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## PROJECTS FOR EXECUTIVE BOARD APPROVAL

### Agenda item 6

**For approval**

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## PROTRACTED RELIEF AND RECOVERY OPERATION—INDIA 6220.00

### Relief and Rehabilitation of Cyclone-affected Districts in Orissa

#### Number of beneficiaries

Women	107,500
Men	80,000
Girls	582,075
Boys	630,425
<b>Total</b>	<b>1,400,000</b>
Duration	Twelve months (June 2000 to May 2001)

#### Cost (United States dollars)\*

Total cost to WFP	13,390,296
Total food cost	10,564,080
Cost to Government	2,167,500

\* One United States dollar equals 43.25 Indian rupees.

### ABSTRACT

India is classified as a low-income, food-deficit country. Thirty-five percent of its population live in chronic poverty, consuming less than 80 percent of the minimum energy requirements. India's per capita gross domestic product (GDP) is US\$465 (UNDP Human Development Report, 1999). The under-5 mortality rate is 109 per 1,000 live births; 53 percent of children under 5 are underweight. With a Human Development Index (HDI) of 42.8, India ranks low in the community of nations. As there is a strong gender bias in India, there are only 927 females per 1,000 males (1991 census).

The violent cyclones which ravaged Orissa on 18 and 29 October 1999 affected more than 15 million people, i.e. one third of the population of the State. More than 10,000 people lost their lives. Almost 2 million houses were destroyed. Assessments conducted by the Office for the Coordination of Humanitarian Affairs (OCHA) and the United Nations Disaster Management Team (UNDMT) and by FAO and WFP, indicated that cash crops and horticulture were severely damaged: in the most affected districts they were almost completely destroyed and over 70 percent of cattle had perished. [The WFP Nutrition Assessment stated that State programmes that reach the most vulnerable populations \(expectant mothers, infants and primary schoolchildren\) have been severely weakened. The simultaneous occurrence of loss of agricultural opportunities, additional pressure on safety net programmes, significant loss of labour opportunities, and destruction of the economic infrastructure have left the State Government to address all of these problems concurrently.](#)

The Government of India and the State Government of Orissa are now increasingly concentrating on rehabilitation. Consequently, this PRRO prioritizes not only relief, but also reconstruction and rehabilitation of [social programmes, community and personal infrastructure. The activities will build and expand upon the reconstruction work initiated under PRRO 6211.00 in the districts of Jagatsinghpur and Kendrapara.](#)

The immediate objectives of this PRRO are to: a) improve the nutritional status of expectant and nursing mothers, infants and pre-school children; b) encourage the resumption of educational activities of children in primary schools, especially girls; and c) [provide food-for-work \(FFW\) assistance for the rehabilitation of personal and community assets.](#)

In collaboration with the Central Government, WFP proposes to provide assistance to [the most vulnerable populations in the six worst-affected districts of Jagatsinghpur, Kendrapara, Puri, Ganjam, Dhenkanal and Jajpur. The WFP intervention, which will last for 12 months, is focused on three primary components: 1\) vulnerable group feeding \(VGF\) through expanded Integrated Child Development Services \(ICDS\) combined with nutrition, health and disaster mitigation training \(500,000 beneficiaries, all women and children\); 2\) primary school feeding, i.e. food for education \(FFE\) \(500,000 children, including 240,000 girls\); and 3\) household and community infrastructure rehabilitation, i.e. FFW \(400,000 beneficiaries, including 320,000 women and children\). Overall, approximately 94 percent of the beneficiaries will be women and children. In the community-based rehabilitation activities, implemented through NGOs, priority will be given to households headed by women. All WFP activities are integrated into the reconstruction plan developed by the State, the World Bank, sister United Nations agencies and civil society.](#)

## NOTE TO THE EXECUTIVE BOARD

**This document is submitted for approval by the Executive Board.**

The Secretariat invites members of the Board who may have questions of a technical nature with regard to this document, to contact the WFP staff focal point(s) indicated below, preferably well in advance of the Board's meeting.

Director, Asia and Eastern Europe Region (OAE): Ms J. Cheng-Hopkins tel.: 066513-2209

Programme Coordinator, OAE: Ms C. Räder tel.: 066513-2723

Should you have any questions regarding matters of dispatch of documentation for the Executive Board, please contact the Documentation and Meetings Clerk (tel.: 066513-2645).



## LIST OF ACRONYMS USED IN THE DOCUMENT

AWC	<i>Anganwadi</i> Centre
CARE	Cooperative for Assistance and Relief Everywhere
CPSW	Council for Professional Social Workers
CSB	Corn-soya blend
DPRI	Department of <i>Panchayati Raj</i> Institutions
DRD	Department of Rural Development
DRDA	District Rural Development Agency
DWCD	Department of Women and Child Development
EAS	Employment Assurance Scheme
FFE	Food for education
FFW	Food for work
GDP	Gross domestic product
HDI	Human Development Index
HEB	High-energy biscuits
ICDS	Integrated Child Development Services
IFRC	International Federation of the Red Cross and Red Crescent Societies
ILO	International Labour Organization
ITSH	Internal transport, storage and handling
LOU	Letter of Understanding
LTSH	Landside transport, storage and handling
OCHA	Office for the Coordination of Humanitarian Affairs
MOU	Memorandum of Understanding
PDS	Public Distribution System
PRA	Participatory Rural Appraisal
PRI	<i>Panchayati Raj</i> Institutions (locally elected councils)
PRRO	Protracted relief and recovery operation
UNDMT	United Nations Disaster Management Team
VAM	Vulnerability Analysis and Mapping
VGf	Vulnerable group feeding



## CONTEXT AND RATIONALE FOR PROVIDING ASSISTANCE

### Situation Analysis

1. Orissa is one of the poorest States in India, with a large segment (about 66 percent) of the population living below the poverty line. Structural poverty has made this vulnerable segment of the population more susceptible to the consequences of a natural disaster, especially for those living in the high-risk coastal areas.
2. The nutritional situation in Orissa is one of the worst in India, even under normal conditions. In view of the high prevalence of chronic malnutrition in the State, WFP had recently joined the efforts of the State Government in a campaign to eradicate severe malnutrition focusing its intervention on the poorest three districts in the south of the State through the Integrated Child Development Services (ICDS) project.
3. Two violent cyclones hit India's eastern coast of Orissa on 18 and 29 October 1999, affecting 14 of the 30 districts of the State. The districts most severely affected were Gajapati, Jagatsinghpur, Kendrapara, Puri, Ganjam, Dhenkanal, Jajpur, Khurda, Cuttack, Balasore, Bhadrak, Nayagada, Keonjhar, and Mayurbhanj (see attached map). Winds of 260 km/h and 20-foot tidal waves flattened homes, trees and utility poles, causing massive destruction and forcing the evacuation of tens of thousands of families. Within these districts more than 15 million people have been affected, over one third of the entire population of the State.
4. These were the strongest cyclones to hit the country in decades. Despite prior warnings, the ferocity of the cyclones left the residents struggling for survival, overriding their limited preparedness. As the fierce wind and rising waves battered the coastal areas of Orissa, people fled to escape the rising waters, which pushed 3 kilometres inland. Homes, people, animals and local transportation were washed out to sea, leaving behind only remnants of what used to be.
5. Local infrastructure has been severely damaged or destroyed. In the worst-hit districts communication came to a standstill; roads have been washed away, telephone wires snapped and electricity cut off. Despite a main highway being open, transportation came to a complete halt and many supply trucks could not reach their destinations. This led to desperation for food and relief material; cases of looting were reported.
6. In the 14 cyclone-affected districts, a total of 2 million houses were destroyed, some partially, some completely. In the worst-affected districts of Jagatsinghpur, Kendrapara, Puri, Ganjam, Dhenkanal and Jajpur, 1.3 million houses were damaged. Rebuilding homes still remains an urgent need.
7. Although official figures place the number of damaged or destroyed schools at 11,000, unofficial estimates indicate that this number could be as high as 27,000. Many of those still standing have been used as emergency shelters. Although 1,190 primary schools and 62 high schools had been repaired as of December 1999, attendance has decreased dramatically; the challenge now lies in encouraging students to return.
8. Reports confirm that the cyclones completely destroyed agriculture and its allied sectors (horticulture, animal husbandry and fisheries). Small and marginal farmers, who have suffered the most, continue to despair at the lack of any initiatives aimed at agricultural



rehabilitation. Small irrigation infrastructure and agriculture need to be rehabilitated. Access roads in villages, small bridges and canals need to be rebuilt.

9. Local artisans have lost their tools and workshops; small rural production units have been destroyed. There has been a huge income loss due to extensive damage to cash crops such as coconut plantations.
10. The cyclones have further worsened the already low nutritional status in Orissa; measures to prevent further deterioration, particularly for women and children, remain essential.
11. Six months after the cyclones, the main road and rail links are almost back to normal. Most telephone exchanges have been restored. There has also been substantial improvement in restoring power. However, power supply in the most affected areas is still erratic as a result of the massive damage to transmission lines and towers. In Kendrapara, for example, only 8 percent of the power supply has been restored.

### WFP Response

12. WFP has been present in Orissa for the last 14 years with the tribal development project and more recently with support to ICDS in three districts. This presence facilitated a rapid response to the nutritional problems faced by the poorest.
13. Immediately after the cyclones, WFP provided an emergency response through the provision and distribution of 234 tons of high-energy biscuits (HEB) to displaced families (234,000 beneficiaries—vulnerable women and children) through the ICDS in the worst-affected districts of Jagatsinghpur, Kendrapara and Jajpur.
14. In order to address the requirements in the worst-affected districts, WFP accelerated the implementation of development activities within the overall volume of the approved Country Programme and expanded Programme activities to cyclone-affected areas. This was planned at the request of the Central Government to provide assistance for disaster victims, in districts which count among the most affected in terms of crop losses, infrastructure destruction and a high concentration of people living below the poverty line.
15. In addition, the 4-month PRRO 6211.00, which has a food value of US\$2.4 million, was approved by the WFP Assistant Executive Director in early February 2000 to cover the urgent food needs of two districts (Jagatsinghpur and Kendrapara: 425,000 beneficiaries—90 percent women and children) which were not entirely covered by the accelerated implementation of the regular development programme. PRRO 6211.00 is within the framework of rehabilitation efforts undertaken by the State Government and NGO partners. It includes activities such as vulnerable group feeding (VGF) through ICDS, primary school feeding and FFW for constructing community buildings and individual shelters.

### Government Recovery Policy

16. The Government of India and the State Government of Orissa have requested the United Nations system and bilateral donors to provide assistance to the State to allay the suffering of the affected population. Short-term efforts are focused on providing relief, shelter, food, health and nutrition, and water and sanitation facilities to arrest further deterioration among the devastated population. However, the State Government estimates that only 40 percent of the affected areas have been reached with relief supplies and has appealed to the NGO and [United Nations](#) community to help with additional efforts to rehabilitate the State.



17. Longer-term efforts, which coincide with the one-year duration of PRRO 6220.00, will focus on rehabilitation, including the construction of cyclone shelters and support for the return to a productive and sustainable economic activity. WFP envisages a rehabilitation approach that: a) focuses activities on affected people and community assets; b) designs programmes and activities that will restore the original situation and improve it through the creation of employment opportunities and increased food security; and c) establishes conditions for sustainable solutions to economic and food security issues.
18. The Central Government has **provided Rs. 50 billion** as a grant to the State Government to help meet the needs of cyclone victims. **An additional amount of Rs. 40 billion has been promised to the State.** However, despite the Central Government's commitment to respond to the disaster, financial contributions still fall short of meeting the needs for reconstruction and rehabilitation. **Although India produced a record harvest of more than 200 million tons of food grains in 1998/99, and of this 32 million tons of food grain was surplus, millions of Indian households are food-insecure as they lack purchasing power; undernourishment and malnutrition are widespread. Due to budgetary constraints, the Government is not in a position to meet all the needs of the deprived and undernourished populations in Orissa.**
19. With more than 20 percent of the population lacking the purchasing power to meet minimum food requirements, the fact that India is a food-surplus country is of little relevance and will not solve the difficult problem of access to adequate quantities of food. The situation is further exacerbated as Orissa has among the lowest per capita incomes in India and the State Government is financially in deficit. The Central Government is now appealing for additional resources to restore homes and livelihoods in Orissa.
20. The Government of Orissa has spent Rs. 280 million on building houses and repairing damaged buildings. With the Central Government, the State Government has disbursed a total of Rs. 300 million as *ex-gratia* payments to families of the deceased. The State Government has also directly distributed 51,700 tons of rice free of cost. The Central Government has made available 293,038 tons of rice and 50,000 tons of wheat to be distributed through the Public Distribution System (PDS).
21. The Department of Women and Child Development (DWCD) has been actively seeking funds for re-opening ICDS centres and for setting up new ones, in response to the need. The Ministry of Rural Development has initiated the rebuilding of roads, public infrastructure, community buildings through FFW activities to be implemented by the Department of Rural Development (DRD) through its District Rural Development Authorities (DRDA) and *Panchayati Raj* Institutions (PRI), i.e. locally elected block and village councils.<sup>1</sup>

### Rationale for the PRRO

22. The initial response to the cyclones was to provide immediate relief to the affected population. However, relief measures carried out by the Government, international agencies and NGOs have not been sufficient to restore people's destroyed livelihoods.

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<sup>1</sup> For decades, villages in India have had a local system of governance, where village elders dispensed social and economic justice. Known as the *panchayat*, this informal body was responsible for decisions that governed people's lives. The Constitution (73<sup>rd</sup> Amendment) Act of 1992 stipulates that *Panchayats* shall be given powers and authority to function as institutions of self-government. *Panchayati Raj* Institutions (PRIs) came into force from 24 April 1993 and are an integral part of grass-roots democracy throughout the country. By law, 33 percent of seats in PRIs are reserved to women. Elections to PRIs are held regularly, every five years.



23. The districts of Jagatsinghpur, Kendrapara, Puri, Ganjam, Dhenkanal and Jajpur were among the worst-affected as regards loss of infrastructure and crops. The overall economic situation in these districts has continued to deteriorate as farmers have been unable to resume production. Grain and rice production in the coming months will not be sufficient to cover the population's requirements. The rehabilitation of agriculture, local transport facilities, and personal and public shelters remains a pressing priority.
24. The process of reconstruction and rehabilitation started under PRRO 6211.00 in two districts—Jagatsinghpur and Kendrapara. It will be continued and expanded to include Puri, Ganjam, Dhenkanal and Jajpur districts under PRRO 6220.00.
25. As women and children continue to suffer from a poor diet, lacking proteins and micronutrients, WFP intends to continue supporting these beneficiaries with micronutrient-fortified blended food through VGF and the midday meal primary school feeding programme (FFE). Emphasis will also be placed on interventions that rebuild infrastructure, including road rehabilitation and small irrigation schemes through FFW activities. Employment priority will be given to poor women.
26. Rehabilitation programmes set up by the Government involve concerted efforts from government agencies and NGOs to restore Orissa to an acceptable standard, or at least restore pre-cyclone conditions. Through this PRRO, WFP will participate in rebuilding efforts—complementing the activities undertaken by other [United Nations](#) agencies, international and local NGOs, and government institutions.

## IMPLEMENTATION STRATEGY

### Needs Assessment

27. Over 66 percent of Orissa's population live below the poverty line, as against the national average of 39 percent. In 1995/96, real annual per capita income was [approximately US\\$38](#)—the second lowest in the country. Consequently, the population is characterized by low purchasing power and limited access to resources. The situation as regards income and availability of food has further worsened as a result of the cyclones. Those depending on rain-fed crops—the vast majority of subsistence farmers—cannot expect another harvest until October/November 2000.
28. Several agencies, including OCHA and UNDMT, besides the State Government, have been conducting independent assessments of the situation in Orissa. OCHA reported that food assistance for about 2 million people would be needed until the next harvest. It is expected that this assistance will be required even further, as projections for food crops are grim.
29. The OCHA team reported that 3 million structures (houses, government buildings, primary and high schools, including school materials) were damaged, with approximately 1.5 million totally destroyed. OCHA also reported that in the districts covered by WFP assistance, over 70 percent of the shelters were completely destroyed and 10 to 15 percent damaged. Although some recovery work has been initiated in the aftermath of the cyclones, the magnitude of the task calls for additional assistance.
30. All field assessments confirm the widespread destruction of private and public assets. Even more alarming is the loss of opportunities for employment due in large part to diminished production capacity and loss of horticulture and cash crops. The opportunity to





earn cash through daily labour has also dwindled, particularly in rural areas where traditional employers and larger farmers were also affected. The majority of the residents of the districts hit by the cyclones have sustained damage to personal dwellings and loss of personal effects.

31. The most severe damages are in the districts of Jagatsinghpur, Kendrapara, Puri, Ganjam, Dhenkanal and Jajpur. Crop loss in these districts has been estimated to be nearly 100 percent; over 70 percent of cattle have perished, and there is a significant loss of labour opportunities.
32. In normal conditions, Orissa produces enough food to meet demand. However, the districts affected by the cyclones were the food-growing areas of the State—the “rice bowl” of Orissa. Now, they stand completely destroyed.
33. A recent assessment by FAO corroborates that there was a complete agricultural loss in terms of crop area and winter season production in Jagatsinghpur and Kendrapara. The total value of agricultural loss in Orissa is estimated at US\$481 million.
34. Local roads were destroyed by the cyclones, exacerbating the problem of access to food. Distribution of relief food and access to the PDS continue to be hampered, particularly in the districts where WFP efforts are concentrated. To improve the food security of vulnerable groups, particularly women and girls, the rehabilitation of home gardens, subsistence agriculture and essential coastal infrastructure that are important elements of their lives is necessary. As food is not easily accessible, FFW activities will need to provide employment and increase food security in the short term. In the long term, rehabilitation of agriculture and allied activities will lead to increased food production, employment and income generation.
35. Even under normal conditions, the systematic exclusion of women and girls from the public sphere adversely affects their access to education and social and economic extension services, and limits their involvement in formal groups and decision-making fora. The situation has been exacerbated further after the cyclones: women are now even more isolated as they struggle to feed their families—especially their children—often at the cost of their own well-being. In the cyclone-affected districts, women are suffering from a poor diet and are at greater health risk than men.

## Nutrition

36. The prevalence of stunted growth and underweight in children under 5 is chronic in Orissa and one of the highest in India, with more than 50 percent of the children underweight and a similar proportion stunted. Wasting is prevalent, affecting more than one in every five children.
37. The proportion of children who were already severely undernourished is also notable: undernutrition as measured by weight-for-age was between 50 and 60 percent. The infant mortality rate in the State is very high, at 112 per 1,000 live births. WFP conducted a rapid nutritional assessment of selected pockets in cyclone-affected districts which confirmed that the nutritional situation as a whole was already precarious before the cyclones and that there is now an urgent need to find the means to prevent further deterioration.
38. The WFP assessment highlighted that poor health is a factor contributing to undernutrition. Baseline data indicate that the normal incidence of acute respiratory infections and diarrhoea was 10 percent and 21 percent, respectively, peaking among children between 6 and 11 months. These diseases are on the increase now due to a lack of shelters, blankets, and of a proper diet.





39. The current diet consists mainly of relief food and some additional rice. This is insufficient in terms of vitamins, proteins and minerals, especially for those with increased needs such as children, and expectant and nursing mothers. The second round of rapid nutritional assessment conducted by WFP highlighted that food availability has improved only marginally with the inclusion of fish, bananas and vegetables in some households. The report emphasized that food security for subsistence farmers, fishing communities, artisans and other vulnerable sections of the population is still very poor. In addition, labour opportunities in agriculture in the affected areas are extremely limited, resulting in low wages and/or unfavourable crop-sharing arrangements.
40. The Central Government had stated that to meet requirements arising out of the cyclones, an adequate supply of rice would be made available through the Government's PDS outlets. As there are several pockets where there is no PDS operational, the government stocks have not made way. Additionally, *six* months after the cyclones, *there are indications that supplies to PDS are exhausted. In any case,* given the current employment situation, the poorest do not have adequate purchasing power to procure the food needs for their families, *even at the concessional PDS prices.*

## Beneficiaries

41. The PRRO will focus on women and children who have been most affected by the cyclones. It will assist: a) 500,000 pre-school children, expectant and nursing mothers and *anganwadi* workers<sup>2</sup> through VGF combined with health, nutrition and disaster mitigation messages; b) 500,000 primary schoolchildren of whom ultimately 240,000 (48 percent) will be girls targeted through the supplementation of midday meals; and c) 80,000 families with monthly rations through FFW activities. In total, 94 percent of the food aid beneficiaries will be women and children.
42. A total of 25,000 expectant and nursing mothers, 2,500 *anganwadi* workers and adolescent girls, 222,075 girls and 250,425 boys under 6 years old will be fed through ICDS, and 240,000 girls and 260,000 boys will be fed through primary school feeding (FFE).
43. Food aid beneficiaries under FFW activities number 400,000, of whom 320,000 (80 percent) are women and children. About 50,000 households will be provided food rations for work for the reconstruction and rehabilitation of small bridges, small irrigation systems, embankments and the rebuilding of village roads, schools and AWCs through the Department of Rural Development's Employment Assurance Scheme (EAS) that guarantees employment for 100 days in a year. About 30,000 households will be given FFW for collaborative activities of WFP and the NGOs Action Aid and Council for Professional Social Workers (CPSW) in rebuilding homes and local infrastructure (houses, roads, canals, plantations).

## Targeting

44. In order to limit the scope of action and achieve effective targeting, the WFP-assisted intervention will focus on the rehabilitation needs of those blocks within the worst-affected disaster-prone districts of Jagatsinghpur, Kendrapara, Puri, Ganjam, Dhenkanal and Jajpur which have so far been out of reach of external assistance. Primary targets will be those

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<sup>2</sup> Village women appointed to work and manage ICDS centres.



families who **have difficulty in procuring the 10 kg of subsidized food from PDS**. The value of food aid to those households will cover a significant proportion of the losses incurred.

45. The most food-insecure families will be selected for the FFW component of the PRRO on the basis of the following criteria: a) those who have lost their livelihoods because of the cyclones; b) lost their shelters/homes; c) those who **are left out of** the PDS, with d) priority to be given to women-headed households. The selection will be done through participatory methods, with assistance from the village heads, village (*Gram Panchayat*) leaders and NGO/State Government partners.
46. The ICDS selection criteria will be used to determine which women and children will receive assistance under VGF. The DWCD, which manages the ICDS scheme, is familiar with the criteria: eligible families constitute those who earn less than Rs. 1,200 per month, own no agricultural land or productive assets and rely mostly on daily wages for their survival. However, given exceptional circumstances, elderly women, women heads of household and orphans **for whom no specific support system exists** will also be included under ICDS until the next harvest in October/November 2000. Special efforts will be made to reach as a priority children below 3 and expectant and nursing mothers through weekly distributions of take-home rations.
47. According to a baseline survey conducted prior to the cyclones, on an average 48 percent of children enrolled in schools are girls. WFP will **give priority to** schools that currently have low attendance of girls in order to bring their enrolment rate up to the pre-cyclone level.
48. In order to increase the impact of WFP's interventions and improve the food security of these families, WFP will ensure that FFW activities and primary school feeding activities are implemented in the same areas where the supplementary feeding programme scheme is operational.

### Risk Assessment

49. The success of the PRRO will depend mainly on the degree of support by the donor community to this package of activities, and the response of the State in reopening AWCs and primary schools in affected districts. Associated with this is the management capacity of the WFP country office and implementing partners at the regional and community level.
50. The first assumption underlying this PRRO is that the response approach of WFP and its partners will be effectively coordinated with the reconstruction process in the State. The second assumption is that the Government of Orissa will continue to endorse the strategy of rehabilitation proposed by the Central Government and the international community.

### Goals and Objectives

51. The goal of food aid through the proposed PRRO is to meet the immediate food needs of the most vulnerable and subsequently to enable people to restore their livelihoods.
52. The immediate objectives are to:
  - a) improve the nutritional status of expectant and nursing mothers, infants and pre-school children;
  - b) encourage the resumption of educational activities of children in primary schools, especially girls; and



- c) provide food assistance to vulnerable groups for the rehabilitation of personal assets, and to enhance their capacity for self-reliance through FFW.

## IMPLEMENTATION PLAN

### Key Programme Components

53. Assistance will be provided through three components:

- Vulnerable Group Feeding (VGF)
- Primary School Feeding—Food for Education (FFE)
- Community-based Infrastructure Rehabilitation—Food for Work (FFW)

### **Activity 1: Vulnerable Group Feeding (VGF)**

54. As mentioned earlier, the nutritional situation in Orissa is one of the worst in India, due to the inability of a large proportion of the population to afford a balanced diet. The only solution is to supplement daily rations of the poorest households with a micronutrient-fortified food. Food available under the PDS **is not fortified and therefore does not meet the specific micronutrient requirements of vulnerable groups**. The Government of Orissa has accelerated the operationalization of ICDS centres in the remotest blocks and will need **assistance** to start activities and to resume activities in existing centres. **WFP will support this initiative by complementing government efforts in providing a nutritious complementary food to the centres.**

55. In several areas, ICDS is the only government programme which WFP assists, designed to cater for the most malnourished women and children by offering a much needed nutritional supplement and the means to reach vulnerable populations in remote areas. However, the cyclones have limited the access to ICDS, health and other social services for a large number of rural families.

56. This activity will be guided by the already dramatic nutritional situation among women and children in the affected districts. While supplementary feeding for this vulnerable group will be provided through institutionalized DWCD mechanisms, the participation of NGOs for activities such as disaster mitigation, disease prevention, nutrition awareness and vaccination will be included. Collaboration with UNICEF and other agencies will be strengthened to bring in synergies, both for arresting malnutrition and bringing about improvements in the quality of life.

57. Under this PRRO, WFP will concentrate on the blocks of the districts where new centres have been made operational after the cyclones. Food is allocated to the respective districts and blocks in amounts corresponding to the number of eligible beneficiaries.

### **Activity 2: Primary School Feeding – Food for Education (FFE)**

58. DWCD initiated a nationwide midday meal programme for primary schools in 1995/96. The ration consists mainly of rice as the **Central** Government faces considerable difficulty in covering the costs of protein-rich food.

59. As an aftermath of the cyclones, the State Government is facing difficulties in continuing with the programme as before, as resources are scarce. WFP will collaborate



with the State to resume its programme by complementing the government ration of rice with adequate protein-rich food. WFP will provide to primary schools a daily ration of pulses and oil.

60. WFP will target partially damaged schools in the worst-affected blocks within the six districts where there is scope for increasing the enrolment and attendance rates of girls.
61. It is expected that a regular supply of food to schools will encourage students to return, increase and maintain attendance and enrolment in primary school. Particular attention will be given to the participation of girls, in order to prevent an increase in the trafficking of the girl child and child labour. Formal bodies in the village such as the *Gram Sabha* (village assembly) or informal committees will be responsible for identifying girl children and will facilitate their enrolment and continued attendance in school. At least 33 percent of *Gram Sabha* members are women; they play an active role in these committees. In informal committees, the number of women is often higher (as high as 50 percent), as those already active in *Gram Sabhas* and *Panchayats* encourage others to join and actively participate. Through NGOs and government partners it will be ensured that a quorum of women (more than 33 percent) is necessary for village committees to conduct meetings and take decisions.
62. Teachers will also be encouraged to pay special attention to girls in schools. They will keep track of enrolment and attendance of girl students. If girl students are found to be regularly absent or if drop-outs increase, it will be the responsibility of teachers to meet with the parents and convene parent-teacher meetings. More importantly, teachers will be in contact with village communities, and thus ensure that girl children are at school.

### **Activity 3: Community-based Infrastructure Rehabilitation—Food for Work (FFW)**

63. This activity will be guided by the objective of building personal and community assets and creating an enabling environment to open livelihood opportunities, which will lead in the long run to economic recovery.
64. The FFW component of the PRRO will provide support to the EAS of the Department of Rural Development (DRD) implemented by the State Government at the district level. The EAS ensures that targeted families in the worst-affected blocks of the cyclone-hit districts get 100 days of work in a year; approximately 20 percent of such households are headed by women. Special efforts will be made to target this category.
65. The nationwide EAS was introduced in 1993 with the primary objective of providing gainful employment during the lean agricultural season in manual work to all able-bodied adults, particularly women in rural areas who are in desperate need of work. This need has been exacerbated in Orissa by an unexpected disruption of normal activities caused by the cyclones, which led to greater unemployment. The secondary objective of EAS is the creation of economic infrastructure and community assets for sustained employment and development.
66. The EAS is implemented through the District Rural Development Agency (DRDA) which gets its funds from central government allocations. The funds are released to the DRDA and District Councils (*Zilla Parishads*) and are then channelled block-wise in response to demand. Block Development Officers, District Officers and the PRIs will implement the EAS. WFP will use existing mechanisms to channel food aid.
67. In line with its rehabilitation strategy, the State of Orissa has decided to reinvigorate this scheme in the worst-affected districts, including those receiving WFP assistance. The



Government will cover non-food costs (approximately US\$6 million) related to the different works/labour that will be undertaken. WFP will cover the food rations for labourers (60 percent male, 40 percent female workers). It is expected that the following activities will be undertaken under this scheme, with the indicated targets:

- reconstruction of small bridges, canals, embankments (100 bridges, 200 canals, 100 embankments);
  - road reconstruction (3,000 km of road);
  - small irrigation infrastructure (100 units); and
  - community buildings (150).
68. Fifty thousand households will benefit from EAS in the six affected districts and about 6 million person days will be generated. On an average, daily wages in rural areas are a dollar per day. Typically, women earn much less than men. Therefore, food rations, which are equal for men and women, appeal more to and attract a larger number of women. WFP will ensure that at least 40 percent of FFW workers are female. The market value of the FFW ration is approximately 50 percent of the average daily wage. In many areas FFW will be the sole source of income for the households, providing equal opportunity and remuneration for women and men to feed their families. The immediate benefit of food will go to women and children, who will comprise 80 percent of the FFW food aid beneficiaries. In the long term, reconstruction of small irrigation systems will enhance home gardening and agricultural activities in which women are primarily involved. The rebuilding of AWCs and primary schools benefits women and malnourished children through ICDS. Girls enrolled at primary schools are spared working in fields, and reap the advantages of an education.
69. The overall transition from relief to recovery includes NGOs involved in FFW activities, particularly in working with local-level government and village structures. WFP will collaborate with NGOs such as CARE, Action Aid, Oxfam, Council for Professional Social Workers (CPSW), and the International Federation of the Red Cross and Red Crescent Societies (IFRC) in their FFW programmes, within the general rehabilitation framework agreed upon with the Government. An important task of the NGOs will be to enhance community awareness on disaster preparedness and set up mechanisms for rapid response during emergencies. This will include training and awareness activities, stock piling of essential commodities and medicines, and strengthening of early warning systems.
70. A separate Memorandum of Understanding (MOU) will be signed with each NGO partner who will be responsible for food handling, storage, implementation of FFW activities and distribution of food to the beneficiaries. These NGOs will follow WFP formats for reporting on food stocks and distribution.
71. Specifically, WFP has already agreed with some NGOs about FFW collaboration activities: with Action Aid in their Rehabilitation Plan for Jagatsinghpur, and with CPSW in their efforts for Community Rehabilitation, Livelihood and Eco-Restoration in Jagatsinghpur and Kendrapara. They include:

### **Action Aid**

- Cleaning of canals, river banks, ponds, wells (600 units);
- Repair of approach roads to the village (600 km);



- Construction of houses (5,000 traditional mud houses); and
- Saline embankment construction (25 units).

### CPSW

- Canal construction and repair (30 kms);
- Saline embankment construction/repair (30 km);
- Prawns and pisciculture, ponds repair and farming (150 ponds, 200 acres pisciculture/farms);
- Plantations (300,000 plants); and
- Betel vine farming (200 farms).

72. Thirty thousand households will benefit from the combined WFP-NGO activities. Keeping with WFP's commitment that **at least** 25 percent of the immediate and long-term benefits of FFW activities go to women, activities such as **pisciculture**, prawn farming and canal rebuilding will mainly engage women workers. These activities lead to sustainable opportunities and food security.
73. It is important to stress that the food component alone cannot achieve the objective of restoring livelihoods. Non-food inputs as well as expertise (technical assistance provided by international NGOs, other United Nations agencies and local NGOs) will play an essential role in rebuilding the economic base in villages.

### Rations

74. For the supplementary food component, beneficiaries will receive a dry ration of pre-cooked and ready-to-eat food at the AWC. The beneficiaries will be provided the same ration as the existing ICDS programme (80 grams of *Indiamix* or corn-soya blend per day for 25 days a month). However, expectant and nursing mothers, *anganwadi* workers and malnourished children will receive a double ration of 160 grams a day.
75. Under normal conditions, the Central Government supplies rations of rice through the Midday Meal Scheme, for children in primary schools. This process was disrupted by the cyclones. WFP will help in the resumption of the scheme by complementing the meals with rations of pulses and oil. It will provide a ration of 25 grams of pulses (lentils) and 10 grams of oil per student per day, in addition to the 50 grams of rice provided by the Government.
76. For the FFW component, participants will receive monthly family rations according to the progress of works. The daily FFW ration for a family will consist of: 2 kg of rice, 200 grams of pulses (lentils) and 150 grams of oil (only for the 30,000 households targeted under FFW activities implemented by NGOs).

### Partnership Arrangements

77. WFP activities will be part of a common strategy for the reconstruction process undertaken by the Government, international agencies and NGOs. WFP continues to chair the Coordination Working Group with NGOs and official government representatives.
78. WFP's main partners in Orissa will be the DWCD, DRD and the Department of *Panchayati Raj* Institutions (DPRI). However, these new activities could overburden the current capacities of the departments; therefore, collaboration with NGOs, United Nations





agencies and other organizations is foreseen for targeting beneficiaries and implementing socio-economic development activities in the affected areas. WFP will use the expertise of local organizations working at the village and community level. Their activities include the restoration of livelihoods, housing and community shelters.

79. In ICDS areas, UNICEF provides technical inputs such as health, training and education and WFP provides food. WFP has also endorsed the idea of a United Nations Common House in Orissa's capital Bhubaneswar, and works in close cooperation with other United Nations agencies, operating from the same premises. This facilitates the sharing of information and reduces the duplication of efforts.

## Logistics

80. Except for the part of the operation that will be implemented by NGOs, transportation, storage and handling costs from the port or point of delivery to the distribution site, **estimated at US\$20 per ton**, will be covered by the concerned Government Department at the State level. Distribution of food will be through the Government of Orissa, DWCD for supplementary feeding activities and primary school feeding, and through DRD and PRI for FFW activities.
81. WFP's NGO partners have the capacity to implement programmes, but have limited resources for logistics. Some of the NGOs will help with direct distribution of food. Hence, WFP will cover their distribution costs. The Central Government will be responsible for the storage of food.
82. Landside transport, storage and handling (LTSH) costs have been calculated and budgeted for food commodities that will be channelled through NGOs. The calculation of LTSH at US\$20 per ton has taken into account approximate costs for port statutory charges, stevedoring and handling at port, transportation, unloading and loading at warehouses, warehouse rental and additional transport from warehouses to distribution centres.
83. Since the flow of food aid represents three to four times the normal development aid which was usually managed by the State of Orissa WFP will need to bolster its capacity at the field level. WFP has recruited project managers, food aid monitors and logisticians to monitor the implementation of development activities and those of PRRO 6211.00 activities. For activities planned under this PRRO, additional staff will be required to support government capacity and to implement and monitor the operation. The staff will include one international officer, two United Nations Volunteers, three national officers, a consultant and technical support staff.
84. As mentioned previously, WFP has endorsed the idea of participating in a United Nations Common House, which will house all United Nations agencies operational in Orissa, on a cost-sharing basis. The budgeted amount of US\$20,000 is for WFP's contribution to meet the administrative and support costs for a one-year period.
85. In order to maximize the cost-effectiveness and timeliness of food supplies, WFP will make efforts to procure part of the commodities locally, taking care not to disturb local market conditions. Production units of blended food will be set up to support WFP-Government efforts in producing this commodity locally. This has been working very effectively in other States, resulting in considerable savings to WFP. Due to possible resourcing constraints on local purchases, certain amounts of food have been budgeted for import, with external transport at a rate of **US\$63.6 per ton**. It is assumed that 50 percent of



the blended food, 20 percent of rice, 50 percent of pulses (lentils) and the entire amount of vegetable oil will be imported.

## Monitoring and Evaluation

86. The implementation of an adequate system to monitor activities and assess the outcomes of the PRRO is an important component of the operation. This system will include quantitative and participative information on food distribution, type of works and number of beneficiaries (gender-disaggregated); it will also give indications on the effects of the recovery package. Basic information on the implementation of activities will be collected and reported by local governments and counterparts. Based on participatory rural appraisals (PRAs) conducted by WFP food aid monitors in the involved communities, WFP will be in a position to report achievements. WFP has already conducted a rapid nutritional assessment in November 1999 and followed it up with another round in February 2000. This information will serve as baseline; the next round will be conducted jointly with other United Nations agencies to determine the changes in the nutritional conditions of the vulnerable sections of the population.
87. It is expected that in-country travel, frequent field visits and regular contact with beneficiaries will be necessary to ensure effective monitoring and to assess food security and nutrition levels.
88. In order to strengthen information collection and analysis, an Information Officer will be based in Orissa. Training of WFP staff and counterparts will also be required to develop capacity in project management and administration. Workshops and seminars will be organized to develop skills in assessment, project monitoring and gender awareness.
89. The following specific basic indicators are being developed:

<b>PERFORMANCE INDICATORS</b>	
<p><b>Supplementary Feeding</b></p> <p>Number of women and pre-school children who receive nutritious food rations for 12 months</p> <p>Number of children who suffer from severe and moderate malnutrition (Target: 50 percent decrease)</p> <p>Number of women's groups formed to support/administer these activities</p> <p>Number of AWCs that are running, fully staffed</p> <p><b>Primary School Feeding</b></p> <p>Number of students (gender-disaggregated) who receive food for 12 months</p> <p>Number of fully functioning primary schools supported under this project</p> <p>Retention rate of girls over the course of the project (target: 90 percent increase)</p> <p>Percentage of girls' attendance</p>	<p><b>Food for Work</b></p> <p>Number of households (also households headed by women) and composition by gender and age participating in FFW activities</p> <p>Number of people (gender-disaggregated) receiving family food rations for 12 months</p> <p>Number of houses built</p> <p>Number of small bridges built</p> <p>Km of village roads reconstructed/ improved</p> <p>Number of schools/AWCs rehabilitated/built</p> <p>Number of irrigation structures rebuilt and hectares of irrigated land as a result of the project</p> <p>Number of canals, ponds, wells, embankments cleaned/reconstructed</p> <p>Number of trees planted</p>

90. At the end of the PRRO, the country office, together with the Government, will conduct a review on the efficiency of the activities and their effects on the targeted populations.



## Technical Assistance

91. Specific technical assistance will be required, particularly for the design of works and the application of evaluation techniques. Most of this assistance will be provided within the cooperation agreements to be finalized with NGOs (Action Aid, CARE, CPSW, etc.) and other partners (IFRC, ILO, UNICEF). In addition, funds are being allocated by the country office for initial review and assessment of the outcome of the activities. In particular, the country office will **continue** to link the PRRO with the vulnerability analysis and mapping (VAM) work undertaken by WFP in the State.

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## EXIT STRATEGY

92. The exit strategy of the PRRO is based on the assumption that with the continuation and improved targeting of supplementary feeding and FFW activities, beneficiaries will gain socially and economically from the improved nutritional status achieved and the assets created. A mid-term evaluation will be conducted by the country office after six months (in December 2000) to assess the outcome of WFP activities under the PRRO, incorporating suggestions for greater efficiency. It is expected that during the implementation of this PRRO, it will be possible to increase the enrolment and attendance in primary schools. The **Central** Government, which has already been running the midday meal programme, will be able to take it on fully after a year, when their financial and food stock situation will improve.
93. At the end of this PRRO (June 2001), it is expected that the **State** Government will take over the supplementary feeding activities, through its established ICDS programme and school feeding activities. Support under FFW to the EAS will not continue from WFP, as this is a one-time activity only. It is expected that the **Central** Government will resort to its earlier established resources for this scheme.

## Staffing

94. The State Government will receive the food inputs under this PRRO which will be programmed through DWCD, DRD and PRIs. In order to manage the increased food resources for Orissa, additional WFP staff have been included in the direct support cost budget to ensure proper monitoring and reporting of operations.

## Non-food Items

95. It is expected that the various partners, co-executors in each district and the State Government (DWCD, DRD and PRIs) will provide essential inputs (cash, seeds, building materials and technical assistance, **estimated at approximately US\$4.6 million**). Taking into account the magnitude of the tasks ahead, tools will be provided for FFW activities for the reconstruction of houses and the restoration of livelihoods. The total amount required for non-food items is US\$100,000.



## INPUT REQUIREMENTS

### Food Aid Requirements

96. The commodities required for this PRRO are detailed in the table below:

COMMODITY REQUIREMENTS	
Commodity	Quantity (tons)
Rice	16 000
Pulses (lentils)	4 225
Blended food (CSB/ <i>Indiamix</i> )	14 400
Oil	1 500
<b>Total</b>	<b>36 125</b>

### Food Rations and Commodity Justification

97. The rations for the various components of the PRRO have been established on the basis of rations currently used in FFW activities and supplementary feeding programmes. They are also based on local food habits and preferences. A nutritional assessment undertaken by a WFP consultant recommended the proposed rations, particularly the inclusion of oil which was not part of the regular programme in Orissa.

### Rations for the relief component (VGF and FFE)

98. Rations for different categories of beneficiaries of the relief component are given in the tables below.

RATIONS FOR PRE-SCHOOL CHILDREN, EXPECTANT AND NURSING MOTHERS, ANGANWADI WORKERS (VGF THROUGH ICDS) (500,000), FOR 300 DAYS				
Commodity	Ration size (grams)	Nutritional content		
		Calories	Proteins (grams)	Fat (grams)
CSB/ <i>Indiamix</i>	80	304	14.4	4.8
CSB/ <i>Indiamix</i> *	160	608	28.8	9.6

\* Double rations for 20 percent of beneficiaries (including the *anganwadi* workers)



**RATIONS FOR PRIMARY SCHOOLCHILDREN (FFE) (500,000), FOR 210 DAYS**

Commodity	Ration size (grams)	Nutritional content		
		Calories	Proteins (grams)	Fat (grams)
Rice (provided by Central Government)	50	180.0	3.5	0.20
Pulses (lentils)	25	85.0	5.0	0.15
Oil	10	88.5		10.00
<b>Total</b>	<b>85</b>	<b>353.5</b>	<b>8.5</b>	<b>10.35</b>

### Rations for the recovery component (FFW)

99. Rations for the recovery component of the PRRO are detailed in the table below.

**FAMILY RATIONS FOR FFW (80,000 HOUSEHOLDS, I.E. 400,000 BENEFICIARIES), FOR 100 DAYS**

Commodity	Ration size (grams)	Nutritional content		
		Calories	Proteins (grams)	Fat (grams)
Rice	2 000	7 200.0	140	10.0
Pulses (lentils)	200	680.0	40	1.2
Oil*	150	1 327.5		150.0
<b>Total</b>	<b>2 350</b>	<b>9 207.5</b>	<b>180</b>	<b>161.2</b>

\* For 30,000 households targeted under NGO FFW activities.

### Overall Requirements

100. The overall food requirements for the PRRO are outlined in the table below.

**TOTAL REQUIREMENTS BY ACTIVITY (in tons)**

Activity	Rice	Pulses	Blended Food	Oil	WFP Total
Vulnerable Group Feeding (VGF)			14 400		14 400
Primary School Feeding (FFE)	(5 250) (government ration)	2 625		1 050	3 675
FFW	16 000	1 600		450	18 050
<b>WFP Total</b>	<b>16 000</b>	<b>4 225</b>	<b>14 400</b>	<b>1 500</b>	<b>36 125</b>



101. This PRRO will require an amount of 36,125 tons of commodities at a total food cost to WFP of US\$10,564,080.

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## RECOMMENDATION OF THE EXECUTIVE DIRECTOR

102. The PRRO is recommended for approval by the Executive Board within the budget provided in Annexes I and II.





**ANNEX I**

<b>PROJECT COST BREAKDOWN</b>			
	Quantity (tons)	Average cost per ton	Value (dollars)
<b>WFP COSTS</b>			
<b>A. Direct operational costs</b>			
Commodity <sup>1</sup>			
– Rice	16 000	233	3 728 000
– Pulses (lentils)	4 225	383	1 616 080
– Blended food	14 400	300	4 320 000
– Vegetable oil	1 500	600	900 000
<b>Total commodities</b>	<b>36 125</b>		<b>10 564 080</b>
External transport		63.6	891 083
Superintendence		2.5	35 030
Landside Transport			
ITSH	7 050	20	141 000
Total LTSH			141 000
<b>Subtotal direct operational costs</b>		<b>5</b>	<b>173 500</b>
<b>Total Direct Operational Costs</b>			<b>11 804 693</b>
<b>B. Direct support costs (See Annex II for details)</b>			
<b>Total direct costs</b>			<b>616 732</b>
<b>C. Indirect support costs (7.8 percent of total direct costs)</b>			
<b>Subtotal indirect support costs</b>			<b>968 871</b>
<b>TOTAL WFP COSTS</b>			<b>13 390 296</b>

<sup>1</sup> This is a notional food basket used for budgeting and approval purposes. The precise mix and actual quantities of commodities to be supplied to the project, as in all WFP-assisted projects, may vary over time depending on the availability of commodities to WFP and domestically within the recipient country.

**Note: Local purchase is the preferred option. External transport is foreseen, should in-kind resources be necessary due to resourcing constraints on local purchasing.**



**ANNEX II****DIRECT SUPPORT REQUIREMENTS (dollars)**

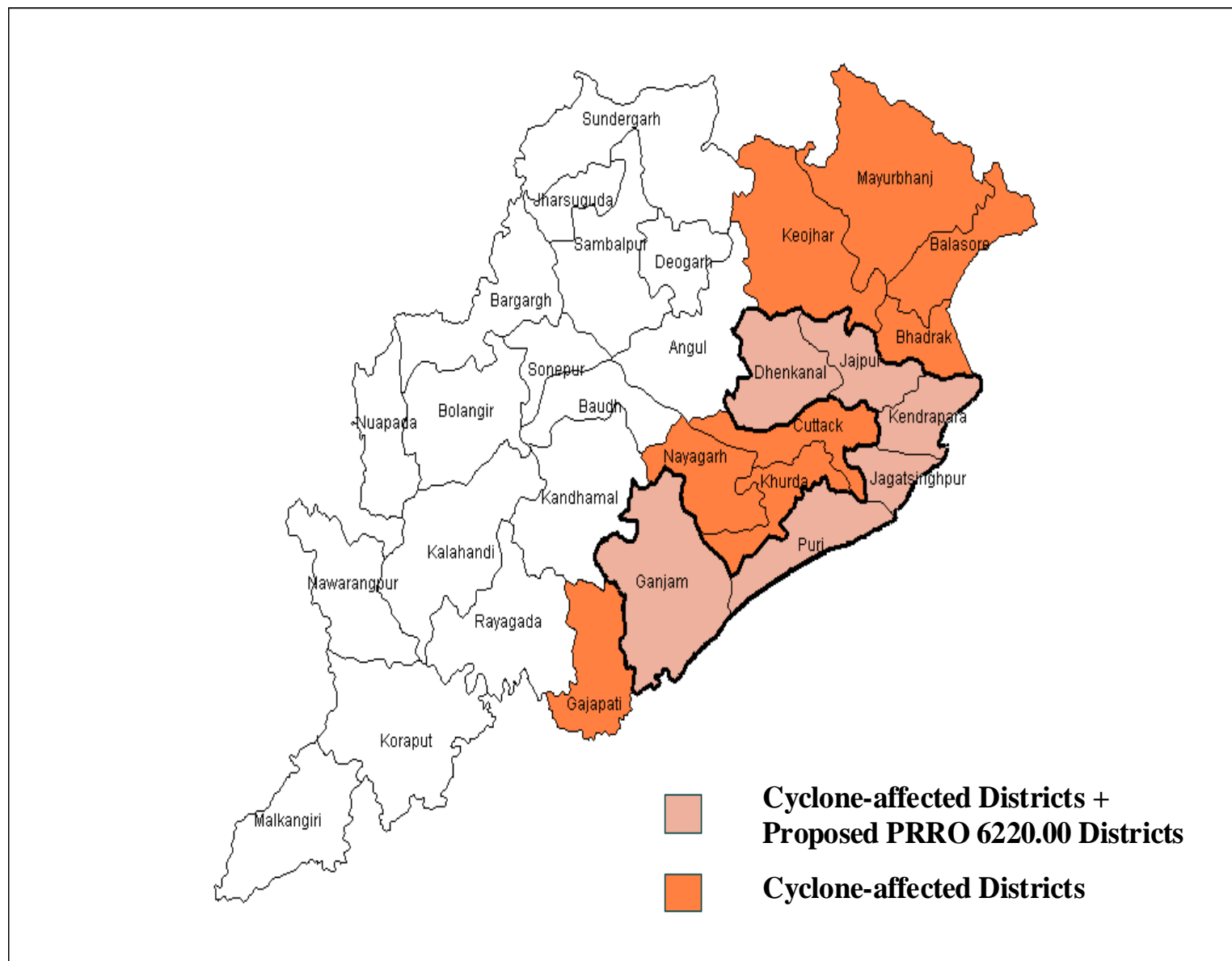
<b>Staff costs</b>	
International	73 000
United Nations Volunteers	15 0000
National professional officers	57 000
International consultants and SSA	42 583
Local staff and temporaries	81 000
<b>Subtotal</b>	<b>268 583</b>
<b>Technical support services</b>	
Project preparation	0
Technical Advisory Services	10 000
Project Monitoring and Evaluation	25 000
Training	8 000
VAM and related cost	26 300
<b>Subtotal</b>	<b>69 300</b>
<b>Travel and DSA</b>	
Blanket Travel	7 861
In-country	60 000
<b>Subtotal</b>	<b>67 861</b>
<b>Office expenses</b>	
Rental of facility	6 104
Utilities	13 320
Communications	33 300
Office supplies	13 864
Equipment repair and maintenance	4 200
<b>Subtotal</b>	<b>70 788</b>
<b>Vehicle operation</b>	
Fuel and Maintenance	27 800
<b>Subtotal</b>	<b>27 800</b>
<b>Equipment</b>	
Communications equipment	15 400
Vehicles	14 500
Computer equipment	19 000
Furniture and equipment	26 500
<b>Subtotal</b>	<b>75 400</b>
<b>Other</b>	
Advocacy	17 000
Contribution to joint United Nations acitivity	20 000
<b>Subtotal</b>	<b>37 000</b>
<b>TOTAL DIRECT SUPPORT COSTS</b>	<b>616 732</b>



## ANNEX III



# State of Orissa - India



The designations employed and the presentation of material in this publication do not imply the expression of any opinion whatsoever on the part of the World Food Programme (WFP) concerning the legal status of any country, territory, city or area or of its frontiers or boundaries