

# EMERGENCY FEEDING PROGRAM

## *Draft Evaluation Report*

This evaluation report is based on survey conducted by Directorate of Economics and Statistics and Poverty and Human Development Monitoring Agency (PHDMA) under Planning and Coordination Department, Odisha. The survey was conducted on request of Women and Child Welfare Department of Odisha in November, 2014 with reference period September 2014 covering 400 Anganwadis and 3110 beneficiaries of Emergency Feeding Program in 80 (all) blocks of eight districts belonging to KBK region.

Directorate of Economics and Statistics, Odisha  
Evaluation Study on EFP



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## EXECUTIVE SUMMARY

*“I will give you a talisman. Whenever you are in doubt, or when the self becomes too much with you, apply the following test. Recall the face of the poorest and the weakest man [woman] whom you may have seen, and ask yourself, if the step you contemplate is going to be of any use to him [her]. Will he [she] gain anything by it? Will it restore him [her] to a control over his [her] own life and destiny? In other words, will it lead to swaraj [freedom] for the hungry and spiritually starving millions? Then you will find your doubts and yourself melt away.”*

*One of the last notes left behind by Mahatma Gandhi in 1948, expressing his deepest social thought.*

*Source: Mahatma Gandhi [Last Phase, Vol. II (1958), P. 65*

This report is based on evaluation of a program which is linked with entitlement of poorest and weakest man mentioned by Mahatma Gandhi. This last man resides in region which depends on forests for livelihood, where rainfall is generally erratic and unevenly distributed, where soil erosion and land degradation are very common, where water retention capacity of soils is not upto the mark, where connectivity is poor. One of such regions is KBK (undivided districts of Koraput, Bolangir and Kalahandi) in Odisha state.

Emergency Feeding Program is effort of Odisha government for maintaining nutritional status of people of KBK region who are not only poor and hungry but old and infirm also. They lack the capability of earning and contributing to the family income.

This Programme was launched in the five KBK districts (now in eight: Koraput, Malkangiri, Rayagada, Nawarangpur, Bolangir, Subarnapur, Kalahandi and Nuapada) under the Revised Long Term Action Plan (RLTAP) in the year 1995-96. Under the programme, infirm and indigent persons are provided with cooked foods ( 250 gms of rice, 30 gms of dal, 30 gms of vegetables ) throughout the year under the network of 16,078 Anganwadi centers under ICDS (Integrated Child Development Scheme). The cost of per meal per person is Rs 5.50, which has been met out of allocation of RLTAP.

On request of Women and Child Welfare Department of Odisha and initiation of Poverty and Human Development Monitoring Agency (PHDMA), during November, 2015, the Directorate of Economics and Statistics (DES) conducted a survey for evaluation of Emergency Feeding Program with following objectives;

- To assess the impact of the scheme on the old and infirm persons in KBK districts and the factors, if any constraining the desired impact,
- To study the quality implementation of the scheme,
- To assess the efficacy of the delivery system including mechanism of monitoring and accountability, and
- To suggest corrective measures for improvement in the performance of the program

It was the first evaluation study of this program which was based on a scientific survey. Out of 16,078 Anganwadis in KBK region, sample of 400 Anganwadis were selected. Through sampling design, it was ensured proper representation of all eight districts and 80 blocks in the sample. For

each districts in KBK, sample Anganwadis were selected in proportion to number of Anganwadis in respective districts.

Then the allocated AWCs in the district were further distributed within blocks proportionally keeping in view the number of AWC in the blocks. Number of allotted AWCs in the blocks was selected based on Simple Random Sampling Without Replacement method (SRSWOR). From each selected AWCs in the block, maximum of 10 beneficiaries were selected based on SRS and interviewed. In case, AWC is having less than 10 EFP beneficiaries, all beneficiaries were selected for interview. Response of Anganwadi workers , beneficiaries and other functionaries , are recorded in structured questionnaire.

Three type of questionnaires- for Anganwadi, beneficiaries and functionaries of the programme like Village headman / Sarpanch / Ward Member, CDPO and DSWO were prepared by DES. These schedules were re examined and finalized by PHDMA in consultation with W&CD Department. Data processing of filled in schedules (entry, verification, validation) were done at DES Headquarters. Validated data was given to PHDMA for data analysis.

For data analysis, reproducible data analysis approach has been adopted for maintaining transparency, extensibility and modality. In this approach written codes of analyses can be checked, shared and extended. With the help of Stata ( Software for advanced statistical analysis), reproducible codes (see technical report) were given to DES to write raw report by answering the comments including graphs and tables in technical report. This raw report was sent to PHDMA for moderation in return. After many cycles of updation and comparison between technical report (prepared by PHDMA) to raw report (prepared by DES), the final report has been prepared. Analysis used in this report is the outcome of collaborative efforts between PHDMA and DES.

Summary of data and analysis has been presented in chapter 3-5. Chapter 3 is based on information collected from Anganwadi workers. Chapters four analyses information collected from beneficiaries. Chapter five includes separate highlights for districts, observed during analysis of chapter 3 and chapter four which also includes information collected from other functionaries involved in EFP, like Sarpanch, CDPO and DSWO.

## Major findings

- Number of beneficiaries in districts neither confirm allocation based on population criteria nor size of BPL families in district criteria.
- For some districts, allocation of Anganwadis does not confirm population criteria.
- 12 percent of Anganwadis are without beneficiaries.
- Program is mainly confined to marginalized groups like SC, ST, Female.
- 48 percent of Anganwadis have at least one left out which is eligible for coverage under the program (according to Anganwadi worker).
- Number of estimated left out is 68,917 which is 34.5 percent of current beneficiaries. This will have additional cost of approximately 14 crore per year.
- There is no clear pattern for recommending authority for beneficiaries to be included in program. Beneficiaries get entry in the program through Pallisabha in 41 percent of Anganwadis only. In 30 percent of Anganwadis, beneficiaries get entry through channels other than Pallisabha. Rest of Anganwadis follows combination of other channels and Pallisabha.

- There is no uniform rule for cancellation of benefit of beneficiaries due to his/her coverage under other scheme. Benefit of beneficiaries has been cancelled due to benefit of other schemes in nearly 18 percent of AWCs. At the same time 90 percent of Anganwadis have beneficiaries who are getting benefits of other schemes.
- None of the Anganwadis have reported to follow norms for procurement of all food items, i.e. rice, dal, vegetables, egg and spices. For rice and dal, 37 percent of Anganwadis follows norms.
- Only 52 percent of Anganwadis store food items at Anganwadi centre.
- More than 70 percent of Anganwadis use container or local measurement methods, which are not scientific.
- Average number of visits (2.5) of supervisor is almost same according to norm (3) with some exceptions.
- Influence of supervisor visits is more than CDPO on maintaining records and measurements of food items.
- More female beneficiaries enroll in the program than male counterparts.
- More than half beneficiaries are agriculture labourer.
- Two third of beneficiaries are not getting any assistance from other schemes earmarked for poor.
- Average year of benefit avails by a beneficiary is 3.3 years. In this way average beneficiary gets assistance of Rs 6,574 at current rate of expenditure (Rs. 5.5 per beneficiary).
- Almost all beneficiaries get regular meals.
- Average beneficiary travel 166 meters for getting food.
- More than 70 percent of beneficiaries find quality of food as good.
- More than 90 percent beneficiaries get timely food.
- More than 75 percent beneficiaries find food adequate.
- 85 percent beneficiaries are showing overall satisfaction. However there are variation in districts.
- Beneficiaries are non critical for Anganwadi worker
- 8 out of 10 other functionaries ( village headman) support continuation of programme

## Recommendations

Keeping in view of status of Anganwadis, perception of beneficiaries, their suggestions including perception of other functionaries, few recommendations are proposed for better implementation of the scheme.

- Most of AW Workers including other functionaries complains of meagre cost norm of menu i.e., @Rs 5.50 per meal which also include fuel. As a result they have to compromise on quality of food. The norm may be enhanced suitably for providing qualitative food.
- P&C Department is the funding agency and W&CD Department is the implementing agency. As such the funding agency should draft complete guidelines. The guidelines on hot cook meal which includes supplementary nutrition programme and EFP prepared by W&CD Department appears to be not simple to follow.
- For better implementation, selection of beneficiaries should be strictly through palli sabha, being the lowest PRI with a ranking method based on information on availability of assets, occupation, nutritional vulnerability etc. Selection by ward member, sarpanch, CDPO etc as observed should not be entertained.

- Any type of quota system of beneficiaries for district, block or Anganwadi (if exists) should be removed. Current survey estimates nearly 14 crore (at rate of current expenditure) per year additional allocation will be required to cover all old, infirm and destitute people.
- The AW workers are overburdened with various ICDS works. For efficient implementation, the program be entrusted to village SHG under supervision of W&CD Department Funds may be transferred to the account of SHG for utilization.
- At place of food supply, key points of guidelines (selection and deletion process, menu, weight of different food items) should be displayed in local language on a hoarding. AWW should maintain complain book by asking problems of beneficiaries.
- Some dry food (like chuda) should be given for night as a part of two square meal for beneficiaries.
- Awareness campaign or training program of PRIs and SHGs may be conducted by the implementing agency regarding their role in such matters at regular intervals.
- The old, infirm and poorest beneficiaries in KBK region need care for survival. They are hungry and malnourished. As such the programme should be continued for better public interest.
- Evaluation study should be done at regular interval (most suitably at three years) for getting challenges of functionaries and problems of beneficiaries.

### **Requirement of further probe and study**

- Why number of female share is higher?
- Why share of OBC in koraput is higher as per AWC record?
- Why 12 percent AWC are without EFP beneficiaries?
- Why deletion of beneficiaries in some AWC is due to getting Government pension?
- What is percentage of married couple among beneficiaries?
- Why getting assistance from other poor oriented schemes are low?
- Why irregularity in meal is highly perceived in Nawarangpur?



# Chapter 1

## Emergency Feeding Program in KBK

*“There is no humiliation more abusive than hunger”*

*Shri Pranab Mukherjee, President of India on the occasion of his sworn in ceremony as 13<sup>th</sup> President of India*

### 1.1. Introduction

The right to food is a fundamental part of human rights to overcome hunger and malnutrition. Majority of those suffering from hunger and malnutrition are agriculture labourers, scheduled caste and scheduled tribe population, old, infirm and destitute persons living in rural areas without access to productive resources. The Supreme Court has rightly taken up the cause of food insecurity by directing both Union and State governments to ensure food security including the free food to infirm, children, nutrition of women and lactating mothers<sup>1</sup>. There are many interventions like poverty reduction programmes, food security programmes for addressing problem of hunger and mal nutrition, but few specific nutritional interventions targeting older, infirm and destitute people in humanitarian situations, in contrast to pregnant women and lactating mothers and children under-five for whom targeted assistance is a well-established practice.

National Food Security bill covers large number of people and emphasis on provision of nutritional food, giving guarantee of employment and ensure right to food to the people and thereby to elimination of the basic problems such as poverty, hunger and unemployment.

But the problem of old and infirm people with health related impairments, have difficulties preparing their own food and cannot meet their food requirements in any other way have different dimensions to meet their food requirements. One of the most important factors for an older person is isolation, whether it is due to the loss, migration or apathy of their family. In this way they are not only hungry people but resides within set of hungry people which is itself subset of poor (Box 1-1). These are people who are compelled to live on charity of others. This study provided opportunity to see to what extent resource wise rich but economically poor state of Odisha has addressed food issues of these people through its Emergency Feeding Program (EFP) in the most vulnerable part i.e., KBK region.

#### Box 1-1: Entitlement to food

Hunger is situated within poverty, rather associated with extreme poverty, as a result of which households and individuals do not have entitlements to food.

Entitlements are combination of two factors- states of well being (like well nourished) and activities (achieving self respect or being socially integrated). Self respect and social integration are themselves goals of meaningful life.

*Source: Food Security Atlas of Rural Orissa, the UN World Food Program*

<sup>1</sup> SUPREME COURT ORDERS ON THE RIGHT TO FOOD: A Tool for Action, Yamini Jaishankar and Jean Drèze, <http://www.righttofoodindia.org/data/scordersprimer.doc>

Odisha, being the 11th largest state by population lives in villages is a popular saying. The statement seems to be more appreciable when we see the data from 2011 census that 83 percent of total population of the state lives in rural areas. Even though the state is one of the backward states in India, it is also one of the most mineralized states in India. Agriculture is the mainstay of State's economy. There are 30 districts in the state which have been placed under three revenue divisions for better administration called Central, Northern and Southern divisions. The socio-economic status of the state divides it into two broad regions, coastal and inland districts. The former is fertile with high yielding capacity of agriculture comprising higher proportion of upper caste population. On the other hand, the inland districts are hilly and barren land covering forest, comprising more number of ST and SC population with low economic activity. Such difference demands various strategy to meet challenges of hunger in these region.

During the past decade, the state registered significant achievements with strong advances in economy having average growth of eight percent including poverty reduction and other socio economic indicators. The industry and services sector emerged as main drivers of growth in the economy of the state. But the growth is not as inclusive as it should be. Benefit of growth has not sufficiently spread to the marginalized groups in the society.

As per estimation of Planning Commission in 2011-12, 32.6 percent of population lives in below poverty line with variations among the regions. This shows 24.6 percentage points decline in poverty in comparison to 57.2 percent in 2004-05. There are people, specially in certain pockets, who need direct intervention for their survival with dignity. The State Government has been implementing various programmes including SGSY / NRLM, MGNREGA and other programmes for generation of wage employment and gainful self-employment for such people. In addition, food security is being provided through heavily subsidized rice at the rate of rupee one a kg for all BPL households, Targeted Public Distribution Programme (TPDS), Antyodaya Anna Yojana (AAY), Mid-day Meal (MDM) Programme and Supplementary Nutrition Programme (SNP) in whole of Odisha. Still there are pockets with diverse socio-economic-climatic situation, which demands additional support from Government.

## 1.2. KBK districts of Odisha belongs to severely food insecure zone

The undivided districts of Koraput, Bolangir and Kalahandi of Odisha state (popularly known as KBK districts) have since 1992-93 been divided into eight districts, viz., Kalahandi, Nuapada, Bolangir, Subarnapur, Koraput, Malkangiri, Nabarangpur and Rayagada. Although there are lot of variations in terms of many socio economic indicators but the common characteristics which identify them as group are high level of poverty and food insecurity. Food security atlas, prepared by World Food Program (WFP), places Bolangir, Koraput, Kalahandi, Subarnapur, Nabarangpur in severely food insecure zone. Nuapada, Malkangiri and Raygada are even worse situation. They are placed in extremely food insecure zone<sup>2</sup>.

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<sup>2</sup> Table 14, Food Security Atlas of Orissa, 2008

In terms of geographical area, the KBK districts cover 30.6 percent of the State and constitute 14 Subdivisions, 80 Blocks, 1,437 Gram Panchayats and 12,293 villages as against total of 58 sub-divisions, 314 blocks and 6,227 Gram Panchayats and 51,349 villages (2001 census) in the state. Thus these districts share 24 percent of sub-divisions, 25 percent of total CD blocks, 23 percent of total GPs, and 24 percent of total villages in the state. The region may be broadly divided into five physiographic regions like, (1) North Eastern Ghat, (2) South Eastern Ghat, (3) Eastern Ghat High Land, (4) Western Undulating Zone and (5) Western Central Table Land. These regions represent different agro-climatic zones.

Rainfall is generally erratic and unevenly distributed, although average normal rainfall in all KBK is 1427.0 mm as against State average of 1451.2 mm. This region is vastly covered by forest. A large portion of people in KBK region depend on forests for livelihood as forest coverage accounts for 40 of total Geographical area in all KBK region. More than 50 per cent of forests are degraded. These factors aggravate the problem of poverty in the region. Problems of soil erosion and land degradation are common. Water retention capacity of soils is generally poor. Only one fifth of Net area sown receives irrigation. These factors, among others, significantly contribute to low land productivity.

The population of the region accounts for 20.6 percent of the total population of the State as per 2011 Census. The proportion of SC and ST population of these regions were 20.4 and 34.8 percent of the total SC and ST population in the State respectively. The literacy rate in the region was 56.1 percent as against State average of 72.8 percent. Female literacy is as low as 44 percent, which is 20 percentage point less than State average. Due to high illiteracy and poverty, general public at large has very little access to information on health, education and vitality of forests. A comparative

**Table 1-1: Socio Economic features of KBK region and Odisha**

Indicators	KBK region	Odisha
Total Population (2011 census)	86,25,127	4,19,74,218
SC Population	14,71,468 (17.1%)	71,88,463 (17.1%)
ST Population	33,35,414 (38.6%)	95,90,756 (22.8%)
Sex Ratio	1,011	979
Literacy rate	56.1	72.8
Male_Literacy	67.6	81.6
Female_Literacy	44.8	64
Average Normal Rainfall (mm)	1426.9	1451.2
Total Geographical area (Sq. KM)	47646	155707
Forest Area (Sqr KM)	18979.9 (40% of total geographical area of KBK)	58135.4 (37% of total geographical area of State)
Net Area Sown (000 ha)	1394 (29.2% of Total Geographical area of KBK)	4386 (28.2% of Total Geographical area of State)
Net Irrigated Area (000, ha)	282.35 (20.2% of NAS in all KBK)	1178.73 (26.8% of NAS of State)
% Rural Families Below Poverty Line (BPL Census,2002)	71.04	NA

*Source:* DES, Odisha/PR Department, Odisha

socio economic picture of KBK region with all Odisha is given in Table 1-1.

The high incidence of rural poverty in the above KBK districts is a concern as higher number of rural families is living Below Poverty Line. As per BPL, Census, 2002, about 71 percent of rural families were living below poverty line in KBK districts. The poverty estimates for rural Odisha by NSS regions (based on Planning Commission), southern regions which includes KBK region (Koraput, Bolangir and Kalahandi) has the highest incidence of poverty with 48 percent in 2011-12 followed by northern region with 39.9 percent.

The region also suffers from acute economic, social and gender disparities reeling in socio-economic and human development indicators. This resulted in poor nutritional status of the people and low life expectancy. Starvation is common and rampant in these regions.

In order to bring this region at par with the other regions of the State, the Government has been implementing various poverty reduction schemes including SGSY/NRLM, MGNREGA and other programmes for generation of wage employment and self employment in KBK region. Food security is being provided through subsidized rice in KBK and non KBK region. Various initiatives have been taken to address the problem of under development in these areas like special plan for KBK districts, Biju KBK plan, Backward Region Grants Fund (BRGF), Integrated Action Plan (IAP) for left wing extremism affected districts, Gopabandhu Gramin Yojana, Grant in aid under tribal sub plan and implementation of programmes under tribal sub plan funded by special central assistance.

### 1.3. Emergency Feeding Program- Government support for last man

The endemic poverty and low household incomes in KBK region tend to result in the neglect of the old and the infirm in the matter of food allocation within the family. In order to

**Table 1-2: District wise Anganwadis in order of population covered**

District	AWCs /Mini AWCs	Population (000)	Pop Covered <sup>1</sup>
Nuapada	1671	610	365
Subarnapur	1571	610	388
Koraput	3264	1379	422
Malkangiri	1250	613	490
Rayagada	1939	967	499
Nawarangpur	2207	1221	553
Bolangir	2443	1649	675
Kalahandi	2238	1576	704
Total KBK	16583	8625	520

<sup>1</sup>Pop Covered: Population (2011 Census) per AWC

**Table 1-3: District wise beneficiaries in order of beneficiaries per thousand population**

District	Beneficiary (Num)	Population (000)	Ben <sup>1</sup>
Nawarangpur	19270	1221	16
Bolangir	33860	1649	21
Subarnapur	13525	610	22
Kalahandi	37200	1576	24
Malkangiri	14990	613	24
Rayagada	22840	967	24
Koraput	37315	1379	27
Nuapada	21000	610	34
Total KBK	200000	8625	23

<sup>1</sup>Ben: Number of beneficiaries per thousand population

provide nutritional supplement to old and infirm persons who lack the capability of earning and

contributing to the family income, Emergency Feeding Programme (EFP), has been launched in the eight KBK districts under the Revised Long Term Action Plan (RLTAP) in the year 1995-96. Under the programme, infirm and indigent persons are provided with cooked foods throughout the year at Anganwadi centers under Integrated Child Development Scheme (ICDS) which help them to cope with food insecurity and food distress periods to break the food insecurity cycle.

With the meagre allocation of Rs 20.49 crore under LTAP for drought proofing and poverty alleviation measures, the EFP initially started covering five KBK districts targeting 45,141 beneficiaries. During the year 1996-97, Balangir district was included under the folds of Emergency Feeding Programme and the total beneficiary coverage was thus enhanced to 74,545. During 1998-99, Revised Long Term Action Plan (RLTAP) was prepared with an objective of speeding up socio-economic development in KBK region and additional central assistance was received from Government of India. The coverage of beneficiaries was marginally increased to 75,045. Owing to severe drought and distress conditions in the KBK districts during 2000-01, additional beneficiaries of 52,932 were included under the scheme.

During 2004-05, the total target of old, infirm and indigent beneficiaries was subsequently increased to 2,00,000 during 2007-08, which are being provided with cooked food daily throughout the year. Among districts, number of beneficiaries are distributed in proportion to number of BPL families in the district. According to the scheme, 'old, indigent and destitute people belonging to BPL families' are eligible for coverage. As such basing on target fixed by the Government, the old and indigent beneficiaries belonging to BPL category (poorest of the poor) with no regular means of subsistence were selected through Palli sabha. The District wise coverage of EFP beneficiaries are given in Table1-2. It shows in Nuapada, there are 34 beneficiaries among 1,000 population which is very high in comparison to other districts. Detail analysis of distribution of beneficiaries can be seen in section four of chapter 3.

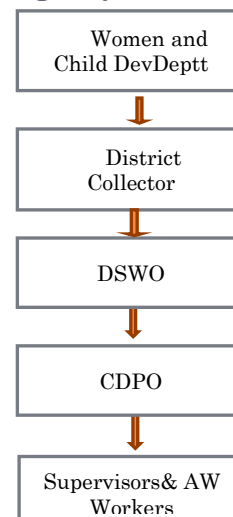
#### 1.4. Implementing Agency

The Emergency Feeding Programme is being implemented through the Anganwadi network of the ICDS Projects under Women and Child Development Department, Government of Odisha. There are 82 ICDS Projects in the KBK districts with 14,199 Anganwadi Centres (AWCs) and 2,384 Mini Anganwadi Centres, which are being set up in a region based on population criteria Table1-2. A village having 400-800 population will get one AWC, where as a village having 150-400 population will have one mini AWC. In case of tribal area, there is a relaxed norm of 300-800 population for an AWC and 150-300 population for one mini AWC. The centres provide basic education and health care services in villages for children and lactating mothers like supplementary nutrition, health checkup, pre-school non formal education, referral services, immunization and emergency feeding to old and infirm persons.

There is an elaborate field formation for the implementation of programmes like ICDS, Supplementary nutrition, Welfare schemes and EFP. Women and Child Development Department is the administrative Department with District Social Welfare Officer (DSWO) to assist Collector for implementation of the programmes in each district.

Under ICDS, there is an Integrated Child Development Project, which is headed by Child Development Project Officer (CDPO) in each block and 12 urban areas. The project is further divided into 5-6 sectors, where in each sector is headed by a Supervisor, who supervises the work of 20-25 AWCs functioning at village level. Each AWC is run by Anganwadi workers ( AWW) and is assisted by AW Helpers ( AWH) .Administrative hierarchy for implementing the program is given in Figure1

**Figure1:  
Administrative  
hierarchy of  
agency**



### 1.5. Programme Strategy

Under this programme, cooked food is provided daily to the beneficiaries in selected BPL households. Pallisabha plays a key role in selection / addition of beneficiaries, whereas deletion of beneficiaries attributes to death and migration. Since February,2003, the daily ration provided to each beneficiary was 200 gms of rice, 30 gms of dal, 30 gms of vegetables, oil, salt and condiments for seasoning. The dal is cooked with locally and seasonally available vegetables, added to it, as is the local cuisine named Dalama.

On the recommendation of Sri Chamanlal, the then Special Rapporteur, National Human Rights Commission ( NHRC ) in course of his visit to Odisha during December 11 to 23, 2005 the quantity of rice has been enhanced from 200 gms to 250 gms per beneficiary per day with effect from 1.9.2006 having the nutritional value of the food 1060 k.cal (kilocalorie) of energy (865 k.cal from rice, 105 k.cal from dal and 90 k.cal from others). As such the ration cost of meal increased from Rs.2.70 to Rs.3.03. Due to price rise, the ration cost of meal has further increased from Rs.3.03 to Rs.5.50 during 2009-10. The items of food within the cost are given in Table 1-4.

As per guidelines on hot cooked meal of W & CD Department, procurement of rice is being

**Table 1-4: Composition and cost of one meal under EFP Food**

Ingredient	Quantity (in gms.)	Cost(in Rupee)	
Rice	250	1.58	
Dal	30	2.25	
Vegetables	100	1.00	
Iodized Salt /Condiment/ Oil / Fuel	-	0.51	
Transport Charges	-	0.16	
Total	--	5.50	

**Table 1-5 : Weekly Menu Chart of EFP**

Day	Menu
Sunday	Bhata and Dalma
Monday	Bhata and Dalma
Tues day	Bhata and Soya bodi curry
Wednesday	Bhata and egg curry
Thurs day	Bhata and Dalma
Friday	Bhata and Soya bodi curry
Saturday	Khechudi

made through transport agent appointed by the Government, which supply rice for a month's requirement at AWC point. Procurement of Dal and other items are to be made locally by AW workers out of the fund given to them. According to guide lines, all food items other than 'Vegetables' and 'Eggs' should be procured weekly. However, vegetables and eggs should be procured on the day of cooking. The joint account of funds is being maintained by AW worker and Ward member.

Bhata ,Dalma, Egg curry, Soya bodi curry, Khechudi constitute the menu chart of EFP. Presently, certain changes have been effected in the weekly menu of the Emergency Feeding Programme. The composition, of meal with 'Bhata and Dalma' is served on Monday, Thursday and Sunday. Since at old age, people are mostly susceptible to changing food habits, 'Bhata and Soyabadi curry' is served on' Tuesday and Friday. 'Bhata & egg curry' is served on Wednesday and Khechudi on Saturday as may be seen at Table 1-5.

For successful implementation, Sarpanch / Chairperson supervise the programme in addition to ICDS Supervisors / CDPOs / SDSWOs / DSWOs and BDOs. The Jaanch Committee and Mother's committee at village level ensure quality of the programme.

## 1.6. Financial Aspects of EFP

The programme is a food based intervention, where in food grains (rice) is being allocated to State Government by Department of Food and Public Distribution, Government of India. Special Central Assistance is allocated by Planning Commission for implementation of the programme. Funds for other food articles are being released to joint account of AW workers and Ward members for procurement. The cost of per meal per person is Rs 5.50, which has been met out of allocation of RLTAAP.

The allocation and off take of rice for 10th plan period and from 2007-08 to 2011-12 is presented in Table-1.6. The total off take of rice for 10th plan period was 0.67 lakh tonnes as against allocation of 0.73 lakh tonnes, which is 91 percent. During 11th plan period, the allocation of rice varies from 0.09 lakh tonnes to 0.18 lakh tonnes. The percentage off take of rice to total allocation is highest in 2009-10( about 122 percent ), where as in all other years, the off take of rice always falls short of allocation, which is about 94 percent.

Due to delay in releasing of funds, perhaps the off take of rice always falls short of allocation during 10th plan and also in 11th plan except in 2009-10, where in it shows improvement. The ratio of off take of rice to allocation varies from 88 to 94 in 11th plan period except for 2009-10 where it has 122.

**Table1-6 : Annual allocation and Off take of rice in EFP ( in lakh tonnes)**

Year	Annual Allocation	Off take
10th Plan	0.73	0.67(91%)
2007-08	0.17	0.16 (94%)
2008-09	0.18	0.17(94%)
2009-10	0.09	0.11(122%)
2010-11	0.18	0.17 (94%)
2011-12	0.18	0.16(88%)

Source: Department of Food and Supplies, Government of India

The programme is in operation since more than a decade, though it is stopped during 2014-15 (Sept, 2014). Government has spent considerable amount for the poor people of KBK region. **Table 1-7: Year wise allocation of funds under EFP**

Table 1-7 provides the details of allocation under RLTA P, EFP and share of EFP to RLTA P since 2001-02 to 2013-14. It can be seen that the allocation under EFP fluctuates over the periods although it rose to Rs 40 crore in 2011-12 and remains stagnant between 2011-12 to 2013-14. The ratio of allocation of funds under EFP to RLTA P increases to 30 percent in 2011-12 from three percent in 2003-04. However it remains 16 percent during 2012-13 and 2013-14.

Year	Allocation under RLTA P (in crore)	Allocation under EFP (in crore)	Proportion Under EFP <sup>1</sup>
2001-02	100.00	9.59	9.6
2002-03	200.00	19.75	9.9
2003-04	250.00	7.85	3.2
2004-05	250.00	18.00	7.2
2005-06	250.00	17.52	7.0
2006-07	250.00	19.68	7.9
2007-08	130.00	20.50	15.8
2008-09	130.00	22.00	16.9
2009-10	130.00	22.00	16.9
2010-11	130.00	33.98	26.1
2011-12	130.00	40.15	30.9
2012-13	250.00	40.15	16.1
2013-14	250.00	40.15	16.1

Source: P&C Deptt

## 1.7. Organization of chapters

The evaluation report is presented in five chapters excluding executive summary and annexure. Each chapter contains chapter number with title reflecting the contents of the chapter. Chapters are subdivided into sections. Each section is numbered with association of chapter number. For example, the first section of chapter- 1 “Introduction” starts with 1.1.

Content of each chapter is supported by Tables and Boxes. Boxes contain highlights and supporting evidences to illustrate concepts. For example-fourth table and box in chapter-5 will bear the number Table 5-4 and Box 5-4 each respectively. Abstract of five chapters are as follows:

**Chapter-1:** The socio economic profile of KBK districts has been highlighted along with programme strategy and EFP beneficiaries in AWC net works

**Chapter-2:** It includes detail methodology followed in the sample survey of EFP including design of survey. Besides above, the chapter also details on limitations of the study.

**Chapter-3:** This chapter displays and examines profile of AWC at district level including population in AWC service area with category, EFP beneficiaries covered, left out beneficiaries in service area, process followed for selection and deletion of beneficiaries, beneficiaries covered under welfare schemes, storage of food items, procurement of articles, measurement of food items, supervision and monitoring by higher authorities.

**Chapter-4:** The analysis covers perception of EFP beneficiaries on the programme and satisfaction level including suggestions.

**Chapter-5:** The key results for each district relating to Anganwadis including perception of beneficiaries and other functionaries which distinguishes its position from other districts in the context of EFP.

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## Chapter 2

### Survey Design and Methodology

#### 2.1. Introduction

The Emergency Feeding Programme (EFP), with its food based intervention has been in operation in KBK region more than a decade. The State Government desires to have an evaluation study of the scheme to assess its effectiveness and usefulness. At the instance of W & CD Department and P&C Department, PHDMA conducted evaluation study through the Directorate of Economics and Statistics (DES). Prior to this study, two studies namely “Evaluation study of MDM and Emergency Feeding Programme under RLTA” by *DJ Research and Consultancy, Odisha for Planning and Coordination Department, Odisha* and “A Comparative Analysis of Direct Feeding programme in Tamilnadu and EFP in Odisha” by *Centre for Equities, Delhi* were conducted. But the present study under taken by PHDMA and DES is unique in the subject matter because non of earlier studies were based on probability sampling.

#### 2.2. Objectives of the study

The broad objectives are out-lined below:

- To assess the impact of the scheme on the old and infirm persons in KBK districts and the factors, if any constraining the desired impact,
- To study the quality implementation of the scheme,
- To assess the efficacy of the delivery system including mechanism of monitoring and accountability, and
- To suggest corrective measures for improvement in the performance of the program

#### 2.3. Sampling frame of Anganwadis

Preparation of frame (representative of population) is most important issue in conducting scientific surveys. Since frame is prepared on basis of past information and may not be

##### Box 2-1 Adjusted Frame of AWC

Official record of W&CD Department gave a total of 16,583 AWCs/Mini AWCs in KBK, Where as the figure of AWC supplied by DSWO stands 15,748. Sample of 400 AWCs were drawn on basis of list supplied by DSWO, i.e., 15,748 AWCs

After verification of figure with Sch-3.1 in this study, it was found that the total number of AWCs and Mini AWCs was 16,078. This list has been treated as adjusted frame for calculation of sampling weight.

**Table 2-1: District wise number of AWCs in sampling frame**

District	AWC frame	AWC Adjusted frame	Discrepancy
Koraput	3058	3066	8
Bolangir	2304	2443	139
Kalahandi	2166	2238	72
Malkangiri	1236	1250	14
Nawarangpur	2110	2207	97
Nuapada	1356	1356	0
Rayagada	1947	1947	0
Subarnapur	1571	1571	0
<b>Total</b>	<b>15748</b>	<b>16078</b>	<b>330</b>

directly linked to the purpose of survey, we can say, “quality of frame ensures quality of survey”.

Initially the W & CD Department Reported district wise total of 16,583 functioning AWCs in KBK districts. Accordingly DSWO of eight districts were instructed to send list of AWCs / Mini AWCs for drawing of sample AWCs. A total of 15,748 AWCs was received from eight KBK districts Table 2-1. Accordingly sample AWC was drawn from the above list of 15,748 AWCs. After verification of figure with Sch-3.1 of EFP survey, it is found that the total AWCs and Mini AWCs is 16,078 which have been treated as adjusted frame for calculation of sampling weight in analysis.

The discrepancy was noticed in four districts namely Bolangir, Kalahandi, Malkangiri and Nawarangpur due to confusion over AWCs and Mini AWCs. In Bolangir, sample AWCs was drawn from the list of 2,304 and the adjusted frame was 2,443 as per Sch.3-1. Similarly in Kalhandi, Malkangiri and Nawarangpur, the AWCs frame was 2,166, 1,236 and 2,110 respectively as against adjusted frame of 2,238, 1,250 and 2,207 AWCs.

## 2.4. Selection of AWC and beneficiaries

Keeping the cost and timeline in view, it has been decided to conduct survey covering 400 sample AWCs. As such the study covered eight KBK districts, eighty blocks, 400 AWCs.

For selection of AWC for survey, two stage sampling was used. In first stage, 400 AWCs (including mini Anganwadis) were distributed within the district in proportion to the number of AWCs in the districts to the total AWCs in all KBK districts. In second stage, the allocated AWCs in the district were further distributed within blocks proportionally keeping the number of AWC in the blocks. The number of allotted AWC in the blocks were selected based on Simple Random Sampling Without Replacement method (SRSWOR).

From each selected AWCs in the block, maximum of 10 beneficiaries were selected based on Simple Random Sample (SRS) and interviewed. In case, AWC is having less than 10 EFP beneficiaries, all beneficiaries were selected for interview.

**Table 2-2: Number of sampled AWC and beneficiaries**

District	Block	Sample AWC	Sample EFP beneficiaries
Malkangiri	7	30	239
Subarnapur	6	38	209
Nuapada	5	40	348
Rayagada	11	47	385
Nawarangpur	10	53	389
Kalahandi	13	54	473
Bolangir	14	59	513
Koraput	14	79	551
<b>Total</b>	<b>80</b>	<b>400</b>	<b>3110</b>

The district wise list of sample AWC and EFP beneficiary is presented in Table 2-2. Koraput district has the highest sample AWC with 79, whereas the corresponding lowest district is Malkangiri with 30 sample AWC.

Besides collection of information from Anganwadi Centres and selected beneficiaries, information from key informants involved in the program like Village Headman / Sarpanch / Ward member, CDPO and DSWO was also collected and compiled.

**The reference period for the study was 2014-15 (up to September, 2014).**

## 2.5. Methods of Collection of data

Structured questionnaire were prepared in the form of schedules for collection of data at various levels to meet the objectives of evaluation study, which includes the following.

The DES in consultation with PHDMA and P&C Department prepared following simple structured questionnaire for collection of EFP data.

**Schedule-1.0:** This schedule was used to collect information related to Anganwadis like-coverage of EFP beneficiaries in AWCs, process of selection and deletion of beneficiaries, procurement of ration, measurement methodology, storage facility etc.

**Schedule-2.0:** The schedule was designed to collect information on socio-economic profile of beneficiary along with their perception regarding the program.

**Schedule-3.0, 3.1 and 3.2:** These three schedules were prepared to collect information on functionaries of the programme from the key informants like Village Headman / Sarpanch / Ward Member, CDPO and DSWO.

Accordingly these questionnaires were reexamined for meeting objectives of the study and finalized by PHDMA in consultation with W&CD Department. In addition to schedules, manual of instruction was also drafted by the DES and circulated among the eight District Planning and Monitoring Unit (DPMU) in KBK districts.

## 2.6. Organization of field work

Entire field work for survey was performed by DES with help of DPMUs. The training programme of Deputy Director / Assistant Director, DPMUs was held in November, 2014. Detail training was provided to the participants. After the State level training, training programmes for field staff were organized at DPMU level. The field work was carried out by the SFS /SFI /SSFI of DPMUs under the supervision of SA /SI /PI of concerned DPMUs.

The field work was monitored by the Dy. Director / Asst. Director of the concerned DPMUs. The Director, Joint Director, Dy. Directors and Asst. Director from headquarters of DES had also supervised the survey.

The field work was carried out between November, 2014 and December, 2014.

## 2.7. Data Processing

The filled in schedules of EFP were received at the DES Headquarters and scrutinized by the officials of DES. Program for data entry and validation was prepared on platform of CSPro (Census and Survey Processing System) by the Computer Centre of DES. The data entry operators of DES were engaged for data entry, verification and validation work.

After validation of data, multipliers at AWC level (Sch-1.0) and EFP beneficiaries level (Sch-2.0) were generated and tested. The unit level data containing various indicators by blocks / districts were exported to SPSS / Stata for analysis.

## 2.8. Reproducible analysis for report

Reproducible analysis is relatively newer technique. It is different from traditional technique where analysis was based on pre fixed tabulation plan (fixed at time of survey design).

Even after vast and rapid development in IT sector, mostly analysis is based on prefixed tables. Computer codes (syntax) are mostly hidden. In some cases computer code attached with report but it is difficult to fix which part of code produce which part of analysis in the report i.e. computer code and analysis are placed in two different location of the report. They are not knitted.

For this study, reproducible interactive analysis has been used. In this approach, after getting some results, further steps of analysis is decided. Single document containing computer code (for computation) and analysis is prepared which is reproducible. Following are benefits of reproducible report.

- The report can be automatically updated if data or analysis change.
- It make report more transparent, extendable and sharable.

This report is based on reproducible analysis and hence adopted different path for analysis and report writing. After processing primary data (data collected from field), data is exported to SPSS and Stata (statistical package for data analysis). By using Stata, skeleton of reproducible report was created (compiled as technical report) by PHDMA and send to DES. This technical report included chapter and sections (fixed in report plan prepared by PHDMA) containing graph, table, discussion points, inconsistencies in data along with Stata code. Focusing discussion point in technical report, DES prepared raw report by using SPSS. This raw report was sent to PHDMA. After many cycles of updation and movement between technical report (prepared by PHDMA) to raw report (prepared by DES), this final report has been prepared. Analysis used in this report is a good example of collaborative efforts between PHDMA and DES.

For writing report, United Nation guide lines<sup>3</sup> for writing report has been followed. Tools of descriptive statistics (mainly mean and percent) is used for summary except for few places where influence of one factor over other is measured and tested through Cramer's 'V' measurement of association.

In technical report variation in data is discussed at many places. It also contains graphical analysis. In order to keep report crisp and simple, such analysis is not presented in final report.

## 2.9. Accuracy of the Survey

Accuracy of the survey depends on minimizing errors arising in the collection of survey data and can be divided into two types: Sampling Error and Non-Sampling error.

**Sampling Error:** Sample is representation of population. Estimates based on sample will vary if we draw different sample from same population. Standard Error of estimates is main component in fixing range of estimate, called confidence interval.

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<sup>3</sup> Making Data Meaningful (Part 1 and 2): United Nations Economic Commission for Europe, 2009

Table 2-3 shows St. Errors and confidence interval for estimates of number of Anganwadis and beneficiaries. It suggests that reliable estimates of different characteristics of Anganwadis and beneficiaries at district level can be obtained through current sample of 400 AWCs. Since estimates obtained through sample varies from sample to sample, it is important to see possible range of estimates. This range legitimates estimate obtained through sample. For this study, relative standard error for both characteristics is less than four percent.

For making this report simple, Standard. Error of different characteristics of Anganwadis and beneficiaries has not been presented. Estimates at block level is not discussed because St.

**Table 2-3: Sampling error in estimate of number of Anganwadis and EFP beneficiaries**

District	Anganwadis					Beneficiaries				
	Est. AWC	St. Error	Lower	Upper	Rel. error	Est. Benef	St. Error	Lower	Upper	Rel. error
Bolangir	2443	34	2377	2509	1.4	38416	902	36647	40183	2.3
Koraput	3066	22	3029	3117	0.7	38078	889	36335	39819	2.3
Kalahandi	2238	40	2159	2317	1.8	40145	1063	38060	42229	2.6
Malkangiri	1250	50	1151	1349	4.0	14639	520	13618	15658	3.6
Nawarangpur	2207	29	2149	2264	1.3	19525	310	18917	20131	1.6
Nuapada	1356	9	1337	1375	0.7	20428	378	19685	21169	1.9
Rayagada	1947	34	1879	2014	1.7	28635	588	27481	29788	2.1
Subarnapur	1571	11	1550	1592	0.7	12855	310	12246	13462	2.4
All KBK	16078	89	15902	16253	0.6	212718	1919	208954	216481	0.9

Error in estimating number of beneficiaries is quite high for getting reliable estimate.

**Non-Sampling Errors:** All other errors associated with collection of survey data are called non-sampling errors. In order to minimize non sampling errors the following strategies were adopted.

- The Directorate developed a manual of the survey containing details of objectives, concepts and definitions, schedules / questionnaires containing key survey estimates including step-by-step instructions to fill up schedules, sampling plan and development of time table consulting data users.
- Selection of sample was done using accepted statistical methods (randomization).
- A thorough training was given to the statistical personnel engaged in the survey. Each supervisory as well as field level staff was given practical demonstrations on the source and methods of data collection from AWCs and EFP beneficiaries.
- For maximizing data quality, the survey was monitored by the trained supervisory level officials from district and state headquarter who ensure sample checking of each person's work.

- After completion of the survey, the schedules were scrutinized and codes were verified by statistical personnel of state headquarter and errors were corrected. User friendly data entry and validation software was developed and data were computerized by trained data entry operators.
- The estimation process was undertaken by the skilled statisticians under the guidance of Expert of PHDMA.

## 2.10. Limitations in the Survey

Survey was conducted under various constraints like short time period, overburdened manpower of DES , non availability of guidelines etc . There may be influence of these constraints on quality of reports. Due to insufficient sample size at block level, report at block level are not prepared although data from each block were collected. Follwing factors may have influence on quality of survey.

- The sampling frame of AWC received from DSWO do not tally with report of W&CD Department As such list of AWC received from DSWO is treated as frame.
- Data collection, data entry, tabulation and other activities were taken up in a short time in addition to the other routine engagements of the field and headquarters staff / personnel
- The instruction manual and schedules were designed within limited time frame without any clear EFP guidelines.
- In view of time constraints, short and simple schedules have been used. The schedules could not be pre-tested due to the prescribed time line of survey by PHDMA
- The feeding programe was stopped since Sept, 2014. The survey was conducted during Nov-Dec, 2014. As such the survey has limitation to collect data relating to quality and other arrangements in the feeding.

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## Chapter 3

### Status of Anganwadis in KBK districts

*(In the context of EFP)*

#### 3.1. Introduction

Anganwadi centers are centers to integrate marginalized and vulnerable groups with rest of the society especially in rural area. Anganwadi centres (AWC) and Mini AWCs come under the Integrated Child Development Scheme (ICDS). The centres provide basic education and health care in villages for children, pregnant women and lactating mothers. These centres are being set up based on population criteria. The packages of services delivered by AWCs are Supplementary Nutrition Programme (SNP), Non-formal Pre-school Education, Immunization, Health checkup, Referral Services, Nutrition & Health education in addition to Emergency feeding.

The Anganwadi programmes are very important because of multiple child development activities, provision of nutritional needs of pregnant and lactating women. The Anganwadi workers shoulder many responsibilities of AWCs and are the pillars of all programmes of ICDS at AWC level. Emergency Feeding Program has added a new dimension in the work of Anganwadi workers to serve last man of society, i.e., to feed poor old and infirm persons. AW workers are assisted by Anganwadi Helpers, whose main work is to bring children to AWC, cook food for children under ICDS and old persons under EFP.

Through Anganwadis officially 2.00 lakh old, indigent and infirm persons are getting hot cooked meal in eight KBK districts under EFP.

Efficiency of Anganwadis, to implement EFP, depends upon factors like proper selection of beneficiaries, procurement of food articles according to guidelines, storage of food articles properly, supervision by the higher officials etc. In this chapter, attempt has been made for knowing status of these factors, Box 3-1.

#### **Box 3-1: Focus of the chapter**

Discussion of this chapter is centered on the following summary

- Percentage of AWCs having zero EFP beneficiaries
- Share of benefit of Emergency Feeding Program among different caste and gender
- Number of eligible left outs
- Proportion of beneficiaries getting support of other welfare schemes
- Prevalence of methods adopted for addition and deletion of beneficiaries at different districts
- Percentage of Anganwadis following administrative norms for procurement, storage, record maintenance and inspection

On the basis of above summary, answer of following question will be explored

- In which area (district or block) expansion in coverage of program is required?
- Is there sufficient influence of inspection on administrative norms?
- Is there any influence of addition or deletion process on left out?

The chapter outlines structure of EFP across KBK districts in a comparative framework. The analysis of delivery mechanism of EFP not only gives an interesting analytical cross sections, but also provides insight on the weakness of the programme. The analysis is based on estimated results based on sample.

### 3.2. Some districts are more privileged to have Anganwadis in KBK

The total number of AWC networks, after adjustment, in KBK districts is 16078 (Table 2-1) which constitutes 22.6 percent of total AWCs in the State (as W & CD Website). Among the KBK districts, Koraput has recorded highest number of AWCs of 3,066, which is 19 percent of total AWC in KBK. Malkangiri turns out to be the lowest network of AWCs with proportion of 7.8 percent. There are two other districts namely Nuapada and Subarnapur, the share of AWC of which are also having less than two digit mark of 10 percent. As regards share of population, it is the Bolangir which has highest population share of 19 percent followed by Kalahandi with 18 percent. The lowest share of population is noticed in Malkangiri, Nuapada and Subarnapur with seven percent each. Although Bolangir has highest population share, its share of AWC is not highest and is below Koraput. On the other hand, the share of population of Koraput is 16 percent, where as its AWC share is highest with 19 percent among all KBK districts. The lowest populated districts with share of 7.1 percent each is having AWC share varies from 7.8 percent to 9.8 percent. Thus it is noticed that there is a mismatch between share of population and AWC network in KBK districts, although the norm for opening of AWC is based on population criteria as per guidelines.

**Table 3-1 : Share of AWCs and population**

Districts	Number AWCs	Share AWC (%)	Popn In '000	Share Popn (%)
Malkangiri	1250	7.8	613	7.1
Nuapada	1356	8.4	610	7.1
Subarnapur	1571	9.8	610	7.1
Rayagada	1947	12.1	967	11.2
Nawarangpur	2207	13.7	1221	14.2
Kalahandi	2238	13.9	1576	18.3
Bolangir	2443	15.2	1649	19.1
Koraput	3066	19.1	1379	16.0
All KBK	16078	100	8625	100

### 3.3. Anganwadis without beneficiaries needs attention

From the records of AWCs, listing of EFP beneficiaries is done sch-1. AWCs having no EFP is treated as nil. According to the information of AWC's register, around 12 percent of AWCs is estimated to have functioning without EFP beneficiaries in all KBK districts, while in 88 percent AWCs, the poor get the benefit of EFP. While analyzing the district wise position, it is worth mentioning that two-fifths of AWCs (40 percent) of Subarnapur is functioning without EFP beneficiaries. The proportion of AWC of

**Table 3-2: Percentage AWC without EFP beneficiaries**

District	AWC With EFP	AWC Without EFP	Total
Subarnapur	60.1	39.9	100.0
Koraput	82.5	17.5	100.0
Malkangiri	83.8	16.2	100.0
Nuapada	92.4	7.6	100.0
Bolangir	93.1	6.9	100.0
Kalahandi	94.6	5.4	100.0
Rayagada	95.8	4.2	100.0
Nawarangpur	96.6	3.4	100.0
All KBK	88.1	11.9	100.0



Koraput and Malkangiri touched two digit figure of 17 percent and 16 percent respectively, which are behind Subarnapur. But the proportion varies from three percent to seven percent in other five districts.

On the basis of above observations, some issues are raised, which need to be further examined.

- Whether really there are no old and indigent persons in the above AWC service area?
- Or, no target for the above AWC has been communicated?
- Whether release of funds is made without considering above AWCs?

### 3.4. Reaching of the program to marginalized groups

Although major share of program belongs to marginalized groups (like SC, ST), data shows some anomalies on population share of districts. The information relating to population in service area and EFP beneficiaries has been collected from the records of Anganwadi centres. The population in AWC service area of all KBK has been estimated as 9.85 million, as against 8.62

**Table 3-3: Comparison between share of population, beneficiaries and BPL families**

District	Estimated population ('000)	Popn, Census, 2011 ('000)	Estimated beneficiaries	Share Population (%)	Share Beneficiaries (%)	%Rural families below poverty line	Share of BPL (%)
Subarnapur	737	610	12855	8	6	73.02	7.3
Malkangiri	594	613	14639	7	7	81.88	7.7
Nawarangpur	1239	1221	19525	14	9	73.66	14.6
Nuapada	686	610	20428	8	10	72.03	7.8
Rayagada	1162	967	28635	13	13	72.03	11.0
Koraput	1249	1379	38078	14	18	83.81	18.7
Bolangir	1639	1649	38416	18	18	61.06	15.4
Kalahandi	1779	1576	40145	20	19	62.71	17.4
All KBK	9085	8625	212718	100	100	71.04	100

%Rural families below poverty line': BPL Census 2002: Source: PR Deptt

million as per 2011 census. There is a growth of population of 5.1 percent over three years compared to population of 2011 census. While presenting the estimated population among districts along with Census population, discrepancies are noticed in Bolangir, Koraput and Malkangiri district, where in the estimated population is less than census figure of 2011. The estimated population in other districts shows increasing trend over census population. The discrepancy of data in respect of Bolangir, Koraput and Malkangiri may be due to either official records of AWCs may not be updated or estimated number showing due to sampling fluctuation. In order to test the reliability of estimate, standard error of population estimate is calculated. Over all the estimation appears to be valid as standard error of the estimate is 2.5 percent and at 95 percent confidence limit, the estimated value of population lies in the interval of [ 8643,9527] thousand.

The pattern of distribution of EFP beneficiaries and rural BPL families in KBK districts has been analyzed Table 3-3. As against the official target of two lakh EFP beneficiaries, the estimated EFP beneficiaries in all KBK districts comes to 2.12 lakh, an increase of six percent over the official target. The proportion of rural BPL families (BPL census, 2002) in all KBK is 71.04 percent, which is also presented along with EFP beneficiaries. Generally EFP target among district is being distributed based on percentage of BPL population in the district.

The pattern of EFP beneficiaries share shows different situation with regard to BPL share in the districts. In Bolangir, Kalahadi, Rayagada and Nuapada, the proportion of EFP beneficiaries exceeds BPL proportion. That means the districts receive more EFP target compared to BPL distribution. In case of Nawarangpur and Subarnapur, the reverse is noticed, i.e., the district gets less target of EFP as proportion of EFP beneficiaries is less than BPL population proportion.

The pattern of EFP beneficiaries share shows different pattern with regard to population share of districts. In Koraput and Nuapada, proportion of EFP beneficiaries exceeds population proportion. That means the districts receive more EFP target compared to population distribution. In case of Nawarangpur, the reverse is noticed, i.e., the district gets less target of EFP as proportion of EFP beneficiaries is less than population proportion.

It needs to examine whether the target is communicated based on population proportion or in proportion of BPL families or it is only on the basis of availability of EFP beneficiaries.

The distribution pattern of EFP beneficiaries by ST, SC, OBC , Others and Sex per 1000 population is analyzed in Table 3-4. The pattern at all KBK level depicts that population from other category

have less access to EFP than SC, ST and OBC population. Only 9 out of 1000 other category people get benefits from EFP against 27 for SC, 29 for ST and 21 for OBC. The position across the districts shows variations among the category of population. Not a single person from

**Table 3-4 : Distribution of EFP Beneficiaries per '000 Population**

Districts	Caste				Sex		All
	SC	ST	OBC	Others	Male	Female	
Bolangir	30	28	22	6	21	26	23
Kalahandi	27	33	18	13	23	22	23
Koraput	19	36	38	12	30	31	31
Malkanagiri	21	32	19	6	26	24	25
Nawarangpur	16	18	20	7	15	17	16
Nuapada	35	35	25	4	29	30	30
Rayagada	30	29	10	0	19	30	25
Subarnapur	31	12	14	7	13	22	17
All KBK	27	29	21	9	22	25	23

other category of Rayagada is entitled for EFP, whereas the representation of SC is more than ST and OBC in the district. In case of Korapaut, it is interesting to see that more persons from OBC category receive EFP compared to SC and ST. Thus immediate attention goes to the following questions, which require further probe into the details.

- Whether more OBC people in Koraput are old and vulnerable compared to SC, ST and Others
- Whether the rate of old, infirm and indigent in case of Other Category people is less

As regards distribution of EFP beneficiaries by sex, it is noticed female gets larger share compared to male counterparts. This situation is also prevailed across districts except Kalahandi and Malkangiri, where in male outnumbers female beneficiaries. However the distribution of female EFP beneficiaries is nearly doubled than male counterparts in Rayagada and Subarnapur, which is also surprising. The higher participation of female beneficiaries in EFP may be attributed to perhaps;

- Higher sex ratio in KBK region.
- Female population may be more dependent than male population, which is in contravention to the different studies which claim that tribal women are more economically active than men. This situation needs further probe in to the details of selection, eligibility etc under EFP.

### 3.5. Where expansion in coverage of programme is needed?

The programme started operation in 1995-96 covering five KBK districts targeting 45,141 beneficiaries. During the year 1996-97, undivided Balangir district was included under the folds of Emergency Feeding Programme and the total beneficiaries coverage was thus enhanced to 74,545. During 1998-99, again the coverage of beneficiaries was marginally increased to 75,045. Owing to severe drought and distress conditions in the KBK districts during 2000-01, additional beneficiaries of 52,932 were included under the scheme. The total target of old, infirm and indigent beneficiaries was subsequently increased to 2, 00,000 during 2007-08. Thus there was a gradual increase of the target over the periods keeping the situation in view.

In order to assess the ground reality, whether the above target is sufficient to cover all old and infirm beneficiaries in KBK or need extension for its effective implementation, few questions relating to left out beneficiaries were asked to AW workers in this study with the hope she will be most suitable person to know who are old and infirm people in her service area of about 520 people (Table1-2) are not getting benefit of this program due to some constraints. Her answer is summarized in Table 3-5.

It is surprising to see that half of AWCs (48 percent) in KBK reported to have left out beneficiaries, where the coverage of program

**Table 3-5: Percentage of Anganwadis showing existence of left outs along with percent of left out in comparison to current beneficiaries in districts**

District	AWC with leftout %	Current Beneficiaries	Left out beneficiaries	Left out (Percen	Debile index
Subarnapur	28.7	13525	2161	16.0	2.1
Nawarangpur	21.4	19270	6625	34.4	2.1
Kalahandi	34.2	37200	6710	18.0	2.5
Bolangir	67.0	33860	13087	38.6	2.9
Malkanagiri	35.4	14990	3409	22.7	3.1
Rayagada	81.9	22840	18184	79.6	3.5
Nuapada	75.0	21000	6479	30.9	4.0
Koraput	48.0	37315	12263	32.9	4.0
All KBK	48.8	2,00,000	68917	34.5	3.0

needs extension. While looking at the district wise position, it is observed that there are left out beneficiaries in all the districts. There is a need of extension in coverage of the program especially in the district like Rayagada where above 75 percent of AWCs have leftouts.

The estimated number of left out beneficiaries in all KBK is 68,917, which is 34 percent of the present target. That means the programme requires addition of about 68917 beneficiaries in to the target of two lakh. This will cost approximately 14 crore per year.

Among the districts, Rayagada requires more target (79 percent of EFP) compared to all other districts, where the percentage of AWCs with leftouts varies in ranges from 16-38 percent. Accordingly Government may take steps to enhance the target for effective implementation only after proper verification.

On the basis of left out beneficiaries, debile index ( percentage of debile people ) can be calculated for identifying presence of last man in geographical area by dividing total needy people (left out + current beneficiaries) with population registered in Anganwadi Table 3-5. The debile index of KBK is 3.0 percent, which implies out of 1000 people, 30 old and indigent need Government attention for their survival. These are people who are not in position to struggle for better life (unlike BPL families). Their number is so small that building a mechanism to identify these people is difficult. EFP provide such mechanism and hence need expansion of coverage. Among districts, both Koraput and Nuapada has the highest debile index of 4.0 each, while lowest being Subarnpur and Nawarangpur with 2.1 each.

Anganwadis are further classified according to number of left out beneficiaries in 1-5, 6-10 and above 10 to see how many Anganwadis need inclusion of small (1-5), moderate (6-10) and large (above 10) number of beneficiaries.

The situation in all KBK reveals that more than two-fifths (42 percent) AWCs need small number of inclusion, i.e., 1-5 beneficiaries, while one third of AWCs ( 35 percent ) need moderate number (5-10) of inclusion. Rest 23 percent of AWC inclusion of more than 10 beneficiaries (Table 3-6).

Table 3-6 says that higher proportion of AWCs in Nawarangpur ( 54 percent ) and Rayagada (42 percent) need inclusion of more than 10 beneficiaries. It is the Malkangiri district, where no AWC needs inclusion of large number of beneficiaries. Need to include more than 10 beneficiaries in a Anganwadis in rest of the districts varies from nine percent to twenty two percent in all other districts of KBK.

**Table 3-6: Percentage of AWCs as per size of left out groups**

District	1-5 leftout	6-10 leftout	Above 10 leftout	Total
Malkanagiri	34.4	65.6	0.00	100.0
Subarnapur	72.5	18.4	9.1	100.0
Koraput	36.1	50.7	13.2	100.0
Nuapada	62.9	23.4	13.7	100.0
Bolangir	42.3	36.2	21.4	100.0
Kalahandi	42.0	35.6	22.3	100.0
Rayagada	33.6	23.9	42.4	100.0
Nawarangpur	25.8	19.9	54.2	100.0
All KBK	42.3	34.4	23.3	100.0

### 3.6. How beneficiaries enter in the program?

Due to acute poverty in KBK area and fixed target of beneficiaries, it is a challenge to identify eligible beneficiary in the EFP. Besides, the guidelines of EFP is also not clear in the

criteria and process for identification of person for EFP. The success of the scheme depends critically on proper selection of beneficiaries, who can be given benefits due for them. Conduct of regular review of beneficiaries will help in identifying ineligible beneficiaries as well as recording death and migration of beneficiaries.

According to EFP, Palli Sabha, being a community oriented committee in the village is to recommend eligible beneficiaries under BPL categories. It was reported that there were many channels (Sarpanch, Village Committee etc.) through which an old and infirm people get entry in this program. In order to know which type of methods adopted by AWC for addition of beneficiaries to the programme, AW Workers were asked to select more than one methods from – Palli Sabha, Sarpanch and Others.

In case of AWCs reporting “Other” methods, the same were captured and classified. The other methods relates to selection of beneficiaries by Ward members, Jaanch (village) committee, AW workers, CDPO, BDO etc.

Table 3-7 provides estimates (percentage) of Anganwadis following different type of norms for selection of beneficiaries.

All three organizations like Pallisabha, Sarpanch and Others play effective role in AWCs for selection. About 41 percent of AWCs adopt selection of beneficiaries by only Pallisabha. The influence of Others is discernable in 24 percent AWCs, while Sarpanch plays vital role of addition in seven percent AWCs. In case of rest 28 percent AWCs, combination of above three organizations is followed.

**Table 3-7 : Percentage of AWCs following different norms for selection of beneficiaries**

District	Only Palli Sabha	Only Sarpanch	Only Others	Combination
Nuapada	0.0	2.6	51.1	46.3
Subarnapur	21.2	0.0	78.8	0.0
Rayagada	23.9	8.5	35.6	32.0
Kalahandi	36.7	1.7	33.8	27.8
Koraput	47.6	5.2	7.4	39.8
Nawarangpur	50.1	33.2	3.4	13.2
Bolangir	56.8	0.0	3.2	40.0
Malkangiri	77.6	6.6	3.3	12.5
All KBK	40.7	7.6	23.7	28.1

Combination: Combined method of Palli Sabha, Sarpanch and Others

At the district level, Malkangiri is the only district, where Pallisabha plays an important role of selection of beneficiaries in more than two thirds of AWCs. But the situation is reverse in case of Nuapada, where pallisabha has not been given any role to select beneficiaries. The role of pallisabha is marginalized in AWCs of Subarnapur, Rayagada and Kalahandi. While Sarpanch plays vital role in one-third AWCs of Nawarangpur, more than two-third AWC of Subarnapur and half of Nuapada follow addition process by others. There are noticeable influence of combination of above three organizations in AWCs of Nuapada, Bolangir and Koraput . While classifying the data on “Others” involved in addition of beneficiaries, it is observed that village committee (Jaanch Committee) plays a major role covering 25 percent AWC. The influence of matru committee, CDPO, BDO, AW workers, though not significant, is also visible in selection of beneficiaries.

### 3.7. Ambiguity in exit to program

Like addition of beneficiaries, deletion process was recorded in combination three categories- by death, by migration and Others. Obviously if a person is found ineligible, dead or

migrated, his/her name will be deleted from EFP list. The next eligible or left-out persons will get selected for the benefit. Instead of death and migration, deletion due to “Others” category refers to beneficiaries getting social security benefits like old age / disable/ widow pension, recommendation by AW workers, Sarpanch, Village Committee, regular absence etc.

Table 3-8 provides summary of deletion process. It may be observed that in 45 percent of AWCs, death is only reason for deletion, whereas in 52 percent AWCs deletion occurred due to combination of death, migration and “Others”.

Deletion due to migration only is found in less than two percent AWC. While analyzing data at district level, some striking features are noticed in Koraput, Malkangiri, Nuapada and Subarnapur, where combination of death,

**Table 3-8: Process of deletion of beneficiaries in AWCs**

District	only_ death	only_ migration	only_ others	Combination
Nuapada	4.7	0.0	7.4	87.9
Malkangiri	19.9	0.0	0.0	80.1
Koraput	22.0	0.0	0.0	78.0
Subarnapur	36.6	2.6	0.0	60.8
Kalahandi	50.3	5.3	0.0	44.5
Bolangir	55.3	0.0	0.0	44.7
Rayagada	75.3	0.0	2.2	22.6
Nawarangpur	79.5	5.1	0.0	15.4
All KBK	45.1	1.7	.9	52.3

Combination: Combined method of death, migration and Others

### Box 3-2: No uniform process adopted by AWC for addition and deletion of beneficiaries

Efficacy of EFP is based on identification of targeted groups. In this connection, suitable guideline is required to be formulated. Palli Sabha / Gram Sabha play key role in selection of beneficiaries for different poverty alleviation programmes. In case of EFP it is observed that about 40 percent AWCs follow selection through Pallisabha only which seems to be consistent with selection with other poverty alleviation program. Selection process in rest 60 percent of AWCs seems to be not clear.

Deletion of beneficiaries from EFP is effected due to death of beneficiaries, migration of beneficiaries and other reasons which include beneficiaries getting social security benefits, regular absence, and detection of ineligibility by committees / PRI members etc. Once the deletion is reported, other eligible beneficiaries could get the benefit of EFP. Deletion due to death is the main reason of deletion but major part of “Other” category includes deletion due to benefit of other government scheme. Deletion due to government scheme is not consistent with response in next question where AWCs reported that there are beneficiaries who are getting benefit of other government schemes. This fact is confirmed in course of supervision of survey, AW workers also expressed ignorance of receiving any instructions from higher authority in this regard.

migration and “Other” is prevailing instead of only one criteria. Deletion due to migration only is distinguished in five percent AWCs of Kalahandi and Nawarangpur district.

While classifying the data of deletion of beneficiaries due to “Other”, it is observed that majority of beneficiaries are deleted due to Government pension and benefits, whereas

recommendations by village committee, AWC worker, Supervisor etc also play significant role for deletion process.

Over all it is observed that the AWCs do not follow uniform process of addition and deletion of beneficiaries, which is due to want of clear guidelines on eligibility criteria of beneficiaries. **The Department should formulate suitable guidelines on this issue.**

### 3.8. Procurement and handling of food articles

The EFP beneficiaries are being served with food items as per the day wise menu chart given in Table 1-5 of chapter-1. Care in procurement of food is a pre-requisite to ensure better health and prevention from health hazards. Food safety includes food handling, food preparation, and storage of food in proper manner so that the food should be acceptable and safe for human consumption. As per guidelines of W & CD Department, the transport agent appointed by Government will deliver monthly quota of rice at AWC point. In order to provide safe food and to prevent contamination, procurement of Dal and other items are to be made locally by AWCs out of the fund given to them. Other than 'Vegetables' and 'Eggs', all food items should be procured weekly. However, vegetables and eggs should be procured on the day of cooking.

In order to assess the situation whether AWCs follow above norms, information relating to procurement of food items on daily, weekly, fortnightly and monthly basis was collected. As regards storage, three questions were asked about storage of food articles at – AW centre, AW

**Table 3-9: Percentage of AWCs following prescribed norm for given food articles**

District	Rice	Dal	Spices	Vegetables	Egg
	Monthly	Weekly	Weekly	Daily	Daily
Bolangir	100.0	23.8	98.3	3.3	1.6
Kalahandi	100.0	20.6	62.9	21.3	16.2
Koraput	100.0	32.2	57.8	29.7	7.7
Malkangiri	100.0	87.5	84.1	64.3	0.0
Nawarangpur	100.0	43.7	63.4	53.4	15.2
Nuapada	100.0	2.5	95.1	97.5	0.0
Rayagada	100.0	35.6	63.3	26.3	8.4
Subarnapur	100.0	81.5	79.1	10.2	0.0
All KBK	100.0	37.9	73.4	33.9	7.1

workers house and Other place. Summary of procurement and storage data has been given in Table 3-9 and Table 3-11. It reflects picture of procurement and storage of food items at AWCs for respective districts.

In procurement, none of the Anganwadis reported to follow norms for all items. 11 percent of Anganwadi reported following norms for all articles except eggs. 13 percent of Anganwadis reported to follow norms for Rice, Dal and Vegetables. 37 percent of Anganwadis reported that they are following the norms for procurement of Rice and Dal only (Table 3-10).

As regards rice, all AWCs receive rice on monthly basis. One third AWC ( 37 percent) in all KBK follow norm of procurement of dal on weekly basis, but the remaining AWCs do not follow the norm. Higher proportion of AWCs of Malkangiri (87 percent) and Subarnapur (81 percent) follow norm of dal procurement than other districts. In case of Nuapada, the situation is worse than one think of as about three percent AWCs follow the norm. For rest of districts, significant number of AWCs deviates the norm of procurement.

In case of spices, more than two third AWCs (73 percent) in all KBK procure weekly basis as per norm. Among the districts, the proportion varies from 57-98 percent. Regarding vegetables, it is observed that only one third AWCs follow vegetable norm. Among the districts, 97 percent AWCs of Nuapada follow the norm, where as it is only three percent in Bolangir, which is worst among all districts. As regards egg, the proportion of AWCs follow norm is as low as seven percent. Malkangiri , Nuapada and Subarnapur never procure eggs on daily basis, which is against the guidelines of EFP.

Regarding storage of food items, nearly half of AWCs keep food items in AW centre which is as per instructions. Rest of AWCs either keep the items at AW workers house or at other places. Among the districts, the situation of Subarnapur is exceptional as only 13 percent AWCs of Subarnapur keep food items in AW centre. Rayagada tops among all districts where in more than two third AWCs store items in AW centre followed by Malkangiri and Nawarangpur with 65 percent each. The reasons for keeping the food items away from AW Centre are due to want of space and safety as reported by AW workers during interrogation. But such practice may invite pilferage of food items, which need to be checked.

**Table 3-10: Reporting to follow norms for food items**

Items	AWCs procuring as per norm
Rice, Dal, Vegetable, Egg, Spices	None
Rice, Dal, Vegetable, Spices	11 Percent
Rice, Dal, Vegetable	13 Percent
Rice, Dal	37 Percent
Rice	All

**Table 3-11: Percentage of storage place of food items in AWCs**

District	Storage of food items			Total
	AW centre	AW worker`s house	Others	
Subarnapur	12.9	71.2	15.9	100.0
Bolangir	40.1	55.0	5.0	100.0
Koraput	51.6	33.2	15.1	100.0
Kalahandi	52.5	38.9	8.7	100.0
Nuapada	57.4	32.8	9.7	100.0
Malkanagiri	64.8	19.3	15.9	100.0
Nawarangpur	64.8	31.5	3.6	100.0
Rayagada	71.1	14.2	14.7	100.0
All KBK	51.9	37.4	10.7	100.0



### 3.9. Local measurement system for food items

For each beneficiary, the norm for daily menu is 250 gm rice, 30gm Dal and 100gm vegetables and condiments. In order to ensure feeding with proper quality and quantity, responsibilities have been given to Jaanch (village) committee and Panchayati Raj Institutions PRI members. To cross check with regard to tools of measurement used for ascertaining physical quantity of food items daily for preparation menu, AW workers were questioned on use of measuring tools- Weighing machine, Container ( local weight system) and Other methods. Accordingly the data was collected and analyzed in Table 3-12. It is noticed that nearly one third (28 percent) AWCs in all KBK use

**Table 3-12: Percentage of measurement tool of food items in AWCs**

District	Measurement of food items			Total
	Weighing machine	Container	Others	
Malkanagiri	12.5	59.0	28.5	100.0
Subarnapur	18.5	63.0	18.4	100.0
Nawarangpur	19.1	79.2	1.7	100.0
Nuapada	20.1	75.2	4.7	100.0
Rayagada	28.6	63.5	7.9	100.0
Koraput	30.3	59.3	10.4	100.0
Kalahandi	38.1	41.3	20.6	100.0
Bolangir	44.8	43.2	12.0	100.0
All KBK	28.4	59.3	12.3	100.0

weighing machine , where as more than half of AWCs prefer container ( local weighing system ), which lacks accuracy. 12 percent AWC measure food items through other local methods, which are not reasonable . Among the districts, proportion of AWCs of Bolangir and Kalahandi only using weighing machine is higher compared to other districts. The exceptional situation arises where proportion of AWCs using container (local weighing system) varies from 63 percent to 79 percent. These districts are Nawarangpur, Nuapada, Rayagada and Subarnapur.

To sum up majority of AWC prefer local weights for measuring quantity of food items, which are not scientific and accurate. Local weights may suppress the actual quantity of food items to be used. As a result, the beneficiary may not get sufficient quantity of food in the menu. This may be critically examined and all AWC may be supplied with electronic machine for proper measurement of food articles. Regular verification of weighing instruments may entrusted to

**Box 3-3: Operation of joint account, procurement & storage of food articles: AWCs not following proper procedure**

For making decentralized procurement of food articles for SNP and EFP, joint account have been opened in the name of AW workers and Ward Members. The norm of procurement of food articles except rice is being flouted by AWCs. Due to shortage of space, food articles are being kept other than AWC, which may invite pilferage. So far as availability of fund / fund transfer, most of the AW workers complained about delay in receipt of funds. As result, they have been operating EFP with difficulty. It is also very difficult to locate the funds relating to EFP in the joint account where in both SNP and EFP are being maintained. For better management, separate joint account for EFP is needed.

### 3.10. Monitoring and Supervision

Monitoring and Supervision is key to enhancing an organization's ability to reach its mission and objectives. When effective, it helps an organization strengthen overall results, improve quality of programme, and most important, meet the needs of the clients. The programmes at AWCs are being supervised by different Block, District and State level authorities for better implementation. CDPOs and Supervisors are the immediate officials at block

**Table 3-13: Visit of AWCs by Supervisors and CDPOs in last six months**

District	Sample AWC (number)	Average no. of visits by supervisor	Average no. of visits by CDPO	% AWC with zero visits by Supervisor	% AWC with zero visits by CDPO
Bolangir	59	3.5	2.2	27.1	10.2
Kalahandi	54	2.0	1.0	14.8	38.9
Koraput	79	2.5	1.0	3.8	40.5
Malkangiri	30	2.7	1.1	16.7	23.3
Nawarangpur	53	2.4	1.4	5.7	13.2
Nuapada	40	1.4	0.5	7.5	52.5
Rayagada	47	2.0	1.0	10.6	29.8
Subarnapur	38	4.0	1.2	15.8	21.1
All KBK	400	2.5	1.2	8.3	29.0

level to supervise AWCs. A good network of CDPOs, Supervisors and AWWs plays key role for success of various programmes. The Government of India has circulated monitoring and supervision schedule of Supervisors and CDPOs to State Government as follows:

- Supervisor: A minimum of 50% of AWCs under her jurisdiction every month
- CDPOs: 100 AWCs once in a quarter on a rotational basis and to cover all AWCs at least twice a year.

To collect information on supervision and monitoring of EFP, AWWs were asked about number of visits to AWC by higher authorities like Supervisor and CDPO during the reference period (April,14 to Sept,14 for six months)". Visit of Supervisors and CDPOs to AWC has been analyzed in Table 3-13.

On an average the Supervisor made three visits in six months with visits in Kalahandi, Koraput, Nawarangpur, Nuapada and Rayagada being less than KBK average. The highest number of visits made in Subarnapur with four and the least in Nuapada. Visits made by CDPO at KBK level is averaged as 1.2, having lowest in Nuapada with average being less than one. The highest number of visits is being made in Bolangir with 2.2. There are five districts namely Kalahandi, Koraput, Malkangiri,, Nuapada and Rayagada, where average visit of CDPO is less than KBK average of 1.2

Further it is also analyzed about proportion of AWCs where Supervisor / CDPO has never visited during the reference period. As regards Supervisor, the proportion of AWC having nil visits stands at eight percent at KBK level. Among the districts, the proportion varies from four percent to 27 percent with highest in Bolangir and lowest in Koraput . It is interesting to see in Bolangir where mean visits by CDPO is highest, percentage of zero visits by supervisor is also highest, which shows visit by CDPO is not as effective.

The proportion of AWCs where in CDPO has not performed any visit stands at 29 percent at KBK level. It varies from 10 percent to 53 percent in all eight districts . The highest proportion is seen in Nuapada and lowest district being Bolangir.

In order to study the impact of supervision on other administrative norms, association between visits by supervisor with two situations like measurement of food articles and maintenance of records has been examined. Strength of association (Cramer' V) is summarized in Table 3-14. Table shows that influence of CDPO visit on measurement of food is very weak but supervisor's visit has moderate effect.

Similarly regular record maintaining at anganwadis is influenced by both CDPO's and supervisor visits, but influence of supervisor visit is very strong while CDPO's visit has moderate effect.

All above associations, measured on the basis of sample of 400 AWCs can be generalized to 16,078 AWCs of KBK because Chi square measure of association (on which Cramer's V is based) is statistically significant.

**Table 3-14: Effectiveness of CDPO's and Supervisor's visit on measurement of food and maintaining records:**

	CDPO Visit	Sup_ visit
Measurement	0.08	0.22
Regular record	0.21	0.45

*Supervisor's visit is more effective than CDPO's*

### 3.11. Opinion of other Functionaries in effective implementation of EFP

The Village headman, CDPO and DSWO, play major role in successful implementation of EFP. In order to obtain their opinion on EFP, 400 Village Headmen, 80 Child Development Project Officers( CDPO) and eight District Social Welfare Officer ( DSWO) are probed on the programme. The village headman , being a knowledgeable man in the village is quite aware of various programmes and its implementation. Effective public participation also helps successful implementation of the scheme. The CDPO heads ICDS project implemented through Anganwadis. She at block level inspects various projects including EFP. The DSWO is the district level officer to monitor all social welfare schemes in the district. The views of these functionaries are recorded through simple and straight questions.

The broad inquiry includes:

- For Village Headman:
  - Whether he/she is aware on EFP
  - Whether he/she visits to AWC centre
  - Whether he/she finds food qualitative
  - Whether he/she finds food adequate
  - Whether he/she is aware of menu chart
  - Whether he/she like continuation of programme
- For CDPO
  - Whether she has knowledge on satisfaction of beneficiary
  - Whether she is satisfied on quality of food
  - Whether she submits monthly report regularly

- For DSWO
  - Whether the EFP guideline is adequate
  - Whether Monthly EFP format devised for review
  - Whether he/she satisfies with programme

#### **Village Headman:**

The analysis reveals that almost all village headman are aware of programme. As regards visit to AWC, about half of them visits AWC once in a week and two percent donot visit AWC. Regarding quality of food, 9 out of 10 are satisfied with quality. In case of adequate food and menu chart , eight out 10 express that food are adequate and are aware of menu chart. Futher in case of continuation of programme, eight out of 10 extend support for continuation of program.

#### **CDPO**

According to analysis, almost all CDPOs find that beneficiaries are happy with the programme and also satisfy with food quality. As regards submission of monthly reports, all CDPOs follow the instructions and submit reports regularly.

#### **DSWO**

The data reveals that the guideline on EFP is not clear. While taking the opinion of DSWO on this, it is interesting to find that six out of eight DSWO favour the guideline adequate. In case of devise of monthly format for review of EFP, seven out of eight DSWO has devised format for review . As regards satisfaction level, again seven out of eight DSWO are satisfied with the programme.

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## Chapter 4

# Status and Perceptions of Beneficiaries

*(Voices of last men in KBK)*

### 4.1. Introduction

Concept of last man given by Mahatma Gandhi is universal. It exists in every society. One of the main characteristics of this last man is that he is poor- some time in absolute sense and some time in relative sense. His poverty disintegrate from rest of society and he finds himself unable to protect whatever rights given to him.

Although poverty itself is painful, it becomes more painful if it exists in absolute sense and linked with hunger. In such situation poor people suffer pain with too little food and long hours of work. In the worst situation, within the set of poor people there exists small group of people who is not only poor but old and infirm also. In this way last man is compelled to live in more hostile conditions. These destitute people experiences problems of hunger, deprivation and social and family isolation.

Institutions play a critical role in life of such people by addressing their needs, concerns and voices through various scheme and program. Due to scatteredness and low number, it is very challenging to reach such people. Hence success of such program not only help these poorest of the poor people but also ensure sound health of Institutions's machinery.

Government sponsored Emergency Feeding Programme is one of such programs which envisages provision of one square meal to old and indigent persons to tackle hunger in poverty stricken KBK region since 1995-96. The programme covers two lakh beneficiaries in eight districts of KBK. The present study is a follow up of assessment of implementation of the scheme and its impact on beneficiaries.

Out of 400 AWCs under study, 352 AWCs are having coverage of EFP. Rest of AWCs have zero beneficiaries. The study involves a total of 3,110 EFP beneficiaries (1.6 percent of targeted EFP beneficiaries) randomly drawn from the randomly sampled AWCs in eight districts. Perception and overall satisfaction level of beneficiaries has been explored through these sampled beneficiaries.

According to design

**Table 4-1: Sample size of beneficiaries under EFP**

District	Num EFP	Sample EFP	Proportion of sample	Sample AWC with beneficiaries	Beneficiaries per AWC
Bolangir	33860	516	1.5	55	14
Kalahandi	37200	473	1.3	51	17
Koraput	37315	551	1.5	65	12
Malkanagiri	14990	239	1.6	25	12
Nawarangpur	19270	389	2.0	51	9
Nuapada	21000	348	1.7	37	15
Rayagada	22840	385	1.7	45	12
Subarnapur	13525	209	1.5	23	9
All KBK	200000	3110	1.6	352	12

of survey, maximum 10 beneficiaries are selected from Anganwadi. If number of beneficiaries in particular Anganwadi is less than or equal to 10, all beneficiaries are selected. Table 4-1 shows that in all districts except Nawarangpur and Subarnapur, all sampled Anganwadis have more than 10 beneficiaries. Number of beneficiaries selected in district varies from 209 (lowest) in Subarnapur to 551 (highest) in Koraput. The study recorded reflections of beneficiaries in two sections. First is characteristics i.e his caste, gender, occupation etc. And other is his perceptions about EFP. For getting characteristics of program, following questions were mentioned in the beneficiaries questionnaire

- a. **Sex:** whether male or female?
- b. **Social groups;** belongs to which social groups SC,ST, OBC and Others?
- c. **Marital status:** whether married, un-married, divorced/separated, widow and widower?
- d. **Occupation:** doing which type of job- agriculture labour, menial job, others and without work
- e. **Dwelling structure:** resides in kutcha, pucca, semi pucca house?
- f. **Ration card :** Possessing which type of ration card- No card, BPL, AAY or Others?
- g. **Social security support:** whether getting support from MBPY, IGNOAP, IGNWP, IGNDP, No Support?
- h. **Number of years benefitted**
- i. **Regularity in taking meal:** Yes, No
- j. **Distance covered to get a meal**

On the basis of responses, attempt has been made to draw complete picture on beneficiaries along with their perceptions in next sections. Summary of characteristics of beneficiaries has been discussed in section 4.2 to 4.7. Perceptions of beneficiaries are discussed in section 4.8 to 4.14.

## 4.2. Female outnumbered male counterparts

KBK region are having higher sex ratio except Bolangir and Subarnapur. The women are economically more efficient than male counterparts. The coverage of EFP beneficiaries also gives a picture of higher proportion of female beneficiaries. Percentage of female beneficiaries is 54 as compared to male counterparts with 46 percent (Table 4-2). The figure is also cross checked with that of Sch-1.0 and found matched at KBK level. It shows register at AWC is consistent and updated as far as EFP is concerned.

Among the districts, only Kalahandi and Malkangiri having lower percentage of female beneficiaries compared to male. In rest of the districts females have more share than males. Since average age of male

**Table 4-2: Percentage of Male and Female EFP beneficiaries**

District	Male	Female	Total
Malkanagiri	56.9	43.1	100.0
Kalahandi	54.4	45.6	100.0
Koraput	47.1	52.9	100.0
Nuapada	46.0	54.0	100.0
Nawarangpur	44.0	56.0	100.0
Bolangir	42.3	57.7	100.0
Rayagada	39.7	60.3	100.0
Subarnapur	36.1	63.9	100.0
All KBK	46.2	53.8	100.0

beneficiaries is higher than female across the districts it can not be said that female are too old to get more share of benefit than male. It is well established fact that tribal women are more active compared to male. However there may be more number of destitute women than men. Higher share of female beneficiaries needs further examination to arrive at its definite reasons.

### 4.3. Two thirds are married beneficiaries

Marriage plays an important role in socio-economic activity in our society. Two third of EFP beneficiaries are married and only four percent are never married. Generally constraints imposed by economic situation and age is shared by married couple uniformly. It is important to know how many of beneficiaries are married couples. Due to financial constraints as well as old age, whether both spouses are included in EFP or only one spouse gets benefit is not clear form data. Only future probe can answer these questions

Percentage of widow (14.6) is three times high than percent of widower (3.6). The proportion of widow is highest in Rayagada with 34 percent followed by Nawarangpur with 22 percent (Table 4-3).

### 4.4. More OBCs beneficiaries in Bolangir and Kalahandi

KBK region are dominated by tribal population. According to census, 2011, 39 percent of total population are ST in KBK region. Across the districts, more than half of population in Rayagada, Koraput, Malkagiri, and Nawarangpur are found to be ST. The proportion of ST in other four districts are 29 percent in Kalahandi, 33 percent in

**Table 4-3: Percentage beneficiaries according to caste group and marital status**

Districts	SC	ST	OBC	Others	Married	Widow
Subarnapur	54.8	5.1	33.1	7.0	77.0	12.4
Bolangir	23.4	27.8	47.1	1.7	81.0	12.4
Kalahandi	24.3	34.4	38.2	3.1	88.8	4.9
Nuapada	14.7	49.4	35.9	0	83.8	6.5
Rayagada	30.1	65.6	3.9	.4	53.0	33.5
Nawarangpur	13.1	66.6	16.9	3.4	65.9	22.1
Koraput	10.9	69.7	15.2	4.3	72.9	13.7
Malkanagiri	21.3	75.0	1.1	2.7	79.3	15.3
All KBK	22.2	49.2	26.0	2.6	75.8	14.6

Nuapada, 21 percent in Bolangir and 9 percent in Subarnapur. The coverage of EFP beneficiaries shows that around half of beneficiaries are ST. The other half includes OBC, SC and Other with 26, 22 and three percent respectively. The social group wise figures are also cross checked with Sch-1.0 and found matched at KBK level. This again ensured correctness of AWC's register.

Among the districts, ST beneficiaries dominate in six districts except Bolangir and Subarnapur. The OBC dominates in Bolangir with 47 percent and SC category is higher in Subarnapur with 55 percent. Of the total EFP beneficiaries under survey, not a single Other caste beneficiaries is found in Nuapada.

### 4.5. More than half of beneficiaries are agriculture labourers

Occupation is a major factor that reflects the living conditions of the people. Occupational status has been a major criteria in socially differentiating individuals and groups. Among the EFP beneficiaries, 56 percent are agricultural labourers and 25 percent are having without job.

Out of the rest, 13 percent are engaged in other works and six percent in menial job. The district wise position shows that more than half of beneficiaries in five districts are agricultural labourers except Rayagada, Nawarangpur and Kalahandi. An exceptional situation of more than half of beneficiaries without work are in Rayagada and one third of beneficiaries are without work in Nawarangpur. In case of Kalahandi, 23 percent are without work and 20 percent are engaged in other works (Table 4-4).

**Table 4-4: Percentage distribution of beneficiaries according to their occupation**

Districts	Ag. Labourers	Menial job	Others	Without work	Total
Rayagada	37.7	2.1	4.6	55.7	100.0
Kalahandi	46.4	9.5	20.8	23.3	100.0
Nawarangpur	48.7	7.0	11.2	33.1	100.0
Subarnapur	55.9	6.2	8.1	29.8	100.0
Koraput	58.2	6.2	11.9	23.7	100.0
Nuapada	65.2	11.2	15.5	8.1	100.0
Bolangir	69.1	7.2	11.5	12.1	100.0
Malkanagiri	78.0	1.9	11.9	8.2	100.0
All KBK	56.2	6.7	12.6	24.5	100.0

#### 4.6. Two third of beneficiaries resides in Kutcha house

With regard to dwelling unit, about 93 percent of beneficiaries are staying in own houses, whereas rest seven percent are having no owned houses. Due to old age and disability, the beneficiaries may prefer to take shelter in some body's house for caring. Among the districts, the situation in Kalahandi is exceptional with 15 percent don't own house. The structural type of dwelling unit indicates that majority of the beneficiaries live in kutcha house (Table 4-5). Figure shows that more than two third beneficiaries (75 percent) are having Kutcha houses. The rest belong to either pucca and semi-pucca structure. In case of districts, the proportion of kutcha house is highest in Subarnapur with 90 percent and lowest in Koraput with 66 percent. Of course, proportion of pucca house is more in Koraput with 19 percent and Semi pucca is more in Kalahandi with 27 percent.

As a part of eradication of poverty, Government help poor families with IAY houses to ensure better living. The beneficiary will get Rs 75,000 for construction of IAY house. Among the EFP beneficiaries, information relating to availing benefit of IAY houses was collected. The position appears to be not so encouraging. It is estimated that only 20 percent get IAY houses in KBK. Across the districts, the proportion is highest in Nawarangpur with 27 percent and lowest in Subarnapur with seven percent. Among the undivided Koraput, Malkangiri is lowest with 14 percent.

**Table 4-5: Percentage of beneficiaries living in own house, kutcha house and IAY house**

District	Own house	Kutcha house	IAY house
Bolangir	96.3	80.40	21.30
Kalahandi	84.6	67.70	23.70
Koraput	92.3	66.90	20.30
Malkanagiri	97.7	78.50	14.00
Nawarangpur	92.6	73.60	27.30
Nuapada	91.7	76.00	15.90
Rayagada	96.4	78.20	20.10
Subarnapur	98.2	90.60	7.10
All KBK	92.8	74.70	20.10



#### 4.7. Beneficiaries get little benefits from other schemes

Beneficiaries of EFP are poorest of poor people. Hence it is natural to assume that these people are entitled for other schemes or programs running for welfare of people like MadhuBabu Pension Yojana ( MBPY), Indira Gandhi National Old Age Pension ( IGNOAP), Indira Gandhi National Widow Pension (IGNWP), Indira Gandhi National Disabled Pension ( IGNDP) etc. Data do not validate this assumptions. Among the EFP beneficiaries, it is estimated that only 22 percent get benefit from the above schemes. In some districts, like Nuapada, it is less than five percent. Exceptional situation is noticed in Rayagada, where more than half of the beneficiaries receive pension in addition to getting benefit of EFP (Table 4-6 ). In this scenario, it is the ration card which boost their hope of entitlement.

It is the ration card which help them to purchase essential commodities at subsidized rate. It is an important document for proof of identification for applying other documents. In case of EFP beneficiaries, 84 percent are reported having ration cards like BPL, AAY etc. and 16 percent are without any card. The proportion of beneficiaries having without ration card is higher in six districts ranging from 14 percent to 27 percent except Rayagada and Subarnapur with two percent and five percent respectively (Table 4-6).

**Table 4-6: Percentage of EFP Beneficiaries without support of other schemes for poor**

Districts	% with no ration card	% with no social security support
Bolangir	13.5	81.3
Kalahandi	23.4	93.1
Koraput	18.4	71.8
Malkanagiri	15.3	73.6
Nawarangpur	30.6	86.3
Nuapada	13.7	95.2
Rayagada	2.4	47.0
Subarnapur	4.6	71.6
All KBK	15.9	77.9

#### 4.8. Average years of benefit is 3.3 years

Since the programme aims at covering old and indigent persons, efforts are made through survey to capture the average years of benefit received by a beneficiary asking year of enrollment. In case a beneficiary gets enrolled in the programme during 2014 which is less than one year, the year of benefit is treated as zero. Year of benefit more than one year but less than two years was recorded as one and so on.

The analysis reveals that six percent beneficiaries are enrolled and get benefit within 2014. Around 76 percent beneficiaries have been added in the last four years. The average years of benefit received by a beneficiary is estimated as 3.3 years at all

**Table 4-7: Average expenditure on beneficiary during his life**

District	Average Years of benefit	Variation In year (SD)	Average expenditure (Rs) <sup>1</sup>
Koraput	2.85	2.17	5639
Subarnapur	3.04	1.95	6023
Rayagada	3.12	2.68	6185
Kalahandi	3.18	2.37	6302
Bolangir	3.38	3.01	6692
Nuapada	3.73	3.48	7376
Malkanagiri	3.75	2.53	7427
Nawarangpur	4.12	2.29	8162
All KBK	3.32	2.64	6574

*1. Average expenditure per beneficiary per year @Rs 5.5 per day*

KBK level with variation of 2.6.

At district level the average years of benefit is highest in Nawarangpur with 4.1 followed by Malkangiri with 2.8. The lowest years of benefit received by a beneficiary is in Koraput with 2.8. The large variations in the years of benefit is noticed in Nuapada followed by Bolangir.

The average expenditure received by a beneficiary in his life from Government is estimated as Rs 6574. According to varying average benefit of years in different districts, expenditure on single beneficiaries varies from Rs 5,639 to Rs 8,162.

#### 4.9. Providing regular meal is a general phenomena

It is imperative to provide meal to old and indigent persons without disruptions. All the stake holders have to play important roles like release of funds to AWC centres, availability of rice, cooking and serving of meal in time, adhering quality in providing meals uninterruptedly. In order to ascertain the above situation, beneficiaries were asked about their regularity in taking meal and data collected is analyzed.

The result reveals that around 97 percent beneficiaries avail benefit of EFP at regular intervals in all KBK, which speaks of popularity of the scheme among the poor people. Across the districts, majority of the beneficiaries except Nawarangpur avail benefit of EFP regularly which varies from 97 percent to 99.6 percent. But the situation in Nawarangpur is exceptional where 17 percent don't opt benefit at regular intervals. There may be various reasons for the beneficiaries taking irregular meals. In this study efforts are made to analyze the reasons of such irregularity asking questions like delay in preparation of food, food not prepared, food not qualitative, combination of above and others. The results are found to be interesting in case of Koraput where 1.5 percent beneficiaries express their feelings of food not prepared, for Bolangir and Kalahandi, around one percent complains of quality of food. However in case of Nawarangpur, meal of 17 percent beneficiaries, who are not regular is disrupted due to other reasons. Further detail examination is required to ascertain the cause of such disruption. However, the overall regularity in serving meal is highly satisfactory.

#### 4.10. Average beneficiary travel 166 meters for getting food

Since KBK districts are hilly and villages are scattered, information on distance travel by the beneficiaries to AWCs was also asked to respondents with an aim to analyze accessible distance of the programme. The average distance covered by beneficiaries is 166 meter.

Among the districts, the beneficiaries of Malkangiri and Koraput cover relatively longer distance of 266 meter and 202 meter respectively and the variations in these districts are also higher. Generally the average distance of three districts namely Kalahandi, Koraput and Malkangiri is higher than KBK average. In Nawarangpur, the average distance of AWCs is the lowest with 91 meter, although the variations among AWCs are higher. The distance in Subarnapur is 112 meter and the variations in distance among AWCs is lowest with 98.

#### 4.11. Perception and awareness of beneficiaries regarding EFP

The experiences of the people who benefit from social programs are often overlooked and under appreciated, even though they are an invaluable source of insight into a program's

effectiveness. While the study covers wide range of issues on EFP, the focus of this section is on information relating to various aspects of EFP. The broad areas of inquiry included:

- How far beneficiaries are aware of menu chart<sup>1</sup>?
- Perception on quality of food<sup>2</sup>?
- Whether food is served in time<sup>3</sup>?
- Rating attitude of AW Workers<sup>4</sup>?
- Whether cleanliness of dining place is maintained<sup>5</sup>?
- Perception on adequacy of meal<sup>6</sup>?
- How far aware on inspection of programme by officials?
- Level of satisfaction on the programme<sup>7</sup>?
- Suggestions for improvement in programme?

Summary of responses has been presented in Table 4-8 and is discussed in following

**Table 4-8: Summary of perception and awareness of beneficiaries in percentage**

Districts	Menu <sup>1</sup>	Quality <sup>2</sup>	Timely <sup>3</sup>	Attitude <sup>4</sup>	Clean <sup>5</sup>	Adequate <sup>6</sup>	Satisfied <sup>7</sup>
Bolngir	82.4	77.9	93.4	97.2	91.5	75.4	90.1
Koraput	70.5	53.2	83.1	95.4	57.5	53.5	61.7
Kalahandi	85.7	80.2	83.5	97.9	82.5	93.6	88.3
Malkanagiri	98.4	92.5	95.2	97.7	87.4	99.0	94.4
Nawarangpur	77.5	90.5	100.0	99.5	94.3	99.4	99.5
Nuapada	45.3	39.9	90.0	92.6	56.1	57.9	76.4
Rayagada	69.7	83.3	99.6	100.0	82.1	90.1	95.9
Subarnapur	75.4	57.8	88.2	99.1	63.2	78.8	74.9
All KBK	75.8	71.9	90.6	97.3	77.3	79.3	84.4

*Note:*

*Percentage of beneficiaries*

*1 aware of menu; 2 perceiving food quality good; 3 getting food in time; 4 find attitude of AWW supportive; 5 find dining space clean; 6 find food is adequate; 7 feel overall satisfied*

sections. Detail table of each response has not been presented in this report but are discussed whenever required.

**Awareness of menu chart:** Response of the beneficiaries regarding awareness on menu chart was recorded in one of three categories- yes, no, partly aware. The menu includes “bhata, dalma, egg, soya badi and khechudi. The analysis reveals that 76 percent are aware of menu chart, 13 percent are partly aware and 11 percent expresses their ignorance on menu chart. Since illiteracy level in KBK is high, the beneficiaries may not be able to recollect the menu. However efforts are needed for building awareness among beneficiaries having partly aware and ignorant on menu chart. But the awareness level in Nuapada is very low with 45 percent. There are other two districts namely Kalahandi and Rayagada which are having awareness level below KBK average. The highest level of awareness appears in Malkangiri with 98 percent.

**Perception regarding quality of food:** The objective of the programme is not only provide food to poor beneficiaries to fight hunger but also improve their nutritional status. As such quality of food should be enhanced for better acceptability among the beneficiaries. During study, the programme is stopped and there is no scope to check the quality of food. However, question

was asked to respondents about their perception on quality of food with three questions- good, manageable, not good. About 72 percent believe that the quality of food is good, 26 percent is of opinion of manageable food and only two percent are dissatisfied with quality. Among the districts. About 60 percent of beneficiaries of Nuapada don't find food quality good. In Koraput and Subarnapur, more than 40 percent of beneficiaries don't find food quality good. Efforts are required for improvement in quality of food in these districts.

**Perception regarding timeliness of serving food:** Since the programme is meant for old and indigent persons, serving food in time assumes greater importance. In order to have this information, response of beneficiaries has been recorded in one of three categories- always in time, within half an hour of scheduled time, irregular.

The analysis shows that 91 percent favours meal being served in time and eight percent opines on delay of half an hour of scheduled time. But only one percent still feels that food is not served in time. In case of Nawarangpur, all the beneficiaries feel that food is served in time. No beneficiaries of Nawarangpur, Nuapada and Rayagada find that meals are being served irregularly.

**Rating for AW workers:** Anganwadi worker (AWW), being the frontline worker, plays significant role in implementation of EFP. They are formally trained for ICDS. Old and infirm persons not only require food, but also need care. Thus effectiveness of scheme depends on positive attitude of AWW. A bad attitude is disastrous for success of the scheme. Information relating to perception on attitude of worker is collected with three questions- supportive, indifferent and hostile. The analysis shows 97 percent beneficiaries find AWW as supportive and caring, 2.3 percent are of the opinion that AWWs are indifferent towards them. In Nuapada, seven percent feel that AWWs are indifferent, which is highest among the districts. Rayagada is the only district where the beneficiaries find the attitude of all AWWs are positive. Thus a very high proportion of beneficiaries rate attitude of AWWs are positive towards them, which is a welcome sign for effective implementation of the programme. The AWWs showing indifferent and hostile attitude need proper training for improvement.

**Perception on maintaining cleanliness of dining place:** It is essential for proper maintenance of cleanliness and hygiene in dining area of AWCs. Contamination of food may take place due to poor personal hygiene, unsafe source of food, or due to poor environmental hygiene. It may lead to conditions of diarrhoea, nausea, vomiting, fever and infection and even death in severe cases. Thus proper care for maintaining cleanliness is required to check any kind of mishaps to be taken place. Beneficiaries are probed on cleanliness of dining area of AWCs as maintained, manageable and not maintained. The information collected is analyzed. It is observed that 77 percent is of the view that dining places are maintained. But 21 percent find it manageable and around two percent are critical of cleanliness in AWCs. These perceptions varies across the districts. 40 percent in Nuapada, 39 percent in Kalahandi and 37 percent in Subarnapur find the dining place at manageable level.

**Perception on adequacy of meal:** The objective of the scheme is to provide one square meal to poor and needy persons. The quantity of meal constitutes 250 gms rice, 30 gm dal and 100 gm vegetable per beneficiary. Questions on how far the beneficiaries find the cooked meal adequate are asked. These include two questions -adequate and not adequate. The analysis show that still 21 percent don't find the meal to be adequate. Across the districts, around 41 percent in

Kalahandi and 42 percent in Nuapada complains in adequacy of meal. It is only in Nawarangpur, where very negligible proportion of beneficiaries think of inadequate meal to be provided. Thus efforts may be made to ensure adequacy in meal for greater satisfaction of beneficiaries.

**Perception on Inspection of feeding programme:** Regular inspection of programme improves implementation of scheme and its proper delivery to the needy beneficiaries. Awareness of inspection is an important indicator to show whether beneficiary can take any step, if he/she has any grievances. The survey asks beneficiaries on their perception of inspection of EFP by senior officials. Answer is recorded in one of three categories- yes, no, not known. It is observed that 15 percent don't find inspection of EFP by senior officials, while 15 percent are not aware of inspection of the programme.

**Table 4-9: Percentage of beneficiaries regarding awareness of inspection**

District	Yes	NO	Not Known
Nuapada	37.3	36.6	26.1
Kalahandi	55.5	16.0	28.5
Rayagada	60.6	16.7	22.7
Bolangir	69.3	19.0	11.7
Koraput	78.5	13.3	8.2
Nawarangpur	87.0	4.1	8.9
Malkanagiri	92.8	3.4	3.8
Subarnapur	98.9	1.1	0
All KBK	69.8	15.2	15.0

At district level, striking situation is noticed in Nuapada, where only 37 percent reported having regular inspection. It is only in Subarnapur, where highest proportion of beneficiaries (about 99 percent) reported regular inspection.

#### 4.12. Satisfaction level on EFP is very encouraging for some districts

The Government has been taking up a lot of programs / schemes for the welfare of poor and indigent persons. Beneficiary satisfaction is the ultimate aim of the program/scheme. In order to capture satisfaction level of beneficiaries, they were asked whether they are satisfied or not? Accordingly information recorded is analyzed. 84 percent are satisfied with the programme. The situation in Kalahandi is different where only 65 percent are satisfied with the programme, it being the lowest among all districts. Nawarangpur is the only district where almost all express satisfaction, being the highest among all districts. The other districts where satisfaction level is lower are Subarnapur (75percent) and Nuapada (76 percent).

**Table 4-10: Percentage of satisfied beneficiaries across gender and caste**

Caste	Male	Female	Total
SC	90.36	87.98	89.03
ST	81.49	83.99	82.83
OBC	85.94	81.53	83.57
Others	85.67	78.97	82.58
All KBK	84.65	84.13	84.37

**Table 4-11: Percentage of satisfied beneficiaries across districts and caste**

District	SC	ST	OBC	Others	Total
Kalahandi	70.9	61.7	81.7	50.3	65.2
Subarnapur	73.4	100.0	70.1	88.5	74.9
Nuapada	86.0	75.9	75.2	33.3	76.4
Koraput	90.0	77.0	85.4	82.7	83.0
Bolangir	94.7	92.4	85.9	100.0	90.1
Malkanagiri	100.0	92.5	100.0	100.0	94.4
Rayagada	96.4	95.4	100.0	0.0	95.9
Nawarangpur	100.0	99.3	100.0	100.0	99.5
All KBK	89.0	82.8	83.6	82.6	84.4

The data are also analyzed to ascertain the influence of caste and sex on satisfaction level. It is found that no influence of caste and sex on satisfaction level is established (Table 4-10). The result shows that almost same percentage of male and female (85) are satisfied with EFP.

Similarly variation in percentage of satisfied beneficiaries among caste group is in close range 83-89. This shows satisfaction of beneficiaries are not influenced by caste or gender status in general. But across the districts, the influence of caste is noticed on satisfaction level Table 4-11. More than 90 percent beneficiaries are satisfied in Bolangir, Malkangiri, Nawarangpur and Rayagada. On the other hand 65 percent beneficiaries in Kalahandi are satisfied which is lowest among all district. About two third beneficiaries in Nuapada and Subarnapur are satisfied. Among the caste, all SC, OBC and Others are satisfied with EFP in Malkangiri and Nawarangpur. All ST in Subarnapur, and Others in Bolangir are satisfied with EFP.

Overall satisfaction may have mixed feeling for food quality and quantity, serving in time, attitude AWW etc. as mentioned in Table 4-8. It is very much subjective. It is difficult to say how beneficiary is measuring his satisfaction. It may be interesting to observe, how many beneficiaries are satisfied for all components mentioned in Table 4-8, how many are satisfied with at least food quality, how many of them are satisfied with at least attitude of AWW.

By considering six components of satisfaction- (1) Whether meals have been provided according to menu (2) Quality of food (3) Availability of food in time (4) Attitude of Anganwadi worker (5) Maintaining cleanliness and (6) Getting adequate food- all beneficiaries have been divided in three categories. Those beneficiaries who are satisfied through all six components are in the first category. In second category, those beneficiaries who are at least satisfied for food related components i.e. quality, quantity and timing of food. In third category, those beneficiaries belongs to who are satisfied with atleast behaviour of AWW are kept in Table 4-13.

Measuring satisfaction in above mentioned way is more restrictive. Beneficiaries satisfied for six components are subset of beneficiary showing "Overall satisfaction". It means "Overall satisfaction" is loose condition. Only 55 percent of beneficiaries who reported "Overall satisfaction" level are satisfied for all components.

Only 48 percent people are satisfied through all six components. Nuapada is surprisingly low. Only one percent of people are satisfied in respect of all six components. Next is Koraput where 18 percent people are satisfied in all components. In Malkangiri 85 percent of people are satisfied in all respect, which is highest among all districts.

61 percent beneficiaries are satisfied with food related issues- quantity, quality and its timing Again Nuapada and Koraput are at lowest position among districts. Only one out of five beneficiaries is satisfied with food related issues.

#### 4.13. EFP beneficiaries are non-critical towards AW Workers

AWW plays a significant role in implementation of EFP. In addition to EFP, she also monitors ICDS, growth of children, organizes supplementary feeding, helps in organizing immunization sessions, distributes vitamin A, iron and folic acid supplements.

**Table 4-12: Percentage of beneficiaries satisfied with different combination of satisfaction components**

Districts	All Comp	Food Comp	Attitude
Nuapada	1.03	21.05	92.64
Koraput	18.39	29.77	95.44
Subarnapur	48.74	56.36	99.11
Rayagada	51.27	76.27	100
Bolangir	59.29	65.47	97.17
Kalahandi	60.93	71.1	97.86
Nawarangpur	70.78	89.87	99.53
Malkanagiri	85.95	91.44	97.73
All KBK	47.85	60.81	97.31

The poor and old EFP beneficiaries like AWW for her active participation in distribution of food. The beneficiaries are dissatisfied in many issues of EFP, but are non-critical towards AWW. For example, if a beneficiary does not get timely food, he never finds AWW is responsible for it. This may be observed in the Table 4-13.

If food served in time, almost all beneficiaries find attitude of AWW supportive. If food is served ½ hr late, still 9 out of 10 beneficiaries expressed satisfaction with AWW. When food is served irregularly, even then 45 percent beneficiaries find AWW supportive. Only 9 percent beneficiaries find her hostile. Thus the beneficiaries find AWW are very cooperative and take much interest in the programme.

**Table 4-13: Feeling of beneficiary towards AWW for delay in food**

Delay in food serve	Attitude of AWW			Total
	Supportive %	Indifferent %	Hostile %	
In time	98.4	1.3	0.3	100
½ hr late	92	7.1	0.9	100
Irregular	45.5	46	8.5	100
All	97.3	2.3	0.4	100

#### 4.14. Suggestions of those who matter most

The beneficiaries are the invaluable source of insights into a program's effectiveness. Their views are often under appreciated. What best could be done for the programme, the beneficiaries under survey offer some suggestions. According to survey all 3110 beneficiaries were asked for three suggestions. The analysis reveals that 40 percent ( 1253) beneficiaries have offered no suggestions. The rest 60 percent (1857) beneficiaries have given multiple suggestions, which are categorized below Table 4-14.

**Table 4-14: Beneficiary's suggestions**

Suggestions	Response	Percent
Continuity program	1462	61.1
Egg more than once	151	6.3
Menu need enhance	82	3.4
Two square meal	698	29.2
Total	2393	100

- continuity of program
- egg more than once
- menu cost need enhanced
- require two square meal

The analysis reveals that 61 percent suggestions corresponds to continuity of program, which is highest among other suggestions. 29.2 percent comprises of two square meal, 6.3 percent is to supply egg more than once in a week and 3.4 percent is for enhancement of cost of menu. Thus continuity of program appears to be the main suggestion of beneficiaries.

\*\*\*\*

## Chapter 5

# Highlights of Districts and Recommendations

The KBK region are not homogeneous from geographical point as it possesses a varied topography: extensive ranges of hills covered with forests, rolling uplands, and extensive drainage systems. It consists of eight districts namely **Koraput, Rayagada, Nawarangpur, Malkangiri, Kalahandi, Nuapada, Bolangir and Subarnapur**. These tribal dominated districts are located in two topographical regions: Eastern Ghats and Central Tablelands. Koraput, Rayagada, Nawarangpur, Malkangiri and Kalahandi are part of Eastern Ghats and are hilly, forested and surrounded with rivers and nullahs. Bolangir, Nuapada and Subarnapur districts are mainly part of Central Tablelands, which have varied topography including agricultural lands, hills and rolling uplands. Weak agro climatic conditions, poor connectivity and infrastructure, physical isolation and low social capabilities among tribals characterize this region, which suffers from multiple deprivations and backwardness.

In terms of geographical area, the region covers 30.59 percent of the State and constitute 14 Subdivisions, 80 Blocks, 1,437 Gram Panchayats and 12,293 villages as against state total of 58 sub-divisions, 314 blocks and 6,227 Grampanchayats and 51,349 villages (2001 census) in the state. The population of the region accounts for 20.6 percent of the total population of the State as per 2011 Census. The proportion of SC and ST population of these regions were 20.4 and 34.8 percent of the total SC and ST population in the State respectively. The high incidence of rural poverty in the above KBK districts is a concern as higher number of rural families, almost 71 percent were living Below Poverty Line, as per 2002, BPL Census.

In order to remove such disparities and accelerating its development, the State Government in consultation with Government of India drawn up a Long Term Action Plan during 1995-96. Later during 1998, a Revised Long Term Action Plan was prepared and submitted to Government of India. The project aims at drought proofing, alleviation of poverty and improvement of quality life of local people.

For the old, infirm and poor people of KBK region, Government launched Emergency Feeding Programme under RLTA and implemented through W & CD Department. The program provides one square meal a day to the selected beneficiaries through Anganwadis. The evaluation survey of EFP details on status of Anganwadis and Perception of beneficiaries including other functionaries on the programme with district level analysis. The key results that have come out of main findings in the previous chapters have been highlighted district wise in this chapter.

### 5.1. Koraput

The district spreads over a geographical area of 8,379 Sq. Km. It is divided into two Revenue Sub-division (Koraput and Jeypore), 14 Tahasils and 14 Community Development Blocks, one Municipality and three Notification Area Councils. There are 226 G.P.s and 2028 villages in the district. The District lies in extreme southern part of Odisha. This is a land of geographical diversities with rich forest and rugged hills. As per 2011 Census, the total population of the district is 13.79 lakh, of which share of rural population is 84 percent. Half of the population (50.6 percent) belongs to ST community. Being a district of KBK region, it is under developed and placed lowly in socio- economic development. Four-fifths of rural families (83



percent) in the district are poor as per BPL census, 2002. There is a net work of 3,066 Anganwadis covering 37,315 EFP beneficiaries. The key findings in the district relating to selected indicators are

- As compared to population share of 16 percent, the district is more privileged in having 19 percent AWCs, which is highest among other KBK districts (Table 3.1)
- 17 percent of Anganwadis are without EFP beneficiaries, which is also higher among KBK districts. (Table 3.2)
- Share of beneficiaries is more compared to share of population in the district. This is highest in KBK (Table 3.3)
- As regards distribution of beneficiaries, OBC tops the list i.e., 38 per 1000 followed by other social groups like ST & SC (Table 3.4)
- Debile index, number of debile people out of 1000 population, is 4.0 which is highest among all other districts and equal to Nuapada
- percent AWC need moderate inclusion of 5-10 left out beneficiaries, which is second highest.
- 61 percent beneficiaries are satisfied with EFP, However, this is lowest among all districts (Table 4.8).

## 5.2. Bolangir

The district can be divided into two distinct physiographical regions, namely rolling plains and hilly areas of western and southern part of the district. It has a geographical area of 6,575 sq km. A sizeable portion of the district is occupied by forest, which is mostly found in western and southern parts of the district. The District has three subdivisions, 14 Tahasils, 14 Blocks, one Municipality, three NACs, and 285 gram panchayats and 1,794 villages. Total population is 16.49 lakh, of which 88 percent live in rural areas. The share of ST population is 21 percent. The district is under developed and placed lowly in socio-economic development. Around 61 percent rural families live in below poverty line (BPL, 2002). There is a network of 2,443 Anganwadis covering 33,860 beneficiaries. The key findings in the district relating to selected indicators are;

- Highest discrepancy in AWC frame of DSWO with that of W&CD is noticed (Table 2.1).
- As compared to population share, the district is less privileged in allocation of Anganwadis. (Table 3.1).
- More than half (56 percent) of AWC follow selection of beneficiaries through palli sabha only, which is higher than KBK average.
- Only three percent AWCs follow norms for purchasing of vegetable and two percent follow norm of eggs, which are lowest among districts (Table-3.9).
- More than half of AWC store food items in AW worker's house (Table-3.11).
- Average visit to AWC by CDPO is 2.2, which is highest among all districts.

## 5.3. Kalahandi

Since 2nd October, 1992, the erstwhile Kalahandi has been re-organised into two districts viz., Kalahandi and Nuapara. The geographical area of the district is 7,920 Sq. km which represent 4.68 percent of the total area of the State. There are two Sub-Divisions, seven Tahasils, 13 Blocks, one Municipality, two NACs, 273 Grampanchayats, 2236 villages in the district. Physiographically the district may be broadly divided into two different natural divisions, the hilly tracts and the plain land. The total population comprises 15.76 lakh, out of which 28

percent constitutes ST population. The recurrent famine, epidemic, perpetual migration and other forms of afflictions left the district most backward in the state. 62.71 percent rural households live in below poverty line (BPL census,2002). There are 2,238 Anganwadis covering 37,200 EFP beneficiaries functioning in the district. The key findings in the district relating to selected indicators are;

- Discrepancy in AWC frame of DSWO with that of W&CD is noticed , which is higher among the districts.
- As compared to Population share, the district is less privileged in share of AWC ( Table-3.1).
- 22 percent of AWCs need inclusion of more than 10 beneficiaries ( Table-3.6).
- 36.7 percent AWC follow norm of selection of beneficiaries through palli sabha only (Table-3.7).
- Male beneficiaries ( 54 percent ) outnumber female with 46 percent.(Table-4.2).
- Percentage of widow beneficiaries is 4.9 percent, which is least among all districts.
- Beneficiaries having kutcha house is 67 percent, which is lowest among all districts.

#### 5.4. Malkangiri

The district is carved out as a separate district from the undivided Koraput district, on October 2, 1992 and spread over in an area of 5,791 sq km. The district is divided into two distinct physical areas. The eastern part is hilly and sparsely populated by primitive tribes. The rest of the district is comparatively flat, broken only by a few rocky wooded hills. Almost the entire district is thickly forested. Around six lakh people live in the district and 57% of the population belongs to the scheduled tribes . The district comprises of with seven CD blocks, seven Tahasils, two NACs and one sub division and 1,045 villages(2001 census). It is one of the most backward districts in the state. Around eighty percent rural households lives in below poverty line (BPL,2002).There are 1,250 Anganwadis functioning in the dist with 14,990 EFP beneficiaries. The key findings in the district relating to selected indicators are;

- It is among five districts where discrepancy in AWC frame of DSWO with that of W&CD is noticed.
- It is the only district where share of population match share of Anganwadis.
- 66 percent AWC need inclusion of 5-10 beneficiaries, which is highest in the districts.
- 77.6 percent AWC follow selection of beneficiaries through palli sabha only, which is highest ( Table-3.7).
- Negligible percent of AWC follow norm of procurement of egg under EFP, which is one among three districts ( Table-3.9).
- 12 percent Anganwadis use weighing machine as measurement scale for food items , which is lowest ( Table-3.12).
- 56 percent male beneficiaries covered under EFP, which is highest among all KBK districts.
- 78 percent beneficiaries are Agricultural labourers, which is highest among all KBK districts.
- More than 85 percent of beneficiaries are satisfied in all components of satisfaction, which is also highest among all districts (Table 4.12).

## 5.5. Nawarangpur

The district is spread over in an area of 5,291 sq km and is situated in the southwest corner of the state, bordering Koraput district. Most of the land is forested. The district is divided with 10 CD blocks, 10 Tahasils, one sub division, one Municipality, one NAC and 901 villages (2001 census). The total population constitutes 12.21 lakh, which is 2.9 percent of state. Around 55% of the district's population belongs to Scheduled Tribes and the district is also considered as a backward district in the state. More than two thirds of rural households live in below poverty line (BPL Census, 2002). There are 2,207 Anganwadis covering 19,270 EFP beneficiaries. The key findings in the district relating to select indicators are;

- Discrepancy in AWC frame of DSWO with that of W & CD Deptt is noticed, which is one among five districts.
- As compared to share of population, share of EFP beneficiaries is less, which is higher among all districts.
- 54 percent of AWCs need inclusion of more than 10 beneficiaries, which is highest among all districts (Table-3.6).
- About half of AWC follow selection of beneficiaries through palli sabha only, which is one among such other three districts (Table-3.7).
- 79 percent AWC use container as measurement scale for food items, which is not scientific. This is highest among all districts (Table-3.12).
- 22 percent beneficiaries are widow (Table-4.3).
- Average year of benefit is 4.2 which is highest among all districts (Table 4.7).
- Irregularity in taking food is perceived in the districts, which is highest among all districts.

## 5.6. Nuapada

Nuapada district is located in the western part of Odisha and is spread over in an area of 3,852 Sq km, which is 2.5 percent of the total area of the State. The plains of Nuapada subdivision fringed by rugged hill ranges stretch southward, which belong to the main line of the Eastern Ghats and contain extensive plateaus. The district has been divided into five Blocks, five Tahasils, 109 G.Ps, two N.A.Cs, one sub-division and 663 villages (2001 census). The total population of the district is 6.10 lakh, which is equal to the population of Subarnapur district and one third of its population is ST. The poverty is widespread as more than two thirds of rural households lives in below poverty line (BPL, 2002). There are 1,356 Anganwadis in the dist covering 21,000 EFP beneficiaries. The key findings in the district relating to selected indicators are;

- 34 beneficiaries out of 1000 population get benefit of EFP, which is very high in comparison to other districts (Table 1.3)
- Debile index, number of debile people out of 1000 population, is 4.0 which is also highest among all districts except Koraput (Table-3.5).
- Selection of beneficiaries is negligible through Palli shabha only, which is lowest among all districts (Table 3.7)
- Three percent of AWCs purchase Dal according to norms, which is lowest among all districts.
- Supervision of AWCs by CDPO is least as compared to other districts (Table 3.13)

- Less than five percent beneficiaries are getting benefits of other poor oriented schemes, which is lowest among all districts( Table-4.6).
- 55 percent of beneficiaries are unaware of menu and 60 percent are found food not qualitative, which are highest among all districts(Table 4.8).

## 5.7. Rayagada

The district is bounded by Gajapati district in the east, Koraput and Kalahandi districts in the west, Kalahandi and Kandhamal districts in the north and Koraput and Srikakulam (Andhra Pradesh) districts in the south. The geographical area of the district is 7,073 sq km, which is 4.5 percent of the total geographical area of the State. It is constituted by five towns including two census towns and 2,667 villages spread over 11 C.D blocks and two sub-divisions. The total population is 9.67 lakh, which is 2.31 percent of the total State population. Substantial population of the districts which are backward and ST population constitutes 55 percent. Poverty among families is alarming as more than two third of rural families live below poverty line ( BPL Census,2002). There are 1,947 Anganwadis in the district covering 22,840 EFP beneficiaries. The key findings in the district relating to selected indicators are;

- More than 80 percent of AWCs have left out beneficiaries, which is highest. (Table 3.5)
- 71 percent AWC keep food items in AWC , which is highest among all districts.
- 60 percent beneficiaries are female, which is higher in KBK.
- The district has highest number of widow beneficiaries with 34 percent ( Table-4.3)
- More than 50 percent beneficiaries are without work according to occupational status, which is much higher than other districts ( Table-4.4)
- Cent percent beneficiaries reported attitude of AWW is supportive, which is highest among all districts (Table-4.8). This can taken as a model on good practices.

## 5.8. Subarnapur

The district is known for its influentially rich cultural heritage, arts and crafts. It came into existence as a 'new district' from 1st April, 1993 and has been carved out of undivided Bolangir district. It spreads over an area of 2,337 sq km comprising of two Sub-Divisions, six Tahasils, six CD Blocks, , one Municipality , two NACs, 96 Gram Panchayats and 959 Villages. Around one third of net area sown received irrigation. The population of the district was six lakh ten thousand as per 2011 census, which is 1.45% to the state population. Poverty is deep-rooted in the district as more than two third of rural families lives below poverty line as per BPL census, 2002. There are 1,571 Anganwadis in the dist covering 13,525 EFP beneficiaries. The key findings in the district relating to select indicators are;

- 72 percent AWC need inclusion of 1-5 beneficiaries , which is highest among all districts.
- Very negligible percent of AWC follow procurement norm for egg , which is one among such other three districts( Table-3.9)
- 71 percent of AWCs store food items at AW workers` house, which is highest among the districts. (Table 3.11)
- Average visit to AWC by Supervisor is 4.0, which is highest among other districts in KBK region.
- Highest female beneficiaries ( 63 percent ) are covered in EFP compared to all other districts ( Table-4.2).
- 7 percent EFP beneficiaries receive IAY house, which is lowest among other districts.

## 5.9. Major Recommendations (way forward)

The Emergency Feeding Program aims to provide a meal to poor, infirm and destitute persons every day through Anganwadi networks. The findings of the survey reveals that the program provide benefits to old, infirm and destitute food insecure persons in a expected manner. Inter-district variations in different components of the program are well noticed in above section of this chapter. These variations may be discussed in a workshop by W & CD Department.

The performance of EFP can be improved if some corrective measures are taken to bring transparency in delivery mechanism and to ensure efficient implementation.

- The program is intended to provide food in order to improve in nutritional value for a healthy life of old and infirm persons. The cost norm of Rs 5.50 per meal including fuel cost is quite meagre. It also does not ensure food quality and the real objective of the program. Therefore, the cost norm may be suitably enhanced for providing qualitative food, keeping in view the present market situations.
- One of the success factors of this program could be a well documented guidelines which may be continuously improved. It would educate administrators and other officials involved in the program for better implementation. The Hot Cook Meal guideline prepared by W & CD Deptt includes both Supplementary Nutrition Program (SNP) and EFP which appears not sufficient for efficient implimentation of EFP. It is, therefore, appropriate to redesign the guideline for EFP both in Odia and English language.
- The success of the program depends critically on proper selection of beneficiaries. Beneficiaries are to be selected through Palli Sabha as per guidelines. However the finding reveals many channels of selection like Sarpanch, Ward Members, Jaanch (Village) Committee. Thus there may be every possibility that the actual needy beneficiaries are kept out of the target group. To avoid interference of vested interest groups, selection through Palli sabha with a ranking method based on information on availability of ownership, occupation, age, physical status, dependency and nutritional vulnerability is to be followed strictly. Flow chart along with FAQ (frequently Asked Questions) for representing and explaining selection rules should be created.
- At present the number of beneficiaries under this program is two lakh. The study finds that around 12 percent AWCs are functioning without EFP beneficiaries. At the same time 48 percent of Anganwadis have 69 thousand additional beneficiaries who are not getting benefits of the program. One of the reason behind such situation may be quota system.

Quota system may reduce the efficiency of the program because there is possibility that in some pocket there may be old, infirm and destitute people who may be divested of entitlement. At the same time in some pocket, there may not be sufficient number of needy people as per quota allotted for that pocket. For inclusion of all entitled people, incur an additional allocation of Rs.14 crore per year may be required which is not a big amount. It is therefore suggested that any type of quota system of beneficiaries for districts, blocks and AWCs, if exists should be discontinued.

- Anganwadi worker (AWW), being a frontline worker plays significant role in implementation of EFP. They are formally trained for ICDS and are overburdened with ICDS works. It is observed that foods under SNP and EFP are being cooked and served simultaneously in most of the AWCs. To ensure transparent operation, the program may be entrusted to village SHG under supervision of W&CD Deptt through administrative structure mentioned in Fig 1.1 of chapter 1. Funds may be transferred to the account of SGH for utilization.
- A manual for monitoring and evaluation of EFP should be developed to monitor the efficiency of the program. In addition suitable performance indicators of SHGs considering quality of food served, timeliness, selection of beneficiaries, procurement of food items as per norm is needed. This would help the supervising authority to review the program at regular intervals. Similarly suitable performance indicators for AWW, Supervisor and CDPO may be created and evaluated at suitable level. These indicators may be developed in such a manner that the recorded data may be validated with ground realities at time of next evaluation study / inspection.
- Best source of learning is peer colleague. Supervisors may conduct meeting at regular intervals (suitably at six months) of SGHs (along with AWWs) of her area for sharing the experience from better performing SGHs. Similarly CDPOs may conduct meetings of Supervisors for sharing ideas from better performing Supervisors. Minutes of these meetings should be prepared and evaluated at higher levels and circulated.
- Awareness campaign or training program of PRIs and SHGs may be conducted by the implementing agency regarding their role in EFP at regular intervals.
- A feedback mechanism may be established in order to capture various problem at ground level. Efficiency of this mechanism may also be evaluated periodically.
- A display board in local language / Odia containing key points of guideline, (selection and deletion process, menu, weight of different food items) is needed at the place of food supply. AWW should maintain a complain book for recording problems of beneficiaries. This can help in taking corrective measure in future.
- Some dry food (like chuda) may be considered for night consumption.
- Concurrent evaluation may be done at regular intervals for taking appropriate corrective measures.
- The old, infirm and poorest beneficiaries in KBK regions need care for survival as they are hungry and malnourished. As such the programme may be continued by adopting above recommendations for better public interest. This may also be useful for other similar programs implemented by W & CD Department.

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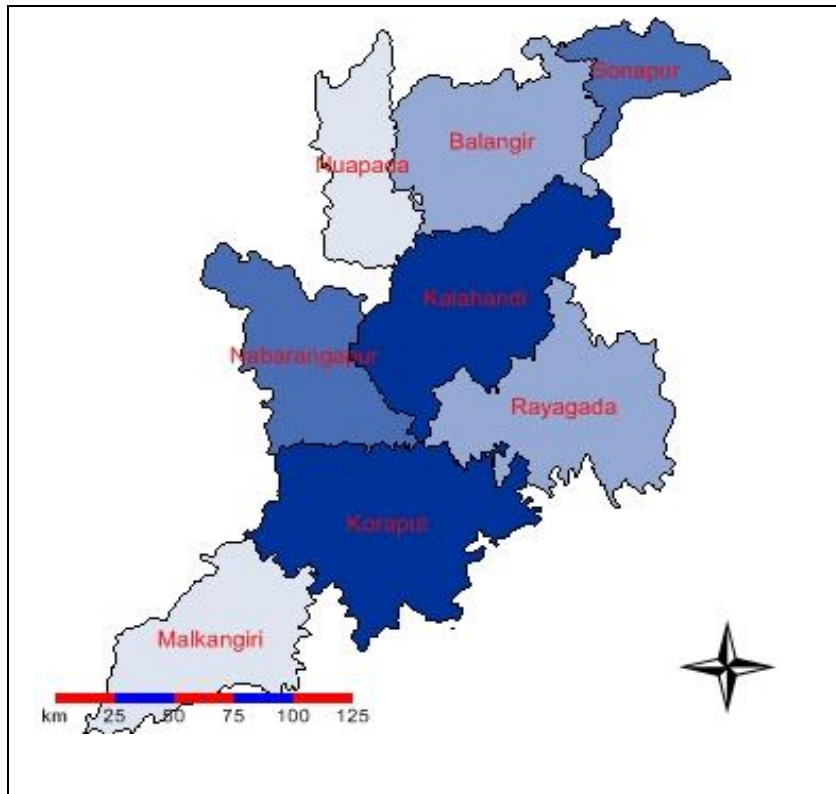
# *Anganwadis:*

*Shelter of food for last man in KBK districts*



*Anganwadi Centre at Bhawanipatna Block of Kalahandi District*

Map: KBK Districts of Odisha





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# BENEFICIARY OF EMERGENCY FEEDING PROGRAM

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LAST MAN OF KBK DISTRICT



# EVALUATION OF EMERGENCY FEEDING PROGRAMME

## SCHEDULE-1.0

AWC Code :

--	--	--	--	--	--	--	--

PARTICULARS OF AWC		Date of Survey							
		D	D	M	M	Y	Y	Y	Y
1	Name of the District								
2	Name of the Block								
3	Name of the Village (s)								
4	Name of the AW Centre								
5	Population covered (AWC service area)	SC	ST	OBC	OTHERS	TOTAL			
	Male								
	Female								
6	Total number of EFP Beneficiaries covered in AWC in the Service area	SC	ST	OBC	OTHERS	TOTAL			
	Male								
	Female								
7.a	Whether any eligible beneficiary is left out for coverage under EFP (Yes-1, No-2)								
7.b	If "Yes" , how many?								
7.c	Age profile (indicate number)	i) Below 60 years			ii) Above 60 years				
8	What is the process followed for <b>addition/ deletion</b> of a beneficiary?								
8.a	Addition of beneficiary								
	i By recommendation of Palli Sabha (Yes-1, No-2)								
	ii By recommendation of Sarapanch (Yes-1, No-2)								
	iii By recommendation of Others (Yes-1, No-2)								
	iv If 'Yes' in item 8 a(iii), specify								
8 b)	Deletion of beneficiary								
	i By Death (Yes-1, No-2)								
	ii By Migration (Yes-1, No-2)								
	iii Others(Yes-1, No-2)								

iv If "Yes" in item 8b (iii) Specify

9 a) Are the EFP beneficiaries covered under one or more of the following welfare schemes?  
(Yes -1 , No- 2)

b) If "Yes " in item 9 (a) indicate the number against each category

i. Disable Pension

ii Widow pension

iii Old age pension

iv Disability Pension

v Antodaya Anna Yojana (AAY)

vi BPL Rice (1 Kg per Re.1)

vii Person Left Out (PLO) from above

ix Others

10 Procurement of Food Items (Daily-1, Weekly-2, Fort nightly-3, Monthly-4)

i Rice

ii Dal

iii Vegetables / Others

iv Spices

v Eggs

11 Storage of Food Items (A W Centre-1, A W Workers House -2, Others - 3)

12 a) No of visits to AWC by Supervisor during the reference period

b) No of visits to AWC by the CDPO during the reference period

13 Are the records relating to procurement and utilization of food items maintained daily?  
(Yes-1, No-2)

14 Method of measurement of food items (Weighing Machine – 1, Container- 2, Others-3)

15 Name of the Anganwadi Worker

16 Name of the Anganwadi Supervisor

17 Remarks by the Primary Investigator

**Signature of the Supervisor**

**Signature of the Primary Investigator**

**Name :**

**Name :**

**Date :**

**Date :**

# EVALUATION OF EMERGENCY FEEDING PROGRAMME

## SCHEDULE - 2.0

Anganwadi Centre

--	--	--	--	--	--

Anganwadi Centre (Name)

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Sample beneficiary ID

--	--	--	--	--	--	--	--	--	--

### A. Particulars of Respondent (EFP Beneficiaries)

- |      |                                                                                      |                                            |
|------|--------------------------------------------------------------------------------------|--------------------------------------------|
| 1    | Name of the Respondent                                                               | <input style="width: 95%;" type="text"/>   |
| 2    | Father / Wife / Husband's Name                                                       | <input style="width: 95%;" type="text"/>   |
| 3.   | Age in Completed Years                                                               | <input style="width: 50px;" type="text"/>  |
| 4    | Sex (Male - 1, Female -2)                                                            | <input style="width: 50px;" type="text"/>  |
| 5    | Social Group (SC – 1, ST -2, OBC-3, Others- 4)                                       | <input style="width: 50px;" type="text"/>  |
| 6    | Marital Status (Married -1, Un-married-2, Divorced / Separated-3,Widow-4, Widower-5) | <input style="width: 50px;" type="text"/>  |
| 7    | Monthly income of the family from all sources (In Rupees)                            | <input style="width: 100px;" type="text"/> |
| 8    | No. of working members in the family                                                 | <input style="width: 50px;" type="text"/>  |
| 9.   | Occupation of the beneficiary(Ag labour-1,menial job-2, others-3,without work -4)    | <input style="width: 50px;" type="text"/>  |
| 10   | Dwelling Unit (Owned -1, Hired -2, Others- 3)                                        | <input style="width: 50px;" type="text"/>  |
| 11.a | Structural Type of dwelling Unit (Kuchha-1, Pucca -2, Semi Pucca-3)                  | <input style="width: 50px;" type="text"/>  |
| 11.b | Whether IAY beneficiary (Yes-1, No-2)                                                | <input style="width: 50px;" type="text"/>  |
| 12   | Category of Ration Card (No card-1, BPL-2, AAY-3, Others-4)                          | <input style="width: 50px;" type="text"/>  |
| 13   | Social Security Support (MBPY-1, IGNOAP-2, IGWNP-3, IGNDP-4, No Support-5)           | <input style="width: 50px;" type="text"/>  |

### B. Perception of Respondent on emergency feeding programme

- |      |                                                                                                                                                 |                                           |
|------|-------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------------------|
| 1    | When was he/she enrolled in the emergency feeding programme (Reference Year)?                                                                   | <input style="width: 60px;" type="text"/> |
| 2.   | No of years benefitted ( whole number )                                                                                                         | <input style="width: 60px;" type="text"/> |
| 3    | Whether taking emergency feeding regularly (Yes-1, No -2)                                                                                       | <input style="width: 60px;" type="text"/> |
| 4.a) | If "No" in item 3, number of days missed in the previous month ( ref period )                                                                   | <input style="width: 60px;" type="text"/> |
| b)   | The reason of irregularity (Delay in preparation of food -1<br>Food not prepared -2, food not qualitative-3, Combination of above -4, Other-5 ) | <input style="width: 60px;" type="text"/> |

- 5 Distance of feeding Centre from his / her dwelling unit (in meter)
- 6 Whether he/she is aware of prescribed menu chart (Yes-1, No-2, Partly aware -3)
- 7 Quality of food ( Good-1, Manageable-2, Not good – 3)
- 8 Whether food is served in time ?   
(Always in time-1, Within ½ hour of Scheduled time-2, Irregular -3)
- 9 Attitude of AW worker (Supportive-1, Indifferent -2, Hostile - 3)
- 10 Maintaining Cleanliness of dining place (Maintained-1, Manageable-2, Not-maintained-3)
- 11 Whether cooked meal is adequate(Adequate-1, Not adequate-2)
- 12 Whether he/she gets free meals from other sources every day (Yes-1, No-2)
- 13 Inspection of feeding programme by Senior Officers (Yes-1, No-2, Not Known – 3)
- 14 Whether satisfied with the programme (Yes-1, No-2)
- 15 Suggestions for further improvement in the programme (if any)

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16 Remarks of the Primary Investigator

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**Signature of the Supervisor**

**Signature of the Primary Investigator**

**Name :**

**Name :**

**Date :**

**Date :**