



WFP EVALUATION



World Food Programme

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Evaluation of India WFP Country Strategic Plan 2019-2023

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Executive Summary

INTRODUCTION

Evaluation features

1. The evaluation of the India country strategic plan (CSP) for 2019–2023 was conducted between August 2021 and April 2022 in order to inform the design of the next CSP, to cover the period 2023–2027. It covered the design phase of the current CSP and its implementation from January 2019 to November 2021 and examined WFP activities at the national level and in the states of Kerala, Odisha, Rajasthan, Uttarakhand and Uttar Pradesh. The evaluation analysed WFP’s strategic positioning, contribution to strategic outcomes and implementation efficiency and factors underpinning performance.

2. Mixed methods were used to collect and analyse evidence from primary and secondary sources, including a desk review of WFP documents and datasets, quantitative data analysis, key informant interviews and a focus group discussion. Personal stories, direct observations and case studies were used to deepen the understanding of the institutional or regulatory changes generated by WFP interventions.

3. While the evaluation sought the views of a broad range of internal and external stakeholders, it was hindered by the unavailability of certain stakeholders during data collection and the high turnover of staff within national institutions. The coronavirus disease 2019 (COVID-19) pandemic caused other constraints for the team of independent experts during data collection and analysis. Information was triangulated across various sources to validate the findings presented in the report.

Context

4. The world’s second most populous country,¹ India has the world’s sixth largest economy. It is classified as a lower-middle-income country² and has persistent disparities in human development.³

5. Under the National Food Security Act of 2013⁴ three large food safety net programmes offer legal entitlements to the population: the Targeted Public Distribution System (TPDS) provides subsidized food grains;⁵ the Pradhan Mantri Poshan Shakti Nirman (PM-POSHAN) provides midday school meals to children age 6–14;⁶ and the Integrated Child Development Services (ICDS) scheme supports children under 6 and pregnant and lactating women.⁷ The Government allocated USD 44.95 billion for these safety net programmes for 2021–2022.⁸

6. Despite the coverage of government safety nets, access to a nutritious diet remains a challenge for many in India.⁹ Food prices are generally low¹⁰ but so are wages in urban and rural areas – particularly in the informal sector. The COVID-19 pandemic took a toll on livelihoods, with close to 122 million workers, 75 percent of whom were migrant workers in the informal sector, losing their jobs in 2020.¹¹ Unemployment had reverted to pre-2020 levels by January 2022.¹²

¹ National Commission on Population. 2020. [Population Projections for India and States 2011–2036](#).

² World Bank. 2021. [India country page: Gross domestic product](#).

³ United Nations and NITI Aayog. 2021. [SDG India: Index and Dashboard 2020–21 – Partnerships in the Decade of Action](#).

⁴ Government of India. 2021. [National Food Security Portal](#).

⁵ Department of Food and Public Distribution. 2022. [Targeted Public Distribution System \(TPDS\)](#).

⁶ Department of School Education and Literacy. 2021. [PM-POSHAN](#).

⁷ Ministry of Women and Child Development. 2009. [Integrated Child Development Services \(ICDS\) Scheme](#).

⁸ WFP India country office. 2021. [Budget for NFSA-TPDS-ICDS-MDM](#) (unpublished).

⁹ United Nations Children’s Fund. 2021. [Nutrition: India profile](#).

¹⁰ Sood, A. 2021. [Retail prices & food basket price dashboard India](#).

¹¹ Centre for Monitoring Indian Economy. 2021. [Economic Outlook](#).

¹² Centre for Monitoring Indian Economy. 2021–2022. [CMIE Series of Unemployment: Unemployment rate in India](#).

7. Food insecurity is higher among women and girls,¹³ who face many types of discrimination.¹⁴ Intersecting factors such as disability, caste and tribal identity, marital status and age exacerbate vulnerabilities. Women represent 74 percent of the agricultural workforce but only 13 percent of them own land, and their work is mostly treated as an extension of unpaid household and care work.¹⁵

8. India has become self-sufficient in food grains, but their production puts pressure on water resources and has degraded 30 percent of the land.¹⁶ Climate variability and extremes and economic setbacks are major drivers of food insecurity and malnutrition.¹⁷

9. India received yearly averages of USD 5.9 billion in international development assistance between 2016 and 2019 and USD 9.5 million in humanitarian assistance between 2016 and 2021.¹⁸ The country is also an aid donor, with a direct overseas aid budget of USD 2.4 billion in 2020–2021, mainly spent in the region.¹⁹

¹³ WFP India country office. 2020. [Information Note 3: Understanding Food Insecurity Among Women and Children from Poor Households in Two Locations in Uttar Pradesh.](#)

¹⁴ Guilimoto, C.Z., Saikia, N. 2018. [Excess under-5 female mortality across India: a spatial analysis using 2011 census data](#); Ram, U. & Ram, F. 2018. [To be born and to be alive: the struggle of girl children in subregions of India.](#)












¹⁵ Food and Agriculture Organization of the United Nations. 2018. [India at a glance.](#)

¹⁶ Government of India. 2016. [Desertification and Land Degradation Atlas of India.](#)

¹⁷ Food and Agriculture Organization of the United Nations and others. 2020. [The State of Food Security and Nutrition in the World 2020: Transforming food systems for affordable healthy diets.](#)

¹⁸ Organization for Economic Co-operation and Development. 2019–2020. [Aid at a glance charts: India](#); Office for the Coordination of Humanitarian Affairs. Financial Tracking Service. [2019–2022. India.](#)

¹⁹ Ministry of Finance. 2021. [Union Budget 2021–2022.](#)

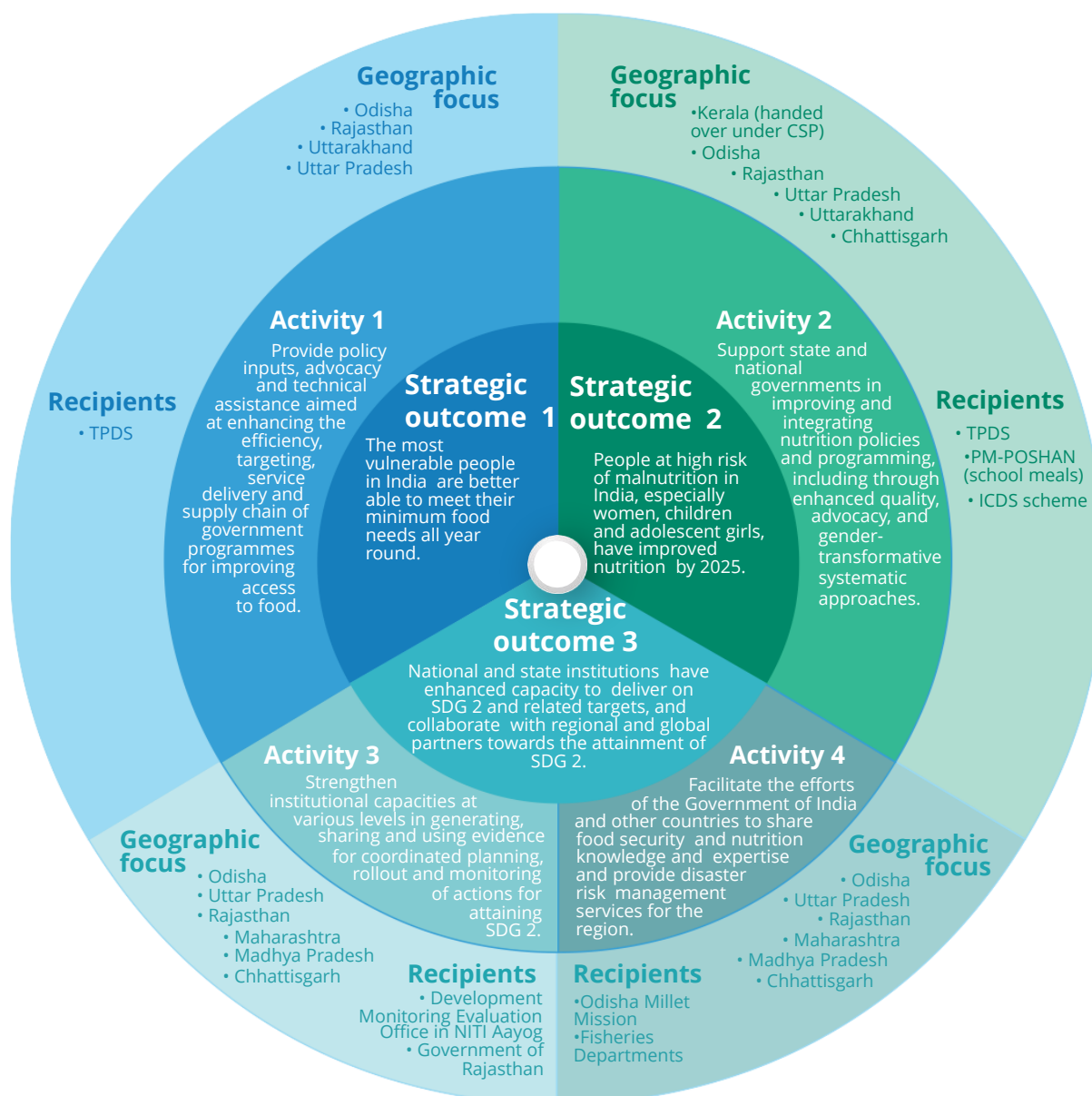
| TABLE 1: KEY SOCIOECONOMIC INDICATORS | | | |
|---|---|---------------------------------|-----------|
| | INDICATOR | VALUE | YEAR |
|  | Population total (million) (1) | 1.36 billion people | 2019 |
|  | Human Development Index (rank) (2) | 131 of 189 countries | 2019 |
|  | Gross national income per capita (current USD) (3) | (USD) 1,920 | 2020 |
|  | Population living in multidimensional poverty (%) (4) | 25.01 | 2021 |
|  | Height-for-age (stunting – moderate and severe), (0–5 years of age) (%) (5) | 35.5 | 2019–2021 |
|  | Weight-for-age (wasting – moderate and severe), (0–5 years of age) (%) (5) | 19.3 (moderate) 7.7 (severe) | 2019–2021 |
|  | Children under 6 months exclusively breastfeeding (%) (5) | 63.7 | 2019–2021 |
|  | Children 6–23 months of age receiving an adequate diet (%) (5) | 11.3 | 2019–2021 |
|  | Gender Inequality Index (rank) (2) | 123 out of 162 countries | 2019 |
|  | Female employment in agriculture (% of total agriculture sector employment) (6) | 74 | 2018 |
|  | Global Climate Risk Index (7) | 7 | 2021 |

Sources: (1) National Commission on Population. 2019. [Population Projections for India and States 2011–2036](#); (2) United Nations Development Programme. 2020. [Human Development Report 2020: The next frontier – Human development and the Anthropocene](#); (3) World Bank. 2020. [GNI per capita, Atlas method \(current US\\$\)](#); (4) NITI Aayog. 2021. [India National Multidimensional Poverty Index: Baseline Report](#); (5) Ministry of Health and Family Welfare. 2021. [National Family Health Survey \(NFHS-5\), 2019–21: India](#); (6) Food and Agriculture Organization of the United Nations. 2018. [India country profile](#); (7) GermanWatch. 2021. [Global Climate Risk Index 2021](#).

WFP country strategic plan

10. The work of WFP in India has evolved since its inception in 1963 from direct assistance to a more enabling role. The CSP for 2019–2022 focuses on providing technical assistance and strengthening capacities to support the Government of India’s achievement of Sustainable Development Goals (SDGs) 2 and 17 through three strategic outcomes and four activities connected to eight outputs, initially covering the period 2019–2023 and later shortened by one year to align with the United Nations sustainable development framework for 2018–2022 (UNSDF) (figure 1).

Figure 1: Overview of India CSP for 2019–2023



Source: CSP and line of sight.

11. WFP aims to enhance the effectiveness and efficiency of the three government food-based safety nets through capacity and systems strengthening involving supply chain optimization; support for smallholders; food fortification and technology; inclusion of appropriate and good quality foods for young children and pregnant and lactating women; food security analysis; social and behaviour change communication (SBCC); women’s empowerment and gender transformative approaches; and support for disaster preparedness and response and climate change adaptation. The CSP advocates inclusion and recognizes that gender, caste, religion, age and other individual attributes may be the basis for exclusion and may intersect to intensify it. As the CSP positioned WFP in an enabling role rather than a provider of direct assistance, it did not identify vulnerable groups to be targeted nor define the number of beneficiaries to be reached.

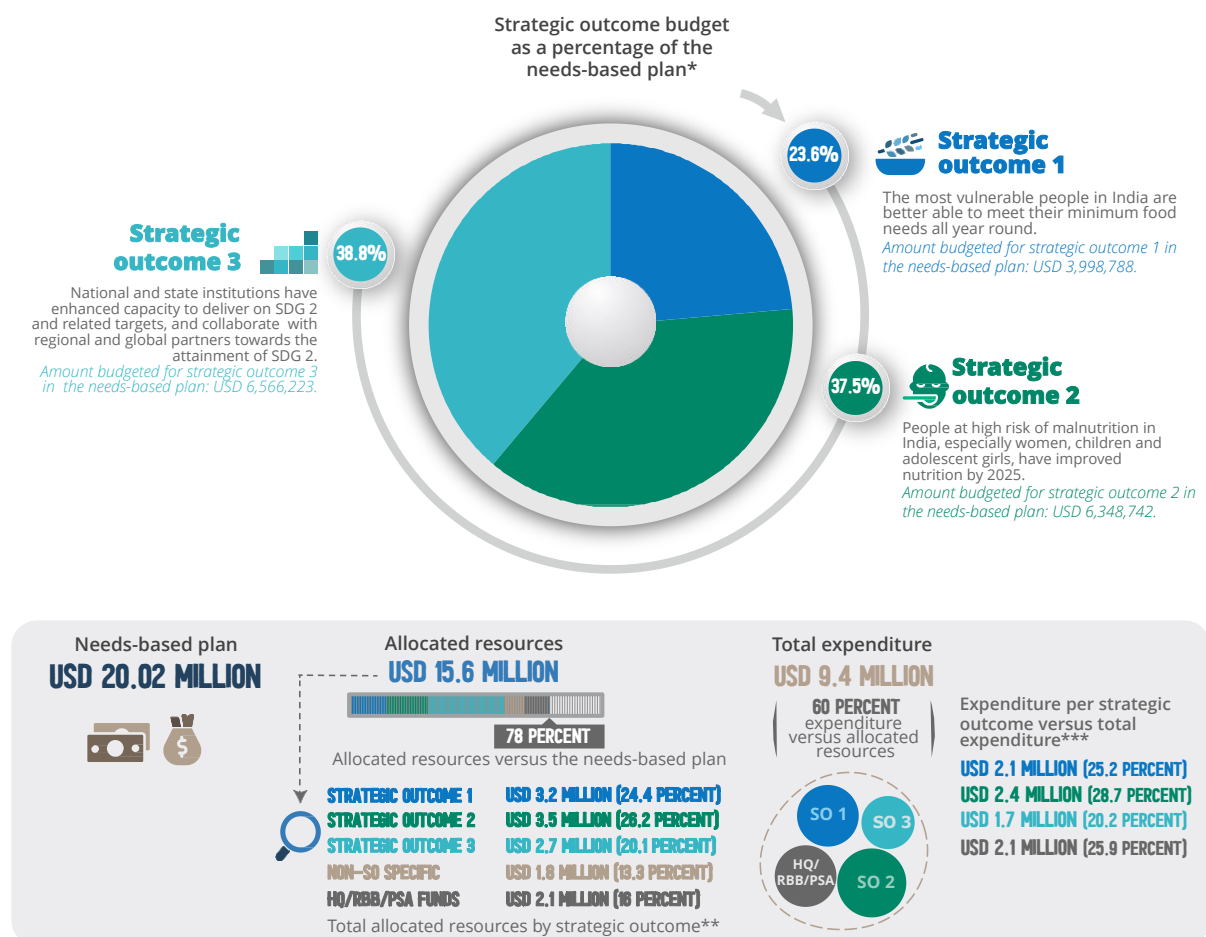
12. WFP sought to connect the evidence it had helped to generate through analytical work, mostly conducted in partnership with the Government of India, with food security and nutrition policy and programme formulation at the national and state levels.

13. As the evaluation team worked with the country office to establish the implicit theory of change underpinning the CSP, it identified two important causal accelerators underpinning the CSP expected change pathways: technological innovations supporting supply chain optimization; and country capacity

strengthening (CCS) drivers, derived from WFP's CCS framework and cutting across the domains of capacity strengthening.

14. The CSP for 2019–2022 was approved with a total budget of USD 20,024,321. By 31 December 2021, total funding amounted to USD 15,623,760, corresponding to 78 percent of the needs-based plan. Most of the resources raised went to strategic outcomes 1 and 2, but none of the strategic outcomes received 100 percent of the funding set out in the needs-based plan; activity 4 under strategic outcome 3 faced the greatest shortfall, with funding at just 36 percent (figure 2).

Figure 2: India CSP cumulative financial overview (2019–2021)



* The needs-based plan budget percentages by strategic outcome have been calculated at the transfer and implementation cost level (USD 16.9 million), excluding direct (USD 1.9 million) and indirect (USD 1.2 million) support costs. This data refers to the original needs-based plan because there have been no CSP revisions.

** The allocated resources by strategic outcome do not add up to USD 15.6 million because resources were also allocated to direct (USD 1.7 million) and indirect (USD 0.6 million) support costs. The allocated resource percentages by strategic outcome, non-strategic-outcome-specific funds and HQ/RBB/PSA funds have been calculated at the transfer and implementation cost level (USD 13.3 million).

*** The expenditures by strategic outcome have been calculated at the transfer and implementation cost level (USD 8.2 million), excluding direct (USD 1.2 million) and indirect (USD 0.6 million) support costs and global support service recovered costs (USD 0.6 million).

Sources: Country portfolio budget and Integrated Road Map Analytics, ACR-1 report. Funds provided as support for the country office by WFP headquarters, the Regional Bureau for Asia and the Pacific (RBB) and programme support and administrative (PSA) fund codes are not reflected in the Integrated Road Map reports and were retrieved from the WFP Information Network and Global System.

Abbreviation: HQ = headquarters.

EVALUATION FINDINGS

To what extent are WFP's strategic position, role and specific contributions based on country priorities, people's needs and WFP's strengths?

Relevance

15. Based on extensive consultations with national and state governments, civil society, the private sector and research and development partners, the CSP is designed to contribute to progress towards national goals and is aligned with key national policies, strategies and laws including the National Food Security Act of 2013, and SDG-related commitments. However, funding constraints led WFP to focus on a few states, which limited its contributions to national capacity strengthening related to SDG 2.

16. The CSP has maintained its strategic relevance by building on technical capacity strengthening activities under the previous CSP, expanding them to new thematic areas and locations. The CSP also remained relevant thanks to continued dialogue with institutional partners, which facilitated its adaptation to government needs during the COVID-19 pandemic. WFP supported the Government's monitoring of supply chains during the national lockdown and engaged in multi-partner initiatives aimed at expanding outreach by Government safety nets and capacity-strengthening programmes, in collaboration with civil society organizations and non-governmental organizations (NGOs).

Coherence and alignment

17. WFP established its comparative advantage among United Nations entities by focusing on capacity strengthening related to food-based safety net programmes, and the CSP was consistent with the UNSDF, especially with regard to food security and nutrition priorities.

Addressing the needs of the most vulnerable

18. A programme that is mainly directed at CCS implies an enabling role for WFP rather than a role as a provider of direct assistance to the most vulnerable. Nevertheless, CSP activities were developed keeping in mind the need to reach disadvantaged communities. WFP support for supply chain management, data analytics and post-harvest loss management (under strategic outcome 1); rice fortification (under strategic outcome 2); and research (under strategic outcome 3) contributed to improving food delivery and the quality of take-home rations targeted at the poor and drew attention to issues of exclusion and social inequity.

19. Although the CSP promotes inclusion, there has been no systematic assessment of the extent to which CCS efforts have benefitted the poorest communities, nor has the CSP sufficiently promoted approaches that reflect the risk of exclusion based on class, gender, caste, age, sexual identity or disability.

20. WFP support for the Government's response to COVID-19 paid special attention to ensuring access to food for the poorest and most food-insecure households, including those with persons with disabilities, especially during the lockdown period.

What are the extent and quality of WFP's contribution to country strategic plan strategic outcomes in India?

Output and outcome delivery under strategic outcome 1: The most vulnerable people in India are better able to meet their minimum food needs all year round

21. Under strategic outcome 1, WFP's partnership with national and state governments positively contributed to improving the efficiency and cost-effectiveness of the TPDS. WFP offered technical capacity strengthening to facilitate increased digitalization, automation and analytics capacities. Stakeholders confirmed that this support led to analysis, decision making and strategy development that improved the efficiency of the TPDS in six states. WFP technical support also led to improved supply chain management and targeting. Ultimately, improvements benefitted more than half a million fair price shops, contributing to better food access for the most vulnerable populations.

22. Stakeholders also said that policy dialogue and regular engagement with national and state governments helped maintain the visibility of food security and nutrition issues and maximize the effects of WFP technical contributions to CCS. However, WFP did not systematically advocate state-level investment in the scale-up of some of the technical innovations, which could have further advanced the SDG 2 agenda.

Outputs and outcomes delivery under strategic outcome 2: People at high risk of malnutrition in India, especially women, children and adolescent girls, have improved nutrition by 2025

23. Under strategic outcome 2, WFP demonstrated the viability of rice fortification through pilot projects; sensitized the private sector to fortified rice production and used SBCC to raise awareness of the benefits of consuming fortified rice; supported the development of rice fortification standards; piloted and scaled up the production of take-home rations; supported the national school feeding programme by strengthening staff capacity; and advocated with government stakeholders the mainstreaming of fortified rice in all three food-based safety nets.

24. Through assessments, evaluative evidence, SBCC and training, WFP contributed to raising awareness of the benefits of rice fortification and encouraged greater use of fortified rice in some states. These efforts led to the scale-up of take-home rations and fortified rice in the ICDS in Kerala and the inclusion of fortified rice in Uttar Pradesh, Odisha and Uttarakhand, thereby improving the nutritional quality of take-home rations. WFP made a case for mainstreaming fortified rice in government safety nets in 2019, which led to the development of a centre sector scheme for distributing fortified rice through the Public Distribution System under the Ministry of Consumer Affairs, Food and Public Distribution. WFP developed operational guidelines for states and was a technical partner for the rollout of the scheme in Odisha, Kerala, Uttar Pradesh, Uttarakhand and Chhattisgarh. Supporting the assessment of rice mills, technical assistance for millers and the development of standard operating procedures for fortified rice procurement, with accompanying capacity building for civil servants, contributed to the state-level rollout of fortified rice under the ICDS and PM-POSHAN schemes. Lastly, WFP support for strengthening the capacity of women self-help groups to operate take-home rations production units led some state governments to scale up production and promoted the empowerment of women.

25. By the time of the evaluation, WFP had generally achieved outcome indicators related to influencing national food security and nutrition policies, programmes and system components; influencing investments; and establishing effective partnerships.

26. Challenges to achieving strategic outcome 2 included the fact that per beneficiary costs under the ICDS scheme are not indexed to inflation, which can threaten the financial viability of take-home rations production units. WFP could draw the attention of the Government to this issue, together with the need to promote a balanced diet in take-home rations over a focus on protein and calories. Lastly, WFP's financial and human resources are insufficient to support the women's self-help groups that operate the take-home rations production units.

Output and outcome delivery under strategic outcome 3: National and state institutions have enhanced capacity to deliver on SDG 2 and related targets, and collaborate with regional and global partners towards the attainment of SDG 2.

27. WFP analysis and evidence generation have informed policy formulation and programme design, supported innovation and the scale-up of pilot projects and contributed to enhancing national evaluation capacity. Over the past 20 years, WFP food security and nutrition analyses have established the organization's credibility in this field across India and demonstrated the utility of these analyses to national and state institutions, thus providing incentives for such institutions to invest in food security evidence generation. Well-established research organizations that partner with WFP also acknowledge WFP's contribution to enhancing government capacity for food security and nutrition analysis.

28. If they had been more widely disseminated, WFP analyses could have had greater impact on decisions and better facilitated the replication of successful policies and programmes across states. They would also have been more relevant if they had had a greater focus on urban food insecurity, which gained prominence due to the COVID-19 pandemic. Food security and nutrition analyses were often one-off in nature, with limited follow-up from one exercise to another. This was a missed opportunity to build comprehensive sets of information for policymakers.

29. The secondment of WFP staff to government departments to strengthen evaluation capacity yielded positive results, judging by the quality of deliverables produced. However, there are still gaps in state government capacity to gather disaggregated and specialized real-time data, which hampers the tracking of the benefits of social schemes and efforts to improve gender-transformative and inclusive programming.

30. WFP leveraged its expertise to strengthen government capacity for disaster risk reduction and climate change adaptation and facilitated collaboration with regional and global partners under South-South and triangular cooperation (SSTC) for the exchange of knowledge and expertise. However, efforts to facilitate

strategic SSTC partnerships in India to support programmes in other countries where WFP operates were limited, mainly because of reprioritization related to the COVID-19 pandemic.

Contributions to cross-cutting priorities

31. Protection and accountability to affected populations are critical when engaging directly with beneficiaries. These cross-cutting priorities are also relevant to the implementation of CCS activities. The country office sought to strengthen government protection and accountability mechanisms related to food safety nets and the related capacity of civil society organizations partnering with the Government on food distribution during the initial period of the lockdown from March to June 2020. It also indirectly enhanced the capacity of affected people to hold the Government accountable by raising awareness of their entitlements.

32. WFP integrated gender equality and women's empowerment into the CSP, most prominently by promoting take-home rations production units entirely operated and managed by women in Odisha and Uttar Pradesh; the women involved reported feeling a sense of power as individuals and as members of the collective in a usually male-dominated area of work. More generally, gender- and inclusion-sensitive approaches and gender analysis informed WFP research and analysis and the establishment of a gender unit in the country office demonstrated WFP's commitment to institutionalizing a gender-transformative agenda.

33. There is scope for more systematically integrating gender analysis at the programmatic and organizational levels, introducing gender-transformative approaches in SBCC and making better use of studies and assessments on gender and inclusion through better dissemination and an advocacy strategy. Although WFP leveraged the positive policy environment for gender equality and women's empowerment (GEWE) created by the national and state governments, it did not tap the potential to establish partnerships with stakeholders to advance the GEWE agenda.

34. The country office sought to maximize the environmental benefits of its programmes while ensuring that its activities did not harm the environment.

Sustainability of results

35. The integration of WFP activities with government programmes from the beginning ensured government ownership and fostered the sustainability of CCS work. The country office leveraged substantial government funding but the scale-up of pilots and sustainability of results and innovation depended largely on the financial resources allocated to the food safety net programmes. The ability of various levels of Government to absorb CCS activities affected the potential for sustainability, notably with regard to activities under strategic outcome 3.

To what extent has WFP used its resources efficiently in contributing to country strategic plan outputs and strategic outcomes?

Timeliness of delivery

36. The CSP delivered outputs according to plan, to the extent possible considering the severe disruptions caused by the COVID-19 pandemic and related capacity issues faced by partners. WFP institutional partners at the state and national levels said that collaboration with the WFP team was effective and open. The country office reported that the pandemic led to new opportunities for implementation even when other planned activities were delayed; the office mitigated the disruption caused by the national slowdown by increasing engagement and communication with partners. Delays and disruptions were observed in the implementation of the country office gender action plan, with several studies not conducted owing to lack of stakeholder engagement or funding.

Cost efficiency and consideration of cost-effective modalities

37. By and large, the evaluation found that technology-based innovative solutions, the pilot approach and the secondment of full-time staff to government departments were cost-efficient ways to reach indirect beneficiaries and achieve impact at scale. Furthermore, the rationalization of costs and proposed cost-saving measures for the Government were an integral feature of most of the technical CCS activities undertaken under the CSP. This is reflected in the technological innovations that WFP promoted.

What factors explain WFP's performance and the extent to which it has made the strategic shift envisaged in the country strategic plan?

Use of data and results-based management

38. The CSP drew extensively on studies, food security and nutrition assessments and various operational reviews and evaluations. However, if WFP had conducted analyses at the state level, the organization could have been better placed to advocate measures to address food security and nutrition needs where they were highest.

Predictability, adequacy and flexibility of the resources

39. The country office's atypical financial management system, which accommodates multi-year funding, is not well suited to WFP's corporate accrual accounting practices. This made it difficult to analyse annual planned versus actual resources. The country office raised financial resources equivalent to 78 percent of the needs-based plan, and expenditures were mostly below implementation plan forecasts. Contributions allowed limited flexibility to move resources between strategic outcomes and tended to support interventions with tangible outputs under strategic outcomes 1 and 2; funding for studies, assessments and evaluations (under strategic outcome 3) was the least forthcoming. Most of the funds mobilized from the private sector, the second largest source of funding, were provided through one-off agreements with no guarantee of continuity or renewal.

Partnerships

40. WFP forged solid and strategic partnerships with the national and state governments as well as research institutions and other partners for capacity strengthening. Strong political commitment to ending malnutrition and the trust established between the Government and WFP helped to enhance the impact of CSP interventions. However, discussions with government stakeholders revealed that WFP did not tap into the full potential of partnerships with some departments and ministries, including the Ministry of Agriculture and Farmers' Welfare, the Ministry of Women and Child Development and the Ministry of Education.

41. As part of its support for India's response to COVID-19, WFP also established new partnerships with NGOs to reach vulnerable populations during the lockdown. However, WFP's partnership approach was better suited to capacity strengthening than to ensuring that assistance reached the most vulnerable populations. A broader coalition of partnerships could have amplified results across the country.

Adaptive capacity

42. The CSP provided continuity and flexibility adequate to allow WFP to respond to changes in the operational environment and to adapt to the requirements of new activities. WFP's well-coordinated adaptation to the COVID-19 crisis, supporting NGOs and civil society organizations, is strong evidence of the CSP's flexible and dynamic nature.

43. Internal factors such as strong leadership, technical expertise and political acumen enabled WFP to leverage its comparative advantage in food security and nutrition. These were countered by challenges arising from external factors, including high staff turnover in national institutions and uncertainty regarding national and state government resource allocations for nutrition support, food security and gender-transformative interventions.

CONCLUSIONS

Relevance and strategic positioning

44. WFP maintained its strategic relevance during the implementation of the CSP. It will continue to have a role to play in tackling food security and nutrition challenges in India, where the prevalence of malnutrition is still above acceptable levels, and progress in reducing undernutrition among children, adolescents and pregnant women is being hindered by the economic consequences of the COVID-19 pandemic, rising food prices and the global impacts of the conflict in Ukraine.

45. WFP established itself in India as a long-standing trusted partner of the central and state governments in support of food and nutrition security. It positioned itself strategically as a source of technical assistance and capacity strengthening that supports government food security systems and programmes.

46. The CSP had an appropriate focus on increasing the efficiency of supply chains and systems for the three food-based safety net programmes and exploring technology-based solutions, particularly for state

governments. The nutritional benefits of rice fortification also make this support very appropriate, and it could be built on further with a focus on improving diets. Support for evidence-based policymaking was relevant, but the reach of capacity strengthening efforts was insufficient given the magnitude of needs.

47. Given its expertise, WFP could potentially contribute more significantly to the achievement of SDG 2 targets in India by expanding its engagement in central and state government priority areas such as climate change adaptation and resilience building. Similarly, there is potential for WFP to magnify its contributions through a more systematic consideration of food and nutrition security needs across India; it could also support the replication of interventions that have been successful in other states and expand its support for evidence generation to facilitate more disaggregated decision making, based on capacity needs assessment.

Results and performance

48. Working closely with national and state governments to identify strategic opportunities for CCS enabled WFP to make positive contributions to the achievement of SDG 2 in India. WFP used its expertise to influence the supply of and demand for quality foods and to address institutional challenges and capacity gaps. WFP leveraged the Government's push for evidence-based decision making and highlighted the importance of rigorous evidence and evaluation. WFP also facilitated the exchange of knowledge and expertise through SSTC projects.

49. The CSP benefitted from a comprehensive approach to CCS, good organizational support, strong country office leadership on strengthening collaboration with the Government and a readiness to be flexible and adaptive. However, the country office could have been a stronger advocate of investment in food security, building on the clear commitments of the central and state governments to SDG 2.

50. Because of the need to refine performance indicators, it was difficult for the evaluation team to assess the performance of a country programme consisting entirely of CCS. The country office could take part in the pilot process for the new indicators that will be defined under WFP's new corporate results framework.

Gender, inclusion and "no one left behind"

51. Although WFP integrated GEWE considerations into its interventions, the organization could further sensitize and strengthen the capacity of government officials on gender and inclusion concerns at various administrative levels and harness the growing recognition by national institutions that there is a need to tackle the specific challenges faced by the most disadvantaged populations. This could be achieved through more systematic dissemination of evidence and strategies that promote gender-sensitive monitoring and evaluation systems better able to track the effectiveness of targeting for the most vulnerable.

52. More can be done to understand the challenges faced by disadvantaged groups in accessing their entitlements under government programmes in order to improve the reach of food-based safety net schemes for the most vulnerable populations.

Partnerships

53. Maintaining close links with counterparts in the central and state governments has been critical to ensuring effective CSP implementation. This has required considerable and continuous investment by WFP, and progress has been hampered to some extent by staff turnover among senior management. Re-establishing close links, particularly with the Ministry of Agriculture and Farmers' Welfare, could offer new avenues for advancing the SDG 2 agenda and supporting coordination with other ministries and departments relevant to the CSP.

54. National advocacy through strategic partnerships is critical to enhancing India's efforts to achieve SDG 2. More targeted efforts to support public policy at the national level and in the states where WFP operates can amplify WFP's impact on the ground and further galvanize support. WFP could also improve results under the new UNSDF by playing a more proactive role in mobilizing programme cooperation with other United Nations entities to advance the SDG 2 agenda.

55. WFP did not fully tap the potential to amplify its reach by entering into new long-term strategic CCS partnerships and collaborating with civil society organizations and women-led organizations. This could increase progress towards SDG 2 and on issues related to GEWE, inclusion and vulnerability.

56. WFP support for SSTC helped share Indian good practices in other countries in the region but work was constrained by COVID-19. WFP could broker SSTC and extend food assistance to other countries, and India

could also benefit from exchanging with other countries knowledge and practices on climate adaptation, social protection systems, resilience building and food fortification.

Resource mobilization and its efficient use

57. The country office has mobilized sufficient funds for the current level of operations in India. It has appropriate strategies for other potential funders, including exploring new cost-sharing modalities, especially with state governments, and seeking to mobilize financial resources from sources such as the Adaptation Fund. Mobilization of additional financial resources is needed to expand support for the Government to accelerate the attainment of SDG 2 targets.

58. Even with modest resources, WFP can contribute further to national and state-level outcomes by proactively sharing lessons learned, convening stakeholders and advocating greater visibility of food security and nutrition challenges at the national and state levels.

RECOMMENDATIONS

| # | Recommendations | Recommendation type | Responsibility | Other contributing entities | Priority | Deadline for completion |
|---|--|---------------------|----------------|--|----------|-------------------------|
| 1 | <p>Consolidate, build on successes and develop medium-term strategies and approaches based on capacity needs assessments for each country strategic plan outcome in the new country strategic plan, integrating innovation and South-South and triangular cooperation into all country strategic plan outcomes.</p> <p>1.1 Remain focused on the three food-based safety nets (Targeted Public Distribution System, the midday meals programme and Integrated Child Development Services).</p> <p>1.2 Explore further engagement in the new thematic areas initiated under the country strategic plan by responding to emerging needs for country capacity strengthening in climate change adaptation and resilience building.</p> <p>1.3 Undertake a more systematic exploration and prioritization of technology-based innovations to strengthen government systems.</p> <p>1.4 Continue to explore South-South and triangular cooperation as a modality for country capacity strengthening in India and help expand country capacity strengthening and technical assistance to the Government.</p> | Strategic | Country office | Regional bureau, headquarters Technical Assistance and Country Capacity Strengthening Service | High | Second quarter 2023 |
| 2 | <p>Expand country capacity strengthening initiatives across India for greater impact on the Sustainable Development Goal 2 agenda.</p> <p>2.1 Explore and expand WFP engagement in a comprehensive manner in states confronted with food security and nutrition challenges in order to promote government replication and scale-up of successful best practices and innovative models for achieving food security and nutrition.</p> | Strategic | Country office | Regional bureau | High | Fourth quarter 2023 |

| # | Recommendations | Recommendation type | Responsibility | Other contributing entities | Priority | Deadline for completion |
|---|--|---------------------|----------------|--|----------|-------------------------|
| | <p>2.2 Capture the experience and lessons learned from states such as Odisha and Kerala and share them through inter-regional exchanges within India and with international partners through South-South and triangular cooperation.</p> <p>2.3 Identify a small set of core activities backed up by resources and advocacy that can be replicated across other states.</p> | | | | | |
| 3 | <p>Step up efforts to integrate and strengthen gender equality, women's empowerment and inclusive approaches.</p> <p>3.1 Conduct a systematic analysis through all phases of the intervention cycle to identify and anticipate gender and inclusion issues and measures for mitigating them.</p> <p>3.2 Develop a plan to ensure the systematic involvement of the gender unit in all country strategic plan outcome activity planning, design and implementation as well as in the production of social and behaviour change communication and communication materials.</p> <p>3.3 Fully integrate and communicate gender and inclusion considerations throughout engagement with government entities at all levels and other partners in order to identify and advocate ways to support the inclusion of eligible marginalized and vulnerable groups in food-based government safety net programmes.</p> <p>3.4 Strengthen capacity to design, implement and monitor gender equality and social inclusion and ensure marginalized groups benefit so that no one is left behind.</p> | Strategic | Country office | Regional bureau, regional gender advisor; disability and inclusion advisor; headquarters Gender Office | High | Fourth quarter 2022 |
| 4 | <p>Develop long-term strategic collaboration with stakeholders to support efforts to address food security and nutrition challenges and "leave no one behind".</p> <p>4.1 Strengthen collaboration with the central and state governments. In particular, develop a long-term cooperation plan with the Ministry of Agriculture and Farmers' Welfare,</p> | Operational | Country office | | Medium | First quarter 2023 |

| # | Recommendations | Recommendation type | Responsibility | Other contributing entities | Priority | Deadline for completion |
|---|--|---------------------|----------------|--|----------|-------------------------|
| | <p>which serves as the lead ministry for the implementation of the country strategic plan; explore and expand direct cooperation with ministries at the national level, including the Ministry of Women and Child Development and the Ministry of Education; and finalize with state governments state-specific partnership strategies for the new country strategic plan.</p> <p>4.2 Strengthen and expand strategic partnerships with non-governmental stakeholders.</p> <p>4.3 Engage more proactively with other United Nations entities to promote more integrated strategies, enhanced complementary programming and joint fundraising for advancing the Sustainable Development Goal 2 agenda.</p> <p>4.4 Build on experience to expand alliances for advocacy and sustained action to better address food insecurity and malnutrition, drawing on WFP-generated evidence, best practices and global experiences.</p> | | | | | |
| 5 | <p>Actively pursue existing strategies for mobilizing additional resources to further WFP's work in other geographic and thematic areas.</p> <p>5.1 Pursue further opportunities to mobilize additional funding from central government ministries other than the Ministry of Agriculture and Farmers' Welfare and to negotiate cost-sharing modalities with state governments.</p> <p>5.2 Continue to expand work with the private sector to gain access to corporate social responsibility funds and increase work to obtain grants from international foundations and funds such as the Adaptation Fund, the World Bank and the Asian Development Bank.</p> | Operational | Country office | Support from regional bureau and headquarters Public Partnerships and Resourcing Division, Private Partnerships and Fundraising Division, Corporate Planning and Performance Division and Finance Division | High | Second quarter 2023 |

| # | Recommendations | Recommendation type | Responsibility | Other contributing entities | Priority | Deadline for completion |
|---|---|---------------------|----------------|--|----------|-------------------------|
| | 5.3 If possible, under the next country strategic plan use matching grants from the new fund replacing the Emerging Donor Matching Fund, as has been the practice under the Emerging Donor Matching Fund and the current country strategic plan and explore the possibility of opening new windows to extend financial support from the new fund to lower-middle-income countries like India. | | | | | |
| | 5.4 The country office and headquarters should collaborate to adapt the country office financial system to the specific circumstances of WFP operations in India and to ensure that the country office uses resources more efficiently. The circumstances include that most of the funds allocated are obtained through multi-year contributions; the existence of a revolving fund used by the country office to fund its activities subject to replenishment upon the receipt of contributions; the practice of charging a service fee for global support services, which affects the reliability of reported expenditures; and the fact that headquarters, regional bureau and programme support and administrative funds allocated to the country office are currently reflected in the accounting systems of headquarters and the regional bureau. | | | | | |
| 6 | <p>The country office, in collaboration with the regional bureau and headquarters, should support the development of immediate and intermediate country capacity strengthening outcome-level indicators for assessing WFP's contribution to country capacity strengthening.</p> <p>6.1 Develop country-specific immediate and intermediate outcome indicators that better fit the needs of the country office's unique country capacity strengthening portfolio (including South-South and triangular cooperation), with normative guidelines and systems led by headquarters, and remain abreast of the country capacity strengthening</p> | Operational | Country office | Regional bureau, headquarters Technical Assistance and Country Capacity Strengthening Service | High | Second quarter 2023 |

| # | Recommendations | Recommendation type | Responsibility | Other contributing entities | Priority | Deadline for completion |
|---|---|---------------------|----------------|-----------------------------|----------|-------------------------|
| | indicators that will be developed and piloted as part of the new corporate results framework. | | | | | |

1. Introduction

1.1. EVALUATION FEATURES

1. The World Food Programme (WFP) Office of Evaluation (OEV) commissioned this evaluation of the WFP Country Strategic Plan (CSP) in India (2019–2022). This evaluation provides evidence and learning on WFP performance to inform future engagement and programming, as well as accountability for results to WFP stakeholders. The summary Terms of Reference (ToR) can be found in annex I.
2. The India CSP, which was approved by the Executive Board in November 2018, had an initial duration of five years from 2019 until 2023, then reduced to four years (2019 to 2022) to coincide with the new United Nations Sustainable Development Framework start.
3. The evaluation was conducted between August 2021 and April 2022, with the aim of feeding the evaluation results into the design of the new CSP starting in 2023. The full evaluation timeline is found in annex II. The evaluation covered the design phase of the current CSP, and the implementation from January 2019 to November 2021. The evaluation examined WFP activities at the national level in New Delhi as well as at the sub-national level in the states of Kerala, Odisha, Rajasthan, Uttarakhand, and Uttar Pradesh. Through four main questions, this evaluation assesses (i) WFP strategic positioning and the extent to which the CSP triggered the expected strategic shift; (ii) the WFP contribution to strategic outcomes; (iii) the efficiency of the CSP implementation; and (iv) factors explaining performance.
4. Key stakeholders of the evaluation are the WFP India Country Office (CO), the WFP Regional Bureau in Bangkok (RBB) and WFP headquarters technical divisions, the Executive Board, the relevant government authorities at the national and subnational levels, civil society organizations (CSOs), private sector partners, donors, academic and research institutions, other development partners, and relevant United Nations agencies including the United Nations Country Team.
5. The evaluation adopted a mixed-methods approach using primary and secondary sources, including a desk review of WFP documents and datasets, quantitative data analysis, key informant interviews, a focus group discussion, personal stories¹ and direct observations. To deepen the evidence about successes and WFP facilitation of institutional or regulatory changes, the Evaluation Team conducted four cases studies. The full case studies are presented in annexes III to VI. The evaluation sought the views of a broad range of internal and external WFP stakeholders. Systematic triangulation across different sources and methods was conducted to validate findings and mitigate bias. The full methodology, data collection tools and full list of people consulted can be found in annexes VIII, IX and X.
6. The evaluation was conducted by an independent team of four evaluators led by Dr A. K. Shiva Kumar and contracted by Action Against Hunger UK, with fieldwork undertaken in November and December 2021 in three Indian states. The report was quality assured by Action Against Hunger UK and OEV.
7. The Evaluation Team encountered methodological limitations that impacted the quality of the findings, including the unavailability of certain stakeholders during data collection and the high turnover within government agencies. Thanks to the support of the Country Office and with secondary sources, some of the gaps were filled. A full list of limitations and mitigation measures can be found in annex VIII. The CSPE adopted the WFP principles for integration of Gender Equality and Empowerment of Women (GEEW) in the evaluation process as appropriate within the frame of a CSP fully focused on Country Capacity Strengthening (CCS) (see annex VII).

¹ Using the Most Significant Change (MSC) approach.

1.2. CONTEXT

General overview

8. The seventh largest country in the world, spanning 3.28 million km² India is made up of 28 states and 8 Union Territories, which are further divided into 718 districts.^{2,3} States and union territories have a considerable degree of autonomy. India is a democratic republic with a federal parliamentary form of government with unitary features.⁴ India is a multi-ethnic country home to many languages and religious affiliations, including Hindus, Muslims, Christians, Sikhs, Buddhists and Jains.⁵
9. The world's second most populous country, India is home to 1.36 billion people (698 million males and 662 million females in 2021,⁶ with a high population density (464.1 persons per km²).⁷ In 2019, 66 percent lived in rural areas. 65 percent of the population is aged 15–64 and 25 percent is aged 0–14.⁸ Life expectancy at birth was 69.4 years (2014–18).⁹ The total fertility rate in 2019–21 was 2.0,¹⁰ while the adolescent fertility rate was 12.2.¹¹
10. The world's sixth largest economy,¹² India is classified as a lower middle-income country with a per capita Gross National Income of United States Dollars (USD) 2,170 in 2021.¹³ In the five years before 2020–21, the economy grew at an average growth rate of 6.7 percent, and it is estimated to grow by 9.2 percent in real terms in 2021/2022, after a contraction of 7.3 percent in 2020/2021.¹⁴ Despite these broad successes, India ranked 131 out of 189 countries in the Human Development Index.¹⁵ In 2015/2016, 25.01 percent of India's population was multidimensionally poor.¹⁶
11. Large disparities in human development persist across Indian states.¹⁷ Income inequalities remain high. In 2020, 33 percent of India's net personal wealth was owned by the top 1 percent, whereas the bottom 50 percent owned only 5.9 percent of the wealth.¹⁸ In 2018, more than a third (35.2 percent) of the urban population resided in informal settlements.¹⁹
12. The Government of India imposed a strict national lockdown from March to June 2020 due to COVID-19, which caused close to 122 million workers losing their jobs in 2020, 75 percent of whom were

² World Bank. 2020. *Country profile: India*.

³ Ministry of Home Affairs. n.d. *Districts*.

⁴ Gol. n.d. *Governance and Administration*.

⁵ The Government of India. n.d. *India at a Glance*.

⁶ National Commission on Population. 2019. *Population Projections for India and States 2011–2036*. Accessed at https://main.mohfw.gov.in/sites/default/files/Population%20Projection%20Report%202011-2036%20-%20upload_compressed_0.pdf

⁷ World Bank. 2020 and 2021. *India Indicators*. Accessed 2 October 2021 at <https://data.worldbank.org/indicator/AG.LND.TOTL.K2?locations=IN>

⁸ National Commission on Population. 2019. *Population Projections for India and States 2011-2036 - Report of the Technical Group on Population Projections*. https://nhm.gov.in/New_Updates_2018/Report_Population_Projection_2019.pdf Accessed 2 October 2021

⁹ Office of the Registrar General of India and Census Commissioner of India. 2019. *SRS Based Abridged Life Tables 2014-18*. Accessed at https://censusindia.gov.in/Vital_Statistics/SRS_Life_Table/SRS%20based%20Abridged%20Life%20Tables%202014-18.pdf 02/10/2021

¹⁰ Ministry of Health and Family Welfare. 2021. *National Family Health Survey (NFHS-5), 2019-21: India*.

¹¹ ORGI. 2020. *Sample Registration System Statistical Report 2018*.

¹² World Bank Data. 2020. *India: Gross domestic product*.

¹³ World Bank Data. 2021. *GNI per capita, Atlas method*.

¹⁴ Ministry of Finance. 2021. *Economic Survey 2020–21*. Accessed at

¹⁵ UNDP. 2020. *Human Development Report 2020*.

¹⁶ NITI Aayog. 2021. *India Baseline Report National Multidimensional Poverty Index*.

¹⁷ United Nations and NITI Aayog. 2020. *SDG India: Index and Dashboard 2020–21*.

¹⁸ World Inequality Database. n.d. *World Inequality Database*.

¹⁹ The World Bank. *Population living in slums (percent of urban population)*.

migrant workers in the informal sector.²⁰ India's unemployment rate peaked at 23.5 percent in April 2020. It dropped to 6.5 percent in November 2020 but rose to 11.84 percent in May 2021 due to the second wave of the pandemic. By January 2022, with the revival in economic activity, the unemployment rate dropped to 6.57 percent—below that of 7.22 percent in January 2020.²¹

National policies and Sustainable Development Goals (SDGs)

13. The National Food Security Act (NFSA)²² is the overarching legislation that offers legal entitlements under three large food safety net programmes: the Targeted Public Distribution System (TPDS) providing subsidized food grains;²³ Pradhan Mantri Poshan Shakti Nirman (PM POSHAN) previously known as the National Programme of Mid-Day Meals (MDM) in Schools, targeting children aged 6–14;²⁴ and the Integrated Child Development Services (ICDS) aimed at pregnant and lactating women and children below six years of age.²⁵ The Government allocated USD 44.95 billion for these three safety net programmes for the 2021/2022 period.²⁶
14. The 2017 National Nutrition Strategy identifies strategic areas of action and nutrition specific interventions that are needed for India to attain SDG 2 (Zero Hunger).²⁷ Mission POSHAN 2.0 is an integrated Nutrition Support Programme launched in 2021 by merging the supplementary nutrition programme and the POSHAN Abhiyan that addresses the challenges of malnutrition in children, adolescent girls, pregnant women and lactating mothers through a strategic shift in nutrition content and delivery and the creation of a convergent eco-system to develop and promote practices that nurture health, wellness and immunity. POSHAN 2.0 seeks to optimize the quality and delivery of food under the Supplementary Nutrition Programme (figure 2).²⁸
15. In 2015, India adopted the UN 2030 Agenda for Sustainable Development and since then, the Government has presented two Voluntary National Reviews. The 2020 Review points out that, despite impressive achievements along multiple fronts, India needs to progress faster on improving nutrition, access to nutritious food, water, and sanitation.

Food and nutrition security

16. The Government reports progress against SDG 2 using a composite index score drawing from seven indicators related to the 2013 National Food Security Act (NFSA), nutrition, and agricultural productivity. In 2020, the overall score for India was 47 out of a maximum of 100. Kerala reported the highest score at 80 and Jharkhand the lowest at 19.²⁹
17. Despite the coverage of government safety nets, access to a nutritious diet remains a challenge for many in India.³⁰ Though food prices in India are generally low,³¹ so are wages—particularly in the informal sector—both in urban and rural areas.

²⁰ Centre for Monitoring Indian Economy. N.d. *Economic Outlook*.

²¹ Centre for Monitoring Indian Economy. N.d. *CMIE Series of Unemployment: Unemployment rate UER*.

²² The Government of India. 2021. *National Food Security Portal*.

²³ The Government of India. n.d. *Targeted Public Distribution System (TPDS)*.

²⁴ The Government of India. n.d. *Department of School Education and Literacy. PM POSHAN*.

²⁵ Launched in 1975, the umbrella Integrated Child Development Services (ICDS) Scheme is centrally sponsored, aiming at holistic development of children below 6 years of age and pregnant women and lactating mothers, by providing a package of six services comprising (i) supplementary nutrition; (ii) pre-school non-formal education; (iii) nutrition and health education; (iv) immunization; (v) health check-up; and (vi) referral services through Anganwadi Centres at grassroots level. Anganwadi centres offer a type of rural childcare.

²⁶ WFP India. 2021. *Budget for NFSA-TPDS-ICDS-MDM*, unpublished.

²⁷ NITI Aayog. 2017. *Nourishing India: National Nutrition Strategy*

²⁸ Indian Brand Equity Foundation. N.d. *Mission POSHAN*.

²⁹ NITI Aayog. 2021. *SDG India Index & Dashboard 2020-21*.

³⁰ UNICEF. 2021. *Nutrition: India profile*.

³¹ Sood, A. 2021. *Retail prices & food basket price dashboard*.

18. In 2019–21, 35.5 percent of Indian children under five were stunted, 19.3 percent moderately wasted, 7.7 percent severely wasted, and 32.1 percent underweight.³² Stunting is higher among children in rural areas (41 percent) than in urban areas (31 percent). The prevalence of undernutrition was almost the same among girls and boys. Levels of stunting are highest among children born to mothers with no schooling, children belonging to households in the lowest wealth quintile, and those belonging to Scheduled Castes (42.8 percent) and Scheduled Tribes (43.8 percent) households.³³ Anaemia is a severe public health problem with 52.2 percent of pregnant women aged 15–49 years and 67.1 percent of children aged 6–59 months reported to be anaemic in 2019–21.³⁴ Obesity among Indian women and men also increased from 12.6 and 9.3 percent, respectively, in 2005/2006 to 24 and 22.9 percent, respectively, in 2019–21.³⁵ There are deficiencies in infant and child feeding practices. In 2019–21, only 63.7 percent of children under age six months were exclusively breastfed, and 11.3 percent of children 6–23 months received an adequate diet.³⁶

Agriculture

19. Agriculture, forestry, and fishing contribute to 18 percent of the GDP,³⁷ and provide employment for over 42.6 percent of the population.³⁸ Eighty-two percent of farmers are smallholders.³⁹ Women represent 74 percent of the labour force, but only 13 percent of them own land. Their work is treated as an extension of their unpaid household and care work.⁴⁰
20. India has made considerable progress since the Green Revolution in the 1960s and has become self-sufficient in food grains. Cereal production (around 300 million tons per year) utilizes almost one third of India's land area,⁴¹ increasing the stress on water resources. Desertification and land degradation affect about 30 percent of Indian territory.⁴²
21. Government support to the agricultural sector includes measures to enhance credit availability, improve investments, create market facilities, promote infrastructure development, increase provision of quality inputs, provide subsidized inputs and crop insurance, and procure rice and wheat at a minimum support price for distribution through the food safety net programmes.⁴³

Climate change and environmental vulnerability

22. Ranked seventh in the 2021 Global Climate Risk Index,⁴⁴ India has a high exposure to earthquakes, flooding, tropical cyclones, droughts, wildfires, landslides, environmental degradation, poor air quality, unsustainable use of land and natural resources, water shortages, declining crop yields, and ineffective waste and chemical management (Figure 1).⁴⁵ Climate variability and extremes, and economic slowdowns and downturns are major drivers of food insecurity and malnutrition in India.⁴⁶

³² Ministry of Health and Family Welfare, (2021. *National Family Health Survey (NFHS-5), 2019-21: India*.

³³ Ministry of Health and Family Welfare, 2017. *National Family Health Survey (NFHS-4), 2015-16: India*.

³⁴ Ministry of Health and Family Welfare, 2021. *National Family Health Survey (NFHS-5), 2019-21: India*.

³⁵ Ministry of Health and Family Welfare, 2021. *National Family Health Survey (NFHS-5), 2019-21: India*; and Ministry of Health and Family Welfare. 2017. *National Family Health Survey (NFHS-4), 2015-16: India*.

³⁶ Ministry of Health and Family Welfare, 2021. *National Family Health Survey (NFHS-5), 2019-21: India*.

³⁷ World Bank Data. 2020. *India Agriculture, forestry, and fishing, value added (percentage of GDP)*.

³⁸ World Bank Data. 2019. *India: Employment in agriculture (percent of total employment)*.

³⁹ Food and Agriculture Organization. n.d. *India at a glance*. 2

⁴⁰ *Ibid.*

⁴¹ World Bank. 2020. *Climate Risk Country Profile: India*.

⁴² The Government of India. 2016. *Desertification and Land Degradation Atlas of India*.

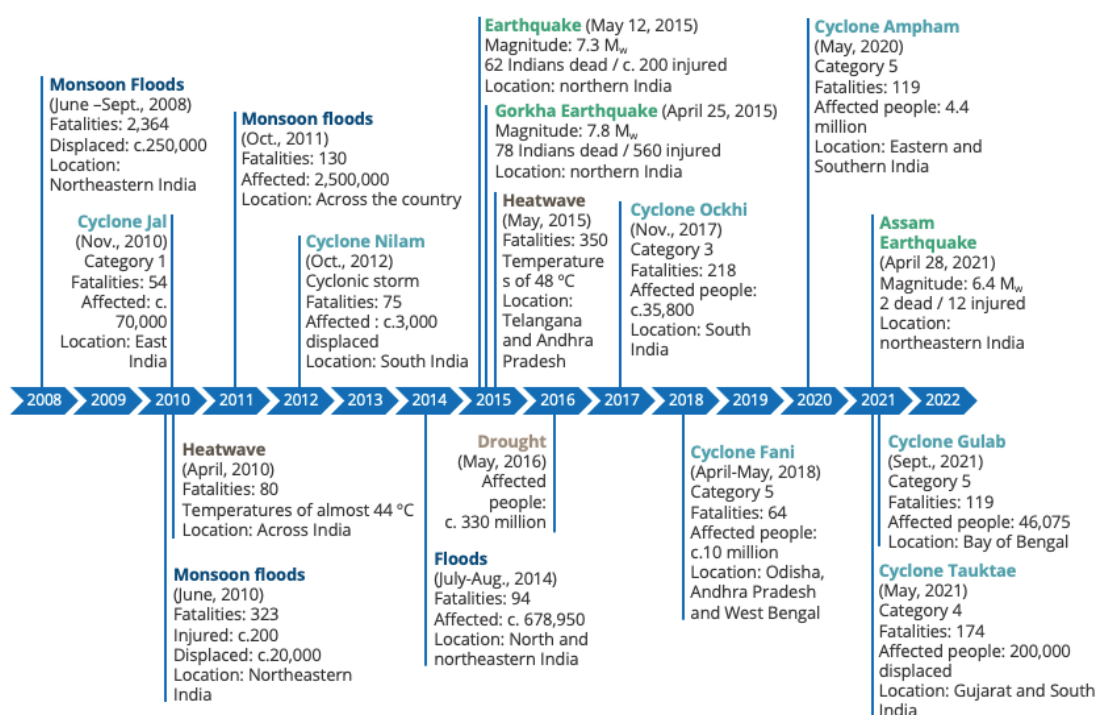
⁴³ The Government of India. n.d. *Programmes and Schemes*. Ministry of Finance. 2021. *Economic Survey 2021-22*.

⁴⁴ GermanWatch. 2021. *Global Climate Risk Index 2021*.

⁴⁵ UN India. 2020. *Climate Change, Clean Energy and Disaster Resilience*.

⁴⁶ FAO. 2021. *The state of food security and nutrition in the world*.

Figure 1: Main recent natural disasters (2008–2022)



Source: Elaborated by OEV

23. India is among the top ten performers on the Climate Change Performance Index⁴⁷ and is expected to achieve many targets of the Paris Agreement even before 2030.⁴⁸ Yet, India is the world’s fourth-largest emitter of carbon dioxide.⁴⁹ Since the middle of the twentieth century, India has witnessed a rise in average temperature, a decrease in monsoon precipitation, a rise in extreme temperature and rainfall events, droughts, and sea levels, an increase in the intensity of severe cyclones as well as other changes in the monsoon system.⁵⁰ This is likely to impact yields and affect both crop quality and quantity.

Education

24. The adjusted net enrolment rates at the primary level (Classes 1–5) are almost universal: 96.3 percent for boys and 98.4 percent for girls. Yet, the adjusted net enrolment rate drops to 59.7 percent for boys and 60.3 percent for girls at the secondary level (Classes 9–10) and 16 percent of children leave school before completing their secondary education.⁵¹ In 2017/2018, there were 32.2 million out of school children in the 6–17 year age group.⁵² Close to 30.2 million children in the 3–6 year age group are beneficiaries of pre-school education under the ICDS scheme.⁵³

⁴⁷ Climate Change Performance Index. 2020. *CCPI Index 2020*.

⁴⁸ The Government of India. 2020. *PIB*

⁴⁹ Global Carbon Project. 2019. *Global Energy Growth is Outpacing Decarbonization*.

https://www.globalcarbonproject.org/global/pdf/GCP_2019_Global%20energy%20growth%20outpace%20decarbonization_UN%20Climate%20Summit_HR.pdf

⁵⁰ Ministry of Earth Science. 2020. *Assessment of Climate Change over the Indian Region*. Springer Open.

⁵¹ Ministry of Education. 2019. *Data on enrolment and dropout rates are from The Government of India*.

⁵² The Government of India. 2019. *National Education Policy 2020*.

⁵³ Ministry of Women and Child Development. 2021. *Annual Report 2020-21*.

25. In 2019–21, 41 percent of women had completed 10 or more years of schooling compared to 50.2 percent for men,⁵⁴ while 82 percent of men and 65.5 percent of women are literate.⁵⁵
26. Annual public expenditure on education has stagnated at 2.8 percent of GDP between 2014–15 and 2019–20.⁵⁶ This is significantly lower than the commitment made in the National Education Policy 2020⁵⁷ to increase the public investment in education to at least 6 percent of GDP.

Gender, equity and inclusion

27. In 2020, India ranked 123 out of 162 countries on the Gender Inequality Index and 140 out of 156 countries on the Gender Gap Index.⁵⁸ Regarding gender disparities in labor force participation, India ranks seventh amongst countries with the highest gap in the world, with 70.1 percent of men and 19.2 percent of women in the labor force.⁵⁹ The 2008 Constitution (108th Amendment) Bill, which seeks to reserve one third of all seats for women in the Lok Sabha and the state legislative assemblies, is pending.⁶⁰ To date, 20 states have made provisions for 50 percent reservation for women in Panchayat Raj Institutions (local elected bodies).⁶¹
28. Women and girls face many types of discrimination including sex-selective abortion, neglect, food allocation biases, limited education and healthcare, and restricted access to property and decision-making capacity.⁶² Women are often disproportionately affected by food insecurity, owing to discriminatory social norms on resources and food distribution.⁶³ Intersecting factors such as disability, caste and tribal identity, marital status, and age further accentuate their vulnerabilities.
29. Although the Constitution of India guarantees equal rights to all citizens, some groups continue to face discrimination. In 2011, according to the Census of India, the total transgender population was around 487,800. This is despite the Apex and High Courts of various states having intervened to remedy the situation, and pass progressive judgements including, for instance, recognizing transgender persons as heads of eligible households to avail entitlements under the National Food Security Act.^{64,65}
30. In 2011, there were 26.8 million persons with disabilities (PWD) living in India. Of these, 44 percent were females, 45 percent were illiterate, less than 5 percent were graduates, 69 percent lived in rural areas, 56 percent were male, and 36 percent were in employment (47 percent male, 23 percent female).⁶⁶

⁵⁴ Ministry of Health and Family Welfare. 2021. *National Family Health Survey (NFHS-5), 2019-21: India*. <http://rchiips.org/nfhs/01/10/2021>

⁵⁵ Census of India 2011. *State of Literacy*.

⁵⁶ Ministry of Finance. 2021. *Economic Survey 2021-2022*.

⁵⁷ Ministry of Education. 2020. *Education Policy 2020*.

⁵⁸ UNDP. 2020. *Human Development Report*.

⁵⁹ ILO. N.d. *Gender Gap in Labour Force Participation Rates*.

⁶⁰ PRS Legislative Services. 2008. *Women's Reservation Bill [The Constitution (108th Amendment) Bill, 2008]*.

⁶¹ Ministry of Panchayati Raj. 2020. *Representation in Panchayats*. Press Information Bureau.

⁶² Guilimoto, G. Z., & Saikia, N. 2018. *Excess under-5 female mortality across India*. The Lancet.

⁶³ WFP 2020. *India: Information Note 3*.

⁶⁴ Supreme Court. 2012. *Writ petition (Civil) No. 400: National Legal Services Authority (NALSA) VS. Union of India AIR 2014 SC 186*.

⁶⁵ The Government of India. 2015. *Judgment of the High Court of Allahabad. Ashish Kumar Misra vs. Bharat Sarkar AIR 2015 All 124*.

⁶⁶ Ministry of Social Justice and Empowerment. *Annual Report of the Department of Empowerment of Persons with Disabilities for the year 2020-21*. d

Migrants and internally displaced people

31. According to the latest government data on migration (2011 Census), India had 456 million migrants in 2011 (38 percent of the population). In 2011, 99 percent of total migration was internal. Intra-state movement accounted for almost 88 percent of all internal migration.⁶⁷
32. In 2019–2021, there were 13.9 million new disaster displacements in India and 505,667 internally displaced persons (IDPs),⁶⁸ the result of a combination of increasing hazard intensity, high population exposure and high levels of social and economic vulnerability. Most displacements took the form of pre-emptive evacuations before natural disasters.

United Nations Sustainable Development Framework (UNSDF) (2018–2022) and international development assistance

33. The United Nations Sustainable Development Framework (UNSDF) 2018–2022⁶⁹ outlines the development cooperation strategy between the Government of India and the United Nations Country Team in India, in support of the achievement of India's national development priorities and the Sustainable Development Goals (SDGs). The UNSDF has seven priorities: poverty and urbanization; health, water and sanitation; education and employability; nutrition and food security; climate change, clean energy and disaster resilience; skilling, entrepreneurship and job creation; gender equality and youth development.⁷⁰
34. The total planned budget for the implementation of the UNSDF (2018–2022) was USD 1,465 million, to be mobilized from multiple sources. The current evaluation of the UNSDF (2018–2022) shall offer recommendations for delivering improved results in the next cooperation framework (2023–2027).
35. India received, on average, USD 5.93 billion a year gross official development assistance between 2016 and 2019 and a yearly average (2016–2021) of USD 9.5 million of humanitarian aid flows.⁷¹ The top five funding sources of official development assistance between 2015–2019 were Japan, the World Bank International Development Association, Germany, the European Union (EU) and France.⁷²
36. India is also an aid donor and its 2021/2022 direct overseas aid budget stands at USD 2.4 billion, with the major recipient countries being Bhutan, Nepal, Afghanistan, Mauritius, Seychelles, and Maldives.⁷³

1.3. WFP COUNTRY STRATEGIC PLAN IN INDIA

Background

37. The work of WFP in India has evolved since its inception in 1963 from that of food assistance to that of capacity strengthening. The period 2008–2012 marked a shift in focus to technical assistance only. From 2015–2018 WFP was operating under the first CSP.⁷⁴ The goal of the CSP 2015–2018 was capacity development to achieve food and nutrition security (FNS) as per the objectives of the NFSA and global targets. To support this change, WFP enhanced strategic engagement, acquired necessary technical expertise, and aligned the office structure and core functions to the objectives of the CSP.
38. The current CSP (2019–2022) focuses on providing technical assistance and strengthening capacities to support the country's achievement of the SDG 2 targets. The current CSP formulation benefitted from

⁶⁷ PRS India. 2020. *Migration In India And The Impact Of The Lockdown On Migrants*.

⁶⁸ Internal Displacement Monitoring Centre. 2021. *India*.

⁶⁹ The Government of India and the United Nations. 2022. *The Government of India and the UNSDF 2018-2022*.

⁷⁰ The Government of India and the United Nations. 2018. *Sustainable Development Framework (2018-2022)*.

⁷¹ OECD/DAC. 2019–2020. *Aid at a glance: India*; UN OCHA FTS. 2019-2022. *India*.

⁷² OECD/DAC. 2022. *Aid at a glance for India*.

⁷³ Ministry of Finance. 2021. *India Budget 2021-2022*.

⁷⁴ Although officially labelled as a Country Strategic Plan, in practice it operated as a country programme because the Integrated Road Map (IRM) Framework was not yet in place. In 2018, the CSP was aligned with the IRM framework.

the 2017 Mid-Term Review,⁷⁵ which concluded that WFP had effectively managed the transition from food delivery to technical assistance provision and established itself as a critical and trusted partner in providing technical assistance and making efficient use of limited resources.

39. This CSP is informed by the recommendations derived from a road map for achieving SDG 2.⁷⁶ It analyzed the food and nutrition security situation in India and recommended promoting the consumption of nutritious food by improving community awareness and pushing for the adoption of a comprehensive approach involving dietary diversification, public health measures, and horticulture interventions to achieve food nutrition and security.

The 2019–2022 Country Strategic Plan in India

40. The WFP CSP 2019–2022 in India was approved by the WFP Executive Board in November 2018 and by the Government of India on 1 February 2019. The overall objective of the CSP is to deepen WFP engagement in the areas of nutrition (particularly stunting) and safety nets, to improve access to food, from supply chain to service delivery, through the scale-up of transformative approaches, including gender-specific approaches. The India CSP, which was designed to cover the 2019–2023 timeframe but shortened by one year to align with the UNSDF, relies on the following assumptions:⁷⁷

- The resource allocations of the Government of India for enhanced efficiency through technological reforms continue under NFSA
- The poor will remain reliant on food safety nets to meet their food and nutritional requirements
- Government strategies provide resources for enhancements in the food basket through fortification and diversification
- Robust evidence exists to advocate with the government to allocate resources for nutritional enhancements
- Government avails the necessary human resources for capacity building and the mechanisms to sustain them
- Good interministerial coordination exists
- Strong interest from the Government to engage in South–South and Triangular Cooperation (SSTC)
- Common understanding/ownership among stakeholders on the key strategies.

41. During the reconstruction of a Theory of Change for the CSP, the Evaluation Team also identified seven other assumptions that would be conducive to achieve results. These are discussed in detail later in this section (paragraph 59).

42. The CSP was designed to support the Government of India towards achieving SDG 2 and SDG 17 through three Strategic Outcomes (SOs), eight outputs, and four activities.

⁷⁵ WFP. 2017. *WFP operations in India: A Mid-Term Review*.

⁷⁶ SDG 2 Roadmap Framework, WFP & Research and Information System for Developing Countries (RIS)

⁷⁷ WFP. 2018. *India Country Strategic Plan document (2019-2022)*.

43. Table 1 provides a general overview of the CSP in terms of SOs, activities, geographic coverage, and indirect beneficiaries. WFP in India only has indirect beneficiaries. As defined by WFP, “Tier 3 indirect beneficiaries covers the wider population impacted that could indirectly benefit from technical assistance, advocacy and support provided by WFP to enhance and improve national policies, systems and programmes. When reaching Tier 3 beneficiaries, the main entry point is WFP work with national government systems and policies”.

¹ WFP. 2021. *Guidance note on Estimating Tier 2 and Tier 3 Beneficiaries*.

Table 1: Summary of India CSP (2019–2022)

| Strategic Outcome | Activity | Geography | Direct targets of WFP intervention | Target group indirect beneficiaries |
|---|---|---|---|--|
| <p>SO1: The most vulnerable people in India are better able to meet their minimum food needs all year round.</p> <p><i>Focus area: root causes</i></p> | <p>Activity 1: Provide policy inputs, advocacy and technical assistance aimed at enhancing the efficiency, targeting, service delivery and supply chain of government programmes for improving access to food.</p> | <p>National coverage</p> <p>Focus states: Odisha, Rajasthan, Uttarakhand, Uttar Pradesh</p> | <p>Recipient system: TPDS</p> <p>Recipient entities: Department of Food and Public Distribution as well as the Departments of Food in Uttar Pradesh, Odisha, Uttarakhand, and Rajasthan; Department of Mission Shakti in Odisha.</p> | <p>TPDS beneficiaries; mid-day meals for school children; children aged from 6 months to 6 years, and pregnant women and lactating mothers under the Supplementary Nutrition Programme of Mission POSHAN 2.0</p> |
| <p>SO2: People with high risk of malnutrition, especially women, children, and adolescent girls, in India have improved nutrition by 2025.</p> <p><i>Focus area: root causes</i></p> | <p>Activity 2: Support state and national governments in improving and integrating nutrition policies and programming, including through enhanced quality, advocacy, and gender-transformative, systematic approaches.</p> | <p>National coverage</p> <p>Focus states: Kerala (handed over to the state government during the CSP), Odisha, Rajasthan, Uttar Pradesh, Uttarakhand, Kerala, Chhattisgarh</p> | <p>Recipient system: TPDS, PM-POSHAN (school meals); ICDS scheme.</p> <p>Recipient entities: national Ministries of Food and Public Distribution, Education and Women & Child Development and the associated Departments in Odisha, Uttar Pradesh, and Rajasthan; Uttar Pradesh State Rural Livelihood Mission and Annaprashan women’s self-help group.</p> | |
| <p>SO3: National and state institutions have enhanced capacity to deliver on SDG 2 and key related targets and collaborate with regional</p> | <p>Activity 3: Strengthen institutional capacities at various levels in generating, sharing, and using evidence for coordinated planning, roll-out and monitoring of actions for attaining SDG 2.</p> | <p>National Coverage</p> <p>Focus states supported under CC-DRM/DRR include</p> | <p>Development Monitoring and Evaluation Office (DMEO) in NITI Aayog; Government of Rajasthan.</p> | |

| | | | | |
|--|---|---|---|--|
| and global partners towards SDG 2. <i>Focus area: root causes</i> | | Odisha, Uttar Pradesh, Rajasthan, Maharashtra, Madhya Pradesh, and Chhattisgarh | | |
| | Activity 4: Facilitate the efforts of the Government of India and other countries to share food security and nutrition knowledge and expertise and provide disaster risk management services for the region. | National Coverage Focus states: Odisha, Uttar Pradesh, Rajasthan, Maharashtra, Madhya Pradesh, and Chhattisgarh | Recipient entities: Odisha Millet Mission and the Fisheries Departments. | |

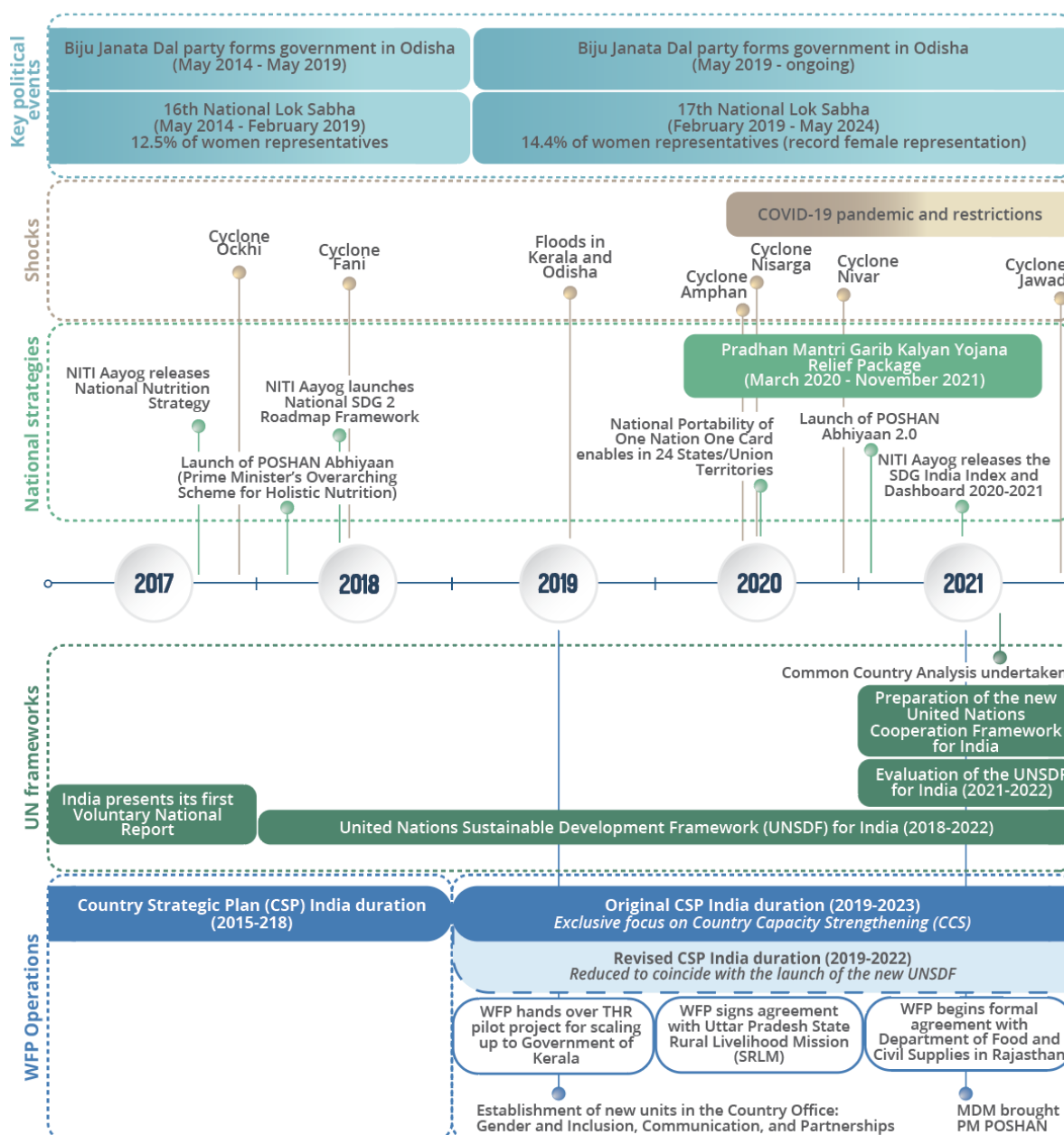
Source: CSP document and Line of Sight.

44. More specifically, WFP aims to enhance the efficiency and effectiveness of three governmental food-based safety nets. WFP will proceed with capacity and systems strengthening of the government through supply chain optimization; support to smallholders; food fortification and technology; inclusion of age-appropriate, quality foods for young children as well as pregnant and lactating women; food security analysis; social behaviour change communications; empowerment of women and gender transformative approaches; and support to disaster preparedness and response and climate change adaptation.
45. The CSP articulates a firm commitment to integrating gender equity and empowerment of women by incorporating gender as a cross-cutting theme across all components. The CSP also makes a commitment to incorporating gender-transformative approaches in its implementation and advocates for more focus on gender in FSN in India. By also recognizing the factors of age, caste, class, sexual orientation, and disability, the CSP advocates for an inclusion agenda and for recognizing the intersectionalities between gender and inclusion. Annex VII outlines the activities implemented by the Country Office as per the Gender Action workplan.
46. The implementation of the CSP addresses the three domains of the WFP Country Capacity Strengthening Framework: (i) enabling environment (laws, policies, regulations), (ii) organizational capacity (internal policies, systems and strategies, arrangements, procedures, and frameworks), and (iii) individual capacities (skills and knowledge of persons involved in institutions or shaping the enabling environment).⁹⁸
47. The corporate approach to CCS also foresees a role for WFP to deliver results along five pathways: (i) policies and legislation; (ii) institutional effectiveness and accountability; (iii) strategic planning and financing; (iv) stakeholder programme design, delivery and monitoring and evaluation (M&E); and (v) engagement and participation of communities, civil society, and private sector. WFP India's contributions to the five pathways and three domains are discussed in EQ2.1: To what extent did WFP deliver expected outputs and contribute to the strategic outcomes of the country strategic plan?
48. The CSP is aligned with the UNSDF for India, including capacity strengthening under Priority Area IV and its associated outcome related to FNS.⁹⁹ The CSP strategic outcomes also contribute towards the achievement of WFP global strategic objectives and goals of the WFP Strategic Plan (2017–2021).
49. The major phases in the evolution of the portfolio over time and major changes in the external context are presented in Figure 2 below.

⁹⁸ WFP. 2018. *WFP Corporate Approach to Country Capacity Strengthening (CCS) CCS Toolkit Component 001*.

⁹⁹ UNSDF outcome 4: By 2022, all children enjoy essential nutrition services and rural smallholders, and other vulnerable groups have improved livelihoods and greater access nutritionally. The Government of India and the United Nations. 2018. *Sustainable Development Framework 2018–2022*.

Figure 2: Country context and WFP operational overview in India (2017–2021)



Source: Elaborated by the Evaluation Team and OEV.

50. The 2020 nationwide lockdown led the Country Office to respond to new requests and support Government of India efforts for dealing with the COVID-19 pandemic. WFP work was delayed due to the closure of government offices, and several new unplanned initiatives were launched during the COVID-19 pandemic period (see Section 2.3). However, by mid-2021, the Country Office had managed to get many of the initiatives back on track.

Overview of analytical work

51. WFP analytical work, mostly conducted in partnership with the Government of India, is aimed at strengthening institutional capacities at the national and state levels for generating, sharing, and using evidence for FNS. WFP sought to connect the body of evidence it helped to generate with strategy for policy and programme formulation at both the national and state levels. In that respect, WFP has undertaken several decentralized evaluations and assessments linked to SO1, SO2, and SO3.

52. Such evaluations and assessments include: the fortification of the Mid-Day Meal programme in Dhenkanal Odisha,¹⁰⁰ an endline assessment of the fortification of Nutrimix in selected states or panchayats of Wayanad in Kerala,¹⁰¹ a report on the state of food security and nutrition in Odisha,¹⁰² decentralized end-line evaluation of the Target Public Distribution Reforms project in Bhubaneswar (Odisha) 2014–2019,¹⁰³ an endline assessment of the fortification of the MDM Programme in Varanasi, Uttar Pradesh,¹⁰⁴ a report on the capacity and needs assessment of the Directorate of Evaluation Organization, Government of Rajasthan,¹⁰⁵ and the WFP Global Evaluation of the 2015 Policy on South-South and Triangular Cooperation of which the CSP India is a case study.¹⁰⁶
53. Among significant analytical studies with a focus on inclusion, gender equity, and the empowerment of women are an assessment of Self-Help Groups (SHGs) and women smallholder farmers for Mission Shakti,¹⁰⁷ a research-based series of information notes¹⁰⁸ and a more comprehensive follow-up study (2021) in Uttar Pradesh to unpack the root causes of gender inequities in intrahousehold food consumption.¹⁰⁹ Others include a review of Take-Home Rations under the Integrated Child Development Services in India,¹¹⁰ which paved the way for WFP work on THR in Uttar Pradesh, Rajasthan and Odisha. A gender and inclusion assessment in partnership with the Government of Rajasthan addressed food security and sustainable livelihood concerns of two vulnerable tribal communities. An assessment of Electronic Negotiable Warehouse Receipts (E-NWRs) in partnership with the Ministry of Agriculture and Farmers Welfare analyses gender-based constraints faced by women smallholder farmers,¹¹¹ a post-cyclone report in Odisha and an Odisha Millets Mission mid-term assessment (2021) dedicated sections to gender and inclusion.¹¹²

Cross-cutting priorities

54. The work of WFP addresses four cross-cutting priorities: (i) accountability to affected populations (AAP), (ii) protection, (iii) environment and (iv) gender equality and empowerment of women. However, indicators relevant to protection and AAP are only applicable to activities targeting Tier 1 beneficiaries. For this reason, there is no corporate requirement for the India Country Office to report on these cross-cutting indicators when there are no direct beneficiaries. Hence, they are not present in the CSP (2019–2022) logframe. Nevertheless, the Country Office has considered these cross-cutting elements within the CCS approach by engaging in several opportunities, although they are less relevant than they are in direct food assistance programming. Similarly, the CSP logframe does not include

¹⁰⁰ WFP India, Public Health Foundation of India (PHFI), Indian Institute of Public Health, (IIPH). 2019. *Assessment of Fortification of Mid-Day Meal Programme in Dhenkanal Odisha, 2016-2018 Evaluation Report*.

¹⁰¹ WFP India and the Government Medical College Kozhikode. 2020. *Endline assessment of the Fortification of Nutrimix in Selected States of Panchayats of Wayanad in Kerala*.

¹⁰² WFP and Poverty and Human Development Monitoring Agency, Planning and Convergence Department. 2020. *Report on State of Food Security and Nutrition in Odisha*.

¹⁰³ WFP. 2019. *End-line Evaluation of the Target Public Distribution Reforms Project in Bhubaneswar (Odisha) 2014-2019 End-line Activity Evaluation Report*.

¹⁰⁴ WFP India. 2020. *Endline Assessment of Fortification of Mid-Day Meal Programme in Varanasi, Uttar Pradesh*.

¹⁰⁵ WFP India. n.d. *Draft Report on the Capacity and Needs Assessment of the Directorate of Evaluation Organization, Government of Rajasthan*. Unpublished.

¹⁰⁶ WFP. 2021. *Evaluation of the WFP South-South and Triangular Cooperation Policy Centralized Evaluation Report*.

¹⁰⁷ WFP India in partnership with Mission Shakti, Odisha. 2020. *Assessment of Women Self-Help Groups and Women Smallholder Farmers in Odisha*.

¹⁰⁸ *Understanding Gender Equity through intra-household food consumption practices in poor household of Uttar Pradesh*, July, 2020; *Gender based food taboos within poor households in Uttar Pradesh*; *Food Insecurity among women and children in poor households in Uttar Pradesh*; *Understanding Intra household food Distribution and Consumption in Distribution in two locations in Uttar Pradesh: Summary of conclusions and Recommendations*, July 2020, Society for Advancement of Resourceless by Training and Handhold (SMAMARTH) in partnership with WFP India

¹⁰⁹ WFP India. 2021. *Gender Dynamics of Food Access and Consumption in Uttar Pradesh*, Draft Report.

¹¹⁰ WFP India. 2019. *Review of Take-Home Rations under the Integrated Child Development Services in India*.

¹¹¹ WFP India. 2021. *Assessment and Documentation of Electronic Negotiable Warehouse Receipts in India*.

¹¹² WFP India in partnership with Odisha Millet Mission. 2021. *Assessment and Documentation of Good Practices, Lessons Learned and Preparation of Policy Briefs for Millets Mainstreaming, Odisha Millets Mission*.

indicators on environment. Yet, the Country Office has provided qualitative reporting in the Annual Country Reports (2019–2020) on how this cross-cutting area of work is being tackled within a CCS portfolio. This is covered in more detail below under Evaluation Question (EQ) 2.2.

55. The Country Office has emphasized the following three intersecting aspects of GEEW: Gender equity, empowerment of women, and inclusion. Please also refer to EQ 2.2 To what extent did WFP contribute to the achievement of cross-cutting priorities (protection, accountability to affected populations, gender equality and other equity considerations, and environment)?, paragraphs 140–152, for a more detailed analysis. WFP awareness of the unequal position of women regarding men has shaped the design and the outcome of the activities. Under SO1, WFP technical assistance resulted in an increase in the number of ration cards issued in the name of households headed by women. The NFSA website indicates that 71 percent of the ration cards are issued in the name of women heads of household. Similarly, the various studies carried out on inequities in food consumption at the household level (SO2) focused on the social and cultural norms that produce and reinforce gender unequal relationships and thus deprive women and girls of equitable food consumption. Other studies done by WFP such as Electronic Negotiable Warehouse (E-NWRS) (SO1 and SO3)¹¹³ have also highlighted the gender inequities in access to and use of resources, and opportunities for women’s smallholding farmers (for details refer to EQ 2.2 To what extent did WFP contribute to the achievement of cross-cutting priorities (protection, accountability to affected populations, gender equality and other equity considerations, and environment)?).
56. Empowerment of women has been an area of focus for WFP in India. Further to an assessment of Self-Help Groups (SHG) and smallholder women farmers in Odisha for Mission Shakti, a flagship programme of the Odisha state for empowerment of women, WFP signed an MoU with Mission Shakti to work on the recommendations it generated (for details refer to EQ 2.2 To what extent did WFP contribute to the achievement of cross-cutting priorities (protection, accountability to affected populations, gender equality and other equity considerations, and environment)?). Equally important is WFP support to the Government of Uttar Pradesh in setting up mechanized pilot Take Home Rations (THR) Units managed by SHG. WFP has trained women in effectively handling the THR Units, resulting in income generation for SHG members and thus leading to economic empowerment of SHG members. Economic empowerment thus underpins the activities of SO1 and SO2.

Inclusion

57. Inclusion emerged as a pronounced area of intervention during the COVID-19 pandemic. WFP worked with CSOs to ensure that the most disadvantaged groups such as PWD, the transgender population, households headed by women, commercial sex workers, and low-income migrant populations benefitted from government food distribution schemes. Notable work carried out by WFP comprises an inclusion-focused study on the food habits of the tribal population of Rajasthan¹¹⁴ and the development of an E-module on Gender, Protection, and Inclusion that has been used for capacity strengthening of the CSOs on how to identify excluded groups and their accountability for their inclusion in emergency response. In addition, WFP conducted analytical studies with a focus on gender equity, empowerment of women and inclusion. These are described in EQ 2.2 To what extent did WFP contribute to the achievement of cross-cutting priorities (protection, accountability to affected populations, gender equality and other equity considerations, and environment)? and referenced in annex VII, table 2.

Theory of Change

58. No overall Theory of Change (ToC) was constructed at the start of the CSP as this was not a corporate requirement at the time of design. The Evaluation Team reviewed documentation and worked with the Country Office during the inception phase of the evaluation (September 2021) to understand the rationale of the CSP design and the intended chain of results to meet set objectives and contribute to

¹¹³ WFP India. 2021. *Assessment and Documentation of Electronic Negotiable Warehouse Receipts in India*. Unpublished.

¹¹⁴ WFP. 2021. *Food Security and Sustainable Livelihoods in Rajasthan: A gender and inclusion assessment*.

immediate and intermediate outcomes and longer-term SDGs. This led to the reconstruction of a ToC (annex XI) for the CSP, which was validated by the Country Office. This allowed the Evaluation Team to fine tune the evaluation scope in consultation with the Country Office and the Evaluation Manager.






















59. The reconstructed ToC suggests that within each of the three identified pathways (geared towards SOs), implementation of the main activities will lead to the achievement of the main outputs and contribute eventually to access to food (SDG 2.1), reduced malnutrition (SDG 2.2) and strengthened capacities (SDG 17.9). Two main causal accelerators are identified: technological innovations, mainly in the form of supply chain optimization; and country capacity strengthening drivers, derived from the CCS framework.
60. Seven overarching assumptions were identified as bearing an impact on the feasibility of the linkages to lead each phase into the next across all pathways. Overarching assumptions underpinning all three pathways relate to: socio-cultural gender norms in India that must allow for effective gender-transformative interventions; the ability to find in the Government of India a strong partner with adequate structures and capacity to effectively reach the most vulnerable; the existence of social protection mechanisms that are regulated by the Government alongside adequate funding for WFP to deliver technical assistance according to needs and to deliver the strategic outcomes of the CSP. Effective and proactive engagement from Government and partners to support achievement of CSP and the acquired knowledge and capacity also should translate into operation design, implementation, and decision-making as another cross-cutting pre-condition to achieve CSP objectives.

Budget implementation

61. The CSP 2019–2022 was approved with a total budget of USD 20,024,321. As of 31 December 2021, total funding amounted to USD 15,623,760, which corresponds to 78 percent of the needs-based plan (NBP).¹¹⁵ Table 2 and Figure 3 below present the cumulative financial overview by Strategic Outcome and other resources, including planned funding as part of the NBP, actual allocated resources and actual expenditures. Table 2 presents the cumulative level of funding and expenditure of each activity against the NBP and the relative weight of the resources available for each outcome. Cumulatively, most of the actual resources were allocated to SO1 and SO2. Nonetheless, all Strategic Outcomes were underfunded according to the NBP, especially SO3 Act 4, which was funded at 36 percent of NBP level. No budget revisions have taken place to date.

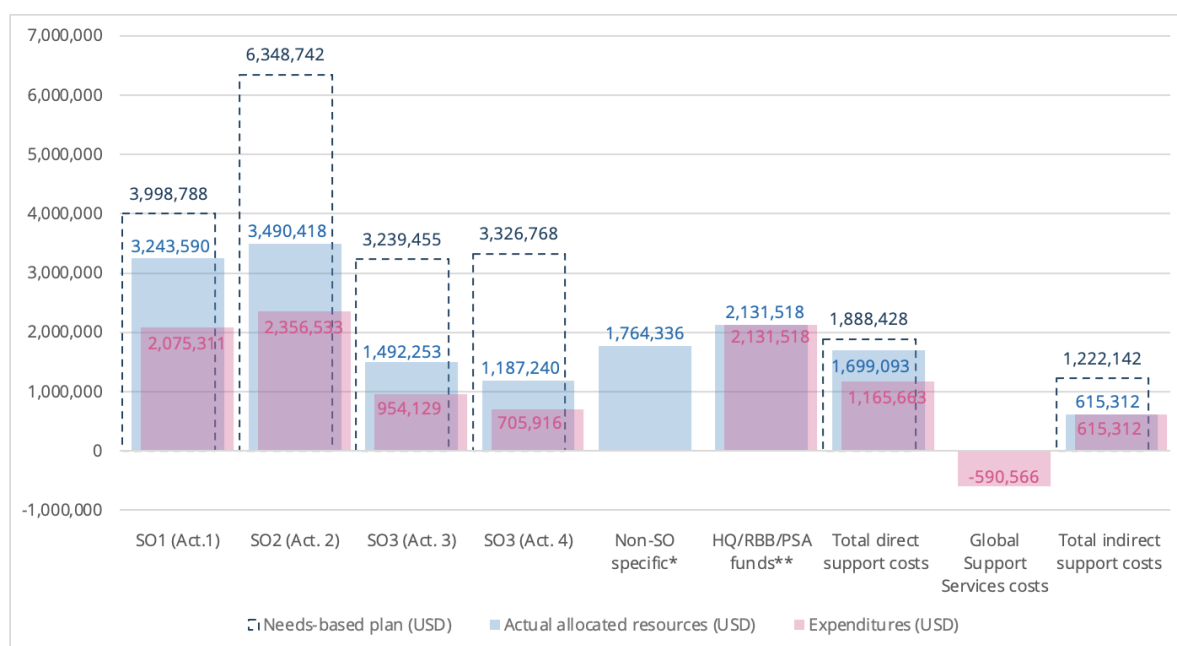
Table 2: CSP Cumulative financial overview

¹¹⁵ IRM Analytics. 31 December 2021. ACR-1 Standard Country Report.

| SO | Activity | Needs-based plan in USD | Percent of total needs based plan | Actual allocated resources in USD | Percent of total allocated resources | Expenditures in USD | Percent of total expenditures |
|---|----------|-------------------------|---|-----------------------------------|---|---------------------|---|
| SO1 | Act.1 | 3,998,788 |  24% | 3,243,590 |  24.4% | 2,075,311 |  25.2% |
| SO2 | Act. 2 | 6,348,742 |  38% | 3,490,418 |  26.2% | 2,356,533 |  28.7% |
| SO3 | Act. 3 | 3,239,455 |  19.2% | 1,492,253 |  11.2% | 954,129 |  11.6% |
| | Act. 4 | 3,326,768 |  19.7% | 1,187,240 |  8.9% | 705,916 |  8.6% |
| Sub-total SO3 | | 6,566,223 |  39% | 2,679,493 |  20.1% | 1,660,045 |  20.2% |
| Funds not specific to SOs* | | - | - | 1,764,336 |  13.3% | - | - |
| HQ/RBB/PSA funds** | | - | - | 2,131,518 |  16.0% | 2,131,518 |  25.9% |
| Total operational costs | | 16,913,752 |  100% | 13,309,355 |  100% | 8,223,407 |  100% |
| Total direct support costs | | 1,888,428 | | 1,699,093 | | 1,165,663 | |
| Global Support Services recovered costs | | - | | - | | 590,566 | |
| Total indirect support costs | | 1,222,142 | | 615,312 | | 615,312 | |
| Grand total | | 20,024,321 | | 15,623,760 | | 9,413,816 | |

Source: CPB Needs Based Plan; IRM Analytics, ACR1 Standard Country Report, 31 December 2021; Country Office internal datasets to complement allocated resources not reflected in IRM Analytics (i.e., Headquarters, RBB, PSA funds).

Figure 3: CSP cumulative financial overview (USD) by strategic outcome



Note*: Resources not specific to a particular Strategic Outcome are residual funds from modalities that had been carried out prior to the start of this CSP in 2019, and thus carried over from the previous CSP. Given the lack of regular funding, the Country Office decided that these funds would be kept as reserve funds used to finance fixed costs. Therefore, the amounts shown in this table may not reflect the resources immediately available to the Country Office.

Note**: These amounts do not appear on the IRM Analytics ACR1 Standard Country Report, they were provided separately by the Country Office based on WINGS.

Source: CPB Needs Based Plan; Country Office internal datasets. Data as of 31 December 2021.

62. Over the course of the 2019–2021 period, the main donors of the CSP were private (25 percent of total funding) along with the Government of India (23 percent). Overall, total donor funding represented 70 percent of the total NBP (USD 20,024,321). Details can be found in Table 3 below.

Table 3: Total contribution per donor type

| Donor | Amount (USD) | Percent of the total contributions | Percent of the NBP |
|--|-------------------|------------------------------------|--------------------|
| Opening balance remaining from the previous CSP (displayed as Regional or Trust Fund allocations in FACTory) | 3,569,018 | 26% | 18% |
| Private sector | 3,524,195 | 25% | 18% |
| Government of India | 3,202,380 | 23% | 16% |
| Emerging Donor Matching Fund | 1,920,000 | 14% | 10% |
| UN funds | 1,018,000 | 7% | 5% |
| PSA 2022-MU grant | 475,887 | 3% | 2% |
| RBB/Headquarters (HQ) allocation | 218,292 | 2% | 1% |
| Miscellaneous | 35,271 | 0% | 0% |
| Total | 13,963,043 | 100% | 70% |

Source: FACTory. January 2022. *Situation Report*, and WFP India. January 2022. *WINGS*.

Note: The total in this table is different from the allocated resources total in table 2 (USD 15,623,760), as it does not include Headquarters/RB/PSA funds. Also, this table includes contributions and advances for future years (received as of January 2022) and table 2 does not include advances.

63. As of December 2021, the Country Office had 59 staff members, of which 36 percent were female and 64 percent male. In addition to the Country Office in New Delhi, WFP operates one sub-office in Bhubaneswar, Odisha. Moreover, 12 staff are outposted to government ministries and departments in six locations: New Delhi (Development of Monitoring and Evaluation Office (DMEO)/NITI Aayog and Department of Food and Public Distribution), Odisha, Rajasthan, Uttarakhand, and Uttar Pradesh. Additionally, 56 percent of staff had fixed term contracts and 27 percent had service contracts. A small minority were international professionals (3 percent) or were in special service agreement contracts (14 percent).¹¹⁶

1.4. EVALUATION METHODOLOGY, LIMITATIONS AND ETHICAL CONSIDERATIONS

64. The evaluation assessed the CSP along four evaluation questions, which are detailed in chapter 2. Evaluation Findings and annex XIV followed the United Nations Evaluation Group standards and the Organization for Economic Cooperation and Development / Development Assistance Committee evaluation criteria of relevance, coherence, efficiency, effectiveness, and sustainability.
65. The CSPE adopted a mixed methods approach for data collection and analysis, relying on both qualitative and quantitative data. Recognizing the importance of secondary data to establish progress against set quantitative indicators, the data collection plan in-country was coupled with a thorough review of databases and documents provided by WFP at the Headquarters, RBB and Country Office levels.
66. The evaluation design included reliance on a desk review, key informant interviews, a focus group discussion, case studies, Most Significant Change personal stories, and direct observations to inform the evaluation. The detailed methodology and data collection tools are provided in annexes VIII and IX.
67. All the fieldwork tools incorporated a gender lens. Attention was paid to factors influencing gender-sensitive limitations and opportunities, penetration of gender-sensitive tools in CSP initiatives and resulting gender-equitable outputs and outcomes. The interview guiding questions for case studies included a focus the empowerment of women in all its dimensions. Wherever possible, individual interviews and the focus group discussion were held with grassroots women such as at the production unit in Uttar Pradesh for the case studies. Women were also interviewed for case stories informed by the Most Significant Change approach.¹¹⁷ Interviews with other stakeholders (government and non-government) were held with both women and men.
68. Furthermore, gender considerations, and principles of inclusion, participation and non-discrimination were included in the evaluation methodology, data collection and reporting in line with United Nations Evaluation Group Guidance on Human Rights and Gender Equality in Evaluation.¹¹⁸ In line with the United Nations System-wide Action Plan (UN-SWAP) on Gender Equality score card requirements, considerations of GEEW have been mainstreamed into the evaluation criteria through sub-questions and indicators.
69. Data collection was conducted in-country between November 15 and December 17, 2021, in Odisha, Uttar Pradesh and New Delhi. Interviews with RBB and Headquarters were conducted remotely. Rajasthan and Uttarakhand were covered through secondary document review. The Evaluation Team conducted one focus group discussion with 10 SHG members from Annaprashan Prerna Mahila Laghu Udyog¹¹⁹ in Unnao (Uttar Pradesh) and 141 individuals participated in interviews. The Evaluation Team used purposive sampling to identify interviewees in close collaboration with the CO, selecting relevant and representative stakeholders. The field mission plan designed during the inception phase can be found in annex XIII.

¹¹⁶ WFP India. 2021. *List of WFP India Staff CSP by contract type*. Internal document.

¹¹⁷ See Annex IX: Data collection tools

¹¹⁸ United Nations Evaluation Group. 2014. *Integrating Human Rights and Gender Equality in Evaluation*.

¹¹⁹ THR production unit operated by women's self-help groups (WSHG).

70. The Evaluation Team developed four case studies corresponding to each of the four activities implemented by the Country Office:
- Provision of transformative capacity strengthening to the Department of Food and Public Distribution (Act 1)
 - Support to the Production of THR support (Act 2)
 - National evaluation capacity development through the WFP Strategic and Technical Collaboration with the Development Monitoring Evaluation Office (DMEO), NITI Aayog, (Act 3); and
 - Transformation of nutritional food basket through the Odisha Millets Mission (OMM) (Act 4).
71. Four detailed case studies are provided in annexes III to VI. A tailored Most Significant Change approach was also applied to gather personal stories through meaningful unstructured interactions with programme staff, and two members of a women's SHG that operates a THR production unit. These participants were identified by referral from WFP. The Evaluation Team also carried out direct observations. Notably, during the field visit in Unnao, the team was able to observe the THR production unit and interact with women SHG members on an informal basis.
72. Due to the limited quantitative data available and because indicators for Country Capacity Strengthening (CCS) in the logframe are not adequate to reflect all WFP work in the area, assessing the WFP contribution to capacity strengthening in quantitative terms was constrained. To better understand the engagement of WFP and its performance in this area of work and to supplement quantitative data on CCS indicators, a review of Country Office activities in the three CCS domains and pathways of change¹²⁰ was used to map the range of WFP contributions. The quality of the WFP CCS contribution to institutional development was assessed based on interviews with WFP senior staff.
73. Following the completion of data collection on 17 December 2021 (see annex II for the full evaluation timeline), the Evaluation Team analyzed the evidence to produce findings, conclusions, and recommendations. The methodology for the evaluation was framed around and guided by an evaluation matrix. The evaluation matrix operationalized the evaluation questions and sub-questions, lines of inquiry, indicators, and the identification of data sources and data-collection techniques. GEEW considerations are mainstreamed through the inclusion of sub-questions, indicators, and the use of disaggregated data where applicable (see annex XIV).
74. Quantitative data was analyzed using Excel to assess performance, budget implementation and timeliness. Quantitative methods were exclusively applied to datasets obtained from secondary sources. The data analyzed was sourced primarily from IRM Analytics, FACTory, COMET, and the Annual Country Reports and internal Country Office datasets on staffing, budgeting, resourcing, and expenditures. In addition, national and state public databases, and corporate Integrated Road Map data were also consulted. Documentation, including annual performance plans, previous evaluations, assessments, and reviews, was also consulted by the Evaluation Team.
75. The Evaluation Team consistently used triangulation to corroborate findings and ensure that a rich, rigorous, and comprehensive account was mapped against the evaluation questions. This systematic approach enabled the validation of findings while avoiding bias, as far as is possible, in the evaluation judgement.
76. The Evaluation Team conformed to the 2020 United Nations Evaluation Group ethical guidelines. Accordingly, Action Against Hunger United Kingdom was responsible for safeguarding and ensuring ethics at all stages of the evaluation cycle. The Evaluation Team signed the Pledge of Ethical Conduct ensuring ethical standards were adhered to at all stages of the evaluation through detailed protocols for interviews and field visits. More details on ethical issues and safeguards are presented in annex VIII.

¹²⁰ See Paragraph 48.

77. The Evaluation Team identified limitations that affected the successful implementation of the CSP evaluation. Effective mitigation measures used to address each of these limitations are described in annex VIII. The Evaluation Team could not answer the line of enquiry “What can be learned from the experience of other United Nations agencies in India in relation to designing, funding, and implementing capacity-strengthening activities?” due to the constraining timeline and unavailability of United Nations staff during data collection. Similarly, the assessment of targeting performance, typically applied to tier-one beneficiaries, was not possible to conduct in the case of a CSP that featured WFP in an enabling role, with only indirect beneficiaries.
78. The evaluation followed the WFP Centralized Evaluation Quality Assurance System. Following the end of data collection, a debrief was held with the Country Office on 8 December 2021. This was followed by a debrief on preliminary findings on 22 December 2021, to present preliminary findings, conclusions and recommendations that had emerged.

2. Evaluation Findings

79. The evaluation findings are organized and presented according to the four main areas of inquiry as represented by the four evaluation questions and sub-questions found in the evaluation matrix.

2.1. EQ1: TO WHAT EXTENT IS WFP STRATEGIC POSITION, ROLE AND SPECIFIC CONTRIBUTION BASED ON COUNTRY PRIORITIES AND PEOPLES' NEEDS AS WELL AS WFP STRENGTHS?

EQ1.1: To what extent is the CSP relevant to national policies, plans, strategies, and goals, including achievement of the national Sustainable Development Goals?

Summary: The CSP is well aligned with national priorities and policies. It is also well designed to contribute to advancing national goals under the National Food Security Act, the National Nutrition Strategy (2017–2022) and the commitment of India to SDG 2 and SDG 17. Extensive consultations with the Government during the preparation of the CSP has ensured that Strategic Outcome activities address the priorities and needs of Government.

80. **There was sufficient consultation during the development of the CSP to ensure broad alignment with national objectives.** Interviews with WFP and its stakeholders confirmed that the CSP incorporated feedback from intensive consultations with national and state governments, civil society, the private sector, and research and development partners. The CSP is also informed by a situation analysis and a mid-term review of the previous CSP (2015–2018) and draws on the recommendations derived from a roadmap for achieving SDG 2. Besides undertaking an in-depth desk review, the team preparing the roadmap also interacted with many stakeholders including officers of the central and state governments at their headquarters and field level functionaries.
81. The CSP design process took into consideration the purpose and provisions of the 2013 National Food Security Act (NFSA), which seeks to ensure access to adequate quantity and quality of food at affordable prices for people to live a life with dignity.¹²¹ The TPDS, the mid-day meal scheme, and the ICDS scheme fall under the purview of the NFSA. A special focus of the NFSA is to ensure food entitlements to “the most vulnerable people” (SO1), and “people with high risk of malnutrition, especially women, children and adolescent girls” (SO2).
82. **The CSP activities were initiated in consultation with the Government, which has made them relevant to national efforts and priorities for improving FSN.** The CSP activities under SO2 contribute towards the nine strategic areas of action and six interventions defined under the Government of India 2017 National Nutrition Strategy (NNS).¹²² SO2 activities were designed keeping in mind the recommendations of the NNS and the design of POSHAN Abhiyaan.¹²³ SO1 contributed towards NNS and POSHAN Abhiyaan by (i) ensuring improved access of food to the vulnerable section of the population, (ii) improving food baskets by introducing fortified food and alternative nutrition rich food like millets, (iii) implementing better food security management through convergence of food security programmes, (iv) enhancing livelihood security of vulnerable community groups like SHGs through linkages with markets and governments. Discussions with NITI Aayog and Government of India officials affirmed that many of the activities initiated under SO3 Activity 3 are aligned with Government of India priorities as well as the imperative to gather evidence and work on food systems

¹²¹ The Government of India. 2013. *The National Food Security Act of 2013*.

¹²² NITI Aayog. 2017. *Nourishing India: National Nutrition Strategy*

¹²³ The Prime Minister's Overarching Scheme for Holistic Nutrition (POSHAN Abhiyaan) or National Nutrition Mission is The Government of India's flagship programme launched in March 2018, to improve nutritional outcomes for children, pregnant women and lactating mothers.

and climate-responsive food and nutrition security policies.¹²⁴The WFP strategy for India on Climate Change, Disaster Resilience and Sustainable Food and Nutrition Security¹²⁵ is well aligned with priorities of the Government of India National Plan of Action on Climate Change.

83. **The relevance of the CSP is also derived from its alignment with the commitment of the Government of Odisha to a multisectoral approach to improved nutrition** as expressed in the Odisha Nutrition Action Plan further reiterated in the recent Strategy for Odisha's Pathway to Accelerated Nutrition (SOPAN 2020). Similarly, promoting livelihoods of farmers and empowering women in Odisha and Uttar Pradesh is aligned with "Mission Shakti", an initiative for empowering women in the two states through promotion of Women Self-Help Groups (WSHGs). Agreements between WFP and national and state governments are signed around capacity strengthening areas that are mutually identified by WFP and the governments.
84. **Documents reviewed and interviews with Government of India officials confirm alignment of the CSP and associated government plans with SDG 2 and SDG 17.** The Government of India is strongly committed to the 2030 Agenda, which is reflected in "*sab ka saath, sab ka vikas*" or "development with all, and for all," policy initiatives for inclusive development that converge well with the SDGs. The CSP states that the "strategic outcomes of this country strategic plan will contribute to varying degrees to the attainment of SDGs 1, 3, 4, 5, 6, 11 and 17, and consistently to the achievement of SDG 2." WFP regards the Government to be its main partner and client. Therefore, the CSP focuses primarily on strengthening government capacities.

EQ1.2: To what extent did the CSP address the needs of the most vulnerable people in India to ensure that no one is left behind?

Summary: Addressing the needs of the most vulnerable people is ultimately the Government of India's responsibility. However, Strategic Outcome activities were developed keeping in mind the need to reach the disadvantaged communities within the boundaries of this CSP focused on Country Capacity Strengthening (CCS). WFP support to the Government of India COVID-19 response paid special attention to ensuring access to food for the poorest and food-insecure households as well as the transgender population, especially during the lockdown period. Nonetheless, WFP has not sufficiently followed up with government requests for support to assess the extent to which the benefits of CCS interventions are reaching the most deprived populations.

85. **Activities undertaken under the Strategic Outcomes have contributed to ensuring that the vulnerable people in India are better able to meet their minimum food and nutrition needs** (See EQ2.1: To what extent did WFP deliver expected outputs and contribute to the strategic outcomes of the country strategic plan?). WFP initiates activities only after a due process of consultation with government counterparts. To that extent, they correspond to the needs and priorities of the Government. According to key informants in the Government familiar with WFP work under SO1, improving supply chain management, strengthening data analytics, and documenting best practices for reduction of post-harvest losses were contributing towards improving food delivery to the poor. For SO2 activities, efforts to include fortified rice in the food-based safety nets and simultaneously enhance awareness on use, consumption of, and demand for fortified rice and improve THRs can yield significant benefits to the most food-insecure households. WFP capacity strengthening support under SO3 for research, analyses and assessments has consistently drawn attention to the issues of exclusion and social inequities impacting livelihoods and food and nutrition security.
86. **With the COVID-19 pandemic, WFP supported governments in addressing the food and nutrition security concerns of most vulnerable populations:** migrant populations, transgender persons,

¹²⁴ See Section 2.2. EQ2: What are the extent and quality of the specific contribution of wfp to strategic outcomes OF THE country strategic plan?.

¹²⁵ WFP. 2020. *Climate Change, Disaster Resilience and Sustainable Food and Nutrition Security: WFP Strategy for India*, Draft for Discussion.

PWD, the destitute and homeless, sex workers, and people living with HIV/AIDS. Stakeholders in Uttar Pradesh acknowledged the special efforts made by WFP and its partner organization, SAMARTH, for including the most vulnerable households and within this category, the transgender population as a special focus during the COVID-19 relief operations for food distribution.

87. **While the primary WFP focus is on vulnerable populations, key informant interviews with government officials revealed that assessing the extent to which benefits of CCS filter down to the poorest communities has not been systematic.** There is also insufficient evidence to suggest the extent to which major shifts in government programming and targeting difficult-to-reach beneficiaries have taken place. This is partly because there has been little pressure on governments to put systems in place to ensure reach and track of the flow of benefits to the most deprived communities.¹²⁶
88. **The CSP does not comprehensively and adequately address issues of rights or the risks of exclusion arising out of intersecting considerations of class, gender, caste, age, sexual identity, disability, and other disadvantages.** The Country Office has paid attention to considerations of gender in its activities. However, the Evaluation Team did not find adequate documentary evidence on the nutritional challenges faced by the 'most' vulnerable groups as well as on the overlapping considerations of class, caste, ethnicity, gender, age, and disability that affect food security and nutrition. Discussions with government officials in Odisha and Government of India also revealed that WFP has not advocated or supported capacity strengthening to track the access of food to populations suffering from multiple disadvantages and handicaps that are often left out of the reach of food safety nets.

EQ1.3 To what extent has the WFP strategic positioning remained relevant throughout the implementation of the CSP considering changing context, national capacities and needs and in response to the COVID-19 pandemic?

Summary: The CSP has retained its strategic relevance by expanding its activities in areas for technical capacity strengthening identified under the previous CSP, entering new thematic areas and locations and being flexible in responding to the emerging needs of governments especially during the COVID-19 pandemic. However, considering national needs, WFP strategic positioning and geographic reach has been limited in terms of its contribution to capacity strengthening around SDG 2.

89. **Following the approval of the CSP, WFP has been in continuous dialogue with government counterparts to identify activities of strategic significance under the SOs.** An informal strategic consultation with senior government officials and non-state experts in November 2019 helped identify further areas for WFP engagement that could better support the Government in their goal of accelerating progress in achieving SDG targets.¹²⁷
90. **WFP retained the relevance of its strategic positioning throughout the implementation of the CSP by responding to the demands of changing contexts including, mostly notably, to the COVID-19 pandemic** (See Section 2.2. EQ2: What are the extent and quality of the specific contribution of wfp to strategic outcomes OF THE country strategic plan?).
91. **WFP has been proactive and flexible in strengthening the capacities of Government to improve the COVID-19 responses relating to FSN.** WFP supported the Government of India-led working group on supply chains monitoring during the early days of the COVID-19 crisis and national lockdown. WFP,

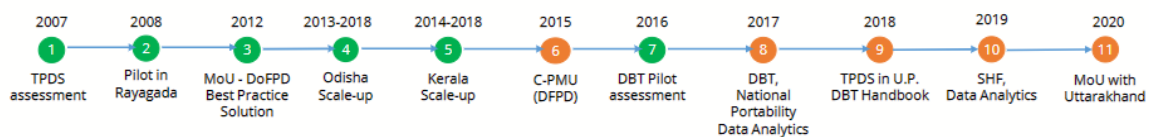
¹²⁶ In the UNSDF (2018–2022), the most vulnerable communities identified in consultation with the government and other development partners, include: households in extreme poverty; informal settlers; vulnerable women, children, and youth, especially those belonging to Scheduled Castes and Scheduled Tribes; orphans and street children; migrants, refugees and asylum-seekers; the elderly; displaced populations; religious and other minorities; people with disabilities; the LGBTI community, among others.

¹²⁷ WFP India. 2019. *Informal Strategic Consultation: Progressing Towards achieving Food and Nutrition Security at an accelerated pace*. Unpublished.

through a joint programme with UNDP, funded by the UN COVID-19 Response and Recovery Multi-Partner Trust Fund (MTPF), mobilized USD 1,000,000 to further strengthen the outreach of government safety nets, especially to returning migrant workers, and partnering with national NGOs and CSOs in capacity strengthening programmes.

92. **Under SO1, WFP has continued supporting initiatives on-going for more than a decade with Government of India Department of Food and Public Distribution** and at the request of the Government, expanded its operations during the current CSP in Rajasthan, Uttarakhand and Uttar Pradesh. In addition, several new products and initiatives introduced during the current CSP have fitted into government priorities for strengthening the efficiency of the TPDS. Please refer to Figure 4 below and Case Study 1 in annex III for more details on the support provided to the Department of Food and Public Distribution.

Figure 4: WFP support provided to the Department of Food and Public Distribution



Source: Department of Food & Public Distribution and WFP. 2020. *Improving the efficiency of the Targeted Public Distribution System Progress of various TPDS related initiatives.*

93. **Under SO2, in response to government needs, WFP extended its activities from the previous CSP into the current one** by expanding its operations in Odisha and piloting THR production units in Uttar Pradesh and Rajasthan, effecting improvements in the quality of THRs, and introducing Social and Behaviour Change Communication (SBCC) modules to influence use and consumption of better quality THR products.
94. **Under SO3, WFP has been particularly flexible and responsive to the needs of NITI Aayog/Government of India and state governments.** Efforts to further enhance WFP strategic relevance under SO3 include (i) expansion of the client base to more formal work with new state governments (Rajasthan); (ii) establishing partnerships with new agencies, like the Development Monitoring and Evaluation Office in NITI Aayog and the National Institute of Disaster Management; and (iii) entering new domains of activities (such as secure fishing and millet production) and national evaluation capacity building.
95. **Considering national needs, WFP strategic positioning has been limited in terms of its contribution to capacity strengthening around SDG 2 because of the reach it has had to only a few states across the country.** Part of this is attributable to the limited resources that the Country Office has at its command that restrict the extent to which WFP can meet the capacity strengthening needs of states with major FSN challenges.

EQ1.4: To what extent is the CSP coherent and aligned with the wider United Nations and include appropriate strategic partnerships based on the comparative advantage of WFP in India?

Summary: The CSP is coherent with the India United Nations Strategic Development Framework (UNSDF 2018–2022) that outlines the work of UN agencies in India. WFP has collaborated most effectively with UNICEF, UNDP, and the Resident Coordinator’s Office to promote priority outcomes under the UNSDF especially under the Results Group addressing nutrition and food security. WFP has been able to establish its comparative advantage among UN agencies by focusing on technical capacity strengthening of food-based safety net programmes.

96. **The CSP is coherent and aligned with the wider goals of UNSDF (2018–2022).** SO1, SO2 and SO3 are well aligned with the UNSDF results and strategies of the following Results Groups of which WFP is a member: (i) Nutrition and Food Security; (ii) Climate Change, Clean Energy and Disaster Resilience, and (iii) Gender Equality and Youth Development (see annex XV, table 22). Odisha, Rajasthan, and

Uttar Pradesh, in which WFP operates, are three of the states and regions that UNSDF prioritizes. Interviews with United Nations agencies identified the following activities in which WFP played an important role:

- As a member of the Inter-Agency Protection from Sexual Exploitation and Abuse network, WFP partnered with UNDP, UNICEF, IOM and the United Nations Population Fund on a joint project for capacity assessment and training on the protection of sexual exploitation, sexual harassment and abuse. In partnership with UNICEF, WFP jointly facilitated the first townhall for all United Nations staff, where case studies and examples were discussed to illustrate cases of harassment and exploitation.
- WFP partnered with UNICEF and WHO to offer guidance and communication for supporting breastfeeding. This package was used across India by the platforms under the National Health Mission and POSHAN Abhiyaan. The social media package on breastfeeding and complementary feeding was developed and disseminated as part of the COVID-19 response.
- WFP joined the United Nations-led Post-Disaster Needs Assessment after the 2018 floods in Kerala and the 2019 Cyclone Fani in Odisha.
- WFP, along with UNICEF and WHO, organized a session on addressing maternal, adolescent and childhood obesity at the Second Annual National Conference of the Epidemiology Foundation of India in October 2021.
- WFP took the lead in representing the United Nations system and strategically supporting the Government of India at the Food Systems Summit.¹²⁸

97. **Discussions with UNDP, UNICEF, and FAO reveal that WFP has positioned itself among United Nations agencies as having a comparative advantage in the technical capacity-strengthening of the three food-based safety net programmes.** Other United Nations agencies are not active in this area. The WFP Country Director has been an active participant in United Nations Country Team meetings as well as in the meetings of the NITI Aayog-United Nations Joint Steering Committee that is co-chaired by the Vice Chair of NITI Aayog and the United Nations Resident Coordinator.

2.2. EQ2: WHAT ARE THE EXTENT AND QUALITY OF THE SPECIFIC CONTRIBUTION OF WFP TO STRATEGIC OUTCOMES OF THE COUNTRY STRATEGIC PLAN?

EQ2.1: To what extent did WFP deliver expected outputs and contribute to the strategic outcomes of the country strategic plan?

Summary: WFP has delivered most of the expected outputs despite delays and disruptions caused by the COVID-19 pandemic. The Country Office has made distinct contributions to capacity strengthening during the implementation of the CSP across all three SO areas. The WFP contribution could have been enhanced through stronger advocacy and more frequent policy dialogues complementing technical capacity-strengthening efforts.

98. The contributions to capacity-strengthening made by WFP across the CSP are discussed below. The section outlines output achievement and contributions to strategic outcomes related to the CSP. To accurately interpret tables 5, 7, 9, and 11, it is worth mentioning that quantitative targets in annual country reports and COMET¹²⁹ are not fully adequate on their own to represent the complete monitoring reality.¹³⁰ The section also examines the evolution and strategic shift of the CCS activities that were initiated during the previous CSP (2015–2018) and that continue in the current CSP¹³¹ due to their long-term nature. This section combines quantitative data generated from WFP corporate

¹²⁸ Government of India and WFP. 2022. *United Nations Food Systems Summit (UNFSS) 2021 and India's Food System Policies*.

¹²⁹ COMET (Country Office Tool for Managing Effectively) is the WFP corporate tool for programme design, implementation, monitoring, reporting and performance management.

¹³⁰ See annex X.

¹³¹ These include: Rice fortification in Mid-day meals; Take-home rations; Knowledge and evidence generation; SSTC.

monitoring systems and annual country reports with primary qualitative data obtained from interviews and document reviews. Detailed indicator data performance can be found in annex XII.

SO1: The most vulnerable people in India are better able to meet their minimum food needs all year round.

Summary: Under SO1, the WFP partnership with national and state governments has positively contributed to improving the efficiency and cost-effectiveness of TPDS implementation. More frequent policy dialogues and stronger advocacy with governments on food security and nutrition challenges could have amplified the contribution of technical support for capacity-strengthening of the TPDS.

99. WFP has, over the course of two CSPs, progressed strategically from first supporting the national and state governments in the automation and computerisation of the TPDS system to now supporting them in strengthening efficiency. Under SO1, WFP improved access to food for the most vulnerable populations by strengthening the Government TPDS with more than half a million Fair Price Shops¹³² around the country. WFP support to improving access to food has included improved targeting, providing policy inputs, undertaking advocacy, strengthening community awareness among beneficiaries; supporting capacity strengthening of government and NGO staff; contributing to supply chain optimization, digitization, automation, and warehouse management; enhancing technical systems through the implementation of central grievance redressal monitoring systems; analysing data for supply chain networks; and introducing innovations such as e-Learning systems for government staff.
100. The information provided in Table 4 illustrates the nature and contributions of technical capacity support provided by WFP, and presents “sub-activities” conducted under CSP activity that were identified by the Evaluation Team in consultation with the Country Office during the development of the ToC (annex XI)¹³³ to provide further specificity and understanding of the nature of WFP work in India.

Table 4: Technical capacity strengthening support provided by WFP under SO1 and contribution (as per Reconstructed ToC)

| WFP contribution to capacity strengthening | Activities |
|---|--|
| <p>Providing policy inputs, advocacy and technical assistance and direct support to the central project management unit in the Department of Food and Public Distribution to enhance the efficiency, targeting, and service delivery of TPDS</p> <p>Linking smallholder farmers, especially women SHGs to improved government supply chains and procurement</p> | <ul style="list-style-type: none"> ○ Enabled uniformity with respect to data input and real-time monitoring and oversight ○ Developed for tracking real time data to monitor prices of 22 essential commodities in 161 locations across all states and Union Territories used by the Government of India for designing appropriate market interventions to stabilize prices ○ Made real-time price data accessible to farmers, which in turn has helped prevent them from being exploited, enabling them to negotiate better prices from buying agents ○ Facilitated regular monitoring of TPDS operations and implementation of reforms at local levels |

¹³² According to Section 2(4) of the NFSA, “Fair Price Shop” means a shop which has been licensed to distribute essential commodities by an order issued under section 3 of the Essential Commodities Act 1955 to ration card holders under the TPDS.

¹³³ Sub-activities identified during the TOC development are not part of the CSP logframe and do not have specific measurement indicators. The same applies to tables 6, 8 and 10.

| | |
|--|---|
| Integrating improved socioeconomic demographic profiling, reduction of inclusion/exclusion errors, and convergence of food-based programmes under NFSA | <ul style="list-style-type: none"> o Documented the different criteria for inclusion and exclusion of beneficiaries under the TPDS adopted by states and Union Territories ^a o Contributed to the formulation of the Central Model Guidelines of inclusion and exclusion criteria |
| Raising awareness for vulnerable people, especially migrants, of their entitlements through One Nation, One Ration Card (ONORC) | <ul style="list-style-type: none"> o Extended support for ensuring national portability of the ration card^b under ONORC through the design and production of SBCC materials as inputs for awareness-generation campaigns^c in selected cities in Uttar Pradesh and Odisha^d o Supported the National Portability for the TPDS in Uttar Pradesh that is enabling 143 million beneficiaries, including migrant workers and their families during the COVID-19 crisis, to access their entitlements in multiple locations within the state and in other locations under the ONORC initiative o Supported the Government to reach TPDS beneficiaries and close to 80 million migrants through radio spots and other information products across the country. |
| Facilitating improvements in national safety nets through both quality and control standards | <ul style="list-style-type: none"> o Extended technical support for supply chain optimization,^e automatic mechanisms, data analytics and optimization of movement plans to improve supply chain management of grains and exchange warehouse storage o Demonstrated through pilots in Odisha and Uttarakhand the savings in transportation costs using advanced analytics and operations research techniques o Established efficiency gains through improved monitoring and tracking of vehicle movements by GPS (Mobile based application) deployment in vehicles distributing food grains in Uttar Pradesh and Rajasthan o Established the potential for substantial reduction in food grain losses through better storage, improved warehouse management by Food Corporation of India, and use of Mobile Storage Units in Uttarakhand and Odisha o Developed the 'Annapurta' automated food grain dispenser for use in FPS o Began piloting mobile storage units in two states to reduce storage losses within government procurement systems o Provided technical assistance on developing and launching a mobile application to enable nearly 10 million citizens of Uttarakhand to have essential food items delivered to their homes during the lockdown o Completed analysis of the TPDS supply chain of Uttarakhand, which identified ways to save 76 percent on transportation costs for the State o Developed a mobile data collection app to help Mission Shakti collect data on 700,000 WSHGs and strengthen their management information system. |

Source: ACR 2019, 2020 and 2021; WFP Internal documents; Key informant interviews with Country Office staff.

^a WFP India. 2013. WFP Report on Beneficiary Identification Criteria under NFSA.

^b WFP India. 2020. Concept note on National Portability in the PDS/WFP report on Implementation of National Portability in TPDS.

^c WFP India. 2017. Concept note on National Portability of Public Distribution System; The Government of India. n.d. *NFSA Dashboard* /<https://nfsa.gov.in/>

^d WFP India. n.d. ONORC-Lucknow Report.

^e WFP India. 2021. Supply Chain Optimization and Data Analytics for enhancement of TPDS in Uttarakhand; WFP India. 2021. Country Capacity Strengthening: Technical Support to the Government of India for Transforming Supply Chains.

101. Table 5 presents the outcome and output achievements under SO1 Activity 1, as reported in the annual country reports.

Table 5: SO1 Outcome and Output Achievements (Activity 1)

| OUTCOME INDICATORS SO1: The most vulnerable people in India are better able to meet their minimum food and nutrition needs all year round | | | | | |
|--|-----------------|---|---|---|--------------------------|
| Outcome Indicator | Baseline | Follow-up value and percentage of achievement against annual target (2019) | Follow-up value and percentage of achievement against annual target (2020) | Follow-up value and percentage of achievement against annual target (2021) | End of CSP Target |
| Number of national food security and nutrition policies, programmes and system components enhanced as a result of WFP capacity-strengthening | 0 | 3 (75 percent) | 5 (56 percent) | 10 (83 percent) | 23 |
| Partnerships Index | 5 | 8 (100 percent) | 14 (93 percent) | 14 (100 percent) | 18 |

| OUTPUT INDICATORS SO1 | | | | |
|---|---|---|---|---|
| Activity 1: Provide policy inputs, advocacy, and technical assistance to enhance the efficiency, targeting, service delivery, and supply chain of government programmes to improve access to food. | | | | |
| Output indicator | Detailed indicator | Value (achievement percentage against target) | | |
| | | Follow-up value and percentage of achievement against annual target (2019) | Follow-up value and percentage of achievement against annual target (2020) | Follow-up value and percentage of achievement against annual target (2021) |
| Output: C: Capacity development and technical support provided | | | | |
| People benefitting from social safety nets become aware of, receive, and create a demand for nutritious foods, including fortified foods. | | | | |
| Number of capacity strengthening initiatives facilitated by WFP to enhance national food security and nutrition stakeholder capacities (new) | # of technical assistance activities provided | 2 (100 percent) | 6 (100 percent) | n.d. (n.a) |
| | # of training sessions/workshops organized | n.d (n.a) | 6 (100 percent) | n.d. (n.a) |
| Smallholder farmers, especially women, benefit from government programmes, including better supply chain/market integration, to increase their income and improve their sustainable livelihoods. | | | | |

| | | | | |
|---|--|-------------------|-----------------------------|------------------------------|
| Number of capacity-strengthening initiatives facilitated by WFP to enhance national food security and nutrition stakeholder capacities (new) | # of technical assistance activities provided | 1 (100 percent) | 2 (67 percent) ¹ | 3 (100 percent) ² |
| | # of training sessions/workshop organized | 11 (183) percent) | 0 (0 percent) ³ | 1 (33 percent) ⁴ |
| <p>¹Note: While waiting for the agreement to be signed in 2021, WFP only completed two out of the three planned activities</p> <p>²Note: Agreement with Mission Shakti was signed in mid-2021. In spite of this delay, WFP had time to achieve its annual target</p> <p>³Note: All training activities were stopped or postponed due to the pandemic</p> <p>⁴Note: Due to the late signing of the agreement, only one training on the use of the mobile app was completed and two workshops were rescheduled for 2022</p> | | | | |
| Vulnerable people become aware of their entitlements and have improved access to assistance, as a result of convergence, improved targeting and service delivery, and optimized supply chains of social safety nets to meet their basic nutrient needs | | | | |
| Number of people engaged in capacity-strengthening initiatives facilitated by WFP to enhance national food security and nutrition stakeholder capacities (new) | # of government/ national partner staff receiving technical assistance and training | 600 (200 percent) | 170 (142 percent) | 100,000 (10,000 percent) |
| Number of capacity-strengthening initiatives facilitated by WFP to enhance national food security and nutrition stakeholder capacities (new) | # of technical assistance activities provided | 20 (111 percent) | 15 (83 percent) | 15 (107 percent) |
| | # of training sessions/workshop organized | n.d (n.a) | 15 (188 percent) | 3 (100 percent) |
| Number of tools or products developed or revised to enhance national food security and nutrition systems as a result of WFP capacity-strengthening support (new) | # of tools or products developed | 18 (82 percent) | 11 (79 percent) | 25 (104 percent) |
| Number of national institutions benefitting from embedded or seconded expertise as a result of WFP capacity-strengthening support (new) | # of national institutions benefitting from embedded or seconded expertise as a result of WFP capacity-strengthening support (new) | 2 (100 percent) | 6 (150 percent) | 5 (100 percent) |

| Legend | 0–25 percent | 26–50 percent | 51–75 percent | 75–90 percent | >90 percent | no data |
|--------|--------------|---------------|---------------|---------------|-------------|---------|
|--------|--------------|---------------|---------------|---------------|-------------|---------|

Source: WFP ACRs 2019, 2020 and 2021.

Note: The activities presented in this table are those of the CSP document and logframe. They are high-level and slightly differ from those of the TOC in annex XI which have been broken down for further specificity.

102. **In terms of the SO1 overall performance, the annual country reports note an achievement rate of 66 percent of the annual targets.** Delays in implementation of planned activities due to the COVID-19 pandemic, in signing of partnership agreements and in getting government approval for planned interventions (for reasons outside the control of the Country Office) were the principal factors that led to under-achievement in meeting outcome and output targets.
103. **Most stakeholders working in food distribution¹³⁴ acknowledge the positive contributions of WFP to decision-making and streamlining of TPDS operations through digitization and data analytics as well as technical support for supply chain optimization.**¹³⁵ Support to data analytics entailed the creation of dashboards for six states, and facilitated analysis, decision-making and strategy development for improved efficiency of the TPDS. This support also involved developing tools and products to raise community awareness, and trainings and workshops for government stakeholders on technological reforms. The use of data analytics served to (i) improve various TPDS components for evidence-based decision-making and management such as beneficiary management, FPS automation, supply chain management, and grievance redressal; (ii) assist in the planning, monitoring and adjustment of operations; (iii) detect and prevent potential fraud; and (iv) improve transparency, accountability, cost-efficiency and effectiveness.
104. WFP has compiled and analysed the targeting criteria used by all 36 states and union territories in India and developed a dashboard to support an inter-ministerial group ensuring convergence across various social protection schemes in India. This analysis is being utilized to reduce the inclusion/exclusion errors in the TPDS while also defining the policy for national criteria.
105. WFP collaborated with the state government of Odisha and Ericsson India Global Services to assess the procurement and supply chain system of the TPDS. Using advanced analytics, WFP recommendations for supply chain optimization could help the Government save 32 percent of transportation costs. Based on these recommendations, the Government started updating its supply chain and paddy procurement systems. For its partnership with WFP and the state government, Ericsson India Global Services won 'Corporate Social Responsibility (CSR) Project of the Year' at India's Sixth CSR Impact Awards.
106. Findings from Case Study 1 on WFP transformative capacity-strengthening of the Department of Food and Public Distribution in the Government of India Ministry of Consumer Affairs, Food and Public Distribution (annex III) show that WFP is a trusted partner of the Department of Food and Public Distribution, whose contribution to strengthening TPDS is well recognized by governments.
107. The key WFP partner under SO1 was the Programme Management Unit in the Ministry of Consumer Affairs, Food and Public Distribution. In 2019, with support of a staff seconded by WFP, the Programme Management Unit supported training in 17 states for government staff. Subsequently, trained government officials were able to identify core components of FPS automation and supply chain management systems, which led to a more efficient implementation and monitoring of those processes. Officials in the Government of Uttar Pradesh acknowledge that similar support through the secondment of a full-time WFP staff member facilitated successful completion of end-to-end

¹³⁴ Based on key informant interviews with central and state government officials and other stakeholders.

¹³⁵ WFP India. 2021. Report on Country Capacity Strengthening: Technical Support to the Government of India for Transforming Supply Chains.

computerization of the TPDS and enabled close to 80,000 Fair Price Shops (FPS) in the state to transition to the use of biometric authentication.

108. **The WFP contribution for strengthening technical capacities could have been greater through more pro-active and comprehensive advocacy at the national and state level for advancing the SDG 2 agenda.** Stronger advocacy could ensure that state governments provide adequate funds to scale-up some of the technical innovations. Key informants familiar with WFP operations noted that more frequent policy dialogues at senior levels of government are important for ensuring that FNS issues remain in focus. Engaging with governments beyond extending technical support is important to maximize the impacts of WFP contributions to CCS.

SO2: People with a high risk of malnutrition, especially women, children and adolescent girls in India have improved nutrition by 2025.

Under SO2, WFP has demonstrated the viability of pilot projects and supported the scaling up of rice fortification. WFP has worked with the private sector on fortified rice kernel production and building the capacities of rice millers. WFP has also developed Social and Behaviour Change Communication (SBCC) materials for influencing use and consumption of quality foods. The insufficient advocacy to increase Government of India per beneficiary cost norms, currently focusing on proteins and calories rather than ensuring a shift towards offering a balanced diet, and the insufficient financial and human resources with the Country Office, especially to assist WSHGs operating the THR production units, have limited the effectiveness of WFP contributions under SO2.

109. **Activity 2** includes establishing the viability of demonstration pilot projects on fortified rice; generating evidence; working with and sensitizing the private sector on fortified rice kernel production; building capacities of rice millers; developing SBCC materials for influencing use and consumption of quality foods; supporting the Food Safety and Standards Authority of India in the development of fortification standards on rice; piloting and scaling up take-home ration production; supporting the national school feeding programme by strengthening staff capacity; and advocating with government stakeholders for mainstreaming of fortified rice in all three food-based safety nets. Table 6 illustrates the nature and contribution of technical capacity support provided by WFP.

Table 6: Technical capacity-strengthening support provided by WFP under SO2 (Activity 2) and contribution

| Support provided by WFP (as per Reconstructed ToC) | Examples of contribution to country capacity-strengthening |
|---|--|
| <ul style="list-style-type: none"> • Demonstrating feasibility and evidence-based advocacy including assessment of pilot projects • Supporting the national school-feeding programme by strengthening staff capacity, SBCC, and school gardens and by sharing experiences globally through a school feeding network and SSTC • Ensuring nutrition considerations are integrated as a priority by national and state authorities by leveraging key partnerships with the private sector and multilateral institutions • Evaluating and sharing pilot experiences to improve social and | <ul style="list-style-type: none"> • Helped scale up THR and fortified rice in ICDS across Kerala, including SBCC material highlighting the importance of THR • Contributed to the Centre Sector Scheme roll-out^a in four states;^b three states^c decided on inclusion of fortified rice • Gave major push to rice fortification of THR^d and hot-cooked meals^e in Odisha, Uttar Pradesh, and Rajasthan and for improving the overall composition and quality of the THR product • Instrumental in the decision of Uttar Pradesh to scale up THR production to 43 districts, and across the state of Rajasthan for use of improved THR • Undertook assessment of available THR being used in ICDS • Offered training to rice millers for production of fortified rice kernels • Undertook baseline and end line assessment of fortified rice for mid-day meals in Uttar Pradesh and Odisha |

| | |
|--|--|
| <p>economic welfare and nutritional outcomes</p> <ul style="list-style-type: none"> Developing a convergent approach to improve nutrition through studies, SBCC, pilots and research. | <ul style="list-style-type: none"> Supported mass awareness-building on importance of the consumption of fortified rice in improved nutritional outcomes through SBCC Developed and pilot tested the low-cost tech-based preloaded offline modules and FoSafMDM application^f now introduced in Odisha and Uttar Pradesh Calculated the incremental cost of fortified rice which formed the basis for computing the incremental budget developed by the Department of Food and Public Distribution. |
| <ul style="list-style-type: none"> Improving quality, fortification, dietary and safety standards of take-home ration targeted to PLWs, adolescent girls and children 6–36 months of age Piloting and scaling up decentralized models of HRs production through women’s self-help groups Training of personnel involved in THR production | <ul style="list-style-type: none"> Conducted production trails, acceptability studies and shelf-life study of THRs Supported pilot in Kerala for improved THR and government scale-up across the state. Supported pilot in Uttar Pradesh and Odisha through WSHGs by installation of automated machines; state governments decided to scale up across the states Trained WSHGs in operation of THR production units and THR production Trained frontline functionaries on improved THR so that they can convey its benefits to the community and care givers Ensured introduction of FoSafMDM application in Odisha and Uttar Pradesh. |

Note: The information provided in table 6 attempts to illustrate the nature and contribution of technical capacity support provided by WFP. The column on “Activities” presents the CSP activity 1 “sub-activities” which have been identified by the evaluation team in consultation with the Country Office during the development of the TOC (annex XI), to provide further specificity and understanding of the nature of WFP work in India.

^a WFP. 2019. WFP India Annual Country Report.

^b Uttar Pradesh, Kerala, Odisha and Chhattisgarh.

^c In Uttar Pradesh, Odisha and Utrakkhanda effective from January 2021, July 2021 and September 2021 respectively.

^d India - ACR Table: Outcome Indicators (2019-2023) (File: CM-R010b _Outcome indicators_ (CSP) _v1.1).

^e WFP. 2020. WFP India Annual Country Report.

^f Food Safety Midday Meal application.

110. The formulation of WFP for the pilot scheme and piloting of rice fortification and sustained advocacy has contributed to the Government of India decision to introduce fortified rice in the ICDS and mid-day meals (PM POSHAN) schemes. Given that rice is consumed by 65 percent of the Indian population and is the main cereal distributed through the social safety nets, WFP efforts in the last few years have been focused on operationalizing different models of fortification in the government food-based safety nets across the states with WFP presence *i.e.*, Odisha, Kerala, and Uttar Pradesh; creating operational evidence for large-scale rice fortification in India; providing technical assistance towards development of food fortification standards; sustaining and scaling-up fortification initiatives; sensitizing various stakeholders on the need for fortification; working with the private sector to increase fortified rice kernels production capacity in the country and establishing fortification as an intervention addressing micronutrient deficiency disorders in government policies and programmes through advocacy at the highest levels in NITI Aayog and the Government of India. WFP has also facilitated study tours for government delegations on fortified rice to Costa Rica and has brought delegations from other countries to India.

111. WFP was able to successfully make the case for mainstreaming fortified rice in government safety nets in 2019. This translated into the development of a Centre Sector Scheme for the

distribution of fortified rice in the PDS under the Ministry of Consumer Affairs, Food and Public Distribution. WFP supported both the formulation of the scheme as well as the development of the operational guidelines for its cascade down to the states. WFP is a technical partner for roll-out of the scheme in five states, namely Odisha, Kerala, Uttar Pradesh, Uttarakhand and Chhattisgarh. WFP has also been working in the states to support state-wide roll out of fortified rice in the ICDS and PM POSHAN schemes through assessment of rice mills, providing guidance to millers on equipment to be set up, capacity building of rice millers, working with states to develop tender documents for procurement of fortified rice kernels, laboratory services and setting up standard operating procedures around the same, positioning staff in the Department of Food and Public Distribution, Government of India; conducting SBCC campaigns with communities on fortified rice as well as capacity-building of government staff and frontline functionaries.

112. WFP has played a pioneering role in encouraging THR production by women's self-help groups.

In Kerala, Odisha and Uttar Pradesh, WFP technical support from a pilot project to a scaled-up implementation, has contributed to capacity-strengthening of SHGs that are able to operate viable THR production units. In Uttar Pradesh, even though production in the two pilot THR production units operated by WSHGs started only in April 2021, the Government of Uttar Pradesh, with technical assistance from WFP, has decided to scale up THR production through WSHGs across the state in 43 districts through the establishment of 202 THR production units by 2023.¹³⁶

113. Improving the quality of THR is another area where WFP has been effective in capacity-strengthening.

Based on the findings and recommendations of the WFP review of THR¹³⁷ as well as interactions with government officials, WFP worked on product compositions, tested shelf life, and packaging options of THR to develop four new types of THR products that meet and even in some cases exceed the energy requirement of Integrated Child Development Services guidelines. Changes to labelling that display the ration composition and nutritional value, as well as instructions for storage and preparation, have been adopted by Integrated Child Development Services in Odisha and Uttar Pradesh. Active promotion of SBCC materials in the two states is helping with the preparation and consumption of THR products including ensuring better intra-household food distribution.¹³⁸ Please refer to Case Study 2 "Support to the production of Take-Home Rations" in annex IV for more details.

114. Table 7 presents the outcome and output achievements under SO2.

¹³⁶ Information gathered during the field visit in November–December 2021.

¹³⁷ WFP. 2019. *Review of Take-Home Rations under the Integrated Child Development Services in India*.

¹³⁸ Information collected during a key informants interview in Uttar Pradesh with governmental officials, and WFP officials in the field and in Delhi.

Table 7: SO2 Outcome and Output Achievements (Activity 2)

| OUTCOME INDICATORS SO2: People with high risk of malnutrition, especially women, children, and adolescent girls in India have improved nutrition by 2025. | | | | | |
|---|----------|--|--|--|-------------------|
| Outcome Indicator | Baseline | Follow-up value and percentage of achievement against annual target (2019) | Follow-up value and percentage of achievement against annual target (2020) | Follow-up value and percentage of achievement against annual target (2021) | End of CSP Target |
| Number of national food security and nutrition policies, programmes and system components enhanced as a result of WFP capacity-strengthening | 0 | 5 (167 percent) | 9 (129 percent) | 14 (116 percent) | =10 |
| Proportion of children 6–23 months of age who receive a minimum acceptable diet | 3.40 | <i>Discontinued – no data available for any year</i> | | | ≥ 70 |
| Resources mobilized (USD value) for national food security and nutrition systems as a result of WFP capacity strengthening | 0 | 28.1 million (n.a.) | 64.5 million (129 percent) | 30.5 million (305 percent) | =50 million |
| Partnerships Index | 14 | 14 (78 percent) | 16 (114 percent) | 18 (100 percent) | =18 |

| OUTPUT INDICATORS (SO2) | | | | |
|--|---|--|--|--|
| SO2 Activity 2: Support state and national governments to improve and integrate nutrition policy and programming, including enhanced quality, advocacy, and systematized approaches. | | | | |
| Output indicator | Detailed indicator | Value (achievement percentage against target) | | |
| | | Follow-up value and percentage of achievement against annual target (2019) | Follow-up value and percentage of achievement against annual target (2020) | Follow-up value and percentage of achievement against annual target (2021) |
| Output: C: Capacity development and technical support provided | | | | |
| People in India benefit from the availability and affordability of fortified and nutritious food through a supportive policy environment and enhanced food safety and quality standards to improve their micronutrient status. | | | | |
| Number of capacity-strengthening initiatives facilitated by WFP to enhance national food security and nutrition stakeholder capacities (new) | # of technical assistance activities provided | 8 (100 percent) | 8 (89 percent) | 15 (100 percent) |
| | # of technical assistance activities provided | 1 (100 percent) | n.d. (n.a.) | n.d. (n.a.) |

| | | | | |
|--|---|-----------------------|-----------------------|-------------------------|
| | # of training sessions/workshops organized | 15 (150 percent) | 9 (180 percent) | 9 (100 percent) |
| | # of training sessions/workshop organized | 103 (103 percent) | n.d. (n.a.) | n.d. (n.a.) |
| Number of tools or products developed or revised to enhance national food security and nutrition systems as a result of WFP capacity-strengthening support (new) | # of tools or products developed | 2 (100 percent) | 3 (300 percent) | 11 (138 percent) |
| Vulnerable people throughout their life cycle receive a coherent set of nutrition services and quality nutritious food as a result of improvements to the ICDS and other programmes, which focus on the prevention and treatment of malnutrition, including stunting and moderate to acute malnutrition. | | | | |
| Number of people engaged in capacity-strengthening initiatives facilitated by WFP to enhance national food security and nutrition stakeholder capacities (new) | # of govt/national partner staff that have received technical assistance and training | 3,588 (120 percent) | 1,095 (175 percent) | 3,018 (148 percent) |
| Number of capacity-strengthening initiatives facilitated by WFP to enhance national food security and nutrition stakeholder capacities (new) | # of technical assistance activities provided | n.d. | 15 (100 percent) | 10 (143 percent) |
| | # of training sessions/workshops organized | n.d. | 31 (310 percent) | 8 (89 percent) |
| Number of tools or products developed or revised to enhance national food security and nutrition systems as a result of WFP capacity strengthening support (new) | # of tools or products developed | 20 (200 percent) | 31 (310 percent) | 15 (88 percent) |
| Output E: Social and behavior change communication (SBCC) delivered | | | | |
| People benefitting from safety nets receive targeted and gender-responsive social and behavioural change communication to improve their consumption of nutritious diets, feeding and health practices, along with equitable sharing of responsibilities among men and women. | | | | |
| Number of people reached through interpersonal SBCC approaches | # of people reached through interpersonal SBCC approaches (male) | 251,919 (100 percent) | 188,568 (189 percent) | 3,932,500 (100 percent) |
| | # of people reached through interpersonal | 251,918 (100 percent) | 188,569 (189 percent) | 3,932,500 (100 percent) |

| | | | | | | |
|--|--|-----------------------|-----------------------|----------------------|-------------|---------|
| | SBCC approaches (female) | | | | | |
| Number of people reached through SBCC approaches using media | # of people reached through SBCC approaches using traditional media (i.e., songs, theatre) | 908,522 (100 percent) | 377,137 (189 percent) | 1,122 (112 percent) | | |
| | # of people reached through SBCC approaches using social media (i.e., trotter, Facebook) | n.d. | 442,884 (111 percent) | 34,137 (137 percent) | | |
| Legend | 0–25 percent | 26–50 percent | 51–75 percent | 75–90 percent | >90 percent | no data |

Source: WFP ACRs 2019, 2020 and 2021.

Note: The activities presented in table 7 are those of the CSP document and logframe. They are high-level and slightly differ from those of the ToC in annex XI which have been broken down for further specificity.

115. Of the four **outcome indicators under SO2, one indicator shows more than 75 percent across three years, and two are above 100 percent across the years.** One indicator was discontinued. When applied and measured, all the seven output indicators achieved at least 88 percent of their target. The main contributions of SO2 WFP work through CCS inputs are presented above in Table 6.
116. Three factors have been limiting the effectiveness of the contribution under SO2. First, the financial viability of the THR production units is linked to the per-beneficiary cost norms announced by the Government of India under the ICDS scheme. Such norms are not indexed to inflation, which adversely affects the financial viability of THR production units. Second, WFP has not advocated effectively for both revising the dietary norms as well as increasing costs per beneficiary for ensuring maximum benefits to WSHGs as well as beneficiaries. The focus has been mostly on ensuring adequate proteins and calories rather than on providing a balanced diet. Advocating for revisiting the norms to accommodate a balanced diet would mean additional costs, which would likely compound the concern about per beneficiary costs, since even current amounts paid to the production units are insufficient. Third, the allocation of financial and human resources by WFP, especially for handholding WSHGs operating the THR production units seem insufficient. Effectively scaling up THR production units in Uttar Pradesh would call for a larger and more diversified WFP team on the ground, especially if WFP must assume responsibility for successful operations.

SO3: National and state institutions have enhanced capacity to deliver on SDG 2 and related targets and collaborate with regional and global partners towards SDG 2.

Summary: Under SO3 Activity 3, the evidence generated and analyses conducted by WFP have informed policy formulation and thinking, supported decisions related to adopting innovations and scaling up pilot projects, and contributed to enhancing national evaluation capacities. However, such analyses of the food security and nutrition situation has often been one-off in nature have rarely occurred and there has been little follow-up on previous analyses. Limited evidence was found of dissemination efforts to maximize the impacts of the findings and recommendations of such reports. Also, limited efforts were made during the CSP to address issues of urban food insecurity, which worsened due to the COVID-19 pandemic.

117. **Activity 3** aims to strengthen institutional capacities at various levels in generating, sharing and using evidence for coordinated planning, roll-out and monitoring of actions for attaining SDG 2. Table 22 in annex XVI lists the knowledge products generated by the WFP Evidence and Results Unit, under

Activity 3 during the CSP. Table 8 illustrates the nature and contribution of technical capacity support provided under SO3 Activity 3.¹³⁹

Table 8: Technical capacity-strengthening support provided by WFP under SO3 (Activity 3) and examples of contributions

| Support provided by WFP (as per Reconstructed ToC) | Examples of contribution to country capacity-strengthening |
|---|--|
| Evaluating proof of concepts and supporting the institutionalization of FSN analysis when reviewing government policies and operational plans | <ul style="list-style-type: none"> • Conducted FSNA at the national and state levels and advocated for use of FSNA results • Collected evidence on climate change, COVID-19, and disaster effects • Reviewed of NFSA and government policies on FSN • Institutionalized FSN analysis within government systems • Spearheaded evidence-generation activities to plug knowledge gaps • Developed FSNA reports that serve as the baseline for tracking FSN at the national and state levels • Plugged critical evidence gaps through climate change and FSN studies • Evaluated FSN programmes/policies and undertook strategic revisions for government based on evidence. |
| Improve evaluation capacities at the state and national levels through technical support in tracking FSN and SDG 2 indicators | <ul style="list-style-type: none"> • Promoted rice fortification in Odisha and Uttar Pradesh • Supported Information communications technology interventions for CCH in the school feeding programmes in Odisha and Uttar Pradesh • Contributed to TPDS reforms in Odisha • Supported fortification of THR in Kerala and Rajasthan |
| Institutionalizing core SDG 2 indicators/dashboards nationally and in selected states | <ul style="list-style-type: none"> • Co-developed the National Evaluation Policy and national evaluation strategy • Formulated evaluation curriculum and competencies, undertook trainings, facilitated knowledge exchange • Supported government FSN evaluations. |
| | <ul style="list-style-type: none"> • Provided inputs and extended support to tracking the national, state and district indicator frameworks on SDG 2, for the Ministry of Statistics and Programme Implementation in Rajasthan • Operationalized SDG 2 dashboard for Rajasthan • Developed SDG 2 vision and strategy document for Rajasthan • Organized trainings on SDG 2 in Rajasthan • Increased systemic demand for evidence on FSN • Enhanced government capacity to generate and use evidence for decision-making on FSN and SDG 2 • Increased availability of actionable evidence on FSN • Developed and supported national and state governments in use of robust national, state and district indicator frameworks • Supported regular reporting of FSN data in Rajasthan and Odisha |

¹³⁹ The information provided in table 8 attempts to illustrate the nature and contribution of technical capacity support provided by WFP. The column on “WFP capacity-strengthening inputs” presents the CSP activity 2 “sub-activities”, which have been identified by the Evaluation Team in consultation with the Country Office during the development of the ToC (annex XI) to provide further specificity and understanding of the nature of WFP work in India.

| | |
|--|--|
| | <ul style="list-style-type: none"> • Finalized SDG 2 vision document for Rajasthan and Odisha • Conducted institutional and individual M&E capacity and needs assessment of the state governments. |
|--|--|

Source: Key informant interviews with WFP staff; APR 2019, 2020, and 2021; internal documents and presentations by SO3 Team

118. The WFP contributions have been enhanced by the responsiveness of state governments who continued investing to address FSN issues, utilizing the evidence generated by WFP for decision-making, and ensuring the active participation of officials in the various activities carried out by WFP.
119. **Analyses conducted by WFP over the past 20 years have provided a baseline, improved the understanding of the FSN situation, and informed policy formulation and programmatic thinking.** Officials in the central and state governments pointed to the contribution of such reports in improving understanding of the FSN situation, and in establishing WFP credibility across India on FSN by partnering with well-established research organizations. They also acknowledged the contribution of WFP to enhancing government analytical capacities for FSN analysis in the case of national and Odisha reports.
120. **Government officials note that the FSN analyses availed by WFP enabled a discussion on issues of social discrimination and unequal access to food** arising out of gender, religion, caste, social, cultural, and geographical inequalities and discrimination as well as disabilities. **They also point out that more needs to be done to enhance the capacities to gather disaggregated and specialized real-time data**, without which it is difficult to identify and track the flow of benefits to vulnerable populations and improve transformative gender and inclusion programming.
121. **Stakeholders in the Government of India recognize WFP efforts at enhancing national evaluation capacities.** A case study of WFP national evaluation capacity-strengthening under the CSP¹⁴⁰ and key information interviews with relevant stakeholders reveal that WFP has been able to achieve several important milestones and deliver high-quality outputs over a relatively short period of around two years through direct interactions as well as secondment of WFP staff to government departments.
122. Table 9 lists the outcome indicators and performance for SO3 Act 3 during the CSP.

¹⁴⁰ See annex VI, Case Study 4 on National Evaluation Capacity Development: WFP Strategic and Technical Collaboration with Development Monitoring and Evaluation Office (DMEO), NITI Aayog.

Table 9: SO3 Outcome and Output Achievements (Activity 3)

| SO3 Act. 3 OUTCOME INDICATORS | | | | | |
|--|----------|--|--|--|-------------------|
| SO3: National and state institutions have enhanced capacity to deliver on SDG 2 and related targets and collaborate with regional and global partners towards SDG 2. | | | | | |
| SO3 Activity 3: Facilitate institutional capacity at various levels to generate, share and use evidence for coordinated SDG 2 planning, roll-out, and monitoring. | | | | | |
| Outcome indicator | Baseline | Follow-up value and percentage of achievement against annual target (2019) | Follow-up value and percentage of achievement against annual target (2020) | Follow-up value and percentage of achievement against annual target (2021) | End of CSP Target |
| Number of national food security and nutrition policies, programmes and system components enhanced due to WFP capacity strengthening | 0 | 1 (100 percent) | 4 (80 percent) | 9 (90 percent) | =15 |
| Partnership Index | 7 | 8 (100 percent) | 12 (86 percent) | 14 (100 percent) | =18 |

| SO3 Act. 3 OUTPUT INDICATORS | | | | |
|---|---|--|--|--|
| SO3 Activity 3: Facilitate institutional capacity at various levels to generate, share and use evidence for coordinated SDG 2 planning, roll-out, and monitoring. | | | | |
| Output indicator | Detailed indicator | Value (achievement percentage against target) | | |
| | | Follow-up value and percentage of achievement against annual target (2019) | Follow-up value and percentage of achievement against annual target (2020) | Follow-up value and percentage of achievement against annual target (2021) |
| Output: C: Capacity development and technical support provided | | | | |
| Vulnerable people in India benefit from continued recognition of food security and nutrition as a development priority, coherent and evidence-based SDG 2 related policies and plans, and a convergent approach adopted at various levels to improve their food security and nutrition, education, economic opportunities, and gender equality. | | | | |
| Number of capacity-strengthening initiatives facilitated by WFP to enhance national food security and nutrition stakeholder capacities (new) | # of technical assistance activities provided | 1 (100 percent) | 2 (100 percent) | 12 (171 percent) |
| | # of training sessions/workshops organized | 2 (100 percent) | 6 (100 percent) | 9 (180 percent) |
| Number of tools or products developed or revised to | # of tools or products developed | 9 (150 percent) | 7 (100 percent) | 12 (109 percent) |

| | | | | |
|---|--|-----------------|----------------|-----------------|
| enhance national food security and nutrition systems due to WFP capacity strengthening support (new) | | | | |
| Number of national institutions benefitting from embedded or seconded expertise due to WFP capacity strengthening support (new) | # of national institutions benefitting from embedded or seconded expertise as a result of WFP capacity-strengthening support (new) | 1 (100 percent) | 1 (50 percent) | 2 (100 percent) |

| Legend | 0-25 percent | 26-50 percent | 51-75 percent | 75-90 percent | >90 percent | no data |
|--------|--------------|---------------|---------------|---------------|-------------|---------|
|--------|--------------|---------------|---------------|---------------|-------------|---------|

Source: WFP ACRs 2019, 2020 and 2021.

Note: The activities presented in this table are those of the CSP document and logframe. They are high-level and slightly differ from those of the TOC in annex XI which have been broken down for further specificity.

123. **For SO3 Activity 3, during 2019–2021, national food security and nutrition policies, programmes and systems, and partnerships targets were generally achieved or almost achieved, both for outcome and output-level indicators.** This has been largely because the COVID-19 pandemic did not disrupt the CCS activities initiated under SO3 Act 3 as many activities could be done online.

124. While acknowledging that the FSN analyses of different states provide a baseline to assess progress, limited evidence was found of dissemination efforts to maximize the impacts of the findings and recommendations of such reports. Also, limited efforts were made during the CSP to address issues of urban food insecurity that worsened due to the COVID-19 pandemic when a large number of migrant workers faced severe household-level food shortages during the initial months of the lockdown before the Government of India augmented the provision of food through the TPDS. Finally, expansion into different states is largely dependent upon the availability of funding. There has been a long-time plan to move to Bihar, Chhattisgarh, Jharkhand and Madhya Pradesh but funding constraints have hampered this geographical expansion.

Summary: Under SO3 Activity 4, WFP has leveraged its expertise to support the Government in strengthening capacities for disaster risk reduction and climate change adaptation work, while facilitating collaboration with regional and global partners under South-South and Triangular Cooperation (SSTC) through exchange of knowledge and expertise. However, efforts at forging strategic SSTC partnerships in India to support demand-driven programmes in WFP operational countries have been limited during the CSP. The main limitations on the achievement of SO3 Activity 4 have been the COVID-19 pandemic and subsequent government reprioritization.

125. **Activity 4** focused on leveraging WFP expertise to support the Government of India in strengthening capacities for disaster risk reduction and climate change adaptation work, while facilitating collaboration with regional and global partners under SSTC through exchange of knowledge and expertise.

126. Table 10 illustrates the nature and contribution of technical capacity support provided under SO4 Activity 4.¹⁴¹

Table 10: Technical capacity-strengthening support provided by WFP under SO3 (Activity 4) and contribution

| Support provided by WFP (as per Reconstructed ToC) | Examples of contribution to country capacity strengthening |
|--|---|
| <p>Building government and NGO/CSO capacity through training, out-posting of staff, developing and piloting activities in areas such as emergency preparedness and response, and food and nutrition security in disaster risk management</p> | <ul style="list-style-type: none"> • Supported the capacity need assessment of 246 NGOs across the country, and the mapping and exchange of good practices initiative • Led a regional conference with the National Institute of Disaster Management to develop a capacity strengthening roadmap • Revived the Food and Nutrition Sector Committee of Sphere India^a and supported the overall coordination for the COVID-19 response as a sector lead. |
| <p>Developing strategies, analyses and models for climate-resilient livelihoods specific to small-holder farmers and marginalized communities</p> | <ul style="list-style-type: none"> • Built strategic partnerships on DRR with National Disaster Management Institute, NITI Aayog, and Odisha Millets Mission^b • Drafted a strategy and participated in the 14th session of the Conference of the Parties of the United Nations Convention to Combat Desertification in New Delhi • Finalized a climate strategy and participated in the 6th International Conference on Climate Services at the International Institute of Tropical Meteorology in Pune. |
| <p>Facilitating and institutionalizing regional and global SSTC by sharing best practices related to SDG 2 from India to the region and beyond</p> | <ul style="list-style-type: none"> • Carried out mapping and exchange of good practices for FNS in climate fragilities and disasters in the Asia region^c • Prepared a compendium of good practices for knowledge exchange and six policy briefs on millets as a climate-resilient nutrient crop^d • Supported development of relief codes for Odisha and Kerala • Provided input to the NDMA on Government of India rehabilitation policy on river and coastal erosions • Provided input to the Government of India on a position paper on millets • Organized an official side event at Asia Pacific Climate Week 2021 on "Bolstering local actions to enhance climate resilience" • Collaborated with NITI Aayog^e for focused mainstreaming of millets and strengthening of climate resilience agriculture for enhanced food and nutrition security^f • Completed the Odisha Millets Mission assessment and documentation of best practices and finalized compendium of case stories. |

¹⁴¹ See footnote 123.

^a WFP. 2019 and 2020. *WFP India ACRs*.

^b Please refer to annex V for the Case Study on the Transformation of Nutritional Food Baskets through the Odisha Millets Mission.

^c WFP. 2021. *WFP India ACR*.

^d *Ibid.*

^e Sharma, Y. S. December 2021. *NITI Aayog enters into agreement with UN WFP to diversify food basket in programmes*. The Economic Times, retrieved from https://m.economictimes.com/cdn.ampproject.org/c/s/m.economictimes.com/news/economy/agriculture/niti-aayog-enters-into-agreement-with-un-wfp-to-diversify-food-basket-in-programmes/amp_articleshow/88409584.cms

^f Agreement aims at a more diversified food basket under food distribution programme with focus on coarse grains and millets to address issues related to inclusion of millets in government food safety nets. Numerous steps have been taken to promote millets including establishment of center for excellence, integration of nutri-cereals in NFSA and establishment of Millet Mission in multiple states.

127. **The advancement of an SSTC approach for India and WFP system-wide support to such cooperation has been guided by a well-articulated SSTC Strategic Action Framework.**¹⁴² This has enabled WFP to achieve positive results in increased participation and mutual knowledge exchange and cross-learning within and between countries.

128. **Capacity-strengthening through the sharing of knowledge and experiences has been effective but limited by the COVID-19 pandemic.** Even so, WFP India has been agile in shifting from organizing cross-visits and regional learning events to adopting the virtual mode due to COVID-19 travel restrictions. WFP facilitated SSTC exchanges with Sri Lanka and Bhutan that have contributed to technical dialogue and advocacy, enhanced peer learning, and contextualization of the Indian best practices. The Government of India is examining a proposal to set up a National Commission of Micronutrients following a high-level study visit to Costa Rica by senior Government of India officials organized under SO2 in 2019. This visit achieved considerable success and led to the sharing of good practices in rice fortification.

129. Table 11 lists the achievements for outcome and output indicators for SO3 Activity 4 during the CSP.

¹⁴² WFP India. 2020. *WFP India's South-South & Triangular Cooperation Strategic Action Framework*.

Table 11: SO3 Outcome and Output Achievements (Activity 4)

| OUTCOME INDICATORS (Act. 4 - SO3) | | | | | |
|---|----------|--|--|--|-------------------|
| SO3: National and state institutions have enhanced capacity to deliver on SDG 2 and related targets and collaborate with regional and global partners towards SDG 2. | | | | | |
| Activity 4: Enable the Government of India and other countries to share knowledge and expertise and to provide disaster risk management services for the region. | | | | | |
| Outcome indicator | Baseline | Follow-up value and percentage of achievement against annual target (2019) | Follow-up value and percentage of achievement against annual target (2020) | Follow-up value and percentage of achievement against annual target (2021) | End of CSP Target |
| Number of national food security and nutrition policies, programmes and system components enhanced due to WFP capacity-strengthening | 0 | 0 (0 percent) ¹ | 2 (40 percent) | 4 (66 percent) | =8 |
| Number of national programmes enhanced due to WFP-facilitated South-South and triangular cooperation support | 0 | 1 (33 percent) ¹ | 1 (25 percent) ¹ | 2 (40 percent) ¹ | =5 |
| <i>¹Note: SSTC introduced in the CSP in 2019, taking time to reflect changes at the outcome level. In 2020 onwards, WFP had to adjust its SSTCC plans due to COVID-19: e.g., the COVID-19 Academy was introduced, providing extensive training sessions for participants in and out of the country</i> | | | | | |

| OUTPUT INDICATORS (Act. 4 - SO3) | | | | |
|---|--------------------|--|--|--|
| Activity 4: Enable the Government of India and other countries to share knowledge and expertise and to provide disaster risk management services for the region. | | | | |
| Output indicator | Detailed indicator | Value (achievement percentage against target) | | |
| | | Follow-up value and percentage of achievement against annual target (2019) | Follow-up value and percentage of achievement against annual target (2020) | Follow-up value and percentage of achievement against annual target (2021) |
| Output C: Capacity development and technical support provided | | | | |
| Vulnerable people in the region and globally benefit from the provision by India of shared experiences, expertise, and disaster risk management services to improve social and economic welfare, particularly food security and nutrition | | | | |

| | | | | |
|--|--|-----------------|----------------------------|-------------------------------|
| Number of capacity-strengthening initiatives facilitated by WFP to enhance national food security and nutrition stakeholder capacities (new) | Number of technical assistance activities provided | 3 (100 percent) | 0 (0 percent) ¹ | 20 (167 percent) ² |
| | Number of training sessions/workshops organized | 1 (100 percent) | 5 (100 percent) | |
| ² Note: The achievements under Activity 4 exceeded the plan as many of the activities planned for 2020 were completed in 2021, due to delays from COVID-19. | | | | |

| | | | | | | |
|---------------|--------------|---------------|---------------|---------------|-------------|---------|
| Legend | 0–25 percent | 26–50 percent | 51–75 percent | 75–90 percent | >90 percent | no data |
|---------------|--------------|---------------|---------------|---------------|-------------|---------|

Source: WFP ACR 2019, 2020 and 2021; WFP India Performance Data (2019–21)

Note: The activities presented in table 11 are those of the CSP document and logframe. They are high-level and slightly differ from those of the TOC in annex XI which have been broken down for further specificity.

130. **SO3 Activity 4 outcome targets for the period were largely underachieved due to delays and disruptions caused by the COVID-19 crisis, particularly affecting SSTC activities.** Achievements along all the output targets indicators reached or exceeded 100 percent with the exception of one (0 percent achievement), which was due to the COVID-19 pandemic.
131. **Efforts at forging strategic SSTC partnerships in India to support demand-driven programmes in WFP operational countries have been limited during the CSP.** The SSTC is being delivered through line Ministries alongside MEA. Most of these Ministries (dealing with food and agriculture) were preoccupied with responding to the COVID-19 pandemic. Also, since the SSTC is voluntary and demand driven, the Country Offices enable Indian institutions to share their experience/solutions with other developing countries if and when requested.
132. The Evaluation Team notes that the identification of areas for capacity strengthening was done keeping in mind (i) an assessment of the needs in knowledge; (ii) the comparative advantage of WFP in the development space of ‘changing lives’; and (iii) Government priorities in these areas; and (iv) the imperative to work on food systems and climate-responsive food and nutrition security policies given the increasing incidence of extreme climate events for advancing the SDG 2 agenda.¹⁴³ **From a strategic viewpoint, WFP India has proactively advanced this agenda to ensure that benefits of capacity-strengthening accrue to the most vulnerable populations** including smallholder farmers. This is in line with the increasing emphasis on climate resilience and adaptation under the WFP Strategic Plan (2017–2021)¹⁴⁴ as well as in the WFP strategic plan (2022–2025)¹⁴⁵ which calls for a shift to a sustainable ‘food systems’ approach.

¹⁴³ WFP. 2020. *Climate Change, Disaster Resilience and Sustainable Food and Nutrition Security: WFP Strategy for India.*

¹⁴⁴ WFP. 2016. *WFP Strategic Plan (2017-2021).*

¹⁴⁵ WFP. 2021. *WFP strategic plan (2022–2025).*

EQ 2.2 To what extent did WFP contribute to the achievement of cross-cutting priorities (protection, accountability to affected populations, gender equality and other equity considerations, and environment)?¹⁴⁶

Summary: Protection and AAP are critical when engaging directly with beneficiaries, which is not the focus of the CSP. However, CCS activities are expected to consider the cross-cutting priorities of the CSP to be relevant. The Country Office has effectively integrated these considerations in extending support to the Government of India emergency response to the COVID-19 pandemic by strengthening the capacity of its partner organizations for food distribution during the initial period of the lockdown from March to June 2020. The Country Office aims at seeking environmental co-benefits of its programmes, while ensuring that no harm is done to the environment resulting from WFP operations. WFP has integrated considerations of GEEW across the Strategic Outcomes as well, nonetheless, gender transformative approaches have yet to be systematically integrated in the SBCC. There is also scope for more systematically embedding a gender analysis at both programmatic and organizational level.

133. The evaluation findings are presented according to protection and accountability to affected populations (AAP), environment, and contribution to gender equality and empowerment of women.¹⁴⁷

Protection and AAP

134. **Although WFP does not deal with direct beneficiaries, the Country Office has actively identified ways to strengthen government protection and accountability mechanisms to serve affected populations through food safety nets.** WFP also strengthens the protection and AAP capacities of civil society organizations when opportunities for humanitarian response present themselves. Protection and accountability to affected populations is evidenced through the establishment of partnerships with NGOs for enhancing capacities to target food assistance to vulnerable populations affected by the lockdowns due to the COVID-19 pandemic.¹⁴⁸ WFP has also indirectly enhanced the capacity of affected people to hold government accountable by raising awareness about their entitlements (cf. Section 2.2 SO1).

135. WFP used part of the grant of USD 1,000,000 received from the Secretary General's COVID-19 Response Fund (Multi-Partner Trust Fund) to augment the capacities of more than 150 NGOs across Odisha, Uttarakhand and Uttar Pradesh by widely disseminating the WFP guidance note on "Gender and Protection Considerations in the context of COVID-19".¹⁴⁹ Similarly, the WFP online module on Gender, Protection and Inclusion¹⁵⁰ was made available through the COVID-19 platform hosted by Sphere India - a national coalition of more than 700 humanitarian agencies. WFP and SAMARTH¹⁵¹ developed COVID-19-specific guidelines and checklists¹⁵² to ensure better beneficiary identification of vulnerable groups and plan for and select food distribution sites.

136. Contributing to the success of integrating protection and AAP concerns in the actions initiated to address the COVID-19 pandemic were: (i) the judicious selection by WFP of SAMARTH and Sphere

¹⁴⁶ Humanitarian principles have been de-emphasized as they relate to contexts with direct assistance and where there is an imperative to respond to humanitarian needs. Also, the India CSP document does not include any reference to humanitarian principles and its logframe does not include indicators to report on this area of work.

¹⁴⁷ Indicators relevant to Protection and AAP are only applicable to activities targeting tier 1 beneficiaries.

¹⁴⁸ See Section 2.1.

¹⁴⁹ The note highlights the importance of gender and protection considerations and provides practical steps for designing response actions including the need to (i) undertake a gender, age and protection analysis of the targeted population to identify the differing risks and barriers, and also the required mitigating measures for the most vulnerable groups; and (ii) consult with targeted beneficiaries including different gender and age groups, leaders and representatives of different vulnerable groups such as women, youth, disabled and the elderly. WFP India. 2020. *Covid-19-Gender and Protection Considerations*.

¹⁵⁰ Module was shared by Gender Unit, WFP India.

¹⁵¹ A not-for-profit organization committed to work with and empower marginalized communities.

¹⁵² Interview with the representatives of SAMARTH.

India; (ii) the global experience of WFP in working with CSOs in the field of emergency; (iii) the availability of in-house expertise and knowledge both in the Country Office and in RBB, to develop new tools for CCS on protection and AAP, and (iv) the use of evidence improve the quantity of support and expand coverage of COVID-19.

Environment

137. Reporting on the environment as a cross-cutting issue is not mandatory for the CO's CCS portfolio. Hence, indicators related to the environment are not included in the CSP logframe. However, **WFP has consciously attempted to reduce carbon footprint and improve processes to contribute to environmental sustainability.**
138. WFP work in supply chain optimization for the Government of India food-based safety nets across Uttar Pradesh and UK resulted in more efficient movements and deliveries of food across the state because of shorter trips. Less time on the road reduced vehicular emissions and the overall carbon footprint.¹⁵³ In Odisha, more than 100,000 farmers in 84 blocks are engaged in millet production where WFP supports to scale up the programme, increasing the area under millet production by 44 percent.¹⁵⁴ Furthermore, WFP slim staffing structure with only one sub-office and staff secondment resulted in saving energy and resources.¹⁵⁵ Interventions and approach contributed to (i) reducing carbon footprints and vehicular and air pollution, (ii) reducing soil erosion and water consumption, and (iii) improving livelihoods and sustainable fish harvesting.
139. **The Government of India decision to adopt and build eco-friendly WFP and Sodexo designed model kitchens adhering to food safety and hygiene standards for the mid-day meals (PM POSHAN) scheme has contributed to amplifying a clean environment** through less smoke, consumption of less fuel, and the provision for safe waste disposal.¹⁵⁶ By 2020, the first 160 of such kitchen sheds were constructed. In 2021, 2,400 new kitchen sheds were constructed.¹⁵⁷

Contribution to gender equality and empowerment of women

140. The CSP has been guided by the corporate gender policy and national gender policy as well as lessons learned from the previous CSP. At the time of design, the CSP had a Gender and age Marker (GaM) score of 3 implying that gender (and not age) considerations were fully integrated in all sections of the CSP.¹⁵⁸ As shown in Table 12, the CSP logframe in terms of GaM-M (Monitoring) scores on gender outcomes indicates that gender (and where applicable age analysis) has been integrated into all activities across SOs. Please refer to section 2.1, para 122 for details on the issue of gender indicators in the logframe.

¹⁵³ WFP. 2019. *WFP India Annual Country Report*; WFP. 2018. *India Country Strategic Plan 2019 – 2023*.

¹⁵⁴ WFP. 2021. *WFP India Annual Country Report*.

¹⁵⁵ WFP. 2019. *WFP India Annual Country Report*.

¹⁵⁶ *Ibid.*

¹⁵⁷ WFP. 2021. *WFP India Annual Country Report*; WFP. 2018, *India Country Strategic Plan 2019 – 2023*.

¹⁵⁸ The WFP Gender and Age Marker (GaM) is a corporate tool that codes – on a 0 to 4 scale – the extent to which gender and age are integrated into the design and monitoring of a WFP programme (primarily a Country Strategic Plan). A GaM score of 4 denotes full integration of gender and age in CSP and its activities, 3 denotes full integration of gender, 2 indicates only age is integrated, 1 indicates partial integration of gender and age, and 0 means that neither gender nor age are integrated.

Table 12: GaM-M scores

| | SO1 | SO2 | SO3 Activity 3 | SO4 Activity 4 |
|------|-----|-----|-------------------|-------------------|
| 2019 | 3 | 3 | 3 | 3 |
| 2020 | 4 | 3 | 3 | 1 ^a |
| 2021 | 4 | 3 | 4 | 3 |

Source: Annual Country Reports 2019 and 2020, and Gender Unit.

^a The low score is because the SO4 activity 4 was delayed due to COVID-19 and the highest scores shown are because of WFP capacity strengthening activities with SAMARTH which included technical assistance in integrating age and gender in food distribution to the most vulnerable groups as part of the COVID-19 response.

141. **The CSP has an operational framework with three pivotal dimensions: gender equity, women empowerment, and inclusion, which help focus on their integrating in CSP activities (See paragraphs 54–57 for further details).**
142. **WFP has successfully leveraged opportunities for embedding GEEW and contributing to empowerment of women across the SOs.** Government stakeholders recognize the WFP contribution to addressing issues of gender. They point to WFP championing and promoting the piloting of THR production units in Odisha and Uttar Pradesh, which are entirely operated and managed by women having been trained by WFP.¹⁵⁹ The THR production unit at Unnao in Uttar Pradesh¹⁶⁰ had been in operation for only two months at the time of the Evaluation Team visit. Women workers recognize the potential for earnings from the production unit to significantly augment their family incomes.¹⁶¹ However, as expected, a focus group discussion with ten SHG members at the production unit pointed to teething problems that the Country Office is addressing as efforts are made to stabilize production and make the THR production units financially viable. Women’s earnings are yet to stabilize, issues relating to nightshift operations are being resolved, payment against invoices raised are not received on time, and market expansion through diversified production has yet to take place.
143. **The focus group discussion as well as two in-depth interviews with women in the THR production unit in Uttar Pradesh revealed that women workers feel a sense of power ‘within’ and ‘with’ other members of the collective.** Women are conscious that they have entered a male-dominated area of modern production work that requires handling machines, developing intricate negotiating skills in the market for quality and being able to negotiate competitive input prices for raw materials. Most importantly, the Evaluation Team found women to be highly motivated to succeed with the enterprise. The women workers were not hesitant or nervous about working the nightshift, even though patriarchal norms do not typically permit women in the rural areas of Uttar Pradesh to leave the house at night, even for work. Please refer to annex IV for Case Study 2 on the support WFP provided to THR production.

¹⁵⁹ This initiative was driven by the government’s decision to engage women’s self- help groups for manufacturing and distribution of THRs to Anganwadi Centres (AWCs) instead of private contractors.

¹⁶⁰ FGD with women workers at Bhigapore block, Unnao district, Uttar Pradesh.

¹⁶¹ See Case Study 2 in annex IV, Volume 2.

144. **In Odisha and Uttar Pradesh, school cook-cum-helpers feel empowered with the knowledge gained from using the WFP-developed tech-based FoSafMDM application.** Having access to and using the tech-based app has filled the cook-cum-helpers with a sense of ownership and pride. Their knowledge has also contributed to enhancing their social status.¹⁶² On-the-job learning opportunities on electronic tablets also serve to bridge the gender gap in digital technology.¹⁶³
145. **WFP is addressing issues affecting women working nightshifts in THR production units.** An unrelenting work burden on women became evident, since women are responsible for household chores even if they work nightshifts.¹⁶⁴ This highlighted the importance of a systemic requirement for gender analyses at different project stages to anticipate the complexity of the gender norms playing out in women's lives. Although anecdotal, this example shows the need to comprehensively embed gender-specific needs and analyses for institutional capacity-strengthening and linking women's livelihood projects under different strategic outcomes. WFP is now working towards addressing these emerging issues by undertaking a systematic gender analysis of the THR units.¹⁶⁵ **GEEW and inclusion approaches have been integrated in evidence generation for public policy advocacy.** A gender and inclusion perspective as well as gender analysis have informed the research, studies, assessments, and analyses conducted by WFP.¹⁶⁶ **The evaluation, however, reveals that WFP has not developed a systematic dissemination and advocacy strategy for maximizing the use of the findings on gender and inclusion emerging from the studies and assessments to inform programmes and policies.**
146. **A commitment to the institutionalization of the GEEW and gender transformative agenda is evidenced from the establishment of a Gender Unit** as a cross-cutting unit directly reporting to the Deputy Country Director. As shown in Figure 5, the fund allocation for GEEW, between 32 to 38 percent of the total expenditure for the period 2019 to 2021 for activities across the different SOs, is significantly higher than the United Nations system commitment to "ensure that at least 15 percent of United Nations-managed funds in support of peacebuilding are dedicated to projects whose principal objective, consistent with organizational mandates, is to address women's specific needs, advance gender equality or empower women".¹⁶⁷ See also Figure 6 for the specific expenditure of the Gender Unit against the total programmatic expenditure.

¹⁶² WFP India. 2019. *Assessment of ICT enabled training for Cooks-cum-helper in five schools of Uttar Pradesh and Odisha.*

¹⁶³ Across Indian states, women in rural areas are less likely to own mobile phones, and suffer from the burden of triple disadvantages: the rural disadvantage, the low-income disadvantage, and the intrahousehold gender-based discrimination in having equal access to digital devices.

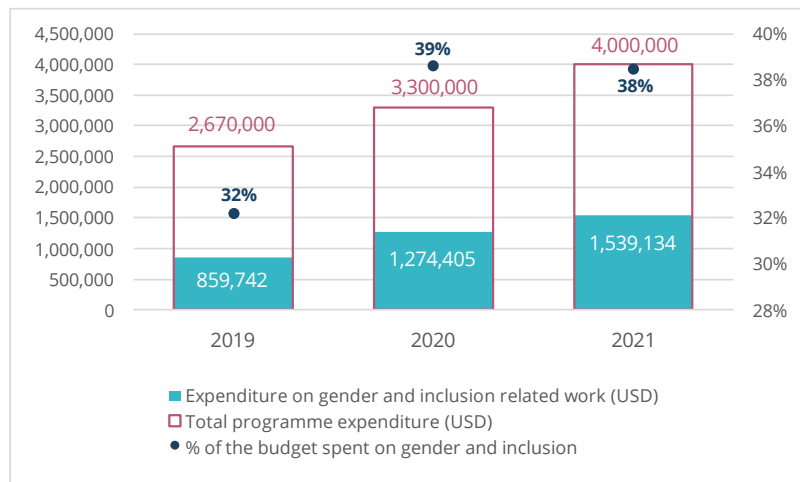
¹⁶⁴ FGD with the women workers at the THR production unit in Bhigapore block of Uttar Pradesh.

¹⁶⁵ Discussion with the CO, New Delhi, India.

¹⁶⁶ See, for instance, WFP India. 2021. *Assessment & Documentation of Electronic Negotiable Warehouse Receipts in India*; WFP India in partnership with Odisha Millet Mission, Odisha. 2021. *Assessment and Documentation of Good Practices, Lessons Learned and Preparation of Policy Briefs for Millets Mainstreaming, Odisha Millets Mission*; WFP India in partnership with Ministry of Statistics and Programme Implementation. 2019. *Food and Nutrition Security Analysis*; WFP India in partnership with Mission Shakti, Odisha. 2020. *Assessment of Women Self-Help Groups and Women Smallholder Farmers in Odisha*; WFP India. 2020. *Understanding Gender Equity through intra-household food consumption practices in poor household of Uttar Pradesh*; WFP India. 2019. *Gender based food taboos within poor households in Uttar Pradesh*; WFP India. 2019. *Food Insecurity among women and children in poor households in Uttar Pradesh*; SAMARTH in partnership with WFP India. 2020. *Understanding Intra household food Distribution and Consumption in Distribution in two locations in Uttar Pradesh: Summary of conclusions and Recommendations*; WFP India. 2021. *Gender Dynamics of Food Access and Consumption in Uttar Pradesh, Draft Report.*

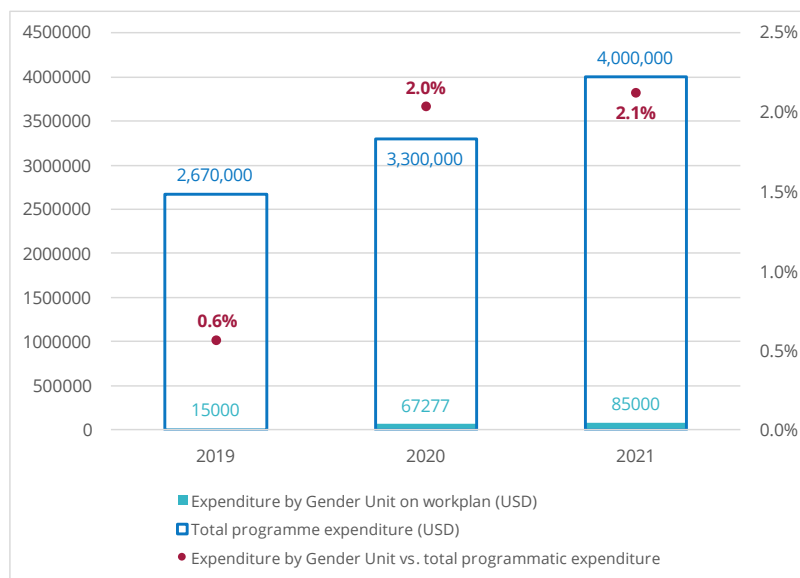
¹⁶⁷ Report of the Secretary-General on Women's Participation in Peacebuilding (A/65/354-S/2010/466 –(para.36)

Figure 5: Annual proportionate expenditure on gender across all WFP India programmes (2019–2021)



Source: Gender Unit, WFP India

Figure 6: Annual expenditure of the Gender Unit against total programmatic expenditure (2019–2021)



Source: Gender Unit, WFP India

147. The following have contributed to gender transformative approaches within WFP: (i) a mandatory gender orientation for employees at the time of their induction into WFP; (ii) regular gender sensitization sessions and sharing of needs analysis and updating of knowledge in the area of gender and inclusion; and (iii) regular conceptual and applied support received from RBB for Gender and Strategic Outcome Units for incorporating gender analysis into evidence-generating studies and knowledge products and organizational development guidance.

148. **Sex-disaggregated data of staff reveals an increasing trend in female recruitment.** As of December 2021, 21 out of 59 staff (36 percent) are women compared to 18 out of 47 total staff (38 percent) in June 2018. The percentage of men still being higher than that of women staff can be explained by the fact that most of the new posts opening have been in the field and in government offices that have not attracted qualified female applicants.

149. **WFP has made good use of the positive policy environment for GEEW created by national and state governments. However, it has fallen short of tapping the potential that exists for partnerships with stakeholders for advancing the GEEW agenda.** The affirmative measures included in the NFSA as well as other national approaches to address food security and nutrition issues have offered WFP the platform to leverage its resources for enhancing capacities to advance the GEEW agenda. Such an impetus has been provided by both the state governments of Odisha (for Mission Shakti) and the Uttar Pradesh State Rural Livelihood Mission that pro-actively promote WSHGs with strong backing of the respective Chief Ministers. Yet WFP has not developed a systematic approach to government capacity-strengthening on gender and inclusion sensitization issues. Further, investments in training and knowledge products have been insufficient. Other initiatives have not received sufficient funding either, such as the provision of gender expertise for the relevant ministries/departments to enhance the capacities of governments to generate data disaggregated by gender and inclusion criteria and to track the reach of the TPDS to the most disadvantaged communities.
150. **Although the India Communication and Advocacy Strategy¹⁶⁸ has a pillar on gender transformative approaches, there are gaps in the adoption of a consistent gender-transformative approach.**¹⁶⁹ On the positive side, Social and Behaviour Change Communication (SBCC) has played an important role in generating gender awareness on food and nutrition security entitlements. Messages about COVID-19 and guidance notes for SBCC have contributed to awareness-raising about gender and inclusion communication. Nonetheless, an analysis of SBCC materials reveals that WFP has adopted a gender-neutral or women-only stance with only a few exceptions. For instance, a videoclip shows Anganwadi workers counselling only a pregnant woman and not the man or men who are also in her household.¹⁷⁰ Some other SBCC materials reinforce the stereotype of “women in the kitchen”. The Evaluation Team did not come across any image where men and boys are shown to be sharing household chores, including childcare. The SBCC messages also fall short of integrating an inclusion perspective.¹⁷¹
151. Factors contributing to advancing this crosscutting area are: (i) the trust that WFP has acquired among government stakeholders for generating high-quality evidence-based studies and assessments, and Proof of Concept for scaling up; (ii) the reputation of WFP in the field of FSN, which enables it to hire top-notch research agencies like IPE Global with limited resources;¹⁷² (iii) the support that WFP receives from RBB for reviewing research products and development of in-house knowledge products; and (iv) the policy ecosystem in which WFP operates in India with empowerment of women as one of the driving forces.
152. **Activities of the Gender Unit have been constrained by the relatively small number of staff and the limited amount of financial allocations** (2.18 percent of the 2021 budget) for leading and overseeing the activities of its workplan. Interactions with the senior staff in the Country Office also highlighted the need for more formalized and systematic ways of ensuring collaboration of the Gender Unit with the strategic outcomes at all stages of project development. At the same time, WFP has not fully explored the possibility of partnerships with NGOs and women’s groups that work on gender issues as well as ensuring entitlements to the most vulnerable groups to advance the FSN agenda.¹⁷³

¹⁶⁸ WFP India. 2018. *Communication and Advocacy Strategy (2019-2023)*.

¹⁶⁹ A gender transformative perspective strives to bring about transformation in the gender roles and relations.

¹⁷⁰ WFP India. May 2020. *Maintaining good health and nutrition during COVID-19 (Hindi)*. Accessed at <https://www.youtube.com/watch?v=cG7EIkVPeQ0&t=1s>

¹⁷¹ WFP India. May 2020. Monthly Bulletin May 2020 Highlights.

¹⁷² Interview with representatives of IPE Global.

¹⁷³ Many planned activities in the 2020 gender plans were dropped because no partnerships with proposed states were established, or the new incumbent did not take up the discussion for the concept because of lack of interest.

EQ2.3 To what extent are the achievements of the CSP likely to be sustainable?

Summary: Ensuring integration with government programmes and establishing government ownership from the very beginning have ensured sustainability of WFP capacity-strengthening work under the CSP. So far, the Country Office has been able to leverage substantial government funds for scaling up pilot projects, but future allocations have not been confirmed to ensure sustainability of activities. However, inadequate administrative and other competencies at different levels of the state governments tend to limit the potential for impact. Government capacities to absorb CCS initiatives under SO1 and SO2 are stronger than for SO3, which might have implications for the short-term sustainability of the latter.

153. For the purposes of this evaluation, the evaluation matrix included four dimensions to assess sustainability: (i) the extent to which CSP activities have strategic integration in Government of India programmes, (ii) the extent to which the governments are willing to fund the continuation of the interventions, (iii) the technical capacity of national and state governments to implement the interventions; and (iv) the extent of government ownership of the programme. Table 13 summarizes key findings for sustainability by activity.

Table 13: Sustainability rating across SOs

| Sustainability dimension | SO1 | SO2 | SO3 | |
|--------------------------|-----|-----|------------|------------|
| | | | Activity 3 | Activity 4 |
| Strategic Integration | | | | |
| Resourcing | | | | |
| Technical capacity | | | | |
| Ownership | | | | |

| | |
|--|-------------------|
| | Very limited |
| | Limited |
| | Somewhat adequate |
| | Significant |

Source: Evaluation Team based on document review and interviews

154. **All activities initiated under the CSP are strategically integrated into government programmes and policies.** This is because the Country Office does not undertake their activities independently. Projects and pilots initiated under the CSP are always in response to jointly identified needs and undertaken by WFP in agreement with governments. Government stakeholders affirmed having full ownership of the projects initiated under the CSP. To this extent, all activities have the potential of being sustained in the future by government resource allocations, once confirmed.
155. **Governments have built up reasonably strong technical capabilities to absorb the WFP capacity-strengthening initiatives under SO1 and SO2.** Scaling up of pilots, adoption of innovations, improvements in the quality of food products and sustainability depend largely on the financial resources that government allocates to the food safety net programmes.
156. **Technical competencies in state governments are relatively less developed when it comes to SO3.** State-level stakeholders admit that the capacities in the states, both within and outside government, to conduct research or carry out studies, assessments and evaluations are limited. Similarly, state government officials in both Odisha and Uttar Pradesh admitted that competencies at decentralized levels of governance, especially at the community level where climate actions need to be

introduced, are extremely limited. This might have implications for the short run sustainability of CCS activities.

2.3. EQ3: TO WHAT EXTENT HAS WFP USED ITS RESOURCES EFFICIENTLY IN CONTRIBUTING TO CSP OUTPUTS AND STRATEGIC OUTCOMES?

157. The evaluation questions relating to timeliness and resource cost-efficiency make an implicit assumption that WFP provides direct food or cash implementation. They are not easy to address given the context focused on capacity strengthening and the absence of appropriate indicators to directly answer the sub-questions. The responses to questions have been adapted to the context of WFP CCS activities in India.
158. The duration of the CSP, shortened by one year, as well as the disruptions caused by the COVID-19 pandemic have made it difficult to fully evaluate the efficiency of operations under the current CSP.

EQ3.1 To what extent were outputs delivered within the intended timeframe?

Summary: The CSP has delivered outputs in a timely manner to the extent possible given the different capacities of the state governments as well as the severe disruptions caused by the COVID-19 pandemic. The Country Office reported that the pandemic led to new opportunities for implementation even when other planned activities were delayed. Delays and disruptions were notably observed in the implementation of the Country Office Gender Action Plan.

159. **The outputs generated through CSP implementation were delivered within the intended timeframe, after accommodating delays caused by the COVID-19 pandemic.** Most stakeholders interviewed in the national and state governments acknowledged WFP ability to respond in a timely manner to their requests for support. Officials in the Government of India, Government of Odisha and Government of Uttar Pradesh were appreciative of the efforts made by WFP to adjust the timelines to the COVID-19 pandemic. None of them raised any concerns about delays in completion of deliverables. **Most government officials spoke of the easy access they had to WFP staff members in the states and in New Delhi with whom they could consult on a regular basis to speed up decision-making.** The Country Office Annual Performance Plans¹⁷⁴ corroborated this finding, showing that planned activities were largely delivered on schedule. Across the three years, the Country Office was consistently on track to achieving KPIs by the mid-year point, at times exceeding timing expectations. For example, by mid-2020, 100% of the programme planning targets had already been reached for implemented evaluation recommendations and for outcomes and outputs with implementation.
160. For SO1, the dissemination of outputs was generally timely. A few delays were encountered, such as in Rajasthan for the first round of State TPDS data analysis. Similarly, for SO2 Activity 2, WFP activities related to rice fortification improved THRs, mid-day meals support, SBCC efforts, and the development of knowledge products were consistently on track. A few delays were noted due to external factors (delayed governmental approvals, travel restrictions). For SO3 activity 3, most objectives set for the given timelines were achieved, including evaluations and assessments, Development Monitoring and Evaluation Office support, and capacity-strengthening in Rajasthan. Capacity-strengthening activities planned in Odisha and Uttar Pradesh were delayed due to on-going government discussions and COVID-19 restrictions. The result, as discussed in the Annual Performance Plan for 2019, was that the delay to June 2019 in launching the Government of Odisha report made the report findings under SO3 outdated. Finally, for SO3 activity 4, activities related to strengthening the climate change and DRR portfolio were delivered on time, while studies and documentation to facilitate knowledge exchanges

¹⁷⁴ WFP India. 2019, 2020. *Annual Performance Plan End-year Review*; and WFP India. 2021. *Annual Performance Plan Mid-year review*.

were not completed within the planned timeframe. The activities related to OMM were delayed. (Refer to annex V for the Case Study on OMM.)

161. **Restrictions on movements and preventive measures on account of the COVID-19 pandemic pushed back some planned activities and delayed delivery of some outputs**, such as the roll-out of the infant and young children feeding project in Rajasthan, and the submission of the end-line assessment report of the Varanasi project. Both were due to COVID-19 travel and logistics restrictions or pandemic-induced delays in government approvals and changes in government priorities. Even though many such causes for delays are outside of the control of WFP, the Country Office made consistent efforts to expedite processes of approval and sanctions.
162. **The Country Office achieved most of the planned activities after COVID-19 started, even adapting some for the activities such as capacity-strengthening of frontline NGOs and civil society organisations through a partnership with Sphere India.** Almost all of the deliverables under SO1 and SO2 were completed with the exception of the work with Mission Shakti in Odisha which was delayed by the state government. Staff began working from home in late March and continued throughout the year, with a few minor problems. The pace of work was affected due to travel restrictions and the Government focus on COVID-19 response but recovered by the last quarter of the year. WFP strengthened partnerships with the Development Monitoring and Evaluation Office of NITI Aayog for national capacity-strengthening for monitoring and evaluation,¹⁷⁵ the National Institute of Disaster Management and the India Institute of Technology-Delhi to further embed work within national entities. Some work was postponed but since this is a development portfolio, most activities and funds are multi-year.
163. Operations slowed down during the second wave of COVID-19 in April 2021. Some of the activities were late to start because government approvals got delayed as officials had to deal with the COVID-19 pandemic. Besides the transfer of government officials, the pandemic also led to changes in the immediate priorities of the Government.¹⁷⁶ Also, more than a third of WFP staff and their dependents were affected by COVID-19, although WFP staff continued to work from home during the COVID-19 pandemic. While most of the planned work was adapted to ensure continuity of ongoing activities, the start of some initiatives had to be delayed in order to accommodate additional support for the Government of India COVID-19 response priorities. The physical restrictions due to COVID-19 also led to the postponement of meetings.¹⁷⁷
164. **Delays and disruptions were observed in the implementation of the Country Office Gender Action Plan.**¹⁷⁸ In 2019–2020, of the seven studies planned as part of the Gender Action Plan with budgetary allocations, three were completed, and four were “not taken up.” Similarly, in 2020–2021, of the 14 gender and inclusion studies and interventions planned, one was completed on time, and another is ongoing (Mission Shakti). Twelve studies were “dropped”, “put on hold” or “not taken up” for a variety of reasons including lack of funding and donor interest, diversion of funds,¹⁷⁹ transfer of staff,¹⁸⁰ and changing priorities including the COVID-19 pandemic.¹⁸¹ Some of these activities may be renewed depending upon availability of funds and interest among government partners.
165. **To mitigate the delays, the Country Office implemented several measures.** Notably, the slowdown of the implementation of the programmes was anticipated as one of the main risks facing

¹⁷⁵ Please refer to annex VI for more details on the collaboration between WFP and DMEQ.

¹⁷⁶ WFP India. 2021. *Annual Performance Plan, mid-year*.

¹⁷⁷ WFP. 2020. *WFP India Annual Country Report*.

¹⁷⁸ WFP India. 2020 and 2021. *Updated Gender Action Plans*.

¹⁷⁹ Funds allocated for the study on socio-cultural determinants of nutrition differentials between girls and boys were diverted to complete the second phase of the Uttar Pradesh intra-household food distribution study.

¹⁸⁰ The preparation of the concept note on WFP activity to expand food access among urban poor had to be dropped following the transfer of the Director of Urban Local Bodies in Uttar Pradesh.

¹⁸¹ The study on smallholder women farmers' linkages with markets was dropped on account of changing priorities due to the pandemic.

the Country Office at the start of the CSP. To counter this expected risk, the Country Office (i) allowed adequate time and cost in planning; (ii) increased engagement with senior government officials; (iii) developed knowledge packages for new government incumbents; (iv) shared NFRs with government counterparts; and (v) increased the finance team oversight and support.¹⁸² The Country Office also relied on strong partnership and communication with the Government and seconded staff to mitigate delays, while focusing on greater engagement with private sector donors. Funding proposals and programmes were designed to be more COVID-19 sensitive.

EQ3.2 To what extent were WFP activities cost-efficient in the provision of its technical assistance?

Summary: WFP used its limited resources efficiently to ensure that its CCS activities yielded significant returns at scale, largely using technical innovations and secondment of full-time staff to government departments.

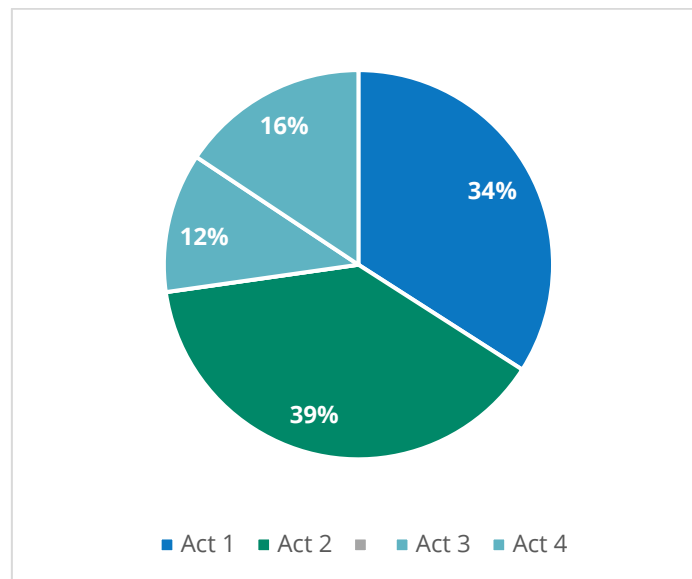
166. A cost-efficiency analysis of WFP operations in India is challenging largely because (i) the benefits of capacity-strengthening are difficult to measure, and (ii) WFP in India does not provide direct assistance to beneficiaries. Also, the current accounting systems at the Country Office contain project-by-project accounts, and do not include financial details of different activities undertaken within a project. The Country Office also does not maintain expenditures by geographical locations. Both limitations make it difficult to regularly assess variations in planned versus actual expenditures.
167. **The Evaluation Team could not find direct and concrete evidence during the evaluation to assess overall cost-efficiency of capacity-strengthening in India.** The budget for the CSP is relatively small at around USD 5 million annually as against the government allocation of USD 44.95 billion for the three safety net programmes over the 2021–2022 financial year.¹⁸³ Also, there is only limited flexibility in the budget to move resources across the SOs given that most of the funds are earmarked for specific activities.
168. **About half of Country Office funding is earmarked, including 43 percent at the activity level. This means that most of the funding could not easily be shifted between activities.** Funding for SO3 was more difficult to obtain from private donors, who tend to provide funding earmarked for SO1 or SO2. Most earmarked grants were allocated to SO2 in 2019, and to SO1 in 2020 and 2021.¹⁸⁴ As shown in Figure 7 below, SO1 and SO2 represented the largest shares of total cumulative expenditures for the CSP. More details on the limitations of the financial architecture of India and how this hinders implementation are discussed in EQ4.2 To what extent has WFP been able to mobilize adequate, predictable and flexible resources to finance the CSP?.

¹⁸² WFP India. 2020 and 2021. *Risk registers*. Internal documents.

¹⁸³ WFP India. 2021. *Budget for NFSA-TPDS-ICDS-MDM*.

¹⁸⁴ IRM Analytics. 2019-2021. *Grants Balance Report*. Data extracted in January 2022.

Figure 7: Activity expenditures as percentage of total cumulative CSP expenditures



Source: IRM Analytics. ACR1 report. Data as of 31 December 2021.

Note: The shares of expenditures by Strategic Objective have been calculated at the total operational cost level, excluding direct support costs and indirect support costs.

169. **Although it is challenging to assess cost-efficiency of WFP operations, the Evaluation Team found that the tech-based innovative solutions and pilots promoted by WFP during the CSP are cost-efficient modalities to reach indirect beneficiaries and impact at scale.** According to key information interviews with the Country Office staff, these include the investment of: (i) USD 32,000 on SBCC in Uttar Pradesh and Odisha; (ii) USD 130,000 to develop and pilot test the low-cost, tech-based preloaded offline modules and FoSafMDM application in Odisha and Uttar Pradesh;¹⁸⁵ (iii) USD 4,700 each in the two automated multi-commodity grain-dispensing machines, (iv) USD 9,000 in smart warehousing solutions, and (v) USD 362,000 is planned for the two THR production units in Uttar Pradesh.
170. **WFP has been cost-efficient in extending its activities to states.** Except for the Odisha sub-office, WFP has not opened sub-offices in the other states in which it works. Instead, it has seconded full-time staff within government departments in the central and state governments; a practice also followed by UNDP and UNICEF. Such a move is cost-efficient as it eliminated the additional overhead costs that accompany the establishment of sub-offices including rental and utility charges, office administration, and maintenance and upkeep of office premises. The material cost expenditures incurred during the CSP were negligible in 2019 (USD 38,625) and as of September 2021 (USD 2,697), while in 2020 they were substantially higher (USD 213,204), primarily due to the purchase of industrial bucket elevators and roasters cum blenders in Uttar Pradesh.¹⁸⁶
171. **WFP mitigated several factors that were expected to affect WFP costs.** The slowdown of programme implementation due to government procedures, or the poor quality of services contracted by vendors both ran the risk of increasing costs as the timelines for delivery lengthened. Poor quality could also have required additional contracted or quality assurance work. WFP mitigated these issues by allowing adequate time and cost in planning, better monitoring funds utilization by Strategic Outcome managers, clarifying quality expectations when signing contracts, and referring to the common United Nations vendor list and blacklists. Additionally, the poor air quality in Delhi and

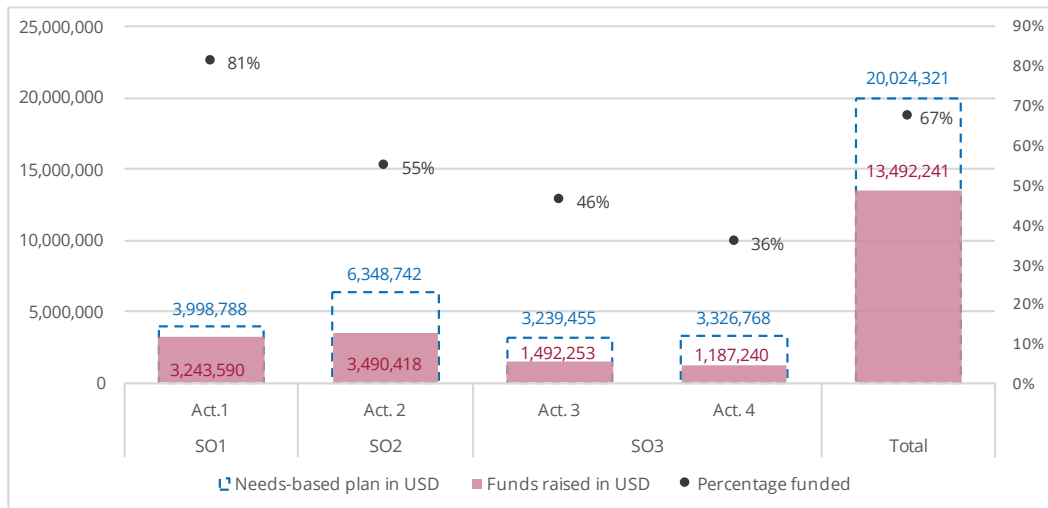
¹⁸⁵ WFP India. 2021. *Assessment of ICT-based training programme for Mid-Day Meal Cook cum Helper (CCH) in Varanasi and Dhenkanal: Baseline Report.*

¹⁸⁶ WFP India. 13 September 2021. *GEMS Inventory Report.*

COVID-19 pandemic affected costs for WFP through alterations made to the office space to keep staff safe.¹⁸⁷

172. **During this CSP, resource mobilization could not be planned adequately (Figure 8).** With the CSP funded at 67 percent of its NBP at the end of Year 3, the Country Office is behind schedule for fundraising for the entire CSP, as put forward in its Annual Performance Plans that set the mobilization goal for 2021 at greater than or equal to 80 percent of the Needs-Based Plan (NBP).

Figure 8: Need based plan and raised funds by Strategic Outcome for CSP 2019–2022



Source: CPB for NBP values; ACR1 2019–2022 CSP for allocated resources values.

173. As of December 2021, the Country Office had 81 staff members. Staffing costs increased overall during the CSP, from USD 683,200 in 2019 to USD 2,095,768 in 2021, representing a 24.5-percent increase in 2020. A significant portion of staff cost was recovered from various Headquarters/RBB fund allocations like INKA/2030/RBB/PSA funds, which remained out of the CPB cost structure (approximately USD 500,000). In addition to the Country Office in New Delhi, WFP operates one sub-office in Odisha with three staff members who started before this CSP. After including the staff working in Odisha, Rajasthan and Uttar Pradesh and as of December 2021, the total cumulative staffing costs for the CSP were USD 5,527,336.

EQ3.3 To what extent were alternative, more cost-effective measures considered?

Summary: Proposing solutions to issues of cost effectiveness and cost-saving measures has been integral to the implementation of the CSP by WFP. This is reflected in the technological innovations that WFP has propagated and in the rationalization of in-house human resources.

174. **The rationalization of costs and proposal of cost-saving measures for the Government have been a regular feature of the technical CCS activities undertaken by the CSP.** Studies that incorporate an analysis of cost savings include the assessment of the Central Assistance for Intra State Transportation, Handling and FPS dealers' margins,¹⁸⁸ the end-line evaluation of the Target Public Distribution Reforms project in Bhubaneswar,¹⁸⁹ and the report on the use of mobile storage units as an alternate mechanism for grain storage.¹⁹⁰

¹⁸⁷ WFP India. 2019-2021. *Annual Performance Plans and Risk Registers*; WFP. 2021. *WFP India Annual Country Report*.

¹⁸⁸ WFP India. 2020. *Assessment of Central Assistance for Intra State Transportation, Handling and FPS Dealers' Margins Central Sector Scheme (CSS)*.

¹⁸⁹ WFP India. 2020. *End-line Evaluation of the Target Public Distribution Reforms Project in Bhubaneswar (Odisha) 2014-2019*.

¹⁹⁰ WFP India. 2020. *Overview of Mobile Storage Units Alternate Mechanisms for Grain Storage*.

175. To illustrate, the end-line evaluation of the Target Public Distribution Reforms project in Bhubaneswar discusses the cost-efficiency of the TPDS reforms and estimates the systematic loss of food grains that were supplied to ineligible households. Through a comparative case study of costs models, the analysis reveals that the cost of technological solutions (procurement of PoS devices, warranty and servicing costs) for Odisha (INR 320 million) was less than half of that of another state (INR 664 million).
176. Similarly, the report on the use of mobile storage units as an alternate mechanism for grain storage contains a discussion of the break-even point of the mobile storage unit purchase. Noting that post-harvest paddy and wheat losses range from 4.65 to 5.99 percent, the study shows that the break-even point of the mobile storage unit purchase is just one percent of storage loss reduction, which should be reached in the eight month of deployment. At a rate of two percent, the break-even point would be reached already in the fourth month. There is not enough evidence to reliably conclude whether the Government has implemented the proposed cost-saving measures.

2.4. EQ4: WHAT ARE THE FACTORS THAT EXPLAIN WFP PERFORMANCE AND THE EXTENT TO WHICH IT HAS MADE THE STRATEGIC SHIFT EXPECTED BY THE CSP?

EQ4.1 To what extent did WFP analyse or use existing evidence on the hunger challenges, and the food security and nutrition issues in India to develop the CSP?

Summary: The CSP drew extensively on reviews, assessments, and consultations with experts to identify strategic outcome areas and activities relating to food security and nutrition issues in India, to develop the country strategic plan.

177. **The CSP has been informed by several specialized studies, assessments and surveys** relating to food security and nutrition (FSN), climate-smart agriculture, emergency preparedness, expansion of livelihood opportunities (especially for women), monitoring and evaluation, South-South and Triangular Cooperation (SSTC), disaster management and climate change, including the Comprehensive National Nutrition Survey 2016–18, the SDG India Index Baseline Report 2018, the National Family Health Survey-4 and the Food Security Atlas of Rural India. The CSP also incorporates insights gathered from the synthesis of operation evaluations in Asia and the Pacific from 2013 to 2017,¹⁹¹ and draws on an assessment of the lessons learnt from a mid-term review of the previous CSP (2015–2018)¹⁹² and the recommendations derived from a roadmap for achieving SDG 2. The team preparing the roadmap, which also included the India Country Office, interacted with many stakeholders including officers of the central and state governments at their headquarters as well as field-level functionaries and domain experts and partners. A needs analysis and review of the FSN situation in the country also informed the CSP design.¹⁹³
178. **The CSP would have benefitted from a deeper analysis of the FSN situation** and the implementation of food delivery safety net programmes **at the sub-national level**, especially in states where WFP could be operating in the future, to increase food security and nutrition needs coverage.
179. **An explicit articulation of GEEW and a gender-transformative approach distinguishes the current CSP from the previous CSP.** The term "gender-transformative" was not used in the previous CSP, whereas it appears 18 times in the current CSP and informs the activities of all Strategic Outcomes. The CSP also draws on the Gender Assessment 2016 and articulates GEEW, inclusion, and gender-transformative approaches in its narrative, unlike the previous CSP (2015–2018) which remained "gender-neutral".¹⁹⁴

¹⁹¹ WFP. 2018. *Regional Synthesis 2013–2017: Asia and the Pacific Region, Regional Evaluations Series*.

¹⁹² WFP India. 2017. *WFP operations in India: A Mid-Term Review, 2017*.

¹⁹³ See Section 4.1.

¹⁹⁴ Rajan, A. 2016. Report of the Gender Assessment of the World Food Programme in India

EQ4.2 To what extent has WFP been able to mobilize adequate, predictable and flexible resources to finance the CSP?

Summary: The Country Office has been able to raise financial resources equivalent to 78 percent of the needs-based plan. Limited access to funds as well as uncertainty of funding have adversely affected the implementation of the CSP as well as the extent to which WFP can play a long-term role in strengthening capacities in India.

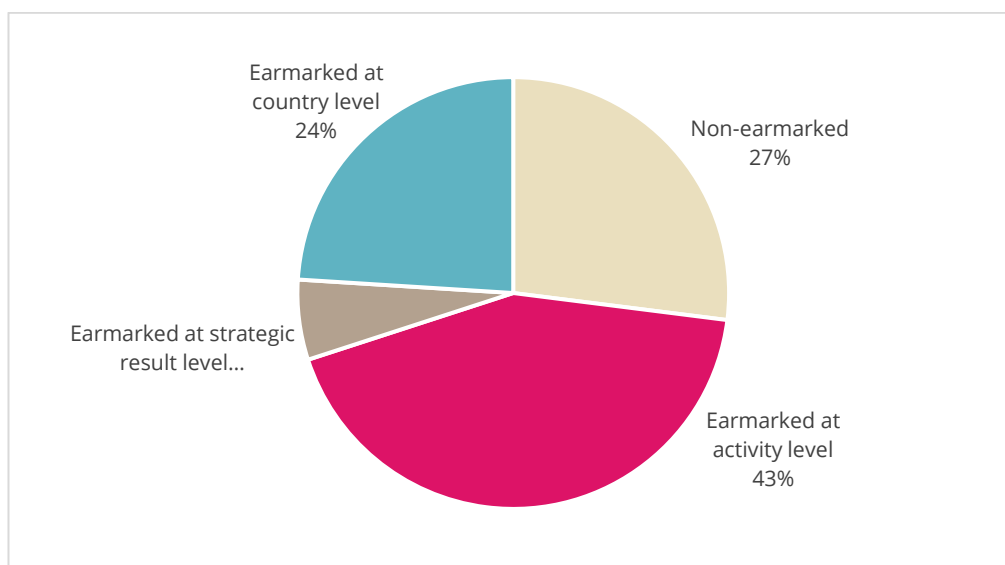
180. As indicated in section 1.3. WFP Country Strategic Plan in India, as of 31 December 2021, **total funding amounted to USD 15,623,760 which corresponds to 78 percent of the NBP.**¹⁹⁵ Cumulatively, most of the actual resources were allocated to SO1 and SO2. Nonetheless, all Strategic Outcomes were underfunded according to the NBP, especially SO3 Act. 4, at 36 percent of NBP level. **Annual programming expenditures have consistently remained lower than the budgeted allocation under the CSP.**
181. **Fundraising for the CSP was a challenge, especially in the absence of financial assistance from the bilateral cooperation.** The Government of India remains one of the largest donors to WFP in India with an untied annual contribution of USD 960,000. Receiving an equivalent amount of USD 960,000 since 2020 from the Emerging Donors Matching Fund gave a boost to the WFP funding situation. However, this funding is not flexible, as it comes earmarked at the activity level and it is not certain if funding will continue post-COVID-19 from this source. Senior management as well as two full-time WFP staff members and the heads of the Strategic Outcome areas have been actively pursuing a Resource Mobilization Strategy.¹⁹⁶
182. Given the growing prospects of fundraising under the CSR scenario in India, WFP aims to mobilize resources equivalent to the government contribution (USD 960,000 per annum) from the private sector. Yet of the USD 3.5 million mobilized between 2019–2021 from the private sector, only USD 662,239 was raised through corporate social responsibility. **Most of the funds mobilized from the private sector were through one-off agreements with the possibility of continued funding, but without any guarantees.**
183. **Almost half of the available resources (43 percent) were earmarked at the activity level over the three-year period, yielding only limited flexibility in the budget to move resources across the Strategic Outcomes.** As shown in the figure below, the earmarking of just over half (51 percent) of total funds had a certain flexibility (Figure 9) as they were earmarked at the country level (24 percent) or not earmarked at all (27 percent). Most earmarked grants were allocated to SO2 in 2019, and to SO1 in 2020 and 2021.¹⁹⁷ The majority of private donors provided funds earmarked for SO1 or SO2. Total contribution per donor type can be found in Table 3.

¹⁹⁵ IRM Analytics. 2021. *ACR-1 Standard Country Report*. Data extracted as of 31 December 2021.

¹⁹⁶ WFP India. 2021. *Partnerships & Fundraising Resource Mobilization Strategy*. CSP 2019-2023.

¹⁹⁷ IRM Analytics. 2021. *Grants Balance Report*. Data extracted as of 31 December 2021

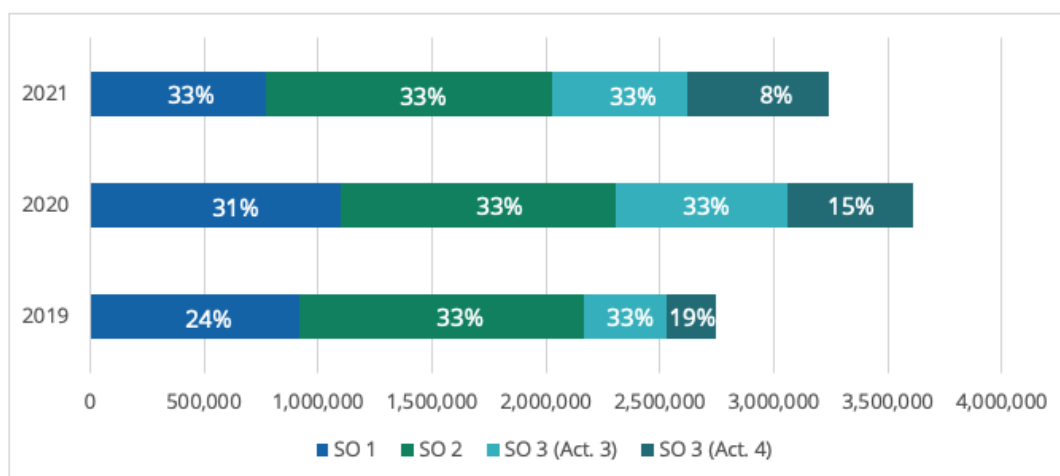
Figure 9: Cumulative earmarking level of contributions (2019–2021)



Source: FACTory. Distribution Contribution and Forecast Stats, complemented with WFP India internal datasets as of 31 December 2021.

184. For the implementation of the CSP in 2019, 2020 and 2021, the annual Implementation Plans show that SO2 was expected to require the largest share of funds, followed by SO1 (Figure 10). Cumulative data for the needs-based plan for the entire CSP is shown in Table 2.

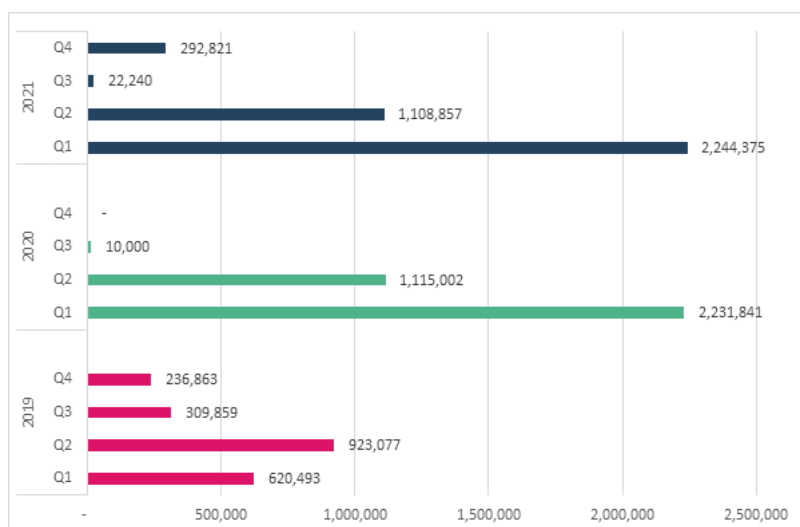
Figure 10: Share of Strategic Outcomes and Activities in the Annual Implementation Plans 2019–2021



Source: IRM Analytics. ACR-5 reports for 2019, 2020, 2021 as of 31 December of each year.

185. **There are a few practical difficulties in carrying out a reliable analysis of planned versus actual available resources of the Country Office operations. The Country Office operates under an atypical financial modality.** WFP corporate accrual accounting practices do not clearly show multiyear funding. The Country Office does not get a regular flow of funds every year. A quarterly view of funds received (Figure 11) reveals fund availability and constraints throughout the years of implementation. For example, in 2019, the Country Office had only received about a quarter of its funding for the year by the end of Q1. Therefore, an annual unit of analysis would not give an accurate reflection of when funds were received and therefore made available to be used by the Country Office during the year. This is because funds for CCS that are received during a year are not earmarked to be spent only during that year. Typically, CCS expenditures get stretched over more than a year. This makes the January–December accounting period somewhat less relevant for the India operations.

Figure 11: Quarterly funds received by the Country Office (in USD)

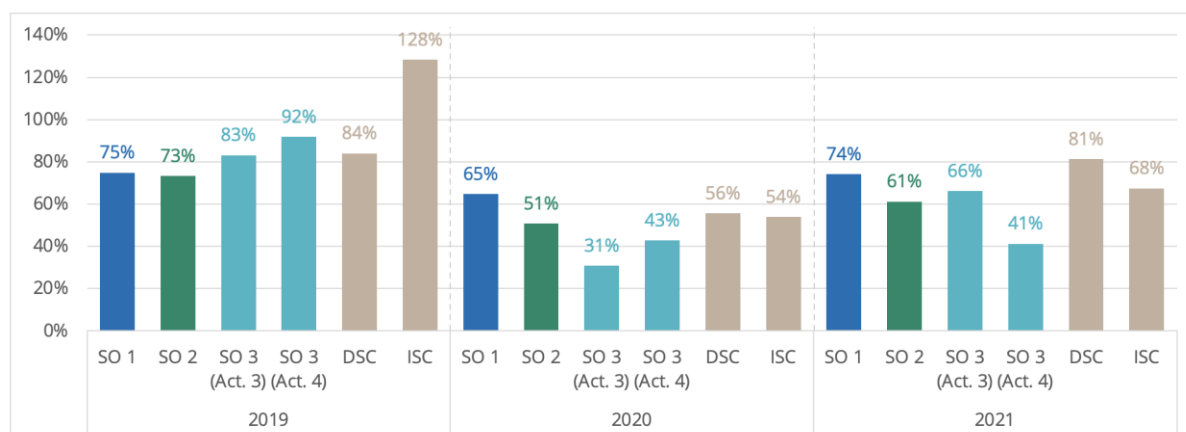


Source: IRM Analytics. 2022. Grants Balance Report. Data cumulative for the 2019–2021 period, as of 31 December 2021.

186. Important to note is the atypical financial management of the WFP India Country Office. The Country Office receives multi-year funds and has access to funds from a contingency reserve grant that was created prior to the current CSP.¹⁹⁸ Multiyear funds are not received every month, hence to meet its fixed disbursements, the Country Office may need to draw on funds from the reserve grant in anticipation of the receipt of grant funds. Once the money is received, the grant fund is replenished by returning the borrowed amounts to the reserve grant fund. WFP corporate financial systems therefore do not adequately reflect the Country Office reality of fundraising and resource mobilization. For instance, the reserve grant is reflected as allocated resources or contributions in the corporate system when it is neither one nor the other. Similarly, the receipt by the Country Office of service cost/fee recovery against the provision of services to Global Support Services distorts the picture of total costs of the Country Office projected by the corporate system as it shows reduced expenditures of the Country Office at the end of each quarter and year. Also, funds provided as support to the Country Office from RBB/HQ/Programme Support and Administration (PSA) fund codes are not reflected in the Country Portfolio Budget (CPB) and Integrated Road Map (IRM) reports.
187. The Country Office has adopted measures to address the limitations arising from these discrepancies with the corporate financial reporting system. For instance, while reviewing the financial spending or resource overview, expenditures and revenues not in the CPB are represented separately to offer a comprehensive view in terms of the revolving reserve grant (known as Below Poverty Line (BPL) Reserve) which is also shown separately in the management information system to reflect that reserve funds are available and being used.
188. **Yearly expenditures for Strategic Outcomes were mostly lower than planned resources as per the Implementation Plan, although the 2019 Implementation Plan was the closest to actual expenditures.** As shown in Figure 12, expenditures for SO1 most consistently aligned with the Implementation Plan, while resources spent as part of the implementation of SO3 Activity 4 represented only about 43 percent of the resources planned for this activity in the Implementation Plans for 2020 and 2021.

¹⁹⁸ Known internally as PBL grant number 70000376.

Figure 12: Annual expenditures against Implementation Plans by Strategic Outcome, direct support costs (DSC), and indirect support costs (ISC)



Source: IRM Analytics. 2019, 2020, 2021. *Annual Resource Utilisation reports*; and IRM Analytics. 2019, 2020, 2021. *ACR-5 reports* for DSC and ISC data.

189. **Resources for financing studies, assessments, and evaluations (under SO3) are not readily available or forthcoming from governments.** The private sector tends to support interventions that have tangible outputs and has a low to negligible interest in funding research and assessments. Activities under SO3 have been funded by the regular annual contribution from the Ministry of Agriculture and Farmers Welfare, the nodal Ministry of WFP, and over the past two years, from the matching contribution from the WFP Emerging Donor Matching Fund (EDMF). Mobilizing funds for SO3 Activity 4 especially for SSTC requires substantial backing from the Government of India. Similarly, mobilizing resources for new activities under climate change and resilience call for tapping new global sources of climate action funds.

EQ4.3 To what extent did the CSP lead to strategic partnerships and collaborations with other actors that positively influenced performance and results and adapted to partnership needs or to additional opportunities arising during the pandemic?

Summary: WFP has forged strategic partnerships with both the national and state governments as well as research and other partners for capacity-strengthening. WFP also established new partnerships with NGOs as part of its support to the COVID-19 response in India to reach vulnerable populations during the lockdown. Despite this, a more systematic approach to building partnerships can amplify the impact that WFP can have.

190. **The WFP partnership with national and state governments has positively contributed to improving the effectiveness of TPDS implementation. Strong partnerships built with the Government of India have created space for WFP to jointly identify needs** for technical capacity-strengthening, to introduce and scale up innovations, and to explore new areas of collaboration. Such partnerships have been made possible because the reputation of WFP for capacity-strengthening expertise in technical areas of FSN. The long-standing partnership with the Ministry of Consumer Affairs, Food and Public Distribution reflects a certain level of trust in WFP and has positively contributed to improving performance and results related to the TPDS at the state and national levels. **However, discussions with Government of India stakeholders reveal that WFP has not tapped the full potential of partnerships with some of the other relevant Departments and Ministries** of the Government of India such as the Ministry of Agriculture and Farmers Welfare, the Ministry of Women and Child Development, and the Ministry of Education.

191. **WFP has started re-engaging with some of the previous partners and working with new partners especially under SO3 Activity 4 in the field of climate change and EPR.** WFP forged close partnerships with Sphere India and SAMARTH while designing and augmenting the capacity for implementing the Government of India COVID-19 response during the lockdown period. Such

partnerships increase the potential for future engagement to indirectly reach vulnerable populations more effectively.

192. **WFP has not developed systematic collaboration plans for engagement at the level of state governments.** In Uttar Pradesh, WFP has developed a time-bound plan of engagement with the state government, but this has not been backed by a strategic partnership plan that can extend the impact of WFP initiatives in the state. While WFP has developed a strategic plan for its own engagement in Uttar Pradesh, developing state-specific partnership plans becomes important if WFP wants to further advance the FSN agenda by addressing needs in other Indian states with high food insecurity through similar CCS activities.
193. **The private donors and other partners interviewed valued the partnership with WFP thanks to its global reputation, domain of expertise, and the knowledge of global best practices in the field of FSN.** They asserted that WFP, which is politically neutral, tends to be more effective than other non-United Nations agencies in advocating with the Government for the effective implementation of innovations and new ideas. While keen to partner with WFP, representatives from think tanks, non-governmental partners and research agencies pointed out the uncertainty of funding for joint activities and some felt that the engagement tended to be one-off and transactional in nature. At the same time, they saw value-added when WFP convenes platforms that bring together a broader coalition of agencies working in the field of FSN.
194. **The current WFP partnership approach might be adequate for strengthening technical capacities to indirectly reach food-insecure beneficiaries, but not necessarily to ensure that benefits reach the most vulnerable populations.** A broader coalition of organizations that work with communities is needed to ensure an indirect impact on reducing discrimination against girls and women, by ensuring equal access to food or improving the livelihoods of smallholder farmers. WFP India has yet to fully benefit from strategic engagement with community-based NGOs, humanitarian agencies that work with the most deprived communities, farmers associations, women's groups, representatives of the Leave No One Behind categories, as well as gender and inclusion specialists.

EQ4.4 To what extent did the CSP provide greater flexibility in dynamic operational contexts and how did it affect results, in particular as regards adaptation and response to COVID-19 and other unexpected crises and challenges, such as socio-economic shocks?

Summary: The CSP has provided continuity as well as adequate flexibility to respond to changes in operational contexts as well as the requirements of new activities that have been initiated. Also, the well-coordinated adaptation of WFP to the COVID-19 crisis to support NGOs and CSOs provides strong evidence of the flexible and dynamic nature of the CSP.

195. **In 2020, the delivery of results under the CSP was disrupted as Government of India attention and priorities shifted towards preventing and mitigating the effects of the COVID-19 pandemic.** Regular activities continued to proceed, though at a slower pace given the constraints on travel and physical meetings. WFP caught up after June 2021 when the second wave began to taper off, and the Country Office was able to reconnect more frequently with government counterparts.
196. The adaptation by WFP of some programmes to support NGOs and CSOs and to respond to government needs in its response to the COVID-19 pandemic provides strong evidence of the flexible and dynamic nature of the CSP. WFP responded effectively to the new capacity-strengthening needs of the central and state governments (in Odisha and Uttar Pradesh) for addressing food-related concerns arising out of the COVID-19 pandemic. WFP diverted its human resources to meet the ad-hoc requests for support from the Government of India and state governments without causing major disruptions to the implementation of the CSP as originally planned.

EQ4.5. What are the other factors that can explain WFP performance and the extent to which it has made the strategic shift expected by the CSP?

Summary: Strong political commitment by governments to ending malnutrition as well as the trust established between government and WFP have contributed to enhancing the impact of CSP interventions. Equally important have been internal factors such as strong leadership, technical

expertise, political acumen and human resource policies that have enabled WFP to position itself strategically and leverage its comparative advantage in the FSN space. Additionally, a set of external factors outside of the control of WFP tend to reduce the effectiveness of WFP interventions.

197. Apart from the COVID-19 crisis, external and internal factors have shaped the implementation of the CSP. **The strong political commitment of both the central and state governments to the SDG 2 agenda has contributed to enhancing the effectiveness of WFP CCS activities under the CSP.** The initiative of the Prime Minister as well as NITI Aayog and the line Ministries to ending malnutrition has created the enabling environment for FSN capacity strengthening. Similarly, the priority given by the Government of Odisha and the Government of Uttar Pradesh to empowering women through SHGs has expedited WFP work in capacity strengthening.
198. **The longstanding partnership with the Government of India has established WFP as a trusted partner of governments.** Officials in both the central and state governments regard WFP as the go-to agency with technical FSN expertise. Most government stakeholders pointed out that the relevance of WFP was derived from having established its credibility in the niche space of technical FSN capacity strengthening. Being politically neutral, willing to respond to the needs of the Government with agility and flexibility, being able to invest in innovations, fill resource and knowledge gaps, invest in pilots, take financial risks, and absorb risks of failure were other features that contributed to the relevance of WFP.
199. **The frequent transfers of senior government officials with whom WFP engages in both national and state governments slow down the pace of CSP implementation.** Short tenures are features of senior officials posted in key departments in both the central and state governments. Establishing a rapport and bringing the new officials on board typically takes time. For instance, five senior officials from the Government of Uttar Pradesh have served as Director of ICDS over a three-year period between July 2017 and June 2020 – one of them having a tenure of only three months.¹⁹⁹ Besides this, there was always a risk of the planned WFP activity being stalled if it did not appear relevant to the new official.
200. **WFP has positioned itself and demonstrated its capacities in the domain of 'changing lives' in India during the CSP.** Many traditional partners of WFP working in food-based safety net programmes recognize the expertise of WFP in the domain of 'saving lives' which includes emergency relief, food assistance, supply chain management, and humanitarian support and response. However, this is not yet the case with some of the new partners in a few government institutions at the national and state government levels as well as research institutions with whom WFP has begun to re-engage. Governments have requested such additional support for climate action, DRR, resilience building, smallholder farmers support, as well as promoting sustainable livelihoods and ecosystems.
201. **If certain gaps are filled, conditions would be right for WFP to attain better results from country capacity strengthening.** WFP achievements are contingent upon state commitment and investments, which have not been readily forthcoming. These include (i) assurance from the Government of India and state governments of adequate resource allocations for nutritional enhancements, (ii) adequate investments in improving socio-cultural gender norms that can allow for effective gender-transformative interventions, (iii) women's self-help groups' capacity to generate sustainable incomes through production of nutritious food, and (iv) creation of government strategies for improving the food basket under the safety net programmes through fortification and diversification. Expansion into more states with a strong need to address FSN issues as well as climate fragility is largely dependent upon fund availability.
202. **The implementation of the CSP benefitted from the coherence of the activities for capacity-strengthening.** WFP has strengthened internal coherence within the Country Office by guaranteeing synergies across the three strategic outcomes. Although there were gaps, such internal coherence was

¹⁹⁹ Evidence gathered during data collection.

achieved through the cross-cutting work of the Gender Unit, Evidence Generation and Analysis Unit, and, to a somewhat lesser extent, by the Communications and Partnerships Unit.

203. **Effective country leadership has positioned WFP as a partner of choice for the Government despite the FSN space becoming crowded and competitive.** Examples of this are found in the new strategic agreements that WFP has signed during the CSP and also in the partnership that WFP India has established with NITI Aayog. WFP has emerged as a preferred partner among 21 other well-established institutions in the field of evaluation that partner with the Development Monitoring and Evaluation Office to strengthen the monitoring and evaluation ecosystem in India.
204. **The WFP India Communication and Advocacy Strategy (2019–2023) has enabled WFP to gain greater visibility during the current CSP.** Though the impacts on performance are difficult to assess, stakeholders within and outside of the United Nations are beginning to recognize WFP as a lean organization that is extremely effective in highlighting critical issues and finding practical solutions to FSN issues through its expertise in gender, climate resilience, and inclusion. In 2019, WFP received more than 70 direct media mentions in news and print, online and on television. This number went up to 200 in 2020, following the appointment of a dedicated senior staff member to lead the communications function. WFP media visibility continued to increase in 2021 with 250 media mentions, 10 Media Releases and 12 Op-ed/Features/Blogs. Twitter grew in followers by 150 percent, and the WFP India account received the “verified” badge that lets people know that an account of public interest is authentic.
205. **WFP India has benefitted from increasing support and guidance from RBB and headquarters.** The Country Office has benefited from its cooperation with headquarters and RBB by way of accessing additional expertise and institutional capacities whenever required, mobilizing additional resources (both professional staff and financial), and creating an enabling environment for food security and nutrition through sharing of global evidence.
206. **Interpreting the achievements on outcome and output indicators has its limitations.** The country strategic plan logframe indicators to measure outputs and outcomes limit the India Country Office’s ability to properly quantify and capture results and contributions to country capacity-strengthening. Findings are further discussed in annex XVIII.

3. Conclusions and Recommendations

3.1 OVERALL ASSESSMENT

Relevance, strategic positioning, and footprint across India

207. Reducing under-nutrition among children, adolescents, and pregnant women is predicted to face obstacles due to the adverse economic consequences of the COVID-19 pandemic, rising food prices, and the global impacts of the war in Ukraine. Despite recent improvements in the nutritional status of children, the prevalence of malnutrition is well above acceptable levels.²⁰⁰ **Given this situation, WFP support can engage further with the Government of India to address FSN challenges.**
208. Within this context, WFP has positioned itself strategically in India and established its value-added provision of technical assistance and capacity-strengthening to support government systems and programmes implemented under the National Food Security Act. By doing so, WFP has leveraged its relatively modest resources to de facto distinguish its contribution from those of other agencies from the United Nations system and beyond, who are similarly partnering with the Government to address food security and nutrition challenges. **As such, WFP has established itself in India as a credible and long-standing trusted FSN partner of the central and state governments.**
209. **WFP retained its strategic relevance during the implementation of the CSP.** WFP expanded its activities in areas for technical capacity-strengthening identified under the previous CSP, entered new thematic areas and geographic locations, and demonstrated flexibility in responding to the emerging needs of governments, especially during the COVID-19 pandemic. WFP has introduced technology improvements to streamline supply chain optimization and increase the efficiency of implementation of the three food-based safety net programmes (SO1). WFP has also been instrumental in introducing and implementing rice fortification in the food-based safety nets. New opportunities for introducing technology-based solutions, especially with state governments, could be explored to strengthen their food-based social protection systems.
210. **To contribute more significantly to SDG 2 targets in India, WFP could expand its thematic areas of engagement.** Given its expertise, WFP could make significant contributions to and tap into emerging opportunities to address the challenges of climate change adaptation, resilience building, and emergency preparedness and response, which are becoming priorities for central and state governments. This would require WFP to mobilise additional resources to support the Government of India to expand and accelerate work to achieve SDG 2 targets.
211. **A more systematic consideration of state partnership interests, to address the most important food and nutrition security needs, can further amplify the WFP contribution in India.** Accelerating the advancement towards SDG 2 requires evidence-gathering at more disaggregated levels of decision-making, to address the specific challenges faced by communities living in different geographic and cultural contexts. The Country Office has begun to envisage the extension of its coverage to include Bihar, Chhattisgarh, Jharkhand and Madhya Pradesh. The Country Office could envisage replication of proven interventions in other states subject to the availability of resources. While exploring options, WFP will also need to explore cost-sharing strategies with the state governments. It will also call for intensifying mobilization of financial resources from sources such as the Adaptation Fund and demonstrating good practices across states. Even with limited resources, WFP can influence national and state level outcomes by sharing lessons learned, convening and advocating for greater visibility of

²⁰⁰ See paragraphs 18.

food and nutrition security at the national and state levels, and better harnessing of relevant partnerships.

Results and performance

212. Working hand-in-hand with governments to identify strategic opportunities for capacity-strengthening has enabled WFP to make positive contributions to advancing the SDG 2 agenda.

Of particular significance has been the way in which the Country Office has leveraged in-house expertise and influenced both the supply and demand for quality foods. On the supply side, WFP established the viability of demonstration pilot projects. On the demand side, it generated credible evidence to influence use and consumption of quality foods; established the significance of rigorous assessments, research, evaluations, advocacy and analyses; demonstrated the potential for contributing to strengthening capacities on disaster risk reduction and climate change adaptation and enabled benefits from exchange of knowledge and expertise under South-South and Triangular Cooperation.

213. Assessing performance of a country programme that focuses fully on country capacity-strengthening (CCS) poses several challenges.

WFP introduced new outcome indicators for measuring CCS in the revised Corporate Results Framework (CRF) 2017–2021, and there is need to further fine tune indicators to improve performance measurement and reporting on CCS results, particularly in development portfolios. Under the recently approved CRF (2022–2025), a set of new indicators are being developed and piloted as part of the CRF road map, including CCS indicators. This could be an opportunity for the Country Office should these indicators be of relevance to the India context.

214. Implementation of the CSP has benefited from the Country Office approach, based on the CCS framework, which simultaneously addresses all three CCS domains. WFP has leveraged the government push for evidence-based decision-making and their work has been successful in supporting the Government to strengthen their programmes and systems to be more efficient and effective.

Similarly, strong policy and resource support for climate change and SSTC has enabled WFP to explore critical thematic areas in the domain of ‘changing lives.’ CSP implementation has benefited from a high degree of organizational support, strong country office leadership to strengthen collaboration with Government, and a readiness to be flexible and adaptive. However, the Country Office has not advocated adequately for an enabling environment that would ensure that India’s Food Security and Nutrition objectives are backed by sufficient resources and capacities, considering both the central and state government commitment to the SDG 2 agenda.

Gender, inclusion and ‘no one left behind’

215. WFP is recognized for having seized opportunities for embedding gender equity and empowerment of women across its interventions. However, it has not developed a systematic dissemination and advocacy strategy for maximizing gender and inclusion in programmes and policies.

There is a growing recognition in the Government of the need to improve access to government social protection systems by the most vulnerable and disadvantaged populations. WFP-led studies on intrahousehold food consumption in Uttar Pradesh were useful to understand some gender inequity dynamics and could be replicated in other states. Further efforts to generate evidence would also support advocacy for more inclusive and gender-sensitive food-based safety net programme delivery by Government. In addition, further sensitizing of government officials on gender and inclusion concerns would support a better integration of GEEW and inclusion concerns into national programmes. In line with these efforts, further advocacy on integrating gender and inclusion indicators into M&E systems could be pursued to enable measuring the coverage of the most disadvantaged populations by social protection systems.

216. More can be done to help the Government understand the challenges faced by disadvantaged groups in accessing their entitlements under government programmes.

The Country Office is well positioned to be a lead within the United Nations and with government partners in identifying the challenges in government programme implementation, especially with disabled persons. Often, they are eligible for government entitlements but are unable to access them. WFP can partner with national

organizations of disabled persons and other marginalized groups and conduct research and advocacy to help strengthen the outreach of these programmes.

Partnerships

217. **Maintaining close links with government counterparts in the central and state governments has been critical to ensure effective CSP implementation.** This has required considerable and continuous investment of staff time, especially by strategic outcome managers and senior leadership. At times, this has been stressful due in part to the transfer of senior government officers within short periods of time. Re-establishing close linkages, notably with the Ministry of Agriculture and Farmers' Welfare, could further advance the SDG 2 agenda, particularly in following up with the Food Systems Summit. Firstly, the importance of the Ministry of Agriculture and Farmers' Welfare has been growing in recent years largely because of several new programmes for farmers' welfare announced by the Prime Minister. The Ministry of Agriculture and Farmers Welfare has been mandated by the Government of India to take the lead in many agriculture-related initiatives that overlap with the WFP mandate and domains of expertise. Establishing a new programmatic partnership with the Ministry of Agriculture and Farmers Welfare in some of these new areas can offer additional avenues for advancing the SDG 2 agenda. Secondly, WFP can benefit from greater synergies across the departments and ministries that it works with, which can facilitate CSP implementation.

218. **National advocacy through strategic partnerships is critical for enhancing the effort of India at meeting the SDG 2 goal. There is need for establishing stronger partnerships with governments and identifying new areas for collaboration to amplify the reach and impact of WFP interventions.** Similarly, more targeted advocacy around specific themes at the national level and in the states where WFP operates can amplify WFP impact on the ground and further galvanize support around the SDG 2 agenda. There is also scope for WFP to improve results under the new UNSDF by mobilizing programme cooperation with United Nations agencies to advance the SDG 2 agenda and promote among the United Nations organizations in India a strong gender transformative approach to achieve the SDGs.

219. **WFP could optimize its potential reach and influence with new, strategic long-term partnerships and collaborations for capacity-strengthening** with CSOs and lead women's organizations working in the areas of food security, nutrition, agriculture and women's empowerment; selective think tanks, research agencies, philanthropists, international NGOs, farmer unions; as well as champions of child rights and women's rights that work for greater impact to advance the SDG 2 agenda. The partnership with the Ministry and Departments of Women and Child Development at the national and state levels could be strengthened. The Country Office has not fully addressed intersectional dimensions of GEEW, inclusion and vulnerabilities. This will, however, require allocating adequate resources for the Gender Unit so that support staff can be recruited to help expand the gender and inclusion agenda at both programmatic and organizational levels.

220. Despite the constraints brought about by COVID-19, WFP contributed to enhancing technical dialogue and peer learning between India and Sri Lanka and Bhutan, helping them contextualize Indian good practices. WFP also facilitated the high-level study visit of senior Government of India officials to Costa Rica in 2019, which achieved considerable success and led to sharing good practices in rice fortification. Still, **WFP can do more to further South-South and Triangular Cooperation and extend food assistance to other countries.** India can also benefit from exchanging knowledge and practices with other countries on climate adaptation, social protection systems, resilience and fortification as well as dealing with the adverse effects of COVID-19.

Resource mobilization and its efficient use

221. **The Country Office has mobilised sufficient funds for current operations in India and has been actively pursuing different strategies for resource mobilization from other potential funders.** Particularly instrumental in supporting the CSP have been (i) the annual unearmarked pledge of USD 960,000 from the Government of India (which remains the primary partner of the Country Office); and (ii) the matching grant from the WFP Emerging Donor Matching Fund (EDMF) over two years in 2020 and 2021, which provided resources for "twinning" to cover the associated costs of capacity strengthening. The private sector represents one of the largest sources of funding for the CSP, a positive achievement that reflects the active engagement of the Country Office with the private sector

but there is no guarantee of continuity. The Country Office continues to explore new modalities of cost-sharing, especially with state governments. WFP is also working with the Ministry of Environment, Forest and Climate Change and WFP Sri Lanka for a regional proposal to the Adaptation Fund. Concurrently, intensive efforts are underway to access corporate social responsibility funds and grants from the private sector. The WFP Trust for India has been invigorated by the induction of additional trustees.

3.2 RECOMMENDATIONS

| # | Recommendations | Recommendation type | Responsibility | Other contributing entities | Priority | Deadline for completion |
|---|--|---------------------|----------------|--|----------|-------------------------|
| 1 | <p>Consolidate, build on successes and develop medium-term strategies and approaches based on capacity needs assessments for each country strategic plan outcome in the new country strategic plan, integrating innovation and South-South and triangular cooperation into all country strategic plan outcomes.</p> <p>1.5 Remain focused on the three food-based safety nets (Targeted Public Distribution System, the midday meals programme and Integrated Child Development Services).</p> <p>1.6 Explore further engagement in the new thematic areas initiated under the country strategic plan by responding to emerging needs for country capacity strengthening in climate change adaptation and resilience building.</p> <p>1.7 Undertake a more systematic exploration and prioritization of technology-based innovations to strengthen government systems.</p> <p>1.8 Continue to explore South-South and triangular cooperation as a modality for country capacity strengthening in India and help expand country capacity strengthening and technical assistance to the Government.</p> | Strategic | Country office | Regional bureau, headquarters Technical Assistance and Country Capacity Strengthening Service | High | Second quarter 2023 |
| 2 | <p>Expand country capacity strengthening initiatives across India for greater impact on the Sustainable Development Goal 2 agenda.</p> <p>2.1 Explore and expand WFP engagement in a comprehensive manner in states confronted with food security and nutrition challenges in order to promote government replication and scale-up of successful best practices and innovative models for achieving food security and nutrition.</p> <p>2.2 Capture the experience and lessons learned from states such as Odisha and Kerala and share them through inter-regional</p> | Strategic | Country office | Regional bureau | High | Fourth quarter 2023 |

| # | Recommendations | Recommendation type | Responsibility | Other contributing entities | Priority | Deadline for completion |
|---|--|---------------------|----------------|--|----------|-------------------------|
| | <p>exchanges within India and with international partners through South-South and triangular cooperation.</p> <p>2.4 Identify a small set of core activities backed up by resources and advocacy that can be replicated across other states.</p> | | | | | |
| 3 | <p>Step up efforts to integrate and strengthen gender equality, women’s empowerment and inclusive approaches.</p> <p>3.5 Conduct a systematic analysis through all phases of the intervention cycle to identify and anticipate gender and inclusion issues and measures for mitigating them.</p> <p>3.6 Develop a plan to ensure the systematic involvement of the gender unit in all country strategic plan outcome activity planning, design and implementation as well as in the production of social and behaviour change communication and communication materials.</p> <p>3.7 Fully integrate and communicate gender and inclusion considerations throughout engagement with government entities at all levels and other partners in order to identify and advocate ways to support the inclusion of eligible marginalized and vulnerable groups in food-based government safety net programmes.</p> <p>3.8 Strengthen capacity to design, implement and monitor gender equality and social inclusion and ensure marginalized groups benefit so that no one is left behind.</p> | Strategic | Country office | Regional bureau, regional gender advisor; disability and inclusion advisor; headquarters Gender Office | High | Fourth quarter 2022 |
| 4 | <p>Develop long-term strategic collaboration with stakeholders to support efforts to address food security and nutrition challenges and “leave no one behind”.</p> <p>4.5 Strengthen collaboration with the central and state governments. In particular, develop a long-term cooperation plan with the Ministry of Agriculture and Farmers’ Welfare, which serves as the lead ministry for the implementation of the country strategic plan; explore and expand direct cooperation with ministries at</p> | Operational | Country office | | Medium | First quarter 2023 |

| # | Recommendations | Recommendation type | Responsibility | Other contributing entities | Priority | Deadline for completion |
|---|--|---------------------|----------------|--|----------|-------------------------|
| | <p>the national level, including the Ministry of Women and Child Development and the Ministry of Education; and finalize with state governments state-specific partnership strategies for the new country strategic plan.</p> <p>4.6 Strengthen and expand strategic partnerships with non-governmental stakeholders.</p> <p>4.7 Engage more proactively with other United Nations entities to promote more integrated strategies, enhanced complementary programming and joint fundraising for advancing the Sustainable Development Goal 2 agenda.</p> <p>4.8 Build on experience to expand alliances for advocacy and sustained action to better address food insecurity and malnutrition, drawing on WFP-generated evidence, best practices and global experiences.</p> | | | | | |
| 5 | <p>Actively pursue existing strategies for mobilizing additional resources to further WFP's work in other geographic and thematic areas.</p> <p>5.5 Pursue further opportunities to mobilize additional funding from central government ministries other than the Ministry of Agriculture and Farmers' Welfare and to negotiate cost-sharing modalities with state governments.</p> <p>5.6 Continue to expand work with the private sector to gain access to corporate social responsibility funds and increase work to obtain grants from international foundations and funds such as the Adaptation Fund, the World Bank and the Asian Development Bank.</p> <p>5.7 If possible, under the next country strategic plan use matching grants from the new fund replacing the Emerging Donor Matching Fund, as has been the practice under the Emerging Donor Matching Fund and the current country strategic plan and</p> | Operational | Country office | Support from regional bureau and headquarters Public Partnerships and Resourcing Division, Private Partnerships and Fundraising Division, Corporate Planning and Performance Division and Finance Division | High | Second quarter 2023 |

| # | Recommendations | Recommendation type | Responsibility | Other contributing entities | Priority | Deadline for completion |
|---|---|---------------------|----------------|--|----------|-------------------------|
| | explore the possibility of opening new windows to extend financial support from the new fund to lower-middle-income countries like India. | | | | | |
| | 5.8 The country office and headquarters should collaborate to adapt the country office financial system to the specific circumstances of WFP operations in India and to ensure that the country office uses resources more efficiently. The circumstances include that most of the funds allocated are obtained through multi-year contributions; the existence of a revolving fund used by the country office to fund its activities subject to replenishment upon the receipt of contributions; the practice of charging a service fee for global support services, which affects the reliability of reported expenditures; and the fact that headquarters, regional bureau and programme support and administrative funds allocated to the country office are currently reflected in the accounting systems of headquarters and the regional bureau. | | | | | |
| 6 | <p>The country office, in collaboration with the regional bureau and headquarters, should support the development of immediate and intermediate country capacity strengthening outcome-level indicators for assessing WFP's contribution to country capacity strengthening.</p> <p>6.2 Develop country-specific immediate and intermediate outcome indicators that better fit the needs of the country office's unique country capacity strengthening portfolio (including South-South and triangular cooperation), with normative guidelines and systems led by headquarters, and remain abreast of the country capacity strengthening indicators that will be developed and piloted as part of the new corporate results framework.</p> | Operational | Country office | Regional bureau, headquarters Technical Assistance and Country Capacity Strengthening Service | High | Second quarter 2023 |

List of Acronyms

| | |
|------|--|
| AAP | Accountability to Affected Populations |
| ACR | Annual Country Report |
| AIDS | Acquired immunodeficiency syndrome |
| AWC | Anganwadi Centres |
| CCS | Country Capacity Strengthening |
| CPB | Country Portfolio Budget |
| CSO | civil society organization |
| CSP | Country Strategic Plan |
| CSPE | Country Strategic Plan Evaluation |
| CSR | corporate social responsibility |
| DAC | Development Assistance Committee |
| DRR | Disaster Risk Reduction |
| EPR | Emergencies, Preparedness and Response |
| EQ | Evaluation Question |
| FAO | Food and Agriculture Organization |
| FGD | focus group discussion |
| FNS | Food and Nutrition Security |
| FPS | Fair Price Shop |
| FSN | Food Security and Nutrition |
| GDP | Gross Domestic Product |
| GEEW | Gender Equality and Empowerment of Women |
| HIV | Human Immunodeficiency Virus |
| HQ | Headquarters |
| ICDS | Integrated Child Development Services |
| ICT | information communications technology |
| ILO | International Labour Organization |

| | |
|--------------------|--|
| INR | Indian rupee |
| IOM | International Organization for Migration |
| IRM | Integrated Road Map |
| MDM | Mid-day Meal |
| MoU | Memorandum of Understanding |
| MSC | Most significant change |
| NBP | Needs Based Plan |
| NFHS | National Family Health Survey |
| NFSA | National Food Security Act |
| NGO | non-governmental organization |
| \ | National Institution for Transforming India Aayog |
| NWR | Negotiable Warehouse Receipts |
| OECD | Organisation for Economic Co-operation and Development |
| OEV | Office of Evaluation |
| OMM | Odisha Millets Mission |
| ONORC | One Nation One Ration Card |
| POSHAN Abhiyaan | Prime Minister's Overarching Scheme for Holistic Nourishment Abhiyaan or POshan SHAKti Nirman) Scheme |
| PSA | Programme Support and Administrative budget |
| PWD | Persons with disabilities |
| RBB | Regional Bureau in Bangkok |
| SBCC | Social and Behaviour Change Communication |
| SDG | Sustainable Development Goal |
| SHG | Self-help Group |
| SO | Strategic Outcome |
| SSTC | South-South and Triangular Cooperation |
| THR | Take Home Ration |
| ToR | Terms of Reference |
| TPDS | Targeted Public Distribution System |

| | |
|--------|--|
| UNDP | United Nations Development Programme |
| UNICEF | United Nations Children's Fund |
| UNSDF | United Nations Sustainable Development Framework |
| USD | US Dollar |
| WFP | World Food Programme |
| WHO | World Health Organization |
| WSHG | Women's self-help group |

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