



# World Food Programme

## A Report from the Office of Evaluation



*Mid-Term Evaluation of the WFP  
India Country Programme  
(2003-2007)*

*Rome, December 2006*

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This report was prepared by the Team Leader on the basis of the mission's work in the field. On behalf of the team, the author wishes to extend thanks to all those who facilitated the team's work in the field and in Headquarters.

Responsibility for the opinions expressed in this report rests solely with the authors. Publication of this document does not imply endorsement by WFP of the opinions expressed.

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## Acronyms

AAV	Antyodaya Anna Yojana
AWC	Anganwadi Centre
AWW	Anganwadi Workers
BPL	Below Poverty Line
CIDA	Cultural Industries Development Agency
CMEA	Common Monitoring and Evaluation Approach
CO	Country Office
CP	Country Programme
DMRC	District Model Resource Centre
DTA	Department of Tribal Affairs
EB	Executive Board
ECW	Enhanced Commitments to Women
FAAD	Food Aid and Development
FAO	Food and Agricultural Organisation
FD	Forest Department
FFE	Food for Education
FFHD	Food for Human Development
FFW	Food for Work
FIVP	Food Insecurity and Vulnerability Profile
GF	Generated Fund
GoI	Government of India
ICDS	Integrated Child Development Service
IFAD	International Fund for Agricultural Development
IEC	Information, Education and Communication
JFM	Joint Forest Management
LFA	Logical Framework Analysis
MDM	Mid-Day Meal
M&E	Monitoring and Evaluation
MMS	Mid-Morning Snack
MTE	Mid-Term Evaluation
NGO	Non-Governmental Organisation
NHED	Nutritional Health Education and Development
NSSO	National Sample Survey Organisation
PRI	Panchayati Raj Institutions
SPR	Standard Project Report
SSA	Sarva Shiksha Abhiyan
TPDS	Targeted Public Distribution System
UNAIDS	Joint United Nations Programme on HIV/AIDS
UNDAF	United Nations Development Assistance Framework
UNICEF	United Nations Children's Fund
UNFPA	United Nations Fund for Population Activities
VAM	Vulnerability Assessment Monitoring
VEC	Village Education Committee
WFP	World Food Programme
WHO	World Health Organisation



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## **Executive Summary**

This report presents the mid-term evaluation of the India Country Programme (2003–2007), which aims to support India's efforts to reduce vulnerability, eliminate hunger and food insecurity and promote models for immediate and longer-term food security in the most food-insecure districts. The conclusions should be read in the context of the country programme being in transition from a delivery mode to advocacy: it addresses the challenges of developing replicable pilots in large and complex national food-based programmes.

WFP has been successful in (i) fortified food initiatives through the Integrated Child Development Services (ICDS), which have been scaled up in four states, (ii) geographical targeting to poorest regions, and support to poor households and (iii) advocacy. WFP has enhanced partnerships and created new ones, and its advocacy has promoted greater government awareness of the importance of food security.

There needs to be a more specific focus on developing replicable models for reaching WFP's target group, the most food-insecure households, in cooperation with other agencies; improved strategic planning and programming are also required to achieve the Country Programme (CP) goals.

Results of core programming are mixed. For ICDS, the importance of Indiamix is recognized by the government and other counterparts; however, WFP needs to ensure that Indiamix is consumed by the most food-insecure households, as planned. Successes include increased registration among women, and a lower proportion of underweight children. There were few however differences between programmes supported by WFP and those supported by the Government in important areas such as nutrition and health education, and reduction of severe malnutrition.

Food-for-education objectives for improved concentration and retention are on target, but community participation and health related elements have not been effective. Enrolment has increased in schools that have been assisted for some time, but not in new schools. The planned focus on girls did not take place. As the Food for Education (FFE) programme is to be discontinued due to lack of government support, lessons learned from the programme should be integrated into future CP activities.

The food-for-work programme has not influenced government policy; it provides limited resources for a relatively small number of poor people. The generated fund component of Food for Work (FFW) has provided some sustainable community assets. Community participation was greater in the component run by the International Fund for Agricultural Development (IFAD) than that run by the Forestry Department (FD).

All parties must work to prevent diversions of food aid, which have been a problem in the national food-assistance programmes through which WFP works. This can be done through increased community participation and by supporting the monitoring and targeting capacities of counterparts.





## 1. Introduction and background to the evaluation

This evaluation report sets out findings of an assessment of interim results of the WFP India Country Programme (CP) 2003-2007. The report aims to provide the India Country Office (CO) with an external view of progress towards expected results that should contribute to strengthening the current operations, and support the CO in the design of a new CP. The primary objective of the evaluation was:

- To evaluate WFP's catalytic role in supporting India's effort to reduce vulnerability and eliminate hunger and food insecurity among the targeted hungry poor; WFP's efforts to promote and demonstrate models that provide immediate and longer-term food security in the most food insecure areas; and its advocacy efforts in support of the Government of India's (GOI) objective of a hunger free India.

The secondary objective of the evaluation was

- To evaluate the relevance, effectiveness, efficiency, impact and sustainability of CP activities (Integrated Child Development Services, Food for Education, Food for Work, and select pilots).

A central focus of the evaluation was to determine the extent to which the India CP has achieved the WFP corporate goal under Strategic Priority 5, which is to: 'Help governments to establish and manage national food-assistance programmes.'<sup>1</sup> The evaluation also provides recommendations for making mid-course corrections to the CP.

As a Mid-Term Evaluation (MTE), the evaluation concentrated on the achievement or likely achievement of outcome level results. General compliance with WFP's Enabling Development and Enhanced Commitments to Women (ECW) policies was also assessed. Other key areas of focus are: partnerships; food procurement; sustainability; and monitoring and Results Based Management (RBM). The evaluation terms of reference are included as Annex 1.

Chronological scope is mainly the ongoing CP (2003-2007). To the extent that core programmes have been the same during the first CP (1997-2003) for the Integrated Child Development Services (ICDS) and Food for Work (FFW) programming, a nine year review was carried out, to assess impact and sustainability. This was done mainly through a comparison of findings of this and the previous MTE, completed in 2001. The evaluation drew lessons not only from the past decade, but also from the historical involvement of WFP in India, through a commissioned paper.<sup>2</sup>

The main intended use of the evaluation is to draw lessons concerning model building initiatives, and about advocacy efforts. The main intended users are the CO and the Government of India (GoI), to support development of a new WFP programme; and WFP Headquarters and the Executive Board in terms of lessons concerning advocacy and model building. It is also intended that current and future implementing partners, such as UNICEF, UNAIDS, IFAD, CARE and other NGOs, will use the evaluation findings to shape future collaborative activities.

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<sup>1</sup> WFP (2003) *Strategic Plan (2004-2007)*. WFP/EB.3/2003/4-A/1, p. 40.

<sup>2</sup> Mander, H. (2006) *World Food Programme in India: A chequered journey*. New Delhi: WFP.





## 2. Methodology

### 2.1 The evaluation model employed

The evaluation model was a utilization-focused approach<sup>3</sup>, concentrating on intended use by intended users. This involved a preparatory mission to India to discuss the evaluation design and focus with participants, full discussion of the research tools with the CO, joint decision making as to project sites to be visited, participation by CO staff as observers during key informant interviews (except in some cases with beneficiaries), an interim sharing of findings with CO staff, detailed discussion of recommendations, two debriefings in Delhi, (one for government staff, and one for UN and international agencies), one debriefing in Rome, and wide circulation of drafts of this report. Utilization-focused approaches are sometimes perceived to involve a trading off of evaluation ‘objectivity’, because of their more participatory approaches, but have been found to promote greater evaluation use, and are increasingly in use, including within the UN system and humanitarian field.

The evaluation team reviewed the Programme Evaluation Standards, and UN Evaluation Group (UNEG) Norms and Standards, to ensure compliance with current good evaluation practice.<sup>4</sup> Confidentiality and dignity of respondents, including beneficiaries, was ensured by explaining fully the purpose of the evaluation during interviews, and making clear to respondents that all evaluation findings would be confidential. The CP and Operational Contract Logical Framework Analyses (LFAs) were used as the main benchmarks against which to measure results. The CP LFA is included as Annex 2. The level of focus was on outcomes and outcome indicators because this was viewed as the most appropriate level for a mid-term review. The CP was unlikely to have achieved significant impacts within a three year period, but should have moved beyond outputs.<sup>5</sup>

### 2.2 Background literature review and missions

The methodology included:

- Review of background documents, including: relevant WFP policies and evaluations; GoI planning and evaluation reports; CO planning documents, advocacy products, VAM reports, self-evaluations completed in 2006 as a key element feeding into the MTE; good practice studies; monitoring reports; WFP State Office reports; other agency literature; and academic literature (see the bibliography on page 73 to 78 of this report for further details).
- A preparatory mission by the evaluation team leader to Rome and New Delhi for ten days in February 2006, to interview WFP HQ staff, and to discuss the orientation of the evaluation with WFP HQ, CO and counterpart staff.

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<sup>3</sup> Patton, M. (1997) *Utilization-Focused Evaluation. The New Century Text*. London: Sage Publications.

<sup>4</sup> Joint Committee on Standards for Educational Evaluation (1994) *The Programme Evaluation Standards*. London: Sage Publications; UNEG (2005) Standards for Evaluation in the UN System. New York: UN Evaluation Group.

<sup>5</sup> The UN definition of an outcome is as follows: ‘The intended or achieved short-term and medium-term effects of an intervention’s outputs, usually requiring the collective effort of partners. Outcomes represent changes in development conditions which occur between the completion of outputs and the achievement of impact.’ <http://www.undg.org/content.cfm?id=823>



- Development of an evaluation matrix which also served as a questionnaire throughout the evaluation (see Annex 3), and which was circulated to relevant parties before interviews.
- A four week evaluation mission by four evaluation team members, which included interviews in Delhi, and field visits to Gujarat, Madhya Pradesh, Orissa, Rajasthan, and Uttaranchal for discussions with WFP State Office staff, counterparts, and beneficiaries. States were selected on the basis of the need to cover each of the three core programming areas, geographic representation, and resource allocation by the CO. Between them, these States received 84 per cent of core programme resources between 2003 and 2005. The evaluation team interviewed all relevant WFP staff, GoI staff, and international agency staff, carried out extensive interviews with State level government and NGO staff, and interviewed some 700 beneficiaries in 35 villages, mainly in focus groups. For a list of those interviewed see Annex 4. For background to the evaluation team members, see Annex 5.
- Peer review of the evaluation methodology and report by three peer reviewers.

### **2.3 Evaluation of advocacy, WFP's catalytic role and capacity building**

The evaluation team reviewed academic and agency literature on the evaluation of advocacy and capacity building. Few relevant sources were found. Respondents noted that there is limited experience in evaluating either of these areas in WFP, and that this MTE is the first systematic evaluation of input to WFP's Strategic Priority 5.

In terms of evaluating WFP's advocacy role, there is agreement that advocacy is a 'messy' process – a process that is not linear. Attribution is particularly difficult given multiple actors: 'The most fundamental problem in undertaking M&E/Impact Assessment (IA) of advocacy work is failing fully to understand the nature of the advocacy process—its multiple aims, multi-layered structures, shifting timeframes, and the nature of the power structures it aims to influence.'<sup>6</sup> Policy dialogue 'is something of a "black box": very few people really understand how it happens.'<sup>7</sup> Perhaps the most systematic evaluation of advocacy in the development field is being undertaken by Action Aid, and the initial findings of this study emphasize the importance of:

- Identifying the different dimensions of advocacy work and its outcomes.
- Recognising that advocacy can work at different levels which may, but do not necessarily, reinforce each other.
- Monitoring processes as well as outcomes.
- Monitoring policy implementation as well as policy change.

Advocacy is increasingly being carried out in networks or coalitions. Acknowledging the collective nature of advocacy work and focusing less on questions of attribution is key, realising that there is need to establish a balance between who takes credit, and when to take or not to take credit.

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<sup>6</sup> Coates, B. and David, R. (2002) 'Learning for change: the art of assessing the impact of advocacy work.' *Development in Practice* (12), 3&4, 539.

<sup>7</sup> Tyler, S and H. Mallee (2006) 'Shaping Policy from the Field.' In *Communities, Livelihoods and Natural Resource Management: Action Research and Policy Change in Asia*. London: ITDG.



Several of these points are relevant for this evaluation, in particular the need to assess processes, and policy implementation. This evaluation assessed advocacy through a review of the advocacy program objectives and indicators, a review of the main advocacy products and discussions with WFP partners and users about the efficacy of these products.

A key element in WFP's attempt to play a catalytic role in helping governments to establish and manage national food-assistance programmes has been support to national capacity. A recent book on evaluating capacity development notes: 'Organizational capacity development is a highly complex and little understood process, the results of which are difficult to measure. For this reason, cross-checking, triangulation, and validation of evaluation results with stakeholders are especially useful.'<sup>8</sup> The typology developed in this book between capacities that an organization needs to carry out in its day-to-day activities (operational capacities, such as staffing levels and staff training) and the capacities needed for the organization to learn and change in response to changing circumstances (adaptive capacities, such as leadership and strategic thinking) was also helpful. There have been evaluations of capacity development in the UN system from which the evaluation team drew.<sup>9</sup> All of these sources, as well as the WFP *Enabling Development* and *Building Country and Regional Capacities* policies, were used for the formulation of questions in the evaluation matrix.

The main data sources for assessment of advocacy/model building and capacity development were interviews, in particular in Delhi with CO and counterpart staff, and with State Offices and counterparts. The main CO advocacy strategies and programming were reviewed based on these interviews. Two sections of the evaluation matrix were dedicated to advocacy/model building, and capacity development (Annex 3). The evaluation team also interviewed by phone three WFP COs in Latin America concerning the new role of some COs in providing mainly technical and capacity support to governments.

#### **2.4 Evaluation of core programming and pilots**

The main data source for assessment of the three core programmes was two self-evaluations on ICDS, and one each on FFE and FFW. These self-evaluations also served as support documents to the MTE. The ICDS and FFW self-evaluations were carried out by research organisations, with WFP guidance, and can be considered as semi-independent reviews, while the FFE self-evaluation was carried out by CO staff. The terms of reference and methodologies for the self-evaluations were reviewed by the evaluation team prior to agreeing that these would be the main data source, and the evaluation team also met twice with one of the research organisations involved, in order to review the methodology and findings.

Findings from the CO self-evaluations were triangulated with evaluation team field visits. Questionnaires were prepared for analysis of the three core programmes, and household level interviews. Agreement was reached between the CO and the evaluation team that 50 per cent of village visits would be arranged by the CO, and 50 per cent would be surprise visits. The methodological approach at the village level was to hold on arrival a focus group discussion

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<sup>8</sup> IDRC (2003) *Evaluating Capacity Development*. Ottawa: International Development Research Centre.

<sup>9</sup> In particular UNFPA (2003) *UNFPA's Support to National Capacity Development: Achievements and Challenges*. New York: UNFPA Evaluation Report 20; UNDP (2005) *Measuring Capacities: An Illustrative Catalogue to Benchmarks and Indicators*. New York: Capacity Development Group, Bureau for Development Policy; Economic and Social Council (2004) *Effectiveness of the UN development system and its operational activities: capacity of the system to provide country level support and develop national capacities*. New York: Substantive Session of 2004, Agenda Item 3, Conference Room Paper.



with up to 20 villagers, to analyse in overview the core programmes, and during that discussion to establish the location of three to five poorest households in the village. These households were then visited to assess the extent to which WFP support had reached the most food insecure households. The evaluation team also ensured that approximately 50 per cent of respondents were women.

The evaluation team also examined other aspects of CO programming, including the Adolescent Girls Programme, the Food for Human Development pilot, and the planned HIV/AIDS programme. Fortification supported by CIDA was assessed as part of the overall ICDS programming.

Details on evaluation limitations and bias are set out in Annex 6.





### 3. Background to country context and Country Programme

#### 3.1 India context<sup>10</sup>

India is currently characterized by high levels of economic growth, large government anti-poverty programmes, some 34 per cent of its population earning less than a dollar a day, and the largest percentage of poor, food-insecure people in the world. About half of Indian children are malnourished. Recent high levels of economic growth have gone hand in hand with increasing inequality between rural and urban areas, and between and within States. For example, almost half of the Scheduled Tribe population, concentrated in the central Indian States, live in poverty. Nevertheless, India may be on track to meet some of its Millennium Development Goal targets.<sup>11</sup> WFP therefore operates in a contradictory environment.

The macro-level food security situation in India has declined recently, and there is currently a shortfall in terms of per capita food grain requirements (calculated on the basis of national production, see Figure 1). There are also high levels of micro-nutrient deficiency, in particular iodine, vitamin A and iron. The agricultural sector during the last 15 years has been characterised by stagnation, as opposed to substantial growth between 1970 and 1985. During 1996-2005, food grain production increased from 199 to 209 million metric tons, as against an annual growth rate of 3.5 per cent during the 1980s. There has also been a slower increase in real agricultural wages, with the poorer states showing no increase, or even a decline, in wages. As 60 per cent of India's population is dependent on agriculture, stagnation has affected rural peoples' capacity to buy goods, including food. In addition, the casualization of a mass of rural workers without safety nets, the feminisation of agricultural labour accompanied by low wages, and the persistent use of child labour, are worrying trends.<sup>12</sup>

As important as overall production is distribution. Even where adequate food is available, people may not be able to access this, and the fact that many poor people, including women and young girls, are denied access to food has been thoroughly analysed by WFP and others.<sup>13</sup> The GoI 10<sup>th</sup> Five Year Plan refers to: 'Denial of basic needs of food, water and shelter to a substantial proportion of the population'.<sup>14</sup> This has led to an increasing focus on the causes of social exclusion, and the means to overcome this. The Right to Food Campaign, an informal network of organisations and individuals committed to the realisation of the right to food in India, has been lobbying on this issue for some years, and contributed to the Supreme Court ruling in November 2001 which directed the State Governments/Union Territories to implement mid-day meal schemes.

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<sup>10</sup> This section draws on a background paper by Dr. N. C. Saxena, 'Food Security in India', mimeo.

<sup>11</sup> Government of India (2005) Millennium Development Goals. India Country Report 2005. New Delhi: Ministry of Statistics and Programme Implementation.

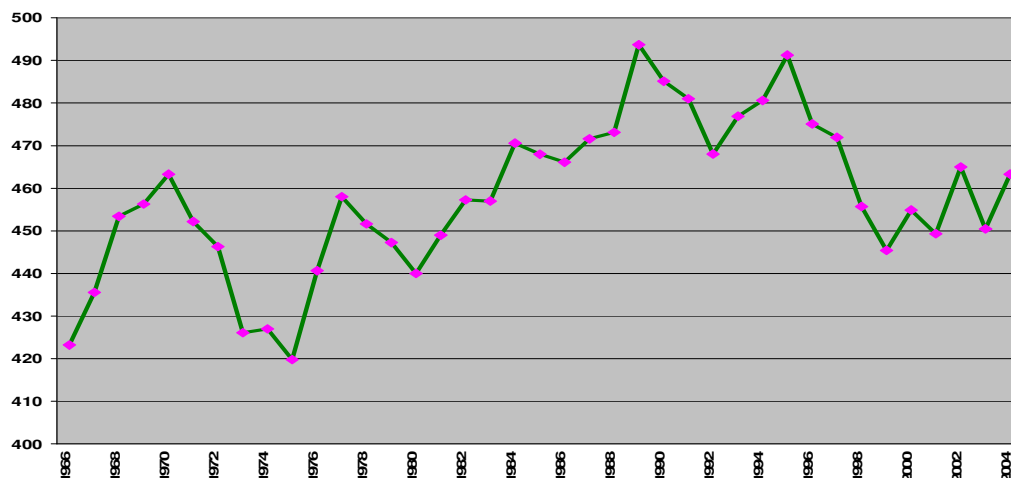
<sup>12</sup> See GoI (2006) 10th 5 year plan appraisal. New Delhi: Government of India.

<sup>13</sup> WFP (2001) Enabling Development. Food Assistance in South Asia. Delhi: Oxford University Press.

<sup>14</sup> Government of India (2002) 10th Five Year Plan (2002-2007). New Delhi: National Planning Commission, p. 177.



**Figure 1: Per capita availability of food grains in gms/day (moving average of five years)**



Also important in terms of overall food production levels is the capacity of India to purchase food on the international market. Global wheat and rice production are at close to all-time highs, and India currently has the capacity to meet grain shortfalls through purchases on the world market.<sup>15</sup>

### 3.2 Government of India food based schemes

The GoI *10th Five Year Plan (2002-2007)* is geared towards achieving the Millennium Development Goals. It is implementing a set of food-based anti-poverty and social protection programmes at national and state levels, including the Targeted Public Distribution System (TPDS), a Mid-Day-Meal (MDM) scheme, the ICDS, and a FFW scheme. Table 1 provides details of food grain production, procurement and off take.

**Table 1: Production, procurement and off take of food grains**

	1997-98	2001-02	2002-03	2003-04	2004-05
Food subsidy (billion Rs)	79	176	240	270	290
Production of food grains (million tons)	192.3	212.8	174.8	213.5	204.6
Distribution through ration shops (million tons)	17.0	13.8	20.1	24.2	29.4
Disposal through welfare schemes, including ICDS (millions tons)	2.1	8.9	11.4	13.5	10.6

Source: N.C. Saxena 'Food Security in India' mimeo.

<sup>15</sup> Out of global production of some 619 million tonnes of wheat in 2005, some 107 million tonnes was traded. Out of global production of some 628 million tonnes of rice in 2005, some 29 million tonnes was traded. [http://www.fao.org/es/ESC/en/20953/21026/21631/highlight\\_23001en.html](http://www.fao.org/es/ESC/en/20953/21026/21631/highlight_23001en.html) and [http://www.fao.org/documents/show\\_cdr.asp?url\\_file=/docrep/008/J6801e/J6801e03.htm](http://www.fao.org/documents/show_cdr.asp?url_file=/docrep/008/J6801e/J6801e03.htm)



Of note is the significant increase of food subsidies over the last decade by a factor of almost four, and increased distribution through ration shops and welfare schemes. GoI now runs some of the largest welfare programmes in the developing world. In relation to overcoming hunger, these programmes display significant inefficiencies. For example, an evaluation by the GoI National Planning Commission of the TPDS found that:

- The implementation of TPDS is plagued by targeting errors, prevalence of ghost allotment cards, and unidentified households.
- Only about 57 per cent of the households below the poverty line are covered by the TPDS.
- Fair Price Shops that distribute the grain are generally not viable because of low annual turnover, and remain in business through leakages and diversions of subsidised grains.
- Leakages and diversions of subsidized grains are large and only about 42 per cent of subsidized grains reaches the target group.<sup>16</sup>

Findings from this evaluation demonstrate that the overall food security situation in India should be contextualized within these high levels of diversion and 'leakage'. The GoI 10<sup>th</sup> Five Year Plan notes that, as much as distribution of resources, a central issue causing decreased effectiveness of development programmes is corruption and poor governance.<sup>17</sup>

Clearly, supporting improved governance in food based social security systems would do as much to improve food security as providing more resources. In a system where up to 50 per cent of resources may leak out (see the TPDS study quoted above), international agencies must ensure that their resources are carefully targeted.

### 3.3 Country Programme context

Since 1963, WFP has provided over \$US1 billion in food and development assistance to India, and supported over 70 development projects. Support to ICDS has been some US\$345 million. Food aid has also been given for 14 emergency responses, and two protracted relief and rehabilitation operations. At the onset, the emphasis of WFP assisted projects was on FFW, with an emphasis on increasing community participation. Over the past decade, the two main programme activities have been support to forestry, and to supplementary feeding programmes. The CP is still organised around these two main foci with a geographical concentration on rural areas.

The first CP (1997-2001) was approved by the Executive Board (EB) in 1997 and extended to 2003. As most first generation CPs, it was an amalgamation of existing development projects. The overall goals were to improve nutrition and quality of life of the most vulnerable at critical times, and to contribute to sustainable improvements in household food security of carefully selected groups of the poorest, with special emphasis given to children and women, through ICDS and FFW. At financial closure in October 2003, the total budget was US\$105 million, and it had been 84 per cent funded, according to the Standard Project Report (SPR) from that year.

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<sup>16</sup> Planning Commission (2005) *Performance Evaluation of Targeted Public Distribution System (TPDS)*. New Delhi: Programme Evaluation Organisation, Planning Commission.

<sup>17</sup> Government of India (2002) *10th Five Year Plan (2002-2007)*. New Delhi: National Planning Commission, pp 180, 21.7



The second CP (2003-2007), which is the main focus of this evaluation, was approved in September 2001, and began implementation in 2003. Its design was based on a MTE of the first CP, and a Country Strategy Outline<sup>18</sup> agreed with the GoI, the UN Country Team, and other stakeholders. Aligned with the WFP *Enabling Development Policy*<sup>19</sup>, the current CP was designed for the first time to play a catalytic role in the country's efforts to reduce vulnerability and eliminate hunger and food insecurity among the targeted hungry poor. This was a major shift for WFP, and offered a challenge in moving from an operational to an advocacy, model-building and capacity building focus.

The strategic focus of the CP 2003-2007 was to be pursued by working through key government programmes and developing models within these programmes that could be taken up by governments. The programmatic focus is on:

- Improving the nutritional status of women and children through ICDS.
- Improving food security through disaster mitigation and the preservation and creation of assets through FFW in partnership with the Forestry Department, District Rural Development Agencies and IFAD.
- A newly introduced activity, investment in FFE providing a micronutrient-fortified mid-morning snack at schools.

The detailed objectives of each of these programmes are outlined in Section 9 and Annexes 7, 8, and 9.

Part of the strategy behind the current CP was also to strengthen capacity building for the management of national food security programmes. This was a requirement from the Government and UN partners and based on the policy paper on support to national food assistance programmes dated 1997.<sup>20</sup> Capacity building has become the fifth WFP Strategic Priority, established in the corporate *Strategic Plan 2004-2007*, reiterated in the recently approved *Strategic Plan 2006-2009*, and supported by a 2004 policy on *Building Country and Regional Capacities*.

An important element of the CP is to establish synergy between food based and supplementary interventions. As the CP document notes: 'Through a set of synergistic food-based interventions, WFP, in partnership with community organizations, the local government and NGOs, will promote immediate and longer-term food security.'<sup>21</sup> Establishing greater synergy between programmes was also a key recommendation from the previous MTE.

According to the approved CP document, the proposed five-year total food requirement for the basic activities only would amount to about 800,000 tons based on a shared commitment of 400,000 tons each from WFP and the Government. The cost of the basic activities to WFP

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<sup>18</sup> WFP (2001) *Country Strategy Outline – India*. Rome: WFP/EB.2/2001/4/2

<sup>19</sup> The India CP addresses objectives 1, 2 and 3 of this policy: (1) Enable young children and expectant and nursing mothers to meet their special nutritional and nutrition-related health needs; (2) Enable poor households to invest in human capital through education and training; and (3) Make it possible for poor families to gain and preserve assets (especially in areas prone to recurrent disasters).

<sup>20</sup> WFP (1997) WFP/EB.2/97/3-A

<sup>21</sup> WFP (2001) *Country Programme India, 2003-2008*. Rome: WFP/EB.3/2001/8/1, p. 23.



would amount to US\$142 million, and the cost to the GOI to US\$176 million.<sup>22</sup> This includes: the cost of matching commodities; internal transport, storage and handling costs; administrative costs; and cash wages for labor. Given the availability of food grains in the country, WFP intended to procure all cereals locally, which has occurred.

Cumulative WFP expenditure from 2003 to 2005 stood at some US\$25.7 million, or 18 per cent of the planned total for the CP. It is unlikely that the CP will come close to its planned expenditure of US\$142 million, and this should be taken into account when considering CP results. Under the three core programmes for the period 2003-2005, total commodities distributed were 102,880MTs, some 65 per cent from WFP, and contributions for this period were some US\$17.5 million from WFP, and some US\$11.35 from central and state governments. Breakdown of expenditure by core programme is given in Table 2.

**Table 2: Expenditure by core programme, 2003-2005, (US\$ and percentage of core programme funding)**

Core programme	WFP contribution (per cent)	Government contribution
ICDS	4, 565, 802 (40)	3, 543, 252
FFE	2, 797, 116 (25)	-
FFW (Forestry Department)	3, 680, 136 (32)	2, 403, 988
FFW (IFAD)	309, 921 (3)	181,012 (IFAD contribution)
<b>Total</b>	<b>11,352, 975</b>	<b>6, 128, 252</b>

Source: Country Office data

State-wise breakdown of funding by WFP and governments is given in Table 3.

**Table 3: Total state-wise expenditure on core programmes, 2003-2005 (US\$)**

	ICDS	FFE	FFW (Forestry Department)	FFW (IFAD)	Total (%)
MP	1,166,571	1,057,819	539,378	-	2, 763, 768 (16)
Orissa	3, 984, 786	82,291	2,045,026	11,943	6, 124, 046 (35)
Rajasthan	1, 934, 847	65, 095	953, 451	-	2, 953, 393 (17)
Uttaranchal	1, 022, 550	744, 133	461, 184	-	2, 216, 867 (13)
Chattisgarh	-	847, 778	-	241, 034	1, 088, 812 (6)
Gujarat	-	-	392, 800	179, 045	571, 845 (3)
Jharkhand	-	-	1,162, 705	46, 790	1, 209, 495 (7)
UP	-	-	529, 573	-	529, 573 (3)

<sup>22</sup> WFP (2001) *Country Programme India, 2003-2008*. Rome: WFP/EB.3/2001/8/1



As can be seen, there is a wide spread of programming across States, but also 71 per cent of core programming was based in four States, with over one third of programme resources directed to Orissa, and relatively small programmes in Gujarat and UP.



## 4. Coherence and relevance

### 4.1 Coherence with the GoI 10<sup>th</sup> Five Year Plan

The CP document and other analysis carried out by WFP are broadly consistent with the GoI's planning. The *Tenth Five Year Plan* emphasizes the need to focus on those below the poverty line, to work against regional imbalances and gender inequality, and to promote decentralized planning and decision making to the village level, all of which are central to WFP planning. The CP objectives of reducing malnutrition, promoting girls' attendance at school, and supporting the livelihoods of the poor, are all fully coherent with the GoI's *Tenth Five Year Plan*.

However, as noted, the *Tenth Five Year Plan* also highlights the areas of governance and accountability as central to the poor performance of the government, and this is not fully reflected in WFP planning documents or analysis.

As far as food and nutrition security is concerned, the *Tenth Five Year Plan* refers to a paradigm shift that will take place from:

- household food security and freedom from hunger to nutrition security for the family and the individual; and
- untargeted food supplementation to screening of all the persons from vulnerable groups, identification of those with various grades of under-nutrition and appropriate management.<sup>23</sup>

The first area sees an increasing focus on nutritional responses, such as micronutrient fortification; and a recognition of the importance of access within the household and intra-household distribution. This planning document also refers to the need to move from 'food security at the state level to nutrition security at the individual level'.<sup>24</sup> The second area recognizes the importance of a targeted approach to food interventions, with a focus on vulnerable groups. Technical approaches such as fortification need to go hand in hand with socio-economic approaches ensuring access of marginalized groups. This paradigm shift is consistent with WFP's analysis which concentrates on access as well as production, and which highlights the importance of concentrating on the most food insecure households and individuals within those households.

### 4.2 Coherence with the UNDAF

In relation to coherence with the UNDAF, the UNDAF (2003-2008) points to the main UN role as: 'supporting innovative projects, in disseminating lessons learned for wider adoption, in supporting action research in critical areas of human development, and in advocating for change backed by documentation and public interaction.'<sup>25</sup> This is also the central feature of WFP's CP. The main objectives of the UNDAF were firstly, promoting gender equality, to enhance women's decision-making power; promote equal opportunity; and support policy changes. And secondly, strengthening decentralization, to: promote effective community management; strengthen local governance institutions; and support effective devolution of power. Again these

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<sup>23</sup> Government of India (2002) *Tenth Five Year Plan (2002-2007)*. New Delhi: National Planning Commission, p316.

<sup>24</sup> Ibid, p318.

<sup>25</sup> UNCT (2000) India. *United National Development Assistance Framework (UNDAF)*. New Delhi: United Nations.



were important components of WFP's planned programming, although, as this report notes, WFP has been only partly effective in both of these areas (see Sections 9 and 10).

In addition, the UNDAF notes that: 'it is essential to set up proper systems of monitoring, reporting, accountability, transparency and efficiency in the use of resources.'<sup>26</sup> While governance is raised as an issue in terms of decentralization, this area was not further elaborated on in the WFP CP.

#### **4.3 Is the focus on rural areas still appropriate?**

The CO has been proactive in terms of analysis of hunger and food security in both rural and urban areas, through production of the *Food Insecurity Atlases*. The analysis shows consistently higher levels of macro-level poverty in rural and tribal areas, and therefore the continued focus on rural areas is appropriate.

#### **4.4 Internal coherence of Country Office planning**

The CP document notes that WFP will work in some of the country's poorest Districts, and identifies the most food insecure households as the primary target group, in particular women, girls and infants within those households. The Operational Contract for support to ICDS, where some 40 per cent of WFP resources have been invested since 2003 (Table 2), further notes that it will support improved targeting, including of the severely malnourished, and will give priority to the most vulnerable children. In interviews CO staff also reiterated that their mandate was to support the livelihoods of the poorest people in the poorest Districts.

It is unclear from the CP document and current operations how the goal of developing replicable models for government to scale up, and the goal of working with the most food insecure households, align with each other. If the primary goal of the CP is to develop replicable models for reaching the most insecure food households, which can be replicated by governments, the achievements of the CO to date have been modest (see Section 9), although results related to CO objectives will need to be tracked over a longer time. The CO needs to consider the realism of a primary goal of developing models to reach the most food insecure households. Firstly reaching these households is highly challenging, and there has been limited success in this in development programmes in post-Independence India. Secondly, WFP is working in some of the poorest Districts in India, where there is least government capacity and potential for replication. Given WFP's resources and the context of the operating environment, the scope for developing replicable models to reach the most food insecure households is unrealistic, especially if WFP is attempting this alone; however, this may be feasible in association with other agencies, for example through upcoming collaboration with UNICEF at State level.

Clarifying the main goal of the CP can be achieved through improved strategic planning. CO planning needs to clarify what is to be scaled up, and who are to be the main beneficiaries. If the main goal is to be a catalyst and develop models for replication, then it may make sense to work in a range of contexts including poorer and less poor Districts, and areas where there is limited and stronger Government capacity, to assess how scaling up is possible in differing institutional environments. If the main goal is to demonstrate models for reaching the most food insecure households through food based schemes, greater focus needs to be paid to mechanisms in those

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<sup>26</sup> Ibid, p.7.





schemes for reaching the most food insecure, such as double rations for the severely malnourished in ICDS.





## 5. Model building and WFP's catalytic role

As noted, the primary goals of the CP are to play a catalytic role in the country's efforts to reduce vulnerability and eliminate hunger and food insecurity among the targeted hungry poor, and to promote and demonstrate models that provide immediate and longer-term food security in the most food insecure districts in the least developed states. The aim is to leverage policy and resources through the design and implementation of innovative institutional models. This Section covers attempts at model building in the three core CO programmes. Findings should be viewed in the context of the current CP being a transitional CP from a mainly operational to a mainly technical assistance approach, although the CO has been experimenting with different pilots for at least 10 years.

While the idea of developing replicable models makes conceptual sense, the challenges of doing this within bureaucracies that operate some of the largest development programmes in the world are not set out in the CP document. The evaluation team found that WFP needs more explicit strategies for model replication. Results statements in the CP document related to this area are vague, and indicators measure only to a limited extent what WFP is attempting to achieve. Strengthened strategic planning could take the following form: firstly, at the inception phase of a pilot, development of a brief inception paper with counterparts noting the timeline for the pilot, expected outputs and outcomes, conditions under which counterparts will take over programming, and WFP's planned exit strategy; secondly, discussions with a reference group of beneficiaries at the time of developing the inception paper as to their views and perspectives on the pilot and whether they think it will meet planned objectives, and follow up with this reference group through the pilot process.

Indicators of successful scaling up are:

- Firstly, that the models developed by WFP extend beyond project boundaries and are taken up in a significant way by governments or other counterparts.
- Secondly, that once scaled up, interventions continue to achieve intended objectives, e.g. ensuring that there is increased attendance of girls at school, or that the most food insecure households are included in programming.
- Thirdly that the intervention is sustainable over a reasonable period of time, e.g. in terms of government investment.

Nor does a review appear to have been carried out of past experience of scaling up and model replication. The issue of lesson learning from past experience was discussed with a number of respondents, and the majority noted that more lesson learning needs to be carried out of what works and why in scaling up, for example through a dedicated workshop on this issue.

This Section reviews model building in the three core programmes, as this represents WFP's main activities in this area.

### 5.1 ICDS

The CO noted that one its most significant achievements has been the uptake of micronutrient-fortified blended food in the ICDS programme in UP, MP, Orissa, and Uttaranchal, and as can be seen in Table 4, the uptake of fortification outside of WFP supported Districts is quite extensive. There are also plans to undertake fortification in Gujarat on behalf of the State. There



is also increased capacity of millers in terms of their being able to fortify food. The coverage and timetable for fortification are noted in Table 4.

**Table 4: Timetable for fortification**

State	Date when discussions on fortification began with the government	Number of Districts and beneficiaries covered in WFP programme	Number of Districts and beneficiaries outside of WFP programming area where fortification is taking place, and starting time for uptake	Timing of phase out
Uttar Pradesh	July 2001	-	70 Districts 2,500,000 Jan 2002	April 2003
Madhya Pradesh	2002	Two districts 172,000 beneficiaries	8 Districts 504,000 beneficiaries September 2003	March 2007
Orissa	November 2002	3 districts 442,288 beneficiaries	8 Districts 535,958 beneficiaries June 2004	March 2007
Uttaranchal	Nov 2003	3 Districts 95,000 beneficiaries	10 Districts 550,000 beneficiaries March 2004	May 2006
Gujarat	October 2005	-	25 Districts not yet started	December 2007
Rajasthan	Dec 2005	3 Districts 231,000	Will not be initiated	n.a.

The first contribution WFP has made has been at the advocacy/research level, through dialogue with governments about likely benefits of fortification. Here, WFP has made a significant contribution, as can be seen in Table 4. The Thematic Review on Food Aid for Nutrition notes: ‘Along with its efforts to build State capacity for production of blended food, WFP India strongly advocated for fortification of Indiamix as one of the most cost-effective strategies to address the problem of hidden hunger in the country. These efforts resulted in the release of a policy document by GOI on the critically important theme of micronutrient deficiency and its prevention. This was followed by further WFP advocacy and technical support to the States where WFP is involved in ICDS to fortify the supplementary food used in the scheme. The first phase of the project started in two States, UP and MP, with a focus on policy leverage to get these States’ enforcing the decision to distribute fortified food in ICDS universally. The second phase includes the expansion of this technical / financial support for fortification to two other States, Uttaranchal and Orissa, which already have decided to adopt the same approach.’<sup>27</sup>

The second main WFP contribution has been through testing different fortification models to determine which are most appropriate at the State level. In Uttaranchal, WFP’s ICDS supported interventions were felt to be critical, particularly in terms of designing tendering documents, supporting the development of Uttaranchal as an organic State by providing a market for local organic millet, and providing technical support related to storage and hygiene. Use of locally-grown, organic finger millet in ICDS in Uttaranchal was considered a major success. WFP has

<sup>27</sup> RTI (2006) *Thematic Review Food Aid for Nutrition: Mother and Child Nutrition (MCHN) Interventions. Case Study Report: India*. Netherlands: Royal Tropical Institute, p.9.



linked the Uttaranchal State Organic Board with relevant government ministries, and used finger millet to make up 25 percent of the ICDS meal for six months of the year. Known as 'Uttaranchalmix', the product is produced by an Indian company in Jaipur, and is composed of 50 per cent wheat, 25 per cent soya and 25 per cent finger millet.

Initially six products were developed and tests carried out between 2004 and 2005 in laboratories for nutritional and fibre content, and later in *anganwadis*, to determine acceptability, with support from the State government. Since 2005, Uttaranchalmix had been used in three Districts where WFP supports ICDS, and more recently, has been scaled up to all 13 Districts in the State. The production of Uttaranchalmix for ICDS provides a market for half of the State's annual production of the finger millet (1200 mt/year.) The Uttaranchal State government also plans to scale up the use of finger millet to use in the entire TPDS. Other positive aspects of the finger millet initiative include:

- Creation of a market for a locally-consumed, organically-grown grain that is produced on rain-fed, marginal lands, and previously consumed by producing households.
- Since finger millet is grown by poorer households, a steady market provides members with an additional, reliable income source.
- Transportation costs are decreased (compared to bringing in wheat and rice from other States).
- Finger millet is a culturally appropriate and locally acceptable food.

There have been some other successes in terms of scaling up, for example the nutrition and health education modules which have been replicated in five States, and planned hunger mapping in Uttaranchal, funded by the State government with technical support from WFP. The Bhopal District Model Resource Centre (DMRC), established to provide information tools and resources for maternal and child nutrition, as an initiative that could potentially be scaled up.

However, while there has been successful replication, this has not been specific to the most food insecure households, which raises the question posed in Section 4 as to how far WFP's goals of developing replicable models and targeting the most food insecure households are compatible. In Section 8 we discuss further the question of targeting, and whether the most food insecure households are receiving micronutrient-fortified food.

## 5.2 Food for Education

The FFE programme was intended to promote and demonstrate models that make school feeding more effective, in particular through the synergy created by various food assistance programmes as they jointly addressed the issues of household food security. In partnership with the government, development agencies and local organisations, the FFE programme planned to design and implement innovative institutional models to be used to leverage policy and resources. Successful models of food assistance were to be documented for advocacy through national and international workshops, media and publications.

This programme provides a mid-morning snack of fortified biscuits under the FFE, which currently operates in 11 Districts in five States, and complements the GoI Mid-day Day Meal programme. During field visits, District and State level officials from the Tribal Affairs Department indicated interest in and willingness to expand the FFE programme, at the government's expense, to more schools. In discussions at the national level during the evaluation mission, the Ministry of Tribal Affairs expressed a desire to scale up the programme,



using fortified biscuits, to up to 53 districts. Subsequently, the Ministry indicated to the CO that such scaling up was unlikely to take place. Results from the CO self-evaluation of FFE, which was made available after discussions with FFE counterparts, are mixed in terms of outcomes, and the evaluation team recommends that the CO further analyses the relative benefits of providing biscuits or Indiamix (see Section 9).

Synergy with other food based programmes such as ICDS and FFW does not appear to have been achieved. While WFP core programmes overlap District-wise, they are not usually carried out in the same block or village, making synergy difficult. One reason for this is that governments have requested international agencies to spread their work as widely as possible, so as to ensure more equal access.

### **5.3 Food for Work**

The FFW Operational Contract includes as a goal:

WFP will play a catalytic role in the efforts of the Government in expanding the coverage under the Joint Forest Management. Furthermore it will promote and demonstrate models which will make FFW more effective through synergy of food assistance and the Government run food programmes and thus addressing the issues of household food insecurity.<sup>28</sup>

The evaluation team field findings suggest that limited attention appears to have been given to scaling up innovations attempted in FFW programming through the Forest Department, either the element of payment of FFW workers partly in cash and partly in kind, or the generated fund component; and there was little evidence that necessary planning or coordination necessary for scaling up has been attempted. The exception is the Food for Human Development (FFHD) pilot. The CO notes that this pilot aimed to overcome several of the shortcomings noted in this MTE, but as the pilot is relatively new it was not possible for the MTE to assess its likely success. As noted, there is little synergy with other programming.

To conclude, WFP has played a successful catalytic role in ICDS in terms of promoting fortification, but needs to ensure that scaling up is specific to its target group, the most food insecure households. In the FFE programme there was potential for scaling up, but initial interest expressed in this by counterparts will likely not be carried through. In the FFW programme, the potential for scaling up is limited.

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<sup>28</sup> Operational Contract Agreed Between the Government of India and the World Food Programme concerning Food for Work Activity No. 10107.0 ACT 3, p. 14.



## 6. Advocacy

Advocacy work is currently located in the Resource Mobilisation Unit, and respondents noted that Unit staff spends about 20 per cent of their time on advocacy, and 80 per cent for resource mobilisation. In addition, key programme units spend substantial amounts of time on advocacy. The approximate budget for advocacy activities for the last five years has been US\$2-300,000 per year, or some three per cent of the total WFP budget per year. The CO has undertaken a wide range of activities under the advocacy umbrella, ranging from information sharing, to conferences, workshops, publications, and dialogue with governments. This Section analyses the main advocacy products of the CO over the last five years. As noted, determining the effects of advocacy and policy dialogue is not easy, and direct attribution of results to one actor is not always possible. A number of agencies are involved in advocacy around food security, and WFP has successfully developed advocacy related partnerships with some of these agencies, such as the M.S. Swaminathan Foundation.

In terms of selection of advocacy activities, the CO has taken advantage of its contacts with key decision makers and established new partnerships to promote a more intensive focus in governments on food security. It has carried out analyses of food security which have contributed to the overall debate about the importance of food distribution and access. In particular *Enabling Development*, produced by the WFP Regional Office for South Asia, usefully summarizes much of the literature on food security over the last decade and sets out an analytical framework for promoting food security.<sup>29</sup> The *Food Insecurity Atlases*, jointly produced by WFP and the M.S. Swaminathan Foundation, were highly appreciated by almost all respondents at the national level, in particular because they were seen to have contributed to the national debate on food security, as well as to improved geographical targeting.<sup>30</sup> While little of the information in *Enabling Development* and the *Food Insecurity Atlases* is new, they have successfully consolidated information in a way that is useful for maintaining dialogue with, and pressure on, governments.

However, a comment made by a number of respondents was that WFP advocacy products did not make an adequate connection between analysis and programming; that is the implications for programming, and potential changes that could be made in government programmes, could be more fully developed in advocacy products. On the positive side, one major NGO noted that WFP's advocacy tools had been used for re-developing programming.

The 2004 and 2005 conferences on *Regional Inter-Ministerial Consultation on Maternal and Child Nutrition in Asian Countries* involved exchanging information of successful food based nutrition interventions dealing with maternal and child nutrition. The first workshop brought out a white paper on inclusion of food and nutritional security as an integral part of poverty alleviation schemes in the region. While the planned follow-up at the Inter-Ministerial level has not taken place, the consultations successfully promoted a greater understanding of nutritional issues among senior decision-makers in the Government, feeding in to increased levels of fortification of food in several southern States. Decision-makers appreciated the opportunity to

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<sup>29</sup> WFP (2001) *Enabling Development. Food Assistance in South Asia. Delhi: Oxford University Press.*

<sup>30</sup> One evaluation team member noted that there were a number of data discrepancies in the Atlases which need to be corrected, and WFP is working on strengthening these in the next version of the Atlases.



keep up to date with current thinking on nutrition, and were able to make a direct link between the consultations and changes in their own programming. In terms of directly affecting government programming this initiative appears to have been WFP's main advocacy success. This is perhaps because it involved direct interaction between specialists and decision-makers; most people's preferred method of learning appears to be firstly through personal interaction, and secondly through the internet.<sup>31</sup>

This indicates that WFP's advocacy efforts can be successful. While the technical quality of a number of other advocacy products was high, and there had been some significant innovations, several advocacy products did not appear to be well-known, or in use as intended. For example, the 2005 *Small Area Estimation Study* in Uttaranchal had used an innovative methodology to estimate poverty and food insecurity levels below the District level, but to which there had been limited follow-up. A similar example is the 2005 *National Sample Survey Organisation Report on the Pilot Survey of Food Security*. This involved a baseline survey on food security conducted by the National Sample Survey Organisation (NSSO) in six food insecure Districts. While this was the first time that such data was collected by the NSSO at District level, and respondents noted that discussions at the village level concerning food security had provided them numerous insights, there was limited evidence that there had been follow-up to the study.

The GoI has the capacity to produce some of the advocacy products currently being produced by WFP, for example the *Food Insecurity Atlases*. Over the next 3 to 5 years it will be important to ensure that such exercises are mainstreamed within government, as this will help to ensure their use in reforming government programming. The ultimate objective should be for governments to carry out their own food security analyses.

Several respondents also made the point that there should be a greater balance between State level and Delhi based advocacy. There were concerns that some of the information being imparted by WFP was already well known in Delhi, that there were large numbers of Delhi based workshops organised by agencies which had limited impact, and that there were a number of gaps at State level related to food security which WFP could help fill. WFP, in association with the M.S. Swaminathan Foundation, has already organized a series of State level consultations around food security on which further State level advocacy could build.

In addition, the results of advocacy interventions could be more carefully tracked. The MTE recognizes however the time and resource pressures on a WFP CO, and that not all initiatives can be followed up. Government respondents who attended the *Regional Inter-Ministerial Consultation on Maternal and Child Nutrition in Asian Countries* noted its significant impact; however, the CO did not appear to be fully aware of this impact because it had not followed up adequately with participants. The CO and partners could also define user groups of advocacy products more clearly, for example primary users such as government staff, and secondary users such as academics. Current indicators for measuring advocacy results are mainly at the input level (e.g. number of copies of documents distributed), and will not capture the outcomes of advocacy initiatives.

Interviews suggested that there needs to be greater clarity as to the main focus of the Delhi based Communication and Advocacy Unit. It currently has a dual role of publicizing WFP, and

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<sup>31</sup> Beck, T. and Borton, J. (2004) 'Learning by Field Level Workers.' In *ALNAP Review of Humanitarian Action in 2003: Field Level Learning*. London: Overseas Development Institute.





supporting policy and programming change in governments. The expected result of the Communication and Advocacy Unit for 2005 however focuses on publicizing WFP. It reads: 'Increased awareness of WFP and its mission among government officials, donors, key media, influentials and the general public.'

Some respondents noted that WFP receives greater credibility in its advocacy work because it is also working in some of India's poorest Districts. Policy level work without a grounding at the village and household level is often vacuous, and village level work without a link to policy is usually isolated and, while often providing important benefits to communities and their members, is small-scale and benefits particular communities over others. The question is: where should the balance be between policy level and village level work in order to achieve a catalytic effect? The CP displays some of the challenges involved in getting this balance right. VAM exercises, field visits and the role of State Offices offer a critical link between the village and household level, and models to develop policy. Even if WFP moves to a greater technical assistance role, it will need to maintain a substantial community based presence in order to be able to dialogue convincingly with policy makers.





## 7. Capacity development

Capacity development was highlighted in the ICDS Operational Contract in relation to:

- Capacity building of the state governments for micronutrient fortification of supplementary food.
- Training of ICDS functionaries at all levels, involving improving management skills among middle level management, including Child Development Project Officers and Supervisors; improving monitoring and evaluation skills at all levels including reporting and management using data from reports; and improving implementation skills including good surveillance skills for improving targeting and increased coverage of the most deserving.
- Capacity building of Panchayati Raj institutions with regard to all aspects of ICDS and other women's empowerment projects.<sup>32</sup>

In the Operational Contract for FFE, capacity building was highlighted as follows:

- Build capacity for a decentralised management system through Panchayat Raj/Village Education Committees.
- Organisation of training courses for approximately 50 per cent of members of Village Education Committees.
- Organisation of annual orientation programmes in project and food management and reporting for project management staff.
- Training of programme management staff will concern representatives of PRIs [Panchayati Raj Institutions], particularly the Sarpanch, VEC [Village Education Committees] school feeding in-charge as well as Block Development/Education Officers.
- Training of Village Education Committees.<sup>33</sup>

The evaluation team assessed capacity development as an element of the main CP objective of playing a catalytic role, as without increased capacity it is unlikely governments will be able to scale up WFP pilots.

The 2004 WFP policy on *Building Country and Regional Capacities* notes six key areas for capacity building of relevance to this MTE: the ability to identify and analyse hunger and vulnerability issues within a food security context; programme design, management and monitoring; disaster preparedness; procurement, transport and storage and commodity tracking; community based approaches; building partnerships and networking.

The CO is involved in all of these activities to varying degrees, with some notable successes. These include:

- Supporting fortification at the State level, discussed in Section 6 on advocacy.
- The work of the VAM unit in analysis of hunger and vulnerability, discussed in Section 6 on advocacy.

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<sup>32</sup> WFP Operational Contract for ICDS, 2002.

<sup>33</sup> WFP Operational Contract for Food for Education, 2002



- Networking and the ability to bring together key partners, for example in relation to use of local millet in Uttaranchal, where WFP was catalytic in bringing together different State actors.
- Assisting State governments in writing tender documents.
- Procurement for State governments. Procurement is often held up for considerable periods of time because of legal challenges to the process. Bringing in an external body such as WFP, which has an international reputation in this area, and no vested interest, has been able to expedite procurement. This is further discussed in Section 12 on Procurement.
- Storage and other technical features related to hygiene and cooking of fortified food.
- Training of functionaries, e.g. in the ICDS and FFE programmes (more details on this training can be found in Annexes 7 and 8).
- The establishment of a District Model Resource Centre (DMRC) in Bhopal.

The DMRC was jointly developed by WFP and government counterparts between 2004 and 2006.<sup>34</sup> The DMRC is equipped with audio-visual aids and resources aimed at motivating ICDS staff to improve the impact of NHED. The DMRC aims to eventually provide a variety of services such as material lending and reproduction, internet facilities, and inter-library loan facilities. At the time of the MTE, two groups of ICDS and health service providers from Chhattarpur, Tikamgarh and Bhopal districts had been trained to use resource material available at DMRC. A further example of a capacity development initiative is the mini plant producing Indiamix established in Jhabua as a joint venture of the Government of Madhya Pradesh and WFP. WFP provided the technical support and equipment, and the State government ensured the buy back arrangements for the Indiamix produced by the plant. The plant has a monthly production capacity of 50 MT and is entirely managed by a Woman's Cooperative with 15 members.<sup>35</sup>

While the CO was successfully involved in several of the elements noted in the *Capacity Development* policy, it could have developed a strategic plan in this area noting intended objectives, and more systematically measured the results of capacity development, for example the numerous training programmes undertaken for community based functionaries.

In terms of the typology for capacity development set out in Section 2, WFP has been involved in supporting operational capacities – that is the capacities that an organization needs to carry out its day-to-day activities, for example staff training. It has also been involved in supporting adaptive capacities, that is the capacities needed for the organizations to learn and change in response to changing circumstances, for example through strengthening State capacity to carry out fortification, and through the *Food Insecurity Atlases* and the *Regional Inter-Ministerial Consultations on Maternal and Child Nutrition in Asian Countries*. The evaluation team found that WFP had managed a good balance between these two types of capacity development.

The evaluation terms of reference require input into indicators for Strategic Priority 5 in WFP's *Strategic Plan 2004-2007*, the objective of which is to: 'Help governments to establish and manage national food-assistance programmes.' Based on the India experience, the evaluation

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<sup>34</sup> For further details, see Annex 7

<sup>35</sup> *Thematic Review Food Aid for Nutrition: Mother and Child Nutrition (MCHN) Interventions. Case Study Report: India.* Netherlands: Royal Tropical Institute, Draft, p. 6.



team would recommend as an indicator for outcome 5.3: ‘Governments are able to plan and manage food-based programmes’ the following:

- Governments have adequately trained staff and sufficient financial resources to implement food based programmes, and to include the most vulnerable.

This indicator would include a focus on the two key areas that WFP plans to support – sustainable government take-over of food based programmes that have a pro-poor bias.

At the suggestion of WFP Rome, the evaluation team examined the experience of several Latin American countries in terms of capacity building, as well as the phase-out of direct operations from China. The reason for this was to assess current WFP experience in moving from a direct operational mode to mainly a technical assistance mode. Key findings from these interviews were:

- A number of WFP COs are facing similar issues in terms of capacity building and phasing-out, but there is no forum for interchange or discussions of lesson learned.
- A lesson from China is that phase-outs need to be planned well in advance; five years prior to the phase-out is a good time to start planning.
- Where WFP services are valued, governments are willing to pay for WFP’s technical assistance, for example in building up monitoring capacity, ensuring transparency, or to manage food based programmes. In the case of Ecuador, WFP managed US\$55 million of government resources, with a budget from WFP of US\$255,000 and the Country Director’s salary. Of the 51 staff, only two were financed by WFP, the Country Director and an international finance officer. The concept of the government providing food resources and WFP providing technical assistance appears to be viable.
- Where there is hunger, governments are willing to provide most of the finances for food based programmes, and where governments want WFP to remain in country, there is little reason for WFP to phase-out.
- The current indicators in the Strategic Plan 2004-2007 may need to be revised as they do not fully reflect reality at country level, for example the complexities of handing over programmes to governments.





## 8. Targeting

The evaluation terms of reference required a review of targeting, more particularly whether core programmes correctly identified and reached the most food insecure and vulnerable populations, and if not, why not. Targeting is central to WFP's work, and recent innovations have included supporting multi-stakeholder targeting structures to develop and implement targeting methods and programme design; and adoption of community-based targeting and distribution.<sup>36</sup> WFP's *Enabling Development* policy notes that VAM Units will provide the capacity to identify particularly vulnerable populations, and that community participation should be a key element in refining targeting methods. Targeting is also included as one of the six modalities in the CP document that are to be used for developing models for replication.<sup>37</sup>

### 8.1 Who are WFP's target?

The main CO target group as stated in the CP are the most food insecure households, and the most food insecure individuals within these households. For example, the ICDS Operational Contract notes: 'The country programme from 2003-2007 will take into account some of the lessons learnt in the present phase of ICDS support. They would include (a) a more focused approach to identify and address the nutritional problems of severely malnourished children (b) improved targeting to include the most vulnerable women and children...'.<sup>38</sup>

The CO is to be commended for its useful analysis of State level poverty, and geographical targeting of some of India's poorest Districts where there are few other agencies or services provided. The process of targeting is described in the CP document:

The first level of analysis identified 8 of the 28 states of India as the most food insecure.... The next step was to identify the most vulnerable districts within those eight states. The third level of qualitative analysis was based on a participatory food insecurity and vulnerability profiling (FIVP) exercise. The FIVP identified the most food insecure communities and households within a sample of districts and provided information regarding the dynamics of food insecurity. Gender concerns were considered in identifying the food insecure.<sup>39</sup>

While WFP has targeted the poorest Districts, it should not be assumed that there are no significant exclusion errors concerning WFP's target population, as it is not currently targeting at the village or household level – in other words while the findings of the FIVP exercise are being used for District level targeting, this is not the case for household and intra-household level targeting.

<sup>36</sup> WFP (2006) *Targeting in Emergencies*,. Rome: WFP/EB.1/2006/5- A.

<sup>37</sup> WFP (2001) *Country Programme India, 2003-2008*. Rome: WFP/EB.3/2001/8/1, p.6.

<sup>38</sup> *Operational Contract Agreed Upon Between The Government of India and United Nations World Food Programme Concerning Support to the Integrated Child Development Services*. PROJECT: IND 10107.0 ACT.1, pp. 4; and see Section 4. In the late 1990s, the ICDS website noted its target group as the most vulnerable groups of population including children upto 6 years of age, pregnant women and nursing mothers belonging to poorest of the poor families and living in disadvantaged areas including backward rural areas, tribal areas and urban slums. <http://wcd.nic.in/childdet.htm#i1>. The recent World Bank publication on ICDS notes that the program is intended to target the needs of the poorest and the most undernourished, as well as the age groups that represent a significant "window of opportunity" for nutrition investments. (World Bank 2005 India's Undernourished Children: A Call for Reform and Action. Washington D.C.: World Bank, p. 30). The current Ministry of Women and Child Development website refers only to 'disadvantaged groups'. <http://wcd.nic.in/udisha/htm/objectives.htm>

<sup>39</sup> WFP (2001) *Country Programme India, 2003-2008*. Rome: WFP/EB.3/2001/8/1, p16.



Previous studies and the team's own observations and discussions with migrants and female-headed households suggest that there may be continued exclusion among WFP's target group, for example the severely malnourished, and young girls.<sup>40</sup> For example, in the FFE programme, it seems likely that there are a substantial proportion of poor girls who are not attending school on a regular basis, and therefore not availing of the mid-morning snack.<sup>41</sup> CO monitoring visits to schools in Chattisgarh and MP in February and March 2006 found attendance at 60-70 per cent of total eligible students. Regular attendance at *anganwadi* centres is also reported at some 50 per cent. The FFW self-evaluation, the only one of the self-evaluations to consider this issue in any detail, found that: 'the payment of food component of the wage is either weekly or fortnightly in most programme areas. This has resulted in dissociation of most food insecure households from participating in the FFW activities. This is largely because of their hand to mouth existence and the requirement of income on a daily basis.'<sup>42</sup> Even though in areas with high levels of poverty much or most of WFP's support may be reaching those below the poverty line, this does not mean that support is evenly distributed to those below the poverty line. This is the result of working through schemes targeted at the whole population, and not incorporating specific measures to include the most food insecure. There is little evidence that the CO has paid particular attention to the most food insecure households.

The CO has been piloting the Food for Human Development concept as a means of improving outreach. The genesis of this programme was that core programmes were unable to reach certain vulnerable groups, that lack of work and food security among these groups leads to a vicious cycle of social exclusion, and there was a need for an intervention that could potentially lead to social inclusion. This programme was first piloted in Orissa through 2004, and the UN Human Trust Fund, sponsored by the Government of Japan is currently funding a US\$989,750 three year programme in 30 villages each in the Districts of Koraput (Orissa), Banswara (Rajasthan) and Surguja (Chhattisgarh). It is too early to say if this programme will be effective in the goal of developing a model for social inclusion.

The issue of potential social exclusion is illustrated in Figure 2. Note that these figures are approximate and will vary from village to village and District to District. Also, the percentage of people below the poverty line in the areas where WFP is working is likely to be higher than other parts of India. Poor people are not homogenous, even in Scheduled Tribe settlements where there is greater equality than elsewhere. Because of low attendance rates, or their under-representation in *anganwadis*, WFP may be missing Group 4, the poorest, even if all of the people they support are below the poverty line. Hirway comments on social exclusion of the most vulnerable: 'One major lesson that one can learn from the long history of poverty alleviation programmes in India is that targeting is not a statistical exercise, but is a major political activity. Identifying poor households in a village per se is not difficult.... The problem arises because a BPL household is given several privileges.... There is, therefore, a mad rush in our villages to be enrolled as BPL households. The households at the bottom, which are the weakest, the poorest and the most vulnerable, usually find it very difficult to put themselves in

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<sup>40</sup> The thematic food aid review for example found: 'As attendance at the ICDS *anganwadi* centre (AWC) is based on self-selection, the 'most needy' (at least in nutritional terms) might not be reached.' RTI (2006) *Thematic Review Food Aid for Nutrition: Mother and Child Nutrition (MCHN) Interventions. Case Study Report: India*. Netherlands: Royal Tropical Institute, Draft, p 9.

<sup>41</sup> Respondents at WFP Rome noted that the agency's policy is to not select children within a school, as in the countries where WFP works there isn't the capacity to determine needs of individual children, so there are likely to be inclusion errors. They also noted that poorest children will not attend school even with a school feeding programme.

<sup>42</sup> WFP (2006) *An Assessment of Food Assistance under the Food for Work Programme*. New Delhi: WFP, draft, p.6.

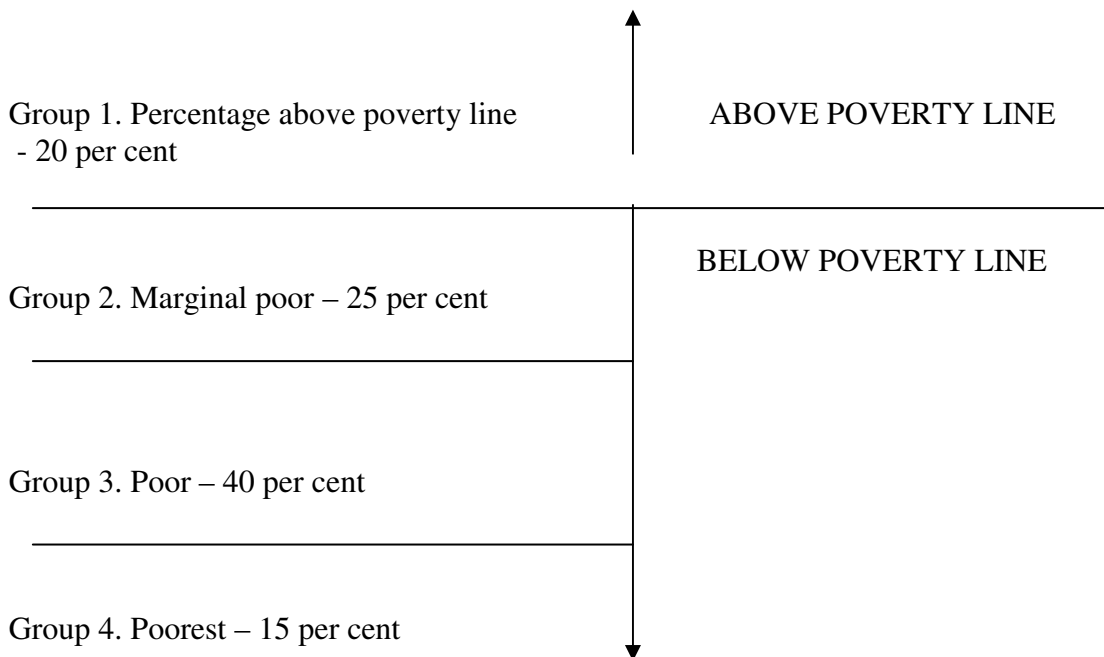




the BPL lists. Any BPL census, no matter what methodology and measurements, has therefore a built-in bias in favour of the non-poor.<sup>43</sup>

Nor are rural households static. In situations where social exploitation is common, in particular through providing credit at exploitative rates of interest, as is common in rural India, providing support for example mainly to households in Group 2 in Figure 2 not only excludes the poorest, but also may worsen their relative position as it also improves the power position of the marginal poor. Working through ‘blanket’ coverage schemes, such as ICDS and the school system, may increase the likelihood of supporting the marginal poor (group 2), unless specific measures are taken to include the poorest.

**Figure 2: Distribution of poverty in WFP supported villages**



For this reason it is imperative to be proactive in ensuring that the poorest are included. The CP recognised this when it included in planning for ICDS:

In districts with the highest prevalence of malnutrition, 25 additional beneficiaries in outlying hamlets will be reached. The benefits of addressing food needs of hitherto neglected women and children at critical stages of their lives clearly outweigh the additional costs involved.<sup>44</sup>

The CO approach to date has been to increase overall coverage of ICDS centers, and it has been successful in advocating for an increased number of centers, for example in Rajasthan where in 2006 1,414 additional centers were approved in Districts where WFP is working. The CO needs

<sup>43</sup> Hirway, I. (2003) ‘Identification of BPL Households for Poverty Alleviation Programmes’. *Economic and Political Weekly*, November 8th.

<sup>44</sup> WFP (2001) *Country Programme India, 2003-2008*. Rome: WFP/EB.3/2001/8/1, pp 11-12.



to examine further whether this expansion has been specific to the most food insecure households.

Micronutrient fortification as a central CO strategy should be reviewed in the light of the discussion above. Given social exclusion, and the levels of waste and theft in public food distribution systems and programmes, any strategy for improving the quality of food needs to be matched with complementary strategies for improving targeting.

The *Enabling Development* Policy quoted above notes the importance of community participation in targeting. The GoI *Tenth Five Year Plan* also notes that: 'the ability to effectively target schemes/programmes towards the most deserving depends critically upon the quality of governance. The better the levels of governance, the more precise can be the targeting.'<sup>45</sup> This is an area of weakness as far as the CP is concerned, and further comments on participation are included in Section 9.

These findings on targeting need to be contextualized as follows:

- A high proportion of recipients of WFP support are likely to be below the poverty line, because of the incidence of poverty in the Districts in which WFP is working. Exclusion and inclusion errors may be lower in Districts where WFP is working than for example for the ICDS scheme as whole.
- Few programmes have systematically supported WFP's target population, although the Antyodaya Anna Yojana scheme appears to have performed relatively well in this regard.

## 8.2 Who are the poorest?

The CO requested the evaluation team to provide further information on targeting and reaching the most food insecure households. The issue is not so much how to identify the most food insecure households, as who fits in this category has been known for some time. The main characteristics of the most food insecure households are that they have few assets and land, are often female-headed, have poor quality housing, and often have periods of debilitating illness. The most food insecure households include elderly widows, households with a large number of young children, and without a male primary income earner, living in marginal environments. They use a number of coping and livelihood strategies, such as reliance on the natural resource base and common property resources for up to 25 per cent of their annual income, sale of minor assets and livestock, migration, and mutual support. The most food insecure households are often subject to various forms of exploitation, particularly loans at high rates of interest, often supported by intimidation and violence. The most food insecure households are often not reached by development programmes, are not aware of these programmes existence, or unable to reach them.<sup>46</sup>

Given that the characteristics of the most food insecure households are known, targeting could take the form proposed by the CP document quoted above of specifically seeking out marginal households. WFP could continue to work through ICDS and FFE if it can strengthen

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<sup>45</sup> Government of India (2002) *Tenth Five Year Plan (2002-2007)*. New Delhi: National Planning Commission, p. 180.

<sup>46</sup> Beck, T. (1994) *The Experience of Poverty. Fighting for Respect and Resources in Village India*. London: Intermediate Technology Publications; Narayan, D. (2000) *Voices of the poor. Can anyone hear us?* New York: Oxford University Press.



mechanisms within these schemes for reaching the most food insecure households, for example outreach by *anganwadi* helpers, double rations for the severely malnourished, and specific targeting of poor girls to improve enrolment. A first step for the CO would be to verify that the most food insecure households are actually being excluded, and, if so, to discuss with these households and other villagers the causes of this, which should lead to an analysis for better targeting.

### 8.3 Targeting and the most food insecure households

Future targeting should be based not only on socio-economic but also institutional indicators, that is what is the potential for the government to take over and scale up programming. The CP should ensure that it is being catalytic, in cooperation with other agencies, in helping the government determine how to reach the most food insecure households through large, national food based schemes. For this purpose, WFP does not have to work only in the poorest districts, but must also pay attention to institutional capacity and potential for sustainability – potential for government funding, quality of government staff, current effectiveness of government programming, and quality of local partners such as NGOs. The CO should begin to steer away from geographical programming based mainly on food insecurity, and towards geographical targeting based both on food security and the potential for scaling up.

### 8.4 Seasonal targeting

The *Enabling Development* policy notes that: ‘Seasonality will be explicitly taken into account during the design of all development interventions.’<sup>47</sup> Relations between seasonality and food insecurity in the Indian context have been understood since at least the 1970s.<sup>48</sup> This is also reflected in the CP document, which notes that food distribution under FFW should support poor people’s livelihoods during periods of seasonal shortages.

In practice there has been limited attention paid in the CP to seasonality. While the ICDS programme operates throughout the year, the FFE programme does not operate during the summer when nutritional requirements are often highest. The Supreme Court has ruled that the Mid-Day Meal scheme should continue through the summer months in drought prone areas, but the MTE did not find evidence of the CO advocating for this. The FFW self-evaluation noted ‘In both programme and non-programme areas, the incidence of food insecurity is highest during rainy and summer seasons. However, many people felt that FFW activities were not adequate in this season. This is because they generally involve digging and earth work that are not done during the rainy season. Better planning of activities needs to be undertaken to meet the food needs of the vulnerable groups especially during food insecure seasons.’<sup>49</sup>

Linked to seasonality is migration; the MTE evaluation found that there is a high degree of migration in WFP programme areas, but that migrants are not adequately catered for under current programming.

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<sup>47</sup> WFP (2001) *Enabling Development*. Rome: WFP/EB.A/99/4-A, p. 17.

<sup>48</sup> Chambers, R. et al (1981) *Seasonal Dimensions to Rural Poverty*. London: Frances Pinter.

<sup>49</sup> WFP (2006) An Assessment of Food Assistance under the Food for Work Programme. New Delhi: WFP, draft, p. 6.





## 9. Results of core programming

As noted in Section 2, resources available to the CO to date have been lower than anticipated. This is likely to have had an impact on results. The CO has taken some ameliorative measures, such as cutting down the number of Districts for some programmes. In order for pilot programmes to be effective, particularly in very large schemes such as those that operate in India, they need to be adequately funded.

### 9.1 ICDS background

ICDS is the key government programme aimed at meeting the nutritional needs of its target groups. ICDS aims to reduce child malnutrition, morbidity and mortality, and to ensure optimal physical, mental and psycho-social development of children and pregnant and lactating women, through the delivery of six related nutrition, health and education services. Its prime objectives are to:

- Improve the nutritional and health status of pre-school children in the age-group of 0-6 years.
- Lay the foundation of proper psychological development of the child.
- Reduce the incidence of mortality, morbidity, malnutrition and school drop-out.
- Achieve effective coordination of policy and implementation amongst the various departments to promote child development.
- Enhance the capability of the mother to look after the normal health and nutritional needs of the child through proper nutrition and health education.

In 2001-2002, the GoI universalised ICDS, mandating that the programme extend its coverage to all 5,652 blocks in the country, and provide services to 54.3 million children, and 10.9 million expectant and lactating mothers. Problems that have persisted since the origins of the programme have been: an over focus on food and nutrition and lack of attention to complementary programming and behaviour change; limited outreach to poorer groups; and limited coverage of children under three.

The overall goal of WFP's support to ICDS was to develop an improved model for ICDS that enhances the health and nutrition of pregnant women, nursing mothers and young children, and that promotes the overall development of young children. The following immediate objectives were identified:

- Increase coverage by ICDS within anganwadi centre (AWC) catchment areas.
- Improve identification/targeting, including severely malnourished children and women.
- Improve participation by beneficiaries, including increased attendance.
- Increase enrolment and attendance at preschool through the provision of a mid-morning meal/snack.
- Increase food intake for targeted beneficiaries.
- Improve nutritional status of targeted beneficiaries.
- Improve management, including record-keeping, of ICDS activities.
- Improve child and self-care practices, including health and nutrition knowledge, attitudes and practices.
- Increase community participation in ICDS activities.<sup>50</sup>

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<sup>50</sup> WFP Operational Contract for ICDS, 2002.



During the first three years of the CP, WFP's support to ICDS expanded from 11 to 19 districts in Rajasthan, Orissa, MP and Uttaranchal, providing technical advice to governments on fortification, a fortified mid-morning meal, capacity development in monitoring, and nutrition and health education. Through a related pilot project, adolescent girls identified in Uttaranchal received training on life skills.

## 9.2 ICDS results<sup>51</sup>

All studies and respondents have noted the relevance of Indiamix, the blended micronutrient fortified food provided by WFP in its ICDS programme. The four State CO self-evaluation found that Indiamix is an appropriate food for children, pregnant women and lactating mothers. The MP State CO self-evaluation noted: '*India-mix* is the most cost-effective micronutrient-fortified supplementary food commodity currently available in India. The cost of fortification is only Rs 0.07 per 100g of micronutrient - fortified supplementary food, which is the daily ration of supplementary food provided to each beneficiary.'<sup>52</sup>

The evaluation team also found that Indiamix seemed to be well-liked by *anganwadi* workers (AWW) and deemed appropriate for targeted beneficiaries. At AWCs in Rajasthan and M.P., pre-school children observed by the evaluation team anxiously awaited the mid-morning snack, and consumed every last bit of their servings. Beneficiaries complained about the inadequate quantity of food provided (especially Indiamix), but few had problems with the quality of the food.

According to CO data, the number of beneficiaries was 163 per cent of the planned total for children below 5, 117 per cent for children above 5, and 173 per cent for adults, for the period 2003 to 2005. Although WFP's interventions cannot be given sole credit for this increase, the evaluation team acknowledges WFP's contributions. The evaluation team noted that districts receiving WFP assistance are amongst the poorest in India, with large portions of tribal and scheduled caste populations residing in isolated areas with little access to public services. It is possible that in such poor areas of the country, the added attention to ICDS, and increased efforts of government services to improve ICDS attracted larger numbers than planned. It is also possible that planning figures were underestimated at the beginning of the programme, since in at least seven districts, WFP support was offered for the first time.

The CO self-evaluation in four States notes statistically significant successes as compared to government programming, in particular higher registration among women, a higher proportion of children receiving supplementary food, and lower proportion of underweight children. In a number of other key areas there was no statistically significant difference between WFP and government programming, in particular attendance by children, receipt of supplementary nutrition by women, prevalence of nutritional deficiency among women, the proportion of severely malnourished, and several indicators related to improved child and self-care practices. There were a number of other child and self-care practices where there was a statistically

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<sup>51</sup> There are four main sources of data for the conclusions in this Section, of which the first two are CO self-evaluations - ORG Centre for Social Research (2006) *Mid-term Assessment of the WFP Supported ICD Programme*, Delhi, April draft, and National Institute of Medical Statistics (2005) *An assessment of the impact of food fortification in Madhya Pradesh*. Delhi: mimeo; RTI (2005) *Thematic Review Food Aid for Nutrition: Mother and Child Nutrition (MCHN) Interventions. Case Study Report: India*. Netherlands: Royal Tropical Institute, Draft; and evaluation team field visits.

<sup>52</sup> National Institute of Medical Statistics (2005) *An assessment of the impact of food fortification in Madhya Pradesh*. Delhi: mimeo, p.6.



significant difference in favor of government programming, and there was also a lower level of children with severe and moderate anaemia in non-WFP areas. Full details of this self-evaluation findings are summarized in Table 2 in Annex 7, organized by the programme immediate objectives.

Comparison with findings from a 2001-2002 baseline survey, which, while not directly comparable are nonetheless indicative, suggest that the rate of underweight and severely malnourished children is increasing in WFP supported ICDS programming, and other indicators have not improved (Table 5).<sup>53</sup> The CO self-evaluation in MP found to the contrary that rates of severe and moderate malnutrition were reduced from 54 to 46 percent in the WFP programme group who had consumed Indiamix, compared to a reduction from 63 to 47 percent in the control group that had received non-fortified supplements. While the decline in malnutrition is welcome, it should be noted that the decline was 15 per cent in WFP programme areas, as opposed to 25 per cent in non-WFP programme areas. The percentage of severely malnourished children was also reduced in both the WFP and control blocks from baseline to endline. This second self-evaluation also notes a statistically significant decline in anaemia (contrary to the finding of the first self-evaluation) and vitamin A deficiency among children in programme as opposed to control areas. Overall, rates of malnutrition remain extremely high, and indicate the urgent need for analysis of causes and reflection on more effective solutions.

**Table 5: Comparison of ICDS baseline and mid-term findings**

ICDS Intervention	Baseline (2001-2002)	Mid-term (2006)
Underweight children (>2 SD weight for age)	49.6%	54%
Proportion of severely malnourished children (>3 SD w/a)	19.4%	25%
Colostrum feeding	50.6%	45%
Antenatal care - women who did not receive any antenatal check up during pregnancy with the index child	37%	40%

Sources: ORG Centre for Social Research, *Mid-term Assessment of the WFP Supported ICDS Programme*, Delhi, April 2006; Centre for Media Studies, *Participatory Mini Survey – Baseline Study for UNWFP Country Programme 2003-2008*. Delhi: March 2004.

The Thematic Review of Food Aid for Nutrition similarly found that: ‘Indiamix is an effective and efficient vehicle to supplement the intake of vulnerable groups including for micronutrients. However, the nutritional rehabilitation of moderately and severely malnourished children is less successful.’<sup>54</sup>

As well as these statistical findings, there were a number of other observations in the self-evaluations and made by the evaluation team. According to the four State self-evaluation, most growth monitoring activities were not carried out. In some cases equipment (scales and height boards) were non-existent or broken, while in others the AWWs lacked the necessary skills to plot figures on growth charts. Although training in health and nutrition education was supposed

<sup>53</sup> The CO noted that findings from the 2001-2002 baseline and the 2006 four State self-evaluation are not directly comparable. This evaluation has only taken comparative examples included in the 2006 self-evaluation.

<sup>54</sup> RTI (2006) *Thematic Review Food Aid for Nutrition: Mother and Child Nutrition (MCHN) Interventions. Case Study Report: India*. Netherlands: Royal Tropical Institute, Draft, p. x.



to take place each month, many survey respondents stated that they had never heard of these classes. Even though AWWs conducted home visits in some communities, few beneficiaries followed the advice provided. In both programme and control villages, awareness about nutrition and health education training sessions was very low, with only one in ten women in both types of communities aware of such programmes. The evaluation team found however that simple, easy-to-understand IEC materials developed by WFP on basic nutrition and health have improved awareness of both food and nutrition problems and solutions at household and community levels in all WFP-supported Districts.

The four State self-evaluation noted that Indiamix had been a factor in attracting beneficiaries to AWCs. Most beneficiaries were unaware of WFP, but acknowledged improvements in the health and nutritional status of people attending AWCs a result of Indiamix. Registration of targeted beneficiaries had improved, and few issues had arisen regarding the supply of Indiamix.

While in Uttaranchal high attendance at AWCs was noted by the evaluation team, in MP and Rajasthan attendance was relatively low. Reasons provided for poor attendance centred on two issues: the frequent migration of ICDS beneficiaries' families was the main reason, and a lack of interest in and/or awareness of the benefits of the programme a secondary reason. One group of women explained that the ICDS supplementary meal had become 'less interesting with the availability of the MDM programme' at the local primary school.

The evaluation team found an increased emphasis on improving coverage of *anganwadi* centres in MP. WFP had made substantial efforts with State government authorities to improve the coverage of ICDS in areas where no AWW existed. In light of the GoI's universalisation of ICDS, WFP advocated with the GoMP to create additional AWCs in the two Districts receiving WFP support. As a result, 57 additional AWCs were operationalised in 2005. In 2006, an additional 600 AWCs are expected to be opened in MP. Although WFP cannot take full credit for the State's increased attention to ICDS, the evaluation team is under the impression that WFP, UNICEF and other partners' initiatives to reduce malnutrition and address child development needs catalyzed state wide efforts to achieve universalized ICDS. The MP State Office had also developed and promoted several strategies to improve enrolment rates.

The four State self-evaluation also concluded that frequent visits by supervisors, discussing core components in sector meetings, and the frequent holding of sector meetings in the WFP assisted villages will have a long lasting impact on the ICDS programme, and that AWWs in WFP supported AWCs were appropriately oriented and motivated. The evaluation team also found that all AWCs visited were open and functioning, and all AWWs met were knowledgeable about the programme, and demonstrated sincerity and enthusiasm about their work.

The evaluation team concludes that WFP support to ICDS has shown mixed results, that the significant changes anticipated by CO planning may not occur before the end of the CP, and greater efforts are needed to overcome the generic problems highlighted in ICDS over the last decade. These generic problems include outreach to marginalized groups, coverage of children under three, complementary programming, and nutrition and health education. Other international agencies, including the World Bank, which is currently investing more heavily than WFP in ICDS, have faced similar problems.<sup>55</sup> This again points to the need for more integrated programming by international agencies.

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<sup>55</sup>See the 2003 World Bank Implementation Completion Report on ICDS.





The previous MTE also found for example that: 'Progress [in terms of complementary programming within ICDS] has not been easy. In the areas visited by this Mission WFP support to the GOI programme included various elements of the overall plan to meet social development, health and nutrition needs. Not all elements were included at all sites and the Information, Education and Communication (IEC)/advocacy elements were least visible.'<sup>56</sup>

The question then arises as to what is the potential for acting as a catalyst in large government schemes? As an individual actor, WFP resources are insufficient to develop models that can meet stated objectives. For example while it has successfully promoted the fortification of food, it may not have been able to ensure that this food reaches the most food insecure. An overemphasis on fortification as opposed to other social components of programming was also noted in the previous MTE: 'there is a potential negative effect if the supplement itself (rather than a balanced diet from local food) is not perceived as a complementary but as the only essential element in child feeding. Therefore, provision of the supplement should be accompanied by strong Information, Education and Communication (IEC) support as has been initiated in a limited number of places. ....There is agreement by stakeholders of the need for more and better interventions in developing strategic use of WFP food as an incentive for change rather than continuing a focus on the food as a supplement.... Most NGO, government and community leaders do not place nutrition in the context of development. Despite the all-pervasive nature of the nutrition problem and the complexity of the factors affecting human development, nutrition is limited to a vulnerable group feeding issue in most minds. Matters of education, labour, public health engineering and spending power are treated as minor issues and the questions related to access and effective demand are not addressed.'<sup>57</sup>

The same holds true five years later, and suggests that unless the CO strengthens its socio-economic capacity, and creates effective partnerships with other agencies working in ICDS, solutions to generic problems in ICDS will not be found. The CO is taking some measures to promote partnerships, for example through a recently signed Memorandum of Understanding with UNICEF.

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<sup>56</sup> WFP (2001) *Full Report of the Mid-Term Evaluation of the India Country Programme (1997 – 2002)*. Rome: OEDE/2001/05, p. 17.

<sup>57</sup> Ibid, pp. 10-11, 13.



### 9.3 FFE Background

The Sarva Shiksha Abhiyan (SSA) or Education for All campaign, the national umbrella programme for free and compulsory elementary education was launched in 2000.<sup>58</sup> The scheme groups together the many programmes supporting elementary education, and promotes decentralisation, community ownership, and involvement of local groups and NGOs.<sup>59</sup> It also includes innovative interventions specifically aimed at reducing widespread gender and social gaps. In May 2004 the newly-formed coalition government began to allocate financial resources from the Central budget to States, in order to develop infrastructure for school lunch preparation. Since then, India's school feeding programme has expanded to include most children attending primary schools, and by 2005, was universalised, with approximately 130 million children planned to receive hot cooked school lunches. GoI statistics note the net enrolment of primary school-age children at just over 70 per cent in 2000, with the rate of girls lower (64 per cent) than that of boys (77 per cent). In many parts of the country, a systematic bias against girls persists, with some households placing more emphasis on the education of boys.

The objectives of the FFE programme are to contribute to the achievement of the GoI's goal of universal elementary education, to assist the Department of Tribal Affairs (DTA) in establishing a successful model for school feeding, and to bring about improved educational status of girls in tribal areas. Outcome level objectives and indicators are as follows:

- 10 percent increase in retention of girls in upper primary schools (grades 6-8).
- 7-9 percent increase in enrolment of children in primary schools (grades 1-5).
- Improved attentiveness and educational outcomes.
- Improved appreciation of the long-term value/benefits of education amongst communities.
- Increased community participation in school and feeding activities.
- Improved management of school feeding activities (by schools, Village Education Committees, Panchayati Raj Institutions).
- Improved co-ordination with Health Department activities in primary schools.
- Model established for improved school feeding programme for replication.<sup>60</sup>

Using a number of human development indicators, including female literacy, girls' enrolment and retention rates, the GoI and WFP identified five States - Chhattisgarh, Madhya Pradesh, Orissa, Rajasthan and Uttaranchal - to benefit from WFP support. As a pilot, FFE was limited to 12 Districts in these States. The programme intended to provide 100 g of blended food (Indiamix), providing approximately 390 kcal, 6 kg of fat, and 20 g. of protein, and meeting 24 per cent of a child's daily nutritional requirements. The programme is relatively new, starting in either 2004 or 2005 depending on locality.

FFE aims to complement, rather than replace the MDM scheme, by providing children from poor marginalised families with a mid-morning snack (MMS). WFP also planned to provide

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<sup>58</sup> SSA includes the following objectives: all children in school, Education Guarantee Centre or Alternate School by 2003; all children complete five years of primary schooling by 2007; all children complete eight years of schooling by 2010; focus on elementary education of satisfactory quality with emphasis on education for life; bridge all gender and social category gaps at primary stage by 2007 and at elementary education level by 2010; universal retention by 2010.

<sup>59</sup> Operational Contract Food for Education, WFP Activity No. IND 10107.0 ACT.2.

<sup>60</sup> Operational Guidelines for FFE, WFP India Country Programme, 2003-2007.



technical assistance to the GoI at various levels, to assist partners to plan and implement effective MDM activities, and to train women to manage and implement FFE.<sup>61</sup> Synergy with other food based programmes was also planned to maximise WFP input. A particular focus on poor girls was planned, recognising systematic discrimination against these girls in terms of access to education. A take-home ration for girls in older grades in two Districts in MP was planned as an incentive for families to keep their daughters in school. Although included in the Operational Contract, this element of the programme was not initiated. The CO noted that the GoMP could not justify additional food incentives for girls' schooling when there were already numerous incentives for girls already in place (i.e. free uniforms and text books, as well as financial incentives). The CO also noted that WFP did not have additional food resources to spare for this component. The implications of not initiating this element of the programme are discussed further here and in Chapter 10.

#### 9.4 FFE results<sup>62</sup>

On key indicators, the CO self-evaluation found that:

- There had been significant improvement in attentiveness span and cognitive and learning abilities, as a combined result of the FFE programme and the GoI Mid-Day Meal programme.
- Parent-teacher associations and/or village education committees are not functioning effectively and community input and participation is therefore limited.
- There were only marginal changes in the absolute enrolment of girls and boys from previous to current school year in new schools – for boys a 1 per cent increase, and for girls a 1 per cent decrease. Absolute enrolment has increased in existing schools, by 8.6 per cent for girls and 8.1 per cent for boys, in line with the CO target.
- Overall, additional services and capacity building were weak in all sample schools, despite ongoing initiatives for school improvement through the SSA/Education for All campaign. For example, teacher training was limited to training in curriculum development, while practical skills training in health, deworming, nutrition, HIV/AIDS prevention and malaria were virtually non-existent. Complementary activities such as deworming treatment took place in relatively few schools receiving FFE.

The CO self-evaluation concludes that socio-economic and socio-cultural factors strongly influence the attitude of WFP's target populations regarding education, noting that traditionally, tribal populations have held relatively little regard for formal education. The report contends that socio-cultural attitudes are slow to change, accounting for the relatively minor improvements noted in school enrolment. However, studies have shown that the MDM by itself has been effective in increasing enrolment.<sup>63</sup> Dreze and Goyal (2003) note that there is: 'a rapidly growing body of evidence suggesting that mid-day meals have a major impact on school participation, particularly among girls.'<sup>64</sup>; and a MDM study in MP in a similar environment to the one in which WFP is working, that is with Scheduled Tribes in isolated areas, found a 35 per cent increase in enrolment for boys and a 38 per cent increase for girls over a six to twelve

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<sup>61</sup> WFP (2001) *Country Programme India, 2003-2008*. Rome: WFP/EB.3/2001/8/1.

<sup>62</sup> Analysis in the CO self-evaluation is broken down by new schools (one year or less old) and existing schools which have been in existence for more than one year.

<sup>63</sup> The CO self-evaluation involved joint assessment of the MDS and MDM programmes, rather than only the MDS.

<sup>64</sup> J. Dreze and Goyal, A. (2003) 'Future of Mid-Day Meals'. *Economic and Political Weekly*, November 1.



month period after the introduction of the MDM – figures that are roughly in line with other studies.<sup>65</sup>

Some respondents raised concerns about the higher cost of biscuits as opposed to Indiamix. The CO noted that the cost of an Indiamix ration of 100 grams is Rs. 1.40, while the cost of a 75 gram pack of biscuits is Rs. 2.30. There are various trade-offs here. In terms of efficiency and longer-term sustainability, Indiamix may be preferred to biscuits because of its lower cost (approximately 50 per cent lower than biscuits, depending on how the calculation is performed). However, cost is only one of several factors to be taken into account; others include palatability, willingness of counterparts to take up the programme, shelf life, and ease of procurement and transportation, as well as lack of other preparation costs required for Indiamix.

Various reasons were given by WFP staff for the addition of fortified biscuits. At the start of the CP, fortified biscuits were already produced in India for WFP's emergency programmes, and the CO felt that they could be a suitable alternative to Indiamix in schools, particularly where inadequate cooking facilities and overloaded human resources were potentially problematic for the daily preparation of a cooked snack, in addition to cooked MDMs. Experiences in other countries with biscuit distributions for school children such as Bangladesh had proven to be successful. Teachers, parents and GoI officials interviewed by the evaluation team confirmed that the biscuits were preferable to Indiamix, citing reasons such as ease of preparation, service and storage of biscuits compared to Indiamix, and avoidance of additional effort and cost for preparation and cooking.

The MTE found that a significant contribution of FFE has been to alleviate short term hunger, in particular for households which are too poor to provide breakfast to school-going children. This in turn is likely to have led to increased attentiveness. The MTE also found that in areas where families are too poor, too busy or simply unavailable to provide nutritious breakfasts for their children, the FFE programme has been transformed into a school breakfast programme. While such social safety nets may have the potential to enhance enrolment and attendance, and to improve attentiveness and educational outcomes, they may not be affordable for GoI in the medium- and long-term.

The MTE also found that, despite numerous attempts to ensure mutual support between, and the concentration of WFP inputs and efforts for the greatest impact, key programmes are implemented in isolation from one another, preventing synergy.

The MTE found that, as yet, there has been no specific focus on girls under FFE, because the plan for take-home rations for girls was never initiated. Communities, teachers, and students strongly advocated with the MTE team for take-home rations for girls, especially during grades six through eight, when enrolment declines considerably. Parents and school staff met during interviews and focus group discussions expressed the opinion that girls were needed at home and in the fields, and the provision of additional food would help many families to release girls from work in order to attend school. The global WFP school feeding survey also found that that large increases in girls' enrolment were found in countries with recently expanded take home ration incentives. In Myanmar and Yemen for example, girls' enrolment increased by over 30 per cent during the survey year. The report concludes: 'the largest increases in girls' enrolment

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<sup>65</sup>J. Jain and Shah, M. (2005) 'Antyodaya Anna Jojana and Mid-day meals in MP'. *Economic and Political Weekly*, 26 November.



and gender ratio were found in countries with recently expanded take-home ration programmes for girls. This finding highlights the importance of take-home rations as an extra incentive for girls' schooling.<sup>66</sup> Given this evidence and the very significant drop out rates of girls after Grade 5, the CO may wish to reorient some of its limited resources to take-home rations, in areas where this is permissible under WFP school feeding guidelines.

To conclude, CP objectives were partly being met. There has been an increase in concentration and retention, alleviation of short term hunger, and increase in enrolment in existing schools. New schools have seen no increase in enrolment, community participation and health related elements have not been effective, and there has been no synergy with other food based programmes. As will be seen in Chapter 10, once the plan for take home rations was not initiated, there has been little or no specific focus on girls, and in absolute numbers the main beneficiaries of the programme have been boys, because more boys than girls attend school. Although the FFE programme is relatively new, having operated for at most two years, studies have shown that even within a relatively short time period girls enrolment and attendance will increase after the introduction of only the MDM scheme, in regions similar to the ones in which WFP is working. The relative benefits of providing biscuits, as opposed to Indiamix, also need to be further considered by the CO, in terms of cost-effectiveness, promotion of community participation, nutrition behavioural goals, and developing replicable models.

## 9.5 FFW Background

The FFW programme has as long-term objectives:

- To improve the long-term household food security of the most disadvantaged people through preservation and creation of assets like forests.
- To mitigate the effects of disaster on the targeted population through preservation and creation of assets as well as by building their capacities for managing their resources.
- To develop and demonstrate implementation mechanisms, processes and models that can lead to strengthening household food security.
- To improve programme effectiveness and benefits to the targeted population through synergetic efforts with donor partners.<sup>67</sup>

WFP supports two FFW programmes, one run in partnership with the Forestry Department (FD), utilising to date 32 per cent of WFP core programme funds, and the other in partnership with IFAD, utilising to date 3 per cent of WFP core programme funds (Table 3). The FD supported programme is currently operational in 39 districts in the States of Chhattisgarh, Gujarat, Jharkhand, Madhya Pradesh, Orissa, Rajasthan, Uttaranchal and Uttar Pradesh. Under this programme, beneficiaries receive wage labour of Rs. 70 per day for carrying out various forest related activities, and WFP provides subsidised food (2.5 kgs. of wheat or rice, and 200 gms of pulses) to the value of Rs. 10 per day to the employed workers. FFW labourers are then required to provide Rs.10 per day each towards a Generated Fund (GF), which is used for development activities in selected villages. The IFAD programme currently operates in four States, Orissa, Gujarat, Chattisgarh and Jharkhand. This programme follows a similar pattern to

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<sup>66</sup> WFP (2005) *School Feeding Works: WFP School Feeding Surveys 2003-2004*, WFP, Rome, p.19.

<sup>67</sup> WFP (nd) *Operational Contract Agreed Upon Between the Government of India and the World Food Programme concerning Food for Work Activity, No 10107.0 ACT.3, Section 3.2*. New Delhi: WFP.



the FD programme, except the programme is implemented for the most part through the Tribal Welfare Department, and food distribution is through village project executive committees, as opposed to Forest Department Range Offices in the FD programme.

## 9.6 FFW results<sup>68</sup>

- FFW employment is well targeted to the poor, with some 80 per cent of beneficiaries in the BPL category. There were no complaints of discrimination in selection of workers. In IFAD supported villages, *gram sabhas*, or all persons registered in the electoral rolls of a village or a group of villages, played an active role in selecting workers. However, only a limited number of poor people in each locality benefit. On average, each household is expected to receive a minimum of 70 days of work per year; however, this target is not being achieved, and the figure is about half of the planned target.
- Payment with both cash and food was well received by workers. This is largely because they rate both the quality and quantity of the food component of the wage positively, as compared to that available in the market. Furthermore, the cash component of the wage helps in meeting non-food expenditure requirements of the households.
- One of the justifications of the programme in the Operational Contract is that it will help reduce the rate of migration. The number of days of work provided has not been sufficient to stem the flow of migration as much as anticipated, although migration has decreased.
- One of the CP LFA outcomes is: 'Number of families indebted to moneylenders (target: 20-percent reduction).' FFW has helped beneficiaries reduce their burden of loans. The CO self-evaluation found that 18 per cent of indebted households were dependent on moneylenders for loans in the programme villages, as opposed to 32 per cent in non-programme villages. This is a result of increased Self Help Group activity in programme villages.
- Administrative processes and actual deliveries of food grains were largely transparent and the beneficiaries received full compensation for their work. However, delays in the distribution of the cash component of wages were reported that affected the poor adversely. The most food insecure households need daily earnings, whereas in WFP assisted government works the payment is made either weekly or fortnightly. This often leaves out the most food insecure households who work on lower wages for private employers to earn wages every day.
- Even when cash wages are distributed in time, WFP has not been able to avoid delays in food distribution. Six to eight months delays in Rajasthan in provision of food appeared to be the norm.
- WFP JFM committees were not very active despite the fact that they are expected to play a significant role in forest management, and there is limited community participation. WFP's goal of capacity building of the community has not met with success<sup>69</sup> However there was better participation in IFAD projects, where the decisions regarding which activities are to be taken up are discussed in the *gram sabhas*.

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<sup>68</sup> Results are based on both the CO self-evaluation and findings of the evaluation team.

<sup>69</sup> The previous MTE similarly concluded that: more than 4000 hand pumps were installed in villages and a number of schools, community halls, and anganwadi centres were built, but often without much thought about operational costs, maintenance, and community priorities. WFP (2001) *Full Report of the Mid-Term Evaluation of the India Country Programme (1997 – 2002)*. Rome: OEDE/2001/05, p 15.



In addition, the evaluation team found that the overall annual size of GF budget is quite limited (e.g. in Rajasthan about Rs.8 million for four districts), and insufficient to make a significant impact unless there is some scaling up of activities. Most GF projects are for an amount much below Rs.100,000. Sustainability of outcomes from such a low expenditure is doubtful, unless it is strategically combined with other government programmes. Currently there is no evidence of FD combining JFM activities with activities of other government departments to produce synergy.<sup>70</sup>

Because it has been unable to influence government policy, the programme is essentially providing limited resources to a relatively small number of poor people. This is pure and simple delivery, though it is being done in some states, such as Orissa, efficiently and with commitment.

The evaluation team concludes, based on the CO self evaluation and its own interviews and field visits, that FFW FD programme currently lacks a clear rationale. The evaluation team concludes that in terms of the programme's long-term objectives, the programme run through the FD is doing little to support long-term household food security, that there has been limited capacity building of communities, that there has been no demonstration effect, and that there have been few or no linkages with other donor partners. The IFAD supported programme has been more successful, particularly in its work through NGOs, in promoting household food security of the most food insecure households, as well as community participation.

### 9.7 Use of local crops

A number of respondents, including beneficiaries, NGOs, State and GoI staff noted the importance of using local crops as part of Indiamix. The use of finger millet in the ICDS programme in Uttaranchal is a good practice example of the use of local crops (Section 5.1). The advantages of this are many: meeting local cultural tastes; supporting the local economy; and potentially cutting transportation and storage costs. However, it was noted that procurement through the Food Corporation of India and shelf life may be an issue.

### 9.8 Coordinated programming

One of the foundations of the CP is to create synergy between core programmes: 'The objective is to assist the Government and development agencies in building food safety nets and eradicating hunger through the synergy of food assistance and supplementary interventions in the most food insecure districts and the poorest states of the country.'<sup>71</sup>

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<sup>70</sup> The previous MTE highlighted several issues which do not appear to have been resolved (ibid: 16, 17): Appropriate *choice of investment types* and targeting for food-security impact, particularly for the poorest community members and for women; improved *technical and economic effectiveness* of investments, including technical support, maintenance, sustainability, and potential "multiplier effects"; changes in *community participation* to enhance ownership, awareness and empowerment, particularly of traditionally disadvantaged groups; and the concentration on selected micro-plan villages..... Although it is widely agreed that generated fund investments should be concentrated to increase the impact of interventions, WFP may wish to reconsider its strategy of fund concentration on a rather small number of villages. Notwithstanding the merits of the micro-plan approach, there are indications that cluster approaches may be more advantageous and economical in achieving desirable multiplier and replication effects.'

<sup>71</sup> WFP (2001) Country Programme India, 2003-2008. Rome: WFP/EB.3/2001/8/1, p. 5. The previous MTE also found a lack of complementary programming, and noted that: 'The critical synergy that WFP needs to seek out is synergy with partner agencies, in addition to synergy within its own activities.' WFP (2001) *Full Report of the Mid-Term Evaluation of the India Country Programme (1997 – 2002)*. Rome: OEDE/2001/05, p. 31.



The 2003-2008 CP noted that WFP would work in 49 Districts, with two or more core programmes in 25 of these Districts.<sup>72</sup> Actual figures for 2006 are 40 and 20 respectively. In this regard, the CO is close to meeting its planned targets. However, objectives could have been more carefully worded, as establishing two or more core programmes in a District does not necessarily mean that there will be synergy or complementary programming.

The evaluation team considers that WFP programming is currently spread too thinly District wise, partly due to historical circumstances, and partly to requests from State Governments to work in a larger geographical area. For the purpose of developing catalytic models, it is not necessary to work in the current 40 Districts, and if the number of Districts is decreased then more integrated programming could be promoted.

For example, WFP works in six Districts of Rajasthan, out of which four Districts have only one core programme operating. As another example, the FFW Operational Contract provides for 'food and other infrastructure for running a day care centre for children when FFW activities are being undertaken in a village'; however, the evaluation team did not find such centres even in the poorest villages. There has been little attempt to build or demonstrate a model of complementary programming that could be taken up by governments. However, the CO noted that complementary programming is to be one of the aims of the Food for Human Development pilot (see section 8.1 for details).

## 9.9 Participation

WFP's *Enabling Development* policy notes that: 'WFP will normally make use of participatory approaches to understand beneficiaries' needs, involve beneficiaries in identifying activities suited to their situation, and obtain feedback on results.'<sup>73</sup>

The CP document notes that it will take a participatory approach, working with Panchayati Raj Institutions (PRIs) and other community-based organizations through strong reliance on community mobilization and on participatory design and implementation of activities. While this has happened in the FFW partnership with IFAD, this is a relatively small component of the CP, and for the most part WFP has not been successful in promoting a participatory approach in its core programming either in relation to planning, targeting or implementation. The Thematic Review of Food Aid and Nutrition similarly found a lack of participation.<sup>74</sup> A comparison can be made here with the Bangladesh CP, which has been recently assessed as successfully promoting participation.<sup>75</sup>

## 9.10 Pilot schemes

Over the last decade, WFP has undertaken a large number of pilot programmes, in keeping with its mandate to act as a catalyst and model-builder. As noted, some of these pilots have been successfully scaled up, in particular in relation to experimentation with fortified food. Several

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<sup>72</sup> The previous MTE quotes and supports the 1999 Mid-Term Policy review which proposed cutting from 96 to 16 Districts, but this was not followed up by the CO. WFP (2001) *Full Report of the Mid-Term Evaluation of the India Country Programme (1997 – 2002)*. Rome: OEDE/2001/05.

<sup>73</sup> WFP (2001) *Enabling Development*. Rome: WFP/EB.A/99/4-A, p. 17.

<sup>74</sup> RTI (2006) *Thematic Review Food Aid for Nutrition: Mother and Child Nutrition (MCHN) Interventions. Case Study Report: India*. Netherlands: Royal Tropical Institute.

<sup>75</sup> WFP (2004) *Joint Evaluation of Effectiveness and Impact of the Enabling Development Policy of the World Food Programme (WFP). Bangladesh Case Study. Volume 2*. Rome: WFP.





others appear to have received limited follow-up, as can be expected for pilot programmes where a certain degree of failure is acceptable. The India case study report of the FAAD review found for example that: 'Under the previous CP 1997-2002, various innovative approaches to community involvement were piloted. However, these pilots were not replicated in the current CP.'<sup>76</sup> More attention needs to be given to selection and planning of pilots, and to building-in to pilots from their conception mechanisms for learning, follow-up and scaling-up. This may require fewer pilot projects being taken up.

A good example is the Adolescents Girls' Programme pilot, which appears to be achieving positive results in its current pilot in Uttaranchal. The current pilot was preceded by two pilots, for the empowerment of tribal adolescent girls in MP, and agricultural entrepreneurship for tribal adolescent girls in several locations during the 1995-1998 period, but the relationship between the various pilots is not clear. A further example is a pilot to support complementary programming in Rajasthan between 1997 and 2001. These pilots do not appear to have been scaled up, and current pilots replicate some of their elements, suggesting limited learning has taken place.<sup>77</sup>

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<sup>76</sup>RTI (2006) *Thematic Review Food Aid for Nutrition: Mother and Child Nutrition (MCHN) Interventions. Case Study Report: India*. Netherlands: Royal Tropical Institute, Draft, pp. x.

<sup>77</sup> RTI (2006) *Thematic Review Food Aid for Nutrition: Mother and Child Nutrition (MCHN) Interventions. Case Study Report: India*. Netherlands: Royal Tropical Institute, includes a list of former WFP pilot schemes.





## 10. Gender equality

The main reference point for assessing WFP's contributions to promoting gender equality is WFP's *Enhanced Commitments to Women Policy* (2003 –2007) (ECW). The GoI *National Policy for the Empowerment of Women* (2001), and the UNDAF, in which promoting gender equality is one of two key programming areas, are also used as secondary reference points. While WFP's policy is on the borderline between a women in development and a gender equality approach, both the government policy and the UNDAF take a more rights based approach with a focus on gender analysis, the socio-economic, political and cultural causes of gender inequality, and how to overcome these.<sup>78</sup>

The CP document notes that: 'WFP's Commitments to Women will be pursued by:

- access to food: the provision of appropriate and adequate food, specifically addressing the micronutrient deficiencies among women and children with the provision of fortified food (i).
- equal participation: ensuring women's equal access to and full participation in power structures and decision-making through requirements for their participation in programme management groups and management and leadership training (v).
- access to resources: ensuring women's equal access to resources, employment, markets and trade through specifying that about 95 percent of food aid beneficiaries will be women and children and at least 65 percent of the programme participants and food aid beneficiaries will be women and girls (iii).
- gender-based data generation: ensuring the generation and dissemination of such data for planning and evaluation purposes.
- accountability: ensuring that gender commitments are reflected in operational documents and agreements for eventual compliance (vi).'<sup>79</sup>

The CO has gone some way to achieving the objectives set out above. It has provided fortified food specifically addressing the nutritional needs of women and children through ICDS and FFE. Gender-based data generation is taking place, and gender commitments are being well reflected in operational documents and agreements. Self Help Groups formed under FFW programming have contributed to women's empowerment. These are notable successes.

The plan that at least 65 per cent of the programme participants and food aid beneficiaries be women and girls is not being met. Given that there is no gender-based targeting except through the targeting of pregnant and lactating women in ICDS programming, it is unclear how this target could be met. Not initiating the take home ration for girls in grades 6-9 in the FFE programme (see Section 9) meant that an opportunity for specific targeting of girls to overcome gender gaps in enrolment did not take place, despite evidence of gender gaps and the effectiveness of take home rations (see Annex 8).

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<sup>78</sup> UNCT (2000) *India. United National Development Assistance Framework (UNDAF)*. New Delhi: United Nations. For the government policy go to <http://wcd.nic.in/welcome.html>

<sup>79</sup> WFP (2001) *Country Programme India, 2003-2008*. Rome: WFP/EB.3/2001/8/1, p. 18. The ECW reflected by these objectives above have been added in parentheses. In addition, the CP is focusing on ECW ii, 'Expand activities that enable girls to go to school.'



Table 6 provides details on the sex of beneficiaries for 2003-2005, showing that 54 per cent of beneficiaries are women and girls. The plan that about 95 per cent of food aid beneficiaries be women and children has been met, with some 93 per cent of beneficiaries being women and children. Table 7 shows that in terms of absolute numbers the main beneficiaries have been boys. This is of concern as the CP document notes throughout that there will be a special emphasis on girls, in particular in the FFE programme, given the significant discrimination they face.

**Table 6: Beneficiaries by sex, 2003-2005 (%)**

Programme	Female	Male
ICDS	1, 766, 849	1, 200, 493
FFE	535,058	589, 813
FFW	986, 156	1,032, 288
<b>Total</b>	3,288, 063 (54)	2, 822, 594 (46)

Source: Extrapolated from SPR 2005

**Table 7: Beneficiaries by sex and age, 2004-2005 (%)**

	Women	Men	Girls 0-18	Boys 0-18
<b>Total</b>	870, 951 (18)	334, 431 (7)	1, 764, 069 (36)	1, 895, 078 (39)

Sources: SPRs 2004 and 2005 (beneficiaries are not broken down by age in the 2003 SPR)

In addition, the objective of promoting equal participation in power structures and decision-making is being only partly met. While the 2005 SPR report notes that 43 per cent of women are in leadership positions in FFW food committees, it is well known that in the India context attending a meeting or being appointed to a leadership position does not equate to equal participation in power structures and decision making. The FFW review found that although almost half of wage work is done by women, there was limited evidence of any effort towards women's empowerment being made in the FFW villages, except in the IFAD programme. Women's groups were however active in the villages where activities from GF have been undertaken, so in this case there is some move towards gender equality.

The evaluation team found that the CO is focusing more on promoting women's development than on promoting gender equality. This is broadly in line with WFP's ECW. However, it is unclear how providing food through ICDS and FFE is contributing to the CP objective of 'ensuring women's equal access to resources, employment, markets and trade.' The impact on gender equality of the programme is likely to be limited.

The previous MTE has similar findings:

- Gender has been integrated into the country programme and in the design of the activities. Gender concerns have been included in planning, monitoring, evaluating, and reporting in gender related activities, and gender disaggregated data included in all operational contracts with other partners.
- However, despite the positive gender components of the CP, the gender impact of the main components of the programme is still quite limited. While it is hoped that the women's position in the family is being strengthened through their increased



contribution to the household food needs, there is little evidence of progress being made with respect to women's participation in *decision-making*, or '*control of resources*' aspect of the programme.

- In summary, the WFP approach to gender issues has not developed far beyond the "Women In Development" (WID) approach, where women are conceived as a separate target group and not in a dynamic relationship with men.<sup>80</sup>

In addition, the CO has not to date developed a gender mainstreaming strategy, as recommended by the previous MTE.

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<sup>80</sup> WFP (2001) Full Report of the Mid-Term Evaluation of the India Country Programme (1997 – 2002). Rome: OEDE/2001/05, pp. 18, 20-21.





## 11. Partnerships and inter-agency coordination

The CP documents notes the following objectives on partnerships and joint programming:

- In close collaboration with CIDA, UNICEF, the World Health Organization (WHO) and UNFPA, the intervention will also promote the regular provision of the complementary inputs—such as training and the delivery of health and nutrition services—required to establish behavioural changes.
- Partnerships have been established with line departments and the Planning Commission, civil-society organizations such as the women managed Self-employed Women's Association, international NGOs such as the Cooperative for Relief and Assistance Everywhere (CARE) and the Save the Children Fund-UK, bilateral development organizations such as CIDA and the Department for International Development, and United Nations agencies such as the Food and Agriculture Organization (FAO), IFAD, the International Labour Organization (ILO), UNDP, UNESCO, UNFPA, UNICEF and WHO.<sup>81</sup>

Further, implementation activities were to include:

- Undertake joint programming with the Health Department, UNICEF and WHO UNFPA is expected to strengthen the NHED based on the WFP resource book for AWWs, *Towards Informed Action*.
- Collaborate with CARE in nine of the intensive districts where ICDS is supported by CARE. The activities supported by CIDA will complement these interventions by strengthening the state's capacity to produce nutritious food.<sup>82</sup>

The evaluation team found that effective partnerships have been established or strengthened with the GoI, as well as with several State governments. WFP has developed effective relations with its nodal Ministry, (Agriculture), and with the Ministry of Tribal Affairs, in relation to FFE, and the Department of Women and Child Development, in relation to ICDS. While the CO has good relations with the Forestry Department, it has achieved little in influencing government policy.

A key factor in developing successful State-level partnerships has been the decentralization to State offices. This has enabled extensive networking and facilitated the building of important partnerships – a key element in capacity building. An example is the State Office in Uttaranchal, which has developed excellent relations with all levels of government, and subsequently influenced government decision-making. This was achieved through careful planning and persistent efforts on the part of the State Office.

Joint planning and programming with other UN agencies has been less common, with the exception of the partnership with IFAD under the FFW programme. The IFAD partnership has yielded positive results in terms of community involvement and support to livelihoods, although scaling up of this work has proven problematic in some cases, for example the methodology to identify and reach the poorest developed in Gujarat in association with SEWA.

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<sup>81</sup> WFP (2001) *Country Programme – India*. Rome: WFP/EB.3/2001/8/1, p.7.

<sup>82</sup> *ibid.*, p.11.



Partnership with several UN agencies, noted in the quotation from the CP document above, have not come to fruition, and the CO should be more realistic in its planning for joint programming. The partnership with CARE has not been developed as planned.

Of concern is that while there are four international agencies working on ICDS – WFP, UNICEF, the World Bank, and CARE – this work is going on in parallel and there has been limited inter-agency communication, learning, or economies of scale achieved, let alone joint programming. Compared to UNICEF and the World Bank, WFP's ICDS budget is relatively small, so incentives to these agencies for partnership with WFP may be limited.

However, several international agencies signalled that joint programming will be of greater importance in the near future. WFP's ability to promote partnerships and joint programming is limited both by the differing mandates and location of programmes among UN agencies, as well as already overworked CO staff not being able to prioritise joint work. WFP is to be commended for promoting and taking part in dialogues that will likely see greater joint programming, for example the signing of a recent Memorandum of Understanding with UNICEF at the country level, and planned joint programming with UNAIDS and UNDP on HIV/AIDS.

Coordination and programming with NGOs at the national level, with the M.S. Swaminathan Foundation and Micronutrient Initiative, have yielded positive results. The association with the M.S. Swaminathan Foundation has led to the production of the *Food Insecurity Atlases*, which have been well received in most quarters (see Section 6), and also collaborative work on the relationship between food security and HIV/AIDS. To date the relationship with the Micronutrient Initiative was characterised as ad hoc. WFP and the Micronutrient Initiative have however in 2006 begun a strategic partnership on salt iodization in Rajasthan, which provides technical and financial support to small-scale salt producers to produce, and subsequently increase consumption, of iodized salt.

A UN review of joint programming<sup>83</sup> synthesizes the findings of 21 reviews of ongoing and completed joint programmes conducted across 14 countries, focusing on the conceptualization, design, management and implementation of a first generation of joint programmes initiated between 1997 and 2005, and notes generally positive effects of joint programming. The review uses four India examples – from education, knowledge sharing, HIV/AIDS, and the tsunami, of which WFP was involved in the last. Lessons learned of relevance for the India CO include:

- Joint programmes, to date, have not fully exploited their potential to mainstream thematic priorities that are not exclusive to any one UN agency. Human rights, gender equality and decentralization are examples of themes that can be more deeply integrated into implementation when UN agencies work together.
- Data gathering and dissemination exercises present an excellent platform to introduce and benefit from a well-coordinated joint programme. Since the promotion of evidence-based policy making can be sensitive, a collective UN voice can better advocate for and build consensus around contentious development issues. This is important in programmes such as ICDS and FFE, where data collection and monitoring could be strengthened.

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<sup>83</sup> UN (2006) *Enhancing the Effectiveness and Efficiency of Joint Programmes. Lessons Learned from a United Nations Development Group Review*. New York: United Nations Development Group.





- There is a tendency across UN country teams to view joint programmes as an end in themselves, as opposed to an enhanced tool designed to increase development effectiveness.
- National capacity enhancement should be a central tenet of joint programme design and implementation.

One means of coordination within the UN in India are communities of practice; a community of practice group on Food Security and Nutrition has been planned under the auspices of the Resident Coordination, with WFP as chair, with a focus on nutrition, implementation of food safety net programmes, Panchayati Raj Institutions and food security issues in the 100 poorest Districts. This group has yet to meet on a regular basis. A second means of coordination is the National Alliance Against Hunger which was formed by the GoI in response to MDG targets, but which has also yet to meet on a regular basis.

Perhaps the main lesson to be learnt from attempts to develop partnerships and joint programming is the need for realism. The CP document was too optimistic about what it is possible to accomplish, and WFP can only promote partnerships to a certain extent. There has been no UN multi-agency programming with a focus on food security of the kinds discussed in the UN joint programming review. This suggests that joint programming on food security should start small, and that dedicated funding for joint programming should be sought to ensure it remains a priority given time pressures on UN country level staff.





## 12. Procurement

It was outside the scope of this evaluation to assess procurement processes and efficiency; rather a basic overview is provided in relation to WFP's primary catalytic goal of developing replicable models for scaling up.

Three types of procurement are being managed by the CO, procurement for core programmes, procurement on behalf of the Orissa and Uttaranchal State governments on an interim basis, and procurement on behalf of the GoI for dispatch of supplies to regional emergencies

Quantities procured and delivered are presented in Table 8.

**Table 8: Quantities of food procured and delivered (MT), 2003-2005**

Commodity	2003	2004	2005
Wheat	3800	9240	6660
Rice	7100	5976	8947
Indiamix	6874	22800	25158
Biscuits (Afghanistan)	9500	6000	15500
Pulses	1070	1539	370
Sugar	109	-	-
Biscuits (FFE in India)	-	643	5274
Tsunami EMOP	-	-	776
Iraq/Pakistan EMOP	-	-	6631
International	-	-	900
State	-	-	13930
<b>Total</b>	<b>28453</b>	<b>46198</b>	<b>84146</b>

State level respondents in Orissa and Uttaranchal noted that the CO played an important role in supporting procurement, ensuring greater transparency. The Memorandum of Understanding signed between WFP and the State governments notes that WFP provides management support to the government by undertaking their procurement operations, and WFP in turn receives management fees for providing the service. In 2004 management fees amounted to US\$260,026 and in 2005 US\$341,636. This fee for service model, which is also taking place in some Latin American countries (see Section 7) may offer a potential niche for WFP in India.

The CO's contributions were also important in supporting the GoI's role as a food aid donor, for example in terms of high energy biscuits to support WFP's school feeding programme in Afghanistan, and after the October 2005 earthquake in Pakistan. If the GoI continues to be a food aid donor, WFP may have a role to play in supporting this.

Procurement is also central to transparency and corruption. As the mid-term appraisal of the GoI *Tenth Five Year Plan* notes:

Procurement is an area especially prone to malpractices. Enactment of legislations/regulations to mandate strictly competitive bidding of all contracts and procurement of works, goods and services by the government and its entities, with regular



issuing of tender notices, bid closing dates and contract awards, should be effectively ensured to minimize opportunities for malpractices in procurement decisions. A major problem in this context is the ease with which the outcome of competitive bidding can be negated, which can become a source of corruption.<sup>84</sup>

As procurement is a comparative advantage of WFP internationally, it potentially has an important role to play in India in supporting improved procurement practices to decrease corruption.

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<sup>84</sup> GoI (2006) *Mid-term Appraisal of the Tenth Five Year Plan , 2002-2007*. Delhi: National Planning Commission, pp. 493-4.



## 13. Monitoring and Results Based Management

### 13.1 Monitoring<sup>85</sup>

The monitoring system was revamped at the beginning of the CP to accommodate changes brought about by the restructuring of the CO, including the establishment of three State Offices. The new system also aimed at addressing the constraints of working in Districts with poor social and institutional infrastructure, and hence challenges in accurate, timely data collection and reporting. A dedicated Monitoring and Reporting (M&R) Unit was established in the fall of 2005 to streamline monitoring as well as pipeline management.

Participatory baseline surveys and mini-surveys were to be carried out for each of the three programmes, on a case-by-case basis, in order to economise limited resources, and to promote improved participation by women. Operational Contracts included modalities for M&R and provided useful monitoring tools, including a FAAD based LFA for each programme. According to the Contracts, WFP is responsible for ensuring proper monitoring of inputs and outputs of the project, and for providing reports on its outcomes to donors.

For ICDS, AWC records serve as the primary source of data on enrolment, attendance and food distribution. For a variety of reasons, the usefulness of such data for programming is limited, and cannot be used by WFP to assess progress and results. During field visits, the evaluation team noted considerable variations in the reliability and accuracy of AWC enrolment and attendance data. For example, few AWWs were sure of the actual number of children in their catchment areas. The definition of 'attendance' was vague, as some children visited the centre for a few minutes or half an hour, while others remained for the full session. The CO therefore organises and carries out participatory mini-surveys and nutritional assessments to complement data collected through ICDS.

For FFE, school records form the primary source of information on enrolment and attendance rates. Implementing a systematic approach to tracking the movement of fortified biscuits and school attendance has proven difficult, due to the low level of capacity of partners at various levels. Concern was expressed by the WFP CO that stock records did not always correlate with attendance records. Furthermore, because of the MDM programme, through which schools receive cash and grain supplies based on the number of students, attendance records may be inflated.

The evaluation team also noted that reports for FFE and ICDS were centralized, with information flows being vertical, from school level to the CO. Most programme data were reported on a State-wide basis, with little information available for analysis or decision-making at district, block, sector or school/AWC levels. The evaluation team observed that little if any feedback from either WFP monitoring or programme-wide reporting was provided to the programme managers below State level. There were thus limited lesson learning possibilities in relation to monitoring.

The WFP M&R Unit described the following objectives for an improved monitoring system:

- Entering data electronically at the lowest level of intervention (school, AWC).

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<sup>85</sup> This Section is based on a report by Ellen Girerd-Barclay.



- Applying consistent definitions, assumptions and methodologies to beneficiary figures and other output data.
- Conducting more sophisticated and comprehensive impact analyses of programmes, and providing feedback to various levels.
- Establishing a basis for building the capacity of governmental counterparts in monitoring.

In order to achieve these objectives, the CO proposed several steps, to be carried out over the coming year. These included:

- Redesigning reporting formats to ensure that templates are simple and user-friendly, and that only relevant information is requested.
- Designing a web portal to facilitate data entry by field monitors and to allow easy access to updated project information at any level.
- Training field monitors and government partners in the use of web portal.
- Designing a CO database to store and analyze data, and to produce reports conforming to WFP corporate reporting requirements.

WFP's Common Monitoring and Evaluation Approach<sup>86</sup> provides an opportunity for the CO to establish an effective, efficient and coherent monitoring system to meet its own and its government partners' needs for improved learning and knowledge management.

### **13.2 Supporting government capacity in monitoring**

The GoI *10th Five Year Plan* notes the important link between monitoring and the efficacy and efficiency of public spending, and that there have been limited attempts to strengthen monitoring and evaluation mechanisms. The Plan also notes the importance of publicly available information in improving government programmes. A number of State and GoI officials noted that in terms assistance to improve programming, support in monitoring was a priority. Officials also noted that they needed to understand more clearly reasons for social exclusion. Future assistance to support capacity in monitoring is thus one opportunity for WFP to promote more transparent and accountable public systems.

### **13.3 Results based management (RBM)**

A CO RBM unit was established in 2004. RBM is organised around unit work plans, mid-year and end of year review, and geared around WFP five corporate Strategic Priorities and nine Management Objectives.

The CO has received training on RBM; feedback to the MTE was that this training was too general, and more specific guidance was needed on how to develop results statements and indicators, i.e. more hands-on training.

The evaluation team found the CP LFA a relatively strong and well organised planning tool. However, there were some differences noted between numerical targets in the CP and Operational Contract LFAs. In future, CO LFAs could be strengthened by:

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<sup>86</sup> WFP (2006) *CMEA Monitoring for Results 2005 End of Year Update*, Rome: WFP.



- Defining outcome-level results statements and indicators that are more specific to the primary CO objective of acting as a catalyst. Current indicators are either at the input level (e.g. Extent of WFP participation in national/state Hunger-free policy committees); are vague (e.g. Extent of adoption by the Government of innovative Enabling Development-based programme designs for replication); or involve multiple contributors (e.g. Level of resources expended annually by the Government and donors in support of food assistance activities).
- Paying greater attention paid to qualitative indicators, such as changes in gender inequality.
- Ensuring that there is consistency between CO and Operational Contract LFAs.







## 14. Sustainability and exit strategies

The concept of developing catalytic models also assumes that once these models are taken up by governments, WFP can phase-out from the activity. The CP notes:

- Exit strategies for the three CP components will differ. In the case of the nutrition and education component, WFP's exit strategy will focus on development of the appropriate model and its acceptance by the Government as part of the latter's regular programme. With respect to the FFW component, support will be targeted for up to three years in each area, during which all physical works will be completed and the institutional infrastructure for maintenance established with the support of the Government. Progressive coverage of areas on a watershed basis will be based on withdrawal from an area after the three-year implementation period and adoption of a different area under the component.
- The involvement of communities in the identification and implementation of activities, and partnership with the Government are the strongest arguments for sustainability. Acceptance by the Government of improved delivery models for interventions in nutrition and education involving community participation will ensure those interventions' sustainability. Similarly, involvement of the community, particularly women, in the selection and maintenance of interventions in FFW activities provides a strong assurance of those activities' sustainability.<sup>87</sup>

In the case of fortification, hand over to governments is planned from programme origins, and handover plans are noted in Table 4. Experience has shown that in India, depending on the location, it appears to take about two to four years to initiate discussions on fortification with governments, support the process of fortification, and then phase out.

The three-year period within which the institutional infrastructure for maintenance of community assets under FFW should be established is unrealistic. A majority of attempts to establish user groups for management of community assets over much longer periods of time have been at best partly successful, and the CO has not learnt from considerable experience in this field.

Exit strategies should be explicitly noted in Operational Contracts, including timelines and expectations of future contributions of the government. The CO should also monitor results after withdrawal to ensure objectives continue to be met. If the next phase of CO work focuses more on targeting, then monitoring of governments after WFP phase-out should also focus on social inclusion. The previous MTE commented on the need for: 'a phase-out strategy ... to be developed in partnership with other supporters of the ICDS.'<sup>88</sup> The same holds partly true five years later. However, a significant change over the last five years is that governments are increasingly taking over funding of WFP led interventions. The CO is currently developing exit strategies based on increased government input of resources.

Of concern is that involvement of communities takes place as planned, which will increase the potential for sustainability. Of paramount importance in terms of exit strategies is commitments

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<sup>87</sup> WFP (2001) *Country Programme India, 2003-2008*. Rome: WFP/EB.3/2001/8/1, 19-20.

<sup>88</sup> WFP (2001) *Full Report of the Mid-Term Evaluation of the India Country Programme (1997 – 2002)*. Rome: OEDE/2001/05, p.11.



made to local communities and beneficiaries, in particular in relation to FFW GF and other community based programming. Where WFP has made commitments to beneficiaries through intervening at the community level these should be honoured through a planned handover, either to the government or NGOs, or to the communities themselves, as well as regular monitoring after withdrawal; if planning of this process is not adequate then beneficiaries may find themselves in a worse position than before WFP's intervention, and WFP may be putting livelihoods at risk.



## 15. Lessons learned

Several key lessons emerge from this evaluation, both for the CO, and WFP corporately:

**The transition from direct programming to playing a mainly technical assistance role is not easy.** COs need guidance as to what are realistic expectations of this new kind of programming. WFP corporately needs to facilitate dialogue between COs which are moving to a technical assistance model so that there can be inter-country learning. This can then feed into greater clarity in results statements related to the CO's primary goal of acting as a catalyst and building replicable models.

**Advocacy has been most successful when it has involved direct contact between specialists and decision-makers,** for example in the case of The 2004 and 2005 conferences on *Regional Inter-Ministerial Consultation on Maternal and Child Nutrition in Asian Countries*.

**The need to balance technical and social approaches.** Taking into account socio-economic realities and power relations in rural India programming is a major challenge, and one that has proven problematic for most development schemes targeting the most food insecure households, which is why many agencies take a more technical approach. WFP has considerable and valuable technical expertise to offer, for example in relation to nutrition fortification and procurement, but unless this is balanced with social expertise on targeting and participation, the anticipated target group may not receive the benefits of WFP's support. In order to achieve this balance in India, the CO may need an enhanced or different staffing profile, in particular staff with experience with developing replicable models, and with experience in rural development programming for the most food insecure households.

**WFP's technical support is highly valued by government.** Governments at Central and State levels strongly supported the continued presence of WFP in India, for the following reasons: WFP's presence adds credibility to the GoI role as a responsible international actor which welcomes a multilateral role; WFP has in the past, and could continue, to develop models that can be taken up by Governments. These models can also demonstrate how effective programming can take place, and set a benchmark for Government programming; and WFP provides considerable technical expertise, in particular in the areas of nutrition, logistics, procurement, and research, which can help support capacity development in Government.

**A key factor in developing successful State-level partnerships has been the decentralization to State Offices.** This has enabled more direct contact with State level officials, and more tailored programming.

**In isolation, WFP is unlikely to meet its primary goal.** Working through some of the largest development programmes in the world, even large agencies such as the World Bank are unlikely to have much impact in India unless there is a more coordinated effort.

**Recommendations from the previous MTE were not followed up as planned.** Many of the findings of this MTE echo findings from the last MTE, conducted in 2000 and approved by the WFP Executive Board in 2001. This suggests that the CO has been unable to act on several key points – such as a shift from fortification in ICDS to more balanced programming and behaviour change, or greater community participation – over a five year period. It is also a wider lesson for WFP in terms of follow-up to evaluations. The historical review of WFP's involvement in India



carried out to complement this evaluation suggests that many of the problems identified in this evaluation date back one and in some cases two decades.<sup>89</sup>

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<sup>89</sup> Mander, H. (2006) *World Food Programme in India: A chequered journey*. New Delhi: WFP. These problems include a CP which is too geographically spread; lack of complementary programming in ICDS; and lack of social targeting.



## 16. Conclusions and Recommendations<sup>90</sup>

Conclusions	Recommendations
<p><b>Strategic planning</b> It is unclear from the CP document and current operations how the goal of developing replicable models for government to scale up, and the goal of working with the most food insecure household align with each other. If the primary goal of the CP is to develop replicable models for reaching the most insecure food households, which can be replicated by governments, the achievements of the CO to date have been modest. The CO needs to consider the realism of a primary goal of developing models to reach the most food insecure households. This goal will likely only be achieved in cooperation with other international agencies.</p> <p>Clarifying the main objectives of the CP can be achieved through improved strategic planning. CO planning needs to clarify what is to be scaled up, and who are to be the main beneficiaries.</p>	<p><b>Strategic planning</b> In order to facilitate achievement of the CP's primary goal of acting as a catalyst and developing models for supporting the most food insecure households through food-based interventions, the CO should review its three core programmes and pilots. Activity plans for the remainder of the CP should reflect an analysis of their potential to achieve this primary goal, and include further work on targeting, monitoring and participatory programming.</p> <p>The current staffing profile should be reviewed to ensure that the CO has the capacity to work in the advocacy/model building area, in particular in relation to the areas of targeting, monitoring, and participatory programming.</p> <p>The CO should undertake fewer but better planned pilots, with scaling-up discussed from the conception of the pilot, in terms of likely Government interest, likely funds available, the potential for partnership and coordination with other agencies, as well as a capacity assessment of the counterpart that will take over programming. Realistic objectives for scaling up should be developed and made explicit in planning documents, including results statements at the outcome level, indicators and time-frames.</p> <p>WFP should ensure that lesson learning takes place from past pilots, e.g. through workshops on agency experience with pilot programmes. A key element in acting as a catalyst should be an improved understanding of why some pilots are effective and others are not.</p>

<sup>90</sup> See Annexes for recommendations on core programmes.



	<p>WFP needs to build an exit strategy into all of its programming, paying attention to timeframes, and planning for take-up over a given period by governments. WFP should monitor situations where it has withdrawn, to determine if initiatives are sustainable and continue to meet planned objectives.</p>
<p><b>Support to monitoring and transparency</b> Supporting improved governance in food based social security systems would do as much to improve food security as providing more resources. In a system where significant resources ‘leak’ out and do not reach intended beneficiaries, the central issue is clearly not only one of lack of resources, but one of poor governance.</p>	<p><b>Support to monitoring and transparency</b> WFP should make strengthening of government monitoring systems a feature of work in its core programmes, as one of a number of accountability functions that should be developed by governments. The modalities for doing this should be discussed with Central and State governments, building on existing systems. The focus should be on levels of leakage of resources intended for beneficiaries. In particular, WFP should support the development by government of more effective monitoring systems to ensure that the most food insecure households are accessing resources.</p>
<p><b>Targeting</b> Current geographical targeting is organized around working in the poorest Districts, rather than acting as a catalyst for change. The current programme is too dispersed to be able to support the CO’s goals. Although creating synergy between food-based programmes was one of the objectives of the CP, this has not been achieved, and core programmes have been implemented in isolation from one another below the District level. Governments have supported this geographical dispersion with the rationale that development assistance should not be too concentrated; WFP needs to make the point that its main role is to be a catalyst, rather than provide direct assistance, and that providing a catalytic role requires testing integrated programming models.</p> <p>Although the extent of this is not clear, there may be ongoing social exclusion of the most food insecure households, and in particular young girls, in WFP’s core</p>	<p><b>Targeting</b> <b>Geographical targeting</b> The CO should move away from geographical programming based mainly on food insecurity and socio-economic indicators, and towards targeting based on food insecurity, socio-economic and institutional indicators. Decisions about which States WFP should continue to work in should be based on a number of criteria, such as: the capacity of the State government; relations between WFP and the State government; the potential for partnership with other agencies; levels of food insecurity; and gender inequality. Work in States which currently receive relatively small allocations and where the main focus is FFW through the FD (Gujarat, UP and Jharkhand), could be phased out by the end of 2007.</p> <p>Two core programmes should be taking place in the same village, in order to establish if WFP’s models are replicable.</p>



<p>programmes. This is the result of working through schemes targeted at the whole population, and not subsequently incorporating specific measures to include the most food insecure households.</p> <p>The CO noted that piloting the Food for Human Development programme was a means of dealing with social exclusion.</p> <p>The CP should focus being catalytic in helping the government determine how to reach the most food insecure households through large, national food based schemes, in cooperation with other international agencies. For this purpose, WFP does not have to work only in the poorest districts, but must also pay attention to institutional capacity and sustainability – e.g. the potential for government funding, quality of government staff, current effectiveness of government programming, existence of other agencies, and the quality of local partners such as NGOs.</p> <p>The CO needs to strengthen its understanding of social exclusion, and its focus on social targeting, and support counterparts in this area.</p> <p>There has been limited attention paid in the CP to seasonality, despite its clear link to the livelihoods of the most food insecure households.</p>	<p><b>Social targeting</b></p> <p>The VAM unit should undertake a participatory assessment of social exclusion, whether or not WFP’s target group is included in programming as planned, and ways in which social exclusion can be overcome. This will require attention to analysis at the household, intra-household and village levels, as well as resilience and livelihood strategies. Particular attention should be paid to the needs of migrants, female-headed households with few assets, and households with sick members. Attention should also be paid as to whether current mechanisms in ICDS and FFE for reaching the most food insecure households, such as double rations for the severely malnourished, can be a focus of future CP programming in terms of developing replicable models. The findings of this study should feed into future CO planning.</p> <p><b>Seasonal targeting</b></p> <p>All pilots should take seasonality and its impact on the most food insecure households into account. Establishing replicable models to support poorest people’s livelihoods during the ‘lean’ pre-harvest periods would be a major contribution, and could be achieved through the Food for Human Development pilot.</p>
<p><b>FFW</b></p> <p>The FFW programme currently lacks a clear rationale. The FD component of the FFW programme, which has utilised (since 2003) 32 per cent of programme funds, is unlikely to meet its long-term objectives. The IFAD component, which has utilised 3 per cent of programme funds since 2003, has been more successful, particularly in its work through NGOs. In terms of long-term objectives of the FD component, the evaluation team concludes that there has been limited capacity building of communities, that there has been no</p>	<p><b>FFW</b></p> <p>FFW through the FD should be phased out by the end of the current CP, with a focus on ensuring that community based work is handed over to NGOs, and poor households are not put at risk by a phase-out. Work through IFAD should be expanded, with a focus on developing replicable models for support to sustainable livelihoods of the most food insecure households.</p>



<p>demonstration effect, and that there have been few or no linkages with other donor partners.</p>	
<p><b>FFE</b>          During the evaluation, the Ministry of Tribal Affairs expressed an interest in scaling up the programme, using fortified biscuits, to up to 53 districts - a strong indication of the potential of the FFE programme to be expanded. Subsequently in October 2006 the Ministry informed the CO that cost-sharing or other support would not be available.</p> <p>Results from the CO self-evaluation of FFE are mixed in terms of outcomes, with increase in enrolment in existing but not in new schools. There has also been no specific focus on girls or gender equality, as planned in the CP document, and boys have been the main beneficiaries. The planned take-home ration programme has not materialised. Questions were also raised about the cost-effectiveness of providing biscuits.</p>	<p><b>FFE</b>          As the Ministry of Tribal Affairs has indicated that it does not have budget provisions to support FFE, the CO should undertake a lessons learned review of the programme in terms of its strengths and weaknesses and lessons for future CP activities.</p>
<p><b>ICDS</b>          Fortification has been successful and has been taken up by a number of State governments, with phasing out planned by end 2007. Given levels of leakage and lack of targeting, it is unclear whether some of WFP's target group are excluded from consuming fortified food.</p> <p>Notable successes included higher registration among women, and a lower proportion of underweight children. For several key areas, such as reduction in severe malnutrition, and nutrition and health education, there were few differences found between WFP and government supported programmes. Despite long-term involvement, WFP has been unable to overcome many of the generic problems that have been highlighted in ICDS over the last decade</p> <p>Despite relatively limited inputs, and uneven distribution of existing, scarce</p>	<p><b>ICDS</b>          WFP should continue its work on fortification, but ensure this is complemented by analysis of social exclusion and promotion of inclusion of the most food insecure households.</p> <p>The CO should strengthen programming in key areas identified in the CO self-evaluations, in particular attendance levels of children, receipt of supplementary nutrition by women, prevalence of nutritional deficiency among women, reaching the severely malnourished, and nutrition and health education.</p>





<p>resources to ICDS programme sites, WFP has determined a multitude of results to be achieved through its support to ICDS. This mismatch between objectives and inputs has resulted in unrealistic expectations by GoI and WFP, the ‘spreading thin’ of precious resources, and inadequate prioritisation of model building.</p>	
<p><b>Advocacy and policy dialogue</b> The CO and counterparts have achieved some significant successes, particularly in relation to the <i>Food Insecurity Atlases</i> and the <i>Regional Ministerial Consultation on Maternal and Child Nutrition in Asian Countries</i>.</p> <p>Results of other advocacy initiatives were mixed. While the technical quality of a number of other advocacy products was high, and there had been some significant innovations, several advocacy products did not appear to be well-known, or in use as intended. More attention is needed to advocacy at the State level. In addition, the results of advocacy interventions were not being adequately tracked.</p>	<p><b>Advocacy and policy dialogue</b> WFP should increase its advocacy focus at the State level.</p> <p>WFP should make a clear link in its advocacy products to implications for policy and programming. WFP also needs to define more clearly users and intended impacts of advocacy products, develop dissemination plans, and track the results of advocacy efforts. If the level of funding for advocacy work is to remain stable, this will require concentrating on fewer, but better targeted, advocacy products.</p>
<p><b>Partnerships</b> Effective partnerships have been established or strengthened with the GoI, as well as with several State governments. This is a significant achievement. The partnership with the FD had yielded limited impact on policy.</p> <p>Despite this being a CP objective, joint planning and programming with other UN agencies has been less common, with the exception of the partnership with IFAD. Of concern is that while there are four international agencies working on ICDS – WFP, UNICEF, the World Bank, and CARE – this work is going on in parallel and there has been limited inter-agency communication, learning, or economies of scale achieved, let alone joint programming.</p> <p>The CP document was too optimistic about what it is possible to accomplish, and WFP</p>	<p><b>Partnerships</b> WFP should undertake joint programming with other UN and international agencies on a pilot basis over a two-year period with regular review.</p> <p>WFP and other international agencies should approach donors for earmarked funding to promote joint programming. Joint programming should involve hiring of dedicated staff for this purpose.</p> <p>There are a number of areas where this joint programming could take place, such as more effective monitoring to stem leakages; hand over of food based programmes to <i>panchayats</i>; working through and building the capacity of civil society to advocate for food security at all levels; development of models for reaching the poorest; working with adolescent girls; and continued development of alternative nutritional approaches.</p>



<p>can only promote partnerships to a certain extent. It is unrealistic to expect already overburdened agency staff to take on integrated programming on top of existing commitments, especially where incentive structures work against this.</p>	
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# Annexes





## **Annex 1: Terms of References for the Mid-Term Evaluation of the WFP India Country Programme (2003 – 2007)**

### **1. Background**

India shows significant growth in its GDP, has moved beyond national food self-sufficiency and continues to have comfortable cereal buffer stocks. Despite this, around 260 million people (about 24 % of the population) are living below the poverty line. India has the largest number of poor, food-insecure people in the world. There are wide variations in the prevalence rates of poverty across states, and a rural-urban poverty divide. Some of the causes and dimensions of poverty are illiteracy and a population growth rate that exceeds the economic growth rate, malnutrition, as well as gender, and ethnic inequality.

The Government of India's Tenth Five Year Plan (2002-2007) is geared towards achieving the MDGs. It is implementing a unique set of food-based anti-poverty and social protection programmes at national and state levels, including the Targeted Public Distribution System (TPDS), a Mid-Day-Meal (MDM) scheme at schools, the Integrated Child Development Services (ICDS), and a Food-for-work scheme.

Since its inception in 1963, WFP has provided more than \$US 1 billion in food and development assistance to India, and supported more than 70 development projects. In recent years, food assistance was provided with the objective to 'enable development' and to strengthen the GoI's efforts by demonstrating successful models that increase the positive impact of food assistance and that reach the most vulnerable groups in the most marginalized areas. Preparations for a potential next Country Programme (2008-2012) have started, and high-level discussions have already been held between the Government of India, WFP Executive and WFP India Country Office Staff.

The mid-term evaluation of the current Country Programme (2003-2007) will assess the progress of activities to-date, provide advice for the preparation of the next CP, and generate lessons for WFP's capacity development efforts elsewhere and corporately. The evaluation report will be presented to the first annual of the WFP Executive Board in February 2007 and the draft CP (2008-2012) to the subsequent annual session in June 2007.

### **2. WFP India Country Programmes**

Up to the eighties, the emphasis of WFP assisted projects was on food for work (FFW), with an increased community focus. Over the past decade, the two main programme activities have been support to forestry and to supplementary feeding programmes. Also these have seen a shift in focus. Today, the partnership with the Forestry Department aims to "improve food security through joint forest management and asset preservation and creation". Assistance to supplementary feeding aims to provide "nutritional support through an integrated maternal and child health programme". In addition to development assistance, food aid has also been given for over 14 emergency responses and two protracted relief and rehabilitation operations.



The first Country Programme (CP 10008, 1997-2001) was approved by the Executive Board (EB) in 1997 and extended into 2003<sup>91</sup>. As most first generation CPs, it was an amalgamation of existing development projects. The overall goals were to improve nutrition and quality of life of the most vulnerable at critical times in their lives, and to contribute to sustainable improvements in household food security of carefully selected groups of the poorest people, with special emphasis given on children and women. The CP activities were supplementary feeding and early childhood development interventions through the Integrated Child Development Services (ICDS), and FFW to create community assets related to forestry and agriculture. Target areas were Kerala, Madhya Pradesh, Rajasthan, Uttar Pradesh, Bihar, Gujarat and Orissa, plus the Indira Gandhi Canal command area where migrant workers and settlers were targeted. At financial closure in October 2003, the total budget was US\$ 105 million and it had been 84% funded according to the SPR from that year.

The second CP (CP 10107, 2003-2007) was approved in September 2001 but only began implementation in 2003. The design was based on an evaluation of the first CP and a CSO<sup>92</sup> agreed with Government, the UN country team and other stakeholders. The mid-term review found that the first CP was spreading its resources too thinly over too many activities over a too large geographical area. It recommended that activities instead be part of a strategic plan founded in strong partnership with Government and other actors. Aligned with the WFP Enabling Development Policy<sup>93</sup>, the focus of the new CP was for the first time designed to play a catalytic role in the country's efforts to reduce vulnerability and eliminate hunger and food insecurity among the targeted hungry poor, and to promote and demonstrate models that provide immediate and longer-term food security in the most food insecure districts in the least developed states of the country.

The strategic focus of CP 2003-2007 was to be pursued through: (a) improving the nutritional status of women and children through Integrated Child Development Services (ICDS); (b) improving food security through disaster mitigation and the preservation and creation of asset through FFW in partnership with the Forestry Department, District Rural Development Agencies and IFAD, and (c) a newly introduced activity the investment in human capital through Food For Education (FFE). The latter activity was to provide a micronutrient-fortified mid-morning snack made of Indiamix<sup>94</sup> at schools and take home rations to girls. FFE activities were to be limited to five districts with the possibility of expansion subject to sufficient resources. The CP concentrates on Madhya Pradesh, Rajasthan, Uttar Pradesh, Uttaranchal, Orissa, Jharkhand, and Gujarat.

In pursuing the CP goals, WFP was to adopt an active advocacy role for the mobilization and utilization of resources and, more important, in the direction of policy. Part of the strategy

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<sup>91</sup> WFP/EB.1/97/5/add.1

<sup>92</sup> WFP/EB.2/2001/4/2

<sup>93</sup> The India Country Programme addresses objectives 1, 2 and 3 of this policy: (1) Enable young children and expectant and nursing mothers to meet their special nutritional and nutrition-related health needs; (2) Enable poor households to invest in human capital through education and training; and (3) Make it possible for poor families to gain and preserve assets (especially in areas prone to recurrent disasters).

<sup>94</sup> Indiamix was developed by WFP as locally produced, indigenous, low-cost, micronutrients-fortified, precooked, nutritious food supplement that replaced Corn Soya Blend (CSB). The distribution of Indiamix began in 1995 in Rajasthan and has since been extended to other WFP-assisted Indian states like Kerala, Uttar Pradesh, Orissa and Madhya Pradesh. Rajasthan has also been the first state that has produced its own local variation of Indiamix named 'Rajasthanmix'.



behind the current CP was also to strengthen capacity building for the management of national food security programmes. This was a requirement from the Government and UN partners and based on the policy paper on support to national food assistance programmes dated 1997<sup>95</sup>. Capacity building has become the fifth WFP's Strategic Priority established in the corporate Strategic Plan 2004-2007, reiterated in the recently approved Strategic Plan 2006-2009 and supported by a new policy paper on 'Building Country and Regional Capacities' dated 2004<sup>96</sup>. The Government of India (GOI) has its own food aid programmes, and in the CSO it was agreed that WFP would help strengthening the management of these programmes at local level. By demonstrating successful development models, WFP would aim to leverage policies and resources for the food insecure populations and assist the Government in making its food assistance programmes more effective. Furthermore, WFP would continue its policy dialogue with the Government and other partners to promote food security as it had been doing during the first CP.

According to the approved CP document, the proposed five-year total food requirement for the basic activities only would amount to about 800,000 tons based on a shared commitment of 400,000 tons each from WFP and the Government. The cost of the basic activities to WFP would amount to US\$142 million and the cost to the GOI to US\$176 million<sup>97</sup>. These included costs of matching commodities; internal transport, storage and handling costs; administrative costs; and cash wages for labour. Given the availability of food grains in the country, WFP intended to procure all cereals locally. The rest of the requirement was to be met by the GOI and through contributions received from some of the participating state governments. Additionally, the CO has established a trust fund financed by generated funds from which non-food inputs are provided to other development activities.

### 3. Purpose and Scope of the Evaluation

As per OEDE's policy, the main purpose of evaluation is to render accountability to the EB and to enable WFP and its partners to learn from experience at national, regional and international level. All programmes have to be evaluated once in their life cycle by either, OEDE, the RB or the CO, but only evaluations carried out by OEDE go to the EB. OEDE carries out the evaluation of India CP because there may be corporate lessons to be learned from the CO's efforts to contribute to WFP's Strategic Priority 5, which is to help governments to establish and manage national food assistance programmes<sup>98</sup>.

The evaluation will assess the extent to which the current CP, as implemented, has provided the best possible modalities for reaching the intended objectives, on the basis of results to date. The *primary objective* is to evaluate the relevance, effectiveness, efficiency and - to the extent

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<sup>95</sup> WFP/EB.2/97/3-A

<sup>96</sup> Building Country and Regional Capacities, WFP/EB.3/2004/4-B

<sup>97</sup> Country Programme India, WFP/EB.3/2001/8/1

<sup>98</sup> This is the formulation in the Strategic Plan 2004-2007.WFP/EB.3/2003/4-A/1. In this Strategic Plan, the 5 strategic thrusts are called Strategic Priorities (SP). In the Strategic Plan (2006-07) approved in June 2005 (WFP.EBA/2005/5-A/Rev.1), they are called Strategic Objectives (SO). The wording is slightly different, but in essence the objective is the same. In this document they will be called Strategic Objectives to be consistent with current language. The output indicators for this objective were adjusted in the latest plan. This is to be taken into account for considerations regarding the new CP, but for the evaluation of the current CP the indicators from the 2004-2007 SP should be used. Corporate indicators for SO 5 are still to be determined. For the time being, capacity-building activities are reported upon through narratives in the Annual Report.



possible - impact and sustainability of WFP's efforts to play a *catalytic role* in the country's effort to reduce vulnerability and eliminate hunger and food insecurity among the targeted hungry poor, its efforts to promote and demonstrate *models* that provide immediate and longer-term food security in the most food insecure areas, as well as its *advocacy* efforts for the government's objective of a 'Hunger-free India'. The *secondary objective* is to evaluate the relevance, effectiveness, efficiency, impact and sustainability of the CP activities (ICDS, FFE and FFW).<sup>99</sup>

The main use of the evaluation will be to draw lessons from the capacity & model building initiatives and advocacy efforts for the design of future WFP assistance to India, as well as for the design and planning of similar efforts in other countries and regions. Main users will be the WFP Country Office and the GoI in developing the new WFP programme, and WFP Headquarters and the EB in terms of capacity development/advocacy. Current and future implementing partners, such as UNICEF, UNAIDS, IFAD, CARE and other NGOs may use evaluation findings to shape future collaborative activities.

The evaluation will provide the CO with an external view of progress towards expected results that may contribute to improvements in the current operation and help the CO in the design of a new CP. Recommendations will include offering guidance on the appropriate timing of a potential phase-out.

The evaluation will focus on output, outcome and impact level results. General compliance with WFP's Enabling Development and Enhanced Commitments to Women policies will be assessed.

The *scope* is first and foremost the ongoing CP 2003-2007 and the activities financed by the Trust Fund. To the extent that project areas have been the same during the first CP 1997-2003 for activity 1 and 3 (ICDS and FFW), data will be tracked as far back as possible and at least back through the last CP, to improve chances for seeing evidence of impact and sustainability. That might also help tell the story about the development of the partnerships.

The evaluation will not cover a geographically representative number of field sites. Considering its primary objective, sites to be visited during the mission will rather be selected based on good and less good examples of WFP's catalytic and model building efforts. The sites will be chosen by the CO in consultation with the evaluation team. It may be useful to identify factors that have led to success (and that are replicable) early on, so that the evaluation will be able to draw lessons for the WFP India CP, as well as possibly WFP programmes in other countries.

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<sup>99</sup> The definition of these evaluation criteria will be as in the WFP M&E modules, which are in line with the OECD-DAC definitions.

It may be difficult to look at some of the evaluation criteria for the primary objective, in particular impact and sustainability, partly because the capacity and advocacy efforts are relatively new, partly because tracking impact may be complex. Also, efficiency may be difficult to track in policy dialogue. However, the evaluation will strive to come up with some imputed results in these three criteria.



## 4. Key Issues

### 4.1 Coherence and Relevance

The CP will be examined for external coherence with the tenth GoI's Five-Year Plan (2002-2007), the UNDAF and other key planning documents. In terms of internal coherence, the CP will be examined with reference to activity logframes'. The evaluation will examine whether the CP activities (support to ICDS, FFE and FFW) and supplementary activities<sup>100</sup> are (still) relevant and whether food aid is (still) the most effective tool for achieving the stated objectives. The evaluation will analyze whether the programme was relevant from the perspective of beneficiaries, particularly in relation to the secondary objective and in relation to the aim of targeting the most 'marginalized' where a culture of sharing may exist within communities. The focus of the CP is currently on rural areas. The evaluation will assess whether this focus is still appropriate or has a shift to urban areas been considered?

#### Evaluation questions:

Are the CP activities coherent with the tenth GoI's Five-Year Plan, the UNDAF and other key planning documents? Are the CP and supplementary activities (still) relevant and is food aid (still) the most effective tool for achieving the stated objectives? Were the targeting mechanisms relevant, culturally acceptable and effective? Is the focus on rural areas still appropriate or has a shift to urban areas been considered?

### 4.2 Effectiveness and Efficiency of CP Activities

The mission will evaluate the extent to which the objectives of CP activities (support to ICDS, FFE and FFW) and supplementary activities have been reached on the basis of the results and performance indicators outlined in the logical framework summary of the CP document. It will examine the composition and acceptability/suitability of the food rations under each of the activities and evaluate whether the composition of the food rations and the delivery mechanisms used were the best and least costly in order to achieve the desired results.

#### Evaluation questions:

*Effectiveness:* Are CP and supplementary activities consistent with the logframe annexed to the CP document and/or those developed during programme implementation? To what extent were the CP objectives achieved/are likely to be achieved?<sup>101</sup> What were the major factors influencing their achievement or non-achievement? Did they correctly identify and reach the most food insecure and vulnerable populations (targeting)? If not, why not? Was seasonality taken into account during targeting?

*Efficiency:* Were the CP (nutrition, FFE and FFW) and supplementary activities implemented in the most efficient way compared to alternatives? Were they implemented in a cost efficient manner? Has the topping up of existing food assistance programmes, in particular the distribution of biscuits in a mid-day food assistance programme under the FFE activity, proven to have positive effects? If so, why, and if not, why not? Were the objectives achieved on time?

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<sup>100</sup> As per the CP document, supplementary activities would be an expanded school feeding and nutrition programme, control of tuberculosis, support for activities on child work, and support to control of HIV/AIDS. During the preparatory mission, it became apparent that nothing has been done on tuberculosis and child work, and that the HIV/AIDS programme is yet to start. Instead, a range of non-food (supplementary) activities have been implemented. The evaluation will analyse the status of supplementary activities and evaluate those undertaken.

<sup>101</sup> When evaluating WFP's support to the ICDS, the recent Thematic Review of Food Aid for Nutrition, MCHN and Child Nutrition Interventions, and in particular the India case study, should be taken into account.



### **4.3 Effectiveness and Efficiency of Model and Capacity Building Activities**

Although India has the largest targeted food assistance programmes in the world, nationally commissioned evaluation studies show that their effectiveness has been limited<sup>102</sup>. These show that less than half of the amount of subsidized food grain distributed under the public distribution system was consumed by the bottom 40 percent of the population and that food entitlements were too small to have any significant income-transfer impact on poor households. The national programmes were seen to have weak synergies among themselves and often revealed weak implementation, particularly with regard to ensuring outreach to the poor. Insufficient targeting, lack of community involvement and not enough focus on creating developmental opportunities were among the weaknesses reported<sup>103</sup>.

The strategy behind the CP expressed in the CSO signed by the GOI and endorsed by the EB was that if WFP could help to improve the effectiveness of the national food assistance programmes, it would help reach many more beneficiaries than a WFP programme in itself ever would. Therefore the strategy behind the activities implemented under the CP was that they would serve as models for effective food assistance programmes, covering for example needs assessment, targeting and monitoring, through which the capacity of the relevant authorities at district level would be strengthened. During the relevant session the EB expressed a particular interest in the model effect of the activities approved under the CP, which should thus be looked at in depth.

WFP India has been experimenting with a lot of innovative approaches (e.g. salt iodization, production of Indiamix in new States, preparation of documents such as books, videos/DVDs and leaflets), and new partnership arrangements, such as e.g. the introduction of Indiamix and the social marketing of that product. It has supported changes from policy to field level as it relates e.g. to strengthening the role of women (through WFP's Enhanced Commitments to Women) and to targeting of the marginalized. The evaluation should capture and analyze these innovations.

#### **Evaluation questions:**

*Effectiveness:* What model and capacity building concepts and practices were used to guide the CP? Which elements were more effective, and why? Were they effective in terms of serving as models for national food assistance programmes? Are they being replicated elsewhere in India? What sort of capacity has been transferred to the partners? Is there evidence that national food assistance programmes improved (particularly in targeting and ensuring that the food reaches the targeted population) because of innovative activities implemented under the CP? Should those models be repeated in a new CP? Could and should they be replicated elsewhere outside India? What changes from policy to field level have taken place? Are those sustainable? What lessons can be learnt from effective changes?

What general lessons regarding capacity building efforts can be drawn for other programmes and WFP corporately? Can lessons from the capacity building activities be used to develop corporate indicators for SP5? If so, which indicators could those be? How should WFP corporately pursue its strategic objective of capacity building, in particular in a development

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<sup>102</sup> Quote from the CSO and the CP document.

<sup>103</sup> WFP/EB.2/2001/4/2





context? What is WFP's role in India and other countries related to capacity building vis-à-vis that of other partners, such as e.g. FAO, UNDP and UNAIDS?

*Efficiency:* Were the model and capacity building activities cost-efficient? Were the objectives achieved on time? Were they implemented in the most efficient way compared to alternatives?

#### **4.4 Effectiveness and Efficiency of Advocacy Efforts**

Another particular interest of the EB was the effort to advocate for food security at policy level. The CP document states that “WFP has succeeded in gaining ground on advocacy for food assistance programmes and demonstrating the causal link between food assistance and food security<sup>104</sup>. It wants to continue to play a catalytic role in the analysis of food insecurity by supporting development of a national food security policy, especially targeted food assistance, particularly for malnourished women and children”.

##### **Evaluation questions:**

*Effectiveness:* What advocacy models were selected by the CO, and why? What are the activities carried out for this purpose? What results have been achieved that can tell us about the relevance of WFP's efforts to advocate for food security? What is the achieved and potential impact? Which advocacy elements were more effective, and why? Is there evidence of change in policy and practice because of those? Can the results achieved expected to be sustainable? Are there other advocacy activities that could be considered by WFP India in the future? What general lessons regarding advocacy efforts can be drawn for other programmes and WFP corporately?

*Efficiency:* What were the costs of advocacy efforts both, cash and human resource capacity wise? Were they efforts undertaken in a cost efficient manner? With the low levels of cash resources (ODOC and DSC), how did the CO manage? Should/Could this be replicated in other countries?

#### **4.5 Partnerships and Coordination**

In the CSO agreed with the Government and the UN Country Team it was foreseen that the CO would strengthen its partnerships with the Government and other development partners to achieve the objectives of creating successful development models and advocating for food security. One of the strategies to achieve better coordination and possibilities for knowledge transfer from WFP to the GOI on specific implementation tools such as needs assessment, targeting, monitoring, etc. was the decentralized approach through which WFP would work directly with the district and state level Government.

The evaluation will examine the nature and extent of coordination with government departments, relevant UN agencies, NGOs and other agencies that are active in the same sectors as WFP. It will, to the extent possible, assess how partnerships with other agencies have affected the outcomes of activities. It will also analyse the extent to which CP activities have been effectively integrated.

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<sup>104</sup>Two concrete examples are the national micronutrient conference, which discussed the issues related to fortified supplementary feeding, and the preparation of the Food Insecurity Atlas of Rural India that culminated in a national consultation “Towards a Hunger-free India”, where the Government reiterated its commitment to the eradication of hunger as a goal of its forthcoming Tenth Five-Year Plan (2002–2007). Recommendations on strengthening food assistance programmes are contained in a WFP publication: Enabling Development-Food Assistance in South Asia.



### **Evaluation questions:**

How were partners selected – e.g. was this based on previous working relationships? What are the results of partnerships in terms of concrete outcomes, including effects on the achievement of CP objectives, as well as possible improvement in policy or practice at local, district and/or national level? How relevant do our partners view the partnerships? What role has the Trust Fund played in strengthening the partnership with the Government, and perhaps other stakeholders such as NGOs? What is the role of NGOs and CBOs? What general lessons can be drawn for other programmes and WFP corporately? To what extent have CP activities been effectively integrated? Has the decentralization contributed to better programme design and implementation? If so, how, and if not, why not?

### **4.6 Food Procurement and Funding**

In 2004, the India CO bought 95% of the commodities locally which should make the operation more cost efficient and avoid any negative impacts on markets caused by imported foods. However, 99% of the funding from WFP is multilateral funds which are allocated once a year based on WFP's Resource Allocation Model (RAM). This makes it difficult to distribute according to seasonality, which is also confirmed in the annual Standardized Project Reports (SPRs). Following an ongoing Business Process Review (BPR), WFP will change its resourcing procedures and apply a new business model.

At the time of revising this Concept Paper, the CP is only funded by 40% of the approved amount. Fortunately, the programme is receiving important inputs from partners such as the Government (including the Trust Fund), bilateral donors and IFAD. The magnitude of those will have to be clarified during the evaluation.

The Government of India has donated 1 million tons of food to WFP operations in other countries and the CO is administering this in addition to managing the CP. The evaluation will assess whether or not the food procurement and logistics arrangement of biscuit production with India donated wheat for the Afghanistan operation has impacted upon the CO's capacity to do its core business, namely to implement the CP, and whether anything can be learnt from that for a future CP.

### **Evaluation questions:**

How cost efficient is the operation? What effect does the RAM have on the programme and consequently on the beneficiaries? What did/does the CO do to mitigate the negative consequences of the timing of the RAM and the low funding levels? What corporate lessons should be drawn from that? What role does the Government funded food play in this? How is the Trust Fund managed including monitoring and recording of activities and results? How do Trust Fund activities relate to CP activities? Have unexpected additional food procurement and logistics tasks impacted upon the CO's capacity to manage the CP?

### **4.7 Sustainability and Exit Strategy**

The CSO mentions an exit strategy for the ICDS and FFE activities that will focus on the development of an appropriate model and its acceptance by the Government as part of the latter's regular programme. With respect to the FFW component, support will be targeted for up to three years in each geographical area, during which all physical works will be completed and, with the support of the Government, the institutional infrastructure for maintenance be



established. The evaluation will assess whether those objectives have been achieved, as well as constraints in case they have not been achieved.

WFP India has already started preparing for a new Country Programme 2008-2012. High-level discussions have been held between the GoI, the WFP India Country Office and WFP Executive Staff. In those discussions, the possibility of GOI providing all food resources to a future Country Programme and WFP focusing on the provision of technical assistance, capacity development and advocacy support, was reviewed. The evaluation will help identify the most appropriate and effective design of any future WFP assistance to India. In this endeavour, it will analyze WFP's comparative advantage of providing capacity building assistance and advocacy support as compared to other agencies, such as e.g. CARE, FAO, UNICEF, MI and UNAIDS providing this service in the areas of effective food aid programming, food security, support for sustainable livelihoods, micronutrient fortification, advocacy for a hunger-free India, Food for Education, and support to HIV/AIDS.

#### **Evaluation questions:**

*Sustainability:* To what extent has the Government found the WFP assisted activities useful, and to what extent have activities or models been taken over? What are the obstacles and successes for the Government to take over activities and/or models? What can be done to overcome the obstacles? Can something be learnt from this for other WFP programmes? What is WFP's comparative advantage of providing capacity building assistance and advocacy support as compared to other agencies, such as e.g. CARE, FAO, UNICEF, MI and UNAIDS providing this service in the areas of effective food aid programming, food security, support for sustainable livelihoods, micronutrient fortification, advocacy for a hunger-free India, Food for Education, and support to HIV/AIDS?

*Exit Strategy:* Considering among other issues this comparative advantage, what is the most appropriate and effective role for WFP in India in the future? Should there be another CP? Would it be pertinent for WFP to look at a timeframe for phase out? If so, how should this be planned and staged? How do the partners imagine WFP's phase out? Would WFP's role as technical assistance provider only be appropriate and effective?

#### **4.8 Gender**

The evaluation team will review to what extent the CP activities address gender equality and women empowerment issues and to what extent they are compliant with WFP's Enhanced Commitments to Women (ECW) policy.

#### **Evaluation questions:**

To what extent do CP activities address gender equality and contribute to women's empowerment? To what extent were CP activities compliant with WFP's Enhanced Commitments to Women (ECW) policy? What were the key factors involved in achievements to date, and are these replicable? How would future WFP assistance have to be planned and provided to strengthen the gender focus and compliance with the ECW? Has the CO developed and successfully implemented a gender mainstreaming strategy, as recommended by the mid-term evaluation of the previous CP?



#### **4.9 Monitoring and Evaluation / Results-Based Management**

The evaluation will review whether RBM principles have been applied and whether an effective M&E system is in place. It will also review whether the recommendations made in the mid-term evaluation of the CP 1997-2001 on the programme's M&E system have been effectively implemented.

##### **Evaluation questions:**

Has the CO followed a results-based management (RBM) approach when planning for and implementing the CP? Was the decentralization implemented and does it work effectively? If so, what are the success factors? If not, what lessons can be drawn and what can be learnt from this for the future and other operations? Is the M&E system functioning well? If so, what are the success factors? If not, what can be done in the future to strengthen it, also with having a potential WFP phase-out and GOI phase-in in mind? What level of capacity in RBM has been transferred to counterparts?

When evaluating the above focus areas and answering the evaluation questions, the mission will take into account the recommendations made by the mid-term evaluation of the CP 1997-2001. It will analyse the extent to which those have been addressed.<sup>105</sup>

## **5. Methodology**

The evaluation will be based on document review and a field mission in March/April 2006. Most of the data to support the evaluation will be generated through the CO's M&E system and through self-impact assessments being undertaken in preparation for the evaluation. Data will be made available to the team prior to the mission to ensure that it can spend the time in-country with analyzing and validating data with the CO, sub-offices, beneficiaries and partners. The methodology will be finalized after consultations with the CO and others in Delhi in early February during a preliminary visit by the team leader.

A bibliography listing background documents for the evaluation will be prepared and kept updated by the team leader.

The team will undertake background reading and research before travelling to India. Besides further in-country document and record review, the team will interview female and male beneficiaries (and particularly the most marginalized), counterparts, partners and WFP staff. The collection of evaluation data will be carried out through a variety of techniques ranging from direct observation to informal and semi-structured interviews and focus groups, where feasible. While the number of beneficiaries contacted is less important than the results generated from those contacts, it can be noted that an estimated 1000 beneficiaries will be contacted during the mission, of which about some 800 through focus groups and some 200 through individual interviews. For the field visits, the team will split into three groups in order to cover a wider geographical area.

The analysis will build upon triangulating information obtained from various stakeholders' views, as well as with secondary data and documentation reviewed by the team; for this purpose a mix of quantitative and qualitative methods will be used.

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<sup>105</sup> A summary of evaluation recommendations and management responses is outlined in the EB document WFP WFP/EB.2/2001/INF/9.



As partnership and advocacy are key issues of the evaluation, special emphasis will have to be put on interviews with partners to get their views on the relevance, outcome and impact of the partnerships created. Visits to project areas will be undertaken to validate findings and to triangulate them with beneficiaries' views through HH and focus group interviews.

The term 'capacity building' (versus capacity development, institution building, organizational and institutional development) will be defined at the onset of the evaluation. And it will be specified which aspects of capacity building (e.g. technical, human or institutional) and which activity level (central, state, district and/or panchayat/local) will be the focus of the evaluation.

The following stakeholders will be closely involved in the evaluation: the WFP Regional Bureau and the WFP Country Office, WFP State Offices, UNICEF, CARE, the World Bank, Micronutrient Initiative, IFAD, the and Government of India at country, state, districts and panchayat levels, as well as beneficiaries.

An *evaluation matrix* including key questions, indicators and data required will be developed by the team leader prior to the mission, in collaboration with OEDE, the Country Office, Regional Bureau and other team members. All indicators to be used in the evaluation should be written into this evaluation matrix and discussed with the CO prior to the evaluation mission. According to the CP, special attention was given to the development and monitoring of specific indicators to measure the results of efforts to advocate and build partnerships for food security. To the extent possible these will be used together with the more traditional performance indicators for output and outcome level results described in the CP or any updated version thereof.

*Key stakeholders* of the mission are: the GoI, IFAD, UNICEF, World Bank, Micronutrient Initiative, CARE, DFID, WFP donors and programme beneficiaries. They will all be involved in the mission through extensive briefings and debriefings, and peer reviews of evaluation outputs (concept paper, TOR and draft reports). Feedback on the evaluation outputs will be shared with stakeholders and comments be integrated to the extent possible into the final documents. It has been decided not to involve external partners, such as UNICEF, the World Bank or CARE as full members in the evaluation team, in order to not make the group too big and to ensure that the work remains focused and expected outputs are accomplished on time.

During the debriefings for country, Regional Bureau and WFP HQ stakeholders, findings, conclusions and recommendations will be presented. The team leader will compile those based on the inputs of the team members. This early presentation and discussion of recommendations will facilitate the timely preparation of the management response.

An *external peer review group* to assess evaluation outputs will be set up for quality assurance purposes. It will consist of two experts, one focusing on nutrition, health and gender, and the other on capacity building and advocacy aspects of the evaluation. OEDE will manage this group, while the team leader will address comments from the reviewers in the final technical and the Executive Board reports.

## **6. Evaluation Schedule and Expected Outputs**

The team leader will undertake a brief preparatory visit to HQ and to the India County Office in February. The ultimate in-country evaluation process will commence in the capital, New Delhi, for about seven days and then proceed on field visits lasting about two weeks. As currently planned, each of the core team members will visit two sites each to ensure core programme and



geographical coverage. Sites to be visited will be selected based on good and less good examples of WFP’s catalytic and model building efforts and their representativeness vis-à-vis core programming. Upon return, the team will spend about seven days in Delhi for final interviews and for the drafting and presentation of the Aide-Mémoire. If deemed necessary, one day will be spent in the WFP Asia Regional Bureau in Bangkok for de-briefing at the RB level.

If necessary, the team leader may present the evaluation report to the WFP Executive Board.

After the mission has left India, the team leader will produce a full technical report with inputs from the other two team members, as well as an Executive Board summary report and a recommendations tracking matrix.

The evaluation schedule and expected outputs are as follows:

Timing	Outputs
December 2005	<ul style="list-style-type: none"> <li>○ Concept Paper prepared</li> </ul>
January 2006	<ul style="list-style-type: none"> <li>○ Team members selected and contracted</li> <li>○ TOR prepared and shared with key stakeholders</li> <li>○ Evaluation Matrix prepared</li> <li>○ Travel arrangements for all mission members made</li> <li>○ Peer Review Group selected</li> </ul>
February 2006	<ul style="list-style-type: none"> <li>○ HQ briefing undertaken</li> <li>○ Preparatory mission undertaken</li> <li>○ Detailed mission programme prepared</li> <li>○ Background information/data received from the CO</li> </ul>
13 March – 7 April ‘06	<ul style="list-style-type: none"> <li>○ In-country mission undertaken (including RB debriefing)</li> </ul>
28 April 2006	<ul style="list-style-type: none"> <li>○ Team members’ inputs to technical report submitted</li> </ul>
4 May 2006 (to be confirmed)	<ul style="list-style-type: none"> <li>○ Debriefing at WFP HQ</li> </ul>
12 May 2006	<ul style="list-style-type: none"> <li>○ Full technical report, EB summary report and recommendations tracking matrix (management response matrix) written and circulated within WFP for review and comments</li> </ul>
9 June 2006	<ul style="list-style-type: none"> <li>○ Feedback received on above documents from WFP HQ, RB and CO, and external peer reviewers</li> </ul>
19 June 2006	<ul style="list-style-type: none"> <li>○ Comments incorporated into full and summary reports (plus recommendations tracking matrix) and circulated within key stakeholders</li> </ul>
August 2006	<ul style="list-style-type: none"> <li>○ Final full technical and summary reports (plus recommendations tracking matrix) prepared</li> </ul>
November 2006	<ul style="list-style-type: none"> <li>○ Summary report and recommendations tracking matrix submitted to the Annual Session of Executive Board (date to be confirmed)</li> </ul>



The expected *written outputs* are:

- a. Evaluation Matrix
- b. Aide-Memoire (5 - 10 pages)
- c. Technical reports by each mission member (they will serve as annex to the full technical report and should each have a maximum of 15 pages or 7,500 words)
- d. Full technical report, including executive summary (not exceeding 60 pages, excluding annexes)
- e. Executive Board Summary report, including one-page executive summary (maximum 5,000 words including a one-page summary)
- f. Recommendations tracking matrix/management response matrix
  - Maximum 2,000 words, including management responses
  - Ideally, the number of key recommendations should not exceed a dozen and should be prioritised. Additional subsidiary recommendations can be contained in the full technical report.

## **7. Team Composition and Sharing of Responsibilities**

The evaluation team will be comprised of three external, independent consultants: a team leader, one international and one national team member. To facilitate the team's work and promote Government of India use of the evaluation, a representative from the National Planning Commission will join the field mission. The National Planning Commission representative will not be a full mission member and not contribute to mission outputs, but will participate in meetings in Delhi, and in field missions if possible. WFP Country and Sub-Office staff will prepare for and facilitate the mission and participate throughout. A Regional Bureau (ODB) representative and the OEDE evaluation manager will participate during the last week of the mission.

The team leader will focus mainly on the primary objective of the evaluation and the second international consultant on the secondary objective. The national consultant will focus on the primary objective while supporting the secondary. The table below indicates the primary responsibilities of mission members.



Key Issues	Tony Beck (Team Leader)	Ellen Girerd- Barclay	N. C. Naresh Chandra Saxena
1. Coherence and Relevance	Re. coherence with GoI	Re. targeting	
2. Effectiveness and Efficiency of CP Activities			
ICDS			
FFE			
FFW		General	In detail
3. Effectiveness and Efficiency of Model and Capacity Building Activities			
4. Effectiveness and Efficiency of Advocacy Efforts			
5. Partnerships and Coordination			
6. Food Procurement and Funding			
7. Sustainability and Exit Strategy			
8. Gender			
9. RBM / M&E	RBM	M&E	

The *team leader Tony Beck* will undertake a preparatory visit to the India Country Office. During the evaluation mission he will be responsible for the preparation of the following outputs: overall logistics, evaluation matrix (prior to the mission), aide-memoire, draft and final full technical report (including individual mission members' technical inputs/reports), EB summary report, executive summaries of both reports, and the recommendations tracking/management response matrix. He will also address comments provided on draft reports by WFP CO, Regional Bureau and HQ staff, as well as from the peer reviewers.

The team leader will not be responsible for mission members' individual reports, nor for their timely submission, but for putting their inputs together, so that the final reports read and flow well. To facilitate report writing and to support transparency and accountability of each team member, an outline of the full technical report will be prepared at the onset of the mission and certain chapters and annexes be assigned to certain mission members.

While the team members' ultimate accountability will be towards OEDE, they will all report to the team leader during the mission, allowing him to coordinate the team's work well.

The *international team member (Ellen Girerd-Barclay)* will be mainly responsible for analysis of ICDS (including micronutrient fortification) and FFE activities, and will produce a separate annex to the evaluation report on each of these areas covering the key evaluation questions in these terms of reference. Each of these Annexes should be no more than 7,500 words (about 15 pages), and will draw on input from the other team members. She will also be responsible for commenting on the TOR and draft evaluation matrix, for the development of evaluation research tools (questionnaires), for the liaison with Sub-Office staff regarding field trips, and for the provision of inputs to the presentation of mission findings, conclusions and recommendations for the country, RB and HQ debriefings.





The national team member (Naresh Chandra Saxena) will focus on the primary objective of the CP while supporting the secondary. He will be responsible for supporting the team leader in interviews related to advocacy and capacity building, and for analysing FFW activities covering the key evaluation questions in these terms of reference. He will produce an Annex on FFW activities of no more than 7,500 words (about 15 pages), which will draw on input from other team members. He will also be responsible for commenting on the TOR and draft evaluation matrix, for the development of evaluation research tools (questionnaires), for the liaison with Sub-Office staff regarding field trips, and for the provision of inputs to the presentation of mission findings, conclusions and recommendations for the country, RB and HQ debriefings.

The Regional Bureau Representative and the OEDE evaluation manager will participate at the last week of the evaluation mission to facilitate the completion of the work and to be able to later on facilitate the dissemination of evaluation results, as well as the preparation and implementation of the management response.

The role of the OEDE evaluation manager is to prepare for the mission, facilitate its implementation, support to the extent possible the preparation of reports, coordinate the generation of in-house and external feedback, and to facilitate the dissemination of evaluation results.

The following peer reviewers will contribute to the evaluation outputs:

- Per Pinstруп-Andersen is the H.E. Babcock Professor of Food, Nutrition and Public Policy and Professor of Applied Economics and Management at Cornell University, professor of Development Economics at the Danish Agricultural University and Distinguished Professor at Wageningen University, the Netherlands. In addition to his Ph.D. in Agricultural Economics, he has honorary doctoral degrees from four universities. He is the 2001 World Food Prize Laureate.
- Annemarie Hoogendoorn: She is a senior consultant on food and nutrition for development and humanitarian aid, policy and management issues, and director of her own firm Nectar Consulting based in The Netherlands, which provides consultancy services on all phases of the project cycle. She has taken part in major thematic evaluations on food and nutrition and a wide range of programme / project formulation and evaluation missions and was team leader of the recent WFP Thematic Review of Food Aid For Nutrition: Mother and Child Nutrition (MCN) Interventions, which included India as a case study.
- Bernard Woods: He is a monitoring and evaluation expert, has planned and managed a range of country, program, and project evaluations, and has designed and implemented M&E systems for numerous projects in Asia and Africa. A recent assignment was an evaluation of CIDA funded food aid programming in India and Bangladesh. He is working for Goss Gilroy company (Canada) and has done the peer review on a pro-bono basis.





## **Annex 2: Country Programme 2002-2007 Logical Framework Analysis**



<b>COUNTRY PROGRAMME INDIA (2003–2007) LOGICAL FRAMEWORK SUMMARY</b>			
<b>Narrative summary</b>	<b>Indicators of results/performance</b>	<b>Means of measurement/verification</b>	<b>Assumptions/risks</b>
<p><b>Goal</b> 1. Increased number of people with sustainable food security in the most food insecure states/districts/communities/households</p>	<p><i>Impact</i><sup>106</sup> <b>1. Improved food access of the most food insecure HHs throughout the year</b> 1.1 Number of families with food gap of more than three months reduced 1.2 Number of below-poverty-line (BPL) HHs decreased in target areas <b>2. Improved food utilization and nutritional status of women and children</b> 2.1 Percentage of undernourished children under 3 years of age (weight for age) in target areas 2.2 Infant mortality rate for girls and boys in target areas reduced</p>	<p>Participatory Mini Survey (PMS),<sup>2</sup> <i>National Sample Survey Organization (NSSO)</i><sup>3</sup> data</p> <p>PMS, NSSO/Sample Registration System, National Family Health Survey (NFHS)/National Nutrition Monitoring Bureau data for evaluating impact at the district level Annual programme assessments, and the semi-annual performance improvement meeting PMS, education records</p>	
	<p><b>3. Improved education status, with special emphasis on girls</b> 3.1 Female literacy rate increased in target districts</p>		

<sup>1</sup> India, as signatory to the 1996 World Food Summit, has committed itself to “halving the undernourished by 2015”. Indicators reflect these and India's Tenth Five-Year Plan targets.

<sup>2</sup> Participatory Mini Surveys will be conducted in a sample of communities, using participatory methods with seasonal hunger rankings and measures of changes in food, nutrition and education as perceived by the people themselves and particularly by women.

<sup>3</sup> NSSO, in cooperation with state and district statistical offices, will facilitate the access to data collected at the district level and in randomly selected villages.



<b>COUNTRY PROGRAMME INDIA (2003–2007) LOGICAL FRAMEWORK SUMMARY</b>			
<b>Narrative summary</b>	<b>Indicators of results/performance</b>	<b>Means of measurement/verification</b>	<b>Assumptions/risks</b>
<p><b>Objective</b></p> <p>1. Targeted food-insecure communities and HHs act to improve their livelihoods in a sustainable manner</p>	<p><b>Outcomes</b> (targets for the five-year period, to be reviewed at mid-term review)</p> <p>1. HHs increase their food security</p> <p>1.1 Percentage of targeted HHs using improved watershed management, agriculture and forestry practices (target: 80 percent)</p> <p>1.2 Percentage of arable land cropped in target areas (target: 20-percent increase)</p> <p>1.3 Tons of cereal stored in grain banks (target: 20-percent increase)</p> <p>1.4 Percentage of women from targeted HHs participating in grain banks and self-help groups (target: 50 percent)</p> <p>1.5 Number of families indebted to moneylenders (target: 20-percent reduction)</p>	<p>PMS, government records and self-help group books</p>	<p>NGO involvement increases the likelihood of success.</p> <p>Decentralization at the district level is put into place and sufficient resources are allocated.</p>
	<p>2. Mothers and children meet their nutritional needs (support to ICDS)</p> <p>2.1 Percentage of children and expectant mothers in targeted HHs with nutritional intake, including micronutrients, of at least 80 percent of recommended daily allowance (target: 50 percent)</p> <p>2.2 Percentage of nursing mothers using improved weaning and child-care practices (target: 30 percent)</p> <p>2.3 Percentage of women's groups actively participating in ICDS (target: 20 percent)</p> <p>2.4 Percentage of children 3–6 years participating in informal pre-school activities</p>	<p>PMS, ICDS records, NFHS data</p>	<p>ICDS efficiency increases and more community involvement takes place to support ICDS and health activities.</p>



<b>COUNTRY PROGRAMME INDIA (2003–2007) LOGICAL FRAMEWORK SUMMARY</b>			
<b>Narrative summary</b>	<b>Indicators of results/performance</b>	<b>Means of measurement/verification</b>	<b>Assumptions/risks</b>
	<p>3. Women and girls improve their educational level</p> <p>3.1 Percentage of girls completing elementary school (target: 50-percent increase)</p> <p>3.2 Percentage of targeted women who have completed functional literacy courses and health education (target: 50 percent)</p> <p>3.3 Percentage of women completing literacy and health training who participated in decision-making and development activities (target: 50 percent)</p>	PMS, school records	<p>Government committed to making schools more attractive (improvements in buildings, teacher training, sanitation, etc.).</p> <p>Community is involved in education matters and committed to school feeding programmes (school committees).</p>
<p>2. Provide a catalytic role in strengthening ongoing food assistance programmes/policies in order to eradicate hunger in the most food insecure areas</p>	<p>4.1 Extent of WFP participation in national/state Hunger-free policy committees</p> <p>4.2 Extent of adoption by the Government of innovative Enabling Development-based programme designs for replication</p> <p>4.3 Level of resources expended annually by the Government and donors in support of food assistance activities</p> <p>4.4 Level of integration of food assistance strategies with other strategies in final Common Country Assessment (CCA) and UNDAF documents</p>	Government of India, states and other donor documentation	<p>Synergy works as anticipated. The Government continues to support:</p> <p>target groups as they take further action to reduce their vulnerability;</p> <p>extension of coverage of food-insecure communities and HHs.</p>
<p>Outputs</p> <p>1. Asset of the targeted communities and HHs preserved and increased FFW</p>	<p>1.1 Amount of food distributed to number of participants (gender disaggregated)</p> <p>1.2 Number of irrigation structures constructed and number of hectares under irrigation increased in target area</p> <p>1.3 Area of land levelled, amount of bunding and amount of terracing completed</p> <p>1.4 Hectares of forest regenerated</p>	<p>PMS, WFP tracking system</p> <p>Quarterly meetings of government/WFP activity implementation teams at the state level</p> <p>Quarterly Activity Progress Report summarized in integrated meeting</p>	<p>Absence of major epidemics in target area</p> <p>Absence of natural calamities in target area</p> <p>Food distributed on time, in line with seasonal shortages.</p>



<b>COUNTRY PROGRAMME INDIA (2003–2007) LOGICAL FRAMEWORK SUMMARY</b>			
<b>Narrative summary</b>	<b>Indicators of results/performance</b>	<b>Means of measurement/verification</b>	<b>Assumptions/risks</b>
2. Targeted vulnerable mothers and children meet immediate nutritional needs (support to ICDS)	<p>1.5 Number of grain banks constructed</p> <p>1.6 Amount of generated funds utilized by the Village Development Committee, especially for priority activities identified by women</p> <p>Groups formed and trained</p> <p>1.7 Number of women’s groups formed and trained</p> <p>1.8 Number of user groups established to preserve and maintain community assets</p> <p>2.1 66,000 tons of fortified supplementary food distributed to 2,440,000 beneficiaries for 240 days per year (20 days per month), on time at ICDS centres</p> <p>2.2 Number of NHED sessions, including growth monitoring/counselling, conducted and number of targeted women reached per year</p> <p>2.3 Number of health days conducted in 50 percent of target area per year</p> <p>2.4 Integration of targeted adolescent girls in 20 percent of ICDS centres</p> <p>2.5 Number of mid-morning meals provided to children 3–6 years attending pre-school sessions at AWCs</p> <p>2.6 Amount of fortified food locally produced</p> <p>2.7 Number of pre-school kits and training by AWWs</p>	<p>Quarterly CP meeting of team leaders for each of the activity teams. Group reviews the combined programme progress and its effect on target group</p> <p>Annual Food Aid Advisory Committee and half-yearly Food Aid Advisory sub-committee meeting</p>	<p>The Government continues to meet funding commitments on a sustained basis.</p> <p>Strong and functional PRI system in place to support programme activities</p> <p>Staff in place</p> <p>Sub-centres open and functioning</p> <p>Outreach volunteers in place</p>
3. FFE, literacy and training	Literacy and training programmes implemented		



<b>COUNTRY PROGRAMME INDIA (2003–2007) LOGICAL FRAMEWORK SUMMARY</b>			
<b>Narrative summary</b>	<b>Indicators of results/performance</b>	<b>Means of measurement/verification</b>	<b>Assumptions/risks</b>
	<p>3.1 Eighty percent of targeted women per year received food for participating in the functional literacy classes of the CP</p> <p>3.2 Twenty-five percent of the programme managed on a decentralized basis by the PRI</p> <p>School feeding and girls' incentive programme implemented</p> <p>3.3 Eighty percent of targeted girls (classes 4–8) receive take-home rations for ten months every year of the CP</p> <p>3.4 Eighty percent of all targeted students in classes 1–8 receive school meals for at least 160 days every year of the CP until the end of the project</p> <p>3.5 Eighty percent of the target children, classes 1–8, get health checks, iron and folic acid, and deworming</p>		<p>Staff and buildings in place</p> <p>Health department brings in complementary inputs.</p>





### Annex 3: Evaluation Matrix

CP = Country Programme (2003-2007)  
 CO = Country Office  
 GoI = Government of India  
 \* = CP 2003-2007 results statement or indicator.

Evaluation questions	Indicators	Data collection methods and sources
<b>1.Coherence and relevance</b>		
1.1 To what extent is the CP coherent with the GoI's 10 <sup>th</sup> Five-Year Plan (2002-2007)?	Consistency in policy statements and programme planning	Review of 10 <sup>th</sup> Five-Year Plan CP reporting
1.2 To what extent is the CP coherent with State level planning	Consistency in policy statements and programme planning	State level interviews
1.3 To what extent is the CP consistent with the MDGs and UNDAF?	Consistency in policy statements and programme planning	Review of UNDAF Resident Coordinator Annual Report CP reporting
1.4 How consistent is the CP with WFP's current strategic priorities and policies (e.g. capacity development policy, focus on NHED, under 3s, adolescent girls, and pregnant women)? Is the focus on rural areas still appropriate or should a shift to rural areas be considered?	Focus in programme implementation on current good practice in food security.	Review of CP reporting  CO staff interviews
1.5 How internally consistent is the CP document and its LFA?	Logical connections between background analysis and results statements in LFA  Connections between output, outcome and impact	Review of CP document (2003-2007)



	levels of LFA Connections between results statements and indicators	
1.6 How relevant has the CP been from the perspective of beneficiaries, including the cultural appropriateness of targeting? Was the composition of the food rations under each of the activities acceptable?	Beneficiary perspectives on programming	Beneficiary interviews
<b><i>Additional questions</i></b>		
1.7 Is food aid still the most effective tool for achieving the CP objectives?		



Evaluation questions	Indicators	Data collection methods and sources
<b>2. Effectiveness and efficiency of CP activities</b>		
<p>2.1 Is WFP meeting its target for numbers of beneficiaries?</p> <p>Targets in CP document: 4.8 million beneficiaries per annum, which includes an average of 3.8 million participants per year over the five-year period. 100 per cent of the participants in the nutrition and FFE activities will be women and children and about 50 per cent of the participants in the FFW activities will be women. Women and children will therefore represent some 94 per cent of beneficiaries.</p>	<p>Numbers of beneficiaries, by sex.</p>	<p>Review of CO self-evaluations</p> <p>Review of data sources as noted in the CP LFA</p> <p>SPRs</p> <p>Field visits, focus group discussion and household interviews</p>
<p>2.2 How successful has geographical targeting been, in terms of accessing the poorest Districts, and the poorest within those Districts?</p>	<p>Districts selected meet approved criteria in relation to food insecurity</p> <p>Poorest groups consistently receiving support</p>	<p>VAM reports</p> <p>CO self evaluations</p> <p>Beneficiary interviews</p>
<p>2.3 How successful has the CP been in providing integrated programming? Have 25 districts received intensive intervention, i.e. intervention that combines at least two of the three CP activities (target in CP document)?</p>	<p>Number of districts with at least two of three CP activities</p>	<p>CO interviews</p> <p>Review of CO reports</p>
<p>2.4 Is the programme meeting or likely to meet the targets set in the CP logframe?</p>	<p><b>Impact level indicators*</b></p> <p>Number of families with food gap of more than three months reduced</p> <p>Number of below-poverty-line households (HH) decreased in</p>	<p>Review of CO documents - Participatory Mini Surveys, CO self-evaluations, government records and self-help group books, ICDS records, NFHS data (as noted in CP document), SPRs</p> <p>Field visits</p>



	<p>target areas</p> <p>Percentage of undernourished children under 3 years of age (weight for age) in target areas</p> <p>Infant mortality rate for girls and boys in target areas reduced</p> <p>Female literacy rate increased in target districts</p> <p><b>Outcome level indicators*</b></p> <p><b>FFW</b></p> <p>Percentage of targeted HHs using improved watershed management, agriculture and forestry practices (target: 80 percent)</p> <p>Percentage of arable land cropped in target areas (target: 20-percent increase)</p> <p>Tons of cereal stored in grain banks (target: 20-percent increase)</p> <p>Percentage of women from targeted HHs participating in grain banks and self-help groups (target: 50 percent)</p> <p>Number of families indebted to moneylenders (target: 20-percent reduction)</p> <p><b>ICDS</b></p> <p>Percentage of children and expectant mothers in targeted HHs with nutritional intake, including micronutrients, of at least 80 percent of recommended daily allowance (target: 50 percent)</p> <p>Percentage of nursing mothers using improved weaning and child-care practices (target: 30 percent)</p>	
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	<p>Percentage of women's groups actively participating in ICDS (target: 20 percent)</p> <p>Percentage of children 3–6 years participating in informal pre-school activities</p> <p><b>FFE</b></p> <p>Percentage of girls completing elementary school (target: 50-percent increase)</p> <p>Percentage of targeted women who have completed functional literacy courses and health education (target: 50 percent)</p> <p>Percentage of women completing literacy and health training who participated in decision-making and development activities (target: 50 percent)</p> <p><i>Additional indicators</i></p> <p>Number of sustainable assets created by FFW to prevent impact of disasters</p> <p>Support to livelihoods by FFW</p>	
<p>2.5 To what extent were PRIs and communities (and the poorest among these) involved in planning, decision-making and implementation? How far were women's groups involved in design and planning activities?</p>	<p>Participation in planning meetings</p> <p>Beneficiary views of involvement in decision-making and implementation</p>	<p>Review of CO self-evaluations</p> <p>Beneficiary interviews</p>
<p>2.6 To what extent did the intervention promote the regular provision of</p>	<p>Evidence of integrated planning and provision of complementary inputs</p>	<p>CO interviews</p>



complementary inputs—such as training and the delivery of health and nutrition services—required to establish behavioural changes?		Government interviews Beneficiary interviews
2.7 Was seasonality taken into account during targeting?	Allocation of resources by season	Review of resource disbursement
2.8 To what extent has the FFW intervention been successful in changing unequal power relations? How far has it been able to ensure equal access to suitable FFW employment and control over the assets created? (CP document)	Greater participation in planning and decision-making by poorest groups and women	CO self-evaluations Beneficiary interviews
2.9 Has the topping up of existing food assistance programmes, in particular the distribution of biscuits in a mid-day food assistance programme under the FFE activity, proven to have positive effects?		
2.10 How successful have supplementary activities and special activities been in meeting their objectives, in particular transferring capacity to the government and other counterparts and developing and advocating for replicable models?	Results of: CIDA supported fortification project Adolescent girls project FFHD IFAD partnership  Planning of: Ending Child Hunger HIV/AIDS programming	CO staff, counterpart staff, CO reporting, planning documents for Ending Child Hunger and HIV/AIDS programming
2.11 How efficient was the CP? Could the same results have been achieved through other more cost-effective means? Were the composition of food rations and the delivery mechanisms used least costly in terms of achieving the desired results? Were objectives achieved on time?	Evidence of cost-benefit analysis in CP planning	CO interviews Counterpart interviews



*Additional questions*

2.12 What were the major factors influencing achievement or non-achievement?



Evaluation questions	Indicators	Data collection methods and sources
<b>3. Capacity building</b>		
3.1 To what extent has the policy <i>Building Country and Regional Capacities</i> directed the CP?	Uptake of specific policy elements by the CO	Interviews with CO staff Review of CO documents
3.2 To what extent has the CO worked within the UN system in capacity development efforts? How successful have UN wide capacity development efforts been?	Joint planning and programming	Interviews with: CO staff UN Resident Coordinator UNICEF UNAIDS FAO  UN Resident Coordinator reporting (e.g. on Communities of Practice)
3.3 How systematic has capacity development been? Has there been longer-term planning? Has training taken place? Have mechanisms been put in place to measure the results of capacity development?	Evidence of systematic planning (internal workshops, reviews, RBM system, training)	Interviews with CO staff
3.4 Was a capacity needs assessment of counterparts carried out?	Details of needs assessment	Interviews with CO, GoI and State level staff
3.5 Have counterparts other than the GoI received capacity development support?	Numbers of non-GoI institutions receiving support	Interviews with CO and counterpart staff  Site visits
3.6 What are the main types of capacity that have been transferred to counterparts? Has WFP been able to work at the individual, organisation and system levels?	Types of capacity  Evidence of capacity development at the individual, organisation and system levels.	Interviews with CO and counterpart staff
3.7 Is support to capacity development likely to be sustainable? What is the likelihood of GoI and State level ownership?	New funding by GoI and States  Policy statements by GoI and State level governments	Interviews with CO, GoI and State level staff  Document review





3.8 To what extent was capacity development efficient?	Timely delivery of services Consideration of alternative models	Interviews with CO, GoI and State level staff
<b>Additional questions</b>		
3.9 What are the main capacity building activities carried out by the CO? What are the main mechanisms through which capacity building took place?		
3.10 Does the CO currently have the right staffing profile for capacity development work?		
3.11 What is the main type of capacity that has been developed by the CO – resources (infrastructure, technology and financial resources) and/or management (strategic leadership, program and process management, networking and linkages)?		
3.12 Where does WFP’s comparative advantage in capacity development in India lie? – E.g. the ability to identify and analyse hunger and vulnerability issues within a food security context; programme design, management and monitoring; disaster preparedness; procurement, transport and storage and commodity tracking; community based approaches; building partnerships and networking; other (specify).		
3.13 What are main capacity building elements of a future CP?		
3.14 What general lessons regarding capacity building efforts can be drawn for other programmes and WFP corporately?		
3.15 Can lessons from the capacity building activities be used to develop corporate indicators for Strategic Priority 5 in the WFP Multi-Year Funding Framework? If so, which indicators could those be?		
3.16 What is WFP’s future role in India and other countries related to capacity building vis-à-vis that of other partners, such as e.g. FAO, UNDP and UNAIDS?		
3.17 How have capacity development activities been funded?		



Evaluation questions	Indicators	Data collection methods and sources
<b>4. Advocacy</b>		
4.1 To what extent have WFP advocacy efforts been integrated with overall UN advocacy on food security issues?	Level of integration of food assistance strategies with other strategies in final Common Country Assessment and UNDAF documents*	UN interviews CO interviews UNCT documents
4.2 How systematic has planning for advocacy work been? What advocacy models were selected by the CO, and why?	Details of planning sessions	Review of documents CO interviews
4.3 How influential have WFP advocacy efforts been? To what extent has WFP played a catalytic role in strengthening ongoing food assistance programmes/policies in order to eradicate hunger in the most food insecure areas* (e.g. reorienting programs to nutritional education, pregnant women, adolescent and under-3 girls)?	Extent of WFP participation in national/state Hunger-free policy committees*  Extent of adoption by the Government of innovative Enabling Development-based programme designs for replication*  Changes in government programmes	CO interviews GoI interviews State level interviews
4.4 How have WFP advocacy products been used (e.g. food insecurity atlases, towards a hunger free India consultations)?	Media reports  Adoption in policies and GoI and State government statements  Follow-up plans of action with resources allocated	Media GoI planning documents
4.5 To what extent has there been iteration between field level experience and policy dialogue?	Increased understanding of food security and poverty issues by counterparts at national and state levels, in particular the GoI	Interviews with GoI and State level staff
4.6 To what extent has WFP been able to establish successful partnerships in its advocacy work, and/or work within existing networks and coalitions?	Number of new partnerships developed  Quality of partnerships	Interviews with CO staff and counterparts



	Number of networks/coalitions in which WFP is actively involved	
4.7 To what extent has the CP been able to ensure that the voices of the vulnerable are heard by decision-makers (CP document)?	Dialogue between beneficiaries and decision-makers	CO interviews PRI interviews Counterpart interviews Beneficiary interviews
4.8 How sustainable are the results of advocacy elements likely to be?	GoI/State funding to continue advocacy-related efforts	CO interviews GoI/State interviews
4.9 What were the costs of advocacy efforts, both cash and human resource wise? Were these efforts undertaken in a cost efficient manner? With the low levels of cash resources (ODOC and DSC), how did the CO manage?	Budget allocated to advocacy Alternative advocacy approaches considered	CO interviews Counterpart interviews
<b>Additional questions</b>		
4.10 What are the main advocacy activities that have been carried out? (e.g. insider' dialogue, research, public education, movement building, public campaigning, and networking).		
4.11 Which advocacy efforts have been more successful, and why?		
4.12 Where does WFP's comparative advantage in advocacy work in India lie?		
4.13 If WFP is not providing food aid, will it still have a 'seat at the table' in policy dialogue?		
4.14 In terms of developing models for replication, are there any issues related to replicating from Scheduled Tribe to non-Scheduled Tribe areas?		
4.15 Has WFP paid sufficient attention to questions of lack of access to food because of poverty and disempowerment?		
4.16 In a future CP, which advocacy areas should WFP focus on, and why?		
4.17 What general lessons regarding advocacy efforts can be drawn for other programmes and WFP corporately?		
4.18 How well positioned is the CO in terms of providing policy advice on upcoming policy issues (e.g. GE crops, trade liberalization)?		



Evaluation questions	Indicators	Data collection methods
<b>5. Partnerships and coordination</b>		
5.1 To what extent has WFP developed partnerships and coordinated with other international agencies (e.g. World Bank/CARE)?	Number of active partnerships Number of planning/coordination sessions around food security programming	CO interviews International agency interviews
5.2 How coherent is programming with partners (e.g. food, NHED, employment through FFW)?	Examples of effective joint programming	CO interviews International agency interviews
5.3 How successful has partnership and coordination been with government at national, state and district levels?	Examples of effective joint programming	CO interviews Interviews with Central, State and District level government staff
5.4 How successful have partnerships developed with NGOs been?	Examples of effective joint programming	CO interviews Counterpart interviews
<b>Additional questions</b>		
5.5 How were partners selected, – e.g. was this based on previous working relationships?		
5.6 What general lessons about partnership can be drawn for other programmes and WFP corporately?		
5.7 Has planned decentralization contributed to better programme design and implementation?		
5.8 What role has the Trust Fund played in strengthening the partnership with the Government, and perhaps other stakeholders such as NGOs?		



Evaluation questions	Indicators	Data collection methods and sources
<b>6. Food procurement and funding</b>		
6.1 To what extent has capacity in food procurement been passed to the GoI and State level governments?	Development of resources (infrastructure, technology and financial resources) and/or management (strategic leadership, program and process management, networking and linkages)	CO reporting
6.2 What is the extent of local procurement?	\$ and tonnage	CO data
6.3 What is the extent of procurement for GoI international programmes?	\$ and tonnage	CO data
<i>Additional questions</i>		
6.4 What effect does the RAM have on the programme and consequently on beneficiaries? What did/does the CO do to mitigate the negative consequences of the timing of the RAM and low funding levels? What corporate lessons should be drawn from that?		
6.5 Have unexpected additional food procurement and logistics tasks impacted upon the CO's capacity to manage the CP?		
6.6 What are the benefits and disadvantages of local procurement?		
6.7 How is the Trust Fund managed including monitoring and recording of activities and results? How do Trust Fund activities relate to CP activities?		



Evaluation questions	Indicators	Data collection methods and sources
<b>7. Sustainability and exit strategy</b>		
7.1 To what extent have exit strategies – in particular handing over models to the government – been realistic?	Uptake of programming by the government	CO interviews Government interviews
7.2 How realistic was the FFW hand over strategy (support will be targeted for up to three years in each area, during which all physical works will be completed and the institutional infrastructure for maintenance established with the support of the Government. Progressive coverage of areas on a watershed basis will be based on withdrawal from an area after the three-year implementation period and adoption of a different area under the component – CP document)?	Degree of completion of physical works Numbers of functioning operation and maintenance committees Main benefits of infrastructure accruing to vulnerable groups	CO reporting and self evaluations Site visits Beneficiary interviews
7.3 To what extent has their been involvement of communities? (The involvement of communities in the identification and implementation of activities, and partnership with the Government are the strongest arguments for sustainability....involvement of the community, particularly women, in the selection and maintenance of interventions in FFW activities provides a strong assurance of those activities' sustainability – CP document).	Degree of community participation in planning and decision-making Degree of poor women's participation in planning and decision-making	CO reporting and self evaluations Community focus group discussions Individual beneficiary household discussions
<b>Additional questions</b>		
7.4 What is the most appropriate and effective role for WFP in India in the future? Should there be another CP? Would it be pertinent for WFP to look at a timeframe for phase out? If so, how should this be planned and staged? How do the partners imagine WFP's phase out? Would WFP's role as technical assistance provider only be appropriate and effective?		



Evaluation questions	Indicators	Data collection methods and sources
<b>8. Gender</b>		
8.1 To what extent do CP activities address gender equality and contribute to women's empowerment? To what extent are CP activities compliant with WFP's Enhanced Commitments to Women (ECW) policy?	<p>(CP document states that these are the main ways in which the CP will meet the ECW):</p> <p>access to food: the provision of appropriate and adequate food, specifically addressing the micronutrient deficiencies among women and children with the provision of fortified food</p> <p>equal participation: ensuring women's equal access to and full participation in power structures and decision-making through requirements for their participation in programme management groups and management and leadership training</p> <p>access to resources: ensuring women's equal access to resources, employment, markets and trade, through specifying that about 95 percent of food aid beneficiaries will be women and children, and at least 65 percent of the programme participants and food aid beneficiaries will be women and girls</p> <p>gender-based data generation: ensuring the generation and dissemination of such data for planning and evaluation purposes</p> <p>accountability: ensuring that gender commitments are reflected in operational documents and agreements for eventual compliance</p>	<p>CO reporting</p> <p>CO interviews</p> <p>Counterpart interviews</p> <p>Beneficiary interviews</p>
8.2 Has the CO developed and successfully implemented a gender mainstreaming strategy, as recommended by the mid-term evaluation of the previous CP?	Implementation of gender mainstreaming strategy	CO interviews
8.3 To what extent has the CP been able to build capacity and advocate for gender equality?	<p>Examples of advocacy efforts</p> <p>Results of advocacy efforts</p>	CO interviews



	Examples of capacity building efforts	
	Results of capacity building efforts	
<b><i>Additional questions</i></b>		
8.4 What were the key factors involved in achievements to date, and are these replicable?		
8.5 What follow-up has there been to the shortcoming identified in the 2004 Survey on the Enhanced Commitments to Women?		
8.4 How would future WFP assistance have to be planned and provided to strengthen the gender focus and compliance with the ECW?		





Evaluation questions	Indicators	Data collection methods and sources
<b>9. Monitoring /Results Based Management</b>		
9.1 To what extent has the CO been gathering and analysing data as required in the CP?	Existence of data as required in the CP (sections 73-76 and LFA)	Review of documentation
9.2 To what extent have the RBM and monitoring and evaluation (M&E) capacities of counterparts been strengthened?	Development of resources (infrastructure, technology and financial resources) and/or management (strategic leadership, program and process management, networking and linkages)	CO interviews Counterpart interviews
9.3 How far have the recommendations from the 2001 MTE been followed up (e.g. in relation to staffing profiles, decentralization)?	As noted in the 2001 MTE	CO interviews
9.4 Has the CO followed a results-based management (RBM) approach when planning for and implementing the CP?	Evidence of strategic planning  Training in RBM  Linkage of resources to results	CO interviews CO documentation
9.5 Is the monitoring system functioning well?	Monitoring carried out as planned  Monitoring findings feed back to programming on a regular basis  Programming improved as a result of monitoring	CO interviews CO documentation
9.6 To what extent has the monitoring system captured women's role as key agents of change (as noted in the CP document), and livelihood patterns?	Detailing of women's agency and support to livelihoods in monitoring reports	Monitoring reports
<b>Additional questions</b>		
9.7 What are the strengths and weaknesses of WFP's RBM and M&E system?		





## Annex 4: List of persons interviewed

### Delhi

#### Preparatory mission, February

Day	Date	Time	Agenda
Monday	6 Feb. '06	0930hrs	Meeting with Country Director and Deputy Country Director
		1030hrs-14.30	Meeting and presentations by WFP Staff
			Meeting with Ms. Anita Choudhary, Jt. Secy, MoF&CS (confirmed)
			Meeting with Dr N C Saxena (confirmed)

Day	Date	Time	Agenda
Tuesday	7 Feb. '06	0930hrs – 12.00	Presentations by WFP and discussion on state specific activities (contd.)
		1200hrs	Meeting with Mr. Chaman Kumar, Jt. Secy, DWCD, GoI
		1400hrs-1700	Further presentations by WFP staff and finalization of itinerary for the MTE field visit with WFP State Directors

Day	Date	Time	Agenda
Wednesday	8 Feb. '06	0930hrs	Meeting with Mr. Naved Masood, Jt. Secy, MoA
		1030hrs	Meeting with Dr. Gurjot Kaur, Adviser Planning Commission and proposed observer for the MTE Mission (confirmed)
		1200hrs	Meeting with Mr. Luc Laviolette, Director, MI Asia (confirmed)
		1600hrs	Meeting with Ms. Eileen Stewart, First Secy. Development, (Confirmed)
Thursday	9 Feb. '06		Meetings with UN, International Organizations and other Donor Agencies UNICEF UNAIDS Mr. Mattias Galetti, IFAD Portfolio Manager for India DANIDA MSSRF



Date	Time	Agency / Official to be visited	Contact Address and Ph No.
13 March '06	1030 hrs	Gian Pietro Bordignon, Dominique Frankefort	World Food Programme, 2, Poorvi Marg, Vasant Vihar, New Delhi
	1045 hrs	Meeting of the MTE Mission members	
13 March '06	1400 hrs	Gian Pietro Bordignon, Dominique Frankefort	World Food Programme, 2, Poorvi Marg, Vasant Vihar, New Delhi GPB: 9899407057 DF: 9899112802
13 March '06	1600 hrs	Ministry of Women and Child Development Mr. Chaman Kumar	Mr. Chaman Kumar Joint Secretary Dept. of Women and Child Dev., Ministry of Human Resource Development, 'A' Wing, Room No. 615, Shastri Bhawan, New Delhi  Ph: 23386227 Fax: 23381800

14 March '06	0900 hrs	Victor Emanvel	World Food Programme 2, Poorvi Marg, Vasant Vihar, New Delhi  JVE: 9312053706
14 March '06	1200hrs	Minnie Matthew Elizabeth Noznesky	World Food Programme 2, Poorvi Marg, Vasant Vihar, New Delhi  MM: 9811177112, EN: 9818457483
14 March '06	1600hrs	Ministry of Agriculture Mr Naved Masood, Jt. Secy	Mr. Naved Masood, Joint Secretary (NDM & IC), Room No. 297 D, Department of Agriculture and Cooperation Ministry of Agriculture Krishi Bhawan, New Delhi – 110 001  Ph: 23381176, 23382416, fax: 23382417

16 March '06	0900hrs	CARE	Mr. Steve Hollingworth Country Director CARE-India, No. 27 Hauz Khas Village New Delhi – 110016 Ph.: 26564102 , 26564101 Fax: 26564081 , 26529671  Dr Usha, Senior Program Director
16 March '06	1000 hrs	Ministry of Environment and Forestry Mr. J C Kala, Director General (Forest)	Mr J C Kala, Director General (Forest), 4 <sup>th</sup> Floor, Paryavaran Bhavan, CGO Complex, New Delhi  Ph: 011-24361509 Fax: 24363957



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<b>16 March '06</b>	1130hrs	UN Coordinator	Resident	Dr. (Ms.) Maxine Olson UNDP Resident Representative United Nations Development Programme 55 Lodi Estate New Delhi – 110 003  Ph: 24628877 Fax: 24627612
<b>16 March '06</b>	1530hrs	World Bank		Mr. Michael F Carter Country Director The World Bank, 70 Lodi Estate New Delhi – 110 003 Ph: 24617241

<b>17 March '06</b>	1000hrs	Ministry of External Affairs		Mr. Manjeev Singh Puri, Joint Secretary (UNEP), Ministry of External Affairs, South Block, Gate No. 4, New Delhi  Ph.: 23013413
<b>17 March '06</b>	1130hrs	Nisha Srivastava and VAM Team		World Food Programme 2, Poorvi Marg, Vasant Vihar, New Delhi  Nisha S: 9313062684
<b>17 March '06</b>	1230hrs	Raman Iyer		World Food Programme 2, Poorvi Marg, Vasant Vihar, New Delhi  Ph: 09811822377
<b>17 March '06</b>	1430 hrs	Centre for Media Studies		World Food Programme 2, Poorvi Marg, Vasant Vihar, New Delhi

<b>27 March '06</b>	0930hrs	Micronutrient Initiative		Mr. Luc Laviolette Regional Director Micronutrient Initiative (MI) C-43 Niti Bagh, New Delhi – 110 049 Ph.:51009801
<b>27 March '06</b>	1100hrs	National Commission	Planning	Mrs. Manjulika Gautam (Pradeep kumar) Adviser, Women and Child Development, Room No. 235, Yojana Bhawan, Sansad Marg, Parliament Street New Delhi – 110 001  Ph.: 23096798
<b>27 March '06</b>	1230hrs	Minnie Mathew, Nikhil Raj		World Food Programme, 2, Poorvi Marg, Vasant Vihar, New Delhi  MM: 9811177112, NR : 9871744713
<b>27 March '06</b>	1500hrs	Ministry of Tribal Affairs		Mr. Rajeev Kumar (Saroj Vaid) Joint Secretary, Ministry of Tribal Affairs Government of India Room No. 722, 'A' Wing, Shastri Bhawan, New Delhi – 110 001  Ph.: 23073489, Fax: 23073607



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<b>28 March '06</b>	0930 hrs	Peter Kolakovic	World Food Programme 2, Poorvi Marg, Vasant Vihar, New Delhi  PK: 9899113608
<b>3 April '06</b>	1000hrs	NSSO	Dr. K.V. Rao Director General / Mr. G. C. Manna, Director, Coordination and Publication Division National Sample Surey Organisations, 4th Floor, Sardar Patel Bhawan, Sansad Marg, New Delhi - 110001 Tel: 23747132, 23742026
<b>3 April '06</b>	1130hrs	Chandan Shrestha	World Food Programme 2, Poorvi Marg, Vasant Vihar, New Delhi  KVR : 9811226105, CS : 9811822639
<b>3 April '06</b>	1330hrs	DFID	Dr David Radcliffe, Senior Rural Livelihoods Adviser, B-28 Tara Crescent, Qutub Institutional Area, New Delhi  Ph.: 26529123
<b>3 April '06</b>	1600 hrs	UNI CEF	Mr. Cecilio Adorna Representative UNICEF House, 73 Lodi Estate, New Delhi – 110 003 Ph: 24690401
<b>3 April '06</b>	1700hrs	Shyam Dubey	World Food Programme 2, Poorvi Marg, Vasant Vihar, New Delhi  SD: 9811911110
<b>4 April '06</b>	1000hrs	FAO	Mr. Daniel Gustafson Representative in India and Bhutan Food and Agriculture Organization (FAO) 55, Lodi Estate New Delhi – 110 003  Ph.: 24628877 Ext. 202, 201
<b>4 April '06</b>	1430hrs	National Planning Commission	Prof. Abhijit Sen Yojana Bhawan Sansad Marg, Parliament Street New Delhi – 110 001  Ph.: 23096564
<b>5 April '06</b>	1030hrs	UNAIDS	Dr. Denis Broun / (Nalini) UNAIDS Country Coordinator A-2/35 Safdarjung Enclave New Delhi – 110 029  Ph.: 41354545
<b>5 April '06</b>	1030hr	IFAD	Mr Pravesh Sharma, Senior Adviser



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<b>5 April '06</b>	1200hrs	NACO	Ms. K. Sujatha Rao Additional Secretary & Director General National AIDS Control Organization Ministry of Health and Family Welfare, GoI 9 <sup>th</sup> Floor, Chandralok Building 36, Janpath New Delhi – 110 001  Ph. No. 23351700, 23325331
<b>5 April '06</b>	1400hrs	Deepti Gulati	World Food Programme 2, Poorvi Marg, Vasant Vihar, New Delhi  DG: 9350913530
<b>5 April '06</b>	1530hrs	CIDA	Mr. Solveig Schuster Head of Aid, CIDA Canadian High Commission 7/8 Shantipath, Chanakyapuri New Delhi – 110021  Ph.: 41782000, Fax: 41782045
<b>5 April '06</b>	1700hrs	Marina Negroponte	World Food Programme 2, Poorvi Marg, Vasant Vihar, New Delhi  MM: 9811177112 MN: 9810835425
<b>7 April '06 / 10 April '06</b>	1000hrs	Government Counterparts	De-briefing
<b>7 April '06</b>	1400hrs	Bilaterals, UN Agencies, Government Counterparts	Technical De-briefing



## WFP HQ, February

Thursday, 2 February 2006

Time	Topic	Persons to meet
09:00 – 10:00	Evaluation issues	<ul style="list-style-type: none"> <li>○ Julian Lefevre Chief Evaluation Officer &amp; Officer-in-Charge, OEDE</li> </ul>
10:30-11:30	Operational issues	<ul style="list-style-type: none"> <li>○ Paul Buffard Chief, Programme Quality Group, Office of Director of Operations (ODO), Operations Department</li> <li>○ Sabrina Izzi, ODB Liaison Officer, ODO</li> </ul>
11:30-12:30	Nutrition issues	<ul style="list-style-type: none"> <li>○ Tina Van Den Briel Sr. Programme Adviser, Nutrition Service, Policy, Strategy and Programme Support Division (PDP)</li> </ul>
14:00 – 15:00	Capacity building issues	<ul style="list-style-type: none"> <li>○ Sonali Wrickema, Policy Officer, PDP</li> <li>○ Mariagrazia Rocchigiani, Consultant, PDP</li> </ul>
15:00 – 16:00	Gender issues	<ul style="list-style-type: none"> <li>○ Adama Faye, Chief, Gender Unit (PDPG), PDP</li> </ul>
16:00 – 17:00	Food procurement issues	<ul style="list-style-type: none"> <li>○ Francois Buratto, Head, Field Procurement Service, ODPT</li> <li>○ Maria Perrotti, Procurement Officer, ODPT</li> </ul>

Friday, 3 February 2006

Time	Topic	Persons to meet
09:00 – 10:00	HIV/AIDS issues	<ul style="list-style-type: none"> <li>○ Robin Landis, Programme Adviser, HIV/AIDS Unit, PDP</li> </ul>
10:30- 11:30	VAM issues	<ul style="list-style-type: none"> <li>○ Joyce Luma, Chief, ODAV (VAM) - Vulnerability &amp; Analysis Mapping Unit, Operations Department</li> </ul>
11:30-12:30	FFE issues	Ute Meir, Senior Programme Adviser, School Feeding Service, PDPF
14:00 – 15:00	Child Hunger issues	<ul style="list-style-type: none"> <li>○ Jim Sherry, Team Leader, Child Hunger Initiative, PDP</li> </ul>
15:00 – 16:00	Resourcing issues	<ul style="list-style-type: none"> <li>○ Valerie Sequeira, Donor Relations Division (FDD)</li> <li>○ Kiyomi Kawaguchi, Sr. Resources Officer, FDD</li> </ul>
16:00-17:00	Pipeline mgt. issues	<ul style="list-style-type: none"> <li>○ Eddie Rowe, Chief Programme Office, ODMP, formerly Regional Programme Adviser, ODB</li> </ul>





### **Latin America interviews**

Helmut Rauch, Ecuador Country Office  
Maria-Paz Salas, Dominican Republic Country Office  
Vitoria Ginja, Bolivia Country Office

### **Orissa and Rajasthan State visits**

S.P. Nanda, Forest Secretary, Orissa  
H.S. Chahar, Social Welfare Secretary, Orissa  
Mrs M Sharma, Collector Koraput  
Mr Rajput Collector, Kalahandi  
V.K. Dev, Kandhamal  
Shikhar Agrawal, Collector, Udaipur  
Gayatri Rathore, Collector, Banswada  
Manju Rajpal, Collector, Dungarpur

Several officials, who attended meetings called by District Collectors of Koraput, Rayagada, Kalahandi, Khandamal, and by State officials, at Bhubaneswar in Orissa

Several officials, who attended meetings called by District Collectors of Udaipur, Banswada, and Dungarpur

Ten focus groups of about 8-25 people and 25 individual households. Roughly 40 per cent were women

### **Uttaranchal State visit**

Ms. Radha Raturi, Secretary, DWECD  
-Ms. Vibha Puri Das, Principal Secretary, Rural Development  
-Ms. Hemlata Dhaundiyal, Director, ICDS  
-Dr. R. S. Tolia, Chief Information Commissioner  
Mr. S. K. Muttoo, Principal Secretary  
-Ms. Binita Shah, Officiating Secretary, Uttaranchal Organic Commodities Board  
Mr. M. Ramchandran, Chief Secretary  
Namrata Kumar, Jt. Secretary, Education  
Usha Goel, WFP State Office  
Rajesh Kumar, WFP State Office

### **Tehri District**

R.P. Singh, chief Development Officer  
P. Sharma, Education Officer  
Md. Essen, WFP  
Dharam Vir, ICDS District Programme Officer  
R. Lal, Development Officer  
H.R. Singh, FD and 5 range officers  
Sushil Bahugana, RADS



### **Uttarkashi District**

District Magistrate

Mr. Sharma, Chief Development Officer

L. Sundaram, Education

Maya Bhatnagar, Education

L. Tripathi, WFP

S. Vaish, Range Officer

Prema Badhani, Suresh Chai, Sangeeta Mia, Himalayee Paryavan Shiksha Sansthan  
DFO, Rishikesh

150 beneficiaries, roughly 50 per cent women

18 panchayat members

### **Gujarat State visit**

Reimabenn, Gen Secretary, SEWA

M.L. Sharma, CCF

P.N. Roy Chowdhury, Principal Secretary, Government of Gujarat, Forests and  
Environment Department

Sujit Kumar, J. Rathvi, H. Patel, H. Ninama VIKSAT

M. Parmar, DCF

S. Negi, RFO

M. Patel, RFO

Anil Johra, WFP

100 beneficiaries, 60 per cent women

### **Madhya Pradesh**

R.K. Pathak, Collector, Jhabua District

U.M. Sahai, I.F.S. Additional Principal Chief Conservator of Forests, Japer

Anuran Hardpan, I.E.S. Director and Ex. Officio Deputy Secretary Dept. of Women  
and Child Development, Japer

Mr. Sushi Baraga, IAS, Principal Secretary Health, Rajasthan

Ms. Alma Kala, Principal Secretary, Dept. of Women and Child Development  
Rajasthan

P.R. Riyag, IFS, Conservator of Forests, Forest Department, Govt. of Rajasthan

Arsi Solomon, District Education Officer, Bhara District

Mr. Piku, Additional Clock Education Officer, Kishanganj Block, Bhara

Mrs. Madhu Sharma, Officer in Charge, MDM, Kishanganj Block, Bhara

B.P.S. Parmar, Project Officer SWATCH (Sanitation and Water) “

K.K. Nagar, Block Elementary Education Officer “

H.S. Suman, World Food Programme In-Charge, Bhara District Office

H.S. Yadiendri, Govt. Designated District officer, Bhara District

B.L. Meher, In-charge of MDM, Bhara District

Nemi Chand Koshi, Warden, Saharia Boys Hostel, Bharan District

Mr. Meena, Regional Deputy Director ICDS, Rajsamand District

Ms. Bilkis Tahiri, Child Development Project Officer, Khamnor Block, Rajsmanad

Mr. R.S. Bhati, UDC, RDD, ICDS Rajsamand District



Mr. Upendra Dev, UDC, CDPO, ICDS Rajsamand District  
Ms. Rajshree Acharya Pracheta “

Dr. M. Mohan Rao, IAS, Commissioner Tribal Development, Bhopal, Madhya Pradesh  
R.S. Khare, Additional Commissioner Tribal Development, Bhopal.  
O.P. Sundar, Deputy Commissioner Tribal Development Bhopal  
Ajay Jasu, Deputy Commissioner Tribal Development  
Mr. Francis Mavi, Headmaster/Teacher, Buniyathi Prathmi Primary School  
Mr. V.S. Nayak, Block Education Officer, Jhabua  
Mrs. Zehra Bohra, Teacher, Jhabua Government Girls' Primary School  
Samuel Sayed , Headmaster, Jhabua Government Boys' Primary School  
Dr. Tiwari, Health Expert, Independent Consultant, Bhopal, MP  
Mr. B.L. Prajapati, District Programme Officer  
Ms. Ramkali Pendro, ACDPO, Prithvipur  
Ms. Sanjay Khare, ASO, Prithvipur  
Mr. Amit Anand , State Project Coordinator WFP, Bhopal

### **Rajasthan**

District Bhara – Kishanganj Block

District Rajsamand – Baleecha, Tantol, Gunjol II, Dewana, Badarada (and others)

### **Numbers of beneficiaries interviewed**

Fifteen focus groups, ranging from six to 44 people, and 15 individual households.  
Roughly 90 per cent of participants were women.





## **Annex 5: Background to evaluation team members and external peer reviewers**

### Evaluation team members:

- Tony Beck received his PhD from the University of London on poverty and resilience of the poor in India. He is the author of two books and twenty articles on evaluation, poverty, gender, food security and livelihoods. He has worked as a consultant for over 20 international organisations, with a geographical focus on India and Bangladesh.
- Dr. Ellen Girerd-Barclay is a specialist in international public health nutrition in humanitarian relief, recovery and development settings. She holds a Master's degree from Cornell University and a PhD from Colorado State University. Since 1976 she has worked in the South Pacific, Africa, Asia and Europe as a volunteer, teacher, programme administrator and technical adviser for a variety of NGOs and international agencies including CARE, Plan International, UNHCR, UNESCO and UNICEF. Dr. Girerd-Barclay is currently an independent consultant, focusing on the development of evaluation guidelines for health and nutrition in humanitarian crises, capacity-building in nutrition and HIV, and the assessment of humanitarian and development programmes. Her first visit to India in 1973 was followed by a stint as secondary school teacher in Uttar Pradesh in 1980. Between 1998 and 2001, Dr. Girerd-Barclay provided technical assistance and training to the Government of India and UNICEF on a variety of issues as Adviser, Health and Nutrition to the UNICEF Regional Office for South Asia, based in Kathmandu.
- Dr. Naresh C. Saxena worked as Secretary, Planning Commission (1999-2002), Secretary, Rural Development (1997-99), GOI, and Director of the National Academy of Administration, Mussoorie (1993-96), where he also served as Deputy Director (1976-80). Currently he is a member of the National Advisory Council chaired by Ms Sonia Gandhi. He is a member on the Editorial Board, Development Policy Review, London, International Forestry Review, Oxford, and the Royal Swedish Academy of Agriculture and Forestry, Stockholm. He was a Director on the ADB Institute, Tokyo from 2002-2004. Though he studied Mathematics for his Masters, Dr Saxena did his Doctorate in Forestry from the Oxford University in 1992. For his work on poverty and hunger, also as Commissioner, Supreme Court of India, he is being awarded an Honorary Doctorate in Law from the University of East Anglia, UK.
- Gurjot Kaur has a MA in Public Administration from Harvard University. She is currently Adviser (Plan Coordination and Tourism) of the National Planning Commission, Government of India. In her previous responsibilities with the Government she has been a Member, Board of Revenue, Rajasthan, and Director of the IEC (Health and Family Welfare Department), Rajasthan.



External peer reviewers:

- Per Pinstrup-Andersen is Professor of the universities of Cornell, Copenhagen and Wageningen covering topics including food, nutrition, public policy, development and applied economics. He is Chair of the Science Council of the Consultative Group on International Agricultural Research (CGIAR). In 2001, he has received the 2001 World Food Prize for his contribution to the improvement of agricultural research, food policy and the lives of the poor.
- Annemarie Hoogendoorn is a senior consultant on food and nutrition for development and humanitarian aid, policy and management issues, and director of her own firm Nectar Consulting based in The Netherlands, which provides consultancy services on all phases of the project cycle. She has taken part in major thematic evaluations on food and nutrition and a wide range of programme / project formulation and evaluation missions and was team leader of the recent WFP Thematic Review of Food Aid For Nutrition: Mother and Child Nutrition (MCN) Interventions, which entailed India as case study.
- Bernard Woods is a monitoring and evaluation expert, has planned and managed a range of country, program, and project evaluations, and has designed and implemented M&E systems for numerous projects in Asia and Africa. A recent assignment was an evaluation of CIDA funded food aid programming in India and Bangladesh. He is working for Goss Gilroy Company (Canada), which has provided the peer review on a pro-bono basis.



## Annex 6: Evaluation bias and limitations

In general the evaluation team received full CO support and cooperation, which was much appreciated. Logistics were for the most part managed excellently. However, in one of the five State visits requested interviews with Government staff were organised only at the last moment, despite repeated requests from the evaluation team; and the agreement between the evaluation team and CO for surprise visits to villages was not adhered to by the responsible WFP staff. Findings from this State visit could therefore only be partly used in this report.

Two of the evaluation team members relied on interpreters for village level interviews, which may have introduced some bias. A planned visit to Uttar Pradesh by two team members to examine the process by which fortification was promoted in that State was cancelled due to lack of time.

In order to limit the cost of the evaluation, so as not to duplicate efforts, and in consultation with the CO, it was decided that the MTE would not carry out its own in-depth beneficiary interviews, but would rely mainly on the CO self-evaluations for assessment of core programmes. The evaluation team had the following concerns about the ICDS and FFE self-evaluations:

- The main ICDS self-evaluation did not include systematic comparison to the baseline carried out at the beginning of the CP, even though the terms of reference for the self-evaluation included this as a requirement. The CO noted that various differences between samples in the two studies made comparison difficult.
- The FFE self-evaluation jointly assessed the WFP Mid Day Snack with the Government Mid Day Meal programme, preventing comparisons to some data from the baseline study. The self-evaluation used absolute enrolment rather than net enrolment; this means that there is limited data on which children are not attending school and who may be excluded. The CO noted the difficulties of obtaining accurate data on net enrolment in the Indian context, suggesting that the FFE self-evaluation needs to be complemented by micro-surveys to assess social exclusion.







## **Annex 7: Findings on ICDS**

### **Ellen Girerd-Barclay**

#### **1. Background to the programme**

Over a quarter of the world's undernourished, chronically food-insecure people – an estimated 208 million in number - live in India.<sup>107</sup> Despite economic and technological advances throughout the country in recent years, levels of malnutrition remain comparable to some of the poorest areas in the world. In 1999, national survey data showed that 47 percent of children were underweight (weight for age), 45 percent were chronically malnourished or stunted (height for age) and 16 percent were wasted (weight for height). Improvements up until 2004 were not impressive, with a five percent decrease in moderate underweight (two percent decrease in severe underweight).<sup>108</sup> In order to reach the Millennium Development Goal (MDG) of halving hunger by 2015 (to about 23 percent underweight) the rate of progress would need to increase one and a half times (to 1.5 percentage points per year).

The Integrated Child Development Services (ICDS) or *Anganwadi* scheme was initiated in 1975. ICDS aims to reduce child malnutrition, morbidity and mortality, and to ensure optimal physical, mental and psycho-social development of children and pregnant and lactating women through the delivery of six related services. Using child care centres as a pivot, the six-service package includes:

- Supplementary nutrition
- Immunisations
- Health checkups
- Referral services and treatment of minor illnesses
- Nutrition and health education for adolescent girls and all women of reproductive age
- Pre-school education for children from three to six years of age.<sup>109</sup>

ICDS has been accepted as the key strategic programme in India to meet the nutritional needs of its target groups and is supported by a consortium of donors. Its prime objectives are to:

- Improve the nutritional and health status of pre-school children in the age-group 0-6 years
- Lay the foundation for proper psychological development of the child
- Reduce the incidence of mortality, morbidity, malnutrition and school drop-out
- Achieve effective coordination of policy and implementation amongst the various departments to promote child development

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<sup>107</sup> Operational Contract Agreed Upon Between The Government of India and the United Nations World Food Programme Concerning Support to the Integrated Child Development Services.

<sup>108</sup> NFHS- 1999

<sup>109</sup> Chapter V, Anganwadi Centres, Centre for Media Studies Baseline Study for the WFP Country Programme, Delhi: March 2004



- Enhance the capability of mothers to look after the normal health and nutritional needs of children through proper nutrition and health education.

In 2001-2002, the GoI universalised ICDS, mandating that the programme extend its coverage to all 5,652 blocks in the country, providing services to 54.3 million children and 10.9 million expectant and lactating mothers. In 2002, the monthly honorarium paid to AWW was doubled (from Rs 500 to Rs 1000), and to *Anganwadi* helpers (from Rs 260 to Rs 500).

At the beginning of the country's Tenth Five-Year Plan in 2003, the Department of Women and Child Development (DWCD), the GoI entity with overall responsibility for ICDS, identified the scheme's main programmatic priorities, including:

- Extending ICDS coverage to all blocks
- Expanding ICDS coverage within blocks by establishing 200,000 additional Anganwadi Centres (AWCs)
- Providing further coverage of eligible children, with a particular emphasis on children under three
- Improving the quality of AWC services
- Involving adolescent girls in the scheme.

WFP has provided support to ICDS for several decades, and through various mechanisms, ranging from imported food donations to technical assistance at the policy and planning levels. Support to ICDS is WFP India's key programme, receiving over 40 percent of the programme budget between 2003 and 2005.

The overall objective<sup>110</sup> of WFP's support to ICDS was to develop an improved model for ICDS that enhances the health and nutrition of pregnant women, nursing mothers and young children, and that promotes the overall development of young children. The following immediate objectives were identified in the ICDS Operational Contract:

- Increase coverage by ICDS within AWC catchment areas
- Improve identification/targeting, including severely malnourished children and women
- Improve participation by beneficiaries, including increased attendance
- Increase enrolment and attendance at preschool through the provision of a mid-morning meal/snack
- Increase food intake for targeted beneficiaries
- Improve nutritional status of targeted beneficiaries
- Improve management, including record-keeping, of ICDS activities
- Improve child and self care practices, including health and nutrition knowledge, attitudes and practices, and
- Increase community participation in ICDS activities.

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<sup>110</sup> Source: WFP Operational Contract for ICDS, 2002.



In coordination with the Department of Health (DoH), the DWCD is WFP's key implementing partner. The Social Development Officer (SDO) at district level assumes overall responsibility for programme implementation, under the coordination of the

District Collector. At the time of preparation of the WFP CP, the DWCD was considering introducing fortified blended flour in place of the existing nutrition supplement, which consisted of grains (rice or wheat) and lentils.<sup>111</sup> The new CP therefore included the provision of Indiamix, a locally-produced, low-cost, micronutrient-fortified food, to be distributed to beneficiaries for 25 days a month, through take-home rations and on-site feeding. Pregnant women, lactating mothers and children between 6 months and 3 years were to receive a double take-home ration (160 g. of Indiamix), in order to account for sharing at home, while children between three and six years would receive 80 g. of Indiamix in the form of a cooked mid-morning snack, six days a week.<sup>112</sup>

WFP support was planned for 36 districts, with 16 slated to receive a more intensive intervention, including the following types of support in addition to Indiamix and capacity building activities:

- Adolescent girls were to be recruited as volunteers to deliver take-home rations, assisting in other efforts to improve outreach to targeted women and children, and to achieve identified programme objectives. Each volunteer was to receive a monthly food ration of 10 kg in return for her assistance.
- Closer coordination and, eventually, joint programming with other agencies, donors and NGOs such as UNICEF, WHO, CIDA, CARE and UNFPA.
- Technical support was to be provided to improve nutrition and health services, including NHED and health care, through partnership arrangements with district officials in the DoH.
- Teachers were to benefit from training and material support aimed at improving the quality of pre-school teaching and learning in AWCs.
- Strategies for enhancing community participation and ownership were to be devised and implemented.

In order to increase coverage and extend access to ICDS in remote areas by 40 percent at the end of the CP, WFP targeted approximately 2.44 million children and women as beneficiaries of supplementary nutrition, NHED and health services. Targeted beneficiaries for 2005 included 584,575 children below five years of age; 142,692 children between six and 18 years, and 139,269 pregnant and lactating women. The total number of children targeted for therapeutic feeding in 2005 was 12,000, with a further 715,267 for supplementary feeding.<sup>113</sup> By the end of the CP, WFP intended to develop replicable models of support activities that were found to be successful in enhancing the health and nutritional status of beneficiaries, and in promoting optimal early child development.

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<sup>111</sup> CP 2003 – 2007. WFP India

<sup>112</sup> Adolescent Lifeskills Development Project

<sup>113</sup> WFP India SPR 2005



WFP and its government partners identified districts for ICDS based on a number of operational criteria including: 1) the potential scope for partnerships 2) avoidance of duplication of inputs from other organisations 3) good governance 4) previous experience, and 5) a concentration of two or more WFP interventions in one geographic

zone. The selection of states, on the other hand, was made with Vulnerability Assessment Mapping (VAM) data. In other words, the CP took food security into consideration in order to identify the most vulnerable states and hence those most in need of WFP’s support to ICDS.

During the first three years of the CP, WFP’s support to ICDS expanded from 11 to 19 districts in four states as follows:

**Table 1: WFP ICDS coverage by District 2003 - 2006**

State	Districts supported in 2003	Districts supported in 2006
Rajasthan	3	3
Orissa	3	6
Madhya Pradesh	2	5
Uttaranchal	3	5
Total WFP-supported districts	11	19

Source: ORG Centre for Social Research, Mid-term Assessment of the WFP Supported ICD Programme, Delhi, April 2006

Through a separate, but related project, adolescent girls identified in the various districts in Uttaranchal received training on life skills.

## 2. Brief review of recent literature and studies

Given the large literature on ICDS, the evaluation team has been selective concerning studies to review, and has relied for background context on synthesis studies such as those carried out by the National Planning Commission (NPC) and the World Bank.

The 1996-1999 national-level evaluation conducted by the National Council for Applied Economic Research (NCAER) reviewed ICDS performance in order to develop policy lessons for its improvement. Based on a field survey of 60,000 AWCs, and 180,000 households in 32 states and Union Territories (UTs), the study found that:

- Over 50 percent of eligible children and women in the country had benefited from ICDS
- AWCs were adequately staffed, with most AWWs residing within a short distance. Inadequate capacity-building opportunities for AWC staff and lack of supplies and equipment diminished the effectiveness of the programme, however.
- Although malnutrition rates were highest amongst the 6-24 months age group, ICDS focused mainly on children between three and six years of age. New strategies were needed to address malnutrition in infants and very young children, including mechanisms for greater community involvement.



- Adolescent girls' contributions to ICDS were insufficient, and strategies were needed to address specific issues facing young girls, such as the high prevalence of adolescent anaemia.
- A number of NGOs had successfully trained AWWs to carry out basic health care and simple treatments at community level. Provisions for expanding the role of AWW in this domain were desirable, but required training, supervision, and the availability of some essential drugs.
- Overall performance of ICDS (in terms of progress towards the achievement of critical indicators) was highest in Gujarat, Haryana, MP, Maharashtra and Orissa, whilst the performance of Bihar, Jammu and Kashmir, Punjab, UP and WB were below average
- If ICDS were to achieve its objectives, higher quality, continuous training and convergence of various departments for better coordination of service delivery, and more meaningful involvement of the community were needed.

The NPC *Tenth Five Year Plan*<sup>114</sup> summarized issues to date with the nutritional element of the ICDS programme:

- ICDS services were much in demand but there are problems in delivery, quality and coordination.
- The programme might be improving food security at the household level, but does not effectively address the issue of prevention, detection and management of the undernourished child/mother.
- Children in the 6-36 months age group and pregnant and lactating women do not come to the *anganwadi* and do not get food supplements.
- Available food is shared between mostly children in the 3-5 years age group irrespective of their nutritional status.
- As there was no attempt in ensuring that all children are weighed, the children with severe CED [chronic energy deficiency] could not be identified and offered double the rations as envisaged in the ICDS guidelines. As a result, there is very little focused attention on the correction of undernutrition, prevention and management of health problems associated with moderate and severe under-nutrition.
- Child care and nutrition education of the mother is poor or non-existent.
- There were gaps in the training and knowledge of *anganwadi* workers. Also, supervision of the programme, community support and intersectoral coordination was poor.

The WFP Office of Evaluation Thematic Review (TR) of Mother and Child Health and Nutrition (MCHN) interventions of WFP, conducted by KIT The Netherlands in 2005, aimed to assess the applicability of four key programming principles (KPPs)<sup>115</sup> and to collect lessons learned for scaling up and replicating successful MCHN programmes. One of four case studies conducted by the TR team, the India field study concluded that WFP, in response to the Food Aid and Development (FAAD) policy that was adopted

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<sup>114</sup> National Planning Commission Tenth Five Year Plan 2002-2007. New Delhi: Government of India, p. 342.

<sup>115</sup> Four KPPs include: KPP1) Clear situation analysis and targeting to households where malnutrition is caused by lack of access to food, KPP 2) Community involvement, community based approaches, KPP 3) Partnerships and integration with other social care programmes and, KPP4) Quality ration, including micronutrient fortification.



by WFP's Executive Board in 1998, and through strong partnerships with the GoI and state-level governments, had achieved major improvements in the quality of its programmes. Specific successes were noted as follows:

- Advocacy with the GoI at national level on food and nutrition security (through the Food Security Atlases), resulting in the adoption of the 'Hunger-free India – Countdown to 2007' goal
- Introduction of Indiamix to the ICDS scheme
- Promotion of the micronutrient fortification of Indiamix
- Advocacy for increased outreach to vulnerable groups and to scheduled castes and tribes (SC/ST), with take-home rations for under-three year-old children and pregnant/lactating women.
- Implementation of a variety of pilot projects for testing potential modalities of complementary inputs to ICDS
- New model of resource contributions by GoI to WFP India
  
- Reorganization and decentralisation of WFP India to include state offices<sup>116</sup>

The TR also found that the CP 2003-2007, and support to ICDS, was in line with WFP's *Food for Nutrition Policy*<sup>117</sup> which promoted WFP's enhanced role as a partner in the fight against malnutrition and WFP's Strategic Priority (SP) 5, to 'help governments to establish and manage national food assistance programmes'.

The practice of opening auxiliary or sub-centres (*poriawadi*) in hamlets near larger villages generally improved outreach and attendance at ICDS centres, according to the TR. The Review found that relatively few severely malnourished children were registered in AWCs, a phenomenon that could be due to the problematic system employed in India to classify malnutrition. The Review supported WFP's concern in this regard, and encouraged WFP's advocacy for the adoption in India of WHO/NCHS standards to classify malnutrition.

Community involvement and ownership in ICDS were noted by the TR as inadequate, although potential avenues were felt to exist for participation over and beyond the selection of sites for new centres and assisting with service delivery. The report noted that the various innovative approaches to community involvement under the previous CP (1997-2002) had not been replicated in the new CP. Food for Human Development (FFHD), where food-for-work is used to improve AWC outreach/service delivery by women; village-level 'self-help' groups; and food-for-training (FFT) of adolescent girls in NHED and HIV/AIDS, were examples of innovations that currently benefited from WFP support.

The Review found evidence of meaningful policy dialogue with the key partner, the GoI, at all levels as exemplified in the successful National Consultation, 'Towards a Hunger Free India.' Partnerships were less dynamic and mainly informal with other agencies, donors and NGOs involved in ICDS (UNICEF, the WB, and CARE). WFP

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<sup>116</sup> Source: KIT The Netherlands., WFP Thematic Review of Food Aid for Nutrition, India Case Study, WFP Rome, 2005

<sup>117</sup> WFP Policy Document: Food for Nutrition: Mainstreaming Nutrition in WFP, Rome: 2004.



was found to have successful working relationships with high level entities such as the Swaminathan Foundation and the Nutrition Foundation of India, and a key donor, the Canadian International Development Agency (CIDA), but weaker links with NGOs at implementation level.

The Review found Indiamix to be 'an effective and efficient vehicle to supplement the intake of vulnerable groups including for micronutrients.'<sup>118</sup> At the same time, the study suggested that ICDS' weak results in rehabilitating moderately and severely malnourished children could be due to the inability of Indiamix to achieve 'all identified nutritional objectives.' The TR points out that the Indiamix daily ration of 80 g per pre-school child (160 g for under three-year old children as a take home ration), equivalent to 312 kcal and 16 g protein, is lower in nutrient content than is advised in the WFP Food and Nutrition Handbook for take-home and on-site supplementary feeding in emergency situations. A lack of recent data on beneficiaries' food intake has prevented

an assessment of possible nutrient gaps that should be filled by the supplementary food, and an analysis of the role of the blended food in the daily diet of either well-nourished or under-nourished children.

The Review noted that for several months a year in Uttaranchal, locally available ingredients such as finger millet are used to make Indiamix, adding to the sustainability of the product, and establishing a basis for WFP to turn over responsibility for the programme to local partners. Conversely, the TR raised concerns about the high percentage of sugar used in Indiamix (up to 25 percent in some states). Regarding the supply of Indiamix, the TR reported that no important pipeline breaks had occurred during the present CP.

The TR concluded that WFP India was successful in advocating for major policy changes within ICDS nutrition programming, an achievement based on its ability to demonstrate positive results, and an accurate sense of what can be achieved. It warned, however, that WFP could lose credibility if its contributions to ICDS were too scattered, if human resources for implementation were insufficient, and if funds were short. The Review acknowledged the importance of complementary inputs to the supply of Indiamix, and the need for additional funds to demonstrate models, and to effectively coordinate inputs with other partners.

The 2005 World Bank study on ICDS<sup>119</sup> and malnutrition in India stated that ICDS appears to be well-designed and capable of addressing the multidimensional causes of malnutrition in India, namely high levels of exposure to infection and inappropriate infant and young child feeding and caring practices during the first two to three years of life. Citing the common belief in India that food insecurity is the primary or even sole cause of malnutrition, the report contended that the existing response to malnutrition in India has been skewed towards food-based interventions. It stated that most partners have placed little emphasis on schemes addressing determinants of malnutrition. As

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<sup>118</sup> WFP- Rome, A Thematic Review of WFP Food Aid for MCHN: India Case Study, December 2005

<sup>119</sup> Gragnolati, Michele, et al *India's Undernourished Children: a Call for Reform and Action*, World Bank: Washington, DC: August 2005.



mentioned in the Tenth Five-year Plan, the WB report suggested that the design of ICDS diminishes the likelihood of ICDS achieving its objectives because it:

- Focuses on food supplementation rather than on more crucial means for improving child nutritional outcomes, such as improving mothers' feeding and care behaviours.
- Places insufficient attention on under-three year-old children, who could benefit the most from ICDS.
- Provides insufficient funds to ICDS in States with the highest levels of malnutrition (Rajasthan, Uttar Pradesh, Bihar, Orissa and Madhya Pradesh, which have the lowest ICDS coverage of Indian states).

The document provided recommendations for reform:

- Resolving the current ambiguity about the priority of different programme objectives and interventions.
- Refocusing on the most important determinants of malnutrition. Programmatically, this means emphasizing disease control and prevention activities, education to improve
  - domestic child-care and feeding practices, and micronutrient supplementation.
- Better targeting towards the most vulnerable age groups (children under three and pregnant women), while funds and new projects need to be redirected towards the states and districts with the highest prevalence of malnutrition.
- Better targeting of supplementary feeding activities towards those who need it most, and growth-monitoring activities need to be performed with greater regularity, with an emphasis on using this process to help parents understand how to improve their children's health and nutrition.
- Involving communities in the implementation and monitoring of ICDS to bring in additional resources into the *anganwadi* centers, improve quality of service delivery and increase accountability in the system.
- Strengthening monitoring and evaluation activities through the collection of timely, relevant, accessible, high-quality information, shifting the focus from inputs to results, informing decisions and creating accountability for performance.

In summary, while ICDS has achieved some successes, issues with the scheme have been known for some time, in particular an over-focus on providing nutrition as opposed to a holistic programme providing nutrition and NHED, an inability to target children under three, and potential exclusion of the severely malnourished and most food insecure.

### **3. Capacity building activities**

Most ICDS staff and government officials responsible for the scheme undergo initial job training, followed by continuing education in the form of intermittent capacity-building activities to update their knowledge and skills, provide basic exposure to the programme, and permit opportunities to exchange information and experiences with counterparts from other districts in the State. WFP India reports, however, that existing training courses for ICDS staff and government managers do not necessarily build their





capacity to respond adequately to meet the challenges of service delivery in the field. Internal assessments of ICDS have indicated the need for the AWW and ICDS managers' training syllabus to be updated, in light of the evolving role of community volunteers and government officials as 'agents of change', rather than merely service providers and supervisors. ICDS evaluations have also recommended the need for state-specific capacity building efforts, for improved coordination with other related departments, and for assessing the role and strengths of training resources. According to WFP, continuing education has failed to achieve fully its objectives because managers are often unable to attend the training programmes. Since these courses are not designed to strengthen manager training skills, there is little possibility for skills to be transferred to other levels, even when managers are trained.

In an effort to address these concerns, WFP has attempted to develop innovations to help ICDS managers to better cope with changing needs in the field, to be more

responsive to area-specific needs, and to develop creative solutions to their problems.<sup>120</sup> An example of such an innovation is the establishment of the District Model Resource Centre (DMRC) in MP. WFP, together with the NIPCCD, DWCD, and the GoMP, established a DMRC in Bhopal between 2004 and 2006.<sup>121</sup> The DMRC is equipped with audio-visual aids and resources aimed at motivating ICDS staff to improve the impact of NHED. The Centre aims to eventually provide a variety of services such as material lending and reproduction, internet facilities, inter-library loan facilities, financed by the DWCD and the GoMP. At the time of the MTE, two groups of ICDS and health service providers from Chhattarpur, Tikamgarh and Bhopal districts had been trained to use resource material available at DMRC. Although not yet fully functional, the Centre planned to hold more training workshops, to continue disseminating IEC materials, and to include a component of evaluation of current approaches to training and communication within the ICDS programme. Immediately prior to the MTE visit, the centre had provided IEC materials to a wide variety of clients to provide advocacy activities during World Breastfeeding Week.

According to the 2005 WFP Standardised Project Report (SPR), 50,625 mothers, 30,706 nutrition and 19,510 health personnel were trained as a result of WFP's support to ICDS.

In MP, a number of capacity-building activities took place over the period 2004 to 2006. A training of trainers was held jointly by WFP, UNICEF and the GoMP for district and project-level ICDS staff, including commodity management, monitoring, evaluation, targeting, storage, transport and distribution of commodities, reporting, and various activities of ICDS. The workshop also enabled participants to develop plans for operationalising their new skills. In turn, the trainers provided training for 1536 AWWs. IEC materials were developed for government staff and community members, and distributed in target districts. The results of the training in terms of improvements to

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<sup>120</sup> District-level Model Resource Centre – Documentation of Best Practices, WFP India, May 2006

<sup>121</sup> WFP provided technical and financial support for the design and setting up of the proposed Model Resource Centre; NIPCCD, an apex training Institute of GoI, provided technical expertise in capacity building of ICDS functionaries and DWCD, GoMP provided infrastructure and committed institutional ownership of the model.



ICDS were not yet assessed at the time of the MTE, although the evaluation team witnessed some evidence of good practice, such as appropriate warehousing of Indiamix supplies in most of the centres it visited in the State.

#### **4. Catalytic and model transfer activities**

The DMRC is considered by WFP to be an innovative model for building and sustaining an interest in and bringing about behaviour change for better and improved child caring practices through effective communication. Great potential exists for scaling up and replicating the Centre in other districts, states and at the national level, although no concrete plans have been developed to date. In MP, a key counterpart suggested that the State would replicate the DMRC in other districts, depending on the availability of funds, and combine its function with ongoing initiatives for distance learning.

A further innovation was noted in Uttaranchal where the use of locally-grown, organic finger millet in ICDS is considered a major success. WFP has linked the Uttaranchal State Organic Board with relevant government ministries, and at the time of the evaluation, used finger millet to make up 25 percent of the ICDS meal for six months of the year. Known as Uttaranchalmix, the product is produced by JVS in Jaipur (which also produces Indiamix and Rajasthanmix) and is composed of 50 percent wheat, 25 percent soya and 25 percent finger millet.

Initially six products were developed and tests carried out between 2004 and 2005 in laboratories for nutritional and fibre content, and later in AWCs, to determine acceptability, with support from the State government. Since 2005, Uttaranchalmix has been used in three Districts where WFP supports ICDS, and more recently, has been scaled up to all 13 Districts in the State. The production of Uttaranchal mix for ICDS provides a market for half of the State's annual production of the finger millet (1200 mt/year.) The Uttaranchal State government plans to scale up the use of finger millet to use in the entire PDS. Other positive aspects of the finger millet initiative include:

- Creation of a market for a locally-consumed, organically-grown grain that is produced on rain-fed, marginal lands, and previously consumed by producing households.
- Since finger millet is grown by poorer households, a steady market provides members with an additional, reliable income source.
- Transportation costs are decreased (compared to wheat and rice).
- Finger millet is a culturally appropriate and locally acceptable food.

#### **5. Effectiveness and efficiency of activities**

##### **5.1 Findings of Country Office self-evaluations**

WFP funded two self-evaluations on ICDS in 2005-6, which, as agreed with the CO, are being used as the main data source on results of this core programme.

In 2006, a mid-term self-assessment study was carried out in four States by the Centre for Social Research, AC Nielsen ORG, in order to determine whether or not objectives were being met, whether programme services were being delivered as planned to the



targeted populations, and to determine to what extent outcomes are acceptable at the mid-point of implementation. The study also aimed to provide suggestions for adaptations of the programme, in order to achieve the intended objectives, in addition to recommendations for the next phase (beyond 2007).

Rather than compare its findings with the 2001 baseline study results, the ICDS self evaluation, carried out between February and March 2006, compared data on indicators of outcomes, outputs, processes and institutional efficiency collected in AWCs where WFP provides support (WFP project sites), and AWCs where ICDS is implemented without support from WFP (GoI ICDS project sites).<sup>122</sup> The self evaluation was conducted in all four states (Rajasthan, Orissa, Uttaranchal and MP). The selection of

WFP project villages was done using Proportion to Population Size (PPS) and followed by AWC/ village selection in the identified blocks based on lists available at block level. ICDS blocks (GOI) located near selected WFP project blocks were selected as control blocks. The required sample of households in the village for beneficiary interviews was randomly selected from the list of beneficiaries maintained at the AWC. The ICDS self evaluation covers a wide range of indicators, including those outlined in the Operational Contract's Logframe, and additional process indicators and institutional efficiency indicators.

According to the ICDS self evaluation, Indiamix is an appropriate food for children, pregnant women and lactating mothers, and is produced with varying amounts of sugar, depending on the request from various state governments. ICDS beneficiaries receive a daily ration of 80 g of Indiamix, providing 312 kcal, 15 protein, and 5 g of protein and 5 g of fat. Beneficiaries complained that the quantity of food provided (especially Indiamix) was too small, although few had problems with the quality of the food. Some respondents were unaware of the quantity of the rations to which they were entitled.

- Table 2 presents the main quantitative results of the ICDS self evaluation. Data from the self evaluation has been organized around the immediate objectives and outcome indicators in the ICDS Operational Contract. In Table 2, statistical significance or otherwise is noted in bold, italics, or underlining. Where there is no highlighting, this means that tests for statistical significance were not carried out on in the self evaluation.

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<sup>122</sup> The CO noted that, for a number of reasons, it was not possible to compare baseline and mid-term results. These reasons included different sampling frameworks for the two studies, and changing locations of operations.



**Table 2: Summary of Results of WFP ICDS self-evaluation**

<i>italics</i> = no statistical difference between WFP and control villages <b>bold</b> = statistically significant in favour of WFP <u>underline</u> = statistically significant in favour of control villages		
<b>Immediate Objectives in Operational Contract</b>	<b>Outcome indicators in Operational Contract</b>	<b>Finding of self evaluation</b>
a. Increased coverage by ICDS within AWC catchment	No. & % of eligible children & mothers covered	<p>During the reference period of past three months, nearly half of the children registered at the AWC had reportedly attended the AWC on a daily basis and another one fifth had visited the AWC on a weekly basis. Around 16 percent of the children had never attended the AWC during past three months.</p> <ul style="list-style-type: none"> <li>Children in 16% of WFP eligible households and 14% of control households had not attended ICDS centers in the previous 3 months. 49% of eligible children in WFP and 55% in control households attended daily in the previous 3 months (not statistically significant).</li> </ul> <p>Among the children sampled from the records maintained at the Anganwadi centers 95 percent confirmed their registration at the Anganwadi center. The corresponding percentage was marginally higher in the WFP ICDS blocks (96%) than the General ICDS blocks (95%) (not statistically significant).</p> <p>Significantly more women from WFP assisted villages registered with AWC (94 percent) than women from general ICDS villages (79 percent)</p>
b. Improved identification/targeting (including severely malnourished)	No. & % of severely malnourished enrolled and monitored (compared with estimates from catchment survey)	The number of children who are below 3 years and severely malnourished, it was reported about 5.1 children in all the villages, 3.4 children in Type I (WFP) and 8.6 children in Type-II villages (control). AWWs of Type I villages reported that all severely malnourished children were covered under the AWC service, whereas in Type II AWCs, only six children were given service.
c. Improved participation by beneficiaries (including attendance)	No. & % enrolled; attendance rates; no. mths enrolled before primary school	Children in 16% of WFP eligible households and 14% of control households had not attended ICDS centers in the previous 3 months. 49% of eligible children in WFP and 55% in control households attended daily in the previous 3 months (not statistically significant).
d. Increased enrolment and attendance at preschool (due to mid-morning meal)		<ul style="list-style-type: none"> <li>83 per cent of the children covered in the sample were attending preschool education. Among them majority (61%) were attending the pre school education at the AWC. <i>Almost similar proportion of the children from WFP ICDS and General ICDS blocks reported attendance at the pre school education held at the AWCs.</i></li> </ul>



<p>e. Increased food intake for targeted beneficiaries</p>	<p>Total supplements received by all household members relative to other sources of food; proportions consumed by targeted household members</p>	<p>Nearly two third of the lactating women, who registered themselves with AWC, from both WFP assisted and general ICDS village reportedly received supplementary nutrition.</p> <p>Only 10 percent women from WFP assisted villages and 5 percent from general ICDS villages consumed all the food they received form anganwadi center</p> <ul style="list-style-type: none"> <li>▪ The proportion of children receiving supplementary food from the AWC was higher in the WFP ICDS blocks (82%) than the general ICDS blocks (75%) (statistically significant). The corresponding figure from the baseline survey was only 48 per cent. This is a remarkable achievement by the WFP programme, since almost double increase in the receipt of supplementary food was found in WFP project areas between baseline and mid term surveys.</li> </ul> <p>The practice of sharing the AWC food was relatively more common in the WFP ICDS blocks (83%) than the General ICDS blocks (77%). (statistically significant)</p> <p>Among the women who received supplementary food from anganwadi centre 86% each in WFP assisted and general ICDS villages reportedly shared this with other family members.</p> <p>10 percent women from WFP assisted villages and 5 percent from general ICDS villages consumed all the food they received form anganwadi centre. Another 42 percent women from WFP assisted and 47 percent from general ICDS villages consumed half the food received. The remaining women consumed less than half the supplementary food.</p>
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<p>f. Improved nutritional status of targeted beneficiaries</p>	<p>Weight:age, weight:height, height:age</p>	<p>30 percent of the women in WFP assisted villages and 28 percent in general ICDS villages were found to have a high prevalence of nutritional deficiency. (not statistically significant)</p> <p>Thirteen percent of the lactating women and 25 percent of the pregnant women in the WFP ICDS areas had some level of anaemia. The corresponding percentage in the general ICDS projects was 15 and 22 percent respectively. (there is an error in the self-evaluation text here, corrected in the sentence above).</p> <ul style="list-style-type: none"> <li>▪ The proportion of the underweight children was higher in the General ICDS blocks (60%) than the WFP ICDS blocks (54%). However, the proportion of the severely malnourished children was almost identical in the General (24.3) % and WFP ICDS blocks (24.6%). (no test for statistical significance was carried out). As compared to the baseline survey, underweight increased from 49.6% to 56.3% and severely malnourished from 19% to 24.5% (p. 84).</li> </ul> <p>Nearly two third of children in both WFP ICDS and General ICDS blocks had some level of anaemia. The proportion of children having moderate as well as severe anaemia was significantly higher in WFP ICDS areas than general ICDS areas.</p>
<p>g. Improved management (including recording) of ICDS activities</p>	<p>Proportion of days AWC without stocks &amp; without feeding; frequency of catchment surveys; no. children monitored for growth; completion/timeliness/accuracy of reporting/records</p>	<p>99 per cent of WFP AWWs reported that they had updated the registers within last three months, whereas the corresponding figure was only 90 per cent among Non- WFP AWWs.</p> <p>Discussion with AWWs reveals that in most of the states there was a regular supervision in the WFP areas.</p> <ul style="list-style-type: none"> <li>▪ Over one-fourth of the cases the child was never weighed and 16 percent of the mothers were not aware about the periodicity of weighing of their child at AWC. 26% of children in WFP households and 24% in control households were never weighed. 28% in WFP households and 39% in control households were weighed every month (statistically significant).</li> <li>▪ Only 7 percent mothers reported that they possessed a growth chart for the child (7% WFP and 8% control, not statistically significant).</li> </ul>



<p>h. Improved child and self care practices, including health and nutrition (KAP)</p>	<p>KAP regarding nutrition &amp; health (as covered by NHED)</p>	<ul style="list-style-type: none"> <li>■ Forty percent of the lactating women in WFP assisted villages and 36% in general ICDS programme villages did not receive any antenatal check up during the pregnancy with the index child (statistically significant). The corresponding figure in the baseline survey was 37 per cent.</li> </ul> <p>Only 18% lactating women from WFP assisted and 21% from general ICDS programme villages received 3 or more ANC check ups.</p> <p>Only 12 percent women in WFP assisted and 11 percent in general ICDS villages did not receive even a single dose of TT immunisation during the pregnancy with the index child. The percentage of women who received recommended at least two doses of TT were 72 percent in WFP assisted and 78 percent in general ICDS villages.</p> <p>Only 18% of the lactating women in WFP assisted and 19 percent in general ICDS villages did not receive any IFA tablets during the pregnancy with the index child. There was a marked reduction (almost 3 folds) happened during the programme implementation with the baseline figure of 46 per cent.</p> <p>Proportion who consumed 100+ IFA tablets was 27% in WFP and 29% in general ICDS villages.</p> <p>Nineteen percent of the women in WFP assisted villages and 30 percent in general ICDS villages reportedly received advice regarding the diet to be taken during lactation period</p> <p>Comparatively more women in WFP assisted villages (21%) were aware of NHED than their counterparts from general ICDS villages (17%).</p> <p>Almost equal proportions of children (30%) in both WFP ICDS and General ICDS were put to breast within 1 hour of their birth. In the baseline survey also, the same proportion were breastfed within 1 hour of their birth.</p> <p>Less than half (43%) of the mothers squeezed their first milk (colostrums) from the breast before they initiated breastfeeding. The corresponding figure was 50 per cent in the baseline survey. 61% of control as opposed to 55% of WFP households carried out this practice (statistically significant).</p> <ul style="list-style-type: none"> <li>■ Nearly three-fifths of the children (58%) were introduced solid food between the recommended ages of 6-9 months, whereas only 39 per cent reported in the baseline survey. There was no statistically significant difference between WFP and control households in this case.</li> </ul> <p>The proportion of children receiving de-worming medicines was considerably higher in General ICDS projects (30%) than WFP ICDS (17%) blocks (statistically significant).</p> <p>43% of households gave vitamin A supplementation in WFP –assisted ICDS households, against 55% in control households (statistically significant).</p>
<p>i. Increased community participation in ICDS activities</p>	<p>No. &amp; % of AWCs with community involvement (by type); Perceptions of value of participation by stakeholders</p>	<p>No substantive details</p>

Source: ORG Centre for Social Research, Mid-term Assessment of the WFP Supported ICDS Programme, New Delhi, 2006



As can be seen from Table 2, WFP has achieved improved performance that is statistically significant in relation to government programming, in particular higher registration among women, a higher proportion of children receiving supplementary food, and lower proportion of underweight children. In a number of other key areas there was little difference between WFP and government programming, in particular attendance by children, receipt of supplementary nutrition by women, prevalence of nutritional deficiency among women, the proportion of severely malnourished children, and several indicators related to improved child and self-care practices. There were a number of other child and self care practices where control groups were found to have performed better than WFP, and there was also a lower level of children with severe and moderate anaemia in non-WFP areas.

The self evaluation included a number of other observations about WFP performance, noted here. Most growth monitoring activities were not carried out in AWCs for a variety of reasons. In some cases equipment (scales and height boards) were non-existent or broken, while in others, the AWW lacked the necessary skills to plot figures on growth charts. Although training in health and nutrition education was supposed to take place each month, many survey respondents stated that they had never heard of these classes. Whilst a few communities were aware of education for mothers, most were unaware of what was supposed to be offered and did not participate in such initiatives. The self evaluation found that health services were carried out in AWCs, including referrals to health centres for illness and delivery, and immunisations.

Respondents expressed confidence in the added-value of Indiamix in improving health and nutritional status, but complained that the commodity was distributed irregularly. According to the study, pregnant women were unable to attend regular antenatal sessions at the AWC due to their duties working in the fields. Not a single maternal death was reported in the past three years in study villages, supporting a belief expressed by community members that pregnant women and lactating mothers did not suffer from many health problems. Most study participants at community level expressed the need for more nutritious food for children. Many felt that ICDS food supplements could be more varied, which would entice more children to attend.

According to the self evaluation, childcare advice and knowledge is largely supplied by elders within families. Even though AWW conducted home visits in some communities, few beneficiaries followed the advice provided. Instead, home remedies are often used to treat simple illnesses, whereas serious health concerns are brought to government hospitals or private clinics, or 'informal pharmacies' that distribute medicine.

Regarding support to ICDS from WFP, the study reported that Indiamix had been a factor in attracting beneficiaries to AWC. Increased attendance at AWC by community members had in turn guaranteed the regular functioning of centres. Most beneficiaries were unaware of WFP, but acknowledged improvements in the health and nutritional status of people attending AWCs a result of Indiamix. Registration of targeted beneficiaries had improved, and few issues had arisen regarding the supply of Indiamix.

Problems were found with AWWs' recordkeeping, with many inaccuracies, and in a few cases, lack of updated information for several years.





In communities where AWCs had not improved despite WFP's inputs, causes cited in the self evaluation included:

- Poor outreach of AWWs
- Dispersed locations of hamlets, rendering coverage more difficult
- Lack of awareness of services amongst beneficiaries
- Irregular supply of Indiamix
- Insufficient supply of Indiamix
- Poorly maintained AWC records
- Insufficient monitoring
- Lack of professionalisms amongst AWW vis-à-vis beneficiaries
- Insufficient Information –Education – Communication (IEC)

Most communities complained of serious problems with insufficient health services, and the lack of availability of trained health service providers.

While findings from the self-evaluation and baseline carried out in 2001 are not directly comparable, and should be taken as indicative only, the self-evaluation makes a number of comparisons to the 2001 baseline, as follows:

- Forty percent of the lactating women in WFP assisted villages and 36 per cent in general ICDS programme villages did not receive any antenatal check up during the pregnancy with the index child. The corresponding figure in the baseline survey was 37 per cent.
- Among the sampled children in the age group of 0-6 years, 56 percent were underweight and 25 percent were severely malnourished. The proportion of the underweight children was much higher in the General ICDS blocks (60%) than the WFP ICDS blocks (54%). However, the proportion of the severely malnourished children was almost identical in the General and WFP ICDS blocks. As compared to the baseline survey, there was not much change in the nutritional status of the children in the mid term survey.
- More than two-fifth (43%) of the mothers squeezed their first milk (colostrums) from the breast before they initiated breastfeeding. The corresponding figure was 50 per cent in the baseline survey.
- Nearly three-fifths of the children (58%) were introduced to solid food between the recommended ages of 6-9 months, whereas only 39 per cent reported this in the baseline survey.
- The proportion of children receiving supplementary food from the AWC was higher in the WFP ICDS blocks (82 per cent) than the general ICDS blocks (75 per cent). The corresponding figure from the baseline survey was only 48 per cent. The self evaluation concluded that this is a remarkable achievement by WFP, since an almost double increase in the receipt of supplementary food was found in WFP project areas between baseline and mid term surveys.
- Almost equal proportion of children (30 per cent) in both WFP ICDS and General ICDS were put to breast within 1 hour of their birth. In the baseline survey also, the same proportion were breastfed within 1 hour of their birth.

Table 3 notes changes for underweight and severely malnourished children between 2001-2002 and 2006.



**Table 3: Changes for underweight and severely malnourished children between 2001-2002 and 2006**

ICDS Intervention	Baseline (2001-2002)	Mid-term (2006)
Underweight children (>2 SD weight for age)	49.6%	54%
Proportion of severely malnourished children (>3 SD w/a)	19.4%	25%

Sources: ORG Centre for Social Research, Mid-term Assessment of the WFP Supported ICD Programme, New Delhi, 2006; Centre for Media Studies, *Participatory Mini Survey – Baseline Study for UNWFP Country Programme 2003-2008*. Delhi: March 2004.

As can be seen from the data above and Table 3, there are few positive changes since the 2001-2002 baseline, with the exception of the proportion of children receiving supplementary food.<sup>123</sup> The self evaluation does not note the relative changes in the control group villages, making this finding on receipt of supplementary food difficult to analyse. The increase in underweight and severely malnourished children noted in Table 3 may have been caused by a larger intake of poorer beneficiaries between the survey period – this hypothesis needs to be tested by the CO.

The second CO self evaluation was carried out in July 2005, a research study entitled the *Assessment of the Impact of ICDS Food Fortification in Madhya Pradesh*<sup>124</sup>, carried out by the National Institute of Medical Statistics. This was a follow up to a baseline study conducted in 2003. The objectives of the research were to:

- Determine the baseline prevalence of iron and Vitamin-A deficiencies among children 12-59 months in Raisen and Vidisha districts of MP, and
- Evaluate the impact of ICDS food fortification.

Study results after 20 months of the intervention showed improvement in several indicators in populations benefiting from Indiamix compared to those receiving non-fortified food, such as reduced anaemia, reduction in Bitot’s spots, and higher serum retinol levels. Rates of severe and moderate malnutrition were reduced from 54 to 46 percent in the sample of children who had consumed Indiamix, compared to a reduction from 63 to 47 percent in children who had only received non-fortified food, (in other words, malnutrition reduction occurred at a higher level in control group villages although overall outcomes were similar). The percentage of severely malnourished children also reduced significantly in both the WFP and control blocks from baseline to endline. While no visible difference in the mild-to-normal grades of malnutrition was seen in both children who consumed most of the fortified food (75 percent and above) and those who consumed between half and three-quarters of their ration (50 – 75 percent), there was a greater decline in severe malnutrition amongst those who

<sup>123</sup> It is not clear from the self-evaluation if proportion here refers to proportion of all eligible children, or proportion of registered children.

<sup>124</sup> An Assessment of the Impact of ICDS Food Fortification in Madhya Pradesh, National Institute of Medical Statistics, Indian Council of Medical Research, New Delhi: 2005



consumed most of the Indiamix and those who consumed only 50 – 75 percent (6.9 percent compared to 9.4 percent). The report concludes:

There appears no appreciable difference in the mild-to-normal grades of malnutrition vis-à-vis % consumption of fortified supplementary food, though the extent of severe malnutrition shows a declining trend.

Hence with great caution it can be inferred that though the % consumption of fortified supplementary food has a positive and significant impact on iron and vitamin A status of children, it only shows a positive trend in that direction with respect to nutritional status.<sup>125</sup>

The self-evaluations do not answer some key questions related to WFP programming, for example whether there has been an increased focus on under 3's, and whether there has been more effective targeting of the most food insecure households. The CO needs to examine these questions in more depth in future analysis.

### **5b. Findings from the evaluation team interviews and field visits**

This Section is based mainly on supplementary CO information and evaluation team members' field visits. The evaluation mission visited ICDS centres in five districts in three states: Tikamgarh and Chhatarpur Districts in Madhya Pradesh<sup>126</sup>; Tehri and Uttarkashi Districts in Uttaranchal, and Rajsamand District in Rajasthan, meeting with AWW and assistants, parents of children attending ICDS pre-schools and receiving take-home rations, female beneficiaries, mothers and mothers-in-law of female beneficiaries, children, adolescent girls, assistant nurse midwives and other health care providers; WFP state and district-level staff, and government officials from block and district levels. The team also interviewed a number of key state and national level officials from the DWCD responsible for ICDS.

#### **5.b.1 Macro-level coverage**

Data on beneficiary numbers, including planned versus actual figures, of people who were served by the WFP-India programme are found in Table 4 below.

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<sup>125</sup> Ibid: p21. The Assessment report is in draft only and provides no additional analysis of the findings.

<sup>126</sup> Initially two districts in MP, Jhabua and Barwani, where Food for Education (FFE) activities were planned, were selected by WFP to receive ICDS support under the 2003-2007 CP, in keeping with an overall CP objective to intensify interventions by implementing at least two activities in the same districts. Later, the GoMP, in consultation with GoI and WFP selected Tikamgarh and Chhatarpur districts, since they have the highest prevalence of malnutrition in the state, and have poor female health indicators. During the 2003-2007 CP, WFP provided support to these districts for the first time.



**Table 4: ICDS Planned vs. Actual Beneficiaries (males/female, 2003, 2004, 2005)**

Beneficiary Category	Planned			Actual			Actual vs. Planned (%)		
	Male	Female	Total	Male	Female	Total	Male	Female	Total
Children below 5 years	302,955	282,252	584,575	484,138	467,997	952,135	160.1	165.8	162.9
Children 5 – 18 yrs	75,245	67,447	142,692	78,569	87,614	166,183	104.4	129.9	116.5
Adults	-	138,2269	138,269	-	239,162	239,162	-	173	173
Total Bens. 2005	377,568	487,968	865,536	562,707	794,773	1,357,480	149	162.9	156.8
Total Bens.2004	362,955	502,581	865,536	372,106	595,499	967,605	102.5	118.5	111.8
Total Bens.2003	362,955,135	502,581	865,536	265,680	376,577	642,257	73.2	74.9	74.2

Source: WFP SPR 2005

According to Table 4, WFP’s ICDS activity had reached a cumulative total of over two million beneficiaries. Although WFP’s interventions cannot be given credit for the increase in overall beneficiaries of its programme through ICDS, the evaluation acknowledges that whatever the reason, more people than foreseen originally benefited from WFP’s programmes. The evaluation team noted that Districts receiving WFP assistance are amongst the poorest in India, with large portions of tribal and scheduled caste populations residing in isolated areas with little access to public services. It is possible that in such poor areas of the country, the added attention to ICDS, and increased efforts of government services to improve ICDS attracted larger numbers than planned. It is also possible that planning figures were underestimated at the beginning of the programme, since in at least seven districts, WFP support was offered for the first time.

### 5.b.2 Overview of field findings

According to many GoI officials met by the evaluation team at national, state, district and block levels, WFP’s support to ICDS is much-appreciated. Government partners particularly acknowledged the agency’s role in providing opportunities to pilot innovations, which were seen as crucial to a scheme that had few other opportunities for creating new modalities.

The evaluation found that simple, easy-to-understand IEC materials developed by WFP on basic nutrition and health have improved awareness of both food and nutrition problems and solutions at household and community in all WFP-supported districts. At national level, WFP’s efforts have helped to bring the problem of malnutrition to the



fore, and maintained the government's interest in tackling it. WFP has encouraged, and even insisted (according to some interviewees) that the Government provide training to

improve the capacity of health care and ICDS providers that the Government improve the capacity of health care workers.

All AWCs visited were open and functioning, with differences due to location, quality of infrastructure, and level of experience/training of the AWWs. All AWWs met were very knowledgeable about the programme, and demonstrated sincerity and enthusiasm about their work. Wide variations in the quality of data reviewed in AWCs left the mission with the impression that considerable efforts are still needed to improve basic information-gathering techniques and record-keeping, so that primary sources of data can be more useful in monitoring and evaluating the ICDS scheme. In Uttaranchal, a major contribution of WFP to ICDS has been programme monitoring and drawing key issues such as problems in attendance to the attention of the State government.<sup>127</sup>

Indiamix seemed to be well-liked by AWWs and deemed appropriate for targeted beneficiaries. At AWCs in Rajasthan and MP, pre-school children observed by the evaluation team anxiously awaited the mid-morning snack, and consumed every last bit of their servings. While no one complained that the quantities of Indiamix distributed as take-home rations were inadequate, most mothers admitted to sharing their own rations, and those of their children, with other family members. The distribution of a double take-home ration introduced by WFP is a positive step in helping to ensure adequate consumption of the fortified food by the targeted beneficiary (either pregnant or lactating women or children under three years of age).

Since a variety of food schemes and programmes exist in India for poor, food insecure families<sup>128</sup> in addition to ICDS, it may not be necessary to provide an additional 'family ration', in addition to the double ration of Indiamix, as is the case in some WFP programmes elsewhere in the world, to ensure adequate consumption of the ration by the targeted beneficiary. As the WFP *Thematic Review* pointed out, however, recent, reliable data on food consumption of ICDS beneficiaries is not available to confirm to what extent food needs are met by ICDS supplementary rations, or to permit an appropriate response to the question: Is the ICDS distribution of Indiamix sufficient (in quantity and quality) to achieve its objectives?

Variations at State and District levels in different aspects of the programme indicate that the ICDS has become decentralised, and thus less 'homogenous.' Plans are underway to decentralise the management of ICDS even further (to Panchayat Raj Institutions - PRI), creating an opportunity for WFP to support training and other forms of capacity-building of these local governing entities. Along with decentralisation, however, the possibility has arisen that WFP and State governments may actually be offering parallel services, in terms of support to AWWs.

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<sup>127</sup> Information based on feedback from MTE team field visits, March 2006.

<sup>128</sup> Food assistance provided to poor families includes mid-day meals for all children attending primary school; access to ration shops (prices are 5 Rs/kg for wheat; 9 Rs/L for cooking oil); food distributions of 25 kg of grain/month.



The evaluation team observed that the mid-morning snack was actually distributed just before the end of the morning session, and in most cases after twelve o'clock noon each

day. The snack may be, therefore, a substitute for lunch at home, similar to the primary school's mid-day meal, rather than supplementary nutrition. In this regard, the 80 g. ration is insufficient to replace a mid-day meal. Further investigation is needed, and if found to be the case, consideration of a double ration for AWC consumption should be considered.

Budgets for fortified blended food were prepared according to the number of beneficiaries registered and attending ICDS centres, which increased the chances that attendance figures were (at least occasionally) inflated. In some AWCs, the evaluation team observed records of 100 percent attendance for several months, which was highly unlikely if not impossible considering the target group. The team also found that attendance was often interpreted by AWWs to mean presence in the AWC, a condition that could involve staying for five minutes or the entire 4.5 hour session.

Because District level data was less available than State level data, the decision to select certain districts amongst selected states was based on operational criteria. It is therefore unknown whether or not the districts with the greatest number of malnourished children and/or those with the highest levels of poverty were selected for WFP's ICDS intervention.

Infants, young children, adolescents and women of child-bearing age were targeted through the ICDS, but participation was based on self-selection at community level. It is assumed by WFP that the neediest and particularly the most malnourished individuals were provided with services. The most food insecure households, however, may have been excluded for reasons such as lack of awareness of the programme's existence or its benefits, distance from the centres, reluctance to join others of higher castes or social classes, etc.

### **5.b.3 State level findings**

In Uttaranchal, WFP's interventions to support ICDS were felt to be critical, particularly in terms of designing tendering documents, supporting the development of Uttaranchal as an organic State by providing a market for local organic millet, and providing technical support related to storage and hygiene. These successes have been based on excellent networking and advocacy by the Uttaranchal SO, both with government at all levels, and through setting up a network of NGOs to work on the adolescent girls' project. The Uttaranchal State Government considers WFP an extremely important resource for technical support, research and monitoring. However, WFP may not have made a difference in key issues such as complementary ICDS programming or targeting the under three-year olds. More work also needs to be done on sustainability and developing an exit strategy.<sup>129</sup>

In MP, WFP had made substantial efforts with State government authorities to improve the coverage of ICDS in areas where no AWW existed. In light of the GoI's universalisation of ICDS, WFP advocated with the GoMP to create additional AWCs in

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<sup>129</sup> Feedback from MTE field visit to Uttaranchal, March 2006.



the two districts receiving WFP support. As a result, 57 additional AWCs were operationalised in 2005. In 2006, an additional 600 AWCs are expected to be opened in MP, further expanding the possibilities for better coverage of ICDS. Although WFP

cannot take full credit for the State's increased attention to ICDS, the evaluation team is under the impression that WFP, UNICEF and other partners' initiatives to reduce malnutrition and address child development needs in the state catalyzed state-wide efforts to achieve universalised ICDS. In MP, a total of 271,842 beneficiaries were enrolled in WFP-supported ICDS in 2005, including 51,799 pregnant women and 111,476 children between six months and three years, an overall increase of 75,566 beneficiaries compared to 2004. Of those enrolled, 177,423 beneficiaries received supplementary food for an average of 22 days per month, as compared to 138,712 beneficiaries for 18 days per month in 2004. According to the WFP State Office in MP, ICDS enrolment increased by 87 percent, and coverage of targeted beneficiaries (including up to 100 beneficiaries per centre, or 80 under six year-old children, and 20 pregnant and lactating women) by 27 percent from 2003 to 2005.

The evaluation team noted that in some villages additional AWCs had been created by the State government in small hamlets located on the periphery of villages to encourage attendance of children whose families lived over one km from the village centre. These 'auxiliary' AWCs were often in transition to becoming full-fledged AWCs, depending on the population of the community. Once again, while not directly a result of WFP advocacy, the response of the State government to local requests for additional resources is estimated to be, at least in part, a result of the improved functioning of AWCs that have benefited from additional support from WFP. In any case, the new AWCs were benefiting from the same WFP support as existing centres. Outcomes of the WFP programme in terms of increased numbers of AWCs should be furthered investigated by WFP during routine monitoring visits.

In addition to contributing to the availability of additional AWCs, the WFP State Office in MP had developed and promoted several strategies to improve enrolment rates. Firstly, concerted efforts were made to encourage AWWs to identify and recruit eligible young children (under three years of age), pregnant women and lactating mothers to the ICDS. Secondly links were made between ICDS and *Bal Sanjivani Shakti*, a nutrition campaign unique to MP held twice each year to identify and treat malnourished children, and to ensure the enrolment of identified children in ICDS. In ICDS programme Districts, WFP also encouraged a system in which take-home ration distributions were combined with village health days, so that families could benefit from all ICDS services on a single day, rather than over many visits. For example, mothers and children could benefit from the weekly take home ration of Indiamix, counselling and education sessions on health and nutrition practices, immunisations, and once a month, child weighing and growth promotion. So far, plans have not been announced for scaling up this activity in other districts.

The evaluation mission observed that attendance continues to be a problem in some areas of MP and Rajasthan, although perhaps less so in Uttaranchal, where a relatively higher value is placed on education from an early age. As such, the evaluation team concluded that providing a meal in the AWC (or biscuits in primary schools) in Uttaranchal may not be much of an incentive to promote better attendance. Because of



the very high attendance rates in that State, however, it may be possible to make the case in that the poorest and hence neediest families are receiving ICDS services.

In MP and Rajasthan, however, reasons provided for poor attendance centred on two issues: the frequent migration of ICDS beneficiaries' families, and a lack of interest in and/or awareness of the benefits of the programme. One group of women explained that the ICDS supplementary meal had become 'less interesting with the availability of the MDM programme' at the local primary school. In other words, the MDM programme provided a full meal to at least one, if not several members of the household. In this light, the snack provided to the one or more children under six years of age was of lower value, relatively speaking.

In most cases, pre-school children's absences from ICDS were claimed by beneficiaries' families and ICDS staff to be due to temporary migration to other parts of the block, district, state or even country. Although lengths of stay varied, focus group participants mentioned periods from a few days to several weeks or even months, to work in fields or in other jobs outside the village. In addition to migration as a cause for absence from AWCs, AWWs often inferred that many parents did not understand the purpose of pre-school education, and did not value it enough to send their children on a regular basis. The evaluation team noted that most AWWs were not local villagers, and were generally much better educated than the parents of the pre-schoolers. During home visits to investigate absences of ICDS beneficiaries, several caregivers (either older siblings, cousins or grandparents) told the evaluation team that they had been left in charge of the younger children but had not received instructions from the parents to bring them to the AWCs. In other families, parents had kept the child home because s/he did not 'feel like going to school' that day.

Some parents mentioned that they preferred to send their children to private pre-schools, which were available in many villages visited at a nominal cost (50 IRS/month was mentioned). AWWs asserted that families that could not afford this cost sent their children to ICDS, which was free of cost.

During a home visit<sup>130</sup> by the evaluation team to follow up on a child who was absent from the AWC, the child was found at home with his grandmother. The woman explained that she had been left to care for the child while the family was working in the field, and she did not feel that there was any difference if the child played at home or in the centre during the day. Other follow-up visits of absent children revealed that families had left for several days to work in distant fields. Without alternative care options or money to leave with relatives to cover food purchases, children accompanied their parents, and missed pre-school.

A crèche system has not been fully integrated with ICDS, although parents told the evaluation team that one reason why mothers cannot bring their children is due to the fact that they must work, sometimes at considerable distances from their homes. Since

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<sup>130</sup> While the economic level of the families visited during the evaluation mission varied, all could be considered poor or very poor, with a handful of belongings, and one or two rooms made from homemade bricks. In a few villages, houses had electrical wiring, due to a project to electrify all rural areas, but in most of these the electricity was not functioning.





AWW only function until about noon each day, parents who work far from the village must bring young children with them. Parents reacted extremely negatively to the suggestion of leaving children behind with friends while they went to work outside the

village. Most were interested, however, in a formal crèche system that provided communal childcare, and felt it would be a viable childcare solution for families that worked outside of the community during the day.

A review of ten AWC attendance records during evaluation field visits discovered that a considerable number of registered children were absent for over half of the targeted 25 days each month. The mission was concerned that the consumption of only twelve or thirteen fortified rations each month would not provide sufficient micronutrient supplementation for most pre-school age children, especially those suffering from malnutrition. The introduction of the Accredited Social and Health Activist (ASHA) scheme aims to provide additional support to the AWW in Rajasthan, especially for follow-up on absences to the centre, and to cultivate more synergy between the ANM and the AWW. Beneficiary Contact Monitoring (BCM) a form of monitoring that assesses the awareness levels of beneficiaries, while providing them with information, was initiated in MP, although results are not yet available.

Both AWWs and parents in Rajasthan requested an allocation of sugar to use in the preparation of the local version of blended food, known as Rajasthanmix, since the product is unsweetened in that State. Variations were found in the modalities for the preparation of supplementary food at AWCs, with some AWWs receiving small budgets of five or ten paise per beneficiary to cover the cost of condiments, cooking fuel and other food preparation needs, and others receiving only Indiamix and leaving them dependent on community contributions for other needs.

According to Rajasthan State officials, Rajasthanmix is distributed in only seven Districts, i.e. those supported by WFP and CARE.<sup>131</sup> In all other Districts, the State government provides whole wheat grains (100g/beneficiary) and funds for the purchase of locally-produced food that is cooked and served as a hot meal to pre-school children. State officials explained that the use of locally-produced foods is mandated by the Supreme Court Ruling on MDMs, which is interpreted in Rajasthan to mean purchased and/or produced at community level, and which extends to ICDS and not only primary schools. The hot, cooked meal system is popular in communities because instead of receiving only food commodities, communities receive funds in addition to basic foodstuffs, to purchase needed condiments and fuel, based on registration figures and attendance records.

AWWs in MP mentioned that at times Indiamix supplies had run out. During these periods, broken wheat was supplied to the centres. In MP, a shortage of Indiamix was experienced during the evaluation visit. The break in the pipeline was due to an administrative issue regarding the transfer of funds from the GoMP to the supplier. Normally, WFP procured the Indiamix, advancing funds for 100 percent of the product, and, following delivery, was reimbursed by the government for 50 percent of the cost. Following a recent internal audit, WFP was advised against this practice, and instead,

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<sup>131</sup> Care also provides free distributions of cooking oil to ICDS beneficiaries; WFP does not.



now insists on matching advances from state governments before processing orders. Funds are available from state government, but the mechanism for releasing funds is slower than that of the UN agency. For this reason, a considerable lag is experienced

each time an order is placed, with occasional problems in supplies at district and block level.

In Uttaranchal, no major pipeline problems had occurred, although the state government had been bogged down in court trying to procure supplies of Indiamix. WFP had set up the procurement system for the State government, but will hand over this operation in 2007. Currently, all procurement is organised through WFP Delhi for all WFP-supported ICDS districts.

In some AWCs in Uttaranchal, WFP introduced changes in storage (e.g. on wooden pallets), measuring cups, storage manual, recipe book, packaging and use of plastic gloves for hygiene, and equipment for growth monitoring. Storage in some centres in Rajasthan and MP was inadequate, and staff confirmed that they had received no training in commodity storage.

In MP, the bi-annual *Bal Sanjivani* campaign, sponsored by WFP, UNICEF and local authorities in both concerned districts provided an opportunity to weigh and measure all children six years of age and under, and to provide vitamin A supplementation. Data from the past seven campaigns (beginning in September 2001) provided informal evidence of reductions in severe and total malnutrition in both districts. In Chhatarpur District, the rate of total malnutrition according to the *Bal Sanjivani* campaign data dropped from 62 percent in 2001 to 50 percent in November 2005, and severe malnutrition from 7 percent in February 2002, to 1.7 percent in October 2005. In Tikamgarh District, the rate of severe malnutrition declined from 6.5 percent in September 2002 to 1.5 percent in November 2005, and total malnutrition from 58 percent in September 2001 to 50 percent in November 2005.<sup>132</sup>

In order to increase the consumption of take-home rations of supplementary food by targeted beneficiaries, WFP SO in MP established a system of home visits by AWW and their helpers. ICDS staff received training to describe the nutrient value of Indiamix, and to explain the importance of eating or feeding the child the entire ration. IEC materials were developed, and in Bhopal, the District Model Resource Centre (DMRC) was established to provide information tools and resources for maternal and child nutrition. According to the WFO MP State Office, as a result of such efforts, the demand for Indiamix supplied by WFP increased by about 12 percent since the CP began.

A variety of initiatives involving adolescent girls were observed. In some AWCs, two or three girls were recruited from the community to serve as volunteers each month to assist in outreach activities in exchange for a small food ration. The adolescent girls' programme in Uttaranchal, providing training to young girls to improve their self-confidence was developed in October 2004 as a pilot project. Funded through a Canadian Impact Grant, the project was modeled on the national adolescent girls'

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<sup>132</sup> Source: ICDS Status Report, WFP Madhya Pradesh, January 2004 – December 2005, WFP-India, April 2006.



schemes, and became operational in January 2005. The project was highly valued by the State government as a key part of ICDS. The WFP programme is more intensive than that of the government scheme, operated by the Ministry of Youth Affairs (MYA), in which Rs 100,000 are allocated per block for 100 girls. For WFP, Rs 500,000 are

provided per block for 1200 girls (i.e. 12 times as many girls for five times the cost). Training modules have been developed, even in non-traditional areas such as reproductive health. The project is implemented through 11 NGOs, and has carried out three sets of trainings to date. Some problems were encountered in including girls from scheduled castes, since it is not possible to organise a separate meeting for them. The grant will end in 2006; however, an application for national support for the project has been submitted to MYA for funding a future programme.

## 6. Recommendations

The evaluation presents the following findings and related recommendations:

**Finding:** For several years, if not decades, repeated promises of "developing partnerships", "enhancing coordination" and "increasing community participation" have not materialised. At this crucial juncture, action needs to replace rhetoric, and all development agencies involved in alleviating malnutrition in India need to work hand in hand to overcome the problems facing millions of Indian children, women and men. Community involvement and ownership is a time and labour-intensive process, a fact that complicates replication and scaling up of successful experiences. Increasing community participation in the wider sense does not appear to be the strength of WFP India, and therefore it should continue advocating for community participation, and aim for increased community involvement in ICDS in the WFP-supported districts through local NGO partners.

### Recommendations:

- During the remainder of the current CP, WFP should plan joint programmes with UNICEF, WHO, UNFPA, CARE and the WB, assessing programming needs in ICDS districts, and elaborating a Plan of Action, complete with activities, timeline, division of responsibilities and budget, for implementation in the next CP.
- At the District, Block and Community-level, WFP should contract local NGOs, to provide needed support to government counterparts, international agencies and communities, and to establish a means for improving programme monitoring, feedback and accountability.

**Finding:** Repeatedly, study findings indicate that efforts to tackle malnutrition continue to miss the most appropriate targets – young children and infants, pregnant women, and women and adolescent girls before pregnancy. In addition to consuming food and nutrition supplements, these vulnerable groups need education, resources and empowerment to change negative health, nutrition and hygiene behaviours and adopt positive ones for improved care.



## Recommendations:

- Shift the focus of ICDS support from curative activities or supplementary feeding, to *preventive activities*, and, in keeping with the life-cycle approach already advocated by WFP and ICDS, establish a simple package of interventions for treating malnutrition in adolescent girls and boys, and newly-wed women and men, in addition to young children (under three years). Include nutrition supplements, iron-folate and/or multiple micronutrient fortification; basic health services; nutrition, health, child and self care and lifeskills training; behaviour change communication, and income generating skills development.
- In order to ensure follow-up and support at the community and household level, and to enable vulnerable individuals to become empowered, involve older women (grandmothers, mothers-in-law) in the delivery of the adolescent nutrition package, creating advocates for, rather than combatants against healthy pregnancies and deliveries, normal birth weight babies, and nutritionally sound feeding practices for young children.
- Include income-generating and skills development activities, and opportunities for remuneration to target groups, to improve the availability of resources.
- Develop strategies for including boys and men in ICDS, and thereby end their isolation from involvement in and taking responsibility for the well-being and health of their families.

**Finding:** Despite numerous attempts to ensure mutual support between, and the concentration of WFP inputs and efforts for the greatest impact, key programmes are implemented in isolation from one another, preventing synergy.



**Recommendations:**

- Establish at least two programmes in the same districts and blocks, improving opportunities to enhance the synergy between WFP inputs and activities in the area of FFE, and
- Advocate with GoI officials to overcome resistance to concentrating WFP's efforts in one area.

**Finding:** Despite relatively limited inputs, and uneven distribution of existing, scarce resources to ICDS programme sites, WFP has determined a multitude of impact, result and outputs to be achieved through its support to ICDS, and the ultimate goal of establishing models for replication. The mismatch between goals and objectives and inputs and potential outcomes and impact has resulted in unrealistic expectations by GoI and WFP for ICDS, the “spreading thin” of precious resources, and inadequate attention/prioritisation of model building, in favour of achieving coverage targets.

**Recommendations:**

- WFP should focus scarce resources on simple, effective models aimed at improving outcomes and results for ICDS, using all of the above strategies, and limiting the programme in size and scope accordingly.

WFP should consider the above recommendations within the constraints of their programmes (budgetary and otherwise).





## **Annex 8: Findings on FFE Ellen Girerd-Barclay**

### **1. Background to programme**

The Government of India's (GoI) strong commitment to education is reflected in significant advances in the availability of primary schools. By 2002 over 94 percent of rural communities had access to a government primary school within the one km maximum distance. At the upper primary levels (grades six through eight), government schools were available to 84 percent of rural populations, within a radius of three km. The widespread existence of schooling facilities, however, has not guaranteed that all children are able to attend school, and to learn.

The 86th Constitutional Amendment, passed in 1993, made free and compulsory education a fundamental right for all children in the 6-14 age group. The Sarva Shiksha Abhiyan (SSA) or 'Education for All' campaign, the national umbrella programme for free and compulsory elementary education was launched in 2000.<sup>133</sup> The scheme groups together the many programmes supporting elementary education that had developed over the years, and promotes decentralisation, community ownership, and involvement of local groups and NGOs.<sup>134</sup> It also includes innovative interventions specifically aimed at reducing the gender and social gaps that are widespread in many parts of the country.

Gradually expanding in the 1960's, the school meal programme was universalised in Tamil Nadu in 1982, and expanded to reach children up to Grade 10. The initiative was considered highly successful in terms of increasing school enrolment, attendance and completion rates, and became the most widely known of India's school feeding initiatives. Over the years, other States developed school lunch programmes. In the mid-nineties, the National Programme for Nutrition Support to Primary Education (NPNSPE) was initiated with support from the GoI, supplying free grain to States for school lunches. States were unwilling, however, to provide the additional resources required for complementary foods, infrastructure and cooks' salaries. Free grain distributions were generally given directly to parents, instituting a feeding programme known as 'dry rations.'

On November 28, 2001 a landmark Supreme Court of India ruling made it mandatory for the state governments to provide cooked meals instead of dry rations to all children in all government and government-assisted primary schools. As of June 2002, cooked school meals were considered a legal entitlement of all children attending government

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<sup>133</sup> SSA includes the following objectives: - All children in school, Education Guarantee Centre or Alternate School by 2003; All children complete five years of primary schooling by 2007; All children complete eight years of schooling by 2010; Focus on elementary education of satisfactory quality with emphasis on education for life, - Bridge all gender and social category gaps at primary stage by 2007 and at elementary education level by 2010; Universal retention by 2010.

<sup>134</sup> Operational Contract Food for Education, WFP Activity No. IND 10107.0 ACT.2



primary schools – and one that was subsequently violated by most states. With sustained pressure from the Supreme Court, the media and in particular from the Right to Food campaign, a movement to eliminate hunger in India, more States started providing free cooked meals.

In May 2004 a newly-formed coalition government began to allocate financial resources from the central budget to States, in order to develop infrastructure for school lunch preparation. Since then, India's school feeding programme has expanded to include most children attending primary school, and by 2005, was universalised, with approximately 130 million children receiving hot cooked school lunches across the country. The mid-day meal scheme (MDM), currently aims to:

- Protect children from hunger
- Increase school enrolment and attendance
- Improve socialisation among children belonging to all castes
- Address malnutrition, and
- Enhance social empowerment through provision of employment to women.

In addition to school lunches, the MDM scheme also provides other health and nutrition services to children in some parts of the country, including iron-folate supplementation for a number of months each year, and bi-annual deworming.

The GoI Tenth Five-Year Plan chapter on Elementary Education provides extensive support to initiatives to increase primary school education outcomes, including school feeding and other initiatives to improve learning and reduce gender disparities in enrolment, completion and literacy rates.<sup>135</sup>

### **WFP and Food for Education (FFE)**

According to the WFP CP 2003–2007 document, more than half of school-age children in India, or up to 90 million, are not attending school. Of the children enrolled in school, a variety of obstacles, including hunger, malnutrition and poverty prevented them from learning under optimal conditions. GoI statistics placed the net enrolment of primary school-age children at just over 70 percent in 2000, with the rate of girls lower (64 percent) than that of boys (77 percent). The Gross Enrolment Ratio for boys in primary education was 104 percent in 2000, and 85.2 percent for girls.<sup>136</sup> With obligations to help with family chores and childcare, girls had a considerably lower chance of completing primary school than boys. Early marriage (more than half of girls in India marry before the age of 18) and low education levels greatly increased the likelihood of maternal malnutrition and children born with low birth weights continuing the cycle of poor health, malnutrition and poverty. In many parts of the country, a systematic bias against girls persists, with some families placing more emphasis on the education of boys.

The aim of the Food for Education (FFE) programme is to contribute to the achievement of the GoI's goal of universal elementary education and, to assist the

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<sup>135</sup> GoI, *Tenth Five-Year Plan, 2002-2007*. New Delhi: National Planning Commission.

<sup>136</sup> Operational Contract for Food for Education, op cit.





Department of Tribal Affairs (DTA) in establishing a successful model for school feeding. The long-term objective of this activity is to bring about improved education status of girls in tribal areas. The objectives of the programme are as follows:

- Increased enrolment, attendance and retention of girls in Classes 6-8
- Increased enrolment and attendance of primary school children in Classes 1-5
- Improved attentiveness and educational outcomes
- Improved appreciation of the long-term value/benefits of education amongst communities
- Increased community participation in school and feeding activities
- Improved management of school feeding activities (by schools, Village Education Committees (VEC), PRIs, DTA)
- Improved co-ordination with Health Department activities in primary schools, and
- Model established for improved school feeding programme for replication.<sup>137</sup>

FFE aims to complement, rather than replace the MDM scheme, by providing children from poor marginalised families with a mid-morning snack (MMS). WFP also planned to provide technical assistance to the GoI at various levels, to assist partners to plan and implement effective MDM activities, and to train women to manage and implement the FFE.<sup>138</sup> A take-home ration for girls in grades 6-9 was included as an incentive for families with insufficient food supplies to keep their daughters in school. The activity was to be fully integrated with the government's SSA programme.

In keeping with the agency's mandate to reach the hungry poor, and in line with its Strategic Priorities 3 and 4, the FFE programme focuses on improving food security of marginalised populations residing in districts with food deficits. Using a large number of human development indicators including female literacy, girls' enrolment and retention rates, the GoI and WFP identified five states, namely, Madhya Pradesh (MP), Orissa, Rajasthan and Uttaranchal, to benefit from WFP support. The FFE programme was to be implemented only on a pilot basis, and therefore FFE was limited to a total of ten districts. Targeted beneficiaries included:

- On-site feeding: 674,360 beneficiaries, 200 days distribution/year, with 3,371,800 children over five years
- Take-home rations: 7,776 beneficiaries; ten distributions/year, with 38,880 children over five years.

Initially, FFE rations were to consist of 100 g of Indiamix and 20 g of sugar, providing approximately 470 kcal, including 6 g of fat and 20 g of protein, and meeting approximately one fourth of a child's daily caloric needs, half of their vitamin A and 60 percent of iron requirements. No set time was identified for distributions of the MMS distributions, but it was assumed that the snack would be given well before the MDM. A ten kg take-home ration of cereal (equivalent to 100 kg/year) was to be given to each girl student in upper primary school, based on her attendance (at least 80 percent). The

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<sup>137</sup> Operational Guidelines for FFE, WFP India Country Programme, 2003-2007

<sup>138</sup> India Country Programme 2003 - 2007



planned take-home ration covered a sixth of the average family's monthly cereal requirement.<sup>139</sup> WFP also planned to include an additional general food provision for developing creative ways to improve education through food assistance.

At the time the CP was designed, the Department of Education (DoE) was identified as the key partner for FFE implementation and monitoring, with responsibility for administering the programme given to the Panchayati Raj Institutions (PRI), under the coordination of the Collector/Additional Collector of each targeted district. Village Education Committees were to support and supervise the FFE activities, and ensure that there was a storage facility, cooking area, water supply, and that supplies such as dishes and utensils were provided by families. In areas where NGOs are operating and PRIs are weak, NGOs were to be invited to participate in the FFE. Supervision of schools was the responsibility of district and block-level partners, in conjunction with regular monitoring and supervision visits, and reports were to be sent to DoE at district and block levels. Following the selection of the FFE Districts, responsibility for FFE on the part of the Indian government shifted to the Ministry of Tribal Affairs (MTA).

## 2. Brief review of recent literature and studies

Reviews and studies carried out in limited geographic zones of the country during the past few years indicated that despite progress in school feeding programmes, further improvements are needed.

The Tenth Five-Year plan's chapter on education cites various studies on the MDM scheme carried out over the past decade, with a wide range of findings. For example, an Operations Research Group (ORG) evaluation of the MDM programme in collaboration with UNICEF in ten states in 1999,<sup>140</sup> (of which two provided hot cooked school meals) indicated an overall improvement in enrolment, attendance and retention particularly amongst girls in schools with MDM. Numerous problems with programme implementation were reported. For example, only 59 percent of students attending schools with MDM schemes included in the survey actually received mid-day meals. The nutritional outcomes of the MDM had not been assessed, although the programme has a nutritional objective.

In 2003, a baseline study carried out by the Centre for Equity Studies (CES) in Delhi upon the request of WFP examined the outcomes of the MDM scheme in three states: , Rajasthan and Karnataka.<sup>141</sup> The study, which was carried out in nine villages in nine districts (three in each state), showed that MDMs were provided in most of the study schools, and with overall positive results. Despite the small sample size, the study findings suggested that school enrolment improved after the introduction of cooked meals and that MDM scheme had enhanced attendance, particularly amongst girls.

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<sup>139</sup> Quantity of take home ration was based on consultations with parents during a pilot study on FFE.

<sup>140</sup> Source: GoI Tenth Five-year plan, information on ORG/UNICEF MDM Study, Delhi, 2000. Karnataka was selected on the basis of very low indicators.

<sup>141</sup> Dreze, Jean and Goyal, Aparajita, Future of Mid-Day Meals, Economic and Political Weekly: Delhi 1 November 2003



At present few data exist on the nutritional status of school children. The CES study confirmed, however, that MDMs helped to diminish hunger, particularly in areas where children do not receive breakfast at home, and in very poor households where children may eat only one meal a day. The study also cited evidence of improved socialisation, with common meal preparation and service providing opportunities to overcome or at least weaken some forms of caste and social class discrimination.

Less positively, a small number of school children reported experiencing intestinal problems following school meals, although most students had never experienced any food-related illnesses. In some schools, the MDM scheme was considered disruptive to learning, with teachers required to assist with cooking, or with food preparation activities taking place near classrooms. Inadequate infrastructure and logistics problems were identified by the study, including lack of appropriate cooking and serving facilities and equipment, inadequate food storage, and unsafe or unavailable water supply. A lack of sufficient kitchen help, inadequate monitoring and supervision, delays in food delivery and in the payment of staff salaries, and corruption/theft were also cited as constraints encountered in some schools. The concerns identified by the study indicated the urgent need for assistance for schools to comply with the Supreme Court ruling regarding the provision of hot school lunches to all primary school children. For schools facing such difficulties, while WFP's support to school feeding might be highly welcomed, the provision of additional food for a second cooked meal or snack, and capacity building for already overstretched staff, might actually represent a burden rather than a relief.

According to the 2003 CES study, implementation of the MDM varied considerably from one part of India to another, and even within States, reflecting, as least in part, the wide variations in the quality of primary education. Overall, the CES study found that MDMs were generally popular amongst the families of beneficiaries and teachers. Teachers expressed the belief that MDMs had 'enhanced children's interest in studies', while improving student enrolment rates. Complaints about MDMs came mainly from people from privileged castes and classes while the most disadvantaged members of society expressed broad support for the programme. Differences in the quality of meals provided in various states were reflected in the considerable differences in budgets found by the study, with better programmes being positively associated with higher unit costs and available budgets to cover these.

Despite the many problems in the MDM scheme, the CES study concluded that with adequate resources and the means to ensure good quality services, MDM has the potential to play a major role in enhancing enrolment, in bolstering school attendance, preventing hunger, and fostering progress towards social equity.

### **3. Capacity building activities**

Capacity-building of government partners occurred in various forms in different States. Although reports available in WFP did not specifically outline the extent to which the training worked well and was used by trainees in their work, the evaluation team observed that partners met in MP were managing the programme, and fulfilling monitoring and reporting requirements.



During field visits, the evaluation team verified that primary school staff members had received a one-day orientation to the FFE programme. All of the approximately 20 teachers and school head teachers who responded to questions posed by the evaluation team to individuals or groups were able to describe the objectives and modalities of the programme, and cite the benefits and composition of the fortified biscuits.

Almost 100 percent of the interviewees assumed that the biscuits were provided by the GoI, and were unaware of WFP's role in the programme. While nearly every teacher knew that the biscuits had been fortified with micronutrients and was able to describe information from the label, few of those met had any specific knowledge of the importance of fortification on child health other than 'making children strong'. 'One headmaster stated that the biscuits 'had protein for strength and mental stimulation'; while another mentioned that they 'were good for vision' and 'helped the students look healthier.' Such findings point to the need for continuous periodic staff training to reach both new and existing school staff, providing more in-depth learning on micronutrients and the benefits for health and well-being.

Block level Department of Education (DoE) staff in each district visited by the evaluation team had received training in order to understand and complete FFE programme reporting and order forms, to handle biscuit orders, and to follow instructions for delivering and storing biscuits. In each school visited, one headmaster/mistress and one teacher had received training at the beginning of the programme, with the trained teacher assuming responsibility for the WFP MMS. Monitoring and supervision activities appeared to be limited to confirming deliveries of FFE biscuits, ensuring the completion of required forms noting quantities received and disbursed, and obtaining quantitative data on the programme for monthly and annual reports. Interviews with government officials and WFP food aid monitors in MP and Rajasthan revealed that little, if any analysis of data and findings was carried out by local or district level partners. The current system of compiling information only at State level, for submission to State authorities and the WFP Country Office, prevented lower level partners' access to FFE data.

Some WFP food aid monitors met by the evaluation mission had received an orientation to WFP, and training in WFP monitoring systems, while other had not benefited from any WFP training workshops, apart from a brief orientation to the organisation upon recruitment.

#### **4. Catalytic and model transfer activities**

The FFE programme was intended to promote and demonstrate models that make school feeding even more effective, in particular through the synergy created by various food assistance programmes as they jointly addressed the issues of household food security. In partnership with the government, development agencies and local organisations, the FFE programme planned to design and implement innovative institutional model to be used to leverage policy and resources. Successful models of food assistance were to be documented for advocacy through national and international workshops, media and publications.



Indiamix,<sup>142</sup> a locally-produced micronutrient fortified blend of milled wheat and soya that requires cooking, was developed by WFP and distributed in the ICDS programme for several years. For the MMS programme, Indiamix was to be served between 10:00 and 11:00, with schools adjusting their snack times to allow for the preparation and distribution of food at a convenient moment. Parents were to contribute other food items such as vegetables, oil, *ghee* and condiments to improve the taste and nutrient content of the snack.

Early on, problems were identified with fortified blended flour distributions, and were mainly related to additional costs and workload for cooking and serving the product that were not covered by government funds. After several months, fortified locally-produced biscuits, with a shelf life of over nine months, were added to the programme on a pilot basis, with Indiamix and one 75g packet of biscuits distributed on alternate days. Various reasons were given by WFP for including fortified biscuits in the ration. At the start of the CP, fortified biscuits were already produced in India for WFP's emergency programmes, and the CO felt that they could be a suitable alternative to Indiamix in schools, particularly those where inadequate cooking facilities and overloaded human resources were potentially problematic for the daily preparation of a cooked snack, in addition to cooked MDMs. Moreover, experiences in other countries with biscuit distributions for school children had proven to be successful.

The initial distributions were carried out on a pilot basis to determine the viability of distributing a ready-made food product and to assess the acceptability of the biscuits by beneficiaries. The evaluation team did not find any documented evidence of the relative benefits or acceptability of fortified biscuits as compared to Indiamix, during the pilot phase. Informal feedback from school staff and students, parents, GoI staff and food aid monitors, and the overwhelming popularity of the biscuits compared to Indiamix, were instead key influences leading to the 2005 decision to switch entirely to biscuits in all five States. The two food products, biscuits and Indiamix are comparable in terms of macro- and micronutrient composition, as shown in Tables 1 and 2 below. The programming shift to biscuits is indicative of the capacity of WFP and its partners to adapt programming modalities according to field realities.

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<sup>142</sup> 75 % wheat, 25 % soya bean; in some states, sugar is added, reaching up to 25% of the blended foods' contents; Source: Operational Contract - FFE



**Table 1: Composition of Indiamix and WFP Fortified Biscuits**

Composition per 100 g	Indiamix	Biscuits
Energy (Kcal)	363	450 – 460
Protein (g)	19,65	10.6 – 12.4
Fat (g)	6	12 – 14.4
Carbohydrates (g)	Not available	67.2 – 72.4 (including 12% sugar)
Fibre (g) and others	Not available	5.0 – 6.0

Source: WFP India

**Table 2: Micronutrient Composition of Indiamix and WFP Fortified Biscuits<sup>143</sup>**

Micronutrient	Indiamix per 100 g	Biscuits Per 100 g	Quantity per packet of Biscuits (75 g)
Thiamine (B1) (mg)	0.62	0.9	0.65
Riboflavin (B2) (mg)	0.63	0.9	0.65
Niacin (mg)	8	12.0	9
Vitamin B6 (mg)	0.57	1.0	.75
Folate (mcg)	52.8 (as Folic Acid)	300	202.5
Vitamin B12 (mcg)	1.0	1.8	1.35
Vitamin A (mcg/IU)	388.63	500 mcg RE/ 1670	375
Iron (Fe) (mg)	14.58	18	13.5
Zinc (Zn) (mg)	3	8	6
Iodine (mcg)	N/A	100	75
Calcium (mg)	190.75	N/A	N/A

Source: WFP India

Information on the relative advantages of both options was not available at the time of the evaluation, although a cost-benefit analysis would have enabled WFP and its partners to better assess this. Additional fixed costs for Indiamix would include cooking facilities and equipment, plates and serving utensils, while fuel and cooks/servers salaries would be recurring costs. Variations in costs for cooking and storing Indiamix

<sup>143</sup> Standard serving for each child/day of Indiamix is 100 g; standard serving of biscuits is one 75 g packet.



would vary from area to area, with financial requirements for managing Indiamix dependent upon contributions in kind and labour from parents.

During field visits, District and State level officials from the DTA indicated an interest in and a willingness to expand the FFE programme to more schools, at the government's expense. In discussions at national level, the MTA expressed a desire to scale up the MMS programme, using fortified biscuits, to up to 53 districts. These discussions are strong indications of the potential of the FFE programme to be expanded to some parts of the country.<sup>144</sup>

## 5. Effectiveness and efficiency of activities

### 5.1 Standardized School Feeding Survey findings and conclusions

In early 2006, the Standardized School Feeding Survey (SSFS), using the format of a global WFP school feeding survey, was conducted in the five states where WFP is operating its FFE programme, providing some follow-up to the baseline survey conducted in 2003.<sup>145</sup> The SSFS results offer some useful information on progress made towards FFE objectives. In addition to assessing some FFE outcome indicators, the SSFS permits a more comprehensive picture of the context in which WFP FFE operates.<sup>146</sup>

The SSFS included 389 government primary schools currently receiving WFP assistance, identified through probability in proportion to size (PPS) sampling. The evaluation notes the SSFS included a relatively high proportion of schools from Uttaranchal (160/389 or 41 percent of the total whereas only 25 percent of the FFE budget is disbursed there). About 133 schools were located in Tehri District (34 percent of total sample), where new facilities and enhanced primary school infrastructure set the District apart from others receiving WFP assistance. This sampling may have resulted in bias in the results of the survey. The oldest school feeding programmes were in Orissa and MP, with FFE starting here in February and March 2004, respectively. Uttaranchal began the programme in May 2004, Chhattisgarh in October 2004, and Rajasthan in January 2005. Approximately half of the sample schools had distributed WFP biscuits since 2004, while the remainder had begun biscuit distributions in 2005. A total of 190 (49 percent) of the sample schools were classified as existing programme schools, or ES (schools distributing biscuits since 2004), while the remaining 199 schools (or 51 percent) were considered to be new schools or NS since biscuit distributions had commenced only in 2005.

While MDMs are ongoing in all schools, including those with or without adequate water and hygiene facilities, the results of the SSFS demonstrate that many schools have

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<sup>144</sup> One MTE team member raised the issue of the potential extra costs of biscuits vis a vis Indiamix, and questioned whether the Ministry of Tribal Affairs could currently commit to expansion of this programme.

<sup>145</sup> The SSFS is part of a broader exercise, the WFP Standardised Global School Feeding survey, and therefore gathered information on some indicators that were less useful to the MTE. The evaluation mission also noted that several indicators noted in the India CP Logframe for FFE were not assessed due to the limitation of the global survey.

<sup>146</sup> WFP, Standardized School Feeding Survey India (School Year 2005 – 2006): WFP Delhi: April 2006.



inadequate conditions for providing hot cooked meals. This information suggests that WFP's switch from a cooked snack to a ready-to-eat one was positive. In many countries, one of the prerequisites for schools to benefit from WFP school feeding assistance is the availability of potable water, separate latrines for girls and boys, and hand washing facilities, which is not the case in the FFE.

The SSFS found additional services and capacity building efforts were weak in all sample schools, despite ongoing initiatives for school improvement through the SSA/Education for All campaign. For example, teacher training was limited to training in curriculum development, while practical skills training in health, deworming, nutrition, HIV/AIDS prevention and malaria were virtually non-existent. Complementary activities took place in relatively few schools receiving FFE, such as deworming treatment (26 percent of NS, and 46 percent of ES). Parent-teacher associations exist in nearly all sample schools (99.6 percent of NS and all ES schools).

The SSFS noted that when asked about the effect of the school's feeding programme on their attentiveness during lessons, attention span and improvement in their cognitive and learning abilities, the children from 90 per cent of the schools have expressed improvement. This indicates success in overcoming short term hunger.

The SSFS examined absolute enrolment rates<sup>147</sup> for 2006 compared to 2005, and found that there were only marginal changes in the absolute enrolment of girls and boys from the previous to current school year in NS – for boys a one percent increase, and for girls a 1 percent decrease). Absolute enrolment has increased in the ES, by 8.6 per cent for girls and 8.1 percent for boys. WFP is therefore meeting its target of a 7-9 percent increase in enrolment of children in primary schools, as stated in the Operation Contract, in existing but not in new schools.

The variability in absolute enrolment in NS from Grades One to Five is as follows:

- Boys: Decreased from 41 to 38 percent from previous to current survey year.
- Girls: Increased from 32 to 35 percent from previous to current survey year.

The variability in absolute enrolment in ES from Grades One to Five was reported in the SSFS as follows:

- Boys: Remained the same - 55 percent for previous and current survey year.
- Girls: Decreased from 56 to 55 percent from previous to current survey year.

The cumulative drop in absolute enrolment reported in the survey was 1.5 percent (46.5 previous years to 45 survey year) in enrolment for boys and girls combined in new and existing schools from Grades One to Five.

The survey report concludes that socio-economic and socio-cultural factors strongly influence the attitude of WFP's target populations regarding education, noting that tribal populations have traditionally held relatively little regard for formal education. The report contends that socio-cultural attitudes are slow to change, accounting for the

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<sup>147</sup> Absolute enrolment is the number of girls and boys enrolled in WFP-assisted schools, an indicator used in the Global SFSS.





relatively minor improvements, if any, noted in school enrolment. Despite the GoI's 'large-scale resources and innovative efforts to make tribal communities part of the mainstream population', the survey report suggests that the impact of FFE and MDM will take a long time to appear.

Studies have shown, however, that the MDM by itself has been effective in increasing enrolment. Dreze and Goyal (2003) note that there is: 'a rapidly growing body of evidence suggesting that mid-day meals have a major impact on school participation, particularly among girls.'<sup>148</sup> A MDM study of scheduled tribes in isolated areas in MP, a similar environment to the one in which WFP is working, found a 35 per cent increase

in enrolment for boys and a 38 percent increase for girls over a six- to twelve-month period following the introduction of the MDM – figures that are roughly in line with

other studies.<sup>149</sup> Further, the global WFP School Feeding report from 25 countries,<sup>150</sup> using a similar methodology to the India SSFS and the same typology of ES and NS, found that in NS in 17 Sub-Saharan African countries average absolute enrolment per NS increased by 32 percent. The report found that absolute enrolment per NS did not increase for the eight countries in the survey outside of Sub-Saharan Africa, and that for ES for all 25 countries, absolute enrolment increased by 9 percent, with the increase mainly driven by girls' enrolment.<sup>151</sup>

In the India programme, differences were found in enrolment rates at different grades, with absolute enrolment dropping continuously between grades one and five for both boys and girls in both types of schools. State level data on attendance, enrolment and drop-out rates support the evidence in the SSFS, with increasingly fewer children attending school as pupils move to upper grades.<sup>152</sup>

The main reason for non-enrolment of boys and girls presented in the SSFS report, offered by parents, teachers and students, was 'economic commitment', followed by a variety of 'other reasons.' Included amongst these was the poor quality and irregularity of food-based interventions (both WFP-provided fortified biscuits and MDM), lack of adequate teachers and classrooms, migration of families in search of employment; and other socio-cultural beliefs and practices. The negative attitudes of parents and other community members on the importance of education ranked third in the reasons stated by all for non-enrolment of both genders. The SSFS does not elaborate on its reference to 'poor quality.'

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<sup>148</sup> J. Dreze and Goyal, A. (2003) 'Future of Mid-Day Meals'. *Economic and Political Weekly*, November 1.

<sup>149</sup> J. Jain and Shah, M. (2005) 'Antyodaya Anna Jozana and Mid-day meals in MP'. *Economic and Political Weekly*, 26 November.

<sup>150</sup> WFP, School Feeding Works. WFP School Feeding Surveys, 2003-2004. Rome: WFP, nd.

<sup>151</sup> Source: School Feeding Works: WFP School Feeding Surveys 2003-2004, WFP, Rome: 2005. Drops in enrolment between lower and upper primary school grades occur in WFP assisted schools and probably elsewhere. Results from schools that have just begun FFE claim it contributes to sustaining enrolment across school grades; drops in enrolment between grades 1 and 5 were found to be significantly less in new programme schools with assistance compared to those where school feeding had not yet started. Declining enrolment trends were apparent in schools with FFE for over one year, suggesting that FFE interventions alone are not enough to completely discourage pupils from dropping out

<sup>152</sup> Source; SFSS Final Report, WFP Delhi: 2006.

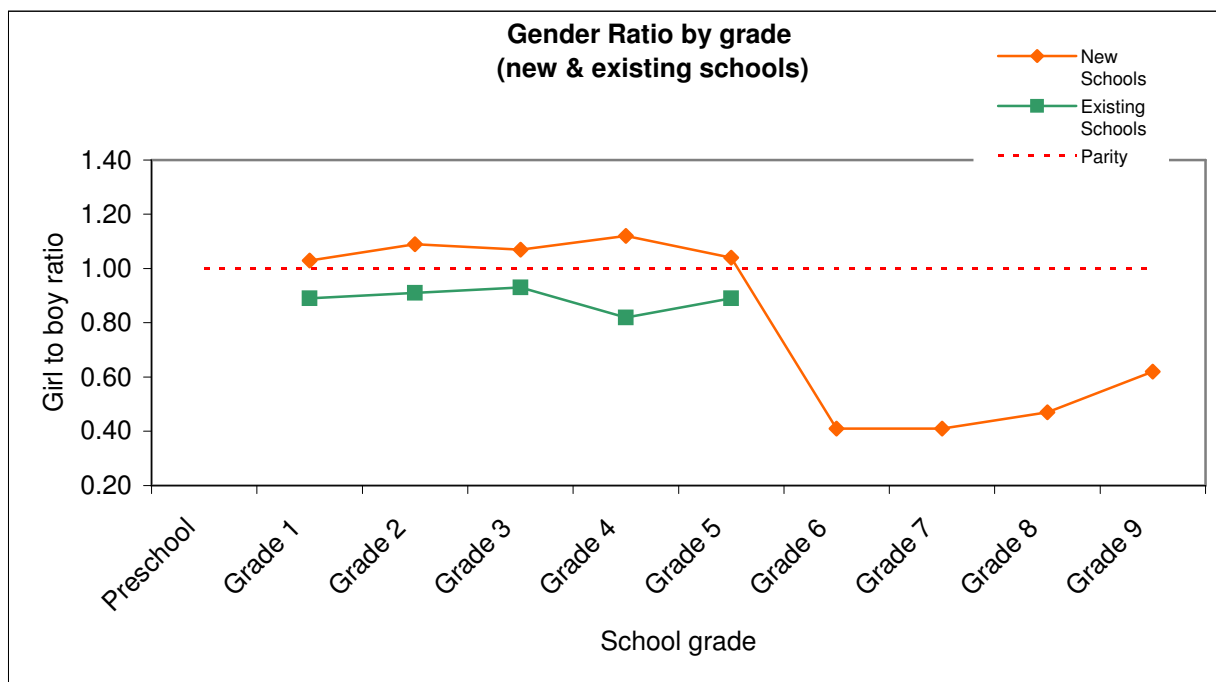


While the reported aggregate attendance rate<sup>153</sup> was more positive, with a rate of 87.5 percent for both girls and boys in NS; 81 percent for girls in ES; and 78.5 percent for boys in ES, absenteeism was felt to be caused by socio-cultural beliefs, economic commitments of families, and illness. Factors mentioned in the report leading to children dropping out of school included economic commitments and parents' negative attitude towards school for both boys and girls.

In terms of gender, the SSFS results demonstrated that the ratio of girls to boys improved marginally from 2005 to 2006, with more girls enrolled in new schools than boys in Grades One - Five (See Table 3 below). The reverse, however, was found to be

true in ES. The gender ratio decreases sharply in Grades Six - Eight, indicating a high drop out rate amongst girls, as shown in Table 3.

**Table 3: Gender ratio by Grade (new and existing schools)**



Source: WFP SSFA, April 2006

The SSFS report found adherence to FFE guidelines to be generally weak. For example, the study found that in many schools, biscuits are not distributed first thing in the morning, and children take the biscuits home and share them with friends and family members. Following biscuit distributions, many children leave school and do not return for the remainder of the day. Daily attendance is often taken separately from the distribution period, making it difficult to ensure accuracy of attendance figures.

<sup>153</sup> Primary school attendance rate = number of children of that are attending primary school / number of children enrolled in primary school. Attendance in household surveys generally means attendance in school that week. With household survey data a child is counted as attending school if one of the following two conditions is met:

1. The child attended school during the week preceding the survey.
2. The child was in school anytime during the year preceding the survey.



Monitoring of school feeding programmes was found to be inadequate, with the need identified for improved supervision and monitoring of MDM, including MMS. Few school children and their families, school staff, and other community members participated in such activities.

The study reported that MDM beneficiaries found the biscuits to be monotonous and in need of more ingredients to render the meals tastier and more nutritious. The SSFS also concluded that community involvement in the care, maintenance and construction of classrooms is inadequate, and school sanitation facilities are in poor condition, and require repair and maintenance. According to the report, increasing community involvement in the MDM programme has been outlined in various documents, but has rarely materialised. The report also found that school health and nutrition services are inadequate, and when present, inconsistent.

The SSFS suggests that the WFP intervention of a MMS is a ‘success’, noting that biscuits make a ‘considerable impact on the capacity and capabilities of the children who do not eat anything before coming to school.’

The findings and conclusions on several FFE indicators reported in the SSFS differed from those of the evaluation team visits. The evaluation team noted that the SSFS examined MDM and FFE as a single entity – school feeding. In some FFE schools, MDM is relatively new, beginning at about the same time as the WFP-supported programme. For this reason, it is difficult to determine the relative weight of one feeding programme over the other in influencing progress towards FFE objectives. It is also difficult to determine to what extent progress towards FFE objectives would be influenced by the MDM scheme. The MTE evaluation did not assess MDM, and only observed the distribution of school lunches in one school. Discussions with parents and teachers on FFE, however, elicited responses that indicated that the quality of MDM varied considerably from district to district, and even school to school.

Several FFE indicators, such as increased enrolment of boys and girls, improved educational outcomes, and improved community awareness of the long-term value and benefits of education, are dependent on a wide range of factors, in addition to school feeding in general or FFE in particular. According to the literature review, support to primary education in India has been accelerated in the last few years by the Education for All campaign. Without employing a more in-depth research methodology, therefore, and controlling for variables of additional inputs to improve education, it is virtually impossible for a study such as the SSFS to attribute changes in any of the outcome indicators solely to FFE.

The team had difficulty understanding and interpreting some of the data provided in the SSFS. Survey results on absolute enrolment were reported in the SSFS report, yet described the data as “percentages” or enrolment “rates” rather than figures.<sup>154</sup> While net enrolment is the indicator most commonly used to assess the progress towards achieving the MDG I, there are major challenges to doing so, particularly in the Districts where WFP operates FFE in India. The key constraint in the WFP supported

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<sup>154</sup> *School Feeding Works, WFP School Feeding Survey 2003-2004* reports on both absolute and net enrolment, whereas the India SFSS reports only on absolute enrolment.



districts (and elsewhere) is a lack of accurate population statistics, which is vital for the calculation of the net enrolment rate. Moreover, absolute enrolment alone cannot be used as a reliable indicator for universal primary education as it does not account for migration, demographic and other local/regional factors that influence the number of students enrolled in schools and receiving WFP biscuits.

### **5b. Findings and conclusions from MTE interviews and field visits**

The MTE team visited rural government primary schools in five districts in three states – MP (Jhabua and Barwani Districts); Rajasthan (Baran District); and Uttaranchal (Tehri and Uttarkashi Districts), meeting with school managers and staff, teachers, students, members of parent-teacher associations and other parents, and school officials

from block and district levels. The team also interviewed a number of key state and national level officials from the Department of Tribal Welfare responsible for FFE.

The 12 Districts receiving support from WFP for FFE are remote, rural areas, with the majority of their populations from scheduled castes and scheduled tribes. School enrolment, attendance and completion rates amongst most of these Districts have historically been amongst the lowest in the country,<sup>155</sup> with the exception of Uttaranchal (which receives approximately 25 percent of WFP FFE funding for programmes in three Districts). While acknowledging that school children in the Uttaranchal Districts may be in need of FFE for other reasons, including poverty and gender gaps, the MTE notes that the selected Districts are not those most in need according to the criteria identified by the CO.

This evaluator visited primary schools in Jhabua and Barwani Districts, MP, and the most recently initiated FFE programme in Baran District, Rajasthan. All three Districts had poor school infrastructure and educational facilities. Jhabua and Barwani Districts are the most underdeveloped in MP, and figure amongst the least developed in India.<sup>156</sup> Female literacy in these districts is the lowest in MP, with 25.5 percent in Jhabua, and 31.35 percent in Barwani, compared to 50.28 percent in MP. The Gross Enrolment Ratio for primary education in Jhabua is 82.6 percent, and in Barwani, 81.7 percent, as compared to the State average of 96.2 percent.<sup>157</sup> Both Districts are characterised by low attendance, high rates of drop out and poor classroom performance. Baran District in Rajasthan was also a very poor District, populated mainly by tribal groups in isolated communities.

#### **5.b.1 Numbers of beneficiaries reached**

In terms of quantities of biscuits provided and numbers of beneficiaries, the Tables below indicate that planning figures for 2005 were based on actual distributions in 2004, and did not take into consideration increases in enrolment and attendance. In 2005, the number of actual beneficiaries met or exceeded planning figures in all states, with Uttaranchal reaching over 220 percent of children planned. It is interesting to note,

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<sup>155</sup> Uttaranchal is the exception, with only 2% of school age children out of school (ranking 4th from the top of all states and the vast majority of Class V children (79%) able to read at 2nd grade level. children

<sup>156</sup> WFP Vulnerability Assessment Mapping (VAM) and Central Planning Commission

<sup>157</sup> Source: Madhya Pradesh Human Development Report: 2002



however, that the quantities of biscuits distributed do not match beneficiary numbers. In total, less than 70 percent of planned commodities were distributed to nearly 1.2 times the expected number of beneficiaries. It is not possible to discern the extent to which the figures indicate that commodities were insufficient, or that planning figures for tonnages were simply overestimated. If school children received reduced rations (i.e. were forced to share the biscuits or received them less frequently) such information was not reported, and the evaluation team was not informed of this by teachers, parents or children during field visits. Therefore, the evaluation concludes that beneficiary numbers may not be accurate, particularly in light of the observed difficulties faced by teachers in some schools in maintaining attendance records.

**Table 4: Commodity Allocation 2005 (planned vs. actual by state)**

State	No of Beneficiaries Planned	No of Beneficiaries	Beneficiaries: Planned vs. Actual (%)	Commodities planned for distribution in 2005 (mt)	Commodities distributed in 2005 (mt)	Commodities: Planned vs. Actual (%)
Orissa	17,801	18,312	100	267	205	77
Madhya Pradesh	239,010	282,455	118	3,585	2,226	62
	17,801	302,214	103	4,513	2,293	77
Rajasthan	42,201	48,298	114	633	318	50
Uttaranchal	74,470	167,104	224	1,117	1,700	152
Total	674,363	818,383	121	10,115	6,741	67

Source: WFP India SPR 2004-2005

**Table 5: FFE Planned vs. Actual Beneficiaries (girls & boys, 2003, 2004, 2005)**

Beneficiary Category	Planned			Actual			Actual vs. Planned (%)		
	Boys	Girls	Total	Boys	Girls	Total	Male	Female	Total
Total Bens. 2005	350,720	323,640	674,360	430,057	388,326	818,383	122.6	120.0	121.4
Total Bens. 2004	386,135	288,225	674,369	159,756	146,732	306,488	41	50.9	45.4
<sup>158</sup> Total Bens. 2003	386,135	288,225	674,369	-	-	-	-	-	-

Source: WFP India SPR: 2004, 2005.

### 5.b.2 General findings from field visits

Annual school holidays took place from 16 May until 30 June, so that for over six weeks, children received no MDM or MMS. According to the Supreme Court ruling, food should be provided during this period in drought prone areas, in order to ensure the availability of a hot cooked meal. No mention was made of this provision in the Districts visited by the evaluation team.

The evaluation visits in MP and Rajasthan confirmed that most schools have a basic concrete building, and that the quality of classrooms and other facilities such as latrines,

<sup>158</sup> FFE distributions did not begin until 2004.



storage areas, kitchens and dining rooms varied from one school to another. Schools in District and Block centres were generally better equipped than those in more rural areas, although all schools visited were extremely poor. A rural school visited in Barwani District, for example, accommodated five grades in two classrooms, and had only two teachers. No chairs or desks were available, with children sitting on strips of burlap cloth on stone floors. Less than 20 students were in attendance in each class on the day of the MTE visit, compared to over 40 registered in enrolment records, reportedly due to extended holidays. The evaluation team raised concerns regarding the capacity of the school and others like it to cope with increased numbers if enrolment and attendance targets are achieved, but not combined with upgraded infrastructure, needed equipment, and additional classroom teachers.

Mid-morning snacks were felt by most respondents to serve as an important dietary supplement for students, helping them to overcome short-term hunger, and improving their intake of micronutrients. Some felt that school children were healthier because they ate the biscuits everyday. In Baran District, some teachers suggested that milk should be provided with the biscuits to help the children eat more of them, and to improve their nutrient intake.

Many respondents mentioned that the biscuits were a strong incentive for enrolment, regular attendance, and retention of students. In Baran District, school personnel told the evaluation team that children came on time to school after the biscuit programme was initiated, and stayed the entire day, rather than going home before the end of the school day, as was commonly practiced. In Jhabua District, teachers noted that children had 'more interest in their studies' as a result of the biscuit programme, and came to school earlier than before.

In some schools visited by the evaluation team, students reportedly did not eat an adequate breakfast (or in some cases, anything at all) before coming to school.<sup>159</sup> Subsequently, a decision had been taken to provide the biscuits immediately after morning prayers, rather than as a MMS later on in the day. For children without any breakfast, the consumption of biscuits soon after arrival at school became an important, if not essential means to alleviate classroom hunger. At the same time, in schools where children consumed breakfast at home, but MDMs were inadequate, serving the biscuits too early might leave too large a gap during the day without adequate food. The appropriate course of action should be assessed and determined on a school to school basis.

Attendance records reviewed by the MTE team indicated that absenteeism was still common, with students missing up to half the expected days in a month in some schools. Teachers reported that poor attendance was due to family obligations such as working in the fields, temporary migration, or participation in extended holidays with family members.

WFP has provided support to District level government counterparts in the areas of commodity management and storage, reporting and logistics, and in the supply of some

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<sup>159</sup> Responses to queries about the contents of breakfasts consumed before coming to school included, "Leftover chapatti", "nothing", "hot water", and "hot black tea", "leftover food if there was some, if not nothing.



needed equipment. WFP provided 1,110 water filters for both FFE districts in MP, prioritising schools located in remote areas, and those with high enrolment but lacking safe drinking water sources in close proximity to the school. At the time of the evaluation, filters had been received at District and Block level, but distributions of the filters had not taken place. Training in the use, care and maintenance of water filters had been planned and was scheduled to take place when filters were distributed.

School health check-ups and the distribution of deworming and vitamin tablets amongst primary school children are recent improvements to the FFE programme. The MTE team confirmed with school staff that the number of students covered by these services is 'steadily growing' in each academic session, although exact figures, and information regarding the period prior to 2004 were unavailable. While the MTE team was able to

observe hand washing prior to MDM in a few schools<sup>160</sup>, none of the schools implementing this activity had soap available for use by students. In most cases, the evaluation team concluded that hand washing was a token gesture, but not one with considerable potential for improving health.

### **5.b.3 Indiamix and biscuits**

A key objective of the food aid, to serve as a dietary supplement to help students overcome hunger and improve micronutrient intake, was met by both forms of fortified food. Teachers, parents and GoI officials interviewed by the evaluation team confirmed that the biscuits were preferable to Indiamix, citing reasons such as ease of preparation, service and storage of biscuits compared to Indiamix, and avoidance of additional effort and cost for preparation and cooking. In Baran District, school staff reported that the Indiamix was inedible unless it was cooked, creating more work for school cooks, and hence, expense for the school. Problems had been encountered with Indiamix that had spoiled in storage. Once, during the monsoon season, bags had become wet due to inadequate storage facilities. In 2005, 427 25-kg sacks that had been stored over two months were found to be infested with worms.

Students, parents and school staff regarded the biscuits as a high status, high value food item that would have been beyond the reach of most beneficiaries for economic reasons. According to parents and school staff, children liked the sweet taste of the biscuits, and found them easy to eat, which was confirmed by the children observed eating the biscuits and those interviewed. School staff in Rajasthan reported that Indiamix was less popular because it was unsweetened (unlike MP, where Indiamix contains 25 percent sugar).<sup>161</sup> Staff and parents mentioned that using biscuits reduced food waste compared to Indiamix, because biscuits that were left uneaten during the morning could be saved for later in the day.

School personnel, and government counterparts at Block, District, State and national levels unanimously reported to the evaluation team that biscuits are a better alternative

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<sup>160</sup> The MTE mission visits did not observe any MMS distributions, which had already taken place by the time the visit arrived.

<sup>161</sup> Nutritional support initially began with daily provision of 100 g of Indiamix to each eligible student studying in identified primary schools. As Indiamix varied from state to state, the Indiamix composition in MP included: Whole wheat: 50 %; whole full fat soybeans: 25% and sugar: 25 %



to Indiamix, and more successful in enticing children to attend and to stay in school for longer each day. Following the evaluation mission, and after reflection on the findings of the field visits and interviews with national level partners, a number of issues arose, as follows:

- The discontinuation of Indiamix (and replacement with biscuits) may not have been justified in terms of cost, considering that a serving of biscuits (one packet of fortified biscuits weighing 75 grams) is reportedly 5 IRS, whereas a serving of Indiamix (100 g of fortified blended flour) is approximately 2 IRS. Cost comparisons were not carried out at the time the choice was made to use biscuits rather than Indiamix. Schools were not given a choice between Indiamix and additional funds for preparation/condiments, and the fortified biscuits. If this were an option, however, some schools may have selected the first modality, in light of the fact that food preparation facilities and cooking staff were available in some schools for MDM.<sup>162</sup>
- In light of the higher cost of biscuits, GoI counterparts may not consider biscuits to be the most suitable form of school snack after WFP's support is withdrawn. With budget constraints, GoI partners may prefer or be obliged to return to Indiamix distributions, or another less costly alternative.
- While biscuits may substitute for inadequate MDM in schools where hot school lunch programmes function poorly, the use of biscuits provides few learning opportunities for improving the food preparation and service that are required for hot cooked school lunches. Cooking and serving Indiamix provides a better model for improved MDM programmes, while biscuit distributions minimise labour requirements for food preparation and service. The MMS programme needs to determine to what extent the benefits of the biscuit programme outweighs its costs compared to Indiamix.
- In schools with good quality, regular MDM, all children may not require fortified biscuits since the MDM are expected to provide an adequate meal in terms of quality and quantity. If MDM are nutritionally sound, perhaps only children suffering from malnutrition or those whose families cannot provide an adequate breakfast may need the additional fortified supplement. In this case, FFE programmes could be more targeted, aiming for schools where MDM are inadequate, or in schools where MDM are functioning well, aiming to reach only malnourished children and/or those whose families cannot provide them with a morning meal.

In terms of learning about nutrition, both Indiamix and fortified biscuits are of potentially less value for school children than varied, nutritious MDMs, using locally available ingredients. There is some danger, therefore, that the promotion of biscuits as a nutritious food source will confuse beneficiaries and their families and suggest to them that biscuits are better than everyday foods. Some may not understand that the biscuits provided by WFP are made with micronutrient fortified flour, which is not the usual practice in biscuit manufacturing. Families may seek to purchase biscuits for their children, even if they are not fortified with micronutrients, in the belief that they are good for their children's health and nutritional status. While most children are in need

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<sup>162</sup> In Rajasthan Integrated Childhood Development Services scheme, centres received 5-10 paise/child/day to cover the cost of fuel and condiments, and appeared to be managing to cook a mid-morning snack with this small amount.





of additional calories, the sugar content of the biscuits may also promote a taste for sweet foods, although most beneficiaries met by the MTE team indicated that this was the case long before the introduction of FFE distributions.

#### **5.b.4 Gender equality issues**

In the CP Country Programme document and FFE Operational Contract, a particular focus on poor girls was planned to combat systematic discrimination against girls (see Section 1). The long-term objective noted in the Operational Contract is to bring about improved education status of girls in tribal areas. Food aid was intended to act as an incentive for enrolment, regular attendance and retention of students, particularly for girls. One objective in the Operational Contract LFA reflects this: 'Increased enrolment, attendance and retention of girls in Grades Six - Eight', with a related output of 'Monthly ration of 10kg of wheat during ten months per year to girl students enrolled in Grades Six to Eight.' Despite the plans for take-home rations for girls, the activity was

never initiated. The CO noted that this activity was intended for implementation based on matching contributions from the Government of MP. Subsequently, the Government of MP could not justify additional food incentives for girls schooling when there were already numerous incentives for girls already in place (i.e. free uniforms, text books and financial incentive). Furthermore, WFP's CO noted that it not have additional food resources to spare for this component due to a limited budget. It appears that WFP did not advocate with GoI partners at national and state-level to secure either funds or in-kind contributions of grains to launch the activity.

Communities, teachers, and students strongly advocated with the MTE team for take-home rations for girls, especially during Grades Six - Eight, when enrolment declined considerably. Parents and school staff met during interviews and focus group discussions expressed the opinion that girls were needed at home and in the fields, and the provision of additional food would serve as compensation for lost income, and help many families to release girls from work in order to attend school. The global WFP SSFS survey also found that large increases in girls' enrolment were found in countries with recently expanded take home ration incentives. In Myanmar and Yemen for example, girls' enrolment increased by over 30 percent during the survey year. The report concludes: 'the largest increases in girls' enrolment and gender ratio were found in countries with recently expanded take-home ration programmes for girls. This finding highlights the importance of take-home rations as an extra incentive for girls' schooling.'<sup>163</sup> Given such evidence and the significant drop out rates of girls after Grade 5, the CO may wish to reorient some of its limited resources to take-home rations, in areas where this is permissible under WFP school feeding guidelines.

As noted in the SSFS, 'the gender ratio has very marginally improved from last year to the survey year. More girls are enrolled in *new* schools than boys in grades 1-5, but the reverse is true in *existing* schools.'<sup>164</sup> The gender bias is reflected in recipients of the MMS; as noted in the CO SPRs, 589, 813 boys and 532, 058 girls were beneficiaries in 2004 and 2005, or some nine per cent more boys. The finding suggests that the CO is

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<sup>163</sup> op cit, p.19

<sup>164</sup> op cit, p. 26.



working in the wrong geographical location or schools, as the CO itself has carried out an extensive analysis of discrimination against girls in the school system throughout much of India.

### 5. b.5 Achievement of objective level results

Of the FFE objectives and corresponding indicators (Table 6) outlined in the Operational Contract Logframe,, several have been partially achieved (2, 3, 5, and 6), while two (4, 7) will require further inputs from WFP and the GoI if they are to be reached during the remainder of the CP. Objective 1 may no longer be relevant, unless the FFE programme initiates take-home rations for older girls, and expands its FFE activities to new Districts.

**Table 6: FFE Objectives and indicators**

	<b>Objective</b>	<b>Indicator</b>
1	Increase enrolment, attendance and retention of girls in Classes 6-8:	10 percent increase in retention of girls in upper primary schools.
2	Increased enrolment and attendance at Primary School:	7-9 percent increase in enrolment of children in primary schools.
3	Improved attentiveness and educational outcomes	Improved school performance
4	Improved appreciation of the long-term value/benefits of education amongst communities  Improved management of school feeding activities (by schools, VECs, PRIs, DTA)	Increased community participation in school and feeding activities  No. & % schools with PRI/VEC/parent or other community support (by nature of support); perceptions of value of support by stakeholders
5	Establish a model for improved school feeding programme for replication	Improved co-ordination/integration and synergy of food assistance (and other assistance) at the local level (especially district and village levels)  GoI adoption of improved practices developed with WFP support. Improved efficiency and effectiveness of GOI food assistance programs Reduced overall vulnerability/food insecurity of targeted population Extent of WFP participation in National/state Food-Hunger Free policy committees.
6	Improved co-ordination with Health Dept activities in primary schools	Frequency/type of Health Dept intervention (e.g. health checks/worm treatments etc) in year to date
7	Extend WFP participation in National/State Food Hunger Free policy committees	(no activity or indicator cited)

Source: FFE Operational Contract

Concerning the indicator related to synergy under Objective 5 above, the MTE team noted the relevance of linking FFE with the Integrated Child Development Services (ICDS), and the importance in ensuring that preschool learning opportunities promoted enrolment and improved outcomes in primary school. In most Districts, however, linkages between the various WFP-supported programmes did not take place, eliminating the opportunity for synergy. While such linkages were originally planned in MP, for example, the GoMP decided that FFE activities would be carried out in Districts where no other WFP support was provided. State level officials met by the



evaluation team confirmed that the decision was based on a felt need to evenly distribute scarce donor resources, rather than accumulate several programmes in only a few Districts. While greater overall numbers of beneficiaries were reached with WFP programmes, permitting wider coverage of WFP food assistance, the fact that the programmes were carried out in different Districts may have diminished the overall effectiveness in addressing issues of food insecurity and malnutrition.

Regarding the objectives of FFE (listed in Table 6 above), interviews with partners and reviews of school records in some districts of MP provided examples of evidence that enrolment increased, a finding which differs from some of the SSFS results. School staff and government officials insisted that enrolment figures were close to one hundred

percent in some areas, but it was impossible to discern the actual number of eligible children from discussions and attendance records. The MTE team learned that a number

of different school options existed for children, including private schools and other government education schemes, which were ineligible for support from WFP. Contradictory results for enrolment, attendance and completion rates may therefore simply indicate inaccuracies in school enrolment and attendance data, since FFE programmes operate in some of the least developed Districts of the country. Considerable efforts are needed to improve initial assessments of eligible school children, and subsequent practices of data collection, programme monitoring and feedback, and evaluation.

School staff provided feedback on the positive results of FFE in terms of improved school performance (Objective 3 in Table 6), but provided no concrete evidence on this indicator due to the absence of any target for the objective, or means to measure it. For example, no examinations are held at primary level and no other formal means are used to measure primary school achievement. While it is likely that consuming school biscuits makes a difference in daily and overall school performance and achievement, either by eliminating children's classroom hunger, or by improving their nutritional status, the means to measure such changes are currently lacking.

The MTE found no data, either in the SSFS or in field visits, to support the notion of increased community involvement in FFE (Objective 4, Table 6). Fortified biscuits are provided wholly by WFP, and their distribution to children managed through the GoI and MTA education system. Parents and other members of the Parent Teacher Associations (PTAs) met by the evaluation team were positive about the FFE, but did not perceive themselves as potential contributors to FFE or MDM due to poverty and lack of resources. When asked if they would be willing to contribute time and/or food for MMS, all parents met responded that they were 'too poor to give anything.'

In terms of developing viable models for others to take up and replicate elsewhere (Objective 5, Table 7), the evaluation finds potential danger in the assumption that 'one size should/can fit all.' As was demonstrated by the success of Indiamix as a food supplement in early childhood development centres, and its discontinuation as a MMS in primary schools, one form of food supplementation may be appropriate for one set of circumstances, but not necessarily for others.



In areas where families are too poor, too busy or simply unable to provide nutritious breakfasts for their children, WFP's FFE programme has been transformed into a school breakfast programme. While such social safety nets may have the potential to enhance enrolment and attendance, and to improve attentiveness and educational outcomes, they may not be viewed as affordable by the GoI in the medium- and long-term (i.e. following the withdrawal of WFP support). Unless such forms of social safety nets are accompanied by other efforts to address chronic food insecurity and poverty, and employ mechanisms to systematically involve families and other community members, communities will remain dependent on external support, with little chance of sustainability or transfer to government resources. Despite the cost, however, the MTA has indicated that it would like to scale up the FFE programme to reach other Districts,

leading the evaluation team to conclude that the Ministry finds the biscuits affordable and their cost worthwhile.

## 6. Recommendations

In addition to the recommendations of the SSFS, which the MTE endorses, the evaluation presents the following summarised findings and related recommendations:

**Finding:** The modalities outlined by WFP to provide to support to India's school feeding programme materialised only partially. Instead of providing older girls with take-home rations, and primary school children with a cooked meal of fortified blended food, the programme opted for distributions of fortified school biscuits to younger children. An analysis of the cost-effectiveness of various options for MMS, and further advocacy for meeting the needs of older girls, who generally drop out of school in greater numbers than boys after Class 5, have not taken place. While the nutritional value of Indiamix and fortified biscuits are comparable, the cost of the interventions and potential for applying lessons, in terms of how to prepare and serve food, applicable to the hot cooked MDM programmes, are not.

### **Recommendations: WFP should:**

- Together with partners from MTA and members of PTAs, carry out an analysis of the costs/benefit and acceptability of various forms of FFE assistance (Indiamix, biscuits, and dry grain rations to girls). Using the results of the analysis, develop plans for scaling up FFE, incorporating increased community support and participation in the programme, and an eventual withdrawal of WFP support.
- Review FFE objectives, and revise and update FFE goals and modalities in light of budget and other constraints. Refine monitoring and evaluation efforts, in order to quantify the potential role of FFE in promoting improved net enrolment, attendance and completion and improving educational outcomes, and redefine expected outputs or outcomes for the FFE programme accordingly.
- Review and revise gender objectives, particularly if take-home rations will not materialise since the current FFE programme has no specific measures or provisions to overcome gender disparities. WFP support should include targeted advocacy at all levels on gender equity in education.







## **Annex 9: Findings on FFW**

### *Naresh C. Saxena*

#### **1. Background to the programme**

WFP's support to improving the food security of tribal, largely forest-dependent people has a long history, starting in 1972 in Maharashtra, followed by projects in several other states. The projects started out primarily to serve the needs of forest departments (FD), in managing, harvesting, and protecting the forests, and providing some short-term relief for local tribal people. When India introduced participatory planning through Joint Forest Management (JFM) in the early '90s, the design of WFP's assistance also changed. The objective got enlarged from meeting the immediate food security of the poor, engaged by the State Forest Department by providing WFP food at concessional prices, to strengthening peoples' control over forests and its produce. To support the JFM process, WFP subsidised food (2.5 kg wheat or rice and 250 gm pulses) provides to the workers employed by the FD. The funds generated (by asking the labourers to provide Rs 10 each towards the fund) from the subsidized provision of WFP food are pooled as Generated Funds (GF) and are programmed for a number of activities in selected villages including those which strengthen long-term household food security. In addition, WFP food also supports watershed management and asset creation in Orissa, Gujarat, Chhattisgarh and Jharkhand under the IFAD financed programmes. The poor thus benefit from the programme in three different ways. First by receiving subsidized food, second from enhanced forest cover, and third from the assets created from GF.

According to a recent evaluation (WFP 2006) the overwhelming majority of the population in the areas in which WFP works consists of scheduled castes and tribes. Together they make up 92 per cent of the population in sample villages. Stark poverty, widespread food insecurity, low human development and a degraded natural resource base characterize the villages in which WFP works.

**Implementation mechanisms and modalities** - The programme is being run in 39 districts in the states of Gujarat, Jharkhand, Madhya Pradesh, Orissa, Rajasthan, Uttaranchal and Uttar Pradesh. All of these states (or at least the regions where WFP is working in these states) are poor, except Uttaranchal. The number of states, and within each state the number of districts, is getting reduced with each country plan, due to scarcity of resources within WFP. For instance, between 1986 and 1996 WFP supported forestry activities in all the 30 districts of Orissa, but between 1997 and 2003 the programme was reduced to run in 19 districts of Orissa, and after 2003 the number of districts has been reduced to six only, but which are located in the poorest region of Orissa, known as KBK (comprising the three old districts of Koraput, Bolangir and Kalahandi, now divided into eight districts).



The annual distribution of food grains to the people by government agencies in India is about 40 million metric tonnes (MMT), consisting of 28 MMT through PDS, 2 MMT for welfare schemes such as mid-day meals etc, and the rest for FFW. As compared to roughly 10

MT of annual food grain budget for FFW on government directed works, the allotment of WFP directed FFW is only about 25,000 tonnes per annum.

On the whole, only about 54 per cent of the target for food distribution under FFW was met in 2003-04, but the programme performance improved in 2004-05, and 82 per cent of the planned tonnage of cereals and 65 per cent of the planned tonnage of pulses were distributed. It is expected that the level will be the same in the current year.

**Involvement of PRIs (Panchayati Raj Institutions) and other community based organizations** – Though panchayats have emerged as strong grassroots organizations in India implementing several poverty alleviation programmes, such as for creating employment through FFW, neither WFP nor the Forest Department works with them. FD prefers to work with village level informal groups and user committees, created by the FD officials. Most or all members of user committees are often chosen by nomination from above rather than by elections, unlike panchayat members who are all elected. Forest officials may nominate pliable locals as user committee members, or politicians may pack them with loyalists of the ruling party. Field experience shows that the leader of the village group in WFP initiated FFW often works as a contractor for the FD. He/she is accountable to FD, but may not be accountable to the Village Forest Committee (VFC) of which he/she is the Chairman. A survey (WFP 2006) found that the WFP JFM committees are presently not very active despite the fact that they are expected to play a significant role in forest management. Consequently WFP's goal of capacity building of the community has not met with success. However there was better participation in IFAD projects, where the decisions regarding what activities are to be taken up are discussed in the gram sabhas (WFP 2006).

One of the major issues in developing user groups is that the focus has been on technical issues (e.g. how to plant trees) rather than governance issues (e.g. how to organize accountable institutions to achieve objectives). There is little work being done on governance as far as user groups is concerned, but FD does not have any comparative advantage in this area, although IFAD may, as it works through NGOs.

As opposed to VFCs, Panchayat representatives are strong, first, because they are democratically elected; second, they have better reach both horizontally and vertically among the bureaucracy as compared to any other people's institution; and third, they have the support of other forums. Therefore WFP may consider involving panchayats in its next programme cycle.

**Collaboration with other donors** - Several donors are active in the field of food security. They spend a lot of resources in documentation, M & E studies, and sector studies. Although some individual Programme Officers may be aware of these reports (such as World Bank and CARE studies on ICDS, and World Bank studies on wage employment programmes) these are not easily available to everyone in WFP. WFP





needs to strengthen collaboration with these donors in a systematic manner. Some of them (such as SIDA) have considerable experience in building up advocacy institutions such as the Centre for Science and Environment (CSE) that have played an important role in influencing and shaping policies relating to forests and the environment. There is

a great deal of learning value for WFP in understanding how a small donor such as SIDA could build up strong advocacy organisations.

However it is pertinent to note that other donors are not funding FFW, or for that matter purely wage employment programmes (as distinct from common property asset building, such as watershed development and forests, which of course involve funding labour intensive works). Reasons could be many. Firstly, the Ministry of Rural Development has not sought donor assistance for their flagship programme (SGRY and NREGA). Only recently they have for the first time agreed to seek assistance from UNDP in monitoring of NREGA and in capacity building, but not in actual funding of cash or food wages. Secondly, donors think that these programmes are not resulting in durable assets, and exit from the programme would leave the poor back to their original status. Thirdly, food prices have generally not been rising since 1999, and there is a widespread impression that even in remote areas it is not the physical availability of food but lack of purchasing power that explains hunger and malnutrition. Finally, combining food distribution with wage payment requires efficient administration and a great deal of coordination of several actors, and it is likely that the fear of limited success or leakages keeps donors away from FFW type of activities.

## **2. Brief review of recent literature and studies**

As already stated, WFP's objective through FFW is to improve the food security of the poor who work for enhancing forest cover. There are many evaluation studies of wage employment programmes, though food may not have been distributed as part of the wages in all such programmes. A summary of these evaluations is available in the mid-term appraisal of the Ninth and Tenth Plan documents (Planning Commission 2000 and 2005). These studies highlight problems in both formulation and implementation, such as inadequate employment and thin spread of resources; violation of material-labour (40:60) norms; fudging of muster rolls; and use of contractors who sometimes hired outside labourers at lower wages. Central norms of earmarking 40 per cent of funds for watershed development and 20 per cent for minor irrigation have not been followed.

## **3. Capacity building activities**

**Identification of hunger and vulnerable districts** – As far as FFW is concerned, WFP selects districts which have a sizeable area under degraded forests, and at the same time have both, a high degree of poverty and concentration of scheduled tribes (STs). As is well known the STs in India are the most poor and deprived social group, with 48% of them living below the poverty line, as against 26% for country as a whole. The ST settlements evidence much less socio-economic differentiation, as opposed to the scheduled caste (SCs) households where differentiation is more pronounced.



**Capacity building of the poor** - In the WFP directed FFW programme, there is no provision for capacity building of local poor workers to ensure that they receive all the benefits from government schemes. For instance, one does not know if all FFW beneficiaries are also getting AAY rations (35 kg rice per family at Rs 3 per kg) or at least BPL rations (16 kg rice at Rs 4.80 per kg in KBK districts). In Gujarat we found very limited knowledge of government schemes amongst the poor and even where

SEWA had been working for a number of years (as part of the IFAD programme) no knowledge of the minimum wage, and little knowledge of AAY. In Orissa, local enquiries showed that most people had one or the other card and were regularly drawing rations, but there may be other schemes such as SGRY where the poor may need help of civil society or outside agency to claim the professed benefit from government. Even for PDS, there are problems in Jharkhand, where PDS does not work very well. It may also be problematic for migrating communities (such as tendu binders) to get their rations. WFP should therefore monitor the provision of government services for the FFW workers and bring the constraints to the notice of authorities, so that corrective action could be taken. This may require engagement with civil society which can be entrusted with the task of empowering the poor as regards their entitlements.

**Programme monitoring** – On the whole, WFP’s monitoring of outcomes is rather weak. WFP does not monitor if the forest cover in the district has improved after its intervention, or how annual gathering from forests in the last five years, of fuel wood, NTFPs, etc. has changed. Both in Rajasthan and Orissa, there was no information with WFP about the impact of WFP’s investment in FFW on the health of the resource. Therefore it is difficult to assess the influence of WFP on the implementation of JFM. Even if the forest cover has improved in these districts, it is difficult to link it with WFP’s efforts, as firstly its funding support is extremely limited, and secondly its influence on forest policies and programmes that ultimately shape the forest cover is negligible.

**Disaster preparedness** – The Operational Contract gives mitigating the effects of disaster on the targeted population as one of the objectives. To the extent improved forest cover helps in soil conservation and water recharge, one could say that FFW is reducing risk and uncertainties in agricultural production. Also, in a few cases (though not many) GF activities lead to more secure agriculture through investment in irrigation. Thus WFP through FFW is helping in mitigating only one form of disaster, which is drought. When other natural disasters such as earthquakes or cyclones affect a region, there is no FFW programme in that region to help the affected communities. It may be mentioned that GOI has a large public works programme for such areas, called Special Component of SGRY. WFP should consider linking its food aid with this programme, so as to help the victims of natural disasters.

#### **4. Catalytic/model building role of the WFP**

Forestry activities that rehabilitate, protect and create forests potentially benefit long-term food security. Therefore WFP should aim at helping the FD to locate more funds for its activities, even though WFP may not be able to find food to supplement the wage income of the poor forestry workers. The best strategy to achieve this would be to link



forest works with the new Rural Employment Guarantee Act (NREGA), which gives priority to afforestation and plantations, and for which there is a provision of roughly 14,000 crore Rs in the 2006-07 GoI's budget. The maintenance of assets created under the Scheme (including protection of afforested land) is also considered as permissible work under NREGA.

Fifty per cent of NREGA works will be undertaken and sanctioned by the Gram Panchayats (GP). If VFCs are strong, it should be possible for them to prepare projects and get it approved by the GP. In fact WFP should judge the strength of the VFC promoted through micro-planning by the fact whether they are able to get village panchayat funds for forestry and watershed operations.

WFP may consider partnering with UNDP, which is helping the GOI in better implementation of the Act. As forestry works are highly labour intensive (80 to 90 per cent of the outlay is spent on wages), WFP should try to persuade forest officers at the district level to prepare schemes that will attract NREGA funds. Food supplies from WFP should be linked to such additionality of funds for wage payment, rather than only to funds that come purely from the Forest Department. Once a few districts succeed in doing so, WFP can take the credit of linking FD with NREGA as a worthwhile model that not only reduces food and cash insecurity of the poor, but also results in better forest cover. This approach is particularly needed in Orissa, where there was some hesitation on the part of FD to attract funds from NREGA. Staff shortages in Orissa too dissuade a forest officer in looking for more funds. In Rajasthan, shortages were not so acute, but still the posts of about 20 per cent Forest Guards and 10 per cent Foresters were vacant.

WFP works in a 'delivery mode', and not in an 'advocacy mode'. Mainstreaming FFW with NREGA will be a step in that direction.

## **5. Effectiveness and efficiency of activities**

### **Summary of findings from CO self-evaluation**

As part of the Mid Term Assessment of the Country Programme (2003-07), WFP got a self-evaluation (WFP 2006) done, which was designed to examine the impact of food assistance on the target population and to analyse strengths and shortcomings with a view to improving programme performance. The survey was conducted in 17 districts in MP, Chhattisgarh, Jharkhand, UP and Orissa. The main findings are:

- The number of days of work that the programme has been able to provide has not been enough to sufficiently stem the flow of migration, although migration has decreased in villages where WFP works.
- Reliance on moneylenders has decreased in villages where WFP works.
- The programme appears to be well targeted to the poor, with 80 per cent of beneficiaries in the BPL category.
- Women formed 43 percent of all workers. Moreover, the average number of days women participated in direct FFW activities is lower compared to males.



- In programme and non-programme areas, the incidence of food insecurity is highest during rainy and summer seasons. However, many people felt that FFW activities were not adequate in this season. Better planning of activities needs to be undertaken to meet the food needs of the vulnerable groups especially during food insecure seasons (such as planting of saplings).
- The procedures involved in lifting of food grains are cumbersome and need to be simplified and streamlined. Delays in the distribution of cash component of wages were reported that affected the poor adversely.
- In some cases the GF activities such as construction of checkdams is handed over by the FD to a private contractor. The contractor employs his own labour. Local people are deprived of work and wages get distorted.
- The quality of pulses was found to be poor in some places in and Jharkhand.
- Men were able to get employment for 31 days per annum while women got work for 28 days.

However several important aspects of the programme have not been studied in the evaluation. First, the delay that takes place in distribution of cash and food wages after having done physical work has not been studied in depth. Second, the impact of FFW on improvement in forest cover or agricultural production has not been commented upon. Third, inadequacy in monitoring formats has not been studied. And finally, the efficacy of WFP as a catalytic or advocacy organization has not been dealt with at all in these reports.

#### **Summary of findings from field visit**

This evaluation team member visited Districts Koraput, Rayagada and Kalahandi in Orissa, and Districts Udaipur, Banswada and Dungarpur in Rajasthan, and interviewed about 150 beneficiaries in focus group discussions and a further 25 beneficiaries in individual interviews, roughly 40 per cent of whom were women. In addition he interviewed relevant FD officials.

#### **Selection of beneficiaries**

Afforestation activities are carried out in the remote regions, where the poorest people live in isolation, often in settlements not exceeding 15-20 households. They have almost no access to government services. The panchayats too tend to ignore them. Most employment programmes are run by the panchayats in India and tend to be concentrated in the main habitation, and not in the remote hamlets. Often the extremist groups (e.g. Naxalites) are active in these villages, which further discourages other development departments from working there. Hence WFP's partnership with the FD results in self-selection of poor families, as the rich do not like to do manual work. The non-poor also do not live close to forests, as the infrastructure (schools, roads, water etc.) is quite weak there. FD also benefits, as the food component makes their operations very popular with the poor, although there is no additionality to their budget. Many of the tribal areas are prone to insurgency, and normal work could be hampered but for the tremendous local support for FFW activities (WFP 2006).

According to the CO self-evaluation (WFP 2006), 80 percent of all beneficiary households were in the BPL category, while 20 percent were APL households. This could be because of exclusion of the poor in the BPL lists. Analysis of data from Orissa shows the existence of food insecurity among APL households too; 73 percent of APL



households were food insecure. Physical labour is by its very nature self targeting, hence the non-poor are not attracted to the programme.

FFW is a unique model, because not only it is aimed to improve food security of the poorest, but also helps FD in creating a fund from where they can satisfy the felt needs of another group of poor people. Although JFM, wherever funded by donors, such as in Gujarat, does the same, in Orissa where there is no external donor, the GF provides flexible funding to FD in meeting local demands. These demands are often not met from

FD's regular budget, and thus the fund helps FD in establishing their rapport with the community.

On an average, each household is expected to receive a minimum of 70 days of ration a year, depending upon the physical activities undertaken. However, this target is hardly achieved. The main constraint behind limited operation of WFP has been its own inadequate budget. For instance, the districts in Rajasthan are covered by the Japanese funding for forestry activities, and hence each district gets substantial amount (Rs 30 to 40 million per district) for wage work, but WFP is not able to supply food to all of them, and only about a third of wage workers are able to receive subsidised food from WFP. The overall number of beneficiaries is estimated at 0.627 million, which includes 0.214 million in IFAD financed programmes. The SPR for 2005 shows that WFP reached about 144% of planned beneficiaries, so the target of 70 person days could have been reached within the existing funds by providing more days of work to fewer people.

Once WFP indicates the amount of food that will be made available to a district, choice of the village where work would be undertaken is left to the DFO. WFP does not suggest any particular region in that district (which may be the poorest or disaster prone) to the DFO. WFP does not monitor whether any particular category of the poor are left behind, and not covered by the scheme, or whether each worker is getting 70 days of food or less. WFP should improve information flows on these issues.

For instance, we found that there was no system in Rajasthan to find out the number of days for which a particular worker had worked on forestry sites and whether each family is getting 70 days of rations or not. All that we know is the total amount of person-days of forest work generated in a district, of which roughly one-third was being covered through WFP. In other words, within the same district some are receiving food grains, some are not. Range officer of Jhadol range district Udaipur said that only 20 to 25 per cent of forest work in the range is covered by WFP. The shortage of food grains with WFP thus leads to a situation where workers may feel discriminated against for not getting food, whereas they find others receiving it. When WFP selects a district, it must cover at least 70 days of promised food against wages.

### **Labour welfare?**

The pattern of hiring of labourers by the FD varies from state to state. Whereas in Orissa payment is made directly by the FD to the individual workers, in Rajasthan workers are working on behalf of the VFC and its President becomes almost like a contractor. According to the Project Director at least one-third of the VFCs are only on paper. WFP may like to get a detailed study done on different contractual arrangements followed by the state governments, so that it could advise the states to follow better labour practices.



WFP has entered into an agreement with two private paper mills in Orissa who have been declared as RMP (raw material procurers) for collecting bamboo from forests. WFP provides for food component of the wages, just as for any other forest work. WFP is thus subsidising activities of a private mill, which is ethically unjustified.

We visited a bamboo forest where workers were living miles away from civilisation with no amenities of hand pump, school, Anganwadi or a health centre. Almost all of their children were malnourished. Although the Operational Contract provides for 'food and other infrastructure for running a day care centre for children when FFW activities are being undertaken in a village', we did not find evidence of such centres even in the most depressed villages. Men were wasting their cash wages on liquor and other forms of intoxication. Industry as well as WFP should therefore pay greater attention to labour welfare, as we found the bamboo workers living in sub-human conditions.

Even in Rajasthan, there was no welfare scheme for the poorest Kathuari tribe that are expert in bamboo harvesting, and migrate from site to site in search of work.

### **Gender**

The ratio of men to women in forest works was said to be 60:40 in Rajasthan. In Orissa, women are generally employed in nursery raising, whereas men do digging and harder manual work. Women should not only benefit from wages at the FFW site, but should also be organised so that they can benefit from increased NTFP gathering. Although almost half of wage work is done by women, we found no evidence of any effort towards women's empowerment being made at the FFW villages by the Project staff, except in the IFAD project<sup>165</sup>. Similarly there was no information whether women's access to forests had improved. WFP is not asking the project staff to report to them on women's empowerment or access to forests. It did not even have the report of the external donor on the effectiveness of the village groups that was done a few years back in Rajasthan.

However, women's groups were active in the villages where activities from GF have been undertaken. So we can conclude in this case that there is some move towards gender equality.

### **Delay in payment**

Delay in food releases take place for a variety of reasons. As release of budget from the state government for forestry activities takes time, there is no payment of wages in April and May, and hence food distribution is also delayed for any work done in these months. Secondly, often the state government faces a fiscal crunch. Regularity in payment of cash wages (which also affects food wages) depends entirely on the state government. Such works in non-KBK districts of Orissa were funded between 1997 and 2003 from the state budget, where disruptions in the release of funds were frequent, as there was insufficient money available in the state budget for silvicultural operations. In Jharkhand, delay in cash payment to the workers may be in the range of 15 days to six

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<sup>165</sup> Leaving Orissa aside where the IFAD project has not taken off, the partnership in Chhattisgarh has had good outcomes. The IFAD project got delayed in Orissa because of personal clashes between two senior officers involved with the project.



months (based on the CO self evaluation). WFP's programme can function well only when wage payment comes regularly from government. Even when cash wages are distributed in time, WFP has not been able to avoid delays in food distribution, as discussed below.

FD in Rajasthan, as also in other states, distributes food through coupons from godowns which may be located far away from the worksite. Around July 2005 in Rajasthan there was a delay of at least five months before workers could get rations. At Gogunda distribution centre in Banswara district the registers showed nil distribution from July to Sept 2005 for lack of stocks. The minimum distance people have to travel at this centre in order to get their entitlement was 20 km, in some cases it could be 40 km too. In Banswara district of Rajasthan there were 2,89,256 units pending at the end of July 2005 that could not be given food. This was because WFP could not supply food in time. This number declined to 1,55,843 at the end of February 2006. Even when food is available at the godowns, distribution is delayed, sometimes for more than six months. We were told by the workers in village Bansgaon, and in village Bara, Block Ogra (district Udaipur) that they had not received food for work done in October 2005, that is, six months back. Each worker whom we interviewed had about 50 kg grain to receive from WFP. For instance, at Bhurighati work was done between 1<sup>st</sup> 20 December 2003, but food was issued on 24<sup>th</sup> August 2004. The papers from the Territorial Range were received after three to seven months of the work done, which can easily be reduced. Often there were no pulses, and hence distribution of wheat was also postponed. If the UN organisation cannot supply goods in time, it loses moral authority to expect the state government to improve delivery.

Sometimes the workers lose their coupons, and then they cannot get wheat, although they had worked and a deduction of Rs 10 was made from their wages. At this godown there were about 2000 to 3000 units of payment outstanding because of loss of coupons. These poor people can easily be helped and rations issued to them after they get a certificate about their identity from the VFC chairman. Now most of them will get a job card under the new NREGA scheme, and therefore they would have identity card with their photographs. Even electoral cards could be taken as sufficient proof of their identity.

At present the uncertainty and delay may be forcing the workers to sell their coupons to contractors. This practice is quite common in government directed FFW (where food is supplied from ration shops), although in the short time that we spent in the field at WFP sites we did not find any evidence of such distress sales.

### **Micro-planning & GF activities**

The FDs save cash from the wage bill, which generates funds to be invested in village development activities that cannot easily be supported with direct food assistance. The process of fund accumulation, village selection, and micro-plan formulation under the CP are time consuming. GF proposals are sanctioned in a State level committee (SLCC) chaired by the Forest Secretary which meets infrequently. The last meeting in Orissa held on the 6<sup>th</sup> December 2005 was after a gap of more than a year, as the previous meeting was held on the 12<sup>th</sup> August 2004. There could therefore be a delay of more than a year before a village project is sanctioned by the committee. Until the proposal is



sanctioned, it is unrealistic to expect people to be enthusiastic about its formulation, as there is no guarantee that the proposal would receive the committee's approval. In reality, these proposals are prepared departmentally or by the NGOs with the help of WFP's Coordinators. In any case only one in ten villages contributing to GF would be lucky enough to receive money from GF. Therefore peoples' participation in micro-

planning starts in reality only after the proposal is sanctioned by the State-level committee.

Although the cash generated through a deduction from the FD wage bill results in productive investments, it is not likely to benefit the same group of people from whom these deductions were made. This has been done in order to concentrate benefits of GF in a fewer places so as to create greater impact. However, preference should be given to those villages or sites that are extremely poor and remote and meet their felt needs, such as a source of clean water. WFP in Orissa has made a good beginning by providing a mobile teacher for the children of tendu leaf workers, but more needs to be done for their welfare by both the Forest Department and WFP. FD in Orissa has recently increased their wage payment from Rs 11 to 13=50 per bundle, which is commendable. Similarly, the SLCC decided to organise one health camp in each of the six districts of Orissa out of GF, which will be a great boon to the forest workers. In Rajasthan, children's centres (Balwadi) are being run in many villages out of GF, but the same service is being provided by the Anganwadi centres. It might be better to strengthen the AWC, rather than provide parallel and duplicate services.

Moreover, 80 per cent of GF are being utilised by the FD, and only 20 per cent by NGOs in Orissa. In Rajasthan, NGOs are active in Udaipur, but for Banswara and Dungarpur the entire expenditure is by the FD. FD is not very good at taking up activities that require raising awareness of the communities, consensus building, and improving capacities of the local communities to manage assets, hence it concentrates on using GF for asset creation such as ICDS centres (for which there was a great demand from district officials in Orissa), forest roads, NTFP godowns, etc. This is true for Gujarat as well where the focus of the FD work appears to have been on creating physical structures rather than developing human capacity. On the other hand, NGOs have done more of watershed development and improvement of irrigation facilities. Although expenditure on irrigation is less than 10 per cent of the total GF budget, it has often been replicated under other schemes of government, thus improving food security. For instance, in Kandamali Guda village of District Rayagada, Orissa, we were shown how irrigation channels that were begun under WFP some years ago have been maintained and extended under SGRY and other government programmes, and are now benefiting the entire village. As WFP mostly works in tribal villages, where landlessness is not acute and land distribution is more equitable than in non-tribal villages, focus on irrigation can mitigate poverty without increasing disparities.

Expenditure from GF was quite poor in Orissa before 2003-04, and has picked up only in the last three years to a level of about Rs 7 crores per annum. However, it may decline to less than a crore Rs per annum now, as the level of WFP activities has drastically come down.





The overall annual size of GF budget in Rajasthan is only about Rs 8 million for four districts, which is grossly insufficient to make any impact unless there is some scaling up activity. Because of backlog, the last state level committee sanctioned 75 proposals from FD and 24 from NGOs worth about 10 million. Most proposals are therefore for an amount much less than Rs 100,000. Sustainability of outcomes from such a low expenditure and its impact on asset building is doubtful, unless it is strategically

combined with other government programmes. Just now there is no evidence of FD combining with other government departments to produce synergy.

Wherever micro-plan activities have been taken up under WFP, new assets such as ICDS centres and NTFP godowns have been created. However, there were also examples of delay or lack of peoples' enthusiasm, such as in the Podakham, Kendumundi and Sukunabhata micro-plans of Kalahandi, and Kandataming and Talarambha in Rayagada district (all in Orissa), as described in the minutes of the last SLCC meeting.

GF in Rajasthan is being used in settled villages, and not for migratory communities which are the poorest, such as Kathauri tribe who do bamboo harvesting. We saw excellent work being done by a NGO, Bal Kalyan Samiti, in Udaipur from GF, which included a medical camp in a remote village that we visited, where approximately 40 people had turned up, mostly women.

Of the three villages visited in Gujarat, one was supported by VIKSAT ( a large NGO and training institution), one by the NGO wing of a large corporation, and one by the FD. The two NGO supported villages showed evidence of successful participatory planning, although poorest households may not be included in access to assets created. In the FD supported village there had been focus groups held (the FD had hired an NGO to do this), but decisions appeared to be taken in a top-down manner (e.g. the siting of a check dam), and the attitude of FD staff was not participatory. State staff also appeared to be making decisions without community consultation. There appeared to be some improvement in gender equality; however, VIKSAT had already been working in the village for nine years before WFP's intervention. Villagers were not aware of the minimum wage, and earning only half of the minimum. They were not accessing AAY. As water scarcity is a major issue, it's not clear why WFP isn't promoting water harvesting.

The idea of providing a flexible funding to FD for satisfying the felt needs of the people has been vastly replicated in many watershed and forestry related programmes of GOI and the donors. For instance, in all watershed development programmes of the Ministry of Rural Development (after 1994) for which the annual budget is roughly 100 to 200 million US \$, there is a component for meeting the felt needs of the village, which is taken up soon after the project is sanctioned (Farrington et al. 1999). However, in doing so there is no evidence that GOI was influenced by the experience of WFP. It is more likely that the WFP innovation and GOI's decision to fund process development are two independent events<sup>166</sup>.

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<sup>166</sup> This author was Secretary, GOI, incharge of watershed schemes, and therefore this observation is based on personal experience.



### **Efficiency**

Could WFP have attained the same or better results using less funds? It seems that the GF approach is not very efficient (WFP has to buy the food, distribute it, the Rs 10 have to be deducted, this has to be accumulated, decisions have to be made by a central committee, and then an NGO or FD does the work). It is quite roundabout, and adds a lot of administration. It is therefore not being followed in the IFAD model, where there

is no deduction from wages. However, much of the people's participation in the non-IFAD model of FFW is in GF activities, and in case the GF activities are abolished, the scheme will degenerate into simply budget support to FD in the form of food.

Another option for WFP could be to distribute free or subsidized food for a reasonable period to those who are displaced as a result of development projects, mainly irrigation projects. Around 80 per cent of all involuntary displacement in India is due to irrigation projects, and since resettlement is often not satisfactory causing a lot of distress, WFP's assistance would be very welcome. Of those who are displaced in India, roughly half are tribals, and thus the scheme will benefit the socially marginalised people.

## **6. Conclusions**

Due to its small budget and the present method of working, most of WFP's food and human resources are used up in delivery of the programmes, with little left for advocacy or establishing linkages with other donor or government programmes.

The impact of WFP's operations is further diluted because its funds are thinly spread in too many districts. For instance, WFP works in six districts of Rajasthan, out of which four districts have a single activity. Rajsamand has only ICDS, Baran has only FFE, and Chittorgarh and Udaipur have only FFW.

Although in some places the local committees may have a say in selecting the workers, by and large the relationship between FD and workers is that of a wage giver and wage taker. The workers do not get special privileges by way of additional rights over forest produce just because they are contributing through their labour to the improvement in forests. The workers may also be drawn from several villages; some of them may not have any MOU with FD. Thus in practical terms, technical forestry works and re-forestation remain a primary goal of FFW. Community participation is evident in many villages where activities by NGOs with generated funds (GF) are undertaken, but generally not in the villages where wage employment is created, and certainly not *because* of WFP. The poor in FD run programmes work as wage earners, and not as participants, except in GF activities.

There is considerable delay in reaching food to the workers in Rajasthan, where food is not distributed on the site, but through godowns. As this model is followed in all states, except Orissa, it is likely that delays similar to what we observed in Rajasthan are common in other states too.

According to the CP 2002-2007 document, the primary aim of WFP is to play a catalytic role in the country's efforts to reduce vulnerability and eliminate hunger and food insecurity among the targeted hungry poor. WFP has built a good model in India Mix (although in Rajasthan it is not



popular as it is not tasty<sup>167</sup>, and the state government has not expanded its supply to districts other than where WFP is operating), but in FFW, the goal of model building and replicability is not so clear. As mentioned earlier, GoI already has a huge programme for FFW involving about

10 million MT of annual food distribution<sup>168</sup>. Hence one finds that WFP is merely concentrating on reducing food insecurity of the vulnerable poor is by giving them subsidised food through FFW. But it is able to reach only an insignificant number of the people in this category.

It is therefore essential that WFP develop a long term vision about influencing government policies and programmes, with clarity about the road map to be followed.

## 7. Recommendations

In order to impact on food security, WFP should either reduce the number of districts, or increase its allocation so that the minimum of 70 days of food aid for each worker is maintained.

WFP should also aim at reducing uncertainty in supply of food grains. At present there is delay of four to twelve months in Rajasthan before the poor receive their quota of food. This can be reduced to a few days by rationalizing and simplifying procedures. Often wheat/rice is not issued from the godown, even when present, because pulses<sup>169</sup> are not available. This results in further delay. This can be avoided by giving extra wheat/rice in lieu of pulses, so that the distribution is not delayed and workers avoid coming to the godown a second time just to collect pulses. Distribution should be at the site as in Orissa, and not from godowns. It should precede wage payment and not follow it. The unit in FD that pays cash wages should also look after food distribution.

WFP in Rajasthan does not monitor godown wise stocks in order to ensure that food is available in all godowns all the time. Therefore local shortages may occur even when the WFP project has sufficient stocks. Lastly, distribution of food should not be linked with wage payment. As soon as the workers have done their job, they could be issued coupons and food distributed to them. By improving procedures one should be able to cut the delay from six months to six days.

WFP should also improve its reporting systems so that any delay in food distribution comes to the notice of its management within a reasonable time.

WFP should consider giving aid to FD for encouraging plantation of horticultural and other usufruct giving species on the lands of tribals. Since tribals are generally not landless, but own marginal and mono-cropped land, using a part of land for complementary tree species will greatly enhance their livelihoods and food security.

We recommend that the component of irrigation and land productivity may be given higher priority than building infrastructure as far as expenditure out of GF funds and

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<sup>167</sup> I saw children at the centre taking India Mix home and not eating it at the centre. WFP Coordinator said that about 40 per cent of India Mix given at the centre is not consumed on the spot.

<sup>168</sup> This would go down in the current year, as GOI's stocks have declined, and the new Employment Guarantee programme has no food component. This provides an excellent opportunity to WFP to offer food and link it with the guarantee.

<sup>169</sup> The supply of pulses was not regular. Moreover, imported pulses were not popular with the people.



entry point activities are concerned. More funds should be spent out of GF through NGOs for enhancing the social capital amongst the poor on a sustainable basis.

Collaboration with IFAD is a good beginning, and should be continued. WFP may consider involving panchayats in its next programme cycle.

As the annual distribution of food grains through WFP directed FFW is only about 0.25% of the government budget, should spend more resources on advocacy and in improving the effectiveness of government programmes, rather than launch new delivery programmes.

**Shift focus from delivery to model building and advocacy.**

One way to improve food security is to measure how government directed food delivery schemes are functioning. Why do they work better in some states, and not elsewhere? What lessons can be drawn from best practices? For such knowledge dissemination, WFP should develop partnerships with activist and research organisations that are policy oriented, pro-poor, and can be trusted with quick but reliable results. It should also build the capacity of existing government and semi-government organisations for Training and Advocacy, such as the National Academy of Administration, Mussoorie, and the State Academies. WFP should learn from SIDA as how to build up strong advocacy organisations.

WFP should examine the present method of quantifying hunger in India, which appears problematic. According to GoI, only 2% people suffer from hunger in India (Virmani, 2006; Svedberg, 2001). This appears too low, and needs to be challenged through adopting a more scientific and internationally acceptable definition of hunger, that links it to calorie deficiency. In WFP's *Food Insecurity Atlas* the Calorie Intake Map is confusing. According to map 3.2, Kerala and Tamil Nadu had the highest percentage of population consuming less than 1890 k. calories a day. In these states 22 to 30% population consume less than 1890 k. calories a day, whereas in UP (which is poorer than Kerala and Tamil Nadu) this percentage is only between seven and 11. In other words, there seems to be little co-relation between poverty and calorie intake. Less poor states seem to have more calorie deficient people, and vice-versa. This mismatch needs to be resolved, and WFP should take a lead in this.

WFP will have to change its priorities to do all this. For instance, in the case of ICDS, it should get studies done that show how the India Mix model is superior to other options, and persuade other states to shift to India Mix. In FFW, there is little work being done on improving governance within FD. WFP should improve the capacity of the FD in formulating projects that can be funded by NREGA. WFP should also study how the implementation of other food based schemes such as PDS can be improved. It should however continue funding FFW, especially the IFAD component, as the programme reaches the poorest in remote and small hamlets.

WFP may consider producing a publication on the 'Status of Food Security in India' annually. It could focus on a different aspect every year – regions, sectoral programmes, delivery, etc.



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## Abbreviations

AAY	Antyodaya Ann Yojana (a scheme to distribute subsidized food to the poorest)
APL	Above the poverty line
BPL	Below the poverty line
GoI	Government of India
KBK	The poorest region of Orissa: districts of Kalahandi, Bolangir, and Koraput
NFFWP	National Food for Work Programme
PDS	Public Distribution System
PMU	Programme Management Unit
SHG	Self-help groups
SGRY	Wage Employment Schemes

## 9 Field Visit: People met and schedule

### List of officials met in Orissa and Rajasthan

S.P. Nanda, Forest Secretary, Orissa

H.S. Chahar, Social Welfare Secretary, Orissa

Mrs M Sharma, Collector Koraput

Mr Rajput Collector, Kalahandi

V.K. Dev, Collector, Kandhamal

Shikhar Agrawal, Collector, Udaipur

Gayatri Rathore, Collector, Banswada

Manju Rajpal, Collector, Dungarpur

Several officials, who attended meetings called by collectors of Koraput, Rayagada, Kalahandi, Khandamal, and by State officials, at Bhubaneswar in Orissa

Several officials, who attended meetings called by District collectors of Udaipur, Banswada, and Dungarpur

### List of villages visited

#### Orissa

District Koraput - Benasur, Nilkanth Jani, Ranaspur, Jhamjhola, Mastiput

District Rayagada - Kandamali guda, Minapai, Pentatoo, Chatikora, Kendumara,

District Kalahandi – Thua Pujargundie, Athabadi, Babdangia

#### Rajasthan

District Udaipur – Gogunda, Oga, Bansgaon, Bara, Jhadol

District Banswada – Nalavda, Theekaria, Naka, Phati Khan, Ambada

District Dungarpur – Bassi, Singpur, Fatehpura, Kupda, Jaithana

### Numbers of beneficiaries interviewed

Ten focus groups of about 8-25 people and 25 individual households. Roughly 40 per cent were women



### NCS visit to Orissa (18 – 24 March 2006)

Day/Date	Time	Particulars	Remarks
Saturday 18th March 2006	0945 1340	Depart New Delhi for Vishakhapatnam. Arrive Vishakhapatnam.	Flight No. S2-145/229 (To be received by State Director, WFP)
	1400 1800	Depart Vishakhapatnam for Jeypore. (220 kms) Arrive Jeypore.	By Road – WFP Vehicle  Overnight stay- Hotel Hello Jeypore, Jeypore Tel: 06854-230900/230905.
Sunday 19th March 2006	0800	<ul style="list-style-type: none"> <li>Sharing of documents on WFP in Orissa.</li> <li>Power-point presentation on WFP's activities in Orissa by State Director, WFP.</li> </ul>	Overnight stay- Hotel Hello Jeypore, Jeypore
	0900-1800	Visit different sites in Koraput district.	
Monday 20th March 2006	0830	Depart Jeypore for Koraput	Overnight Stay at Hotel Sai International, Rayagada Tel: 06856-225554
	0900	<ul style="list-style-type: none"> <li>Interviews with District Level Officials of Koraput district at Circuit House, Koraput</li> </ul>	
	1030	Depart Koraput for Rayagada	
	1730	<ul style="list-style-type: none"> <li>Enroute visit different sites in Koraput district.</li> </ul>	
Tuesday 21st March 2006	1800 - 1930	Arrive Rayagada Distance to be covered – 170 kms (approx.)	Overnight stay at Hotel Bhagirathi, Bhawanipatana, Kalahandi. Tel: 06670 – 235111
	0800	<ul style="list-style-type: none"> <li>Interviews with District Level Officials of Rayagada district at District Conference Hall, Rayagada</li> </ul>	
Wednesday 22nd March 2006	0800 – 1600	Depart Rayagada for Kalahandi	Overnight stay at Hotel Bhagirathi, Bhawanipatana, Kalahandi.
	1600-1730	<ul style="list-style-type: none"> <li>Enroute visit different sites in Rayagada district</li> <li>Arrive Bhawanipatana Distance to be covered –180 kms (approx.)</li> <li>Visit different sites in Kalahandi district.</li> <li>Interviews with District Level Officials at District Conference Hall, Bhawanipatana</li> </ul>	
Thursday 23rd March 2006	0800	Depart Bhawanipatana for Bhubaneswar	Overnight stay at Hotel Crown, Bhubaneswar Te: 0674-2555500
		<ul style="list-style-type: none"> <li>Enroute visit different sites in</li> </ul>	



Day/Date	Time	Particulars	Remarks
	1600-1700 2100	Kalahandi/ Kandhamal districts. <ul style="list-style-type: none"><li>Interviews with District Level Officials of Kandhamal district at Circuit House, Phulbani</li></ul> Arrive Bhubaneswar Distance to be covered –450 kms (approx.)	
Friday 24th March 2006	1030 1130 1230 1520 1720	<ul style="list-style-type: none"><li>Interviews with the Principal Secretary, Forests and Environment Department, GoO</li><li>Interviews with the Commissioner cum Secretary, W &amp; CD Department, GoO</li><li>Interviews with the Commissioner cum Secretary, ST and SC Development Department, GoO</li></ul> Depart Bhubaneswar for New Delhi Arrive New Delhi.	Flight No. IC-878





**Revised Itinerary of Dr. N.C.Saxena, to Rajasthan.**

Day/Date	Time	Particulars	Remarks
Monday 27/03/06	Dep. Delhi 1345 hrs Arr. Udaipur 1455 hrs 1600-1730 hrs.	Flight 9W709  Meeting with the Regional CCF/ Project Director and project staff	Night Halt at Udaipur Hotel Lake End
Tuesday 28/03/06	Dep. Udaipur 0900 hrs	Visit to project godown and NGO/ FD Micro-plan villages and return to Udaipur in the evening.	Night Halt at Udaipur Hotel Lake End
Wednesday 29/03/06	Dep. Udaipur 0800 hrs Arr. Banswara 1300 hrs  1400-1800 hrs	Travel by road  Enroute visit some anganwadis under Talwada block in Banswara district.  Visit FFW worksites/ Microplan village.	Night Halt at Banswara Hotel Kushalbagh palace
Thursday 30/03/06	Dep. Banswara 0800 hrs	Visit some more anganwadis and discussions with district DWCD officials in the morning.  Visit Food Storage godown/ Food distribution centre Or visit microplan village in the afternoon.	Night Halt at Banswara Hotel Kushalbagh palace
Friday 31/03/06	Dep. Udaipur 0800 hrs	Visit anganwadis and FFW worksites/ Microplan village in Sagwada block of Dungarpur district	Night Halt at Banswara Hotel Kushalbagh palace OR at Dungarpur
Saturday 01/04/06	Dep. Banswara/ Dungarpur 0900 hrs Arr. Udaipur 1430hrs Dep. Udaipur 1530 hrs Arr. Delhi 1640 hrs	Travel by road  Flight 9W 708	