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SUMMARY REPORT OF THE MID-TERM EVALUATION OF THE INDIA COUNTRY PROGRAMME (2003–2007)

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NOTE TO THE EXECUTIVE BOARD

This document is submitted to the Executive Board for consideration.

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 points indicated below, preferably well in advance of the Board's meeting.

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EXECUTIVE SUMMARY

This report presents the outcome of 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 understood keeping in mind that the country programme is 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, which have been scaled up in four states, (ii) geographical targeting of WFP support to poor households and (iii) advocacy. WFP has enhanced partnerships and created new ones; its advocacy has promoted greater government awareness 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 goals.

Results of core programming are mixed. WFP needs to ensure that Indiamix is consumed by the most food-insecure households, as planned; its importance is recognized by the government and other counterparts. Successes include increased registration among women, and a lower proportion of underweight children. There were few differences in terms of results 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.

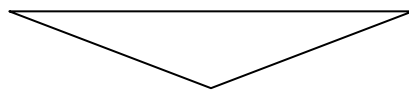
Food-for-education objectives for improved concentration and retention are on target, but community participation and health-related elements have not been effective. Enrolment has increased in schools that have been assisted for some time, but not in new schools. The planned focus on girls did not take place. As the 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 few poor people. The generated fund component of FFW has provided some sustainable community assets. Community participation was greater in the component run by the International Fund for Agricultural Development than that run by the Forestry Department.

Because WFP works in part through national programmes, all parties need to work to reduce potential diversions of resources, which have been identified as a problem in the Government's large food-assistance schemes.



DRAFT DECISION*



The Board (i) takes note of “Summary Report of the Mid-Term Evaluation of the India Country Programme (2003–2007)”, (WFP/EB.1/2007/7-B), (ii) notes the management actions taken so far on the recommendations, as set out in the tracking matrix, and (iii) encourages further action on the recommendations, taking into account the considerations raised in discussion.

* This is a draft decision. For the final decision adopted by the Board, please refer to the Decisions and Recommendations document (WFP/EB.1/2007/16) issued at the end of the session.



BACKGROUND

1. This mid-term evaluation (MTE) assesses the interim results of the India country programme (CP) (2003–2007). It gives the country office an external view of progress with a view to improving operations and supporting the design of a new CP.
2. The primary objectives were to evaluate (i) WFP's catalytic role in supporting India's efforts to reduce vulnerability and eliminate hunger and food insecurity among the targeted hungry poor, (ii) WFP's work to promote and demonstrate models for immediate and longer-term food security in food-insecure areas and (iii) WFP's advocacy in support of the Government's objective of a hunger-free India.
3. The secondary objective was to evaluate the relevance, effectiveness, efficiency, impact and sustainability of the CP components – the Integrated Child Development Services (ICDS), food for education (FFE), food for work (FFW) and selected pilots.

METHODS

4. The evaluation model used a utilization approach, focusing on intended use. The CP and operational contract logical framework analyses (LFAs) were the main benchmarks.
5. Interviews with country office staff, state and counterpart staff were the main sources of data for assessment of advocacy/model building and capacity-building. For assessment of the three core programmes, the main sources of data were two self-evaluations of ICDS and one each of the FFE and FFW components; these were triangulated with visits by the evaluation team to programmes in Gujarat, Madhya Pradesh, Orissa, Rajashtan and Uttaranchal.

COUNTRY CONTEXT

6. India has high economic growth, large government anti-poverty programmes and the largest percentage of poor food-insecure people in the world. About 50 percent of Indian children are malnourished. The macro-level food-security situation has declined recently; there has also been a decline in food availability per capita. There are high levels of micronutrient deficiency, particularly iodine, vitamin A and iron. Distribution is as important as overall production: even where adequate food is available, poor people may not be able to access it, including women and young girls; WFP and others are analysing the reasons for this.
7. The Government is implementing food-based anti-poverty and social-protection programmes at the national and state levels. These include the Targeted Public Distribution System, a midday meal scheme in all government primary schools, the ICDS and FFW schemes. The Government's Tenth Five-Year Plan (2002–2007) recognizes that lack of governance as much as lack of resources is causing decreased effectiveness of development programmes.

8. Since 1963, WFP has provided US\$1 billion in food and development assistance to India and supported 70 development projects; US\$345 million was allocated to support for ICDS. The current CP, which began in 2003, was aligned with WFP's Enabling Development policy and was designed as a catalyst to support India's efforts to reduce vulnerability and eliminate food insecurity among the targeted hungry poor. The challenge of this major shift was to move from an operational approach to advocacy, model-building and capacity-development. The results should be seen in the light of this and of the difficulties of developing replicable pilots in large complex food-based programmes.
9. The CP is being implemented through government programmes, developing models that can be replicated by the national and state governments. The 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 and the International Fund for Agricultural Development (IFAD); and
 - investing in FFE by providing a micronutrient-fortified mid-morning snack in schools and take-home rations for girls to promote their enrolment.
10. According to the CP document, the five-year food requirement for the core programme was 800,000 mt, half to be provided by WFP and half by the national and state governments. The planned cost to WFP of core programming was US\$142 million; the cost to national and state governments was to be US\$176 million. Cumulative expenditure from 2003 to 2005 was US\$25.7 million, 65 percent of which was by WFP. As of May 2006, 40 percent of WFP core programme expenditure has been on ICDS, 25 percent on FFE and 35 percent on FFW; 31 percent of expenditure on the core programme has been in Orissa, 15 percent in Rajasthan, 16 percent in Madhya Pradesh and 19 percent in Uttaranchal. The low resourcing levels had an influence on the achievement of CP objectives.

COHERENCE AND RELEVANCE

11. The CP document and analyses carried out by WFP are consistent with the Government's planning; the CP objectives of reducing malnutrition, promoting girls' attendance at school and supporting the livelihoods of the poor through FFW are in line with the Government's Tenth Five Year Plan (2002–2007). But the governance and accountability issues highlighted in the plan are not fully reflected in WFP planning documents. The CP is also broadly consistent with the 2003–2008 United Nations Development Assistance Framework (UNDAF).
12. The CP document notes that WFP will work in some of the poorest districts. It identifies the most food-insecure households as the primary target group, particularly women, girls and infants. The operational contract for supporting ICDS identifies support for improved targeting, including severely malnourished people, and prioritization of the most vulnerable children. In interviews country office staff emphasized that their mandate was to support the most food-insecure households in the poorest districts.
13. The CP document and current operations do not indicate how the goals of developing replicable models for governments to scale up and working with the most food-insecure households are aligned. The country office needs to consider whether the two goals can in fact be aligned. If the primary goal of the CP is to develop replicable models for reaching the most food-insecure households, its results have been modest. Reaching the most food-insecure households is always challenging, and WFP is working in some of the



poorest districts with low government capacity and little potential for scaling-up and replication. Given WFP's current level of resources and the operational context, alignment of the two goals may only be achieved in partnership with agencies such as the United Nations Children's Fund (UNICEF), with whom collaboration is imminent. With improved strategic planning, WFP could clarify its main objectives in terms of what is to be scaled up and who the main beneficiaries are to be.

WFP'S CATALYTIC ROLE IN MODEL BUILDING

14. WFP needs to (i) develop more explicit strategies for model replication, (ii) clarify expected results and (iii) develop indicators that measure what it is attempting to achieve. In terms of scaling up, it needs to understand what works and why.

Integrated Child Development Services

15. Respondents noted that WFP's most significant achievement was the uptake of micronutrient-fortified blended food in the ICDS programme in Uttar Pradesh, Madhya Pradesh, Orissa and Uttaranchal. There are plans to fortify food in Gujarat.
16. The country office has made two contributions to fortification: (i) at the advocacy/research level through dialogue with governments regarding the benefits of fortification and (ii) through testing different fortification models. In Uttaranchal, WFP's interventions in support of ICDS were regarded as critical, particularly in support of the use of locally grown organic finger millet.
17. Other successes in scaling up include 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. There has been some successful replication, but it has not been directed to WFP's target group, the most food-insecure households.

Food for Education

18. During the evaluation, district and state officials from Tribal Affairs departments indicated interest in using government resources and fortified biscuits to expand the FFE programme to schools in a further 53 districts, an indication of the potential for expansion of the FFE programme. After the evaluation, however, the relevant government department noted that government support would not be available, and the CO has decided to discontinue this programme.

Advocacy

19. The country office has undertaken advocacy through information sharing, conferences, workshops, publications and dialogue with governments; it has taken advantage of its contacts with decision-makers and established new partnerships to encourage governments to focus on food security. Its analyses of food security have highlighted the importance of food distribution and access; in particular, the book *Enabling Development* summarizes recent literature on food security and sets out an analytical framework for promoting food security. The food-insecurity atlases, which contributed to national debate on food security and improved geographical targeting, were much appreciated by respondents at the national level.



20. The 2004 and 2005 regional ministerial consultations on mother-and-child nutrition in Asian countries enhanced understanding of nutritional issues among government decision-makers and led to increased levels of fortification of food in several southern states. This could be seen as WFP's main advocacy success, perhaps because it involved direct interaction between specialists and decision-makers.
21. Respondents noted that WFP advocacy did not adequately link analysis and programming: the implications for programming and potential changes in government programmes could be considered further. The technical quality was high, and there had been some significant innovations, but several advocacy products did not appear to be well known, or used as intended. Some respondents called for more state-level advocacy. The country office and partners could define user groups of advocacy products more clearly and the results of advocacy could be more accurately tracked; the current indicators for measuring the impact of advocacy do not capture outcomes.

Capacity-Development

22. The successes of the country office in capacity-development include:
- work on vulnerability analysis and mapping (VAM);
 - networking with partners, for example in introducing the use of local millet in Uttaranchal;
 - assistance to state governments in food fortification and tendering;
 - procurement for the governments of Orissa and Uttaranchal;
 - storage, hygiene and cooking of fortified food;
 - training for state and district counterparts in ICDS, FFE and FFW in monitoring, reporting and management of the food pipeline; and establishment of a model district resource centre in Bhopal;
 - A strategic plan for capacity-development would make it more focused and effective.

Targeting

23. The country office is to be commended for its analysis of state-level poverty and its geographical targeting of the poorest districts where there are few agencies or services, which have led to most WFP support reaching households below the poverty line – a notable achievement. Exclusion errors are likely to be lower than in the ICDS scheme, and FFW programming targets poor households, but there may be significant exclusion errors among the most food-insecure households because WFP is not targeting at the village or household level. Previous studies of poverty in India and the team's observations and discussions with migrants and households headed by women indicate that there is likely to be exclusion among WFP's target group, for example severely malnourished people and young girls.
24. The country office needs to work with other agencies to pay greater attention to targeting the most food-insecure households and understand the reasons for social exclusion. The most food-insecure households tend not to have access to blanket coverage schemes such as ICDS. This issue was reflected in the CP document in plans to cover 25 marginal households in outlying hamlets; although coverage has been expanded, the country office needs to establish whether the most food-insecure households have been included. Micronutrient fortification is important in improving the micronutrient status of a large part



of the population; every effort should be made to ensure that socially excluded people can benefit. Strategies to improve targeting should be developed in cooperation with counterparts.

25. The country office has been piloting the Food for Human Development concept to improve outreach and social inclusion, but the results are not yet available.
26. The rationale for future CP activity should be to work with other agencies as a catalyst to help the Government to reach the most food-insecure households through national food schemes. WFP should promote institutional capacity and sustainability – government funding, capacity of government and local non-governmental organization (NGO) staff, and the effectiveness of government programming. The country office should move towards geographical targeting based on food security and the potential for scaling up.
27. The MTE found high levels of migration in WFP programme areas and recommended that it should be reflected more fully in programming. The need for seasonal targeting reflected in the CP document has received limited attention, despite its importance to the most food-insecure households.

EFFECTIVENESS OF CORE PROGRAMMING

Integrated Child Development Services

28. WFP's support for ICDS was intended to develop an improved model that enhances the health and nutrition of young children and pregnant and lactating women and promotes children's development. All studies and respondents have noted the importance of Indiamix, the blended micronutrient-fortified food provided by WFP in its ICDS programme.
29. A country office self-evaluation in four states notes successes in comparison with government programming, in particular higher registration among women, a higher proportion of children receiving supplementary food and a lower proportion of underweight children. There was little difference in several important areas between WFP and government programming in terms of children attending the ICDS centre, women receiving supplementary nutrition, nutritional deficiency among women, the proportion of severely malnourished people and several indicators related to improved childcare and self-care; in the latter, government programmes performed better than WFP; there were fewer children with severe and moderate anaemia in non-WFP areas.
30. Comparison with a 2001–2002 baseline survey – the results are indicative rather than directly comparable – suggests that the proportion of underweight and severely malnourished children is increasing in WFP-supported ICDS programming, possibly a result of enhanced outreach to the poorest people. But a second country office self-evaluation in one state found that rates of severe and moderate malnutrition had fallen from 54 percent to 46 percent in the WFP programme group who had consumed Indiamix, whereas there had been a reduction from 63 percent to 47 percent in the control group that had received non-fortified supplements. The decline in malnutrition is welcome, but it should be noted that the decline was 15 percent in WFP programming as opposed to 25 percent in non-WFP areas. The second self-evaluation noted a statistically significant decline in anaemia, in contrast to the first, and a decline in vitamin A deficiency among children in programme areas as opposed to control areas. Overall rates of malnutrition remain high, indicating the urgent need for analyses of causes and for solutions.



31. The evaluation team concludes that WFP's support for ICDS has had mixed results and that the changes anticipated in country office planning may not occur before the end of the CP; greater efforts are needed to overcome the problems highlighted in ICDS over the last decade, including outreach to marginalized groups, coverage of children under 3, complementary programming and nutrition and health education. Other international agencies have faced similar problems, including the World Bank, which is currently investing more heavily than WFP in ICDS. This indicates a need for more integrated programming by international agencies.

FOOD FOR EDUCATION

32. The objectives of the FFE programme are to help the Government to achieve its goal of universal primary education, to assist the Department of Tribal Affairs in establishing a successful model for school feeding and to improve the education of girls in tribal areas.
33. The CP is on target to meet some objectives: in particular, enrolment and pupils' concentration and retention have increased in schools with at least one year of WFP food support. Community participation and health interventions have not yet been effective; there has been no increase in enrolment in new schools. The planned focus on girls has not yet been fully effective: 52 percent of pupil beneficiaries are boys, 48 percent girls.
34. The MTE agrees that biscuits are suitable for FFE, but WFP and partners should assess the benefits of biscuits as opposed to Indiamix in terms of cost-effectiveness, community participation, nutrition behaviour and development of replicable models.

FOOD FOR WORK

35. The FFW component has been unable to influence government policy; as a result, it is providing limited resources to relatively few poor people. It is, however, meeting some objectives related to household food security. The country office self-evaluation found that assets that promote food security had been created, access to non-timber forest products had been preserved and moneylenders were being replaced by self-help groups for loans.
36. The IFAD component has been more successful, particularly in its work through NGOs, in promoting household food security and community participation. But the evaluation team concluded that the Forestry Department component had achieved little in terms of capacity-building in communities, demonstration effects and linkages with donors.

Coordinated Programming

37. WFP programming is spread too thinly among districts, partly for historical reasons and partly because state governments have requested WFP to work in larger areas. It is not necessary to work in the current 40 districts to develop catalytic models; if the number of districts were reduced, more integrated programming could be promoted.

Participation

38. The CP document stipulates a participatory approach involving work with Panchayati Raj and other community-based organizations, with emphasis on community mobilization and participatory design and implementation. This has occurred in the FFW partnership with IFAD, but it is a small component of the CP; in general, CP activities have not been participatory.



Pilot Schemes

39. Over the last decade, WFP has undertaken a number of pilot programmes in line with its mandate to act as a catalyst and model builder; some have been scaled up, in particular those for food fortification. More attention needs to be given to the selection and planning of pilots, and to building in mechanisms for learning, follow-up and scaling-up. This may require that fewer pilot programmes be undertaken.

Gender Equality

40. The country office has achieved some gender objectives: it has provided fortified food for women and children through ICDS and FFE, gender-based data is being collected and gender commitments are reflected in operational documents and agreements.
41. The target of at least 65 percent women beneficiaries has not yet been met: in 2003-2005, 54 percent of beneficiaries were women. Future work needs to ensure that the poorest women and children are included in programming.
42. With regard to the objective of promoting equal participation by women in power structures and decision-making, the evaluation team found that the country office focuses on promoting women's development rather than gender equality, in line with WFP's Enhanced Commitments to Women. The impact of the programme on gender equality is likely to be marginal.

Partnerships and Inter-Agency Coordination

43. Partnerships have been established or strengthened with the Indian Government and several state governments. WFP has maintained working relationships with the Ministry of Agriculture and the Ministry of Tribal Affairs on FFE, and with the Department of Women and Child Development on ICDS. The partnership with the Forestry Department was largely limited to the national level.
44. WFP is to be commended for promoting and taking part in dialogues to increase joint programming; the recent Memorandum of Understanding with UNICEF is an example. Coordination and programming with NGOs at the national level, with the M.S. Swaminathan Foundation and the Micronutrient Initiative have yielded positive results. As a relatively minor actor, WFP can do little on its own to promote improved coordination.
45. Joint planning and programming with other United Nations agencies has been less common, with the exception of the partnership with IFAD. It is a matter of concern that the four agencies involved in ICDS – WFP, UNICEF, the World Bank and the Cooperative for Assistance and Relief Everywhere (CARE) – are working in parallel: there could be more inter-agency communication, learning and joint programming.
46. The main issue arising from attempts to develop partnerships and joint programming is the need for realism: the CP document was too optimistic.

Procurement

47. State-level respondents in Orissa and Uttaranchal noted that the country office made a major contribution to supporting procurement and to ensuring greater transparency. Its contributions also supported the Government as a food aid donor: the high-energy biscuits donated to WFP's school feeding programmes in Afghanistan and Iraq are examples. WFP may be able to support the Government as a food aid donor in future.



48. Procurement is also central to transparency, as noted in the Government's mid-term appraisal of the Tenth Five-Year Plan (2002–2007). WFP's comparative advantage in international procurement could be used to support improved procurement in India.

Monitoring and Results-Based Management

49. The country office is improving its monitoring system: it established a monitoring and reporting unit in 2005 and introduced web-based data collection and monitoring at final distribution points and training for WFP's district-level food aid monitors and counterparts. These measures support the updating of beneficiary lists, cross-checking of school attendance, detection of pipeline breaks – which occur in spite of food being available at central warehouses – and reconciliation of deliveries along the food-supply chain.
50. The Tenth Five-Year Plan notes the link between monitoring and efficient public spending. A number of state and government officials identified monitoring as a priority in which WFP could provide assistance. Supporting monitoring capacity is one opportunity for WFP to promote greater transparency and accountability in public food-distribution systems.
51. The evaluation team found that the CP logical framework analysis (LFA) was an effective planning tool. In future, CP LFAs could be improved by:
- defining outcome-level results statements and indicators that are more specific to the primary goal of acting as a catalyst; current indicators are either at the input level or vague;
 - paying greater attention to qualitative indicators, for example in relation to changes in gender inequality; and ensuring consistency between the CP and LFAs for operational contracts;
 - Sustainability and exit strategies.
52. Handing fortification over to state governments was planned from the start. Fortification was handed over to the governments of Uttar Pradesh in 2003 and Uttaranchal in 2006. Two to four years are needed to initiate discussions on fortification with governments, support the process and phase out.
53. It is a concern that communities have not been involved as planned, decreasing the potential for sustainability. Exit strategies with timelines and expectations of future government contributions need to be stated in operational contracts. The country office should monitor results after withdrawal to ensure that objectives continue to be met. Exit must be planned and executed in such a way that beneficiaries are not placed in a worse position than they were before the intervention.

LESSONS LEARNED

54. Several lessons emerge from this evaluation for the country office and for WFP.
55. The transition from direct programming to technical assistance is not easy; country offices need guidance to achieve it.
56. There is a need to balance technical and social approaches: WFP's valuable technical expertise should be complemented by social expertise to ensure that targeted groups receive the intended support. To achieve this balance, the country office may need more staff with different skills, particularly experience in rural development programming for the most food-insecure households.



57. WFP's technical support is highly valued by the Government and state governments, who strongly support WFP's continued presence in India because it adds credibility to its attempts to alleviate poverty. WFP could continue to (i) develop models that can be replicated by state governments, (ii) demonstrate how effective programming can take place and (iii) set benchmarks for government programming.
58. WFP is unlikely to meet its primary goal on its own. Individual agencies with relatively small inputs are unlikely to have much impact on some of the largest development programmes in the world.
59. Recommendations from the 2001 MTE were not followed up as planned; several are echoed in this evaluation. This suggests that the country office has been unable to act on some important issues such as limiting geographical spread, shifting from fortification in ICDS to broader programming and promoting behaviour change, greater community participation and gender equality.

**MANAGEMENT RESPONSE ON THE RECOMMENDATIONS OF THE
SUMMARY REPORT OF THE MID-TERM EVALUATION — RESPONSE MATRIX**

Recommendation	Action By	Management Response and Action Taken
Issue 1: Strategic Planning		
<p>1.1 To facilitate achievement of the primary CP goal of acting as a catalyst and developing models to support the most food-insecure households through food-based interventions, the country office should review its three core programmes and pilots; plans for the remainder of the CP should reflect analysis of their potential for achieving the primary goal and include further work on targeting, monitoring and participatory programming.</p> <p>The current staff should be reviewed to ensure that the country office has the capacity to work on advocacy/model-building, particularly in relation to targeting, monitoring and participatory programming.</p>	Country office	<p>The country office has reservations about changing the operational contracts during the last year of the current cycle. FFW implemented by state forestry departments and FFE will not be included in the next CP because of lack of replication potential; the focus will be on ICDS and the IFAD FFW programme. WFP's Indiamix model has been adopted in four states. Selection of intervention districts will continue to be based on food-insecurity indicators, availability of counterpart funding, presence of UNICEF and logistics considerations.</p> <p>A staff review in late 2005 resulted in the creation of a monitoring, evaluation and reporting unit, a VAM and RBM unit and a resources mobilization and advocacy unit to assist programming.</p>
<p>1.2 The country office should undertake fewer pilots but should plan them more effectively: scaling-up should be discussed from conception in terms of likely government interest, funds, the potential for partnership and coordination with other agencies and a capacity assessment of the counterpart that will take over programming. Realistic objectives for scaling up should be developed and set out in planning documents, including results statements at the outcome level, indicators and timeframes.</p>	Country office	<p>The risk of failure is inherent in pilot programmes.</p> <p>A country-level MOU was signed with UNICEF in April 2006. A joint workshop to determine a common workplan is scheduled for early 2007.</p> <p>An HIV/AIDS pilot in Tamil Nadu started in August 2006 after an MOU with the National AIDS Control Authority (NACO) confirming scaling up with government funding. WFP has achieved inclusion of a food component in the Government's main policy document (NACP III) covering 500,000 people living with HIV/AIDS.</p> <p>Future ICDS support project documents will include cost-sharing expectations during implementation and specify takeover by the Ministry for Women and Child Development.</p>
<p>1.3 WFP should ensure that lessons from past pilots are learned, for example through workshops. A major element in being a catalyst should be improved understanding of why some pilots are effective and others are not.</p>	Country office	<p>An adolescent girl project workshop in Dehradun is planned for early 2007. The state governments of Uttaranchal and Madhya Pradesh have indicated interest for replicating this pilot with their own funds.</p> <p>Nine "good practice" publications are ready for issue.</p>
<p>1.4 WFP needs to build an exit strategy into its programmes, including timeframes and planning for takeover by governments in a specified period. WFP should monitor situations from which it has withdrawn to determine whether initiatives are sustainable and continue to meet planned objectives.</p>	Country office	<p>The country office will incorporate exit strategies into its next CP and ensure that gradual phase-down of WFP deliveries is replaced with increased phase-in of government assistance at the local level.</p>



**MANAGEMENT RESPONSE ON THE RECOMMENDATIONS OF THE
SUMMARY REPORT OF THE MID-TERM EVALUATION — RESPONSE MATRIX**

Recommendation	Action By	Management Response and Action Taken
Issue 2: Support for Monitoring and Transparency		
<p>2.1 WFP should make enhancement of government monitoring systems a feature of 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 the national and state governments on the basis of existing systems. The focus should be on levels of leakage of resources intended for beneficiaries. In particular, WFP should support governments in developing more effective monitoring systems to ensure that the most food-insecure households receive resources.</p>	Country office	<p>The country office is upgrading its monitoring systems. In consultation with national and state authorities, the country office will make proposals for capacity-building to improve monitoring and delivery in government food-based schemes.</p> <p>A web-based data-collection system is being established in all operational districts to capture monthly information at distribution points. It will allow rapid identification of pipeline breaks and enhance the monitoring capacity of ICDS and the Tribal Development and Forestry departments.</p> <p>An enterprise risk management training exercise involving ICDS, the Midday Meal Programme (MDM) and the Targeted Public Distribution Scheme (TPDS) is being developed in Orissa and Madhya Pradesh with the aim of developing the capacity of major stakeholders to improve supply-chain management.</p>
Issue 3: Targeting		
<p>3.1 The country office should move away from geographical programming based on food insecurity and socio-economic indicators towards targeting based on food security, socio-economic and institutional indicators. Decisions about which states WFP should continue to work in should be based on 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.</p>	Country office	<p>Current targeting is based on food security, socio-economic and institutional indicators. WFP needs to work in areas that have state capacity, because projects are designed to support government schemes. The country office food insecurity index is a composite of 19 indicators, including gender inequality.</p> <p>The selection of states and districts for the next CP will be determined by the availability of state funding and overlap with UNICEF.</p>
<p>3.2 Work in Gujarat, UP, and Jharkhand, which currently receive small allocations and where the main focus is FFW through the FD, could be phased out by the end of 2007.</p>	Country office	This recommendation will be incorporated into the next CP.
<p>3.3 Two core programmes should take place in the same village to establish whether WFP's models are replicable.</p>	Country office	Activities will be concentrated, taking operational requirements into account.





**MANAGEMENT RESPONSE ON THE RECOMMENDATIONS OF THE
SUMMARY REPORT OF THE MID-TERM EVALUATION — RESPONSE MATRIX**

Recommendation	Action By	Management Response and Action Taken
<p>3.4 The VAM unit should undertake a participatory assessment of social exclusion to establish whether WFP's target group is included in programming as planned and to identify ways in which social exclusion can be overcome. This will require analysis at the household, intra-household and village levels and resilience and livelihood strategies. Attention should be paid to the needs of migrants, households headed by women that have few assets and households with sick members, and to current mechanisms in ICDS and FFE for reaching the most food-insecure households.</p>	<p>Country office</p>	<p>An exclusion survey will start in early 2007.</p>
<p>3.5 All programming should take into account seasonality and its impact on the most food-insecure households. Establishing replicable models to support the poorest people's livelihoods during lean pre-harvest periods would be a major contribution that could be achieved through the Food for Human Development pilot.</p>	<p>Country office</p>	<p>FFW-FD and FFE will be discontinued. FFW-IFAD is already a seasonal activity. For ICDS, the country office sees little potential for meeting seasonal variations in food requirements through this programme. The problem of seasonality is migration, which has economic roots. ICDS and FFHD have not been designed for this purpose. Improved access to TPDS and implementation of the National Rural Employment Guarantee Scheme (NREGS) to boost local employment during this season are better options.</p>
<p>Issue 4: Food for work</p>		
<p>4.1 FFW-FD should be phased out by the end of the current CP, ensuring that community-based work is handed over to NGOs and that 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 supporting sustainable livelihoods for the most food insecure households.</p>	<p>Country office</p>	<p>As planned, community assets created under the generated funds are handed over to village authorities or user committees for maintenance, which is the only community-based work involved with this activity.</p>
<p>Issue 5: Food for education</p>		
<p>5.1 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>Country office</p>	<p>A lessons learned review will be undertaken.</p>

**MANAGEMENT RESPONSE ON THE RECOMMENDATIONS OF THE
SUMMARY REPORT OF THE MID-TERM EVALUATION — RESPONSE MATRIX**

Recommendation	Action By	Management Response and Action Taken
Issue 6: ICDS		
6.1 WFP should continue its work on fortification, but should ensure that it is complemented by analyses of social exclusion and by promotion of inclusion of the poorest people.	Country office	See the response to 3.4.
6.2 The country office should improve programming in areas identified in the country office self-evaluations, particularly school attendance levels, receipt of supplementary nutrition by women, prevalence of nutritional deficiency among women, reaching the severely malnourished and nutrition and health education.	Country office	Major initiatives outlined in this matrix will lead to improved programming during the next cycle
Issue 7: Advocacy and Policy Dialogue		
7.1 WFP should increase its focus on advocacy at the state level.	Country office	<p>Extensive state-level and national consultations have taken place in preparation for the next CP.</p> <p>State-level atlases are being prepared with planning departments in eight States to plot food insecurity up to the district level and to serve as references for state interventions. Special attention is being paid to disparities among social groups in access to food.</p> <p>Hunger mapping in Uttaranchal is under way.</p>
7.2 WFP should link its advocacy to implications for policy and programming, define users and intended impacts of advocacy products more clearly, develop dissemination plans and track the results of advocacy. If the level of funding for advocacy is to remain stable, this will require concentration on less, better targeted advocacy.	Country office	State-level atlases will serve as references for many interventions. Special attention is being paid to disparities among social groups in access to food.



**MANAGEMENT RESPONSE ON THE RECOMMENDATIONS OF THE
SUMMARY REPORT OF THE MID-TERM EVALUATION — RESPONSE MATRIX**

Recommendation	Action By	Management Response and Action Taken
Issue 8: Partnerships		
8.1 WFP should undertake joint pilot programming with other United Nations and international agencies over two years, with regular reviews.	Country office	<p>Joint programming with IFAD has been ongoing since 2001; it will continue. This level of integration is unique in the United Nations system.</p> <p>A memorandum of understanding was signed with UNICEF in April 2006 to cover joint programming of ICDS, education and HIV/AIDS components.</p> <p>Current joint programming with the Micronutrient Initiative and Gain will be extended under the next CP.</p>
8.2 WFP and other international agencies should approach donors for earmarked funding to promote joint programming. Joint programming should involve the hiring of dedicated staff.	Country office	This will be pursued with donor's in-country as a joint United Nations system initiative; it is envisaged in the next UNDAF.



ACRONYMS USED IN THE DOCUMENT

CARE	Cooperative for Assistance and Relief Everywhere
CP	country programme
FFE	food for education
FFHD	Food for Human Development
FFW	food for work
HIV/AIDS	human immunodeficiency virus/acquired immune deficiency syndrome
ICDS	Integrated Child Development Services
IFAD	International Fund for Agricultural Development
LFA	logical framework analysis
MDM	Midday Meal Programme
MTE	mid-term evaluation
NACO	Nation AIDS Control Authority
NGO	non-governmental organization
NREGS	National Rural Employment Guarantee Scheme
OEDE	Office of Evaluation
RBM	results-based management
SFSS	Standardized School Feeding Survey
TPDS	Targeted Public Distribution Scheme
UNDAF	United Nations Development Assistance Framework
UNICEF	United Nations Children's Fund
VAM	vulnerability analysis and mapping