

West Bengal Health Systems Development Initiative

Draft Terms of Reference for support to the Department of Women and Child Development and Social Welfare

Public Expenditure Tracking Survey (PETS) for Nutrition, 2008

1.0 Background

- 1.1. The Government of West Bengal (GoWB) is committed to providing effective and sustainable health and nutrition services to all its citizens especially the poorest and the most vulnerable. The Health Systems Development Initiative (HSDI) is a five year reform and investment programme that focuses on improving health and nutrition outcomes, particularly maternal and child health, in the state. The HSDI is supported by the Department of International Development (DFID), Government of UK.
- 1.2. Recognising the central role of nutrition in improving these outcomes and achieving the health goals, the GoWB and DFID have included Nutrition in the HSDI design and plan to focus on the six poor performing districts initially¹.
- 1.3. The Department of women and child Development and Social Welfare (DWCD) of the Government of West Bengal is mandated to look after nutrition issues and implements the centrally sponsored Integrated Child Development Scheme (ICDS) in the state.
- 1.4. DWCD has drafted a State Nutrition Strategy, 2007-16 to combat under-nutrition which aims to 'improve the nutritional health of all the people especially the poorest and those in greatest need through inter- sectoral collaboration'. The objectives of the strategy are:
 - i. To reduce under-nutrition including micronutrient deficiencies particularly in women and young children as a prerequisite to good health for all;
 - ii. To ensure uninterrupted and quality delivery of ICDS in collaboration with Primary health care services and Panchayati Raj Institution (PRI) particularly to the nutritionally vulnerable, poor and excluded groups;
 - iii. Enhance inter-departmental convergence to address the various issues underlying of malnutrition including food security and safety, access to health care, water safety, sanitation, empowerment of women, education etc.
- 1.5. The five immediate priorities are:
 - i. Targeting the most vulnerable groups of the population
 - ii. Improving the quality of ICDS – to achieve 'universalisation with quality'.
 - iii. Promoting convergence to ensure availability of services, inter departmental collaboration and community participation
 - iv. Empowering the community & family to adopt sound nutrition practices particularly for the most vulnerable.
 - v. Strengthening M&E to ensure that programme remains on track
- 1.6. DFID has engaged a Technical Assistance Support Team (TAST) to provide support to the GoWB in implementation of its health and nutrition strategies. TAST is authorised to procure additional technical expertise, as needed by the GoWB.

¹ Malda, Uttar Dinajpur, Dakshin Dinajpur, Murshidabad, Purulia and Coochbehar are the districts with the highest level of health deprivation. District Development Report for West Bengal, Samuel P. et al 2004

2.0 The Context

- 2.1. DWCD implements the Supplementary Nutrition Programme (SNP) through its ICDS network in the state. SNP provides supplementary food to children below 6, pregnant and nursing women, adolescent girls, and malnourished children from low-income families to bridge the gap between dietary intake and requirement. The SNP seeks to provide certain minimum calories and proteins to the target population for 300 feeding days annually.
- 2.2. The procurement of raw materials for SNP is centralized for the non perishable food items including rice, pulses, edible oil, salt etc and is done through the State owned West Bengal Essential Commodities Supply Corporation. (WBECSC). Anganwadi Workers (AWWs), buy vegetables, eggs and condiments locally and distribute cooked food to the beneficiaries.
- 2.3. Expenditure on SNP has increased fourfold between financial year 2003-04 to 2006-07 and it now forms 44% of the total ICDS budget². As part of the nutrition strategy, DWCD plans to strengthen ICDS delivery as well as make substantial investment in infrastructure for Anganwadi Centres (AWCs).
- 2.4. GoWB now seeks to undertake the Public Expenditure Tracking Survey (PETS) to track whether budget allocated for the ICDS SNP and infrastructure development activities at various levels match the intended purpose for which it was meant. The study will identify improvements which could enhance the effectiveness of funds being spent by the department.

3.0 Objectives

- 3.1. The long-term objective of this initiative is to assist the state government's public expenditure management and governance reforms, consistent with the state's development goals of improving social outcomes and reducing poverty, along a fiscally sustainable path.
- 3.2. The objectives of the study are to:
 - (i) Identify the constraints and key distortions that affect public expenditure during the process of
 - Reaching the intended beneficiary with Supplementary food under ICDS;
 - Executing development and infrastructure works for ICDS;
 - (ii) Provide specific recommendations on how to enhance efficiency of the procurement, distribution and construction process;
 - (iii) Examine inefficiencies relating to quality of food provided and availability of facilities.

4.0 The Scope of the study:

- 4.1. The study should be carried out in three sections as follows:
 - Part A: Review of financial and procurement systems;
 - Part B: Review of construction / infrastructure activities undertaken by DWCD;
 - Part C: Assessment of delivery systems for supplementary food under ICDS.

Part A. Review of Financial and Procurement Systems

² DWCD MTEF 2007-08 to 2011-12

4.2. The task would be to review of the financial management and procurement systems in DWCD in order to identify areas for improvement and strengthening. This would include review of the following:

Organisational structure

- Prepare an organisation chart, which clearly delineates the roles and responsibilities of each player with respect to their financial powers and authorities with clear depiction of roles and responsibilities between the State Department, Central Ministry, District Administration, GP, NGO/ SHG, AWCs etc;
- Review and analyse the existing situation of fund/ resource transfers to the AWC develop a detailed fund flow mechanism chart;
- Construction activities (detailed in Section B)
- Identify areas of leakages, loopholes and delays in flow of funds / resources/ commodities and suggest feasible improvements.
- Analyse internal audit systems and make suggestions on how to fine-tune it to address the requirement of audit (with special focus on any audit mechanisms and how it was performed) in the current fund flow mechanism

Procurement Procedures

- Review and analyse the procedures for procurement / replenishment / replacement of basic AWC equipment and supplies. This will carried out for newly opened AWCs and for existing AWCs (the facility level information will be collected as part of the survey Part C)
- Review and analyse process of procurement for supplementary nutrition programme including role of West Bengal Essential Commodities Supply Corporation
- Suggest improvements based on the above review and analysis.

Part B: Review of construction / infrastructure activities undertaken by DWCD;

4.3. This part of the study will be carried out on a sub set of the sample for Part C and will primarily focus on construction of buildings for AWCs. It will include a survey of construction works initiated with DWCD resources/grants and newly constructed Anganwadi centres with collaborative resources in survey areas. The specific areas of study will include :

System for Fund flows

- Organisational/ institutional systems for executing construction activities in DWCD linkages with PRI system and fund flows. (to be done along with the review in section A)
- Delays and distortions in the fund flow mechanism

Progress and bottlenecks

- The progress of construction activities (part of survey in section C)
- Bottlenecks in utilisation of funds / executing activities
- Suggestions for improvement.

Part C: Assessment of delivery systems for supplementary food under ICDS.

4.4. The scope of the study will include tracking the flow of resources from the point of origin to the end user. The survey will compare actual and intended resource allocations at all levels, starting from central government, through the GoWB down to the AWC. In the last two years there has been a rapid expansion of AWCs; from 55,0000 to 91,0000

(approximately). The survey should include a sub sample of newly opened AWCs. The study should look into the following aspects:

Tracking of Supply Chain

4.5. The supply chain for supplementary nutrition programme includes funds and raw materials flowing through various layers of the government to reach the Anganwadi Centres. The study will track the flow of resources from central government, through the GoWB, from the AWC and to the final beneficiary. It will include both the raw materials procured centrally and those procured locally. The exercise will be carried out both for the flow of funds and the flow of food grains

4.6. The objectives are to:

- Quantify the extent of leakage, if any, and the effectiveness in the utilisation of funds / resources provided at various levels;
- Depict the procurement authorities at various levels till the level of AWCs, particularly with the objective of clearly identifying the flow of raw materials / fund flows and any other procurement system in practice;
- Identify the mechanism of resource flow and quantify the time taken at each level and suggest mechanism to improve it;
- Identify causes of leakages and delays, if any, and provide recommendations for improvement.

Examination of Anganwadis

4.7. Since the Anganwadi is the focal point of service delivery under the SNP, the survey will study the working of an Anganwadi Centre. The objectives are to examine:

- Whether raw materials and resources are available to AWCs on time
- Number of days SNP is distributed per month over the last one year.
- The perceived adequacy of facilities available to Anganwadis – this will include the whole process starting from identification of beneficiaries, criteria used to actual distribution and consumption by beneficiary.
- Availability of equipment, stationery and kits at AWCs, and procedure for supply/ replenishment/ repair etc.
- The terms and conditions of service of AWWs and AWHs including opportunities for capacity enhancement and their relationship with delivery of services from AWC.

Survey of beneficiaries

4.8. The beneficiary is the end recipient of the service and the aim of the beneficiary survey will be to find out users views on

- Frequency, quality and quantity of services received
- Knowledge of scheme and expectations

5.0 Methodology

5.1. One part of the survey will be to collect, review and analyse information at state level; this will pertain to all sections related to systems review, policy and intended use of funds and resources.

5.2. The second part of the study will be an extensive field based exercise and its objective will be to bring out practical issues and constraints to flow of resources and funds and their impact on delivery of services. It is described in detail under Part C. It will involve reviewing records at all levels, consultations with ICDS staff and workers at each level, district, block, supervisory, AWC and beneficiaries.

Part A. Review of financial management systems

- This part of the study will involve collection of information at State level from DWCD.
- Discussions with personnel at different levels (this will be combined with survey of Part C)

Part B. Review of construction activities

- This section will require a review of policy etc at state
- The field survey under this activity will be carried out on a sub sample of the sample for Part C.
- The sampling frame should include at least two blocks and 2 construction sites per block. The block Panchayat Samiti has been given the responsibility for construction works the study will include a sample of PRI and others responsible for carrying out the construction.
- The review of construction activities will also include an appraisal of recently completed construction sites from areas under survey. (to be decided in consultation with DWCD). This appraisal will include quality of construction, source of funds, facilitating factors, impact on services.

Part C. Assessment of Supplementary Nutrition Program of ICDS

- This section will also include review of policy and will focus specifically on the supplementary nutrition programme of ICDS. An extensive field based survey will be carried out to study the flow of funds and resources.
- The survey methodology will include the collection of both primary and secondary data. Interviews, focus group discussions and observation will be used to collect primary data from beneficiaries whereas the secondary data will be used to study the flow of resources and information and to find out triggers for action at any level. Assessment of AWC capacity will be made by interviewing the AWW, inspection of premises and observations .The consultant is required to detail out the methodology for achieving the objectives of the survey and conducting the tasks outlined below

6.0 Tasks

6.1. In collaboration with DWCD and TAST carry out the following tasks:

Developing a Sampling frame:

- The survey will be conducted in 6 out of the 18 districts in the state. Within a selected district all the blocks will be included and from each block 3-4 AWCs will be sampled. At each AWC at least 10 households will be included in the survey.
- The sampling framework must be developed based on the pattern of proportional representative sampling that can be used for comparisons across districts, states and over time.
- The sampling frame must take cognizance of the following:
 - HSDI inputs are focused on 6 poorest performing districts.
 - A large number of new AWCs have been established over the last two years; the sub-sample for review of construction activities should include these.

Development of research instruments

- Develop, pretest and finalise the research instruments according to the specific needs of the survey. The instruments should be translated to Bengali and accompanied with field guides.

Field survey:

- Mobilise and train an adequate number of field enumerators and supervisors ;
- Develop a detailed field instruction manual for the questionnaires and checklist for the enumerators and supervisors.
- Train the field and data entry teams and ensure good supervision at every step.
- Develop and execute a process of ensuring quality and reliability of field data, including spot checks.

Data Management:

- Coding of questionnaires, data entry and data cleaning.
- Accuracy of data entry by the use double entry data keying (i.e. entering the same questionnaire twice by two different persons to identify the errors)
- Data triangulation between various sources and records and the various levels of the supply chain;
- Analysis Plan Data tabulation should be finalised in consultation with DWCD/TAST. The analysis should be carried out using suitable statistical software

Report Writing

- Write a report presenting the methodology, main tabulations, main findings and recommendations.

Dissemination of findings

- Participate in a workshop to discuss and disseminate study findings.

7.0 Team

7.1. The core team should have experience/ expertise in financial analysis with respect to development projects, social research and sample selection methods. The core team members' time and responsibility for the survey should be clearly spelt out at the outset. The team must have a full time survey coordinator for the duration of the survey.

7.2. In addition, the core team will be responsible for contracting enumerators, translators, field survey staff, and other staff required for the study.

8.0 Reporting

8.1. The core team and coordinator will maintain close contact and regular communication with TAST and DWCD throughout the duration of the survey.

9.0 Time frame

9.1. The final Survey report should be completed within 4 months from the start of the assignment.

10.0 Outcome and Deliverables

10.1. The final report, with methodology and main findings, will highlight the key problems and propose solutions—distinguishing between weaknesses that can be addressed with short-term interventions and those that require more policy level changes. Any positive or good practice examples should be highlighted and analyzed in order to provide concrete recommendations for improvement of scheme interventions

10.2. The other key deliverables shall be:

- Timeline/ work plan with detailed activities within one week of start of the assignment.
- A sampling plan with list of AWCs and district and block level functionaries to be included in the survey.
- An inception report at the end of the third week .
- Draft Report presenting the methodology, main findings, and reasons for various discrepancies and recommendations for improvements in administrative systems to deal with them – within 3 months from start;
- Soft copies of the report and data used for the analysis should be handed over to TAST
- Final report based on feedback on the draft report – within 4 months from start.