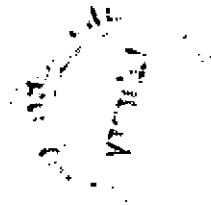


# A STUDY OF THE WORLD FOOD PROGRAMME AND INDIA

*Dissertation Submitted to Jawaharlal Nehru University  
in partial fulfilment of the requirement  
for the award of the degree of*

MASTER OF PHILOSOPHY



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**CERTIFICATE**

This is to certify that the dissertation "**A Study of the World Food Programme and India**", submitted by **NAMRATA GOSWAMI** in partial fulfilment of the requirements for the award of the degree of **MASTER OF PHILOSOPHY** is her original work and has not been submitted for the award of any other degree of this or any other University.

This dissertation may be placed before the Examiners for evaluation.

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to

*daddy and maa*

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*Last but not the least I convey my gratitude to my brother for his support and confidence in me and to all my friends who made hard times seemed light.*

  
**Namrata Goswami**

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**CHAPTER I**  
**INTRODUCTION**

## Chapter I

### INTRODUCTION

This dissertation proposes to study the role of the World Food Programme in India. An analysis of WFP's working in five states of India will be undertaken. The research will also attempt to suggest measures that can address the problems faced by WFP in India, especially in the area of food aid.

Hunger is a major constraint on human development and the realisation of human rights. It not only destroys the lives of individuals, it damages the peace and prosperity of nations as well. The spread of hunger and food insecurity is rampant amongst the developing countries, especially in Asia and Africa. One out of five people living in developing countries do not have access to food in sufficient quantity. In Africa, one out of three children suffer from chronic malnutrition. Infact, an examination of the data on world hunger reveals the following:

- (1) Every 24 hours, 35,000 human beings die as a result of hunger and starvation, 24 every minute, 18 of whom are children under 5 years of age.
- (2) No other disaster compares to the devastation of hunger.
- (3) More people have died from hunger in the past two years than were killed in World War I and World War II combined.
- (4) A full fifty percent of the world's hungry people live in just 5 countries. India, Bangladesh, Nigeria, Pakistan and Indonesia. If hunger were to be eliminated in India alone, as much as one third of the world's hunger will have ended.

Despite a substantial increase in food production especially after the green revolution of the 1960s, India is still classified by the Food and Agriculture organisation (FAO) as a low-income food deficit country. Around 35 percent of India's population i.e. 320 million is considered food insecure, consuming less than 80 percent of minimum energy requirements. Poverty is rampant in the rural sector where lack of employment, infrastructure and low standard of living adds to the overall conditions of food insecurity. World Bank's study's *World Development Report, 2000-2001, Attacking Poverty*, states that the disparity between the rich and the poor is on the increase in India especially of the process of liberalisation and globalisation. The rich are getting richer. There has been no significant change in the rural sector and the standard of living has deteriorated.

The attempts of governmental, inter governmental and non governmental organizations since 1945 to address global hunger and poverty can be categorized into two broad groups:

1. Depending on the explanation they provide for the existence of these problems and
2. The respective solutions that they prescribe.

In addressing the problem of hunger, it is necessary to face the paradox that whilst the production of food to meet the needs of burgeoning population has been one of outstanding achievement of the post war period, there are nevertheless around 800 million people in 46 countries who are malnourished. Thomas Malthus blames population growth behind hunger persistence. The available data on the growth of population indicates that it has quintupled since the early 1880s and is expected to grow from 5.4 billion in 1991 to 10 billion in 2010. However, globalisation can bring

about a drastic change. Since 1945, a global food regime has been established. This has been based on the incorporation of the local production into a global one.

The most important actor in the development and explanation of the global food regime has been the US. Which at the end of the Second World War had large food surpluses. These surpluses became cheap imports especially to developing countries. This killed their sustenance crops and led to an insecure environment. The South though producing 40 percent of the world food has a majority of the world's hungry, because self-sufficiency is being replaced by cash crop production.

This research deals with the working of the World Food programme in the area of Food Security in India. Set up in 1963, the World Food Programme, a multilateral food aid specialized agency of the U.N., has been working towards the improvement of food insecure situations, especially in developing countries. Many developed countries as well as non-governmental organizations fund it. This research focuses on WFP's working in India, particularly studying how WFP dealt with the food insecure situation in its earlier years, how it changed its policies during the green revolution of the 1960s, and the criteria that are followed in a particular state of India receiving WFP assistance.

The research also compares the policies and plans followed by the other food aid organisations like the Food and Agriculture Organisation, World Bank, the UNDP and whether a co-operative strategy for dealing with the food situation in India would help tackle the problem in an efficient manner. Though coming under the UN Umbrella, these three agencies do not work together in India.

WFP in particular deals with food aid. The research also studies whether this food aid provided for India, especially in times of natural calamities like earthquakes, floods and cyclones is enough. WFP has provided food aid during the Orissa cyclone of 1999, and the Gujarat Earth Quake, 2001.

An analysis of WFP's working in such food aid programmes has been analysed

The research critically evaluates the working of WFP in India. The various problems faced by the organisation are also analysed. The limitations of WFP as an organisation to deal with the food situation in India despite being one of the largest food aid agencies of the world have been studied. Certain measures have been suggested to limit the loopholes in WFP's management and working in India. Given the difficulties in tackling this problem of food in a country as vast as India, the approach adopted by this research work is to find ways to improve the present condition.

The research also studies gender based food insecurity, especially prevalent in the rural and tribal belts of India. The disparities shown in the partaking of food between a boy and girl is very high. A male child enjoys high nutritional food whereas the female child is often left to fend for herself. This research analyses the role of WFP in bringing about awareness for the need of equality especially in matters of food between men and women. The effectiveness of the gender awareness campaigns in the rural and tribal areas has been also studied.

The research, after a study of the working of WFP in India examines the problems faced by WFP in India and deals especially with the problem of distribution of the food aid under the WFP umbrella. The lack of an adequate governmental distribution network especially in times of natural disaster has been described

## Literature Review

Gilbert Etienne, in *Food and Poverty, India's Half Won Battle*,<sup>1</sup> critically analyses the food situation in India. The author has highlighted the fact that the poverty of the people, especially in rural areas, increases the gravity of the food situation in most parts of India. Though food is available the people due to lack of purchasing power suffer do not have access to proper adequate diets.

The author also studies the role of international food aid organisations, which far from being mere charity organisations should play a much bigger role especially in countries of South East Asia.

K.C.S.Acharya, book *Food Security System of India*<sup>2</sup> argues that the Indian food security system is defective, as it does not tackle the problem from the grass root level. The book carries an in-depth study of the food situation since independence and records the vast changes since 1947 especially during the green revolution. The faults in the food distribution system especially public distribution system have also been touched in this thought-provoking book.

Stuart Gillespie and Geraldine McNeill, *Food, Health and survival in India and Developing Countries*<sup>3</sup> suggest that in developing countries, due to the lack of basic infrastructure especially in the sectors of food and health, these problems have penetrated deep into the Indian society.

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<sup>1</sup> Sage Publication, New Delhi/New Bury Park/London, 1988.

<sup>2</sup> Concept Publishing Company, New Delhi, 1993.

<sup>3</sup> Oxford University Press, Oxford, London, 1992.

The authors call for the role of international organizations to bring about changes especially in the mindset of the people and change in societal norms, which are responsible for gender inequalities especially in matters of food.

Susan George, *How the Other Half Dies. The real reason for world Hunger*<sup>4</sup> analyses the reasons for world Hunger from a different angle. The author writes that the “food problem” especially prevalent in the developing countries is a planned “Scarcity” on the part of the developed countries. This enables them to control the economies of the developing countries as it makes them dependent on developed countries to help them tide over situations of “food insecurity” in their societies. In fact, according to her, food is used as a foreign policy weapon especially by countries like the US of A to influence the actions of the developing countries. For e.g. If Mexico is dependent on USA for food aid, it serves USA’s; strategic interest to keep Mexico depended and never allows her to become independent. According to Susan George, developed countries keep countries especially in Asia dependent on them even in matter of food because this enables this countries to have a say in the markets especially in today’s era of globalisation and free market economy.

Gate. D. Johnson, edited book, *The politics of food, producing and distributing the world's, food supply*<sup>5</sup> attempts to understand the politics behind the distribution of food aid. Countries especially donating large funds to UN agencies try to channelize the food aid to countries of their choice. Here, the human dimension of the food problem is ignored Agencies like WFP are pressurized by countries like USA to give

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<sup>4</sup> Penguin Books, Middlesex, England, 1977.

<sup>5</sup> The Chicago Council on Foreign Affairs, Chicago, Illinois, 1983.



maximum food aid to countries, favorable to them. Aid is given in order to secure some benefits. Public law 480 under which food aid was given to India was a ploy to gain some strategic gain in India in order to counter the communist challenge in the same area. The cold war between USA and USSR prompted this move on the part of the USA. The book dwells on this particular aspect of food aid.

Lester R. Brown *World Without Borders*<sup>6</sup> dwells on the transformation of a world demarcated into states into a world where there would be no borders, where each individual would benefit from an open society. The author emphasises on the role of international organisations to enhance this co-operation. Right to food is a basic human right. The author argues that in a borderless World, the responsibility of humanity to look after the less privileged world increase. An area enjoying plentiful of food can help those in need more easily. He talks about an epistemic community who would increase awareness among the world community, through discussions, seminars and talks. A border less world will increase mobility and human beings trapped in an efficient state structure can travel and change places offering better employment opportunities and standard of living, which would ultimately improve the overall food security situation.

David Blackwell, C.Grigg, *The world Food problem*<sup>7</sup> draws attention to the food insecure situation prevailing among 800 million fellow human beings. The author stresses on the need to tackle this problem through the UN., And its specialised agencies, especially those dealing with food.

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<sup>6</sup> Affiliated East-west Press, New Delhi, 1982.

<sup>7</sup> Macmillan, London, New York, 1998.

According to him international organisations are in a better position to improve the food condition of the world because they operate in almost all the countries of the world, which would help bring about a common policy without disparity in dealing with the food problem.

### **WFP Publications**

World Food Programme, *Enabling Food Aid for Development, a policy review of the India country programme*<sup>8</sup> reviews the working of the world Food Programme in India. A group of experts travelled to all the places where the World Food Programme country programme operates, and carried out an analysis of the various schemes under the WFP's mandate.

Certain shortcomings in WFP's functioning was pointed out in this review and certain solutions to the problem was cited down.

World Food Programme, *Preserving livelihoods, Mitigating hunger*,<sup>9</sup> captures the working of the World Food Programme especially in the tribal areas of India. The "food for work" programme of WFP has also been studied here. WFP's programmes have also been analysed. The special emphasis on gender equality emphasised by WFP has also been studied in this book.

World Food Programme, *Indiamix*<sup>10</sup> suggest that there has been an increase of nutrition among women especially in Rajasthan and Madhya Pradesh after the

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<sup>8</sup> Published by the World Food Programme, New Delhi, April 1997- December 2002.

<sup>9</sup> Macro Graphics Multimedia Pvt. Ltd., New Delhi, 1998.

<sup>10</sup> New concept Information Systems Pvt. Ltd., New Delhi, 1997.

introduction of Indiamix, a low cost blended food of great nutritional value. This publication informs the reader about the benefits of the Indian mix project and its reach among rural women especially in places where WFP is working.

World Food Programme's, *From Disaster to Development*<sup>11</sup> gives on account of the cyclone relief work carried out by the WFP especially in distribution of food aid to the needy. The problems faced by WFP in disaster management have also been touched upon.

### Articles

Emma Rothchild's, *Food Politics*<sup>12</sup> is an analysis of the hold of certain countries on the world economic scenario mainly due to their agricultural power. For instance, the article emphasizes that the U.S. will have some influence over countries that buy American food Rothchild feels that the international food problem is due to the biased international distribution system where some developed countries decide whom to give food aid, American food policies are also based towards benefiting the U.S. domestic policies.

The article draws attention to the fact that as long as this differential treatment continues the food problem can never be solved.

Kuldip Nayar, in *People at the Receiving End*<sup>13</sup> reveals the defective government structure especially when it comes to relief and rehabilitation work. Rehabilitation works to be carried out in Orissa have still not started.

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<sup>11</sup> World Food Programme, New Delhi, 1999.

<sup>12</sup> Foreign Affairs, vol. 54 1975-76

<sup>13</sup> The Hindu, 27.02.2001, p.10

The article argues that there is a loss of faith on the part of the common man towards of the government machinery to bring him out of the crisis. Ordinary people have turned more toward NGO's to bring about changes in their lives.

Jean Dreze in his articles *Starving the Poor-1*<sup>14</sup>, 10 and describe India's food security situation as precarious and nothing more than a scam. He criticizes the role of the Food Corporation of India (FCI), whose role in accumulating massive amounts of food in FCI godowns goes against the concept of food security as this accumulated food never reaches the common man.

The article also emphasizes the lack of co-ordination between the central and the state government especially when it comes to the distribution of food aid. There also exist a lack of efficient functioning of disaster management programmes when it comes to relief and rehabilitation work in area suffering from natural calamity /disaster.

M.S, Swaminathan, *Freedom from Hunger*<sup>15</sup> equates food insecurity to the lack of determination among the countries of the world to provide this basic human right to human beings.

The writer suggests creating of a world think tank to chalk out policies for the betterment of the prevailing food insecure situation in many developing countries of the world. He wants international organizations to play a distinct role in furthering the concept of food security.

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<sup>14</sup> *The Hindu*, 26.02.2001,

<sup>15</sup> *Hindu Magazine*, Sunday, 15 October 2000

Anuradha Mittal, and Krishnan S. Anantha *Politics of Hunger and Right to Food*<sup>16</sup> argues that hunger is manipulated by the few nations holding power in the U.N. by lobbying for policies which would name countries favorable to them, to receive food aid from UN agencies.

These political maneuverings are carried out through domestic state policies which than spill over to the policies chalked out by the UN

F.K. Wadia's article, *India's Food Policy since Independence*,<sup>17</sup> criticizes the policy makers who formulated the Indian food grain policy. The huge storage by the Food Corporation of India leading to food scarcity have also been termed as faulty. The article has also criticized the public distribution system, which due to inefficiency and other problems has added to the sufferings of people already deprived due to poverty and unemployment.

Robert. E Rhoades, *World's Food Supply at Risk*<sup>18</sup> brings home the fact that the fertility level of the topsoil, especially in developing countries is dwindling largely due to repeated harvest, giving rise to the risk of food scarcity which would effect the overall food supply in the world increasing instances of hunger.

### **Research Questions**

**The following are the research questions that are sought to be answered in this study:**

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<sup>16</sup> Economic and Political Weekly, 1-7 Feb 1997.

<sup>17</sup> Journal of Indian School of Political Economy, Oct-Dec, 1996.

<sup>18</sup> National Geographic, April, 1991.

1. Has the World Food Programme been successful in dealing with the food security situation in India?
2. Is there a need to change in the structural infrastructure of WFP in India?

### **Hypothesis**

**The working hypothesis of the study have included the following two:**

1. The World Food Programme has been partially successful in dealing with the food security situation in India.
2. There is the need for changes in aspects of the administrative structures of WFP to improve its efficient functioning in India.

### **Methodology**

Multiple case study approach was applied in the conduct of this research. Interview and questionnaires have been used to generate data and to gather evidence.

The multiple case study approach studied WFP working in different states of India as well as under the three different programme heads.

1. Integrated Child Development Scheme.
2. Tribal Development
3. Irrigation development

After the working of WFP in these states as well as, under these different heads was analyzed, a comparative study was conducted to understand why in certain cases, WFP was successful and why in others, there were failures.

The multiple case study approach enabled the research to touch various aspects of WFP's working.

**Source:**

**The study has drawn upon a use of primary and secondary sources. They include**

**1. Primary Sources**

Primary Sources for this research have been collected through a review of official documents of WFP. Interviews had also been conducted with WFP senior level officials, who provided extensive details and information not available elsewhere. Interviews had also been conducted with field workers especially from the Jabua sector of Madhya Pradesh that provided ground level information about how WFP worked in the grass root level. Questionnaires were also circulated especially among WFP staff in the Delhi office to collect datas.

**2. Secondary Source**

Secondary datas was collected through an extensive survey of literature on the subject.. The viewpoints of other UN agencies on the food security issue were also considered, and analyzed and worked upon.

**Summary of Chapters:**

The first chapter introduces the main element of the study to the readers. It introduces the concept of food security and its applicability in India. The World Food Programme, a specialized agency of the UN dealing especially with food aid, is also introduced to the readers.

A review of literature dealing with food security and the WFP has also been carried out in this chapter. The research question, hypothesis and the methodology used in conducting the research have also been explained. The Sources and a complete summary of the chapters included in the research are also included in this chapter.

The second chapter describes the structure of WFP, its administrative and financial aspects. The chapter touches upon each department in which WFP has been divided. The overall infrastructure of WFP has been described in this chapter.

The financial transactions and how policies regarding food aid are formulated have also been analyzed in this chapter. The aims and objectives of WFP worldwide have been cited here.

The third chapter deals with the working of WFP in India. The cases of WFP's working especially in five states of India have been thoroughly analyzed.

The collaboration of WFP with the government of India especially in the ICDS (Integrated Sage publication, New Delhi/ New bury Park/ London, 1988, Child Development Scheme) has been studied. The Tribal Development programme and the irrigation project of WFP in India has been described in this chapter.

The study of WFP's working during natural calamities like floods, earthquakes and cyclones have also been undertaken in this chapter.

The fourth chapter carries out a critical analysis of WFP's working in India. Problem faced by WFP while working in India have also been analyzed.



The various loopholes existing in the Indian governments food policies and infrastructure have been thoroughly analyzed. The problem of distribution have also been studied especially the maladies existing in the public distribution system of India.

This chapter also suggests certain measures for a more efficient functioning of WFP and especially to improve the food security system in India.

The final chapter summarizes the main conclusion of the study and adds final thoughts on what can and should be done to make India free from hunger.

## **CHAPTER II**

# **ORGANISATION AND STRUCTURE OF WFP**

## Chapter II

### ORGANISATION AND STRUCTURE OF WFP

This chapter discusses and analyses the structure and organisation of the World Food Programme. In addition, a study of the various departments of WFP has also been carried out. The financial administration and policy making in regard to food aid have also been dealt with in this chapter.

The World Food Programme since its inception has been successful in the grant of food aid especially to the developing countries, which suffer from cases of chronic hunger among their population. The programme though starting, by being low key, catered to more than 53 million people world wide in 1997<sup>1</sup>. WFP buys more goods and services from developing countries, in an effort to reinforce their economies, than any other United Nations Agency. WFP has regularly delivered two third of the world, energy food assistance, affecting millions of lives over the past three decade, WFP has invested about \$ 14 billion in development and relief assistance to more than 90 countries. The WFP works in collaboration with Food and Agriculture Organisation, International Fund for Agriculture Development and United Nations Educational, Scientific, and Cultural Organisation, FAO, IFAD, UNHCR and UNESCO in many of the areas but most importantly, the WFP is basically concentrated on the distribution of food in few countries at a time to increase the effectiveness and durability of the scheme.<sup>2</sup>

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<sup>1</sup> United Nation, *Basic Facts of the UN*, 1998.

<sup>2</sup> World Food Programme, *Structure of WFP*, 1998, pp.1-10.

<sup>3</sup> Ibid.

## **AIMS OF WFP**

- (1) WFP seeks to concentrate on realistic, reliable and replicable intervention modalities. Project objective should be simple and measurable.
- (2) WFP works with governments of the country where they are involved in food aid programmes. Nevertheless, it continues active participation with UN agencies, financial institutions, bilateral programmes and NGOs.
- (3) One of the main criteria of WFP is to target women as the key actors in household food security.
- (4) The WFP also seeks to promote national building institution and local capacity building through broad-based participation.
- (5) WFP also works with traditional coping mechanisms and available assets, support emerging community level relief/development committees and women's organisation, promote income sources for both men and women. WFP will also use global forum to speak for the 800 million hungry poor and for the fact that the problem of hunger and insecurity are likely to persist unless urgent, determined and concentrated action is taken<sup>3</sup>.

The WFP mainly works at channeling the surplus food of developed countries to countries, which suffer from food deficit. It works basically in transforming insecure fragile conditions into durable stable situations.

The main objectives of WFP are: -

- (1) To meet the food needs of the most vulnerable through targeted assistance.
- (2) To rebuild self-reliance and restore positive coping mechanism.

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<sup>3</sup> World Food Programme, *Strategic and Financial Plan 1999 – 2001*.

- (3) To restore social cohesion and human capacity.
- (4) To develop better access to food by strengthening local food distribution and marketing system.<sup>4</sup>

The World Food programme has its headquarters in Rome. It has an executive board, with the executive director at the helm of affairs and this board takes all the major decisions for WFP.

## **WFP MANAGEMENT**

### **THE EXECUTIVE BOARD: -**

The executive board is the governing body of WFP. It is responsible for providing inter governmental support and specific policy direction to the activities of WFP and for ensuring that WFP is responsive to the needs and priorities of recipient countries.

The Board receives overall guidance on policies of the General Assembly of the United Nations, the FAO conference, the Economic and social council (ECOSOC) and the council of FAO.

The Board has been effective from January 1996 when it replaced the former committee on food aid policies and programmes (CFA).<sup>5</sup>

### **FUNCTIONS: -**

The main function of the Executive board is:

- (1) To help evolve and to co-ordinate short term and longer term food aid policies.
- (2) To provide inter governmental supervision and give direction to the management of WFP

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<sup>4</sup> Ibid.

<sup>5</sup> <http://www.wfp.org>.

- (3) To review, modify as necessary and approve programmers, projects and activities submitted to the Board by the Executive Director.

**REPORTING: -**

The Executive Board provides a concise report annually on WFP programmes projects and activities including major decisions of the Board to the substantive session of ECOSOC and the council of FAO.

**MEMBERSHIP AND ELECTIONS: -**

The Executive board is composed of 36 member nations of the United Nations or Member nations of FAO, on the basis of a geographical distribution of seats specified in five electoral lists. The Bureau of the Board consists of five members, representing each electoral list.

**SESSIONS:**

The Board has one annual session, three regular sessions. Pre session information meetings are held approximately 10 day before an Executive Board session to brief members and observers. Open-ended working group on the Revision of the general and Financial Regulation was set up between 1996 and 1997.

**REPRESENTATION: -**

Member of the UN or members or associates members of FAO that are not members of the Executive board are invited on request to attend the regular session and annual session of the Board as observers. In addition, representatives of appropriate UN bodies are invited to all sessions of the Board other organisations with a special interest may be invited, upon request to attend regular, sessions of the Board as observers.

## **DOCUMENTATION**

Documentation of the executive board is available upon request to any member of WFP. All documents are available on the WFP Website and Internet.

## **WFP FUNDING: -**

More than 50 countries contribute to both the humanitarian and development work of the world Food programme. The funding comes from donor countries, NGOs, corporations and individuals. Traditional donors from developed nations are the principal source.

All donations of WFP are voluntary with contributions provided in the form of cash, food commodities or non-food items. Cash buy food and vital non-food items, international and internal transport, logistics, and administrative services.

Food commodities or donations in kind are directed at those most in need to provide basic nutritional requirements.

Non-food items such as equipment, and supplies are provided to complement food assistance. Over 80% of WFP' main food items consist of fuel, vehicle, trucks, communication and computer equipment, power generations, tarpaulins.

## **THE CATEGORIES AND SOURCES OF FUNDING “REGULAR SOURCES”:-**

Regular sources consist of commodity and cash contributions made under the regular pledges from recipient government for local costs, and interest earned on cash balance. The Regular pledge is the main mechanism under which contributions for development activities are made.

## **PROTRACTED RELIEF OPERATIONS: -**

A sub set of Regular Resources; Protracted Relief Operations (PROs) provide a more secure food supply to longer-term refugees and displaced persons. Contribution are made in the form of commodities in kind, cash for the purchase of commodities, cash for the ocean and over land transport, cash for inland transport, cash for inland transport, storage and handling and other related costs.

## **EMERGENCY OPERATIONS: -**

The International Emergency Food Reserve (IEFR) acts as a channel for food assistance in emergency situations with an annual minimum target of five million tones of cereals. Contributions are supplied in the form of commodities in kind, cash for the purchase of commodities, and cash for water and overland transport.<sup>6</sup>

## **STRATEGIC AND FINANCIAL PLAN –1998-2001.**

The Strategic and Financial plan for 1998 –2001 is presented to the Executive Board of the World Food Programme (WFP) in accordance with WFP financial Regulation 6.2. The document has been forwarded to the United Nations Advisory committee on Administrative and Budgetary questions and the FAO Finance committee for their review and comments.

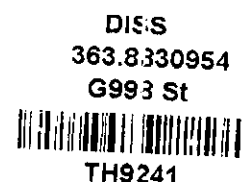
The World Food Programme is targeting food aid to the hungry poor. It is casting its planning over a four-year horizon on a rolling cycle every two years. The plan includes.

- (a) Implementing the phasing out plan to refocus limited resources.
- (b) Preparing country strategy out lines and country programmer to integrate WFP assistance with the national programme of recipient countries.

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<sup>6</sup> Ibid.

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- (c) Incorporating gender initiatives into project design and staffing.
- (d) Enhancing operational effectiveness and efficiency.
- (e) Broadening the delegation of authority.
- (f) Intimating a permanent strategic planning process.<sup>7</sup>

#### **DIVISIONAL / UNIT RESPONSIBILITIES:-**

##### **OFFICE OF THE EXECUTIVE DIRECTOR (OED)**

The office of the executive director (OED) provides overall direction and supervision to the management and operation of the Programme, which includes initiating, and implementing policies based on directions received from WFP executive board and other responsible UN bodies.

OED provides policy guidance to WFP; functional unit through strategic policy and acts as a liaison with governments of member states, other UN bodies and NGOs at executive policy levels. OED also represents the programme at external fora where participation at the level of chief Executive Officer is appropriate and deal with protocol matters.

The Executive Director and the Deputy Executive Director have executive responsibility for the programmer's activities. The office of the Executive Director (OED) is composed of the following four sub offices

- (1) Office of Internal Audit (OEDA)
- (2) Office of Evaluation (OEDA)
- (3) Office of Inspection & Investing (OEDI)
- (4) Office of Budget (OEDB)<sup>8</sup>

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<sup>7</sup> World Food Programme, *Resources and Strategic Matters, Strategic and Financial Plan, 1998 – 2001*.

<sup>8</sup> <http://www.wfp.org>.

## **OFFICE OF INTERNAL AUDIT (OEDA)**

The Office of Internal Audit (OEDA) conducts reviews, in accordance with generally accepted common auditing standards, in order to provide comments and recommendations to the Executive Director, with regard to, the effective management of the programme and the economic use of resources, the soundness, adequacy and application of financial systems, procedures and internal controls, the compliance rules and instruction, the regularity of receipt, custody, expenditure, accounting and reporting of the resources of the programme and the conformity of expenditure with the purpose for which the funds were authorised.

The main strategy priority in the work of OEDA is to strengthen accountability, an important area given the change toward a more decentralised structure and the need for management to obtain immediate feedback on how well resources are used effectively, and in accordance with regulations and rules in field offices.

Regional and country office audits form a substantial part of the work of OEDA. The audit cycle for country office is enhanced and linked to the regional structure to ensure regular and adequate audit coverage of WFP operations in field offices.

In addition, OEDA covers selected audit areas at Head quarters, which are directly related to the change initiative and better mobilisation of resources<sup>9</sup>.

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<sup>9</sup> Ibid.

## **OFFICE OF EVALUATION (OEDE)**

The office of evaluation (OEDE) aims to raise the quality and increase the quantity of information on development projects, emergency operations and protracted Relief operation's (PROs).

OEDA has been engaged in up to 55 project evaluations, 14 programme evaluations, 14 sectoral evaluations, 18 thematic evaluations, and 23 special issues assessment. The office, therefore, focuses on the following responsibilities, assessing programmes for refugees and internally displaced persons and other emergency operations, increasing feedback on the socio economic impact of WEP activities and revising the format and content of evaluation report to better meet the Executive Board's need for policy oriented information.

## **OFFICE OF INSPECTION AND INVESTIGATION (OEDI)**

The office of the Inspector general (OEDI) focuses on the prevention of fraud, mismanagement and waste of resources through inspection and carries out investigations of allegations of wrongdoing.

OEDI promotes effective programme management by adhoc inspections and investigation both at head quarters and in the field where there is a risk of irregularities that may result in mismanagement, fraud, waste of funds, or abuse of authority. The Inspector general exercises operations independence responding to complaints and suggestions from internal and external sources to ensure compliance with executive directive and audit recommendations. It leases with the UN office of internal oversight services and oversight department of national and international organisation and work closely with the offices of Evaluation and Internal audit as well as with the External

auditor. In addition, the office of the Inspector general provides advice to units at head quarters and in the field to deter and prevent fraud and waste<sup>10</sup>.

**OPERATIONAL DEPARTMENT: -**

The Operation Department (OD) is headed by the office of the Assistant Executive Director (OD) which directs and co-ordinates the activities of the Assistant Executive Director (OD) which directs and co-ordinates the activities of three divisions. The first deals with operational management and programming (ODP), the second focuses on operational policy and support (ODT) and the third concentrates on transport and logistic (OT).

OD designs and oversees the implementation of WFP country programme, both in emergencies and for development, and transports food and in the most cost effective manner. The responsibilities of OD include:

- (a) Directing and co-ordinating the operations of WFP.
- (b) Setting standards for WFP programmes
- (c) Operational activities and documents.
- (d) Managing the allocation to countries, regions of the resources available.
- (e) Corporate management and consideration of important strategic, policy and operational issues.

Priority is being directed towards the following activities: -

- (a) Implementing the programme approach in 28 countries with emphasis on continuum from relief to development.
- (b) Phasing down development operations by reducing number of country offices.

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<sup>10</sup> Ibid.

- (c) Operating for inform target of 18 projects approval annually,
- (d) Developing guidelines on selected sectors issues such as school feeding projects,
- (e) Monetisation, cost-effectiveness and food for work.
- (f) Establishing a food pipeline management centre to provide reliable and up to date information on both the supply and demand sides of food aid flows for relief and development.
- (g) Continuing the dialogue with donors on the use of donor experience
- (h) Military assets or national security stocks for emergency purposes.

The Operation Department consist of the following services:-

- (a) Office of the assistant Executive Director (OD)
- (b) Operations Department programming service (ODP)
- (c) Technical support services (ODT)
- (d) Regional Bureau (OSA, OMN, OAC),<sup>11</sup>

**THE OPERATION DEPARTMENT PROGRAMMING SERVICE: - (ODP):-**

The Operation department programming service (ODP) undertakes the task of matching WFP's overall needs for food and non-food items with available resources. The effective programming of commodity resources require on overview of the whole process from needs assessment to submission of reports.

Although ODP helps facilitate policy decisions about the allocation of resources, it does not have policy responsibilities. In particular, ODP supports the AED and the Regional Bureaux by.

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<sup>11</sup> Ibid.

- (1) Developing proposals to match WFP's overall needs for food and non food items with available resources.
- (2) Providing appropriate reports to donors and senior management.
- (3) Automating and re-engineering existing programming system to better meet future needs<sup>12</sup>.

#### **THE TECHNICAL SUPPORT SERVICES (ODT)**

The technical support service (ODT) supports that Regional Bureau and the regional and country offices by,

- (1) Providing technical support instruction
- (2) Gender monitoring and evaluation issues.
- (3) Strengthening WFP's capacity to carry out vulnerability assessment mapping,
- (4) Co-ordinating and improving emergency responsiveness and preparedness,
- (5) Including contingency planning
- (6) Liaising with the main UN operational partners of WFP and with DHA on operational matters,
- (7) Providing leadership and guidance on the management of special grants.
- (8) Acting as secretary to the programme Review committee, and assisting with the revision of procedures to improve the responsiveness and quality of WFP activities .

ODT is comprised of a small core of specialist in key areas to complement the programme design officers in each Bureau<sup>13</sup>.

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<sup>12</sup> Ibid.

<sup>13</sup> Ibid.

## **REGIONAL BUREAU: -**

The four Regional Bureau provides operational support for the African Region (OSA) for the Middle East and North Africa region (OMN), for the Asia and CIS Region (OAC) and for the Latin America and Caribbean Region (OLC). The bureau provides management support to the field, and in consultation, develops a strategy for the region. The Bureau also plays an important role in mobilising both resources and support for WFP through communications.

The Bureau is also responsible for the quality of WFP in their respective regions and for the quality of the documents presented to the Executive Board. In addition, they undertake the following activities.

- (1) Develop the strategic framework and priorities for their regions.
- (2) Manage the Regional Managers and the country directors of the stand alone country offices,
- (3) Act as communicators to and from the field.
- (4) Act as a channel of advice, support and new ideas,
- (5) Consolidate plans and reports
- (6) Serve as liaison points for the field offices in Headquarters,
- (7) Undertake relevant representations work.
- (8) Resource mobilisation and advocacy.

Programme design officers are assigned to each of the four regional Bureau to assist the field and Bureau to develop their capacity to prepare country strategy outlines (CSOs), country programmes and project<sup>14</sup>.

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<sup>14</sup> World Food Programme, *Division Responsibilities, 1999 – 2000*.

## **THE TRANSPORT AND LOGISTIC DIVISION (OT)**

The Transport and Logistic Division (OT) has the responsibility for ensuring that food aid reaches those in need in a safe, timely and cost effective manner. WFP spends more than 45% of its total resources on delivery activities.

The OT Division is comprised of the following services and branches,

### **FREIGHT ANALYSIS AND SUPPORT BRANCH (OTF): -**

The Freight analysis and support Branch (OTF) controls the considerable expenditure for which the OT Division is responsible. It also works towards accommodating WFP's growing focus on strategic planning, the increasing need for more comprehensive reporting and binding under a single authority the responsibility for the numerous cost estimation, expenditure control and management support activities of OT for ocean freight, land transport and insurance activities<sup>15</sup>.

### **INSURANCE AND LEGAL BRANCH (OTI)**

The Insurance and legal Branch (OTI) monitors the conditions of commodities through out the transport process using a world-wide network of superintendents. Its main function is to provide the most effective loss recovery system in respect of WFP's commodities, either by self insurance or external insurance, and to ensure that damages and losses to WFP cargoes are kept to an absolute minimum. OTI also arranges and administers all forms of transport insurance, as well as certain insurance relating to WFP staff and the programme's liabilities. The Branch also provides legal advice within OT, and within the programme in general<sup>16</sup>.

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<sup>15</sup> Ibid.

<sup>16</sup> Ibid.



## **LOGISTICS SERVICES (OTL)**

The logistic services (OTL) provides an in house logistic capability for the day to day management of diverse operations. Efforts are mainly directed at large scale, complex emergency relief operations, but direct support is also given to country offices for larger development projects.

OTL aims to Transport food aid by surface means where ever possible; in order to make the most cost effective use of donor resources. However, as many complex emergencies occur in remote and inaccessible areas, it has often been necessary to resort to air operations to meet transport needs. Therefore, OTL has extensive experience in both conventional airlifting and specialised air drops operations, and typically moves over 100,000 into per year by air.

The ALITE (Augmented Logistic Intervention Team for Emergencies) unit within OTL aims to improve logistics preparedness through improved planning, creating stand by capacities and changing emerging logistic response<sup>17</sup>.

## **OCEAN TRANSPORTATION SERVICE (OTS)**

The Ocean Transport service (OTS) is responsible for all ocean transport arrangements for the programme's food and shipments. Such services are provided for both donor supplied commodities as well as for commodities purchased by the programme for transport to project sites OTS charters over 250 vessels every year and arranges a further 300 liner booking<sup>18</sup>.

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<sup>17</sup> Ibid.

<sup>18</sup> Ibid.

## **RESOURCE AND EXTERNAL DIVISION (RE)**

The main task of the Resources and External Relations Division (RE) is to mobilize resources, public support and partnership in order to meet WFP's needs for development and relief operations.

The Division places particular emphasis on attracting more contributions from new or non-traditional sources, as well as identifying new finding sources from within existing donor countries. A database (the Resources Management system) is to be established to enable both headquarters and field staff to assess relevant information on donor for resource mobilisation services and information on individual contributions.

RE also has the responsibility of ensuring timely and effective resourcing to meet pipeline requirements, and ensuring that efficient cash of project implementation accompanies food contributions. The Division encourages the most efficient and cost effective management of resources (including food and non-food procurement) and monitors and reports to donors on the utilization of pledges. In its work, the Division tries to contribute to the improved transparency and accountability at all levels within the Programme and collaborates with other Division to prioritize and target resource needs effectively.

The RE division is comprised of four services in Rome. The Resource mobilization services, REA (for the Americas, Australia and Asia) and REE (for Europe, Middle East and Africa) are responsible for simplifying communications, facilitating donor capacity to contribute to WFP operations, and reinforcing the accountability of WFP for these contributions. The Public Affairs Service (REF)

promotes the mission and broad ranging activities of the Programme through information dissemination and exchange. A new public information Programme will establish WFP offices in major donor capitals and strengthen public information capacity in WFP in Geneva and New York. The executive Board secretariat and Interagency affairs Service (REC) comprising the Interagency affairs branch (RECI) the conference service unit (RECC) and the Data processing unit (DPV) acts as an international forum for inter-governmental consultation on food and policies and programmes<sup>19</sup>.

#### **HUMAN RESOURCE DIVISION: – (HR)**

The Human Resources Division (HR) is committed to recruiting, developing and retaining staff capable of meeting the goals of the Programme. It contributes to national capacity building by ensuring the recruitment and training of national staff in country offices and by designing and conducting training for national counterparts. Through geographical teams, HR provides a one-stop recruitment and staffing service to HQ and field operations.

The Human Resource Division is comprised of the Recruitment and staffing Branch (HRR) the staff Relations and Servicing Branch (HRS) and the career Development and Training Branch (HRCT)<sup>20</sup>.

#### **MANAGEMENT SERVICES DIVISION (MS): –**

The Management Services Division was formed in June 1996. Its present structure consists of the procurement branch, the administrative services branch and the HQ and Field Security Council<sup>21</sup>.

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<sup>19</sup> Ibid.

<sup>20</sup> Ibid.

<sup>21</sup> Ibid.

## **PROCUREMENT BRANCH (MSP)**

MSP is responsible for the procurement of WFP's food and non-food requirements, which totalled over US \$ 330 m in 1997. Procurement is normally carried out on the basis of competitive bids through a formal tender process<sup>22</sup>.

## **ADMINISTRATIVE SERVICES BRANCH (MSA)**

MSA is responsible for all administrative matters at headquarters such as personal official travels, shipment of, import license, mail/archives services, maintenance of the headquarters building and its physical assets, management of space (including parking) producing of business cards, purchase and delivery of stationary/items etc. MSA is also the focus point for all contacts with the host government concerning the HQ agreement signed in February 1994<sup>23</sup>.

## **FIELD SECURITY UNIT (MSS)**

As part of WFP's commitment to the concept of common services within the secretary general's UN Reform programme, MSS was located within the office of the United Nations Security co-ordinator's office in the UN secretariat in New York in February 1998. This ensures the required unified chain of command and a uniform application of security procedures through UNSECOURD, this unit report to the Director, MS who functions as WFP's Field Security co-ordinator.

## **FINANCE AND INFORMATION SYSTEMS DIVISION: –**

The major objective of the Finance and Information systems Division (FS) is to establish an effective and reliable financial and information system for WFP. The goals of this system are to guarantee financial accountability cost efficiency, control

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<sup>22</sup> Ibid.

<sup>23</sup> Ibid.

and transparency, investment control and performance, and proper cash management and forecasting. The financial and information system also seeks to provide real time reporting to management information infrastructure. The overall purpose of FS is to optimise the use of available resources, while at the same time minimising the long-term recurrent costs to the programme.

The future direction for the Division is to increase integration of financial systems, while decentralising accountability. This will be achieved by the following activities<sup>24</sup>.

- (1) Decentralising financial management and control process.
- (2) Strengthening procedural and/or organisational discipline, adopting a consistent information structure and accounting standards; rationalising reports to top management and donors; and aligning and integrating the technology used in providing financial information to management.

(ii) The finance and information systems Division is comprised of the Financial Management and Improvement Programme (FMIP), the Finance Service (FSF) and the Information Systems service (FSFA); Disbursement unit (FSFD) including the Disbursement section, commitments section, Electronic Data control and statistics.

## **STRATEGY AND POLICY DIVISION (SP)**

The strategy and Policy Division (SP) develop options for major policy directions for WFP in particular and for food aid in general.

SP takes the lead in the following:

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<sup>24</sup> Ibid. -

- (1) Strategic planning and in doing so encourages all parts of the organisation to take a strategic approach to their work,
- (2) Developing policy,
- (3) Strategy and guidelines pertaining to WFP's mandate and programme strategies
- (4) Contributing to corporate objectives with respect to gender issues.
- (5) Representing WFP and developing positions vis-a-vis UN reform.
- (6) Monitoring global trade and food aid trends.
- (7) Co-ordination with other organisation, especially non-governmental organisations.
- (8) The Joint consultative groups on policy (JCGP), the Economic and Social council of the UN
- (9) Inter-agency standing committee (IASC).

The Strategy and Policy Division is comprised of the Policy Service, (SPP), the Strategy Planning Services (SPS), the Central Information Management and Statistic Branch (SPI)<sup>25</sup>.

#### **THE LETTER OF UNDERSTANDING:-**

A letter of understanding<sup>26</sup> (LOU) established between WFP and government documents the respective roles and responsibilities of each for a particular region. There are meetings held for promoting mutual collaboration between UN agencies and NGOs and Memoranda of understanding (MOU) is drafted, which define the division of labor between partners. The MOU chalks out the responsibilities, different points of agreement regarding food aid and its distribution. This MOU drafted between WFP

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<sup>25</sup> Ibid.

<sup>26</sup> Ibid.

and its partner also ensures that the distribution methods are consistent with WFP policies and that the chain of accountability remains unbroken.

A few examples where WFP worked in partnership for the distribution of food aid are Sudan, Uganda, Addis Ababa where WFP has worked in collaboration with other NGOs to provide food aid to households and poor communities.

#### **WFP STAFFING: –**

The World Food Programme has one of the largest networks in the world and in a very crucial area-food, which is one of the basic human rights. The staffing of this world-wide food programme follows certain norms and principles, which enables it to be efficient, economical and time worthy.

The world food programme has three types of staffs. They are: –

- (1) International professional officers.
- (2) Local national officers.
- (3) General service staff members<sup>27</sup>.

In the international professional officers, the rank from the lowest level to the highest level is: –

- D (2)
- D (1)
- D (5)
- D (4)
- D (3)
- D (2)
- D (1)

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<sup>27</sup> Interview with Mr. Arun Manuja, Head, Finance and Administration, World Food Programme, India, New Delhi, 25 .10. 2000.

AED – Assistant executive Director

DE – Deputy Executive Director

ED – Executive Director.

The present executive director of WFP is Catherine Bertini.

The local national officers includes

NO – E: – national officer (E)

NOD – Section head

The section head (NOD) may become a member of the international professional officers depending on his work and integrity. The minimum service years of all these officers is 20 years.

The general service consist of

GS (1) – messenger level

GS (2) – driver level

GS (3) – clerical

GS (4) – secretariat

GS (5) – assistant

GS (6) – assistant

GS (7) – assistant<sup>28</sup>.

The FAO (Food and Agriculture organisation of the UN) provides funds and staff especially for the salaries and working of WFP headquarters in Rome<sup>29</sup>.

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<sup>28</sup> Ibid.

<sup>29</sup> World Food Programme, *Structural and Divisional Responsibility, Financial Allocation, India*, 19 Sept, 2000.



The working of WFP in India has been analysed and discussed in chapter III. However, the financial administration in India and certain commitments of WFP has been discussed here. WFP has three working heads under which it functions in India. These are

- 1) Integrated Child Development Scheme in collaboration with the government of India, a scheme launched by the Department of women and child welfare, Ministry of Human Resource.
- 2) Tribal Development, where WFP collaborates with the state governments and also allocates a considerable fund.
- 3) Irrigation project which has been abandoned due to lack of funds.

In this chapter certain technicalities of the tribal expenditure, collaboration with NGOs and women upliftment has been highlighted.

#### **EXPENDITURE -- TRIBAL: --**

Overall tribal development these are:--

- (1) SLCC: -- State level co-ordination committee.
- (2) PLCC: -- Project level co-ordination committee.

WFP is a member of both the committees. In these committees, proposals are invited from all forest officers for carrying out activities for the betterment of a tribal village. After due discussion and chalking out, certain proposals are short-listed. The secretary heads each state level meeting<sup>30</sup>.

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<sup>30</sup> Interview with Usha Goel, Programme Officer ICDS and WFP, 19.10. 2000.

The projects are discussed at the project level co-ordination committee and then passed to the state level. Once proposals are accepted in the SLCC, the secretary signs on them.

The payments are released as per the norms set up of the forest undertaking especially in Memoranda of undertaking (MOU). This understanding is also signed with the NGO. WFP right now has such a project running in Bihar in collaboration with CARE especially for micro credit schemes for women<sup>31</sup>.

#### **WFP's COLLABORATION WITH NGO: –**

WFP's collaboration with NGOs is in

- (1) Spending the money
- (2) Administrative sharing of cost.
- (3) Distribution of food.

WFP collaborates with CARE and IGNP – Indira Gandhi Neher Project. WFP and IGNP have together taken up a project in Jaisalmer for setting up a huge water tank to tackle cases of drought. This project may come up to 1 crore. Another NGO, world vision is also cooperating with WFP for setting up a tank in Jaisalmer<sup>32</sup>.

#### **FINANCIAL MANAGEMENT:–**

Though WFP has various regional bureaus and country offices, every thing from administration to finance are taken care of by headquarters.

The finances are allocated under than four costs.

- (1) Commodity cost

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<sup>31</sup> Interview with Mr. Arun Manuja, Head Finance and Administration, WFP, New Delhi, India, 25<sup>th</sup> October, 2000.

<sup>32</sup> Executive Board Third Regular Session, Rome 23 – 26, Oct 2000, *Country Strategy Outlines Agenda Item 6*, Country Strategy Outline, Nepal.

- (2) ITSH: – Internal transport storage and handling cost
- (3) Direct support cost.
- (4) Indirect support cost.

The commodity cost is mainly to buy food.

ITSH is mainly for transportation and storage.

Direct support cost is allocated for salaries.

Indirect support cost is basically from the regional offices to the headquarters.

The headquarters also need money to run their offices. So, money is sent from regional offices, which is then re-distributed under heads and sent back to regional offices.

Regional and country offices have no say in the allocation of finance. The headquarters decides every thing. The project for various countries and regions are decided by the country directors and project heads and then sent to the headquarters for final approval. At present, WFP have the following projects world-wide. They are:

- (1) Development projects
- (2) Protracted relief, rehabilitation project
- (3) Emergency projects<sup>33</sup>.

The WFP, India is right now collaborating for a country programme for Nepal, one of the poorest countries in the world. This project is called country strategy outline, Agenda 6, Nepal. Finally drafted on 7 September 2000, the project has been sent to the executive board of WFP for consideration and approval. The basic goal of this country programme will be sustainable to improve food security for the most

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<sup>33</sup> Ibid.

disadvantaged, primarily women and children in highly food insecure areas. The strategies, geographical allocation are all outlined in the project. The headquarters will have to approve of the project before it can be implemented in Nepal<sup>34</sup>.

India falls under the development project of WFP, world wide. However, in the case of Orissa, the protracted relief, rehabilitation, project was approved by the Executive board due to the cyclone that devastated the state. It had hit the state on 18 and 29 October, 1999 affecting more than 15 million people i.e., one third of the population of the state. More than 10,000 people lost their lives, almost 2 million houses were destroyed<sup>35</sup>.

PRRO projects are sent to regional bureau and then to the headquarters. After the executive board approves of the PRRO for a particular area, an appeal is made to the donors.

In case of Orissa, the WFP and the Govt. of India are concentrating on rehabilitation. The PRRO for Orissa also states the need for reconstruction and rehabilitation of social programmes, community and personal infrastructure. The WFP's intervention will last for 12 months, focussing on three primary components.

- (1) vulnerable group feeding through expanded ICDS
- (2) primary school feeding i.e., food for education
- (3) household and community infrastructure rehabilitation.

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<sup>34</sup> Ibid.

<sup>35</sup> <http://www.wfp.org>.

Overall, approximately, 94 percent of the beneficiaries will be women and children. All WFP activities are integrated into the reconstruction plan developed by the state, the World Bank, UN agencies and civil society<sup>36</sup>.

The PRRO have been agreed for Orissa 9% of the total fund has been decided upon for this cyclone affected area for one year 1 August, 2000 to 31<sup>st</sup> July, 2001. This is actually not much and can cater to only a very small group of people in the area.

#### **UMBRELLA PROJECT:-**

WFP has changed its policy regarding the taking of projects. Before, projects only engineered by WFP were considered and taken up. Now, however, umbrella projects are also in WFP's agenda. These projects are agreed upon and set up for a particular region by a group of NGOs or even the government. The WFP after going through the draft strategies and outlines of the project in which it had no hand, sends it to the executive board for approval. After the board gives its approval, the term of the project will be for 5 years in which WFP is a contributing partner<sup>37</sup>.

#### **WFP's COMMITMENT TO WOMEN:-**

WFP is committed to the unique role women play in responding to emergency situations and works towards determining strategies, to empower women to safeguard the family and the community during emergency situations.

At the fourth global conference on women (Beijing, September 1995), WFP made a set of commitments to women with the aim of reducing gender – related inequalities, through reducing gender gaps in the access to resources, employment, education and skill development through the ear-marking of resources, distributing

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<sup>36</sup> Ibid.

<sup>37</sup> Lester R. Brown, *World Without Borders*, New Delhi, Affiliated East – West Press, 1982, pp.1-35.

food relief directly to a household and, adopting measures to ensure women's equal access to and full participation in power structure and decision making on the planning, management and implementation of food assisted activities. WFP also gives special attention to women's special nutritional needs. It also sets up projects with NGOs to work under a contractual arrangement that specify conditions to fulfil gender specific planning, targeting, distribution of food aid and monitoring of progress. 60 percent of the country programme resources will be spent on disadvantaged women; an investment of at least 80 percent of resources for emergency operations to be directed to households. WFP have also made a commitment to contributing to the UN goal of reaching gender equity by the year 2001, particularly in higher management positions.

The world of today is a world of interdependence. In almost everything, be it the world food problem, the threat of world inflation, world population problem, world environmental crisis, we need multinational or global co-operation

This holds true for the world food problem, which is rampant among 800 million people in the world, spread among various countries, especially in the countries of Africa, Asia. The situation of food crisis in these countries can be tackled by co-operation among countries all over the world.

The United Nations provides a forum for cooperation among countries all over the world. Countries suffering from food shortages can also create awareness through the U.N. the U.N. has set up specialized agencies to tackle food problems and WFP is emerging as one of the major contributor towards food aid projects.

The organizational structure and working of WFP is in accordance with the U.N. However, in the strategic and financial plan, 1998 – 2001, WFP has chalked out strategies to persuade national authorities to adopt measures that will directly benefit the hungry poor, to diversify the range of partners and convince them to work with WFP in the poorer and more remote regions.

WFP has set up certain other norms to fulfil these principles. It is operating in fewer countries and plans to manage smaller country programmes through regional offices. The staffing of WFP headquarters will also be cut to ensure greater economy. WFP is also rethinking strategies for better and more efficient relationship between headquarters and the field to bring decision – making closer to the people it serves.

The World Food Programme covers an enormous range of activity in the economic and social sphere, around the world. The most important fact for the world Food Programme is to transcend “politicization” of its working and concentrate on humanitarian relief in an impartial manner. In a world of intermingling values and instant communication, there is a need for an efficient working of WFP, with commitment and an attitude which looks beyond “Political” matters. In knowing this, the countries and donors towards the food aid projects of WFP have a greater responsibility in furthering the goal of a ‘millennium free from hunger’ as agreed in the Rome summit on food security, 1996. October 16 is commemorated as “World Food Day” to remind the world that “Food For all” is still an idea, which has not been accomplished. And in order to achieve it, one has to have global cooperation of almost all countries, the developed, developing and the least developed to make it a reality.

## **CHAPTER III**

# **THE WORLD FOOD PROGRAMME AND ITS WORKING IN INDIA**



### Chapter III

## THE WORLD FOOD PROGRAMME AND ITS WORKING IN INDIA

This chapter analyses the working of WFP in India. Cases of WFP's working in the five Indian states of Madhya Pradesh, Gujarat, Rajasthan, Uttar Pradesh, Kerala have also been studied. The research has also made an attempt to understand the various programmes and schemes that WFP is undertaking in order to improve the food situation in India.

Despite a substantial increase in food grain production especially after the green revolution of the 1960s, India is still classified by the Food and Agriculture Organisation (FAO) as a low income, food deficit country. Around 35 percent of India's population, 320 million are considered food insecure, consuming less than about 80 percent of minimum energy requirements.<sup>1</sup> Moreover, 40% of the population lives below the poverty line that disables them from having the purchasing power for a daily healthy diet.<sup>2</sup> In India, most vulnerable to malnutrition are those living in states prone to natural disasters like floods and drought and in areas where there is a rapid degradation of natural resources.

Since 1963, World Food Programme has started working in India, especially in areas faced with severe food shortage. It has provided more than \$US 1 billion in food and development assistance to India. WFP has more than 70 development projects that include supplementary feeding and supported forestry, livestock and

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<sup>1</sup> World Bank, *World Development Report, 2000-2001, Attacking poverty*, New York, Oxford University Press, 2000, pp.45-49.

<sup>2</sup> World Food Programme, *Reducing Hunger Tackling poverty, Food aid intervention in India*, New Delhi, Macro graphics multi media Pvt. Ltd., 1999, pp.4-5.

dairy development, irrigation and rural activities. Food aid has also been given for 14 emergency response organisations.<sup>3</sup><sup>1</sup>

#### **Structure of WFP in India:**

In WFP, every region has its own bureau to deal with matters that may be of concern to the organisation. As mentioned earlier, there are four divisions of world food programme. India falls under the Asia and CIS region (OAC). The office in Delhi not only co-ordinates and supervises the working of WFP in various states of India but also Nepal, Bhutan and Sri Lanka. All the programmes of the WFP for these countries have to go through the Delhi office, via the country director's report.<sup>4</sup>

In India, WFP has 49 members working under various heads in the main office at Delhi. The structure of WFP in India is broadly as follows:

1. WFP representative
2. Country office
3. Programme 1, women and child development
4. Prog.2 and 3 tribal development through forestry activities and irrigation
5. Advocacy and training
6. Finance and administration
7. Connectivity
8. Resource and shipping.<sup>5</sup>

In India, WFP has no international professional officers as local expertise is available here.

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<sup>3</sup> Ibid.

<sup>4</sup> Interview with Mr. Arun Manuja, Head, Finance and Administration, WFP, New Delhi, 25 .10.2000.

<sup>5</sup> [http://:www.wfp.org](http://www.wfp.org)

The office in India is divided into

1. Unit programme-ICDS (Integrated Child Development Scheme)
2. Tribal development
3. Irrigation project.<sup>6</sup>

**Unit Programme: ICDS**

The Department of Women and Child Development, government of India launched the ICDS in 33 blocks on 2 Oct 1975, especially to cater to the needs of women and children.

According to government statistics, 1999-2000, the ICDS today covers more than 75% of India's community development blocks. It reaches out to 4.83 million expectant and nursing mothers and 22.9 million young children (under 6 years of age)

The WFP's involvement in ICDS began in 1975 with the assistance of 1.5 million beneficiaries. This support is one of WFP's largest vulnerable groups feeding project and currently reaches out to 2.6 million women and children everyday. The five states covered by this collaboration are Assam, Madhya Pradesh, Uttar Pradesh, Rajasthan and Kerala.<sup>7</sup>

India is home to 21 percent of the developing world's young children-more than 170 million children under six years of age, constituting 17.5 percent of India's population. Moreover, there exist discrimination against the girl child as

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<sup>6</sup> Interview with Dr. Minnie Mathews, Senior Advocacy officer, WFP India Office New Delhi, 22.01.2001.

<sup>7</sup> Department of women and child development, Ministry of Human Resource Development, Govt. of India, *Integrated Child Development Scheme (ICDS)*, 2000.

shown in sex figures. Children also suffer from low birth weight, compounded with inadequate care and access to health services, in an unsanitary environment, which translates into high rates of young child malnutrition (53 percent, NFHS 1993). In India, one in every two young children under four years of age is malnourished.<sup>8</sup>

The ICDS, in partnership with WFP, is a programme specially launched to cater to the growth and development of young children and pregnant mothers. The programme is basically designed to promote holistic development of children under six years. The programme also provides an integrated approach for covering basic services for improved childcare, early stimulation and learning, health and nutrition, water and environmental sanitation. It contributes to the achievement of major nutrition and health goals embodied in the National Plan of Action for children 1992 and National Plan of Action for Nutrition, 1995.<sup>9</sup>

ICDS today reaches out to 4.8 million expectant and nursing mothers and 22.9 million children.

**Anganwadi:**

The Anganwadi, literally a courtyard play centre, is a childcare centre, located within the village or slum area itself. All ICDS services are provided through the Anganwadi in an integrated manner to enhance their impact on children. An anganwadi worker supported by an anganwadi helper in service runs the anganwadis.<sup>10</sup>

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<sup>8</sup> Ibid.

<sup>9</sup> Ibid.

<sup>10</sup> Ibid.

The health component of ICDS comprises health check-ups, Immunization and referral services.

At the Anganwadi, children, adolescent girls, pregnant women and nursing mothers are examined by a lady Health Visitor and Auxiliary Nurse Mid wife who also provide a link between the village and the primary health care sub centre. Supplementary feeding is also undertaken. Immunization sessions especially for six vaccine preventable disease like poliomyelitis, diphtheria, pertussis, betanus, tuberculosis and measles.<sup>11</sup>

The WFP had been instrumental in actively co-operating wit the anganwadis and reaching out to poor expectant mothers and young children by providing supplementary food aid. It undertook the distribution of CSB (Corn Soya Blend) in India within the existing infrastructure of the Integrated Child Development Scheme Following cases of acute malnutrition and nutrient problem, WFP developed a special variety of low cost nutritious food supplement called Indiamix-a low cost micro nutrient fortified per cooked food supplement. Indiamix is made from wheat (75%) full fat soyabean.<sup>12</sup> (25%) or alternatively maize [40%], wheat [50%] and full fat soyabean [20%] the nutritional component of Indiamix consist of about 20 percent protein, 6 per cent fat and 390 keal per 100 grams, iron and vitamin A 80 to 90 per cent. The distribution of Indiamix was begun in Rajasthan in 1995. It has also extended to other WFP assisted Indian states like Kerala, Up, Orissa and Madhya Pradesh.

The goals of the Indiamix Project are-

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<sup>11</sup> Ibid., pp. 16-20.

<sup>12</sup> World Food Programme, *Indiamix*, World Food Programme India office, New Delhi, 2000, pp.1-10.

1. Provide low cost nutritious food to children and to pregnant woman.
2. Build local capacity for the production of fortified foods.
3. Improve quality of supplementary food.
4. Promote a vehicle for providing micronutrient at low cost<sup>13</sup>.

The Government of Rajasthan is also the first state to have produced its own variation of Indiamix, called Rajasthan mix. This consists of wheat [75 per cent] and full fat soyabean [25 per cent], both of which are produced in Rajasthan.

The Indiamix provided by the WFP is used mostly in the ICDS projects that are used to reach out to communities of women and children through the Anganwadi. According to WFP report, 1997, the use of Indiamix has strengthened the functioning and impact of AWC activities by increasing community involvement in the programme motivating mothers to adopt more child friendly complementary feeding practices, and helping the community understand its general development problems.<sup>14</sup>

Infact, the most Important facet of the India mix product is that it is suitable to local tastes and can be made into a variety of recipes.

The success of this particular collaboration between WFP and ICDS, government of India though laudable is very limited. It is restricted to just five states and is not equally successful. Though Assam had also been included, not much was done in regard to the furtherance of Anganwadis or the ICDS. Even in the other states except perhaps Kerala, when one looks out the overall picture, the impact of WFP backed ICDS Anganwadi should be much more if one has to create

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<sup>13</sup> Ibid.

<sup>14</sup> Ibid.

a India free of hunger. Moreover states like Bengal, Nagaland, Bihar, Gujarat must be covered.

Bihar suffers from cases of chronic malnutrition and discrimination against women. Though WFP and CARE, an NGO have collaborated in certain areas, yet Rajasthan dominates their focal point of interest where CARE, WFP and Government of Rajasthan collaborated for the furtherance of NHED (Nutrition and Health Education).<sup>15</sup> The project was successful in training at least 15-20 women in each village in the project area. Overall, 23,000 women in 621 villages were made aware of nutrition and health aspects. Such projects must be taken up on larger scale in other states of India suffering from poverty and hunger. The state of Bihar, UP and Northeast have to be targeted.

#### **Tribal development**

The second unit programme of WFP in India is tribal development. Here, WFP works along with the forest department of state governments in various states.

The forest officer of a particular division heads the project. WFP has undertaken these tribal area projects mostly in India where 40% of her population lives below the poverty level. Most vulnerable are the 175 million scheduled tribe and scheduled castes living in rural, often remote areas. Traditionally, the tribal population has depended upon nearby forests to supplement their foods and household subsistence needs. Rapid degradation of forests, however, has deepened their food insecurity.<sup>16</sup>

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<sup>15</sup> Radha R. Krishnan, *Food and nutrition, challenges for Policy*, Journal of the Indian Society of Agricultural Statistics, December, 1991, pp. 23-52.

<sup>16</sup> Interview with Dr. Minnie Mathews, Senior Advocacy Officer, WFP India office, New Delhi, 22.01.2001.

Hence, a lot of migration has taken place, and frustration has also set in among the tribal youths due to lack of opportunities coupled with the lack of a proper meal a day.

The WFP responds to food insecurity among the tribals by

- i. Providing assistance to some of the most marginalised food insecure groups in 8 states since 1982.
- ii. Providing food aid in co-ordination with the Forest department to achieve immediate food security.
- iii. Investing funds in development activities, health and education for the poorest tribal and backward communities<sup>17</sup>

#### **Food for Work Programme:**

The WFP has started the food for work programme especially in the tribal areas where food is given in return for work done. For instance, in the Tekapur village of Madhya Pradesh, the villagers work for the forest department planting trees cutting and clearing land to start natural re-growth, loading and unloading logged trees, or dragging contour trenches for soil conservation. Earlier, women of Tekapur collected Mahua flowers and walk nearly 30 kilometers to reach the bigger market.<sup>18</sup> WFP assistance in food for work programme has enabled the disabled to have access to quality basic food staples-wheat, pulses and oil. According to WFP report, WFP food is sold to beneficiaries at 50 per cent of the

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<sup>17</sup> World Food Programme, *Food Aid, Preserving livelihoods, Mitigating Hunger Success Stories of Food Aid in India*, New Delhi, Macro Graphics Multimedia Pvt. Ltd, 1998, pp. 6-10

<sup>18</sup> Ibid., pp 6-10.



market rate or 40 percent of their daily wage. The WFP food for work programme provides.

- Wheat or rice - 2,000 gms.
- Pulses - 200 gms.
- Oil - 75 gms. (on a daily basis)<sup>19</sup>

WFP has collaborated with Joint Forest Management (JFM) for improving forest cover horticulture, tending of nurseries. It has provided 247 million rupees to help the forest department of the states for e.g.- In Sara village of Gujarat, irrigation facilities have been provided to farmers to grow second and even third crop. Hence, instead of migrating to Surat, these villagers has increased their own agro-production and increased their income from 90,000 rupees (US \$2140) to 800,000 rupees (US \$19000) per year.<sup>20</sup>

#### **A Gender Sensitive Approach:**

In the sphere of tribal development, WFP targets women one of the most deprived sections in India. In the tribal villages, women are encouraged to come forward and take part in the various WFP schemes.<sup>21</sup>

The main aspects through which WFP promotes gender equality in aspect of food security are:

1. Targeting one third of food aid for women.
2. Targeting 30 percent of funds to income generation activities and facilities that directly benefit women.

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<sup>19</sup> *ibid.*

<sup>20</sup> *Ibid.*

<sup>21</sup> *Ibid.*

3. Facilitating employment of female field workers, to improve women's participation in decision making and in the design and implementation of development activities established training centres where women learn new income generation skill such as bee keeping, mushroom cultivation and poultry.<sup>22</sup>

4. Establishment of training centres where women learn new income generation skill such as bee keeping, mushroom cultivation and poultry.<sup>23</sup>

In Jhabua, in Madhya Pradesh, food security has been improved by locally manufactured blended and fortified food similar to the Rajasthan mix. Women in this area have formed a cooperative society. Amrut Mahila Audhyogic cooperative Society Limited. This group has also been successful in supplying supplementary nutrition to ICDS centre in 3 blocks in the districts of Kajali, Dungar and Meghnagar. This has however been made possible due to the district, commitment and the forest department coordination. All these units have worked together for the upliftment of tribal women.<sup>24</sup>

In country programme, its 1997-2001 agenda For India, WFP has chalked out objectives for improving the food situation of tribal population residing in remote corners of India, especially Madhya Pradesh, Orissa and Rajasthan.

However, WFP must also bring about plans and proposals for improving the hapless conditions of tribals in the north-eastern section of the country. These tribal belts live in conditions of precarious food conditions and starvation is

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<sup>22</sup> Ibid.

<sup>23</sup> Ibid.

<sup>24</sup> Interview with Dr. Minnie Mathews, Senior Advocacy Officer, WFP Country Office, New Delhi, 22.01.2001.

rampant among some of the tribes. They suffer from malnutrition and lack of adequate diet. These situations are also manifesting in Jammu and Kashmir, coupled with militarism and gross human rights violation in the valley. The world food programme, being the largest food aid organisation has achieved success in certain tribal belts.<sup>25</sup> However, the area of coverage and financial assistance has to be expanded to take in more areas. Infact, collaborating with world Bank, which in an excellent report, *World Development Report 2000-2001, Attacking Poverty*, has stated that in the new millennium, the disparity between urban/rural population in India is on the increase, and suggested WFP/WB projects should be undertaken in the tribal areas in cooperation with the government of India.

#### **WFP's Aid to the Orissa Cyclone Victims:**

Orissa is one of the poorest states in India. Earning less than US \$38,66 per cent of its population is below the poverty line, compared to 39 percent nationally. The local infrastructure is weak and agro-based products are based on the weather.<sup>26</sup>

On 19 and 29 October 1999 severe cyclones ravaged Orissa, affecting more than 15 million i.e. one third of the population of the state. More than 10,000 people lost their lives. Almost 2 million houses were destroyed. Shops, crops, schools, health centres and infrastructure lay in ruins. Two million became homeless and in the worst hit areas, agriculture, horticulture, animal husbandry fishery, irrigation and allied services were totally destroyed. 14 districts were most affected and ironically these 14 districts were food producers, infact the "rice

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<sup>25</sup> Susan George, *How the Other Half Dies, The Real Reason For World Hunger*, Great Britain, Penguin Books Cox and Wymen Ltd., 1977, pp. 5-10.

<sup>26</sup> World Food Programme, *Protracted Relief and Rehabilitation Operation*, India 6220.00, Agenda Item 6, WFP, 2000, pp. 1-6.

bowl” of Orissa. FAO placed total agricultural lost to Orissa at about US \$480 million.<sup>27</sup>

WFP had been present in Orissa for 14 years especially working through the ICDS programmes. After cyclone left people destitute, homeless and hungry, WFP made available 240 metric tons (MT) of high-energy biscuits. Over 1100 MT of rice were sent for distribution to special relief commissioner in Orissa. According to WFP reports, this immediate response to Orissa's requirement cost WFP slightly over one million dollars.<sup>28</sup>

#### **Protracted Relief and Recovery Operation: WFP and Orissa:**

India falls under the development project of WFP. However, in the case of Orissa, the Protracted Relief and Recovery Operation (PRRO) was approved by the executive board due to the cyclone that had devastated the state. The government of India and the State government of Orissa are now increasingly concentrating on rehabilitation. This PRRO for Orissa concentrates on rehabilitation, relief and reconstruction of social programmes, community and personal infrastructure.

The immediate objectives of the PRRO are

- (a) To improve the nutritional status of expectant and nursing mothers, infant and pre school children.
- (b) To encourage the resumption of education activities of children in primary school, especially girls

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<sup>27</sup> Ibid.

<sup>28</sup> World Food Programme, *From Disaster to Development*, WFP, New Delhi, 1999, pp. 2-5.

(c) To provide food for work (FFW) assistance for the rehabilitation of personal and community assets. Three primary components will also be targeted<sup>29</sup>

i) Vulnerable group feeding through expanded ICDS

ii) Primary school feeding i.e. food for education.

iii) Household and community infrastructure development.<sup>30</sup>

Overall, 94 percent of the beneficiaries will be women and children. All WFP activities are integrated into the reconstruction plan developed by the state, the World Bank, United Nations agencies and civil society.

The country programme, India 1997-2002, also targets the most vulnerable in Orissa. In addition to PRRO 6220.00, PRRO 6211.00, which has a food value of US \$ 2.4 million, was approved by the WFP Assistant Executive Director in Feb.2000 to cover the urgent food needs of two district (Jagatsinghpur and Kendrapara). This PRRO is within the framework of rehabilitation efforts undertaken by the state govt. and NGO partners.

PRRO, 6220.00, for one year will focus on:

- (a) Activities on affected people and community assets.
- b) Design programmes and activities that will restore the original situation and improve it through the creation of employment opportunities<sup>31</sup> and increased food security.

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<sup>29</sup> Interview with Dr. Arun Manuja, Head, Finance and Administration, WFP country office, New Delhi, 25.10.2000.

<sup>30</sup> PRRO-6220.00, Agenda Item 6, 2000 pp 11-12.

<sup>31</sup> Executive Board Session, Rome 21-23 Jan, 1997 *Country Programme, Agenda Item 5, India, 1997-2001*, WFP, Rome India, 2000, pp. 5 -10.

In case of the Orissa cyclones, relief measures carried out by the government, international agencies and NGOs have not been sufficient to restore people's destroyed livelihood. The districts of Jagatsinghpur, Kendrapara, Puri, Ganjam, Dhenkanal and Jajpur were amongst the worst affected regarding the loss of infrastructure and crops. The overall economic situation in these districts has continued to deteriorate, as farmers have been unable to resume production.<sup>32</sup> Harvest was not expected from any of these areas as the fertility of the soil had been choked by salinity.

In the PRRO, emphasis has been placed on WFP providing micronutrient fortified blended food through VGF and the mid day meal primary school feeding programme (FFE). Emphasis will also be placed on interventions that rebuild infrastructure, including road rehabilitation and small irrigation schemes.<sup>33</sup>

Prevalence of stunted growth and underweight in children under 5 is chronic in Orissa. The infant mortality rate in the state is very high, at 112 per 1,000 live births. Nutritional situation in the date was already precarious before the cyclones, but now after the cyclones, it deteriorated.

#### **Long Term Goals and objectives of PRRO**

The goal of food aid through the proposed PRRO is to meet the immediate food needs of the most vulnerable and subsequently to enable people to restore their livelihood.

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<sup>32</sup> K.P. Prabhakaran Nair, "Time to tackle hunger", *The Hindu*, Open Page, New Delhi, Tuesday, 18 April, 2000, p. 25.

<sup>33</sup> PRRO, 6220.00, Agenda Item 6, 2000, pp 11-12.

WFP will also collaborate in collaboration with certain NGOs about Food For Work (FFW) activities:- with Action aid in their Rehabilitation Plan for Jagatsinghpur, and with CPSW in their effort for community Rehabilitation. These action and activities include.

1. Cleaning of canals, riverbank, ponds, and wells.
2. Repair of approach road to the village (600 km)
3. Construction of houses (5,000 traditional mud houses and
4. Saline embankment construction (25 units)<sup>34</sup>

The objectives and aims of the PRRO are of importance, and significant but the major problems of PRRO include

- i) The fluctuating degree of support to this package of activities by the donor community.
- ii) Weak response of the state govt. which is already in financial doldrums
- iii) The indifferent quality of the management of the WFP country office and implementing partners at the regional and community levels<sup>35</sup>.

What is intriguing is that the Executive Board of WFP in Rome has agreed to allocate just 9% of total financial expenditure which is far too less given the amount of work to be done, which includes even road repair and house construction.<sup>36</sup>

The WFP is a world body of internationally committed to save and rehabilitate lives of populations – affected by natural or man made- calamity. Orissa comes under this category. Hence, the WFP executive board needed to

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<sup>34</sup> Ibid.

<sup>35</sup> Interview with Dr. Arun Maneja..op.cit.,

<sup>36</sup> K.P. Prabhakaran Nair, pp. 25,op.cit.,

increase donor support to the cyclone victim as well as mobilise support from NGOs as well as the developed countries.

#### **WFP and Flood Afflicted Areas in Assam:**

Floods are a recurrent event in Assam. Every monsoon, beginning from June-August, violent floods ravage most parts of lower Assam especially around districts of Nalbari, Barpeta, Biahata and adjoining areas. The floods occur due to the overflow of water in the Brahmaputra and its tributaries.<sup>37</sup>

In 1998, the occurrence of floods was the worst in 100 years, displacing millions onto river embankments or into highlands. Several thousand hectares of agricultural land got completely submerged destroying crops. Prices of essentials such as rice, vegetables and pulses rose by around 40 percent. By September 1988, floods had damaged 21 out of 23 districts in Assam.<sup>38</sup>

WFP provided assistance by providing 635 metric tonnes of corn Soya Blend. The Relief and social Welfare Departments, along with the assistance from workers of the ICDS centre, distributed WFP food, approximated to 35,000 children under the age of six, as well as pregnant woman living in makeshift camp. WFP has continued to provide assistance to flood affected victims in 1999-2000<sup>39</sup>

#### **Review of the India-country Programme (April 1997-December 2002)**

The current India country Programme is comprised of two virtually independent activities

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<sup>37</sup> World Food Programme, *Reducing Hunger Tackling Poverty, Food Aid Intervention in India*, WFP, New Delhi, 1999, p. 11.

<sup>38</sup> Ibid.

<sup>39</sup> Ibid.



- Assistance to vulnerable women and children through support to the Integrated Child Development Services Programme of the government and;
- Providing food security and development support to tribal and scheduled caste people in isolated food areas.<sup>40</sup>

The main course of this programme was that in the ICDS sector it covered selected districts in the six states of Rajasthan Madhya Pradesh, Uttar Pradesh, Assam, Orissa and Kerala. 41546 Anganwadi centres (AWC) are covered in 41 districts. This programme provides supplementary feeding for about 25 days a month through onsite feeding as well as take home rations to expectant and nursing women and children under age of 6 years of age.

Through the country programme, WFP also draws partnership with NGOs. This has included specific initiatives such as the “Better Health and Nutrition Project (BHNP) with Care in Rajasthan; the “Haju Soru”- Improving child survival through ICDS, a district based initiative with a local NGO, new concept, in Banswara (Rajasthan) the Community Entrepreneurship for Production of Complementary Food with a local group, KRIBHCO in Madhya Pradesh and strengthening Project Management and Pre-School Education with UNESCO.

Improving food securities of tribals and scheduled castes in far-flung remote areas have been done in states of Bihar, Madhya Pradesh, Gujarat, Uttar Pradesh and Rajasthan. Tribal development programme consist of food-for work intervention in the form of a subsidised supplement to wages received for seasoned employment<sup>41</sup> The second consist of productive investments at the village level

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<sup>40</sup> World Food Programme, *Country Programme, Agenda Item 5, India 1977-2001*, WFP country office, New Delhi, 2000. pp. 10-15.

<sup>41</sup> Ibid.

based on cash funds generated through a deduction from the forestry wages and allocated to selected village communities for use in ways agreed by the community, district officials and WFP.

India is a self-sufficient country in food grains and there has been a substantial increase in agricultural production and economic growth. Yet, India has the largest number of poor people and malnourished children in the world. India alone accounts for 40 percent of the world's malnourished children. 30 per cent of new borns are significantly underweight, and 60 percent of India's women are anemic. Surprisingly, India's self sufficiency does not translate into access to food for the poor. WFP's intervention in improving India's, overall food situation is far too unlimited when seen as a percentage of total production and is unlikely to make a dent in the overall problem of food insecurity for the poor.<sup>42</sup>

There is a need in WFP's country programme to allocate more funds, playing a major role in the formulation of policy and resources through advocacy. There is a need to draw more NGO support.

According to the country programme, 1997-2002 formulated - by a mission of experts, while the focus on ICDS will continue, there is a need to take a slightly broader view. There is the need for change in focus that would be built around qualitative and quantitative goals for women and girls that fall under the rubric of food utilisation as distinct from production or access. According to this report, gender inequity is one of the most "important factors responsible for the high level of under nourishment and that India's malnutrition is clearly linked to

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<sup>42</sup> World Development Report 2000-2001, *Attacking Poverty*, World Bank, New York, Oxford University Press, , 2000, pp. 61-69.

inappropriate caring and feeding practices rather than only to food availability or household food security<sup>43</sup>

WFP's role should not be limited to providing food supplements but also aim toward inducing a behavioural change. This should include how women are cared for by society.

WFP started functioning in India since the 1960s. The contribution made by this organisation in improving the food front of India is indeed laudable. The support for government backed food security initiatives by the WFP and various publications brought out by it have helped in generating awareness.

However, the need is to broaden the area of functioning, to bring more remote areas into WFP mandate. The WFP being an international agency can bring about more focus on India's precarious food situation. Moreover, in collaboration with FAO, IFAD, larger areas could also be taken up, with more financial and organisational mandate and back up support.

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<sup>43</sup> Ibid.

## **CHAPTER IV**

# **PROBLEMS RELATED TO WORKING OF WFP IN INDIA: A CRITICAL ANALYSIS**

## **Chapter IV**

### **PROBLEMS RELATED TO WORKING OF WFP IN INDIA: A CRITICAL ANALYSIS**

This chapter focuses on the problems faced by WFP in India. Cases of WFP's working have been analyzed critically and instances of mismanagement, inefficiency and defective distribution have also been studied. Structural loopholes in WFP's working in India are also included in this chapter. Finally an attempt has been made to recommend measures to improve WFP's funding in India.

World Food Programme, a-food aid agency had started its working since 1963. Starting with meagre funding and a few country programmes, WFP have come a long way. It witnessed the green revolution of the 1960s. It brought about international focus to the food insecurity prevailing in India. India has been termed as a food insecure country, in its latest country programme review (April 1997-December 2002)<sup>1</sup>. In fact, the rationale for continuing WFP's operations in India arises from the fact that India now faces a silent emergency and the quantitative elements of poverty and deprivation in India are over-whelming all pervasive. Despite substantial success in agricultural production and economic growth, India has the largest number of people living below the poverty line and the largest number of malnourished children in the world. Thirty percent of the urban population and forty-nine percent of the rural population live in poverty. As stated in the previous chapter, India alone accounts for forty percent of the world's malnourished children while containing 20 per cent of the global child population. More than half of its children below four years of age are moderately or severely malnourished.<sup>2</sup>

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<sup>1</sup> World Food Programme, *Enabling Food Aid For Development, A policy Review of the India country programme (April 1997 – Dec. 2002)* New Delhi, 29 Nov. -22 Dec. 1999.

<sup>2</sup> Ibid

The World-Food Programme, as stated in chapter-III concentrates mainly on the Integrated Child Development Scheme and Tribal development that provides food for work programmes. Specific parts of India have been targeted and WFP office at Delhi chalks out country programmes for these areas, in accordance with their needs. All these have been identified in chapter-3.

In the ICDS scheme of the government, 75% of India, through community blocks are covered. However in its programme of catering to the needs of women and children, severe malpractices arises. For instance, in the Mirzapur district of UP, WFP in collaboration with the ICDS programme, worked for the implementation of the programmes. However, the workers under the Anganwadis and ICDS were ill equipped to deal with gender issues. According to a programme officer, "the basic minimum dedication was not present anywhere".<sup>3</sup>

In fact in this district, WFP had to collaborate with CREDA, Centre for Rural Education and Development Action, an NGO, in order to improve the efficiency of the Anganwadis.

The total food aid provided by WFP is 80,000 metric tons of food, out of which 50,000 goes to Anganwadis (ICDS) and 30,000 to the Tribal development scheme<sup>4</sup> This is a meagre amount and would only make a small dent in the overall food situation in India. WFP concentrates on improving the micro nutrient value of food but as it selects very few areas under the ICDS, its influence on government policies is negligent.

In assessing the overall food situation in the country, WFP has to depend on data provided by state governments. WFP does not have field staff. They have

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<sup>3</sup> Interview with Ms. Usha Goel, Programme officer, WFP, New Delhi, 27 .02.2001.

<sup>4</sup> Ibid.

only a handful of men and women, working and monitoring from their office in New Delhi, which does not provide much scope for an indepth analysis of the food situation in India.<sup>5</sup>

In the Anganwadis, which ICDS sets up, basic training materials are not available. Children do not have mats to sit on and books occupy the rooms. There is a lack of co-ordination among the Anganwadis that are actually monitored by one person. The ICDS had set out certain objectives such as

- (a) To provide improved child care
- (b) To provide health and nutrition
- (c) To provide health check ups & immunization.
- (d) To collaborate with WFP to provide India mix, a nutritional component to communities of women and children through the Anganwadis.<sup>6</sup>

However, when it comes to the actual functioning of the Anganwadis, most of these objectives are not kept in sight. The Anganwadis in fact are prone to be more logistically oriented and less programme oriented. The Anganwadi staff remained absent most of the time a problem that even WFP officials could not tackle and this ultimately lead to demoralization and loss of faith in the Anganwadi system by the local people.<sup>7</sup>

In the working of the ICDS that covers 4.8 million expectant expectant and nursing mother and 22.9 million children, WFP could have had a much bigger influence had it been spread in more states. It concentrates in only 6 states, Orissa,

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<sup>5</sup> Ibid.

<sup>6</sup> Department of Women and Child Development, Ministry of Human Resource Development, Govt. of India, *Integrated child Development Scheme (ICDS), 2000*.

<sup>7</sup> K.C.S, Archarya, *Food Security System in India*, New Delhi, Concept Publishing Company, 1983, PP-1-10.

Kerala, Madhya Pradesh, Rajasthan, U.P. and Gujrat. It is pulling out of Kerala and plans to stop functioning in Assam, one of the poorest states in India. Hence, by the end of 2002 A.D, WFP will be working only in four states in India. This narrows down the overall influence of WFP in India, in regard to the area of influence.<sup>8</sup> Moreover, WFP provides food and not cash which acts as a great obstacle. The food provided to ICDS is just 50,000 metric ton that is not even 2% of the total food provided<sup>9</sup>. Such ground realities are appalling considering that WFP is an international food aid agency of the UN and has been in India since 1963. As a UN agency, it can and has brought about international awareness to India's food situation but, when it comes to local and national functioning, WFP has to improve its working.<sup>10</sup>

#### **Tribal Development Scheme:**

The Tribal Development Scheme, along with joint forestry management involves collaboration with the forest departments of the state governments. A committee comprising of WFP officials and forest officers is formed. This committee selects the remote areas to be adopted for the Joint Forest management. WFP provides food for work and the salary to be paid to the workers in the forest units is cut down by half i.e. 50% of the previous salary, against which food is provided.<sup>11</sup> The other 50% of the salary is accumulated in a safe or account called "generated for micro plants". These funds are used by the forest department on micro plants, which are programmed by different forest departments for particular remote tribal villages. In the allocation of funds, WFP officials have say. WFP, of

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<sup>8</sup> Interview with Usha Goel, Programme Officer, WFP, New Delhi, 27 Feb.2001.

<sup>9</sup> Ibid.

<sup>10</sup> Ibid.

<sup>11</sup> <http://www.wfg.org>



late, have involved NGOs in the development of a particular unit. Funds are provided from the joint account, but the implementation of the scheme is carried out by the NGOs.<sup>12</sup>

However, in the working of the tribal development scheme, WFP faces huge obstacles especially due to inefficiency and time consuming procedures of the state government. The food provided by WFP never reaches the tribal villages due to faulty transportation and other problems prevalent in the distribution system. The food aid provided by WFP for tribal development is just 30,000 metric tonnes that cannot cover all the villages that WFP has taken up. Due to inefficient administrative infrastructure prevalent in the forest departments of the State Governments, the benefits of such programmes can hardly be felt.<sup>13</sup> Even after collaboration between WFP and UNICEF, the programme fell short of full implementation due to lack of funds. The cash funds generated through a deduction from the forestry wages and allocated to selected village communities for use in development and betterment of village standard of living are not monitored efficiently.<sup>14</sup>

The tribal programme of WFP falters in that the support for long-term food security-implicit in the investments – derived through generated funds has not generally benefited the same group of people. Given the manner in which it has been implemented, the tribal development scheme can in fact be characterised as being composed of two sub programmes. There is the short-term employment generation programme based on forestry activities (largely afforestation work) and

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<sup>12</sup> Interview with Usha Goel, op.sit.

<sup>13</sup> Gilbert Etienne, *Food and Poverty, India's Half won Battle* New Delhi/ New bury Park/London, Sage Publication, pp.34 to 39.

<sup>14</sup> Ibid.

there is the longer term intervention aimed at increasing food security on a more sustainable basis. The Joint Forestry Management had community participation and ownership of projects.<sup>15</sup> The importance and potential of micro planning has also been recognised. However, there is a need for a more coordinated overlap between short term and long term support. There is perhaps too much of a forestry determined approach to what is ostensibly a more general rural development exercise aimed at empowering poor families to gain and preserve assets and move to more sustainable livelihood through the use of food. A more general “rural development” approach, where forestry plays only a part along with other sectors, would enable sustainable intervention in tribal area development.<sup>16</sup> Tackling an overall perspective, a more careful enunciation of WFP's rationale in India is warranted. What WFP has to take into account are two factors:

- (1) India's current position of relative national food sufficiency<sup>17</sup> resource allocation.
- (2) The overall limits to WFP's resource allocation.

The country's aggregate food sufficiency can itself be considered transitory, which also does not translate into access of food for the poor<sup>18</sup> Food based safety net programmes such as the Public Distribution System are costly and inefficient. Corrupt practices are prevalent. Foods grains, which would have benefited the poor, are stored in Food Corporation of India (FCI) godowns, whose number has now reached 50 million tonnes. Had these food stocks been properly

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<sup>15</sup> World Food Programme, *Enabling Food Aid for Development, A Policy Review of the India Country Programme, April 1997- December 2002*) 29 Nov. – 22 Dec, 1999, New Delhi.

<sup>16</sup> Ibid.

<sup>17</sup> Ibid.

<sup>18</sup> See K.C.S. Archarya, *op. cit.*, pp 1-10

distributed, it would have provided one tone of food for each household under the poverty line.<sup>19</sup> When millions of people are under nourished if not starving, hoarding food on this scale, at enormous cost –is shortsighted.<sup>20</sup> At the same time, the rationale for targeted intervention is to assist the poor in the creation of sustainable assets remains as strong as ever. In the second instance, the quantum of WFP's food contribution to India is far too limited when seen as a percentage of total production and is unlikely to make a dent in the overall problem of food insecurity for the poor.<sup>21</sup>

There is also a need to secure an agreement with the government to allow flexibility in the use of resources. While there is some flexibility with respect to the use of WFP resources, agreement of the government on this would be required in the future should the government agree to match WFP resources from its own stocks.<sup>22</sup>

#### **Problem of Distribution:**

India has been declared as a country enjoying self-sufficiency in food after the green revolution of the 1960s. In the year 2001, food grain stocks in FCI godowns are approaching 50 million tonnes.<sup>23</sup>

To understand the scenario of food operations and why this food subsidy is so high in India, we have to examine FCI's high operating costs (including the storage cost). The second reason is that FCI is buying more than selling. The

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<sup>19</sup> Jean Dreze, "Starving the poor-I", *The Hindu*, New Delhi, 26.2 2001, p.10.

<sup>20</sup> Ibid.

<sup>21</sup> Interview with *Usha Goel*, Programme Officer, WFP Country Office, New Delhi, 27.02.2001.

<sup>22</sup> World Food Programme, *Reducing Hunger Tackling poverty, Food Aid Intervention in India*, New Delhi, Macro graphics multi media Pvt. Ltd. 1999.

<sup>23</sup> Jean Dreze, "Starving the poor-I", *The Hindu*, New Delhi, 26.2.2001, P.10.

difference is a net addition to stocks Ordinary households benefit very little from this subsidy. In fact, what they gain from this subsidised food obtained from the public distribution system pales in comparison to what they loose as a result of having to pay higher food prices in the market.<sup>24</sup>

Meanwhile, due to inefficiency and mismanagement running amock in the distribution system, rats and worms often devour significant quantities of the food stored in the godowns. Ration shop dealers, distribution agents and other intermediaries are often selling PDS food in the black market. The Planning Commission Report states that private parties, at the all India level, appropriate 36 percent of PDS wheat and 31 percent of PDS rice.<sup>25</sup>

It is unfortunate that these mounting stocks are not used to improve and fund the expansion of PDS systems, food for work schemes or other anti poverty measures<sup>26</sup>

The government of India and state governments have resources in their hands as well as the infrastructure to cater to the needs of the growing population in India In fact, the problem of population explosion being the root cause of food insecurity somehow does not hold true. India has the production capacity as well as the manpower to grow food for twice as many Indians. The root cause of rampant poverty and malnutrition are loopholes in the distribution system<sup>27</sup>.

Being in collaboration with the government food network, the WFP also suffers from the same problem. It may provide the food but it never gets distributed on time, or sometimes does not get distributed at all<sup>28</sup>

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<sup>24</sup> Ibid.

<sup>25</sup> Ibid.

<sup>26</sup> Jean Dreze, "Starving the poor-II", *The Hindu*, New Delhi, 27.2.2001, P.10.

<sup>27</sup> Interview with Usha Goel, WFP, New Delhi 27.01.2001.

<sup>28</sup> Ibid.

When it came to disaster relief mainly during the floods in Assam, the cyclone in Orissa in 1999 or the Gujarat earthquake, in January 2001, though the food provided by WFP reached the states concerned, it hardly reached the people in need of it.<sup>29</sup>

In Assam, WFP have decided to stop functioning due to the lack of co-ordination between the state government and WFP.<sup>30</sup> Consider the following example of lack of coordination.

WFP sent 800 metric tonnes of food to the Calcutta port for flood-affected areas. These were high-energy biscuits. The government of Assam was supposed to pick it up from the Calcutta port yet, after 6 months; the packages were still lying in the same port. The Assam government was requested a couple of times but no response were given due to dearth of funds and complete lack of interest of the state government.

#### **Cyclone Relief – A Mismanaged Disaster –Orissa 1999:**

The cyclones that ravaged Orissa, on 19 and 29 October, 1999, affected more than 15 million i.e. one third of the population of the state. Media and official reports alike stated that more than 10,000 people lost their lives and 2 million houses were destroyed<sup>31</sup>.

Relief and rehabilitation work was taken up on a grand scale. The PRRO. 6220.00, as mentioned in chapter 2, had far-reaching objectives. Yet, after so many months, most of the objectives of the PRRO 6220.00 are still to be fulfilled. 15

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<sup>29</sup> Ibid.

<sup>30</sup> Ibid.

<sup>31</sup> Susan George, *How the other Half dies, The Real Reason for world Hunger*, Great Britain, Penguin Books Cox and Wymen Ltd., 1977.

months after the cyclone, the state of Orissa has not yet recovered. Hundreds of people are still without basic provisions. The state government has fared poorly in the rehabilitation. Scores of villages are still without any electricity. Infact, the 2.40 metric tonnes of high energy biscuits and 1100 metric tonnes of rice sent for distribution to the special relief commissioner of Orissa got distributed at random without any proper plan<sup>32</sup>.

Relief that was received from outside Orissa was practically dumped at the government godown in Bhubaneswar. As the journalist Kuldip Nayar put it, "It was the waywardness of certain government officials that stalled the entire distribution process."<sup>33</sup> Even after fifteen months, life is still dismal without much sign of normalcy Orissa is one of the poorest states of India with 66 percent of its population living below the poverty line.<sup>34</sup> The 14 districts which were the "rice bowl" of Orissa have not started producing yet, forcing the state government to buy food from the central government at the Below poverty line (BPL) price.<sup>35</sup>

The second constraint on the Orissa government is financial. The treasury of the state government appears to be under strain, making it difficult for it to bear the costs of income generation programmes. The state government had to face such a situation not because it got less financial help during the devastating cyclone but largely because the funds were mismanaged.<sup>36</sup>

Added to these basic constraints, one can gauge other impediments of a more routine nature: bureaucratic inertia, infrastructural bottlenecks, and lack of

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<sup>32</sup> World Food Programme, *Protracted Relief and Rehabilitation Operation, India 6220.00, Agenda Item 6*, WFP, 2000, pp 1-6.

<sup>33</sup> Kuldip Nayar, "People at the receiving end", *The Hindu*, 1. 2001 p.10.

<sup>34</sup> Ibid.

<sup>35</sup> Ibid.

<sup>36</sup> Jean Dreze, "Starving the poor -I", *The Hindu*, 26.2.2001, P.10

communication between Ministers. The “balance game “between the central and State government is another stumbling block. The state government complained of inadequate food from the central government. The centre accused the state of not making full use of their existing allotments.<sup>37</sup> Moreover, an international food aid agency like WFP had a big task ahead of reconstruction and rehabilitation. In its objective, WFP pledges to be most sensitive to areas suffering from natural calamities like cyclones, landslides, earthquakes and floods.<sup>38</sup> Food aid should have been on a much larger scale and yet for a huge rehabilitation and reconstruction project like PRRO 6220.00. WFP headquarters in Rome provided only 9% of the funds. According to the head of finance & administration, India office, Mr. Arun Manuja this was too meagre an amount. It could not even cover one-fourth of the objectives cited. WFP, India had to draw in NGOs for financial assistance.<sup>39</sup> In other words, an international agency for food aid is non-functional in a situation of natural calamity due to lack of funds.

Regarding the distribution network, WFP complained that the state government of Orissa did nothing to improve and yet, it gave its food aid to the same distribution network.

WFP recently has started an office in Bhubaneswar to oversee the relief and rehabilitation work in Orissa. But if they do not carry out an in-depth analysis to improve the present infrastructure under which they work, there cannot be any change. WFP does not have any official working in field operations and they have

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<sup>37</sup> Ibid.

<sup>38</sup> <http://www.wfp.org>

<sup>39</sup> Interview with Mr. Arun Manuja, Head, Administration and Finance, WFP, New Delhi. 25 Oct 2000.

to further their objectives through the state government and central government food aid schemes.

Hence, they will have to help improve the co-ordination and management network of the government agencies. In Orissa this is clearly not happening. Hence, after fifteen months of the cyclone, the only real rehabilitation work is being carried out by NGOs. Local people have more trust in them to better their lives after the cyclone <sup>40</sup>

## **GUJARAT EARTHQUAKE**

The earthquake that devastated Gujarat on 26<sup>th</sup> of January, 2001 wiping out 90percent of Bhuj district, along with Anjar, Rapar, and Bachchau reduced to ruins. An estimated 25,000 people were killed.<sup>41</sup> 35,000 were severely injured in which had many were in a critical condition. The final toll was between 25,000 to 30,000<sup>42</sup>. The scenes of death and destruction dominated media reports, T.V. broadcast for almost 15 to 20 days. It was one of the biggest quakes ever to have hit South Asia. The entire administrative machinery of the state was in disarray. Due to lack of a disaster management office, the people themselves had to become their own helpers. The army and the airforce were the first to start out relief and rehabilitation work. The response of the international community to the quake was immediate. Relief material was flown in from various countries including Britain, Israel Iran, USA, Russia, Turkey, Belgium, Pakistan, and Australia.<sup>43</sup>

The Kutch district remained without supply of power and water, and faced an acute shortage of essential supplies, medical and other necessities. The

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<sup>40</sup> Kuldip Nayar

<sup>41</sup> Manas Dasgupta, "Quake toll crosses 10,000m", *The Hindu*, 28 Jan, 2001. Pg.1.

<sup>42</sup> Ibid.

<sup>43</sup> BBC news network, 27. Jan. 2001,



destruction of the civil hospital in Bhuj also made relief work difficult in the absence of other medical installations and because of acute shortage of equipment.<sup>44</sup>

The following is a rough estimate of the cost:

- (1) Damage to buildings and construction related cost—Rs.12, 000 to Rs 15, 000 crores.
- (2) Loss of infrastructure - Rs. 15,000 crores.
- (3) Loss due to absence of workers at Kandla port every day Rs. 1.5 crores.<sup>45</sup>

Gujarat, being the second most developed state in India, had a growth rate of 10 per cent per annum and contributed Rs. 2, 300 crore of direct tax revenue, accounted for nearly 30 percent of India's export, with four ports handling one fourth of the nation cargo and is home to the world's largest grassroots refinery. It contributes 11 percent of India's GDP.<sup>46</sup>

More than the physical devastation, natural calamities often scar the collective psyche of the entire community. Timely and efficient relief and rehabilitation programme is essential. Although relief workers, teams of doctors, rescue workers, food, blankets, make shift tents, houses, water, or any other help reached Gujarat within 24 hours, the administrative machinery failed at managing the crisis adequately. In a country prone to natural disasters, there is no disaster management board in the administrative machinery of the government. It was here that an organisation like WFP had a major role to play. It can provide policies for

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<sup>44</sup> Manas Sasgupta,op.sit.

<sup>45</sup> Santam Ghosh and Bhushan Ranjit, "From Scratch, Gujarat – Jan 26, 2001", *The Outlook*, 10 February, 2001.Also see estimates by CII and FICCI.

<sup>46</sup> Out look, Tab. 10 pg 16.

better disaster management as well as in distribution of relief material. The response of the Indian government was quick but disaster management needs to be speedier if lives have to be saved. A government official in Kutch said that relief workers who had experiences from previous disasters like cyclones should be retained. Officials who did a good job during the cyclones have been posted to other departments and hence it was difficult to mobilise them during the quake <sup>47</sup>

WFP has undertaken a four month \$4 million operation to support the ICDS system and meet special nutrition need of women and children by providing nutrition fortified food to 300, 000 people in 5 most affected districts (15 blocks) of Gujarat. WFP has purchased 634 MT of biscuits for distribution in Gujarat through ICDS, the district collectors, SEWA, CRS, the Salvation Army and Mahila Vikas Sangthan. WFP also launched a special operation to support the logistic capacity and is co-ordination of the U.N system response. A United Nations Joint Logistic Centre has been established with participation from UNICEF, government relief officials and other agencies. The UNJCC is located in Bhuj, on the site previously occupied by the search and rescue teams. The purpose of the centre is to act as an information platform for logistics information and co- ordination. Such aspects as price control for labour and transport is currently being co-ordinated by the UNJLC. It is co-located with the main WFP response contingent and there also been mutual support between the UNJLC and the OSOCC.<sup>48</sup>

The response of WFP to the Gujarat quake has to be co-ordinated and maintained after the initial fervour of the earthquake dies down. The affected people need more help and care afterwards to relocate their livelihood. The relief

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<sup>47</sup> Tim McGirk, "Tremor Mortis", *Time Magazine*, Feb 5, 2001, P. 17

<sup>48</sup> <http://www.wfp.org>

and rehabilitation operation has to be maintained with zeal and ardour and not allowed to collapse as it did in the case of the PRRO 6220.00, Orissa. More personnel and well-trained government officials have to be utilised for better results. There can be little argument for maintaining stocks for such situations given the cost involved and in India case, given the large reserves it carries. It is the recurring theme of disasters and its impact on the poor where the rationale for WFP' food aid for development can play a critical role. For areas with a susceptibility of recurring disasters, flood or drought, the most effective method is by making the recurring incidence of such a disaster a factor in the assessment of the vulnerability of the area and its population and therefore an area of WFP operations.<sup>49</sup>

#### **Certain Future Strategies and Solutions to WFP's Operational Problems in**

##### **India:**

- (1) The most important aspect of WFP's efficient working for the future is for the country office to work in close collaboration with the government. In fact, three principal strategies can be followed (1) The first covers the specific dimension of WFP's own food assisted development programme. This should aim at specifically improving the dire nutritional status of children and women in India. Expansion of the ICDS programme must be involved.<sup>50</sup>
- (2) The second should aim at supporting improvements in the productive or social capabilities of families through actions that increase income, food consumption, education and asset generation in the community as a whole

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<sup>49</sup> Ibid.

<sup>50</sup> Sterling Wortman and Ralph. W Cumming Jr., *To Feed this World, The Challenge and the Strategy*, Baltimore and London, John Hopkins University Press, , 1988, pp. 233 to 271

and on effective economic empowerment of women. The strategy would be to aim at a convergence of the current programme into one people focussed, area based approach.<sup>51</sup>

- (3) The third dimension would be the adoption of an explicit advocacy programme induce appropriate policies and resources to directly address the gender dimension of nutrition in India as well as that of providing greater food security and poverty alleviation for the poor and the hungry, WFP will have to build its capacity for carrying the debate on hunger, food insecurity and female discrimination to the highest levels of policy making, media scrutiny and academic attention within the country<sup>52</sup>

More importantly, WFP's advocacy role with reference to policy questions in existing programmes becomes most critical such as making ICDS policy more flexible with regard to specific conditions and needs and expanding coverage into remote, less densely populated regions that cannot meet AWC threshold conditions. In addition, it could extend to providing other donor agencies information on the major incidence of hunger and malnutrition through, for instance, the creation of a food insecurity map, and joining or inducing other agencies to operate in the same areas so as to create a synergy in the fight against hunger.

WFP might also play a useful role in initiating information flow "downwards" to the Panchayati Raj institutions and village communities where future WFP programme are likely to operate<sup>53</sup>

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<sup>51</sup> See World Food Programme, Review of Country Programme, India 1997 – 2002. New Delhi 1999 P 1 to 10.

<sup>52</sup> Ibid.

<sup>53</sup> Ibid.

But advocacy is not only about engaging in public discussion. Advocacy requires more effort to persuade national and state authorities to prioritize their own resources for action. It should aim to focus more attention on remote regions and marginalized people, and to co-ordinate mechanisms across agencies and sectorial links that can continue to operate even once WFP has moved on. Engaging all stakeholders is important in order to sustain policies and programmes.

**CHAPTER V**  
**CONCLUSION**

## Chapter V

# CONCLUSION

The United Nations Declaration on Human Rights, 1948 included the right to food in the second generation of human rights. (Covenant on Economic, Social, and Cultural rights, art 11.2) However this right to adequate food and shelter for everyone is not simply a matter of a duty on the part of one's state not to have policies that may lead to starvation, but to have positive policies which would ensure an equitable distribution of world's food supplies in relation to need.

The World Food Programme has evolved since its inception in 1963. The organisation independently sought to pursue policies and programmes that would increase Indian awareness about the food situation in this country. The WFP is also a multilateral food aid agency established with the sole purpose of improving the food condition in third world countries. As the UN was under the influence of the cold war which hampered its impartial functioning as an organisation of sovereign states due to the super power rivalry and ideological differences within different blocks of states in the UN, so the same may be understood about the lack luster approach of WFP in its functioning in the 1970s and 1980s in India as it was under the influence of the western European countries who were under the impression that India was a Soviet ally. Jawaharlal Nehru was an admirer of the Russian revolution of 1917 and declared India to be a follower of democratic socialism and Indira Gandhi was pro Soviet as it was in India's best interest according to her. This sustains the fact that in humanitarian intervention, the role of ideological orientation plays a strong influencing role, much more than universal notions of the rights of man. After the cold war ended, WFP assumed a

much more responsible role in carrying out a campaign of mass awareness on food security issues in India as well collaborating with government sponsored programmes in this area. However as most UN agencies, WFP too was handicapped by

- 1) The shortage of funds.
- 2) Lack of organizational setup and the ability to formulate long term plans

The hypothesis "The World Food Programme has been partially successful in dealing with the food security situation in India" has been tested and verified.

WFP has been successful in the states of Rajasthan, Orissa, Gujarat, Uttar Pradesh, Madhya Pradesh, and Kerala to create awareness about the condition of starvation in their area and solutions have also been outlined though not on a war footing. Food for Work programmes has also been successfully launched.

However, as it has been analysed in this dissertation, food aid programmes could not have an impact on the needy states due to the meager amount supplied and lack of logistic support.

The hypothesis "There is a need for changes in aspects of the administrative structure of WFP to improve its functioning in India " has been tested and verified.

In conclusion, certain strategies are suggested to improve WFP's functioning in India.

- 1) The role of the Food aid committee should be strengthened and the strategies suggested by it should be given due weightage.



- 2) At the level of the donor countries as well as UN agencies, hunger should be given an equal footing along with other major areas of gender, refugees and decentralization.

It is critical to establish partnership with other donor countries for co-supporting specific programmes or projects.

- 3) The future focus of WFP in India should be more people centred. The human resource ministry and department of agriculture should do better co-ordination of programmes between WFP and the central government in particular.

In the state level, the ICDS should be more active and efficient. The role of co-ordination at the local and district level can be through the district magistrate, which in the case of Jhabua was very successful.

- 4) Despite general acceptance of the incidence of hunger and poverty in the country, there is limited information and agreement over its location and explanatory variables.

There is the pressing need to generate relevant and reliable information. WFP itself can play the role in determining what kind of information and data are not available. This can ensure that initiatives are not based on a limited understanding of hunger.

- 5) WFP should organise seminars and workshops with a variety of agencies at the national, state and district level to generate a greater focus on the poor and hungry. An environment should be created which places the eradication of hunger as the primary goal of development.

- 6) The two dimensional organizational structure of the country office needs to be modified to reflect one area based approach.

At the national country office, Delhi, there should be one unit for the co ordination of activities. A sub office at each state level, that would shoulder greater responsibilities within the state in which it operates.

WFP India office should also put forward the problems of the Indian food security system with much more conviction, substantiated by background facts in international forums and in its head office in Rome.

With certain structural changes, better co ordination, adequate financial support and commitment especially on the part of the Indian government, WFP can and should play a major role in improving the food situation in India.

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