Elementary School Organising Committee) of each primary school was responsible for organizing and running the scheme at the school level. The ‘Shitatra Upsamiti’ (Sub-committee) of the ‘Kendra Samiti’ (Central Committee) helps in running the scheme. The scheme was in operation in 8,765 primary schools feeding 572,950
children. The public had donated a sum of Rs. 27,919 and foodgrains worth Rs. 84,175 for the scheme.

From 1963 another scheme was in operation in 17 districts to cover 1.5 lakh children. A sum of Rs. 295,200 was sanctioned for that scheme for the year 1963-64. Milk powder was supplied at the rate of 16 pounds per child per annum. The milk feeding programme supplements the existing mid day meals scheme in the state with the help of the local community on voluntary basis.

**West Bengal:** As early as 1928, a scheme of compulsory midday meal tiffin for school boys was started in Calcutta by the Keshav Academy. Substantial food at low cost was served to all pupils who paid a per capita fee of four annas per month. Later Re. 1 was charged per head per month for the tiffin to maintain its tradition.

The Government of West Bengal and the Board of Secondary Education gave special grants to those schools taking up the feeding scheme. As a result, some government and private schools of Calcutta had started supplying tiffin to their pupils. The Government schools charged Rs. 2 per head per month as tiffin fee.

### 2.3 MID-DAY MEAL SCHEME AS A POLICY INITIATIVE IN INDIA:

As discussed in the earlier pages, the concept of Mid-Day Meal has a long history in India. A Mid-Day Meal Programme had been introduced for children belonging to poor socio-economic status in Madras Corporation area in 1925. Keshav Academy of Calcutta also introduced compulsory mid-day tiffin for school boys on payment basis at the rate of four annas per child per month in 1928. Sir Chetpat Pattabhirama Ramaswami Iyer also called "C. P.", was an Indian lawyer, administrator and politician who served as the Diwan of Travancore from 1936 to 1947. Iyer is credited with having introduced
social and administrative reforms in the state; among other reform was the Mid-Day Meal Scheme in Travancore. He introduced for the first time the Mid-Day Meal Scheme in the form of the Vanchi Poor Fund to prompt poor children to attend school.

Other states in India such as Andhra Pradesh, Bihar, Gujarat, Kerala, Mysore and Uttar Pradesh introduced this programme only after the Second World War. Bombay started implementing a free Mid-Day Meal Scheme 1942. A Mid-Day Meal Scheme was also introduced in Bangalore City in 1946. It provided cooked rice and yoghurt. Uttar Pradesh Government as well introduced a scheme, on voluntary basis in 1953 to provide meals comprising of boiled or roasted or sprouted grams, groundnut, puffed rice, boiled potatoes or seasonal fruits. Likewise, many states introduced Mid-Day Meal Programme in 1950s.

Different international organizations like UNICEF, FAO and WHO and International Voluntary/Charity organizations like Catholic Relief Service, Church World Service, CARE, US's Meals for Million Association, etc. came forward to assist in these programmes. United Nation’s Children Fund in 1956, initiated several child welfare programmes for the less developed countries of the world. In India, skim milk powder had been distributed since 1954 under UNICEF’s Long Range Food Programme in some states. An Expanded Nutrition Programme was jointly launched by FAO, WHO, UNICEF and Government of India in 1958-59 in the state Orissa. In 1960 it was subsequently expanded into Applied Nutrition Programme firstly in Orissa and Andhra Pradesh. On the recommendations of National School Health Committee, the Government of India introduced the Mid-Day Meal Scheme as centrally sponsored programme in 1962-63 in selected areas. The objective was to provide supplementary nutrition 300
calories with 8-12 grams of protein to children in the age group of 6-11 years. Special Nutrition Programme was also introduced in 1970-71.

The Government of India adopted a policy resolution for children in August 1974. This resolution declared-“It shall be the policy of the state to provide adequate services to children both before and after birth and through the period of growth to ensure their full physical, mental and social development. The state shall progressively increase the scope of such services so that within a reasonable time all children in the country enjoy optimum condition for their balanced growth”. The pursuance of the efforts towards the attainment of the above objectives the policy resolution specified fifteen measures among others, following are included:

1. All children to be covered by comprehensive health programme.
2. Implementation of nutrition programmes to remove deficiencies in the diet of children.
3. Provide free and compulsory education for all children up to the age of 14, reduce wastage and stagnation in schools particularly in case of girls and children of the weaker sections of society, also to take up informal education.
4. With a view to ensure equality of opportunity, provide special assistance to all children belonging to the weaker sections of society both in urban and rural areas.

Catholic Relief Service (CRS) assisted school-feeding programme provided daily ration to the underprivileged school children in the age group 6 to 14 through some Municipal Corporation and private or government institutions having the necessary infrastructure. Total number of beneficiaries during 1980-81 was reported by CRS as 4.43 lakhs.
This shows that the idea of a national Mid-Day Meal Programme had been evolving for over a decade. However, the idea of 'food for learning' with FAO commodity assistance was mooted only in 1982. The scheduled caste and scheduled tribe girls were to be covered under this programme.

That is why, the Department of Education in the Central Government after inter-ministerial consultations prepared a scheme as per the guidelines of the World Food Programme in 1983. As many as, 13.6 million SC children and 10.09 million ST girls in classes I to V were to be covered in those 15 states and 3 Union Territories where the enrolment of SC/ST girls was less than 79 percent. The food material required for the scheme were to be received as aid from WFP for one year was estimated to be 392.692 metric tons of food grains, 19.635 metric tons, edible/butter oil and 19.635 metric tons milk powder. In monetary terms, the total annual cost of commodity assistance was 163.27 metric tons. The other costs, such as transportation, handling, cooking etc. were to be borne by the State Governments. The proposal was circulated among the states and UTs. and some of them expressed willingness to implement the programme. However, others expressed certain difficulties. Rajasthan, for example, intimated that the state would not be able to continue the programme on its own, therefore WFP assistance was withdrawn. Uttar Pradesh intimated that it would not be practical to have Mid-Day Meal only for SC/ST children.

A new proposal for the Central Government assistance for the Mid-Day Meals Programme for children in elementary schools throughout the country was considered during the year 1984-85. The broad rationales for it were as follows:

(i) Mid-Day Meal Programme for elementary schools could be considered as an anti-poverty educational programme.
(ii) Implementation of this programme for the age group of 6-11 may maximize enrolments and reduce school drop-out rates and this would be important from the point of view of universalization of elementary education.

(iii) This would help in providing nutrition to the under-fed and under nourished children in the rural areas. The provision of meals to children in schools would also "release food grains" in poor families for non-school children; and in effect, this would be an investment in human resource.

**The broad features of this programme were as follows:**

- Coverage of elementary school children in a phased manner so that by the end of the seventh plan, 9.54 crore children could be covered; the estimated expenditure for the whole plan was estimated at Rs.4000 crores.

- Provision of uniform nutrition of 300 calories per day with 12-15 grams of protein for the children (100 grams of cereals, 10 grams of dal and 5 grams of edible oil).

- Expenditure per child, including expenses on administration, to be 60 paisa.

- Food Corporation of India to release food-grains at central issue price, the value of which to be counted against central assistance to state, estimated central assistance for the year 1989-90 being reckoned at Rs.623.50 crores.

- No elaborate administrative infrastructure needs to be built up.

- Linkage of implementation of the scheme with existing Public Distribution System.

- Supply of rations to be in kind and deliveries therefore to be made through state cooperative agencies.

- Central assistance to be delimited to 50 percent.

- Each state to have its own specific scheme with appropriate
infrastructure and delivery systems subject to laid down parameters.

- Scheme to be implemented during the 7th plan period in a phased manner.
- Funds to be provided, under the programme was not to be continued as part of the outlay under the Head 'Education'.
- Funds required for the programme to come from provisions that had been made under the poverty alleviation scheme.
- While wheat and rice could be supplied through the Food Corporation of India, the states would have to make their own arrangements for pulses and oil.
- States should evolve suitable logistics and make arrangements for cooks, helpers, administration, supervision and monitoring.
- To start implementation of the scheme in the ICDS blocks and the, monitoring mechanism evolved under the ICDS to be adopted for Mid-Day Meal Scheme as well.
- Community involvement in the implementation of the scheme.

The Fifth All India Education Survey (1986) brought out the following facts on the coverage of Mid-Day Meals. Free Mid-Day Meals were provided to 13.67 millions in 15.91 percent elementary schools students and to 25.93 percent upper elementary school students. Inter-state variations ranged from nil coverage in Manipur district of West Bengal to 53.23 percent in Dadra and Nagar Haveli, 56.07 percent in Tripura and 59.94 percent in Lakshadweep.

Mid-Day Meals were provided in 27.9 percent elementary, 24.28 percent upper elementary, 7.20 percent secondary and 11.82 percent higher secondary schools. In rural area, 28.28 percent elementary, 25.06 percent upper elementary, 75.51 percent secondary and 11.8 percent higher secondary schools and provision for mid-day meals as against
24.75 percent elementary, 20.91 percent upper elementary, 6.31 percent secondary and 11.84 percent higher secondary schools in urban area. There were 22.6 million students who were availing of this facility at all levels of school education. The 78.41 percent were rural school students who got this facility, 40.98 percent were girls, and 20.25 percent were Scheduled Caste children and 12.81 were percent were Scheduled Tribe children.

The Mid-Day Meal Scheme got further impetus in December 1988 when the Department of Education formulated a proposal for covering 994 ICDS blocks with concentration of SC/ST children. It was estimated that if the programme was to be implemented in all the ICDS blocks with concentration of tribal and schedule caste population the annual expenditure at the rate of Re. 1/- per child per day for the elementary school children, would be about Rs. 277.32 crores.

The important elements of the guidelines for this scheme, which were based on the earlier guidelines prepared by the Planning Commission, were the following:

- The scheme should cover all children in elementary classes in Government, Government aided and local body schools.
- Mid-Day Meals should be provided on all the working days of the school.
- Ration for Mid-Day Meals would be as follows:
  a) Cereals- 100 gms. per day per child.
  b) Pulses- 10 gms. per day per child.
  c) Edible oil- 5 gms. per day per child.
- CARE assistance, if any, should be excluded.
- Cereals and to the extent possible, pulses, edible oil and condiments should be supplied to the schools through authorized state agencies.
• To the maximum extent possible; wheat should be utilized for mid day meals and supply of rice being restricted to predominantly rice eating arrears.

• States should make arrangements for appointment of cooks, helpers and supervisors, as far as possible; the cook should be a woman. The cooks and helpers should be from the same village.

• Maximum public cooperation should be sought by involving local people's representatives to oversee smooth flow of materials and service of meals.

• For the management of the scheme, parallel administrative machinery should not be built up. Existing infrastructure should be used with fullest feasible delegation of powers.

• At the district level, there should be a Supervisory Committee under the chairmanship of the District Collector; at the state level there should be Committee under the Chief Secretary with members drawn from different concerned department.

The progress of the scheme was evident to extend of the fact that 13 state and 4 UT governments were implementing the Mid-Day Meal Programme for elementary school children between the age group 6-11 years with varying degree of coverage as of 31st December, 1994. In all 20.48 million children were covered.

Later with a view to enhancing enrollment, retention and attendance and simultaneously improving nutritional level among school children, the Mid-Day Meal Scheme was launched as a centrally sponsored scheme on 15th August 1995. The programme aims to provide wholesome cooked processed food through local bodies/authorities such as Panchayats, Nagar Palikas who were expected to develop institutional arrangements for the purpose. During the interim period, food grains
(wheat/rice) at the rate of 3kg per children per month were distributed to the targeted children, subject to a minimum attendance of 80 per cent. During this period all the Revamped Public Distribution System (RPDS)/Employment Assurance Scheme (EAS) Blocks had been covered. In case of Punjab which did not have RPDS/EAS blocks, children in 37 Low Female Literacy (LFL) Blocks were covered. In states/UTs which did not have RPDS/EAS/LFL Blocks, children in notified slums were covered. All-India coverage had seen during 1997-98 except for Lakshadweep, which runs its own programme. The central support under this programme was to provide food grains free of cost to children through the Food Corporation of India.

In India the school feeding programme further received a boost in 2000, as the United Nations met in Dakar to commit itself to the eradication of hunger and attainment of universal primary education. School feeding programmes (SFPs) are one of the main interventions used to address these challenges. School feeding falls squarely within the ambit of the UN declaration, and at least three of the Millennium Development Goals (MDG), namely MDG 1 (to eradicate extreme poverty and hunger), MDG 2 (to achieve universal primary education) and MDG 3 (to promote gender equality and empower women).

On November 2001, in its interim order in Peoples Union for Civil Liberties versus Union of India & Others a (Writ Petition (Civic) No. 196 of 2001) the apex court decreed that “State governments must implement the Mid-Day Meals Scheme by providing every child, in every government school and government assisted primary schools 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. Those governments providing cooked meals must within three months (28th February, 2002) start providing
cooked meals in all government and government-aided primary schools in half of the
district of the State (in order of poverty) and must within a further period of three
months (28th May 2002) extend the provision of cooked meals to the remaining parts of
the state”. Very few states, however introduced cooked meal in primary schools before
the Supreme Courts initial deadline of February 28, 2002. The deadline was later
extended to January, 2005 by Supreme Court. In 2001-2002 the guidelines of the
scheme had been modified so as to enable reputed NGOs and other such organizations
to participate in the implementation of the programme.

The programme which initially covered children of primary stage (Class I to V) in
government, local body and government-aided schools, was expanded in October
2002 to cover children studying in Education Guarantee Scheme (EGS) and Alternative
and Innovative Education (AIE) Centers, also. 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
2002, the Planning Commission had asked State Governments to earmark a minimum
15 per cent of additional central assistance under PMGY from financial year 2004-05
for meeting cooking cost under the Mid-Day Meal Scheme.

The cost of converting food grains into cooked meal in the original scheme was
expected to be borne by State Governments/local bodies. Because of inability of most
State Governments and Local bodies to provide requisite funds, the cooked meal
programme could not be universalized even up to 2004. It was estimated that the overall
coverage under this scheme as of January 2004, was only in half of India’s 31 states,
with seven states with an aggregate of 400 million population not implementing the
scheme so far despite the Supreme Court order. It was being implemented fully in the
states of Gujarat, Kerala, Rajasthan and Tamil Nadu and in substantial parts of other states including Karnataka, Madhya Pradesh, Maharashtra and West Bengal, partially in Chhattisgarh, Delhi, Orissa, and Punjab, but not at all in Assam, Bihar, Jharkhand, Uttar Pradesh and Haryana (Third Report of the Commissioner, May 1st, 2003). Therefore, it became imperative to revise the scheme to include additional Central Assistance to State/UTs for meeting cooking cost also.

Central Government’s commitment to a universal cooked meal programme found reflection in the budget speech of the Union Finance Minister in July 2004, which stated: “The poor want basic education for their children: we shall provide it... We shall also make sure that the child is not hungry while she or he is at school…”

The budget speech further promised: “…the whole of the amount collected as cess will be earmarked for education, which will naturally include providing a nutritious cooked mid day meal. If primary education and the nutritious cooked meal scheme can work hand in hand, I believe there will be a new dawn for the poor children of India”.

In keeping with the promise made in the budget speech of 2004, the Mid-Day Meal Scheme, introduced in 1995, was revised in September 2004 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 the following items:

1. Cooking cost @ Re 1 per child per school day.
2. 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.

3. Management, monitoring and evaluation costs @ 2% of the cost of foodgrains, transport subsidy and cooking assistance.

4. Provision of Mid-Day Meals during summer vacation in drought affected areas.

Infrastructural requirements continued to be met through convergence with other development programmes, including inter alia Sampurna Grameena Rozgar Yojana (SGRY), Basic Services for Urban Poor (BSUO), Urban Wage Employment Programme (UWEP) for the construction of kitchen-cum-stores. Water supply requirements were met through convergence with Accelerated Rural Water Supply Programme (ARWSP), Swajaladhara and Sarva Shiksha Abhiyan. The revised scheme, 2004 also provided for a 4-tier institutional mechanism for programme management, through the constitution of Steering-cum-Monitoring Committees at the National, State, District and Block levels. During 2004-05, about 10.88 crore children were covered under the programme.

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, provided the NER states contribute Rs. 0.20 per child/school day, and (b) Rs. 1.50 per child/school day for other states UTs, provided that these States and UTs contribute Rs. 0.50 per child/school day. In 2005-06 9.53 lakh primary schools/ sections and EGS/AIE centers and 11.94 crore children were covered under the scheme. For the scheme 22.50 lakhs MTs food grain was allotted and actual 64 per cent of the allotted foodgrain was lifted from the FCI godowns. Central assistance provided towards
cooking cost was Rs. 1781 crore and for Management, Monitoring & Evaluation was 21.30 crore.

In October 2007, the scheme had been further revised to cover children in upper primary (classes VI to VIII) initially in 3479 Educationally Backward Blocks (EBBs). One of the salient features of the revised scheme, in addition to extension of the scheme to upper primary stage was changing of the name of scheme from ‘National Programme of Nutritional Support to Primary Education’ to ‘National Programme of Mid Day Meals in Schools.’ Around 1.7 crore upper primary children were expected to be included in this expansion of the scheme.

The scheme was further revised in April 2008 to extend the scheme to recognized as well as unrecognized Madarasas/Maqtabs supported under Sarva Shiksha Abhiyan (SSA) as Government Aided centres. The programme has been extended to all areas across the country from 2008-09. The calorific value of a Mid-Day Meal at upper primary stage had been fixed at a minimum of 700 calories and 20 grams of protein by providing 150 grams of food grains (rise/wheat) per child/school day. Rs. 7324 crores were provided in the Union Budget 2007-08, representing 37% increase over the budget for 2006-07. Overall expenditure including expenditure on foodgrains as on 17.3.2008 was Rs. 5680 crores, whereas the total central assistance released to non-NER States/UTs was Rs. 5455 crores.

The scheme was again revised in November, 2009 (19.11.2009) with the following modifications:

(i) Revision of the food norm for Upper Primary children 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.

(ii) Enhancement of cooking cost (excluding the labour and administrative charges) to Rs. 2.50 for primary and Rs. 3.75 for upper primary children. The cooking cost is to be shared between the centre and the NER States on 90:10 basis and with other States/UTs on 75:25 basis.

(iii) Honorarium of Rs. 1000 per month to cook-cum-helper and engagement of one cook-cum-helper for schools upto 25 students, two cooks-cum-helpers for schools with 26 to 100 students and one additional cook-cum-helper for every addition of upto 100 students.

(iv) Instead of a flat rate of Rs. 60,000 for construction of kitchen-cum-store per school across the country, the construction cost is to be determined on the basis of plinth area norms and State Schedule of Rates prevalent in the State/UT. The cost of construction is to be shared between centre and NER States on 90:10 bases and with other States/UT on 75:25 basis. Construction of Kitchen-cum-Store in schools having upto 100 children. For every additional upto 100 children, additional 4 sq.mt. plith area has been added. States/UTs have the flexibility to modify the slab of 100 children depending upon the local conditions.

(v) Decentralization of payment of cost of foodgrains to the FCI to the district level.

(vi) Transport assistance in the 11 Special category States (viz. Assam, Arunachal Pradesh, Himachal Pradesh, Jammu & Kashmir, Manipur, Meghalaya, Mizoram, Nagaland, Sikkim, Uttarakhand and Tripura) at par with the PDS rates prevalent in these states.

It was further extended to cover children under National Child Labour Projects (NCLP) w.e.f. 1.4.2010. Realizing the importance of Mid-Day Meal Scheme, Right to
Education Act, 2009 has made it mandatory for every school to have all weather building including kitchen-cum-store. The rules under the Right to Education Act, 2009 mandate that School Management Committee has been responsible for monitoring the implementation of the Scheme.

Table 2.1
Showing Year wise Number of Children Covered Under the Scheme, Quantity of Foodgrain Allocated & Lifted and Expenditure Incurred in India:

<table>
<thead>
<tr>
<th>S.No</th>
<th>Year</th>
<th>No. of Children Covered (in crores)</th>
<th>Quantity of Foodgrains Allocated (in MTs)</th>
<th>Quantity of Foodgrains Utilised (in MTs)</th>
<th>Expenditure Incurred (Rs. In crore)</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>1995-96</td>
<td>3.34</td>
<td>713223</td>
<td>536061</td>
<td>441.21</td>
</tr>
<tr>
<td>2</td>
<td>1996-97</td>
<td>5.57</td>
<td>1585388</td>
<td>1112489</td>
<td>800.00</td>
</tr>
<tr>
<td>3</td>
<td>1997-98</td>
<td>9.10</td>
<td>2567372</td>
<td>1810164</td>
<td>1070.38</td>
</tr>
<tr>
<td>4</td>
<td>1998-99</td>
<td>9.79</td>
<td>2706274</td>
<td>1147917</td>
<td>1600.15</td>
</tr>
<tr>
<td>5</td>
<td>1999-2000</td>
<td>9.90</td>
<td>2767251</td>
<td>1401765</td>
<td>1500.00</td>
</tr>
<tr>
<td>6</td>
<td>2000-01</td>
<td>10.54</td>
<td>2480692</td>
<td>15178116</td>
<td>1300.00</td>
</tr>
<tr>
<td>7</td>
<td>2001-02</td>
<td>10.35</td>
<td>2862475</td>
<td>2076764</td>
<td>1030.27</td>
</tr>
<tr>
<td>8</td>
<td>2002-03</td>
<td>10.36</td>
<td>2837467</td>
<td>2176830</td>
<td>1099.03</td>
</tr>
<tr>
<td>9</td>
<td>2003-04</td>
<td>10.56</td>
<td>2684067</td>
<td>2130652</td>
<td>1375.00</td>
</tr>
<tr>
<td>10</td>
<td>2004-05</td>
<td>10.88</td>
<td>N.A</td>
<td>N.A</td>
<td>N.A</td>
</tr>
<tr>
<td>11</td>
<td>2005-06</td>
<td>11.94</td>
<td>2251000</td>
<td>N.A</td>
<td>3186.33</td>
</tr>
<tr>
<td>12</td>
<td>2006-07</td>
<td>10.68</td>
<td>2160000</td>
<td>N.A</td>
<td>5233.47</td>
</tr>
<tr>
<td>13</td>
<td>2007-08*</td>
<td>11.37</td>
<td>2479000</td>
<td>1693000</td>
<td>5835.44</td>
</tr>
<tr>
<td>14</td>
<td>2008-09*</td>
<td>11.74</td>
<td>2930000</td>
<td>2104000</td>
<td>6688.02</td>
</tr>
<tr>
<td>15</td>
<td>2009-10*</td>
<td>11.04</td>
<td>2949000</td>
<td>2343000</td>
<td>6937.79</td>
</tr>
<tr>
<td>16</td>
<td>2010-11*</td>
<td>10.46</td>
<td>3003000</td>
<td>2395000</td>
<td>9128.00</td>
</tr>
<tr>
<td>17</td>
<td>2011-12**</td>
<td>10.35*</td>
<td>2909000</td>
<td>3800000**</td>
<td>5084.00**</td>
</tr>
</tbody>
</table>

(Source: MHRD, Dept. of Education, Annual Reports, 1995 onwards)

* Primary and Upper Primary combined.
** Upto 1st quarter of the year.
As it is evident from table 1, that there has been an increase in the expenditure on the Mid-Day Meal Scheme with the increase in enrolment of children during the last seventeen years.

2.4 IMPLEMENTATION MECHANISM:

2.4.1 Urban and Rural working:

There was no difference in the working of the Mid-Day Meals Scheme in rural and urban areas. Same implementation mechanism had been followed in both settings.

2.4.2 Process of Plan formulation for Mid-Day Meal Scheme:

With the start of the session in the schools data with respect to number of children enrolled, number of children who were actually served Mid-Day Meal, number of days on which Mid-Day Meal was served, food grain lifted from FCI and utilized, funds received at school level and utilized started collecting. Information collected from the schools was compiled at the District level and was submitted to Head Office in the specially designed formats every month. Data received at Head Office was tabulated District wise and was discussed in the monthly meeting of District Education Officers. Progress of construction of kitchen sheds, progress of procurement of kitchen devices, health checkup of students under the school health programme were also reviewed in the monthly meeting. (Annual Work Plan and Budget Mid-Day Meal Scheme: Punjab, 2013-14)
2.4.3 Programme Management Structure:

<table>
<thead>
<tr>
<th>Structure</th>
</tr>
</thead>
<tbody>
<tr>
<td>Overall supervision of Mid-Day Meal Scheme by the Chief Secretary, Punjab.</td>
</tr>
<tr>
<td>Director General School Education monitors the implementation of the schemes on daily basis at the State level.</td>
</tr>
<tr>
<td>School Education Department (Nodal Agency for the implementation of the scheme in the schools) headed by the Secretary School Education.</td>
</tr>
<tr>
<td>State Mid-Day Meal Cell had been constituted with a General Manager and four Managers. They are assisted by one Accountant and four Data Entry Operators.</td>
</tr>
<tr>
<td>District Mid-Day Meal Cell had been constituted with one District Manager in each District assisted by one Accountant and one Data Entry Operator.</td>
</tr>
<tr>
<td>At Block Level one Assistant Block Manager implements and supervises the Mid-Day Meal Scheme at the school level.</td>
</tr>
</tbody>
</table>

Figure 2.1: Showing management structure

In addition to the monitoring system, as explained above, all the District Institutes of Education and Training had been entrusted the responsibility to ensure that all schools were covered by them with the objective to know the status of implementation of the Mid-Day Meal Scheme. These reports were compiled at the level of Director, State Council of Educational Research and Training and follow up action was thereafter initiated by Director General School Education. (ibid)
2.4.4 Responsibility of Distributing Mid-Day Meals:

Overall responsibility for programme vested with the State Government/UT Administration. After the proposal prepared by Ministry of Human Resources Development (MHRD) Centre Government started providing assistance to State Government in supply of food grains, finance and programme management. Central government assisted the local bodies authorities such as Panchayats and Nagar Palikas in implementing the programme by providing from the nearest FCI godowns wheat/ rice at the rate of 100 gms per day free of cost. District was the unit of allocation of food grains. *(ibid)*

2.4.5 Regularity and wholesomeness of Mid-Day Meal served:

The State Government to ensure that the scheme was implemented wholesomely and effectively, a three tier system had been defined in compliance with the directions given by Government of India.

| State Level Steering and Monitoring Committee chaired by Chief Secretary |
|↓|
| District Level Steering and Monitoring Committee headed by Deputy Commissioner |
|↓|
| Sub Divisional Steering and Monitoring Committee chaired by Sub Divisional Magistrates |

*Figure 2.2: Showing three tier system*

In addition to it, there was a complete synergy between Department of School Education, Health Department, Department of Rural Water Supply and Sanitation and Department of Food and Civil Supplies at the District and Block Level. Sub Divisional
Magistrates got the schools inspected either themselves or through senior revenue officers with the objective to check the Mid-Day Meal at regular intervals. The Department of Health collected the food samples of the cooked meal and took further necessary action after following the due procedure. The Department of Rural Water Supply and Sanitation ensured the potable quality of drinking water to the schools on the basis of sample collected by the Health Department. Regular meetings of the Sub Divisional Level and District Level Steering and Monitoring Committee were held in the State. In addition the State Level Steering and Monitoring Committee also met at regular intervals to monitor the programme. The State Government had also constituted a "Core Group of Officers" under the chairmanship of Secretary, School Education to monitor and sort out the problems, if any, in smooth implementation of the scheme. (*ibid*)

2.4.6 Food grains management, allocation, transportation, distribution and storage:

The lifting and the distribution chart of the food grains were very simple and effective as evident from the below:

Allotment of Food grains was made by Government of India as per the requirement of the districts and the State.

Punjab State Civil Supplies Corporation (PUNSUP) had been identified as the nodal transportation agency by the State Government to lift the food grains from FCI godowns.

Supply of food grains to schools by PUNSUP

*Figure 2.3: Showing Allocation of Food Grains*
As per the guidelines issued by the Govt. of India Ministry of Human Resource Development, New Delhi, Deputy Commissioners / District Magistrates had been asked by the State Government to ensure that the quality of food grains lifted from FCI godowns was best available and at least should be FAQ (Fair Average Quality). Regular meetings were held by the District Magistrates to monitor the quality and supply of food grains wherein District Manager PUNSUP and District Education Officer participate in such meetings. Quality of food grains and its availability in the district and implementation of the Mid-Day Meal Scheme was also reviewed by the Chief Secretary at the State level in the monthly meeting of Deputy Commissioners. (ibid)

Punjab State Civil Supplies Corporation (PUNSUP) had prepared the route chart covering all the schools and supply of food grains was ensured regularly depending upon the consumption of the food grains in schools. At the school level, a local committee had been constituted in all the districts to receive the food grains. The school teacher was a Member Secretary of this committee and was responsible for the maintenance of the records. It was ensured by the Deputy Commissioners that the food grains delivered at the schools were stored in appropriate storage bins, though, at some places such storage bins remained to be provided. The directions had been issued separately by the Department of Rural Development to declare the expenditure incurred on such storage bins as valid expenditure. Timely delivery and proper weight of the food grains in the schools was the biggest challenge. Target of timely delivery had already been achieved however the proper weight of food grains at school level was being monitored by the school staff, Assistant Block Managers and Field Inspectors of the Punjab State Civil Supplies Corporation (PUNSUP). (ibid)
2.4.7 System for payment of cost of food grains:

The allotment of food grains was made by Government of India as per the requirement of the state. The district wise allocation was made by the Nodal Officer at the State Level. Allocation of foodgrains along with allocation of funds was communicated and was made available to the districts in advance so that there was no difficulty in procuring the foodgrains and making payment to the FCI. The foodgrains were inspected by an officer deputed by the Deputy Commissioner in the FCI godowns and if found up to the mark the same were lifted by the Nodal Agency PUNSUP up to 25th of the month. Bills for the quantity lifted were raised by the FCI up to 10th of the preceding month which were paid at the District Level by the District Education Officers up to 30th of the month. During the year 2012-13 from 1st April 2012 upto 31-12-2012 all the bills raised by the FCI in all the Districts had been paid and there was no pendency. (ibid)

2.4.8 System for release of funds provided under cooking cost:

```
Central Finance Department
    ↓
State Finance Department
    ↓
Director General School Education (DGSE) draws the funds from the Treasury
    ↓
District Education Department (DEO)
    ↓
Block Primary Education Officers (BPEO)/Clusters Centre Head Teacher
    ↓
Village Education Development Committee (VEDC)/ Head Teacher of the School
```

*Figure 2.4: Showing flow of funds*
Funds were sanctioned and released at the state level by Finance Department. Director General School Education draws the funds from the Treasury and funds were remitted to the District Education Officers (EE) through electronic transfer. Funds were released by District Education Officers (EE) to the implementing agency at village level i.e. VEDC through Block Primary Education Officers/Centre Head Teacher. *(ibid)*

Central Government supported in the form of free foodgrains and reimbursement of transportation cost from the nearest godown of Food Corporation of India. Total cooking charges were shared by center and state government in 3:1 ratio. *(ibid)*

Expenditure incurred on construction of kitchen was covered under poverty alleviation scheme administered by the Ministry of Rural Development. According to the revised guidelines of 2006 central government decided that the construction of kitchen shed was “permissible in all new primary schools under the Sarva Shiksha Abhiyan”. Centre had also sanctioned assistance of Rs. 5000 per school for purchase of items like LPG, stove with connection, stainless steel water storage tanks, cooking & serving utensils in a planned manner. *(ibid)*

**2.4.9 Rate of cooking cost per child per day provided at school level:**

The cooking ingredients (pulses, vegetables including leafy ones, salt, condiments, oil & fuel etc), and other commodities were locally purchased at school level. The rate of cooking cost per child per day was as per the norms fixed by the government of India for the years 2011-2012 were:

i) Primary Classes (I-V) @ Rs. 2.89 per child per school day out of which Rs. 2.17 was borne by the government of India and Rs. 0.72 were borne by state government.
ii) Upper Primary Classes (VI-VIII) @ Rs. 4.33 per child per school day out of which Rs. 3.25 was borne by the government of India and Rs. 1.08 was borne by state government.

From the year 2012-2013 revised norms are:

i) Primary Classes (I-V) @ Rs. 3.11 per child per school day

ii) Upper Primary Classes (VI-VIII) @ Rs. 4.65 per child per school day. (*ibid*)

**2.4.10 System for payment of honorarium to cook-cum-helpers:**

In Bhatinda district cook system was started in December 2009 before that cooking was done by Self-help groups. Number of cook-cum-helpers had been determined as per the norm fixed by the Govt. of India depending upon the strength of the children enrolled in a particular school. For primary schools following students-cook ratio had been recommended:

- Upto 25 students- 1 cook
- 25-100 students- 2 cooks
- 100-200 students- 3 cooks
- 200-300 students- 4 cooks

In Punjab honorarium to cooks-cum-helpers had been increased from Rs.10,000 to Rs. 12,000 per annum from August 2012. The State Government was providing Rs.200 from State Government’s resources to cook-cum-helpers over and above approved norms of Rs. 1000 per month. In Bathinda district till July 2013, 1950 cook-cum-helpers had been engaged to prepare and serve Mid-Day Meals to the elementary school children. Monthly expenditure on salaries of cooks was 23.40 lakh. (District Mid-Day Meal Cell, Bathinda: Official Documents)
Names of cooks engaged and their date of engagement was communicated to the District Office where a complete record of the cook-cum-helpers was maintained. Funds for the honorarium of cooks were released to the District Education Officer who on the basis of record released those funds to the school head. Payment to the cook-cum helpers was made by the school head by cheque on monthly basis to maintain complete transparency in the system. (Annual Work Plan and Budget Mid-Day Meal Scheme: Punjab, 2013-14).

2.4.11 Procedure and status of construction of kitchen-cum-store:

At national level 8,78,833 kitchen cum stores have been sanctioned by central government since 2006-07, to ensure safety of food grains and hygienic meals to the children, out of which the States/UTs have reported 5,77,158 kitchen-cum stores constructed till 2010-11. *(ibid)*

Till the July 2013, out of total 393 primary school of Bathinda District in 348 schools kitchen sheds had been completed. Out of remaining 45 schools, 22 schools had demanded grants from the government of Punjab. 11 kitchen sheds had been
constructed under the SSA and remaining 12 schools had not constructed the kitchens due to lack of space. (District Mid-Day Meal Cell, Bathinda: Official Documents)

Table 2.2: Showing funds released for construction of kitchen sheds in Punjab:

<table>
<thead>
<tr>
<th>Year</th>
<th>Kitchen shed Sanctioned</th>
<th>kitchen shed completed</th>
<th>Construction in progress</th>
<th>Not yet started</th>
</tr>
</thead>
<tbody>
<tr>
<td>2006-08</td>
<td>4571</td>
<td>4571</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>2008-09</td>
<td>13874</td>
<td>7880</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>2010-11</td>
<td>524</td>
<td>8243</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>2012-13</td>
<td>0</td>
<td>46</td>
<td>2276</td>
<td>524</td>
</tr>
<tr>
<td>Total</td>
<td>18969</td>
<td>16169</td>
<td>2276</td>
<td>524</td>
</tr>
</tbody>
</table>

(Source: Annual Work Plan and Budget Mid-Day Meal Scheme: Punjab, 2013-14)

2.4.12 Procedure of procurement of kitchen devices:

The Ministry of Human Resource Development on behalf of Government of India

↓

The State Government

↓

Funds to Deputy Commissioners for arranging kitchen devices and Gas Connections

↓

The Punjab State Civil Supplies Corporation (PUNSUP) supplies Gas Bhatties, Fire Extinguishers and Gas connections to the primary schools

Figure 2.6: Showing procedure of procurement of kitchen devices

During the year 2006-07, a sum of Rs. 217.37 lacs was sanctioned for kitchen devices and gas connections. The State Government released the funds to the Punjab State Civil Supplies Corporation (PUNSUP). Out of the amount of Rs. 217.37 lacs, Rs. 200 lacs were advanced to the above corporation for procurement of kitchen devices and for arranging release of gas connections. Gas Bhatties, Fire Extinguishers and 4347 gas connections had been supplied by PUNSUP to the primary schools. Further, during
the year 2006-07, an amount of Rs. 245.90 lacs sanctioned by the Government of India for kitchen devices could not be released by the State Finance Department due to late receipt of sanction from Govt. of India i.e. after 31/3/07. Thus, an unspent balance of Rs. 245.90 lacs was allowed to be carried over to the financial year 2007-08 by the Govt. of India. During the year 2007-08, this amount of Rs. 245.90 lacs for procurement of kitchen devices was released to the Deputy Commissioners for arranging kitchen devices and Gas Connections in 4918 primary schools. All the 4918 Bhatties, Fire Extinguishers and Gas connections had been supplied to the Primary schools. During the year 2008-09 a sum of 52.60 lacs for the procurement of Kitchen Devices for 1052 upper primary schools was released. These funds were released to the Districts and 1052 Bhatties, Fire Extinguishers and Gas Connection had been procured. Further a sum of Rs. 432.60 lac had been released during January 2010 to procure 8652 kitchen devices for the remaining 8652 schools. These funds had been released to Districts for the procurement of kitchen devices and District Committees had been constituted to procure kitchen devices as per rules. (Annual Work Plan and Budget Mid-Day Meal Scheme: Punjab, 2013-14).

In Bathinda district till July 2011 out of 393 schools 388 schools had been provided L.P.G connections and fire extinguishers. 250 schools had been supplied L.P.G connections and fire extinguishers by PUNSUP (a state agency) and 134 EBBs (Economically Backward Blocks) Schools by State Mid-Day Meal Cell, Chandigarh and in 4 schools by District Mid-Day Meal Cell. By July 2013 all the schools had been provided L.P.G connections and fire extinguishers. ADC-Development had ordered the District Manager Mid-Day Meals to made provisions for schools that they could get one
L.P.G cylinder after every 15 days for every 50 students. (District Mid-day Meal Cell, Bathinda: Official Documents)

In Bathinda district till July 2011 out of 393 schools 373 schools had been provided storage bins to ensure that the food grains delivered at the schools are stored safely. But in 20 schools storage bins that time remained to be provided. 10 schools out of these 20 schools had not been supplied grants due to less strength of students. And remaining 10 schools had demanded grants for bins from Director General of School Education. Till July 2013 these 10 schools got permission but had not purchased the storage bins. (ibid)

2.4.13 Constitution of Menu Committee:

The Menu Committee had been constituted at the state level that prescribe weekly menu for all the schools. The menu had been made for 5 days, which included different combinations of wheat, pulses, and rice. For the sixth day i.e. Saturday meal was provided to the children as per their request. It was same for all schools throughout the week. Five recipes were fixed for the Mid-Day Meals for the children from Monday to Friday. Namely Roti and Sabji, Dal and Rice, Roti and Black Channa, Rice and Karhi, Dal and Roti, Sweet Rice were fixed. Those recipes were given to the children by rotation every day. Thus the children were served hot Mid-Day Meals comprising of the specific stipulated ingredients. The details of menu with specific ingredients are given in Table 3. (ibid)
Table 2.3: Menu for Primary Schools in Punjab

<table>
<thead>
<tr>
<th>S.No.</th>
<th>Week Day</th>
<th>Menu</th>
<th>Quantity (grams)</th>
<th>Protein (grams)</th>
<th>Calories</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Monday</td>
<td>Chapati and Seasonal Vegetable</td>
<td>80</td>
<td>12.9</td>
<td>448.5</td>
</tr>
<tr>
<td>2</td>
<td>Tuesday</td>
<td>Rice and Dal</td>
<td>135</td>
<td>11.95</td>
<td>466</td>
</tr>
<tr>
<td>3</td>
<td>Wednesday</td>
<td>Chapati and Black Grams</td>
<td>160.5</td>
<td>18.98</td>
<td>590.5</td>
</tr>
<tr>
<td>4</td>
<td>Thursday</td>
<td>Rice and Karhi</td>
<td>165</td>
<td>14.62</td>
<td>546</td>
</tr>
<tr>
<td>5</td>
<td>Friday</td>
<td>Chapati and Dal</td>
<td>135</td>
<td>15.66</td>
<td>462</td>
</tr>
<tr>
<td>6</td>
<td>Saturday</td>
<td>Sweet Rice</td>
<td>150</td>
<td>13.38</td>
<td>623</td>
</tr>
</tbody>
</table>

Total cost per child per day was Rs. 2.89 (including cook & fuel charges)

From the year 2012-13 according to revised menu sweet rice which had been served on Saturdays were replaced with Rajmah and Rice and total cost per child per day had been increased from Rs. 2.89 (including cook & fuel charges) to Rs. 3.11 per child per school day for primary classes. (ibid)

2.4.14 Maintenance of Health Cards:

Under the School Health Programme, all the school going children from class I-XII of Government and Government Aided Schools were examined at least twice in the academic year. For the year 2013 till the month of June out of total 1056 schools 180 had been visited by doctors and visits in 185 schools were on progress and balanced 691 schools were not visited by doctors. In addition to the health check-up of students’ doctor also checked the quality of the Mid-Day Meals was being provided in schools. (Annual Work Plan and Budget Mid-Day Meal Scheme: Punjab, 2013-14).
All the children were being provided one tablet of Iron and Folic Acid after the Mid-Day Meals for two days a week and deworming tablet twice a year with the gap of six months to complement nutrition of students taking Mid-Day-Meals. The permanent record of complete health profile of all the students had been maintained in the Health Cards and School Health Registers. Children identified with poor vision after screening test had been provided free spectacles. (ibid)

2.4.15 Management Information System:

| Reports received from the various districts are compiled at State Mid-Day Meal Cell |
| The District Education Officer (EE) compiles the entire district report. |
| Block Primary Education Officer compiles the reports received from Centre Head Teacher of various schools. |
| At the end of the month, the Centre Head Teacher receives monthly report of stock register for foodgrains from every school. |
| At school level Teacher Incharge of Mid-Day Meal Programme maintains the day to day record of the programme. |

Figure 2.7: Showing Management Information System

Mid-Day Meal Scheme implementation was the overall responsibility of Committees constituted at school level. Teacher Incharge of Mid-Day Meal Programme maintained the day to day record of the programme. There were only two registers to be maintained at school level. One register was for maintenance of funds (Cash Book) and second register was kept for food grains. (ibid)

District Education Officers (EE) convened monthly meeting of Block Primary Education Officers under the Chairmanship of Director General School Education-cum-Special Secretary to Govt. of Punjab. (ibid)
It was also apprised that Punjab government had already taken a decision to transfer the funds electronically right up to the VEDC level in the State. The State Government intended to follow the same procedure in releasing the funds under the Mid-Day Meal Scheme also so that there was least obstruction/delay in making the funds available up to the executive agencies. The funds from the State Level were electronically released to District Education Officers (EE) and further electronically transferred to Block Primary Education Officers for the quick supply of cooking cost to the schools. (ibid)

All block level officers in the Education Department were going to be connected through internet facilities. Monitoring of the Mid-Day Meal Scheme should also be done through this network by asking the Block Primary Officers to put into the information relating to Mid-Day Meal through internet. (ibid)

Specific registers had been designed and supplied to the schools Block Primary Education Officers, Cluster Heads and District Education Officers. It may also be relevant to mention here that those registers had been simplified in a manner so as to take not more than five minute for a school teacher to make the necessary entries into these registers. (ibid)

2.4.16 System to ensure transparency in programme implementation:

Punjab State Civil Supplies Corporation (PUNSUP) was responsible for the lifting of food grains from the godowns of FCI. The foodgrains of Fair Average Quality were transported by the Punjab State Civil Supplies Corporation (PUNSUP) and delivered to the schools at their door step once in a month. The schools maintained records containing the necessary information such as number of children fed on each day, the
type of food served. VEDCs/SHGs procured the ingredients locally as per their requirement. Cooking was done by Cooks/SHGs and supervision was done by mothers in rotation. Cooks/SHGs were engaged by the Department/Village Panchayats/ VEDCs. (ibid)

Kitchen sheds-cum-stores had been allotted to all the Primary and Upper Primary schools. The guidelines issued by the Government of India had been taken into account and these instructions had been circulated to the District Education Officers who had been allocated funds for the construction of kitchen sheds through the VEDCs. Necessary care was taken to see that the kitchen sheds were completed keeping in view the rules and regulations. On the cooking staff, it was apprised that the local level committees at the school level had been asked to arrange the cook at local level. Only women workers had been appointed as a cook in various schools. The payment was made to part time cooks out of the cooking cost. Kitchen sheds were being constructed in the districts. All the funds released by Government of India for the kitchen sheds had been released to the districts. Kitchen devices had been purchased except the gas connections. Funds were released by the State Government to Punjab State Civil Supplies (PUNSUP) in first phase whereas the funds were released to Deputy Commissioners in the second phase so as to expedite the procurement. (ibid)

Briefly summing up, it can be said that, Mid-Day Meal Scheme in the country has become an important scheme of government of India to help in the Universalization of Elementary Education, on which government is spending a huge amount of money and as the enrolment in the primary education in increasing year after year, the money spent on Mid-Day Meal Scheme will have to be increased in the future budgets of the Union Government of India if the Government wants to implement this scheme successfully.