OXFAM NOVIB

Synthesis Report on the Core Country Programme Evaluation (CCPE) for India, 2007

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Acknowledgments

This Synthesis Report is based on nine sector papers, a report on Oxfam Novib's strategic positioning in India, and an approach paper. The sector papers, each of which can be used as stand-alone evaluation report on the particular sector, are written by individual consultants and are appended to this document:

Sector Paper on Self-Help Groups/Micro-Finance, by Ms. Revathy Rugmini with assistance from Mr. Ramesh Arunachalam

Sector Paper on Natural Resource Management, by Mr. Chelladurai Solomon

Sector Paper on Private Sector Engagement, by Ms. Sandra M. Libunao

Sector Paper on Trade and Markets, by Ms. Sandra M. Libunao

Sector Paper on Health, by Ms. Vimala Ramachandran

Sector Paper on Education, by Ms. Vimala Ramachandran

Sector Paper on Disaster Response and Preparedness, by Mr. Chelladurai Solomon

Sector Paper on Social and Political Participation, by Mr. Chelladurai Solomon

Sector Paper on Gender and Diversity, by Ms. Revathy Rugmini

Ms. Sandra Libunao wrote the Approach Paper and the report entitled "Oxfam Novib's Strategic Positioning."

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Abbreviations

AP	Andhra Pradesh
ASC	Adivasi Solidarity Council
ASER	Annual Status of Education Report
ASHA	Accredited Social Health Activist
ASI	Anti-Slavery International
AVA	Association for Voluntary Action
AWID	Association for Women's Rights in Development
BODH	Bodh Shiksha Samiti
CAF	Counterpart Analytical File
CBO	community-ased organization
CC	core countries/country
CCPE	Core Country Programme Evaluation
CEDAW	Convention on Elimination of All Forms of Discrimination against Women
CEHAT	Centre for Enquiry into Health and Allied Themes
CFA	co-financing agency
CFM	Community Forest Management
CHA	Consortium of Humanitarian Agencies
CP	Counterpart
CPF	Centre for People's Forestry
CSO	civil society organization
CSR	corporate social responsibility
CUTS	Consumer Unity & Trust Society
CWS	Centre for World Solidarity
CYSD	Centre for Youth and Social Development
DHAN	Development of Humane Action
DMA	Disaster Management Act
DMG	Disaster Management Group
ESG	Evaluation Steering Group
FGD	focused group discussion
FICCI	Federation of Indian Chambers of Industries
FIR	First Information Record
FOEI	Friends of the Earth International
GCAP	Global Call Against Poverty
GCE	Global Campaign for Education
GDP	Gross domestic product
GDS	Grameen Development Services
GEAG	Gorakhpur Environmental Action Group
GER	Gross enrollment ratio
GFATM	Global Fund to Fight Aids, TB, and Malaria
GNP	Gross National Product
GRAIN	Genetic Resources Action International
GRAM	Gram Abhyudaya Mandali
GRANITE	Grassroots Reach-out and Networking in India on Trade and Economics
HCT	Humanitarian Coordinating Team
HIV and AIDS	human immunodeficiency virus and acquired immune deficiency syndrome
HRFDL	Human Rights Forum for Dalit Liberation
IATP	Institute for Agriculture and Trade Policy

ICI	Indian Chamber of Commerce
IFA	India Foundation for the Arts
IMR	infant mortality rate
INAFI	International Network of Alternative Financial Institutions
IRDA	Insurance Regulatory and Development Authority
ISTC	Inter State Trade Council
JFM	Joint Forest Management
KGBV	Kasturba Gandhi Balika Vidhyala
KII	key informant interview
LIW	Landelijke India Werkgroep or India Committee of the Netherlands
MDG	Millennium Development Goals
MF/SHG	Micro-Finance/Self-Help Group
MFI	Micro-finance Institution
MMR	maternal mortality rate
MOHFW	Ministry of Health and Family Welfare
MTF	Make Trade Fair
MTP	medical termination of pregnancy
MVF	M. Venkatarangaiya Foundation
MYRADA	Mysore Resettlement and Development Agency
NABARD	National Bank for Agriculture and Rural Development
NAC-DIP	National Advocacy Council for Indigenous People
NACO	National AIDS Control Organisation
NAP	National Agricultural Policy
NBFC	non-banking financial companies
NCDHR	National Campaign for Dalit Human Rights
NCSC	National Commission for Scheduled Castes
NCST	National Commission for Scheduled Tribes
NDF	National Dalit Forum
NDRF	National Disaster Response Force
NESA	New Entity for Social Action
NFHS	National Family Health Survey
NFSTG	National Federation of Small Tea Growers
NGO	nongovernment organization
NIDM	National Institute of Disaster Management
NIPDIT	National Institute for People's Development, Investigation and Training
NPEGEL	National Programme for Education of Girls at the Elementary Level
NP-NSPE	National Programme of Nutritional Support to Primary Education
NREGA	National Rural Employment Guarantee Act
NRHM	National Rural Health Mission
NRM	natural resource management
NST	Nagarika Seva Trust
OAUS	Oxfam Australia/also OCAA
OCAA	Oxfam Community Aid Abroad/also OAUS
OGB	Oxfam Great Britain
OI	Oxfam International
PANI	People's Action for National Integration
PESA	Panchayat Extension for Scheduled Area
PGVS	Pragati Gramin Vikas Samity
PIC	Partners in Change
PIL	public interest litigation

PLHA	People Living with HIV and AIDS
PMC	People's Monitoring Committee
PNDT	pre-natal diagnostic techniques
PPC	policy and practice change
PRI	Panchayat Raj institution
PSE	private sector engagement
PSU	public sector undertaking
PTA	Parent-Teacher Association
PWDA	persons with different abilities
RLEGP	Rural Landless Employment Guarantee Programme
RTI	right to information
SAAPE	South Asia Alliance for Poverty Eradication
SAMA	Sama Resource Group for Women and Health
SAN!	Stop AIDS Now!
SAWTEE	South Asian Watch on Trade, Economics, and Environment
SC	scheduled caste
SCO	strategic change objectives
SectP	sector paper
SectW	sector workshop
SEZ	Special Economic Zones
SHG/MF	Self-Help Group/Micro-Finance
SIDUR	Society for Integrated Development in Urban and Rural Areas
SOE	State Owned Enterprise
SPM	Strategic Portfolio Management
SPP	social and political participation
SRUTI	Society for Rural, Urban and Tribal Initiative
ST	scheduled tribe
STAR	South Asia Trade and Agriculture Campaign
STD	sexually-transmitted diseases
TAHA	Trafficking and HIV and AIDs
TN	Tamil Nadu
TOR	terms of reference
TWN	Third World Network
UP	Uttar Pradesh
VSS	Vana Samarakshna Samiti /Forest Protection Committee
WEDO	Women's Environment and Development Organisation
WHO	World Health Organisation
WMW	World March of Women
WSF	World Social Forum
WTO	World Trade Organisation
YUVA	Youth for Unity and Voluntary Action

Executive Summary

India is one of Oxfam Novib's 19 core countries, where five basic rights are supported to contribute to sustained changes in the lives of people suffering from poverty, insecurity, and exclusion. The core country programme evaluation was conducted in India in 2007 where Oxfam Novib had invested €47,492,000 from 2002 to 2006. The evaluation aims to report on the achievements of the core country strategy of Oxfam Novib, and its contributions to policy and practice changes (PPCs) and strategic change objectives (SCOs).

The Evaluation Team is composed of an international independent consultant team leader and four local independent consultants. They gathered data from 34 counterparts, 6 Oxfams, 1 Dutch Co-Financing Agency, 79 key informants, 13 regional and global networks, 70 men and women from target communities, and 120 people from the private sector, government and multi-lateral agencies, and civil society who participated in eight sector workshops.

India is one of the fastest-growing world economies. Economic reforms, privatisation, and globalisation have increased the role and impact of the corporate sector. However, a host of problems accompany India's growth. Economic growth is restricted to certain sectors in urban areas, but 70% of the population live in rural areas, and directly or indirectly depend on a weakening agriculture. Economic expansion has reduced access to natural resources like water, land, and forests for a number of people. Access to education and health services has deteriorated. By 2007, India had 2.147 million people with HIV. Disasters continue to threaten livelihood, increasing the vulnerability of the poor and of women. Communal violence has claimed many lives, and has led to further marginalisation of the Muslim minority. Communal prejudices and potential tension are present across all sections and regions of India. Despite a constitution that provides for women's right to equality and non-discrimination, gender imbalances still occur. Of the 400 million people living below US$ 1 per day, the majority are women. Indians, mostly Indian women, comprise almost half of the 1 billion illiterates in the world; the decreasing female-to-male population ratio implies that some 20 million to 25 million women are "missing" due to foeticide and infanticide. Even in the more affluent regions of India, legal discrimination against women in land and property rights as well as in the working place, under-representation in governance and decision-making positions, and violence inside and outside the family persist. All these show that legislation is not enough to correct imbalances; public pressure, national commitment, and behavioural changes are needed.

The evaluation results highlight the significant contributions of Oxfam Novib and its counterparts (CPs) to visible PPCs that address India's socio-economic-political problems.

The self-help groups/micro-finance (SHGs/MF) programme has gained national significance. Banks consider the SHG-bank linkage as a viable business proposition. The SHG-bank linkage model of Development of Humane Action (DHAN) merits special reference. DHAN and other CPs influenced the design of policy-making bodies for pro-poor policies and programmes. CPs have integrated agriculture into micro-finance by lobbying banks to extend credit for agriculture-based activities, and contributed to the increased access to land and forest produce. The CPs also lobbied for the recognition and protection of the rights of Adivasi, Dalit, and forest dwellers. CPs contributed to soil

and water conservation in Orissa, Andhra Pradesh, Bihar, Tamil Nadu, Karnataka, and Madhya Pradesh by promoting the adoption of sustainable agricultural practices. A few CPs advocated land rights in Bihar and Tamil Nadu, with some success. More states are giving land titles to husband and wife, women farmers, and single and widowed women. CPs are recognising the private sector's role in development and are engaging that sector to adopt more responsible practices for the communities, the environment, and their employees. The World Trade Organisation (WTO) cells in eight states provided field-based inputs to the Department of Commerce, for more recognition of the concerns of the poor, and for pro-poor trade policies.

Pratham's work in education has gained national significance. With other CPs, it contributed in introducing the Right to Education bill (2002—2004) and various legislation and government orders to eradicate child labour.

CPs contributed in different degrees to improving access to health care services, and improving the health status of target populations. In recogniton of the vulnerability of women who are not part of any high-risk group, gender has been the focus in the struggle to contain HIV and AIDS through sustained advocacy and education. CPs were involved in disaster relief and rehabilitation activities, and helped sensitise authorities to be more inclusive and accountable during such activities. Farmers adopted new agricultural practices to prevent and manage flooding and waterlogging in drought-prone areas.

CPs helped build and promote civil society organisations as platforms for social and political participation at village, district, state, and national levels. People's organisations contributed in democratising the systems and practice for better delivery of livelihood resources, and mitigating discrimination and violence. "Kissan" (farmer) credit cards are now issued to women, and Dalit women SHGs are recognised as bankable and creditworthy.   Many more girls are enrolled and attending elementary schools. Community-level interventions to enhance girls' participation in education have yielded positive results. More women attend and participate in village education committees and meetings, and are elected into panchayat (local government) positions.

There is increasing recognition for the rights of women and cultural minorities. There is also increasing recognition that violence against women is violence in society.

The preceding achievements were supported by Oxfam Novib's strategic interventions. Working with large, well-established CPs ensured more possibilities for contributing to PPCs. Through model building, policy advocacy, and forging linkages with government (national and state), the private sector, and other nongovernment organisations (NGOs), CPs contributed significantly to PPCs. Oxfam Novib's enabling of CPs to play a catalytic role and to work with government in a sustained manner is strategic. Allowing for diversity in addressing the same issues and problems speaks well of the quality of Oxfam Novib's strategic positioning. Oxfam Novib is a responsible donor, with its significant financial support enabling upscaling of programmes and developing capacity, and its management and funding policies and systems.

Nevertheless, there are still areas that need improvement.   The work on natural resource management (NRM), private sector engagement, and trade and markets is too broad; a focus is needed if Oxfam Novib wants to see changes of national significance. Emphasis on inclusion of Dalit, Adivasi, and Muslims should be greater. Such an emphasis should be backed by data from the CPs. Oxfam Novib aims to mainstream HIV and AIDS awareness and gender in CPs' organisations and programmes, but results have been

uneven. Gender and HIV and AIDS are not well articulated in the language of all CPs. Gender and social equity issues are deeply embedded in culture and must be addressed with a framework that can capture heterogeneous socio-economic-religious realities and multiple disadvantages.

Oxfam Novib's focus on northern India is justifiable, but there is still a lot to do in the south, with its vulnerable groups (homeless urban people, landless agricultural workers) and emerging areas (water, right to water, value chain interventions for trade and market) that are important in the north as they are in the south.

Oxfam Novib's role in lobbying is generally unclear to most stakeholders, but for those who have had closer contact with Oxfam Novib as a lobbying organisation, international campaigns are seen to have a positive impact on its work in India. The CPs' work on the ground has not been fully linked to lobby and campaign. Oxfam Novib's role in lobbying must be clarified and communicated to stakeholders.

To conclude, achievements are evident. Achievements in promoting SHG/MF and basic education are of national significance while achievements are state specific in NRM, health, and disaster management. The promotion of social and political participation is the backbone of these achievements. The factors that contribute to these achievements are the ability of CPs to build appropriate models of change, ability to lobby and engage the government and other NGOs, and the credibility of the leaders and the organisations. In addition, Oxfam Novib's long-lasting support for different approaches is crucial to the achievements.

The following recommendations are forwarded. Develop strategies for NRM, private sector engagement, and trade and markets; such strategies should allow for different approaches**.** Develop better reporting mechanisms to capture the inclusion of Dali, Adivasi, and Muslims. A more emphatic approach in mainstreaming HIV and AIDS awareness and prevention is needed. Address cultural and religious norms that justify gender inequality and promote existing cultural and religious norms that emphasise gender equity. Culture plays a progressive role in improving women's status or in preserving the inequalities that exist. Cultural forms are ways for communities to grapple with changes ideologically and provide safe zones for them to learn ways of responding. We suggest that Oxfam Novib and CPs develop interventions with culture in mind to supplement the current work on promoting gender equity.

To improve Oxfam Novib's management practices, ensure that an overall strategy for India is crafted with consultations with CPs, and regional and global networks. All Oxfam Novib staff should be consistently guided by such a strategy. Oxfam Novib should invest more time in facilitating coordination between CPs and campaigns, and coordinate efforts to be able to sustain campaigns.

I. OVERVIEW OF THE CORE COUNTRY PROGRAMME EVALUATION IN INDIA

1.1 Introduction

In 2003, Oxfam Novib narrowed the focus of its work by identifying a limited number of regional clusters and core countries (CCs) to which a major part of Oxfam Novib's support would be directed. CCs were selected on the basis of such criteria as the level of poverty, the activities of other donors in the country, the strengths and weaknesses of the network of Oxfam International (OI), and the potential added value of new investments in the country. India is one of the 18 CCs. (source: TOR, References 4)

For each CC, Oxfam Novib developed a strategy that addresses five basic rights (Box 1), and describes the results that Oxfam Novib seeks to achieve in that country so as to produce significant, sustained, and positive changes in the lives of people suffering from poverty, insecurity, and exclusion. Present CC strategies usually have a history that dates back to (sometimes long) before 2003, but the decision to manage the portfolio systematically at country level on the basis of a country strategy paper was taken recently (after the 2003 focus discussion). Consequently, Oxfam Novib designed a performance management system to develop coherent management practices and tools to improve the quality of the organisation's management and outputs. One of these tools is the CC evaluation. This evaluation covers the India portfolio during the period 2002–2006. Total expenditure in this period amounted to €47,492,000. (source: TOR, References 4)

1.2 Aims of the Evaluation

The main objective of the CC evaluation is to report in an independent and impartial way on the achievements of the CC strategy, particularly Oxfam Novib's contributions to the attainment of changes in policy and practice and contributions to strategic change objectives. (source: TOR, References 3)

This evaluation should (1) give a basis for accountability as well as inform Oxfam Novib's donors, the counterparts (CPs), other development actors, and the public at large; (2) feed Oxfam Novib's strategic decision-making process by providing inputs for future opportunity and risk assessment and for strategic choices at CC level, and for Oxfam Novib's policy making as a whole; (3) contribute to the ongoing learning process in Oxfam Novib and its CPs; (4) assess the achievements of Oxfam Novib's lobbying and campaigning work and the involvement of its CPs; and (5) produce results that can serve as input for future discussions on the strategic direction of the Oxfam India Programme ("One Oxfam in India"). The conclusions arrived at and the recommendations made potentially can contribute to the future Oxfam India Programme strategy. (source: TOR, References 3)

2.1 Analytical Framework and Evaluation Methodology

Analysis of the data gathered makes use of Oxfam Novib's rights-based approach to development, and its concepts of strategic change objectives (SCOs) and policy and practice changes (PPCs).

Oxfam Novib's Rights-Based Approach to Development

Oxfam Novib's rights-based approach to development presumes that promoting basic human rights to (1) sustainable livelihood, (2) basic social services, (3) life and security, (4) being heard or social and political participation, and (5) gender and diversity will lead to the construction of pro-poor, environment-friendly and just socio-political-economic systems, priorities, policies, norms, and practices. Oxfam Novib's rights-based approach to development is further articulated by the SCOs.

Strategic Change Objectives

Oxfam Novib defines SCO as the significant, sustained, positive changes in the lives of people suffering from poverty, injustice, insecurity, and exclusion, and has long-term effects that can be deemed as contributing to structural changes. Oxfam Novib recognises eight SCOs under five broad rights that people are entitled to (Box 1).

Box 1. Oxfam Novib's Eight Strategic Change Objectives Under Five Rights of People

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1. THE RIGHT TO A SUSTAINABLE LIVELIHOOD (AIM 1)

SCO 1.1: Food and income security. People living in poverty will achieve food- and income security as well as greater protection of, and control over, the natural resources on which they depend.

SCO 1.2: Employment based livelihoods, trade and markets. People living in poverty will achieve access to secure paid employment, dignified working conditions, labour rights and be empowered to participate in and benefit from markets.

2. THE RIGHT TO BASIC SOCIAL SERVICES (AIM 2)

SCO 2.1: Basic health services. People living in poverty will achieve tangible improvements in their health through increased access to affordable and adequate basic social services, clean water, sanitation, and public services.

SCO 2.2: Education. All children living in poverty will achieve their right to a good quality basic education, and adults living in poverty will have educational opportunities to help them overcome their poverty.

3. RIGHT TO LIFE AND SECURITY (AIM 3)

SCO 3.1: Emergency Aid. A significant reduction in the number of people who die, fall sick, or suffer deprivation as a direct result of armed conflict or natural disasters.

SCO 3.2: Conflict Prevention. A significant reduction in the number of people, who suffer personal or communal violence, forced displacement or armed conflict.

4. RIGHT TO BE HEARD (AIM 4)

SCO 4.1: Social and political participation. Marginalised people will achieve their civil and political rights; will have an effective voice in influencing decisions affecting their lives; and will gain the moral support and skills they need to exercise these rights.

5. RIGHT TO AN IDENTITY: GENDER AND DIVERSITY (AIM 5)

SCO 5.1: Identity. Women, ethnic and cultural minorities, and other groups oppressed or marginalised because of their identity, will enjoy equal rights and status.

Policy and Practice Change

Oxfam Novib defines policy change as the modification of formal or informal, written or unwritten political, cultural, social, and religious norms that guide the action of people. Practice change represents a modification of what is done in society or new sociocultural norms, sometimes triggered by laws or regulations that must be applied. For Oxfam

Novib, PPCs contribute in modifying structures and relations of power. PPCs have a multiplier effect and are therefore cost-effective to target. PPCs are a gateway to enduring improvement in people's lives.

Crosscutting Themes
Oxfam Novib emphasises the crosscutting themes of gender and diversity, and HIV and AIDs. CPs are expected to mainstream these themes in their organisations and in their development programmes.

The Synthesis Report
This synthesis report gives the country context and then discusses in Part II the PPCs related to each Right or Aim along the themes of the SCOs. Part II analyses the PPC results to the extent that the targets set are achieved and the factors that led to the achievement of those results. Part II also projects the likelihood that the envisaged results for 2007—2010 will be achieved and also projects the likelihood that the results achieved will contribute to the SCOs. Part III focuses on the analyses of the strategic choices that Oxfam Novib made, which defined its strategic position and its contributions to the results achieved. Part IV discusses conclusions and makes recommendations.

2.2 Evaluation Scope and Time Frame

The evaluation focuses on PPCs. PPCs are considered gateways to SCOs. The concept of PPCs was introduced in Oxfam Novib sometime in 2004; therefore, targets set before 2004 were not formulated along PPCs. The targets for 2002—2006 were culled from regional targets set by the South Asia Bureau and India-specific targets for 2004—2006 formulated on yearly plans, generated by Oxfam Novib's database system. Envisaged results for 2007—2010 were gathered from the strategic portfolio management (SPM) document.

It takes time to change policies and practices. Although the time frame 2002—2006 was set for the evaluation, the CPs had worked in their respective areas of work much longer than that time. It is also important to mention that although the significance of the results is a qualitative judgment and is not always easy to back up with quantitative figures, the data gathered do validate the findings.

The evaluation covers four southern and three northern states of India. In the south: Andhra Pradesh (AP) with a population of 76 million, Tamil Nadu (TN) with 62 million, Maharashtra with 96 million, and Karnataka with 44 million. Oxfam Novib's CPs had worked in those states even before 2002. It was assumed that in the south, the achievements of CPs and Oxfam Novib would be visible and that Oxfam Novib has had a major contribution to changes in the lives of people that CPs have worked with. It was also assumed that Oxfam Novib has contributed to the achievements of CPs in working for PPCs.

Oxfam Novib only recently started to work in the northern states of Orissa, Rajasthan, Uttar Pradesh (UP), Bihar, and Jharkhand. Its reasons are the poverty in those states, their vulnerability to disasters, the potential of working with other nongovernment organisations (NGOs), and to streamline focus and resources. The evaluation included three of these states—Orissa with a population of 36 million, Rajasthan with 56 million, and UP with 166 million. (source: Approach Paper, References 5.3)

2.3 Sampling Universe and Sample Size

Counterparts

The portfolio of the India desk totals 74 CPs. After excluding 40 CPs, the remaining 34 were divided into a set of base counterparts that would participate intensively in the evaluation (Table 1), and an outer or greater base with less intense participation (Table 2). Twenty CPs were designated as **base counterparts,** about 30% of the total portfolio. Their selection was based on the following criteria.

- Oxfam Novib has had the longest relationship with these CPs.
- These CPs were (still are) strategic to the directions of Oxfam Novib.
- These CPs may provide secondary data for the evaluation because of independent evaluations that have been commissioned.
- These CPs together would cover all the five Aims and eight SCOs.
- Of the 20 CPs, 9 have a national outreach, while 6 work mainly in the north and 5 in the south.

Table 1. The Base Counterparts and Their Coverage

	Counterpart	Area of Work	Themes/SCOs
1	AVA	National, since1999	Education
2	Bodh	North, since 2004	Education
3	Breakthrough	National, since 2004	Gender, HIV and AIDs
4	CEHAT-Sathi	National, since 1998	Health
5	CPF	National, since 2003	Food and Income Security
6	CUTS	National, Since 2005	Trade
7	CWS	National, since 1996	Broad Themes
8	CYSD	North, since 1997	Broad Themes
9	DHAN	National, since1996	Food and Income Security, Emergency
10	GDS	North, since 1999	Food and Income Security
11	GEAG	North, since 1999	Food and Income Security
12	GRAM	South, since 2000	Food and Income Security, Trade, Gender
13	MYRADA	South, since 1998	Food and Income Security, Gender
14	NESA	South, since 1999	Broad Themes
15	NST	South, since 2001	Food and Income Security
16	PIC	National, Since 2005	Corporate Social Responsibility
17	Pratham	National, since 2000	Education
18	PGVS	North, since 2003	Food and Income security
19	Prayas Health	North, since 2003	Health
20	YUVA	South, since 2002	Broad Themes

AVA=Association For Voluntary Action, Bodh=Bodh Shiksha Samiti, CEHAT=Centre For Enquiry Into Health And Allied Themes, CPF=Centre For People's Forestry, CUTS=Consumer Unity and Trust Society, CWS=Centre For World Solidarity, CYSD=Centre For Youth and Social Development, DHAN=Development of Humane Action, GDS=Grameen Development Services, GEAG=Gorakhpur Environmental Action Group, GRAM=Gram Abhyudaya Mandali, MYRADA=Mysore Resettlement and Development Agency, NESA=New Entity for Social Action, NST=Nagarika Seva Trust, PIC=Partners in Change, PGVS=Pragati Gramin Vikas Samity, YUVA=Youth for Unity and Voluntary Action

From this base, four CPs (DHAN, GDS, CPF, NST) were requested to provide access to their direct beneficiaries to help assess Oxfam Novib's contributions to impact on the lives of beneficiaries.

Table 2. The Greater Base Counterparts and Their Coverage

	Counterpart	Focus Areas	Themes/SCOs
1	AMACSFED	South, since 2004	Food Security
2	GRAMA VIKA	South, since 1997	Food Security
3	LIW	Inter- and National, since 2001	Lobby, Broad Themes
4	LOKMITRA	North, since 2004	Education
5	NIDAN	North, since 2004	Education
6	NIPDIT	North, since 1999	Broad themes
7	PANI	North, since 2007	Food Security
8	PANOS	North, since 2004	Health
9	PRAKRITI	South, since 2002	Gender
10	SAMA	North, since 2003	Health
11	SANHATI	North, since 2004	Emergency Aid
12	SIDUR	South, since 2002	Health, Emergency Aid
13	SRUTI	National, since 2002	Broad Themes
14	URMUL TRUST	North, since 2004	Education

AMACSFED=Adilabad Mutually-Aided Cooperative Societies Federation, LIW=Landelijke India Werkgroep, NIPDIT=National Institute for People's Development, Investigation and Training, PANI=People's Action for National Integration, SAMA=Sama Resource Group for Women and Health, SIDUR=Society for Integrated Development in Urban and Rural Areas, SRUTI=Society for Rural, Urban and Tribal Initiative

These CPs were invited to and attended specific sector workshops and the restitution workshop.

Regional and Global Networks, Programmes, Campaigns
Partners supported by the South Asia Regional Programme that are actively working toward the five Aims and eight SCOs are listed in Tables 3 and 4. Oxfam Novib has invested a considerable amount of resources on these networks. It was presumed that these networks and campaigns supplement the work of CPs on PPCs.

Table 3. Regional Networks Working in India

	Networks, Programmes, Campaigns	Themes and Issues
1	Anti-Slavery International (ASI)	Bonded Labourers
2	Consortium of Humanitarian Agencies (CHA)	Social Participation
3	South Asia Alliance for Poverty Eradication (SAAPE)	Social Participation
4	South Asian Watch on Trade, Economics and Environment (SAWTEE)	Livelihood
5	South Asia Trade and Agriculture Campaign (STAR)	Food and Income Security
6	Wada Na Todo	Health, Education
7	WE CAN	Women
8	World Social Forum (WSF)	Peace, Trade

The in-depth discussion with the 20 base CPs included assessment of their involvement in the networks in Table 3. These regional networks submitted the questionnaire and/or were interviewed. (see References 1.1, 1.5, and 5.2)

Table 4. Global Networks Included in the Sample

	Global Networks	Themes and Issues
1	FOCUS	Trade in Relation to Rural Livelihood (in particular agriculture)
2	Friends of the Earth International (FOEI)	
3	Institute for Agriculture and Trade Policy (IATP)	
4	International Network of Alternative Financial Institutions (INAFI)	
5	Genetic Resources Action International (GRAIN)	
6	Third World Network (TWN)	
7	Global Call Against Poverty (GCAP)	Education and Investments in Social Development
8	Global Campaign for Education (GCE)	
9	Social Watch	
10	Association for Women's Rights in Development (AWID)	Empowerment of Women
11	Equality Now	
12	Women's Environment and Development Organisation (WEDO)	
13	World March of Women (WMW)	

A questionnaire, prepared and distributed to these organisations, was supplemented by some interviews. Eleven questionnaires were received, supplemented by interviews conducted with three respondents. An additional two interviews were conducted with two more programmes that were not able to fill up the questionnaire.

Other Oxfams
Oxfam Novib relates intensively in many ways with the other Oxfams under the OI framework. All Oxfams (Oxfam Great Britain, INTERMON, Oxfam Australia, Oxfam Hongkong, Oxfam India) were interviewed (see Key Informant Interviews documentation) and requested to participate in different evaluation activities (start-up workshop, sector workshops, and restitution workshops).

2.4 Sources of Data and Collection Methods

Following are the primary data and the methods used in collecting them. All the collected data are summarised in the eight sector papers (see References 5.1).

Counterpart Analytical File (CAF)
The CAF is the documentation of PPCs in all themes or sectors that CPs contributed to, the CPs assessment of their relationship with Oxfam Novib, their involvement with networks and campaigns, among others. There are 20 CAFs and the evaluation team met 276 staff members altogether. CPs commented on the final CAF.

Focused Group Discussions (FGD) Community
The FGD involved meeting with 70 people in four communities and examining the indicative impact of CPs' work on community beneficiaries mainly in relation to Aim 1. The FGD yielded more evidence on CPs' contribution to PPCs at the ground level.

Key Informant Interviews (KIIs)

The KIIs supplemented information on PPCs per sector and validated the contribution of CPs to the PPCs. Meetings with 79 people from different organisations were documented accordingly. Key informants came from the government, private sector, civil society, and donor community who were knowledgeable about the sectors and provided insights into the development efforts in those sectors.

Sector[1] Workshops (SectWs)

The SectWs supplemented information on the PPCs per sector and validated the CPs' contributions. Eight SectWs were held: SHG/MF, NRM, trade and markets, health, education, disaster response, social and political participation, and gender and diversity. The 120 people who attended were from multi-stakeholders: government, private organisations, multilateral agencies, academicians, activists, NGOs, and other CPs from the greater base (see References 5.5).

Network Questionnaires

Eleven questionnaires were received from the regional and global networks.

State Papers

State papers on the southern states of TN, AP, Maharashtra, Karnataka; and the northern states of Rajasthan, UP, and Orissa were put together to provide a basis for knowledge about specificities of the states, and could inform situational needs and programme directions.

Secondary data were available to supplement the primary data. The Oxfam Novib database includes CP reports and impact evaluations or end-of-programme evaluations. Thematic programme evaluations or studies were also used.

The Evaluation Team further verified the PPCs gathered and the contributions of CPs to those PPCs. Verification was done through KIIs, SectWs, and various documents that CPs produced such as media clippings, memorandums of invitation from government bodies, memorandums of agreement, and other contracts.

2.5 Evaluation Phases and Actors

The CCPE intends to be participatory so that those involved would learn and benefit from the process. The evaluation phases and activities were designed with that consideration.

Evaluation Phases

Preparatory Phase. The Evaluation Steering Committee ensured that the team leader acquired an overview of Oxfam Novib and the programme in India and had an opportunity to discuss the initial design, plan the evaluation, gather important documents, and finalise the budget. In this phase, the Evaluation Team was constituted, and the evaluation design and plan finalised. Preparatory meetings with CPs were held.

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[1] The term sector corresponds to a thematic area that Oxfam Novib works in. The Evaluation Team considers the following themes as sectors: self-help groups/micro-finance (SHG/MF), natural resource management (NRM), private sector engagement (PSE), trade and markets, education, health, disaster response, social and political participation (SPP), and gender and diversity

Start-Up and Data-Gathering Phase. The start-up workshop formalised the data-gathering phase of the evaluation. Data-gathering activities were conducted with several CPs co-hosting some of the activities.

Analysis and Reporting Phase. The CPs were asked to participate in the analysis and reporting phase. In the restitution workshop they were requested to sharpen and deepen the analysis and conclusions, help clarify the recommendations, and point out areas that the Evaluation Team might have missed.

Evaluation Actors

Oxfam Novib Level. The Evaluation Steering Group (ESG) was composed of representatives of the India desk (Marjolijn Verhoog, Coen van Kessel, and Anjo van Toorn, the regional bureau head), the South Asia Programme (Fe Loreli Cajegas), the Corporate Social Responsibility group (Liesbeth Unger), the Research and Development Unit (Peter Huisman), and Yvonne Es of the Quality and Control Unit. The ESG participated in all decision-making processes related to the evaluation, provided feedback on the evaluation design, commented on the draft synthesis report, and approved the final synthesis report. The ESG will prepare Oxfam Novib's response to the conclusions arrived at and recommendations made.

Evaluation Team. The Evaluation Team was composed of the team leader, three local consultants, one local resource person, and one administrative consultant. The team's collective expertise and experience ensured that all themes and sectors would be covered (see References 6).

Counterparts. The CPs participated in the start-up workshop, the data-gathering phase, and the restitution workshop.

The Co-Host Counterparts. The co-host CPs provided an invaluable contribution to the evaluation process by co-hosting six of the eight sector workshops. The co-hosts and the Evaluation Team jointly designed the workshops, and the co-hosts took charge of the administrative coordination and management of the workshops. The SHG/MF workshop was co-hosted by Development for Humane Action (DHAN), the disaster response workshop by the Centre for World Solidarity (CWS), the natural resource management (NRM) workshop by the Centre for People's Forestry (CPF), the trade and markets workshop by the Consumer Unity and Trust Society (CUTS), the social and political participation and gender and diversity workshops by New Entity for Social Action (NESA). The Evaluation Team conducted two sector workshops (on health and education).

2.6 Difficulties and Limitations

The Evaluation Team encountered the following difficulties and limitations.
- The large number of CPs and possible key informants, the large territory covered by nine states, and the breadth of the programmes that Oxfam Novib supports in India presented problems in gathering and verifying PPCs. Moreover, the concept of PPCs is complex. For example, policy change as defined by Oxfam Novib includes changes in laws and social norms; however, CPs have difficulty in appreciating this definition. More often than not, policy change is taken to mean changes in laws but not in social

norms. As a result, PPCs may not have been as clearly articulated and captured by the Evaluation Team. In addition, due to the limited number of PPCs for Aims 2-5, the Evaluation Team had difficulty in assessing how PPCs are contributing toward the SCOs.

- The reports that CPs submitted to Oxfam Novib, from 2002 to 2004, were not aligned with the concepts of PPCs and SCOs; thus, their use was limited. In addition, formulation of targets in Oxfam Novib happens at different levels and is not always clear or consistent.

- Summarising data pertinent to the CCPE from Oxfam Novib's management information systems was difficult. Annual contracts at the bureau level lose details of targeted PPCs pertinent to a country. Annual reports are at a too high level to gauge the summary of achievements by each country.

- No reliable tool was available for assessing the contributions of regional campaigns and networks and of global networks to the achievement of PPCs in India. The questionnaire that was developed proved inadequate.

- There was no time to gather data from Indian partners of global and regional networks, who are not Oxfam Novib's CPs.

- Assessing the link between PPCs and SCOs was difficult for the Evaluation Team. The SCOs are broad and there are no clear guidelines on how to analyse PPCs in relation to the SCOs. In this evaluation, the team used "landmarks" to ascertain how PPCs contributed to the SCO, but that was successfully done only under SCOs for Aim 1. There were not enough PPCs in the other SCOs for the Evaluation Team to attempt to identify possible landmarks toward the SCOs.

- The majority of the secondary data did not have discussions on PPCs, limiting their use for the CCPE.

3.1 Programme Context
(For more contextual background along the themes of the SCOs, see Part II.)

The Country's Economy
India is one of the fastest growing economies in the world, posting an average annual gross domestic product (GDP) growth of 6.8% since 1994. The population of currently 1.1 billion, set to pass that of China in a few decades, offers a huge potential market. Economic reforms, privatisation, and globalisation have increased the role and impact of the corporate sector in the lives of Indians. Apart from becoming an economic power, India is also claiming more space in the international arena, including the World Trade Organisation (WTO) and the United Nations Security Council. However, economic growth is largely restricted to certain sectors in urban areas. About 70% of the population live in rural areas, and directly or indirectly depend on agriculture. However, agriculture, at best, has stagnated. For a great number of people, economic expansion has even reduced access to natural resources, including water, land, and forests, and has particularly affected the Dalit[2] and Adivasi.[3] Even if poverty levels in India have declined significantly during the last decade, there are still some 400 million people living below the international poverty line of US$1 per person per day, i.e., 34.7% of India's total

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[2] "Dalit" literally means "oppressed'" or "broken". It designates the group of people, (previously) outside the Hindu caste system, the so-called "untouchables".

[3] The term "Adivasi" (derived from Sanskrit) literally means "original inhabitant" and is therefore less derogatory than the term "tribals'", which is often used to describe the same group of people.

population and about 40% of the world's population living in poverty. The vast majority of people living below the poverty line in India are women.

Education and Health
Access to education and health services has deteriorated among the poor due to under-investment in education, and privatisation and liberalisation of the health sector since the beginning of the 1990s. Some 24 million of the world's 100 million out-of-school children live in India, and most of them are girls. Almost half (433 million) of the 1 billion illiterate in the world are Indian, and the majority are women (51.7% illiteracy rate versus 28.2% for men). The figures for health show a similar pattern. As of 2007, India had 2.47 million people who are HIV-positive, the second country in the world in absolute numbers. In six states, prevalence has risen above 1%, indicating the disease has spread among the general population. The Social Watch Basic Capability Index views this worrying trend as critical. (source: TOR, References 4)

Women and Gender
India scores among the worst countries in economic activity and income of women. Even more alarming is the decreasing female/male population ratio during the twentieth century (from 955 in 1921 to 927 females per 1,000 males in 1991). This implies there are some 20 million to 25 million "missing" women in India: some were never born, and the rest died because they were not given the opportunity to survive. This trend is especially strong in the relatively more affluent regions, and therefore bears no relation to lack of economic means. Women in India are considered second-class citizens at every stage of their lives. From the time before they are born, women are deprived of their rights and entitlements and discriminated against in a variety of ways. They have no land and property rights, generally receive a far lower wage than men performing the same kind of work, have fewer opportunities for schooling, are underrepresented in governance and decision-making positions, and face violence inside and outside the family throughout their lives (often related to the widespread practice of dowry). All this occurs despite a constitution that ensures women's right to equality and non-discrimination, and despite India's having ratified UN conventions and international covenants such as the Convention on Elimination of All Forms of Discrimination Against Women (CEDAW) and the Beijing Platform for Action. It is evident that legislation alone is not enough; public pressure, national commitment, and behavioural changes are needed. According to the Social Watch Gender Equity Index India scores 5 and ranks among the worst performing countries. (source: TOR, References 4)

Natural Disasters
India is disaster-prone. During the past few years, it has experienced cyclones along the East Coast, an earthquake in Gujarat, and the December 2004 tsunami that hit the coasts of the Indian Ocean. In addition, northern and eastern India are regularly flooded and large parts of the country experience more frequent and longer periods of drought. Even more than the loss of lives, these disasters form a continuous threat to livelihood, thus increasing the vulnerability of poor people and women. (source: TOR, References 4)

Social Exclusion
Ever since the traumatic 1947 partition into secular India and Muslim Pakistan, violence between Muslims and Hindus has erupted on a regular basis. Such communal violence has cost many lives and has led to further marginalisation of the Muslim minority. The Gujarat massacre in 2002 and the discussions on the perceived difference between the Hindu and Muslim fertility rates after the 2001 Census have shown that communal

prejudices and potential tension are present across all sections and regions of India. (source: TOR, References 4)

3.2 Main Development Actors

Government

The national and state governments are the major players for development. Key policies that affect all the sectors or themes important to Oxfam Novib have been formulated. However, there are no notable laws to regulate private sector activities and India is not a signatory to core labour standards of the right to unionise and to prevent bonded labour. When policies exist, most need improvement to be more inclusive or comprehensive. Laws need to be more coherent as some policies for a sector are contradictory or at cross-purposes. (source: References 5.1)

Policies that exist need to be implemented, but many do not have budgets and the roles of line agencies are often unclear. The national and state governments are generally weak in implementing policies, e.g., they are unable to mitigate social exclusion and prevent the rise of dominant castes at the expense of minorities. No agricultural policy for farmers is in effect although a policy has been drafted twice. There are no policies related to backward linkages (seeds, fertilizers, pesticides, machinery, energy, and credit) and forward linkages (local and bulk traders, processors, retailers, consumers, and minimum support price) crucial to the agriculture sector. (source: References 5.1)

Northern and southern states also differ in governance, with the northern states being generally weaker. National policies such as land reform are not taken up in most northern states (Bihar and Rajasthan, for example). Most northern states require assistance from the national government in implementing programmes like the National Rural Health Mission (NRHM). The northern states have less access to basic services such as roads and infrastructure, water, health, and education. While the trend is to ensure civil society representation and expert representation in different committees for formulating policies, there are no proper checks and balances to ensure that existing laws and programmes are properly implemented. Implementing mechanisms change with governments. (source: References 5.1)

The Private Sector

The private sector is an aggressive player in the trade sector, lobbying the government to serve its needs and to create the environment that would make business flourish regardless of implications. The fertilizer and the seed businesses are strong players in India's agribusiness. Most companies are interested in exploiting and using natural resources for their benefit. In both northern and southern states, private companies pursue potential businesses on the invitation of governments. As yet, there is little evidence to show that companies are interested in conservation, but there are some initiatives such as Unilever taking up a groundwater conservation project in Pondicherry, the site of a Unilever plant. The private sector has ventured into the rural finance sector through product diversification and is trying to adopt SHG operations. The north has fewer rural banks that can provide credit to SHGs, but private banks may undertake operations there. The major private player in the insurance industry to offer agricultural insurance is ICICI Bank, which has insured about 100,000 farmers to cover "rainfall insurance" for protection against deficient rain, and excess rainfall. Still, insurance in

agriculture has had low penetration despite ICICI, Royal Sundaram, and Reliance. (source: References 5.1)

The private sector makes a vital contribution to the economy and, when enlightened, to societal development. Strong regulatory norms would encourage, pressure, or facilitate private sector interest in conserving natural resources. The private sector in health comprises a large number of individual private practitioners providing primary-level curative services of extremely variable quality, or private nursing homes located in urban and rural areas. Some corporate houses have worked with NGOs to extend help to some of the NGOs' ongoing education programmes. Some companies have responded to disasters either singly or in collaboration with NGOs. (source: References 5.1)

The private sector employs women on a large scale, and some companies have well-defined human resource policies favouring women. Yet, women's representation in higher managerial positions remains worrisome. (source: References 5.1)

Civil Society Organisations
CSOs have key roles to play in development, namely, lobbying, campaigning, and networking for policy changes, for stopping policies, or for better government response and implementation. They liaise with institutions to give local groups access to resources. They catalyse change by launching issue-based campaigns such as on land rights, water rights, health rights, and providing impetus for girls' education. They organise, build the capacity of grass roots, and strengthen the panchayat (India's local government). They pilot-test and demonstrate what can be done, evolve workable models on micro-insurance and sustainable agriculture, and test and develop appropriate technologies. CSOs have done path-breaking work in the areas of public health, women's health, and community-based programmes. CSOs collaborate with government through service delivery organisations, charitable hospitals, and getting medical practitioners involved in grant-in-aid schemes of the government. Donors provide technical and financial support to micro-finance; HIV and AIDS awareness; and reproductive health. Donors build, support, and strengthen global networks and provide crucial international linkages. Most donors are now shifting to the northern states where fewer NGOs are working on SHGs/MF as evidenced by the low percentage of SHGs being formed and assisted. The political environment cannot be said to be conducive to interventions by civil society, NGOs, and community-based groups. New NGOs, often headed by retired civil servants and politically connected families and seeking to cash in on enhanced donor funding, proliferate. With some exceptions, most NGOs continue to function as subcontractors for various developmental projects. While a vibrant civil society movement exists in Orissa, there is a great difference between the large well-established NGOs that seem to attract the attention of donors and the hundreds of small groups that are almost invisible. Many Indian organisations work on HIV and AIDS supported by international organisations such as UNAIDS, Action Aid, or Global Fund to Fight Aids, TB, and Malaria (GFATM). The government's National AIDS Control has funding from GFATM. However, there was still need for Oxfam Novib and the other Oxfams to contribute to HIV and AIDS awareness and prevention because of the pervasive perception that HIV and AIDS are not a problem in India, or are not an NGO problem. The niche of Oxfam Novib was in mainstreaming HIV and AIDS awareness among all its CPs with a large rural outreach, normally covered by the interventions of government and specialised NGOs. (source: References 5.1)

3.3 Oxfam Novib's Core Country Programme and Its Strategic Positioning

History

Oxfam Novib's India programme started in 1964 when Oxfam Novib sent the first tractor and helped build five houses after a natural disaster. Over time, the programme gained more focus and became more systematised. The published policy paper entitled "Crossing the Rubicon" explained the rationale and general directions of the India programme for 1997 to 2001. In the light of that policy document, from 1997 to 2001, Oxfam Novib started to reduce the number of partners in its portfolio for these reasons: (1) the number of projects and partners had grown too much and became unmanageable, given the number of staff available for India; (2) the South Asia bureau and the India desk have the highest target for average expenditure per CP (the amount of financial assistance per CP); and (3) Oxfam Novib assumed that larger, well-established NGOs are more able to affect civil society, the government, and the private sectors, can contribute to the formation of sustainable organisations (their own as well as others), and contribute to the formation of appropriate organisations at the grassroots level. Large, well-established NGOs can show convincing evidence for the issues they are lobbying for, given their scale of operations. Oxfam Novib aimed not to create parallel structures, but to work with CPs that attempt to improve, change, and/or refine existing structures. It aimed to support CPs that develop models to show how structures or programmes can be improved. Via lobby and advocacy efforts, it was hoped that existing structures such as government agencies or private sector agencies (such as banks) would replicate and institutionalise such models. (source: References 5.3)

Development of the Programme Portfolio (2002—2006)

Until the late 1990s, the India programme had invested more in the south than in the north. As civil society matured in the south, and as the government became more open to dialogue and engagement with civil society, Oxfam Novib started to look toward the less developed north. The programmes in the south with well-established CPs were maintained, and in the north the development of new models or the replication of models already developed and tested in the south (whenever appropriate) was supported. In the southern states of TN, Maharashtra, Karnataka, and AP where the majority of CPs work, relationships were deliberately phased out, with the decision that Oxfam Novib would only continue to work with a few strategic CPs. Support would continue for the most well-established, influential, and well-managed CPs with the capacity to expand on a national level or with a national-level impact. (source: References 5.3)

Though the decision to intensify interventions to the northern states was made in the 1990s, it was not until 2001 that the strategic shift was actually made. In the north, it took Oxfam Novib some time to find NGOs with the potential to be CPs because civil society is less developed. Oxfam Novib started relationships with promising CPs by offering small grants and manageable projects and sustained relationships with bigger grants and more strategic projects. (source: References 5.3)

Description of the Programme Portfolio
The following section provides details of how the Aims or Rights (Box 1) were intended to be promoted and describes strategic programmatic directions for each Aim.

Aim 1: Right to a Sustainable Livelihood. The programme in India was defined by Oxfam Novib's support for self-help groups (SHGs) whose main or only focus is to achieve economic, social, and political empowerment for women through micro-finance programmes. The abbreviation SHG/MF is used to encompass the strategic programme of establishing self-help groups and providing them with micro-financing. In the south, where the model was developed, SHGs were complemented with natural resource management projects focusing mainly on water and forestry. The abbreviation NRM is derived from this natural resource management programme. In 2003, Oxfam Novib started its engagement with the private sector (source: Oxfam Novib's Policy Paper on Corporate Social Responsiibility, References 3) and in 2004 CPs in India began work on private sector engagement. The abbreviation PSE, to mean private sector engagement, will be used to describe Oxfam Novib's thrust. From 2004, CPs of Oxfam Novib, the other Oxfams, and other civil society actors participated in campaigns for pro-poor trade policies and the term Trade and Markets represents this thrust. Of Oxfam Novib's total exposure of €47,492,000 in India, around 42% was used to support Aim 1 themes. Most CPs, around 70%, work in Aim 1 themes.

Aim 2: Right to Basic Social Services. Oxfam Novib responded to widespread health problems in India by working with the government to ensure the provision of adequate primary health care. Its response includes highlighting the issue (awareness and prevention) of HIV and AIDS to be more inclusive so that all sectors of society could be reached, and not just high-risk groups. Since many donors and agencies were attending to the high-risk sector, Oxfam Novib phased out its work with the urban-based high-risk group, to direct its resources to the greater population. HIV and AIDS awareness must be mainstreamed in all the programmes of organisations. The term Health is used to refer to this thrust. Access to education in India improved, with the law providing for 8 years of primary education for all children under 14 years of age, and with the observed increase in compliance by states, Oxfam Novib started to shift its direction to lobby for better quality education, and ensuring that children who are in school continue to do so (retention). In 2004, the portfolio in the north for education was expanded by establishing relationship with new CPs, and by working with an old CP, Pratham, to work in northern states. The term Educaiton is used to refer to this thrust. Of Oxfam Novib's total exposure of €47,492,000 in India, around 34% was used to support Aim 2 themes. (source: References 5.3)

Aim 3: Right to Life and Security. Floods and drought, cyclones, earthquakes, and tsunamis mark India's natural disaster landscape. Floods and drought cause havoc in both southern and northern India. In the north, where economic conditions are poor, people are more vulnerable to the worse effects of these disasters. Before 2005 Oxfam Novib support was mostly for the disaster response programme of its CPs. In more recent years, Oxfam Novib supported the work of other Oxfams, e.g., the work of Oxfam Australia in western India. In 2005 and 2006 (and 2007), Oxfam Novib undertook its biggest disaster response in India with the tsunami relief operations and the intensive 2-3 years of rehabilitation work that followed. The term Disaster Response will refer to this thrust. Oxfam Novib's investment of €13,000,000.00 was additional funding for India.

In addition to disaster response, Oxfam Novib also encouraged its CPs to participate in facilitating communal harmony so that communal tension between Hindu and Muslim

communities will not increase. The term Conflict Prevention will be used to refer to this thrust.

Aim 4: Right to Be Heard. Oxfam Novib does not support specialised organisations to promote social and political participation, but supports CPs with broad intervention strategies and a strong focus on good governance and political participation of women, Dalit, and Adivasi. Oxfam Novib currently supports initiatives to strengthen the capacity of elected Panchayati Raj Institution (PRI) members, particularly women, Dalit, and Adivasi; strengthen the role of PRIs; and ensure gender equity. Oxfam Novib supports the growing number of NGOs that are involved in Social Watch activities, monitoring the government's performance in various fields at national and state levels. In addition, Oxfam Novib aims to promote social and political participation by integrating it into the different programmes on Aims 1, 2, and 3. The term Social and Political Participation will refer to this thrust. Around 7% of €47,492,000 in India was used to support Aim 4 themes. (source: References 5.3)

Aim 5: Right to an Identity: Gender and Diversity. Oxfam Novib's commitment to gender mainstreaming drives engagement with CPs in keeping gender equality as a core principle. Oxfam Novib supports the ongoing campaign WE CAN End Violence Against Women, including stimulating the active involvement of its CPs. To complement their work of promoting gender equity by mainstreaming gender in their programmes, Oxfam Novib identified and increased support for organisations specialising in gender. The support for a gender specialist organisation will hopefully hasten the promotion of gender equity and diversity. Oxfam Novib has always supported the efforts of CPs to ensure that their organisations are gender-sensitive. To that end, by 2006, 60% of 35 CPs were coded traffic-light-green (using Oxfam Novib's three layers for assessing where counterparts are: red, yellow, green),[4] while still 40% of CPs need to improve their organisations' gender sensitivity at the traffic-light-yellow zone (see discussion in Part II). The term Gender will be used to refer to this thrust.

Oxfam Novib in India tackled the issues and problems of castes, tribal groups and religious minorities, with those groups as targets for Aims 1-4. For Aim 5, Oxfam Novib would place emphasis on recognising the great diversity that can be found in the country and so will support the celebration of cultures (language, rituals, art) of tribal groups, religious minorities, among others. Some CPs see the issue of discrimination to be best responded to with mainstreaming, inclusion, and positive programmes without calling special attention to such programmes as especially targeting minorities. Other CPs see the value of highlighting the issue of discrimination as strategic in achieving PPCs. Funds are incorporated into the other themes, in addition to half a million euros to fund a specialist CP. The term Identity or Social Inclusion will be used to refer to this thrust. Around 12% of €47,492,000 total funds for India was used to support the Aim 5 theme. (source: References 5.3)

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[4] The Oxfam Novib Gender Traffic Light is a tool to assess how gender-sensitive an organisation is. The tool is a simple checklist and a scoring key that categorises organisations as green, yellow or red. Red means the organisation is barely gender-sensitive, green means it is gender-sensitive, and yellow means it still has some areas to work on.

Other Oxfam Novib's Collaborators in India
This section discusses the major alliances of Oxfam Novib. These alliances impinge on the strategic directions that Oxfam Novib has taken and will further influence Oxfam Novib's future directions.

The Oxfams in India. As of 2005, co-operation with other Oxfam members working in India focused mainly on particular themes and on Oxfam International's (OI) campaigns, including Millenium Development Goals and Global Call Against Poverty (MDG/GCAP), Make Trade Fair (MTF), campaign on domestic violence against women (WE CAN) and HIV and AIDS awareness (especially mainstreaming in the OI tsunami response). In addition to OI members working in India, an Oxfam India was set up in 2000 with local membership and a local board. At the OI level, it was agreed that the six Oxfams with a programme in India will integrate into a single Indian entity, using the existing legal structure and Board of Oxfam India. This should increase efficiency and effectiveness, and increase a southern voice in OI. Oxfam India should also be able to reach out to the growing Indian middle class in terms of fund raising and campaigns. In support of this process and in consultation with the other Oxfam members working in India, Oxfam India will be given responsibility for OI campaigns in India, become the lead on contingency planning for the whole or parts of India, receive technical assistance, and gradually take over programme funds. Crucial factors are local ownership, local capacity, and level of local fund raising. It is intended that the Oxfam Novib India programme will be managed by the new Oxfam India entity by early 2009. Compared with other Oxfams, Oxfam Novib's financial expenditure in India is the largest at 60% of the expenditure of OI affiliates working in India. (source: TOR, References 4)

Collaboration between the Dutch Co-Financing Agencies (CFAs). Collaboration between the Dutch co-financing organisations and the Dutch government has somewhat decreased after the decision that Dutch bilateral aid to India would be withdrawn. However, the India desks of the co-financing organisations still meet regularly on policy developments, joint evaluations, and avoiding overlap. In addition, co-operation on specific themes exists. Examples are Microned, a Dutch platform on micro-finance, and a pilot project on mainstreaming HIV and AIDS awareness in south India in co-operation with three other co-financing organisations and Stop AIDS now! (SAN!). (source: TOR, References 4)

Regional and Global Networks. Oxfam Novib supports regional and global campaigns to supplement or complement the work of CPs for PPCs. In addition, India has a strategic position in South Asia and in trade and political platforms globally. With the other Oxfams, Oxfam Novib has in recent years done a lot of work in India such as the Big Noise (part of the international campaign supported by OI) to gather signatures to support a petition for pro-poor trade policies that was presented to the WTO Ministerial Meeting in Hongkong in 2005. Oxfam Novib and the other Oxfams sometimes jointly support regional networks. These regional programmes and networks are the platform by which national, regional, and global lobbying programmes are carried out. Some Oxfam Novib CPs in India are members of these regional and global networks. Around 40 global networks being supported by Oxfam Novib may (or may not) have membership in India. National members are autonomous and while they do not always share their achievements with international secretariats, it is the intention of Oxfam Novib that regional and global campaigns/networks achieve synergistic connection with CPs. (source: References 5.3)

II. ASSESSMENT OF THE MAIN RESULTS

Part II is divided into five main sections corresponding to the five Aims of Oxfam Novib. Each section follows the same structure: a description of the context or current situation, the results that Oxfam Novib envisaged, the PPCs achieved with the contributions of CPs, and analysis of the results in relation to those envisaged for 2002—2006 and possible contribution to future PPCs and SCOs.

1.1 The Right to a Sustainable Livelihood (Aim 1)

Aim 1 has two SCOs: food and income security; and employment-based livelihood, trade and markets (Box 1).

The strategic interventions for Aim 1 are (1) self-help groups/micro-finance, (2) natural resource management, (3) private sector engagement or corporate social responsibility, and (4) trade and markets. The programmes for private sector engagement and trade and markets were started in 2004 with one CP each. Of the 20 CPs sampled, 12 work in SHGs/MF and NRM: CPF, CWS, CYSD, DHAN, GDS, GEAG, GRAM, MYRADA, NESA, NST, PGVS, and YUVA.

1.2 The Current Situation

Self-Help Groups and Micro-Finance
The financial system for low-income people is complex and involves an increasing number of stakeholders. Among the active institutions are NGOs, NGO-micro-finance institutions (MFIs), cooperatives, MFIs, non-banking financial companies (NBFCs), commercial banks (public and private), rural banks, and cooperative banks. Explicit legitimacy to the sector is still lacking. Financial services today are delivered through a complex array of institutions governed by multiple laws and regulatory/supervisory mechanisms that at times work at cross-purposes due to contradictory provisions and the potential for conflict of interest. NGOs pioneered thrift and credit activities in the 1980s to strengthen the community-based approach, and the SHG concept has since been applied by governments, international donors, and multilateral agencies as a major tool for reducing poverty and mainstreaming gender. The proven creditworthiness of rural and urban poor women have led to improved access to credit from formal and informal financial institutions. To provide more credit, government and banks drafted liberalised policies to allow SHGs themselves to be financial intermediaries or to enable MFIs to have large-scale access to credit. (source: SHG/MF Sector Paper, References 5.1)

Natural Resource Management
The national and state governments enacted a series of policies and legal instruments, including development schemes that are supposedly directed to conserve resources and also benefit millions of people who depend on the land, water, and forest for their livelihood. The National Agricultural Policy (NAP) of 2000 was formulated to (1) attain a sustainable growth rate in excess of 4% annually in the agriculture sector; (2) step up capital formation in agriculture and increase public investments so as to connect trade imbalances; (3) increase exports of agricultural products; (4) bring about institutional and management reforms; and (5) make credit and other farming inputs available. But NAP

was formulated with little consideration for the realities of the small, landless, and poor agricultural workers' inability to efficiently participate in markets, the declining trend in agricultural productivity, unsustainable agriculture due to depletion of groundwater, and growing indebtedness. NAP's growth objective is unattainable. NAP shifts focus from agriculture to ensure food security to cash crops for export, thus favouring industrialisation of agriculture and commercial trading. Government practices, policies, priorities, and interventions such as importation priorities or state-sponsored price suppression, and market distortions worsen rather than alleviate the situation. (sources: NRM, and Trade and Market Sector Papers, References 5.1)

The Private Sector and Trade and Markets
Trade policies have been formulated without considering the consequences on women and men who differ in their economic and social status, and on gender-differentiated access to economic and social resources and women's socially prescribed nurturance responsibility for children, the elderly, and household work. (source: Trade and Market Sector Paper, References 5.1)

Corporations are treating water as a commodity by lobbying state governments to issue water rights that can be sold—in direct contrast to the campaign of NGOs for the right to water. Since there is no national policy on water, the corporate lobby is stronger at the state level. Providing land to the landless has to be accompanied with sufficient enabling and protective measures to put the land into use including ownership by women. A major hindrance in the distribution of land is the non-implementation of the Land Ceiling Law. To complicate matters, many states claim that no land remains for redistribution. Most excess land is being transformed into special economic zones (SEZ). (sources: NRM, Trade and Market, and Private Sector Engagement Sector Papers, References 5.1)

The strong rationale for contract farming because of the growth of supermarket chains, growing international trade and quality issues, failure of the traditional farm cooperatives, and the increasing withdrawal of the state from agriculture has displaced men and women farmers from their own lands. The private sector is an aggressive player, lobbying government to serve its needs and to create the environment that would make business flourish regardless of implications. The fertilizer and the seed businesses are strong players in Indian agribusiness. And yet, there are no notable private sector regulation laws or regulatory bodies at the national or state levels. There are no legal sanctions for companies that do not take care of the environment. The government has been weak in regulating the behaviour of corporate houses and has generally favoured corporate interest in such important issues as water and land allocation. By its lack of a strong mandate for environmental and ethical business practices, the government allows companies to pollute the environment and take away land and other precious resources from the people. India is not a signatory to core labour standards of the right to unionise and to prevent bonded labour. In the absence of a regulatory framework, or to prevent the establishment of such a regulatory framework, corporations are enthusiastically adopting voluntary codes. The voluntary codes are developed to show socially and ethically responsible production of goods and services. For example, the Buyers' Compliance Codes in the apparel industry is a strong driver for responsible behaviour in the corporate sector. Compliance is largely observed since it translates into bigger business. Voluntary codes could guide the behaviour of a company. Bodies organised by the government and the private sector are enthusiastically promoting voluntary codes and/or corporate social responsibility (CSR). (sources: NRM, Trade and Market, and Private Sector Engagement Sector Papers, References 5.1)

The government is still the biggest formal employer in India. In addition to the government bureaucracy, there are huge government-owned or -controlled enterprises. There are around 300 central state-owned enterprises (SOEs) or public sector undertakings (PSUs) in addition to thousands more at the state and municipal levels. (source: Private Sector Engagement Sector Paper, References 5.1)

1.3 Results Envisaged by Oxfam Novib

Oxfam Novib envisaged the following results for 2002—2006. (sources: South Asia regional plans, Focus Discussion India 2003, Strategic Story India 2005, Oxfam Novib annual reports; References 3)

Self-Help Groups/Micro-Finance
- SHGs will contribute to the sustained socioeconomic empowerment of women.
- Women, marginalised ethnic and caste groups, and those vulnerable to natural disasters will have greater access to food and productive resources.
- The government will (1) adapt development finance systems to the needs and capacities of the poor by amending existing laws and effectively implementing the proper legal and fiscal frameworks; and (2) adopt attractive policies and strategies to create an appropriate environment for MFIs run by NGOs and semi-government bodies.
- To increase access to micro-credit and micro-insurance, financial institutions will be more open to lending to the rural poor through SHG-type organisations.

Natural Resource Management
- NRM will lead to a substantial and sustained increase in income and capacity to make sustainable use of water.
- To make the best and most effective use of natural resources, especially land and water, small farmers, the landless, and other marginal groups will form associations and adopt SHG initiatives in farming and agro-based industries.
- To ensure that the poor and marginalised, especially the landless, tribal groups, and women, have equitable access to natural resources, including land, water and forests, the government will enact new laws or strictly implement existing ones.
- The government will effectively implement the necessary laws to develop, conserve, and protect natural resources, especially land, water, and trees and increase government investments for those activities.
- To benefit at least 1 million people,[5] access to water for improving livelihood in semi-arid, drought-prone areas will be increased.

Trade and Markets
- Oxfam Novib will contribute to lobbying WTO to change trade rules to benefit the poor.

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[5] This numerical target is for both India and Pakistan, but exact figures for each country cannot be ascertained.

For 2007—2010, Oxfam Novib envisaged the following results. (source: SPM India 2007—2010, References 3)

Self-Help Groups/Micro-Finance
- The coverage of micro-insurance will be widened and increased among CPs.
- Like in south India, mainstream banks in the five priority northern states will open up to SHGs, either directly or through a federation of SHGs.

Natural Resource Management
- Community forest management models will be replicated in the northern priority states.
- Traditional water harvesting structures will be rehabilitated and integrated water management will facilitate access to water in drought-prone and semi-arid areas.
- Land entitlement for landless peasants and Adivasi will be regularised and vigorously implemented.

Private Sector Engagement
- Oxfam Novib will support initiatives to hold the private sector accountable for its impact on land and the environment.
- NGO engagement with the private sector will increase, focusing on the application of CSR ethics to their core business.

Trade and Markets
- India will continue to advocate relief for the plight of developing countries in WTO and other international forums, particularly in relation to agriculture. At the same time, it will ensure that the poorest 25% will get a fair share of economic growth.

1.4 Policy and Practice Changes Achieved for 2002—2006

Women Have Gained Socio-Economic Empowerment and Access to Food and Productive Resources.
CPs working with SHGs on micro-finance helped women, including Dalit women, cultivate the habit of saving, reduced the practice of borrowing from exploitative sources (moneylenders), developed their financial capacity, and improved creditworthiness. As a SHG Federation Leader in Manjharia, Khalilabad, UP, said, "We get loans for our food when our crops are not enough. We also take loans for small livelihood activities. We have been trained on income generating activities. Our goat and dairy projects are doing very well and we can now avail of the services of veterinary doctors when our goats are sick" (source: References 1.2). SHGs promoted by CPs became platforms for accessing basic services, demanding rights and entitlements, getting involved in local governance, and taking action to address social or community issues (the abuse of women, alcohol, the dowry system, schools, water supply). In south India, female literacy, participation in development programmes, and economic independence are evident.

With the help of SHGs, women are taking affirmative actions for compensation from husbands in case of separation or abuse. Through the SHGs, women's access to health care has increased, and there is greater awareness of pre- and post-natal care, immunisation, female infanticide, and HIV and AIDS. Inhibition in discussing sex and sexuality is noticeably reduced (source: References 1.2). The SHG movement

contributed to higher enrollment and retention of children in schools, increased participation in parent-teacher associations (PTAs) and village education committees, and greater involvement in functional and social literacy. The movement also helped increase participation in disaster management activities and in micro-planning. In several instances, the movement enhanced the role of the community in bringing peace and harmony in their communities and in helping settle family disputes. Caste discrimination was reduced. SHGs have emerged as a platform for sharing and disseminating information; for greater participation of women, Dalit, Adivasi, and other vulnerable sections (Devadasi) in local governance; and for increasing the chances for being elected. The PRIs and SHGs helped curb fake marriages in Jharkhand and Orissa.

There Is More Openness toward Lending to the Rural Poor.
Government and commercial banks now consider the SHG-banks linkage as a viable business proposition and are starting to provide grants for SHG promotion, making procedural changes in lending to groups, and developing new products with NGOs/CPs, such as models for micro-insurance and channelling micro-insurance to SHGs. Records show a recovery rate of as high as 95% for loans extended by banks to SHGs and around 40% reduction in costs for bankers. There is now a large-scale opening up of banks to rural, tribal, and urban areas where the branchless banking concept under the financial inclusion policy is introduced. Banks are setting up micro-finance branches, forming SHG cells and federations of SHG cells, and facilitating community banking. Government and regulatory authorities acknowledge the effectiveness of the community mobilisation approach of SHGs as evidenced in India's 5-year plans and poverty reduction programmes. The CPs contributed to the institutionalisation of models, and designed better systems and financial management practices. Models that evolved are recognised by government and commercial banks and financial policies are drafted based on them. DHAN's SHG-bank linkage model merits special reference. Mr. A. Ramanathan, Credit General Manager in the Micro Credit & Innovation Department (MCID) of the National Bank for Rural & Agriculture Development (NABARD), said, "DHAN is our partner and not just a mere implementing NGO. DHAN has the experience and expertise and is integral in the many dialogical processes that are happening at NABARD" (source: References 1.5).

CPs are members in policy-making bodies and are involved in lobbying and coalition building to raise awareness and facilitate the process of designing pro-poor policies and programmes. The regulatory authorities are considering the concerns on the proposed MF Bill 2007 raised by the networks of CPs and the CPs themselves. CPs in this sector are slowly moving toward livelihood promotion and food security, e.g., DHAN, Grameen Development Services (GDS), Mysore Resettlement and Development Agency (MYRADA), Center for Youth and Social Development (CYSD), Pragati Gramin Vikas Samity (PGVS), and Youth for Unity and Voluntary Action (YUVA).

Self-Help Groups Are Effective in Natural Resources Management.
SHG is a vehicle maximised to provide better opportunities for food and income security. CPs have integrated agriculture into micro-finance by lobbying banks to extend credit for agriculture-based activities such as direct and bulk procurement of agriculture inputs to avoid middlebuyers and enjoy lower prices. Ms. U. Sathyamma, Cluster Leader, Neem Seed work, Ibrahimbad Forest Protection Committee, Narasapur Forest Range, Medak District, AP, said, "We collect and process neem seeds to produce organic pesticide. Our group got permission from the Forest Department to sell our product directly to consumers. This helps 270 SHG members earn more income on a regular basis" (source: References 1.2).

Interventions of CPs in organising SHGs, community-based organisations (CBOs), and networks changed the attitudes of forest dwellers, NGOs, and AP and Orissa governments from antagonism to cooperation, thus increasing participation and collaboration. The work of CPs helped increase access to land and forest produce. For example, CPs convinced the AP Forest Department to allow Vana Samarakshna Samiti (VSS) or Forest Protection Committee to get 100% (instead of 50%) returns on beedi leaf collected from the forest area. In Karnataka, an expressed policy prevents projects destructive to forests and the environment.

CPs also contributed to the lobby to recognise Adivasi and forest dwellers and to protect their rights under the Scheduled Tribes and Other Traditional Forest Dwellers Act of 2006. Over 60,700 Adivasi gained employment by securing their rights to non-timber forest produce under the Government Order on Free Access to Forest Resources.

Adivasi (no specific recognition for Dalit) and women are now represented in the decision-making processes of the Community Forest Management (CFM). CPs and CBOs lobbied for representation of people in various watershed development programmes such as the World Bank Shujala Watershed Development Programme in Karnataka and lobbied for tank user groups to run the rehabilitated tanks in Karnataka. CPs helped prevent environmentally destructive projects like the proposed Nethrawathi River Diversion Project to east and northeast of Karnataka.

CPs contributed to PPCs on soil and water conservation in their respective states. As a result, 580 villages in Orissa adopted water harvesting and land development processes. In AP, CPs and CBOs established regulations on groundwater use by 270 farmers, resulting in sharing of 122 bore wells in four villages covering 500 acres. CBOs restored defunct traditional irrigation systems to prevent and manage flooding and waterlogging in drought-prone areas of North Bihar, TN, Karnataka, Orissa, and Madhya Pradesh. CPs contributed significantly to the adoption of the watershed approach and sustainable agriculture practices such as re-starting the cultivation of traditional food crops, integrated organic agriculture (non-chemical pest management, traditional seeds, and organic compost), and establishing seed banks in TN, Orissa, and UP. Mr. N. Shankar, Forest Protection Committee Convenor, AP, said: "In the past years we supplement collecting and processing forest products with cultivating non-timber forest plantations. We build trenches to prevent soil erosion and preserve water. We find that our plantations have the added benefit of preventing forest fire. We also have fish-culture in the open water tank. Our 'silvi culture' helps the regeneration of grass and forest produce like custard apple" (source: References 1.2).

Women are more and more accepted as farmers and are slowly gaining legal personalities. In UP (and other states), a policy formulated recently gives land titles to husband and wife. In Gorakhpur, the government now invites and encourages more women farmers for training (unheard of before). The UP government now recognises small and marginal farmers (who own less than 2 acres) and women farmers as entities in documents. The Bihar government issues all new land deeds in the name of both the wife and the husband. In TN, an explicit policy provides 2 acres for landless Dalit and Adivasi. "Kissan" (farmer) credit cards are now issued to women and men. A policy providing for a 25% subsidy for the land registration fee of women was instituted. In Bihar and other states, single and widowed women have been given home and farmland titles in their own names.

A few CPs (such as PGVS and NESA) have contributed in advocating land rights in Bihar and TN. The Bihar government is processing 19,000 applications for land distribution under the scheme "land (0.04 acre) for the landless" and has distributed 456 land deeds in seven areas under the Bihar Privileged Persons Home Tenancy Act. Bihar state has declared that no land will be sold to private parties without the consent of farmers. In 2006 the TN government issued an order providing 2 acres for the landless (mostly Dalit and Adivasi).

Engagement with the Private Sector Begins.
When companies behave well, they can provide employment opportunities, help conserve resources, and promote community development. Irresponsible corporate behaviour hinders the attainment of food and income security for the poor while responsible behaviour toward communities and the environment engenders benefits for all. CPs have started to engage the private sector and contributed to new practices among private and public companies and NGOs' relationship with the private sector.

Some CPs engage philanthropically with the private sector to fund their development work. Pratham, Partners in Change (PIC), and DHAN harnessed resources from ICICI Bank, the Municipal Corporation of Greater Mumbai, several individuals, the Tatas, the Taj Group, Unilever, and others.

By acting as consultants or advisors to such companies as Tata, DHL, ICICI Bank, Unilever, India Tobacco Company (ITC), Nicolas Parimal Company, and corporate-led India Chamber of Industries (ICI), Federation of Indian Chambers of Industries (FICCI), and Citibank Foundation, some CPs influence the agenda of corporations on social development or on how funds can best be used.

Some CPs reject approaches of companies for partnership. CYSD perceives Vedanta, Utkal Aluminium, Bhushan Steel, and others to be eyeing mining ventures. GRAM said "no" to Reliance's offer of supplying retailing requirements because of unfavourable pricing arrangements. Some CPs, such as the Association for Voluntary Action (AVA), Wada Na Todo, and Pratham with other NGOs, such as M. Venkatarangaiya Foundation (MVF), utilize an issue-based engagement for the anti-child labour campaign, keeping the issue of child labour visible to the public and policy makers. Other CPs, such as the Nagarika Seva Trust (NST), helped resist Hindustan Petroleum's plan to build a 364-kilometer (km) Mangalore-Bangalore pipeline and succeeded in protecting 80 km in farmlands in Bantwal, Mangalore, and Belthangadi. The pipeline passed through government lands. Other CPs such as YUVA lobbied to recognise street vending as legal and for the government to extend social security to street vendors.

The CPs have succeeded in institutionalising micro-credit for SHGs with commercial banks. The efforts and contributions of DHAN, MYRADA, CYSD, GRAM, GDS, INAFI and others in developing models, sensitising policy makers and regulatory authorities, and influencing pro-poor policies in appropriate forums led to this institutionalisation. CPs' successful promotion of the enabling model of micro-finance and the SHG-banks linkage model is now accepted by the National Bank for Agriculture and Rural Development (NABARD) and the private banking sector.

A few CPs have developed core/direct business engagement with private companies to create employment using the SHG vehicle. MYRADA helped form the Meadow Rural Enterprise Pvt. Ltd., Mary Rose Flower Cultivation Pvt. Ltd., and others--owned, managed, and run by SHGs--to service outsourcing companies (making watch bracelets,

watch strapping, watch assembly); and assemble pen and pencils, telephones and computer cables. Outsourcing companies provide credit, marketing, and technical training. GRAM formed the Dairy Producers Co. that built chilling plants to process 10,500 litres of milk from 3,500 members.

PIC and the National Federation of Small Tea Growers (NFSTG) negotiated with Unilever for a programme to eliminate middlebuyers and benefit 600 tea growers, increasing their income from about $1 to $2 a day. Unilever now buys direct from organised small tea growers (instead of at auction houses). It provides a minimum price for the leaves to act as buffer against price fluctuations, provides technical assistance for quality, and shoulders expenses for professional tea tasters. Mr. Ravi Puranik, CSR Consultant, Unilever, has this to say: "Our work with PIC on small tea growers is a small initiative of Unilever that, in addition to helping some farmers, contributed to changing perceptions of a few corporate people. By providing the opportunity for staff to interact with the small tea growers, buying tea leaves ceased to become routine work. Staff now has farmers' faces they associate with the tea leaves, buying tea leaves has acquired a human dimension" (source: References 1.5).

Through lobby, the Tea Board now allows small tea growers with no license--they converted to tea growing from paddy farming--to avail of some benefits that the Tea Board provides to SHGs (e.g., subsidies for leaf collection, pruning, credit) until the small tea growers are able to secure their licenses. PIC promoted CSR with the small and medium-sized tea companies in Assam to develop an HIV and AIDS workplace policy; Persons with Different Abilities (PWDA) can now work in 30 (including Gap, H&M, Next-Impulse) garment companies, breaking myths surrounding productivity risks.

Lobby to Change Trade Rules Takes Off.
SHGs and CBOs, as vehicles for accessing resources and for lobbying for PPCs that are needed to achieve food and income security, have also been assisted by CPs to intervene in markets. WTO cells in eight states (Rajasthan, TN, UP, Maharashtra, AP, Orissa, West Bengal, Karnakata) were energised to function and provide field-based inputs to the Department of Commerce of the Indian government. Farmers, weavers, and other workers from organised groups in the eight states became aware of the impact of trade policies and globalisation. Upon the urging and lobby of CUTS, Inter State Trade Councils (ISTC) were established, to involve subnational actors in formulating and implementing the national foreign trade policy of India. In the eight states, the media has become more informed and provided a crucial advocacy environment by drawing the attention of multi-stakeholders to the issues of trade and globalisation. Government bodies and WTO were pressured to be more sympathetic to the concerns of the poor. Similarly, media projection was used to monitor issues, sustain the interest of stakeholders, and continue the education of people on the issues of trade, globalisation, and their impact on people's occupations. People had been ignorant of such impact or had chosen not to take it seriously because of the complexities of issues.

Through the Grassroots Reach-out and Networking in India on Trade and Economics (GRANITE) project, media workshops were held to inform and familiarise the media with global issues. Outreach meetings were regularly conducted to sensitise people. Regular meetings with the Chief Minister of each state were held to persuade the Department of Commerce to consider the inputs of ISTC.

The MTF campaign and CUTS helped farmers, NGOs, ordinary middle-class citizens, academicians, and government officials increase their awareness and understanding of

trade and participation in discussions. Media picked up the interest and, in turn, media coverage helped influence politicians and government officials. The campaign gave farmers empowering exposure at the national and international levels--meeting with the Commerce Minister, President of India, Chief of WTO, other country officials in Hong Kong during the HK Ministerial Meeting, and building solidarity with farmers of other countries.

Both the MTF campaign and CUTS produced documentation and have actively advocated that government officials use these analytical documents in discussions related to trade policies.

1.5 Analysis of Results

The Evaluation Team believes that many PPCs have been achieved in promoting the right to a sustainable livelihood as envisaged for the period 2002—2006. However, we need to point out that India has a two-tier policy-making body, with the national government enacting overall policies and laws that have to be enacted again in state governments. The states do not always enact the full policies of the national government. We see that some achievements of CPs have national significance while others have state-specific significance. We also point out that Oxfam Novib started to work in new areas (private sector engagement and trade and market) where achievements along PPCs have only started to be evident. Below, we analyse the achievement or non-achievement of the 2002-2006 envisaged results (see Part II, 1.3).

An Enabling Policy Environment Has Been Created for SHG/MF.
 CPs have adopted the SHG approach to mobilise the community and used this platform for social and economic empowerment of women. SHGs have become a potent force for change in India, and CPs with Oxfam Novib's support has played a key role in this development. The micro-insurance programme introduced by DHAN (with particular assistance from Interpolis, a Dutch Bank) in different insurance agencies is deliberated on at the policy-making platforms, and regulatory authorities such as the Insurance Regulatory and Development Authority (IRDA) and the Ministry of Finance are developing suitable schemes. The openness of regulatory authorities to deliberate on micro-insurance is an important step. By providing protection, micro-insurance is an important service to farmers, fisherfolks, and vendors. Many micro-insurance schemes have been tried, but only when they become commercially viable would micro-insurance benefit the poor. NGOs, networks such as the International Network of Alternative Financial Institutions (INAFI), and the CPs have been lobbying to amend the Micro-Finance Bill of 2007, which is under consideration by the Indian government. The collective action of CPs and other NGOs has created an enabling policy environment. Policy makers now demonstrate openness and willingness to amend existing laws and policy guidelines to accommodate the conditions of SHGs.

Responsiveness of State Governments to Natural Resources Management Differs.
The rehabilitation of water harvesting structures such as defunct water tanks, and eroded land through watershed development has led to significant achievements. Former non-cultivable land is now cultivable and agriculture productivity has increased. The benefits have reached rural households, especially from some drought-prone districts of TN, Karnataka, and AP.

CPs working in forest areas with forest dwellers/Adivasi, particularly in AP and Orissa, significantly raised awareness on the livelihood rights of forest dwellers and the different platforms provided by forest laws such as Joint Forest Management (JFM) and Community Forest Management (CFM). JFM and CFM are a successful manifestation of the changed attitudes of and cooperation developed between the people, forest departments, and NGOs facilitated by CPs. The change of attitudes of national and state government officials has enhanced the participation of beneficiaries in watershed development projects. Government orders are more readily given to implement forestry schemes and agriculture practices, or to award land rights. In this venture, Adivasi women were seen to have played a greater role in relating and advocating with the forest department in AP and Orissa. They were more enthusiastic in adopting sustainable agriculture practices in UP and in joining land rights campaigns in Bihar.

Inclusion of Most Marginalised Groups Is Less Successful.
There has been no significant achievement in including most marginalised groups like Dalit in the decision-making process. They have also benefited little from the tank rejuvenation and watershed or forestry projects.

Creative Model-Building for Private Sector Engagement Has Started.
Private sector engagement started recently with some creative model-building activities being started. Creative means being able to match corporate interest with market and community interests such as that of PIC's Tea Project with Unilever. For private sector engagement, no PPC results were envisaged for 2002—2006, but the targeted activities were met.

Some Counterparts Are Able to Engage the Private Sector.
Most CPs are "engaged" in varying degrees with companies in their spheres of work. Engagement ranges from small trading projects to influencing how corporate philanthropic money should be spent, designing community development programmes, and engaging companies with core business issues. CPs somehow influence the debate on CSR in different forms, from opposition to full cooperative engagement with companies on CSR-related issues and programmes. These engagements have produced some models that can be replicated. Beyond their current engagement, CPs may need to upgrade their skills to engage companies in new areas such as voluntary codes. If the strategy is to advocate regulation of the private sector, then competence in doing policy studies and research on global linkages of companies might be required.

The private sector, especially the bigger companies, are receptive to constructive engagement with civil society, e.g., Unilever's experiment in engaging with both government and NGOs on malnutrition in some districts in Maharashtra. Federations or associations put up by companies such as chambers of commerce or textile associations are also open to engaging with NGOs on the community outreach of companies. (source: Private Sector Engagement Sector Paper, References 5.1)

Counterparts' Involvement in Trade and Markets Is Not Maximised.
For trade and lobby, targets such as building the capacity of CPs and other CSOs for campaign and lobby, and collecting 5 million signatures for the Big Noise campaign were met. But because of some factors, CPs involvement was not maximised in collecting the signatures and in carrying on further campaigns. There were differences in analysis and the responses to the analyses. CPs lack ownership of the issues and do not necessarily agree with the responses to the issues. Some campaigns are seen as brought from the outside, donor-driven, and donor-funded, and have not generated enough on-the-ground

support or ownership. Campaign bodies and counterparts lacked communication to clarify issues, programmes and activities, roles and responsibilities. (sources: References 1.1)

In general, the results show different levels of success across the states. Some governments were more responsive to the lobby and advocacy of CPs, NGOs, and CBOs. The SHG/MF intervention achieved national significance due to the notable contributions of CPs in lobbying and advocacy and in model building. For NRM, the results are more state-specific because the governments of the southern states are more open to collaboration with NGOs and more responsive to the advocacy work of NGOs and people's organisations. In areas where the private sector is more open to engagement with communities and with NGOs, constructive collaboration is happening, such as with Unilever operating mainly in the south.

Oxfam Novib's envisaged results for 2007—2010 are listed in Part II, 1.3. Here we discuss the likelihood that those envisaged results would or would not be achieved in the light of the PPCs reported from 2002 to 2006.

Envisaged Results for 2007—2010 Are Realistic in the Area of Micro-Finance.
The SHG/MF models evolved in the south have been accepted by the mainstream financial institutions, and policies and guidelines are issued to have national significance. Some of the CPs in the north such as CYSD, GDS, the Gorakhpur Environmental Action Group (GEAG), and others have already implemented the SHG-bank linkage model, which would create an enabling environment in the northern states. The probability of achieving the targets are therefore high and the contributions of Oxfam Novib's CPs would be significant. The result of increasing and widening the reach of micro-insurance among the CPs' areas can be achieved within the period indicated.

In Natural Resource Management, Envisaged Results May Not Be Attainable.
There are indications that forest dwellers and landless peasants will acquire land entitlements. There are also some results in providing land to the landless in AP, Orissa, Bihar, UP, and TN. But these indications are not enough to suggest that by 2010 land entitlement will apply to all landless peasants and Adivasi. It is also doubtful whether the state governments will "vigorously implement" land reform, when they are in fact exerting efforts to weaken the reforms.

Evaluation results indicate that the CFM model could be effectively implemented in Orissa, Jharkhand, and Bihar. That will require establishing and sustaining cooperation between the forest department, local communities, and the NGO sector. But it is doubtful that this could be implemented in the three states by 2010. In Bihar and Orissa, the state governments are opening their economies to companies and might give more concessions to companies rather than to forest dwellers. More time is needed to change perceptions and forge cooperation between NGOs and governments, and to advocate change or institute policies.

Models for Accessing Water Can Be Replicated in Drought-Prone and Semi-Arid Areas by 2010.
The PPCs achieved with CP contributions to rehabilitation of traditional water harvesting structures and integrated water management in lowland (small farmers) and upland (forest dwellers) agriculture in Orissa, TN, and AP indicate these efforts could be continued or replicated in drought-prone and semi-arid areas as envisaged by Oxfam Novib. The rehabilitation and local management of water harvesting structures and the widespread practice of water management can prevent negative economic, social, and

environmental impact of industrial development or commercialisation of natural resources. When combined with other livelihood programmes, the rehabilitation of traditional water harvesting structures provides sustainable sources of food for small farmers (females and males). Engagement with the private sector to regulate their use of natural resources would also contribute to the sustainability of livelihood sources for the most marginalised groups.

Oxfam Novib Needs to Clarify Strategies for New Areas of Work.
The experiences of CPs (see Part II, 1.4) indicate that they can hold the private sector accountable for behaviour affecting land and the environment. Holding the private sector accountable for its behaviour is one of Oxfam Novib's envisaged results for 2007—2010 (see Part II, 1.3). However, that action has to be supplemented with other strategies such as advocating government regulation. Identifying focus industries would also be needed to maximise limited resources. To ensure coordinated action, Oxfam Novib together with the CPs will have to craft a collective strategy on how to engage the private sector.

Applying CSR Voluntary Codes Is a Limited Option for Counterparts.
PIC has started to engage companies in applying CSR ethics to their core business, as in its work with Unilever. However, not all CPs have the charisma or the organisational mission to work with the private sector in the manner that PIC does. In that sense, CSR work that focuses on voluntary codes is a limited option for CPs' engagements. There is a need for a wider range of options such as complementing CSR by advocating government regulation of the private sector, focusing on environmental issues, or extending CSR to include responsible sourcing of raw materials (backward linkages) and responsible marketing of goods (forward linkages).

Envisaged Results in Relation to Trade and Markets for 2007—2010 Are Ambitious and Need Strategic Clarification.
It is envisaged that in 2007—2010 India will continue to advocate the relief of the plight of developing countries in WTO and other international forums in agriculture. Target groups are not identified (government officials or representatives of NGOs), nor target international forums in addition to WTO. Moreover, agriculture as a focus is still too broad. There are perhaps agricultural products and their natural markets that would make the most sense as issues for lobbying.

It is also envisaged that the poorest 25% of the Indian poor will get a fair share of economic growth. If this means 25% of those below the poverty line, estimated to be 400 million poor people, then Oxfam Novib means to target 100 million people, a figure that is too big for the period indicated. There is also a need to clarify how the poor will get a fair share of economic growth; for example, will they be able to earn more than $1 a day? The clarification would mean CPs need to gather baseline data with which to start in the communities where they work.

1.6 Analysis of Results Related to the Strategic Change Objectives

The CCPE evaluation found positive trends that, with a significant contribution from Oxfam Novib's CPs, the SCOs may be realised through various PPCs. We looked at the two major areas of sustainable livelihood where Oxfam Novib works: social and economic empowerment. From the PPCs that we gathered from CPs, landmarks that emerged or are emerging point the way toward the SCOs of Aim 1.

Social Empowerment

Most, if not all, CPs have promoted, organised, and activated people's institutions, partnerships, alliances, and networks so that the poor have access to and have ownership over their means of livelihood. CPs were able to impart skills so that the organised poor can manage and can sustain these benefits. The three social empowerment landmarks are discussed in the following paragraphs.

Promoting and Organising People's Institutions or CBOs. The strategy to mobilise, nurture, and stabilise community-based people's institutions has proven to be successful in contributing to PPCs. These institutions have demonstrated that they can be platforms for collective actions to fight for the rights of the poor and the marginalised. Their negotiation skills have improved and are reflected in accessing basic services and assets and participation in different decision-making bodies.

Building Broader Partnerships, Networks, and Collaborations. Grassroots organisations need a broader base of coalition to lobby with the system for the necessary pro-poor PPCs. Oxfam Novib's CPs facilitated or were part of many networks and partnerships at local, state, district, national, regional, and global networks (see References 5.2).

These networks have helped lobby at state and national levels to bring about PPCs. The evaluation has gathered enough validated evidence that collective efforts of CPs, other NGOs, networks, and alliances are able to push for change even though success is uneven. Success is more evident at the local and state levels and some successes have been achieved at the national level. The unevenness may be due to the sheer size of the country. The resources (financial, organisational, human resources) do not match what is needed for sustaining efforts to make a difference at the national level. The diverse culture and language and local context also pose a big challenge. There are examples of successful lobby that contributed to a more enabling policy environment for the poor and disadvantaged communities at state and at national levels. On the basis of cumulative past experiences of CPs and other NGOs, it is likely that when this social and political infrastructure is utilised, significant changes can be effected.

Facilitating Improvements of Service Delivery Systems. Another important intervention made by CPs, in tandem with other civil society actors, is the attempt to remove systemic errors so that service delivery could be improved. Some results of their efforts are the establishment of (1) micro-finance cells by banks, (2) a National Commission for Scheduled Castes (NCSC), and (3) a National Commission for Scheduled Tribes (NCST) as separate units, and (4) the Land Reforms Commission in Bihar; the reconstitution of the Bhoodan Board in Bihar; and the energising of WTO cells in eight states.

Economic Empowerment

Through the CBOs, networks, partnerships, and also through individual focused interventions, the CPs are strengthening food and income security in their target areas and are also exploring possibilities for better trade negotiations and access to markets. Some of the indications and substantiating factors are the following.

Providing Access to Credit. Credit is available for activities generating income at the subsistence level. The institutional platforms at the grassroot level are strong and the policy environment at this level is favourable to availment of credit. But credit availability varies between the south and the north. In the south, SHGs and other groups are stronger and support by the policy-making and implementing authorities is much more favourable than that in the north or northeastern regions. Internal lending and the credit from formal financial sources show a rising trend. But they are used either for consumption purposes or for undertaking small income-generating activities like small shops, dairy activities, tailoring, and vegetable vending.

Credit for economic activities that would yield regular (income security) and surplus income is inadequate for vulnerable groups. The infrastructure to promote and support the expansion of current small and subsistence-level income-generating businesses or to enable the poor to pursue any entrepreneurial activities is not evident. When vulnerable groups transition from subsistence-level income generation to micro-entrepreneurship or surplus-income generation, they need support that banks providing regular loans to middle class micro-entrepreneurship do not yet offer. Skills are inadequate, there is no awareness on value chain addition and cold storage facilities, and transport and farm-to-market roads are lacking. Making credit available for micro-entrepreneurship would require bigger resources for model building and advocacy, and may require Oxfam Novib to leverage current funds available from different sources.

Stimulating Efforts for Access and Control over Natural Resources and Improved Service Delivery. The CPs experiment on different models and influence the systems to accept models such as the interventions made in the Public Distribution System by NST, YUVA, Prayas, CUTS/GRANITE partners. But it is in the inception phase that efforts have to continue with much more vigour by following up enacted legislations because they can be overturned or changed by the same decision makers.

Working to Make Significant Value-Chain Interventions. CPs need to conceptualise, build models, and develop capacity on livelihood projects that add value to the economic activities of communities.

Intensifying Efforts in Lobbying for an Enabling Policy Environment for Economic Empowerment. The advocacy campaigns for pro-poor trade policies must be intensified and sustained.

1.7 Concluding Remarks

Oxfam Novib has supported initiatives in micro-finance that have achieved national significance. Credit for activities contributing to subsistence-level income generation is available. The institutional platforms at the grassroot level are strong and the policy environment for availing of this type of credit is favourable at the national level. At this stage successes differ across states but are still significant and must be recognised as such. In the new areas of private sector engagement and trade and markets, more work has to be done (such as clarifying strategies and setting more reasonable targets with CPs) and CPs must be given more time to achieve significant changes.

Despite the achievement of the CPs and Oxfam Novib's drive toward sustainable livelihood, some landmarks would have to be hurdled. Credit for economic activities that

would yield regular (income security) and surplus income is inadequate. Micro-entrepreneurial skills have to be developed. Pro-poor policies have to be legislated in agriculture (land reform), trade, and the environment. Social laws are needed to regulate corporate behaviour. When policies are legislated, their implementation must be ensured. The credit and support requirements for micro-entrepreneurial activities would be huge and might not be absorbed by regular funding from Oxfam Novib. Other funding windows like TripleJump might help, or with Microned as a platform, funding may be leveraged from other sources.

2.1 The Right to Basic Social Services (Aim 2)

Aim 2 has two SCOs: basic health services and education (Box 1). Of the 20 CPs included in the sample, 2 CPs (CEHAT-Sathi and Prayas) are focused on Health, 3 CPs (Pratham, Bodh, and AVA) are focused on Education, and 4 CPs (CWS, CYSD, NESA and, YUVA) work on broad themes that include Health and/or Education.

2.2 The Current Situation

Health

The health system in India is highly complex with linkages between preventive and curative care, parallel disease control programmes, the overarching influence of a population control mind-set that drives maternal health, and the debilitating impact of poverty and lack of clean drinking water and sanitation on the overall health of people. Note that areas characterised by low educational participation are also the ones where health, immunisation, and nutritional status are poor and gender differences are more pronounced. High rates of malnutrition, regular bouts with preventable diseases (malaria, diarrhoea, respiratory tract infections, severe anaemia and poor health of adolescent girls), and early marriage contribute to poor educational and health outcomes. In this context the unethical practices of private health care providers (many of them unregistered quacks) is another big issue. The private sector's growth at a fast pace coincides with the gradual decline of public health services. People living in poverty and the vulnerable groups are hard hit. (source: Health Sector Paper, References 5.1)

Basic indicators reveal that the infant mortality rate (IMR) has improved overall, but the rural-urban gap in infant and child mortality has increased, reflecting stagnation and decline in rural health services. Neonatal mortality (mortality in the first 28 days of a baby's life) is disturbingly high in India at about 53 per 1,000 live births and significant in Bihar, Orissa, Punjab, Rajasthan, TN, and UP. Malnutrition is a big issue with 19% of children wasted, from 16% seven years earlier. Prevalence of anaemia is remarkably high (79%) in children between 6 and 35 months. The situation is particularly grim in Rajasthan, Orissa, and many areas of Bihar and Jharkhand where a recent national family health survey (NFHS) survey reveals an alarming increase in malnutrition rates among children and women. Maternal mortality rate (MMR) is currently 4 deaths per 1,000 births. Of the maternal deaths during pregnancy and childbirth, 40% relate to anaemia and undernutrition. A large number of girls are married before the age of 18, and many even before they are 15. The phenomenon of sex-selective abortion has further compounded the problem of early pregnancy and abortion. Married women (40%) report that they have experienced physical or sexual violence at some time in their lives, with

large variations among the states. Gender disparities limit women's access to nutrition and health. India's flagship health programme, NRHM, 2005—2015, aims to provide effective health care to the rural population throughout the country with special focus on 18 states that have weak public health indicators and/or weak infrastructure. Oxfam Novib's five priority states in the north are among the 18 focus states. NRHM aims to integrate health with sanitation and hygiene, nutrition, and safe drinking water through a district plan for health. (source: Health Sector Paper, References 5.1)

Over the estimated 60% of Asia's HIV-afflicted people can be found in India even after the government revised the HIV and AIDs prevalence from 5.84 to 2.47 million people. The UN endorsed this revision in July 2007. Infection levels are over 1% in AP, Karnataka, Maharashtra, and TN. The biggest concern in India is that young women and adolescent girls are getting the infection from their husbands. Unfortunately, the existing gender relations do not allow young women to ask about the HIV status of their future husbands. Nor are they able to negotiate safe sex within marriage. The NFHS reveals that only 84% of men and 61% of women have ever heard of AIDS. Further, only 70% of men and 36% of women know that using condoms can prevent HIV and AIDS. The National AIDS Control Organisation (NACO) under the Ministry of Health and Family Welfare (MOHFW) was established to coordinate efforts to prevent the spread of AIDS, and halt and reverse the epidemic by integrating programmes for prevention, care and support, and treatment. (source: Health Sector Paper, References 5.1)

While some sections of the population are getting richer and are benefiting from globalisation, the poor are not benefiting. Private health providers are increasing and government support to the public health system is decreasing. The result is a steady decline of the public health system. Almost 82% of the health expenditure in India comes from private sources and nearly 67% of the population do not have access to essential medicine. The private sector is dominant in primary care and tertiary care in almost all the states. India allocates less than 1% of the GDP on health and will not reach its avowed target of even 3% of the GDP on current trends. UN calculations show that India's spending on public health as a share of the GDP is the 18th lowest in the world. (source: Health Sector Paper, References 5.1)

Education
Sixty years after India attained Independence, the country is definitely turning the corner. Yet, this is also the time when India faces one of its biggest challenges – there is a realisation that eight years of basic education has to be followed by meaningful education that will enhance the skills of a young and vibrant population and enable India to make greater strides. (source: Education Sector Paper, References 5.1)

Physical access to primary schools has improved considerably in India with 152,304 new primary schools and 110,830 new upper primary schools built since 1990 (Select Educational Statistics, Government of India, 2006). The 1990s saw a sharp increase in improvement rate in girls' education and women's literacy. Enrollment rates across the country have sharply increased and the percentage of children who never enrolled steadily decreased. The gross enrollment ratio (GER) in the primary stage exceeds 100%, yet gaps between girls and boys and different social groups exist. Only 67.8% of rural scheduled tribes (ST) girls and 73.7% of rural scheduled caste (SC) girls in the 5-15 age bracket are attending school. (source: Education Sector Paper, References 5.1)

While enrollment and attendance rates in the primary level have improved, the situation in the upper primary stage remains worrisome. Despite the improved physical access since the 1990s, there is still a long way to go before one can expect that every child who enters school will move from primary up to class eight in an uninterrupted manner. It is estimated that overage or underage children are 15% at the primary level and close to 20% at the upper primary levels. The figures hide interstate differences ranging from 8.93% in Bihar and 8.88% in UP to 27% in Rajasthan and 33% in Sikkim (source: Education Sector Paper, References 5.1).

Learning levels across the country are low: 35% of all children in the 7-14 age group could not read level 1 text and close to 52% could not read a short story; 44% of children studying in standard II to V in government schools could not read an easy level 1 paragraph. Taking the country as a whole, barely 20% of standard III children would read a standard II text. (source: Education Sector Paper, References 5.1)

India enacted important legislation and introduced a range of programmes to address educational backwardness. The Education for All policy was instituted in 2001—2002. The National Programme for Education of Girls at the Elementary Level (NPEGEL) was introduced in 2003 to augment resources in educationally backward blocks of the country. In 2004, the Kasturba Gandhi Balika Vidhyala (KGBV) was initiated in the educationally backward states to reach out to out-of-school girls and provide residential education for students from socially disadvantaged groups. The revised midday meal programme, named National Programme of Nutritional Support to Primary Education, 2004 (NP-NSPE), was established to boost universal primary education (classes I-V) by improving enrollment, attendance, retention, and learning levels of children, especially those belonging to disadvantaged sections; improve the nutritional status of primary school students; and provide nutritional support to those in drought-affected areas during summer vacation. (source: Education Sector Paper, References 5.1)

The Education Bill of 2004 made free and compulsory education a fundamental right of all children 6-14 years of age. This Bill is yet to be notified and is not yet a law. It should be noted that even though the right to education-related amendment was approved by the Indian Parliament and was signed by the President of India, it has not been notified in the Indian Gazette. NGOs and other CSOs that actively lobbied for this important amendment are now silent about the government's failure to notify the amendment and make it an integral part of the Constitution of India. Discussions with CPs reveal that many of them are not aware that this amendment is not yet a law. (source: Education Sector Paper, References 5.1)

While the national government has a policy covering the inclusion of HIV and AIDS awareness in school curricula as part of sex education, six states (including Orissa and Rajasthan) have banned this policy and do not allow incorporation of sex education in their school curricula. Thus, the work of CPs has had a setback. (source: Education Sector Paper, References 5.1)

2.3 Results Envisaged by Oxfam Novib

Oxfam Novib envisaged the following results for 2002—2006. (sources: South Asia regional plans, Focus Discussion India 2003, Strategic Story India 2005, Oxfam Novib annual plans; References 3)

Health

- Oxfam Novib, through CPs, will increase self-help capacity in health-related issues at the community level.
- The government will increase investment and adopt specific policies and measures to upgrade both the quality and coverage of basic health services.
- Prevention and treatment of HIV and AIDS will be a priority for the national government and at least for the five priority state governments, with focus on both the population and the high-risk groups.
- CSOs will be engaged in integrating HIV and AIDS programmes in their core business, and social awareness will lead to changes in how people perceive HIV and AIDS (stigma and discrimination will be reduced).
- Access to basic health services will reduce mortality rates and reduce the prevalence of sexually transmitted diseases, and HIV and AIDS.

Education

- Oxfam Novib, through CPs, will contribute toward the provision of good-quality, free, and compulsory basic education for all girls and boys up to the age of 14 to reduce one of the main push factors behind child labour.
- The government will assume full responsibility for guaranteeing free and compulsory basic education.
- Communities will actively participate in activities to influence education services for their children through the development of responsive, participatory, and accountable systems of educational governance and management.

The expected results for 2007—2010 are as follows. (source: SPM India 2007—2010, References 3)

Health

- Oxfam Novib will ensure that by 2008, all CPs will have mainstreamed HIV and AIDS awareness at both the organisation and programme levels.
- The Indian government will take full responsibility for its incontestable role and obligation to provide public health care.
- To ensure gender equity, the CPs will advocate and develop good-quality and affordable primary health care alternatives.
- In all public and private health services throughout India, all discrimination against HIV-positive patients will stop.

Education

- Oxfam Novib, through CPs, will contribute to improve the quality of education (including pre-primary education) and gender equity to enhance retention and completion rates in primary education.
- The government will allow a gradual shift to nonformal education for adolescent girls, and access to quality secondary education to increase gender equity.
- The Education for All programme of the government of India will reach its goal of providing eight years of education for all children.

2.4 Policy and Practice Changes Achieved

Health

Oxfam Novib's CPs contributed in different degrees to improving access to health care services and creating the demand for quality services. In the process, the CPs helped improve the health status of target populations in states where they work. CPs have contributed to making PPCs happen with larger networks like Jan Swasthya Abhiyan, SAN!, Shodini (network of people researching and documenting traditional systems of medicine), and Jagruti Adivasi Dalit Sanghatan.

Changes Have Improved the National Rural Health Mission.
The work of several CPs, notably the Centre for Enquiry into Health and Allied Themes (CEHAT-Sathi), led to the development of a community-based monitoring system that has been integrated into NRHM. In areas where the educational status of women was poor, the criteria for appointing ASHAs were revised so that more ASHAs could be hired. Ms. Leela Visaria, well-known demographer and social scientist, coordinator of HealthWatch, and Retired Director of the Gujarat Institute of Development Research said, "CEHAT-Sathi is a unique organisation. We (HealthWatch) collaborated on the Abortion Assessment Project–India and my experience was positive. Dr. Gupta of Prayas serves with me as a member on GOI committees and task forces. CEHAT-Sathi and Prayas have a great deal of credibility in India–in society, with the government and also with donor agencies" (source: References 1.5).

Under the Janani Suraksha Yojana's clause, women with more than two children or below official marriageable age would not be eligible for incentives such as escorting them to health centres when they are pregnant, having a village health worker stay with them in the hospital, enjoy post-natal visits for 7 days after delivery, receive immunisation of the newborn, and assistance to the pregnant woman in the form of services and medications. This clause was revised to make all pregnant women eligible for the incentives. Unfortunately, the Supreme Court in November 2007 overturned this amendment. (source: Health Sector Paper, References 5.1)

Medical Termination of Pregnancy (MTP) and Pre-Natal Diagnostic Techniques (PNDT) Were More Strictly Enforced.
The protocol for implementing the PNDT Act in Maharashtra was changed. Stricter implementation was ensured, which included more severe punishment for doctors and medical technicians violating the law (against sex selection). The MTP Act was amended to introduce decentralised registration of pregnancy and sensitivity to larger gender issues, and the consent clause was explained (this has now been challenged in court). The TN government prohibited scanning centres to test the gender of the foetus. (source: Health Sector Paper, References 5.1)

Demand for Entitlement from the Public Health System Is Increasing.
CPs compiled case laws, organised public hearings on the work of the health system, created grassroots organisations, disseminated information and carried out educational and awareness activities, trained facilitators and activists, and sensitised and trained providers to demand entitlement (source: CEHAT-Sathi, and Prayas CAFs, References 1.1). In many CPs' areas, a culture of public hearing is slowly taking root and people have started using the Right to Information Act (RTI) as a tool to gather information and

hold service providers accountable. Mass action is also evident especially through village health committees, and resolutions against stigma and discrimination. Dr. T. Sundararaman, Executive Director of the National Health Systems Resource Centre, and an eminent health planner and activist, remarked that, "What India needs is a strong public health system – one that can be accessible to the poor. Strengthening the public health delivery system is a priority for the country. To that extent, Oxfam Novib is on the right track" (source: References 1.5). The government agreed to enforce 20% free treatment of poor patients in private hospitals on subsidised land or whose import duty had been waived. The work of one CP resulted in ending discrimination in the diet of Indian and foreign prisoners. The Western Railways of India introduced emergency medical care. The government of Maharashtra enacted a health policy for street children. As a result of a CP innovation, a revolving loan system for toilet construction in TN was adopted. (sources: CEHAT-Sathi, and NESA CAFs, References 1.1)

Changes Are Noted in Health Seeking and Nutrition Practices.
More women are registering pregnancy, availing of antenatal care, and improving nutrition during pregnancy. More women now opt for delivery by trained providers. They recognise the importance of colostrum, accept immunisation, and seek more knowledge about its importance to children's health. More women seek help in better managing childhood illness (sources: CEHAT-Sathi, and Prayas CAFs, References 1.1).

HIV and AIDS Awareness Is Increasing in Communities.
CPs reported greater awareness and decreasing stigma, adolescents that are more aware, and a more sensitive media. People living with HIV and AIDS (PLHA) now participate in consultative processes. To a limited extent some CPs have succeeded in encouraging community care of PLHA and sex workers to be proactive about protection and care. Community leaders participate in consultative meetings of the health department in Bihar. Several CPs reported a discernible attitudinal change among panchayat members toward PLHA. (Validation of this practice change is not easy as direct interaction with beneficiaries was not done for this sector and the Evaluation Team relied only on reports by Prayas, PGVS, YUVA, CPF, CWS, NESA, GDS, and Breakthrough.)

CPs used research, and legal intervention in the form of public interest litigation (PIL), public hearings, and active engagement with government to ensure that the most vulnerable in each area they work in have better access to health care services. CPs have contributed to governments' change in attitude toward HIV and AIDs that initially focused on high-risk groups and has now recognised gender to be at the centre stage of the epidemic. Sustained advocacy and education led to the recognition of the need to factor in the vulnerability of women who are not part of any high-risk group. (sources: PGVS, YUVA, CPF, CWS, NESA, GDS, and Breakthrough CAFs, References 1.1)

Education

National and State Governments Are Providing for Compulsory Basic Education.
Pratham clearly contributed in highlighting the urgency of providing good-quality, free, and compulsory basic education nationwide. By energising the school system from within and from outside mainly through the Annual Status of Education Report (ASER) and the Read India Campaign, Pratham has contributed in bringing quality education issues to the fore in public consciousness and in making the government sit up and take note of what and how much children are learning.

Dr. Sharada Jain, renowned educationist, director of Sandhan (educational research and training organisation) in Jaipur, and a member of the Sarva Shiksha Abhiyan (Government's apex body/governing council), said: "I endorse Pratham for realising the need for urgency, scale and magnitude of the problems of education. It has evolved a mechanism of working with the government – with no egos and has injected a lot of zeal into the education sector" (source: References 1.5).

While Pratham works across the country on literacy, other CPs focus on specific states and other aspects of education. Bodh has played a strategic role in articulating the contours of quality education in schools and how a tripartite community-school-government partnership can have positive outcomes in rural and urban areas of Rajasthan. CYSD in Orissa has integrated educational mobilisation along with other community-based strategies to empower people to negotiate local self-government institutions and also enhance food and income security. NESA ran enrollment campaigns and worked toward the improvement of 98 government-run hostels for SC and ST in TN. NESA helped activate PTAs to address gender and caste-based discrimination. YUVA campaigned for the Right to Education Bill in 2005 (not successful, but it generated debate and made people aware) and has campaigned against the commercialisation of higher education in Maharashtra (source: Education Sector Paper, References 5.1).

Anti-Child Labour and Pro-Education Movement Bears Good Results.
AVA, YUVA, Pratham, MVF, and other NGOs were able to keep the child labour issue on the national and state radar and explore a combination of strategies to rescue children and also make the government play a more proactive role in getting children out of bondage by stressing the right of every child (up to 18 years) to education. Legal interventions with respect to child labour in UP and Maharashtra were developed. Networks like Wada Na Todo monitor progress toward the millennium development goals (MDGs) and contribute to highlighting issues. (source: Education Sector Paper, References 5.1)

Education for All Is Highlighted.
NESA has focused on the rights and dignity of Dalit and tribal children, enhancing their access to education (through enrollment drives, PTAs) and has also raised the issue of caste-based discrimination and humiliation up to the Supreme Court of India. CYSD has been able to highlight the importance of multilingual education in tribal areas and how it can be done on the ground; Urmul Trust's work in the area of residential accelerated learning programmes for girls or Lok Mitra's work in the area of nonformal education or quality improvement has highlighted the need for context-specific strategies in extremely backward or remote areas of the country. YUVA, Doosra Dashak, and Pratham contributed to recognising the educational needs of out-of-school adolescents. CPs and other NGOs successfully campaigned for free education up to class 10 in Maharashtra. The right not to reveal the caste of the child in school was promoted. (source: Education Sector Paper, References 5.1)

There Is A Growing Culture of Valuing Education.
As a result of the efforts of CPs, other NGOs, and donors, and the responsiveness of the government, a growing culture of appreciating the value of education and learning to read was accepted as a milestone in schooling. It is now easier to get more children into school through direct intervention at the pre-school stage or through bridge programmes and residential girls' camps as experienced by Pratham, Urmul, and Bodh. Social norms that are changing include parents playing a key role in monitoring and supporting the school (sources: Bodh, and Urmul CAFs, References 1.1).

Through actual demonstration, Pratham has contributed to the increased recognition of fluent reading as an important step in learning and the value of assessing learning outcomes in a transparent manner as a tool to energise the community and the schools and make government school accountable for learning. Bodh has worked on forging close community-school-panchayat linkages as a means to ensure greater participation. The memorandum of understanding between the panchayat, school, and education department was offically recognised and signed. (source: Education Sector Paper, References 5.1)

Ms. Anil Bordia, an eminent educationist, chairperson of the Foundation for Education and Development, and former Education Secretary to the Government of India, remarked: "Oxfam Novib is refreshingly different from most other donors – the effort to support different approaches / strategies in education (and health) need to continue" (source: References 1.5).

2.5 Analysis of Results

The Evaluation Team believes that many PPCs have been achieved in promoting the right to basic social services (health and education) as envisaged for the period 2002—2006. However, we need to point out that India has a two-tier policy-making body, with the national government enacting overall policies and laws that have to be enacted again in state governments. The states do not always enact the full policies of the national government. We see that some achievements of CPs have national significance while others have state-specific significance. We analyse here the achievement or non-achievement of the results envisaged for 2002—2006 (see Part II, 2.3).

Health

Increasing Self-Help Capacity at Community Level. CPs have enabled people in their respective areas to negotiate the health delivery system with greater confidence and have been able to enhance awareness levels in the community. CPs working mainly on health issues also have a clear pro-poor, pro-Dalit, and tribal focus. Prayas and CEHAT-Sathi have targeted their work to the most disadvantaged in their project areas and have managed to use scarce resources optimally.

Low Government Investment on Health. CPs' attempts to increase government investment to improve health services, both at the national and state levels, are partially successful. Positive amendments to existing policies are overturned after CPs have invested resources to enact those amendments. The entry of private health providers is another complication that CPs and other NGOs have yet to deal with. At the moment no clear approach has been agreed upon. There is little or no government regulation for private health providers.

Inconsistent Government and Public Response to HIV and AIDS Awareness. CPs working on HIV and AIDS or on larger advocacy issues for government policies have had uneven success. The government now recognises the role of gender in spreading and in

preventing HIV and AIDS, but such recognition has yet to crystallise into programmes and requisite practices.

Integrating HIV and AIDS Awareness in Organisations and Programmes Just Beginning. Only 40% of the sample CPs have started to integrate HIV and AIDS into their programmes and in their organisations. Oxfam Novib needs to put more effort in working with CPs so that HIV and AIDS can be integrated into their programmes and organisations.

No Correlation of Mortality Rates from STD, HIV and AIDS with Access to Basic Health Services. Establishing such a correlation has not been discussed by CPs and does not feature in their targets. Correlating the factors leading to mortality rates from STD, and HIV and AIDS has not been done. There are also no measures to correlate reduced mortality rates and diminished prevalence of STD, HIV and AIDS with greater access to basic health services.

Education

Lobbying for Free Basic Education and Reduction of Child Labour. Oxfam Novib has supported a range of strategies in education. Its CPs work on different aspects of education: literacy, quality education, pre-school education, out-of-school education, and adolescent education. A number of NGOs and social action groups (including AVA) stepped up a nationwide campaign against bonded labour and child labour. The external pressure of exposing child labour practices of multinational companies in India makes a dent in public and government consciousness (including Wada Na Todo campaigns for MDGs). The contributions of Oxfam Novib CPs working for education are significant on the national and state levels. (source: Education Sector Paper, References 5.1)

There is a confluence of the right factors at the right time: CPs able to break through government's decision makers; the increasing public awareness of the value of education; corporations and other donors supporting education; and the responsiveness of the government, which has legislated Education for All policies and has passed laws for the eradication of child labour.

The broad range of strategies is one key factor that helped trigger change of national significance. The model-building work and the ability to advocate that these models be adopted by other stakeholders, most especially by the government, are two key factors that can be said to work in both the education sector and in the micro-finance sector.

Increasing Public Appreciation for the Value of Education. Community work on education and national/public work (Learn to Read, ASER) by CPs and other civil society actors have contributed significantly to increasing the value of education in general.

For 2007—2010, Oxfam Novib's envisaged results are listed in Part II, 2.3. Here we discuss the likelihood that those envisaged results would or would not be achieved in the light of the PPCs gathered in 2002—2006.

Health

Insufficient Number of Alternative Primary Health Care Models. Except for initiatives to relate with traditional healers, we have come across no other alternative primary health models. The CPs have focused on making the health care system work. In addition to traditional healers (ayuverdic treatments, maybe yoga practice), the other alternative is private providers for health care, increasingly catering to primary health care as well. It is not known what kind of alternative primary health care models will work in the northern areas. CPs and other health development workers have noted that in areas where the health care system is of poor quality, private health care providers would not be any better and would even be more expensive. There is need for Oxfam Novib and CPs to explore this envisaged result and craft clear targets toward 2010.

Possible Mainstreaming of HIV and AIDS by 2008. For CPs to mainstream HIV and AIDs awareness in their organisations and programmes, Oxfam Novib has to invest more human and financial resources in building capacities. Oxfam Novib's approach of giving CPs a choice of whether or not to mainstream might be delaying the achievement of this envisaged result. In addition, CPs might be assisted with more awareness on the issue. The problem may be that only a few in the organisation are exposed to awareness raising activities that have been facilitated by Oxfam Novib. It might help if awareness-raising activities target a critical core and number of CPs' staff.

Full Provision of Public Health Care by 2010 Not Possible. It is highly unlikely that CPs, even together with other NGOs, would be able to pressure the Indian government to provide for public health care by 2010. It might be more realistic to identify the states that are more able to do so—it could be that the southern states rather than the northern states would have the capability to do so.

No Stop to Discrimination Against HIV-Positive Patients by 2010. It is also too optimistic to expect discrimination against HIV-positive patients to stop in public and private health services by 2010. It may not be possible to determine whether discrimination against HIV-positive patients is happening.

Education

Higher Retention and Completion Rates in Primary Education. There is a strong likelihood that CPs will contribute to higher retention and completion rates in primary education. As evidenced by the PPCs achieved, the CPs are well-positioned to continue their significant contribution to improving aspects of the educational system such as aiming for higher retention and completion rates. Their collective advocacy work utilising different approaches should be continued.

Creating Nonformal Education Models for Girls. Models for nonformal education can be tailored for adolescent girls in different situations or states. Models already developed by CPs (Urmul and Lokmitra, for example) can be replicated through more effective advocacy by other NGOs or by the government.

Full Government Provision of Basic Education by 2010 Not Likely. It is unrealistic to expect that the government will be able to provide for 8 years of education for all children

by 2010, given the situation in the northern states and the limited national government resources for supporting primary education at this time.

2.6 Analysis of Results Related to the Strategic Change Objectives

To contribute toward the SCO, Oxfam Novib must face one of the biggest challenges: that women's status is particularly poor and a lot more gender-focused interventions would be required even with CPs. Patriarchal attitudes and practices are widespread in the government and the NGO sector. Another huge challenge is the reluctance to acknowledge the spread of HIV and AIDS. Oxfam Novib may have to invest a lot more on orientation and training of CPs.

It is evident that the CPs have played a key role in making sure that people living in poverty achieve tangible improvement in their health through increased access to affordable and accessible basic social services. The struggle for the right to health will be a long and arduous one, especially in the current economic and political context. While some small steps have been taken in ensuring greater accountability and transparency, the larger environment in India has led to the steady erosion of public services. It is difficult to say whether the work of CEHAT-Sathi, SAMA, Prayas, and other CPs working on education and health has led to a substantial contribution to the larger SCO.

While PPCs facilitated by CPs are important in themselves, there is a need to explore whether the changes have enabled Oxfam Novib to move toward the SCO in the education sector. This is a difficult area to explore. Grassroots organisations may be able to change practices in their respective areas. They may also influence state and national government programmes and policies. Similarly advocacy and research-oriented organisations have the ability to draw on their grassroots experiences, research, and campaigns to advocate change at the policy level and influence the implementation or monitoring systems of ongoing government programmes. However, whether they together contribute toward the SCO may not be clearly discernible.

CPs taken together are a small part of the larger scenarios of health and education. It is evident that no one approach or strategy works across the country. However, Oxfam Novib CPs have definitely played a strategic role and are moving in the right direction. What is evident is that the combined work of Oxfam Novib CPs in this sector has put children's right to education on the national and states radar, and quality and equity issues are being addressed a lot more today than it was five years ago. Issues of child labour have been brought to the forefront – especially in the media and legal action.

2.7 Concluding Remarks

For Aim 2, Oxfam Novib has set ambitious targets for the health sector. Although a small player in this sector, Oxfam Novib has played a significant role in that it has supported (in both education and health) CPs who are developing models that can demonstrate what is workable.

3.1 The Right to Life and Security (Aim 3)

Aim 3 has two SCOs: emergency aid and conflict prevention (Box 1).

3.2 The Current Situation

Disasters—earthquakes in Maharashtra (1993), Gujarat (2000), and Kashmir (2005); the cyclone and flood in Orissa and AP (2001), floods in Bihar and the tsunami (2004) in TN—have caused much damage. Disaster risks and widespread vulnerability remain a major problem in many Indian states. Women, children, the elderly, and cultural and ethnic minorities are more vulnerable than others. Disasters exacerbate social problems such as exclusion, and health problems such as HIV and AIDS. To be effective, disaster response must stress the need for community participation, social inclusion, and gender roles. Effective disaster response and preparedness are a coordinated responsibility of the government, civil society, the private sector, and the community. A strong legal and institutional framework for disaster management at national, state, district, block, and local government levels will help. (source: Disaster Response Sector Paper, References 5.1)

The Disaster Management Act (DMA) of 2005 promulgates (1) the establishment of the National Disaster Response Force (NDRF), and (2) the issuance of early warning. NDRF is effective in search, rescue, and evacuation of people in flood-prone areas. In 2004, the tsunami warning (using media) reached Krishna district villages in two hours, giving people time to reach safety. The DMA also promulgates the establishment of the National Institute of Disaster Management (NIDM), a national training institution. The DMA calls for authorities from 9 nodal ministries to be constituted at national, state, district, subdistrict, and village levels. While the DMA is relatively comprehensive, the practice of the policy falls far below the ideal envisioned. The DMA defines disaster management as a "continuous and integrated process of planning, coordinating, and implementing measures" necessary for preventing, mitigating, or reducing damage. The aim is preparedness, prompt response, assessment of the magnitude of disaster, and then undertaking search and rescue, and rehabilitation and reconstruction. In reality, there is very little instance of such continuous, integrated, and sustained measures in disaster management. There continue to be differences in attitude among different actors on how to respond effectively, a lack of mechanism for coordinating action, insufficient financial support, and lack of the capacity to respond. (source: Disaster Response Sector Paper, References 5.1)

The different bodies mandated to respond are heavily bureaucratic, neutralising the ability to respond with speed. The Prime Minister and the Chief Minister are the chairpersons for the respective authorities. At the district level, the District Collector heads the authority and the people's representative is the co-chair. Notably the district panchayat (local government) leader is sidelined. It is a big challenge to achieve coordination from ministries or departments, state governments, national authority, line agencies, and NGOs to ensure the "integration of measures for prevention of disasters and mitigation." It is difficult to expect that departments will incorporate disaster preparedness into their development plans and projects. (source: Disaster Response Sector Paper, References 5.1)

The DMA does not state the clear roles and responsibilities of local authorities such as municipal corporations, the block and district-level panchayat, and the administration, thus making it hard to coordinate participation. It is necessary for the state governments to categorically include these stakeholders and to think about roles that can be assigned to them in their own state policies on disaster management. The most serious weakness of the DMA is in not clarifying community-based processes to get the people to participate. It has no provisions for gender concerns and issues during the relief,

rehabilitation or preparedness processes except a bare mention of targeting widows and orphans. None of the relief provisions were gender sensitive and were not based on local cultural practices. (source: Disaster Response Sector Paper, References 5.1)

3.3 Results Envisaged by Oxfam Novib

Oxfam Novib envisaged the following result for 2002—2006. (sources: South Asia regional plans, Focus Discussion India 2003, Strategic Story India 2005, Oxfam Novib annual reports; References 3)
- Oxfam Novib will contribute to the proper preparation for emergencies in natural disaster-prone areas so that communities in such areas will have increased capacity to deal with natural disasters.

The expected results for 2007—2010 are the following. (source: SPM India 2007—2010, References 3)
- Wherever possible, Oxfam Novib ensures the effective involvement and strengthening of its CPs, especially those working on sustainable livelihood, and in both disaster preparedness and response.
- In the five priority northern states, Oxfam Novib aims to integrate aspects of disaster preparedness in livelihood interventions. Particular attention will be given to mainstreaming of HIV and AIDS awareness in emergency responses. This started with the response to the tsunami disaster in 2005.
- All Oxfam Novib CPs will be encouraged to participate in facilitating communal harmony so that communal tensions between Hindu and Muslim communities will not increase as a result of their interventions.
- It is hoped that communal violence in India will end by 2010.

3.4 Policy and Practice Changes Achieved

Counterparts Respond Effectively to Disasters.
Of 20 CPs, 9 were involved in significant disaster response. CWS and CYSD contributed in cyclone and flood response in Orissa and AP. CWS, NESA, and DHAN contributed to the tsunami response. CWS, GEAG, GDS, and PVGS responded to waterlogging and floods in UP and Bihar. YUVA and CEHAT-Sathi responded to the emergency situation in urban Mumbai. The CPs' direct contributions included (1) relief activities or distribution of food, clothes, household items, school kits, medicines; (2) community organisation (women micro-finance groups, farmers' and fisherfolk's associations); (3) housing and community infrastructure (temporary shelters, sheds, bridge and electric cables repair); (4) livelihood support initiatives (net and boat repair and distribution, agricultural land reclamation, income-generating activities); and (5) other initiatives (psychosocial care, baseline data, impact studies, advocacy activities).

The livelihood support that CPs extended to the tsunami victims and their organisation into SHGs got them back to their earning mode in a short time. The victims included fisherfolk, women, Dalit, and children along the major coastal villages of TN.

Changes in Disaster-Mitigating Agricultural Practices Can Be Observed.
Farmers are now adopting a partial drainage system to prevent and manage flooding and waterlogging enabling depressed lands to be transformed into cultivable areas. With the change in cropping time and crop variety (combined with livestock dispersal), farmers now widely plant pre-flood paddy in the flood-prone areas of eastern UP and northern Bihar. A paddy variety that matures in 90 days and tolerates hot summer has been introduced and is widely cultivated. In villages where CPs worked, flood-proof mechanisms were created and village disaster management plans were prepared. Defunct traditional irrigation systems are restored so that they could help prevent and manage flooding and waterlogging in north Bihar.

Development of More Effective Rehabilitation Interventions Is Visible.
For example, CPs have restored a good number of disaster victims to a regular life by providing them with livelihood sources such as boats, nets, housing, reclaimed land, children's education; and curbing the practice of high borrowings among the victims by quickly providing them with support to restore normalcy in livelihood systems. During and after the Gujarat riots, CEHAT-Sathi put together a group of counsellors who collaborated with the Area Networking and Development Initiatives (ANANDI) to reach out to the victims of the riots through psychosocial counselling. Being accountable and reporting to the community was a practice that earned the trust and cooperation of the community as well as acted as an example emulated by other NGOs doing rehabilitation work. According to Dr. G. Uma Shankar of the Tsunami Resource Centre (TRC) of CWS, "In TN and AP tsunami areas where we worked on disaster rehabilitation, NGOs and government were not transparent and accountable of their projects. We (CWS and other NGO partners) decided to display information boards in all villages on projects we implemented – total cost of the project, beneficiary contribution, etc. We invited the grama sabha and panchayat leaders to be part of 'social audits' and approval of projects. Others followed the practice soon after, and project implementation generally improved" (source: References 4.5). Communities practice more organised ways of handling flood disasters in their villages. The people are more alert and now readily move to cyclone shelters as was evident in the November 2007 cyclone alert in Orissa.

Mainstreaming of HIV and AIDS Awareness, and Gender and Diversity into Disaster Response Needs to Be Strengthened.
While CPs have greater awareness of and sensitivity to HIV and AIDs, and gender and diversity issues during disaster response, in general there is much room for improvement among other stakeholders, especially the government. The DMA has no gender-sensitive, cultural diversity provisions, and HIV and AIDS awareness and prevention guidelines.

More Vigorous Lobbying for Inclusion Is Needed.
CPs have worked consistently to sensitise district authorities to be more inclusive. For example, after CPs highlighted the issue of "social exclusion," the district authority of TN requested information on Dalit hamlets that had been discriminated against in the relief and rehabiliation activities. In response to CPs lobby, the Core Committee members of the National Disaster Policy have given assurance that the policy would be Dalit sensitive. As Dr. SJ Prasad of the National Campaign on Dalit Human Rights has remarked, "There is structural discrimination practiced against Dalits in Indian Society and its manifestation manifolds during disasters. It is critical for CSOs and the government to do equitable justice in reaching out to Dalit and other vulnerable and marginalised communities in disaster response and preparedness." (source: References 5.5)

In Mumbai, YUVA succeeded in pressuring the state government to stop eviction of pavement dwellers and to provide people with safe housing. This achievement, however, has not yet translated itself into a Government Resolution although it is already being practiced in some of the major government rehabilitation programmes. After the Mumbai bomb blasts in July 2006, CEHAT-Sathi worked closely with service providers such as hospitals, to respond more effectively to the victims. CWS organised and mobilised CBOs, and networks to act as pressure groups, monitoring bodies, and as representatives of affected communities. State governments (Maharashtra, TN, AP, Orissa, among others) now partner with CSOs to implement relief and rehabilitation work, in contrast with the earlier approach of government officials to keep CSOs away.

The Government Has Become More Accountable during Relief and Rehabilitation and Adopts Disaster Preparedness Policies.
CPs have advocated equal wages for men and women hit by disaster under the National Rural Employment Guarantee Act (NREGA) and have largely succeeded. The government has adopted the practice of strengthening community disaster alertness systems through community radios and village information centres to provide information on weather, market, and road conditions. The panchayat exercises greater involvement in disaster management and preparedness in states where CPs work. Such involvement has earned the panchayats greater credibility. Today the Panchayats are the first port of call for people when disaster strikes. In 2000 the Orissa state disaster mitigation authority was set up and a draft State Disaster Mitigation Bill was initiated in 2002, but the Bill is still in the draft stage. In UP, the household list prepared by the Disaster Management Group (DMG) is accepted by the district administration for relief management (a paradigm shift). Rescue kits and life jackets are distributed, mock drill training is held, first aid training is offered. Flood posts are organised to provide assistance during floods. Pre-flood vaccination of livestock has become a norm in the target villages. The DMG takes the lead in organising interface programmes with government bodies, bankers, CBOs, and people's elected representatives. CPs lobbied the Calamity Relief Fund and Crop Insurance to treat damages to the cropping cycles due to disaster as eligible for compensation, and lobbied for changes in the crop insurance policy so that damage assessment at the district and block levels will involve panchayat leaders. CPs has generally succeeded in these counts.

Disaster Preparedness Is a New Practice That Needs to Be Exercised More.
OI's contingency plan for disaster preparedness was applied by CPs in AP and Orissa for floods, and TN for tsunami. The effectiveness of the contingency plans has not been tested as of the evaluation period.

Collaboration in Disaster Response Has Started, But More Is Needed.
Among the different Oxfams, coordination for disaster response has been clearly established and the tsunami disaster response brought the Oxfams together in a more dynamic manner. The magnitude of the tsunami disaster in December 2004, and the One Tsunami Fund instigated by OI became the turning point for greater and better collaboration.

The example of the collaboration of the different Oxfams highlights the need in India for a similar platform for greater coordination and collaboration among different stakeholders from the government, civil society, and the increasing private sector involvement. (source: References 5.5)

3.5 Analysis of Results Achieved

In the following paragraphs, we analyse the achievement or non-achievement of the 2002-2006 envisaged results (see Part II, 3.3).

Increasing Capacity of Counterparts to Deal with Disasters. The result envisaged for this period was achieved. Oxfam Novib contributed to developing the capacity of CPs (and as an extension, their communities) to internalise the concepts of disaster contingency planning and its approach to integrate disaster preparedness in livelihood interventions.

Integration of Disaster Preparedness and Livelihood Intervention. Oxfam Novib's approach of integrating disaster preparedness with livelihood intervention is more effective than simply adding more partners with specialisation on emergency aid or rehabilitation activities.

Propagation of Useful Agricultural Practices. CPs propagated practices that would lessen the vulnerability of crops to disasters. Repairing infrastructure such as irrigation systems contributes to mitigating the effects of disasters.

Preparation of Contingency Plans. CPs prepared contingency plans for disaster prone-areas in Orissa and AP but in the absence of a follow-up or progress update from Oxfam Novib and the CPs, the contingency plans are not being implemented.

For 2007—2010, Oxfam Novib's envisaged results are listed in Part II, 3.3. We discuss here the likelihood that those envisaged results would be achieved or not in the light of the PPCs achieved from 2002—2006.

Assured Involvement of Counterparts in Disaster Preparedness and Response. CPs' contributions to the 2002—2006 targets indicate that Oxfam Novib is on the right track to ensure the effective involvement of CPs in disaster response and preparedness, and disaster management and mitigation in disaster-prone areas. Contingency planning must be done throughout the year so as to keep CPs ready.

Disaster Preparedness in the Northern States. Integrating disaster preparedness in livelihood interventions in the northern states, including HIV and AIDs awareness in the emergency response, would most likely happen. Past achievements indicate that Oxfam Novib's contribution to mitigation and preparedness will continue in Bihar and UP. Integrating disaster preparedness in livelihood interventions in areas prone to flooding and waterlogging is already being done and will continue with continuous support from Oxfam Novib. Efforts to mainstream HIV and AIDS awareness in emergency responses have had minimal result so far due largely to insufficient practical skills. Support to enhance such skills in the future will be important.

With continuous efforts, it is possible that by 2010 a comprehensive gender-sensitive disaster preparedness plan could be made available at all levels in all the disaster-prone districts of Orissa. Similarly, given the base created so far, it is possible to build disaster preparedness in the CPs' livelihood programmes in UP and Bihar. There is a need to build a platform for multi-sector, multi-stakeholder coordination, not only in the northern

states but also in the other disaster-prone areas. There is also the need to heighten the lobby and advocacy for government policies and programmes to be geared toward disaster preparedness and effective implementation for disaster response. As noted, the DMA does not specify roles and responsibilities for local authorities, for the Panchayats at different local levels, and NGOs. The DMA does not highlight community-based processes for meaningful participation and does not have gender-sensitive provisions.

Facilitation of Communal Harmony. The CAFs yielded scant data on this theme. What does Oxfam Novib really want to happen in this area that is distinct from other themes such as promoting gender and diversity or promoting social and political participation? This envisaged result needs further articulation.

Expected End to Communal Violence by 2010. It is not likely that communal violence throughout India will cease by 2010.

3.6 Analysis of Results Related to the Strategic Change Objectives

It is difficult to make conclusions on how the work of Oxfam Novib, through the PPCs achieved by CPs, would contribute toward the SCO on a long-term, sustainable basis. However, we can cite two indicators of the possibility that the PPCs are contributing to the SCO.

The newly established people institutions—CBOs, SHGs, the different panchayat (local government) units—and the increasing collaboration of NGOs, the government, and other stakeholders on the cause of disaster victims offer some indication of how sustainable change for preventive preparedness and coordinated efforts for quick relief or rehabilitation response can come about.

The newfound ability of people's organisations and NGOs' networks to act as pressure and monitoring groups, and seeking structural changes to make the state's delivery system more effective is another indication of sustainable contribution toward the SCO. The same people's organisations and NGOs, through greater advocacy, has ensured social inclusion for the Dalit, have sensitised the government and civil society to discrimination against Dalit and Adivasi through fact-finding missions, public interest litigations and media campaign, and public hearings.

The SCO on communal violence is not included in this discussion due to the lack of clarity on specific targets or results envisaged as well as programmes that clearly facilitate communal harmony.

3.7 Concluding Remarks

CPs have taken important steps to make disaster response gender-sensitive and equitable to all, even to the most marginalised groups. This activity has to continue so that other actors (including potential actors such as the private sector) in disaster response could be influenced to pursue the same gender sensitivity and the same equitable processes. A workable and credible platform for coordinating responses among stakeholders from different sectors has to be built. Engagement with the government

sector has to be intensified with more advocacy work so that the DMA can be improved with measures and provisions for gender sensitivity and cultural diversity.

4.1 The Right to Be Heard (Aim 4)

The strategic change objective for Aim 4 is social and political participation (Box 1).

4.2 The Current Situation

The panchayat raj institutions (PRI), panchayat extension of scheduled area (PESA), and Right to Information Act (RTI) are platforms for people to exercise social and political rights. The challenge is how these democratic institutions can really empower people. So far the success of Indian civil society to make local democratic institutions work for the people has been uneven. Significant stepping-stones have been put in place, such building the capacity of local democratic institutions to facilitate access of rural and tribal people to livelihood opportunities, resources, and basic services, but there are still gaps that need to be bridged, such as strengthening the ability to resist and creating the mechanisms and institutions that would redress human rights violations. (source: Social and Political Participation Sector Paper, References 5.1)

The 73rd and 74th Amendments of the Constitution decreed that panchayats will be institutions of self-government at village, block, and district levels. The Panchayat Act provides for elections every 5 years and reserves one third of the seats for women and for depressed castes. The Act also provides for the establishment of gram sabha (twice a year meeting on revenue) for each village or group of villages and comprising all the adult members registered as voters in the panchayat area. An elected member of the zilla (district) panchayat heads the district-level planning committee. The functions of governance and development are transferred from the state government to the panchayat.

After a decade, the PRI is operational in all states as governments have passed proper legislation to conform to the Act.

Politically, however, the PRI has many weaknesses. Its roles and responsibilities are unclear. Its credibility varies due to the perception that its role is negligible. Accountability mechanisms are not strong, and higher authorities would supersede PRI decisions such as choosing beneficiaries for housing programmes. Only a few small functions have been transferred to the local government and they vary from state to state. Very few PRIs are functional since most have limited funds and programmes. As a result, constituents do not value PRIs much as the benefits to villagers are few. (source: Social and Political Participation Sector Paper, References 5.1)

Moreover, marginalised communities continue to be excluded from this governance mechanism. Although seats were reserved for SCs, STs, and women as a means of partially correcting centuries-old social inequalities, the levels of inclusion in activities associated with PRIs were not high for those groups. (sources: References 1.1 and 5.5)

The PESA Act, 1996 is an extension of the panchayats applicable to tribal areas that are scheduled under the Fifth Schedule of the Constitution. The Act would give the tribal areas the same social and political empowerment. However, states like Karnataka, TN, Kerala, and some parts of AP do not have any Fifth Schedule area yet although the

demand from the Adivasi of south India has already been a long struggle. Jharkhand is referred to as a tribal state. However, it could not evolve its state policy regarding allocation of lands because of certain legal hurdles. Thus, the entire issue is pending with the Supreme Court. (source: Social and Political Participation Sector Paper, References 5.1)

The Right to Information Act, 2005 gives citizens the right to (1) inspect works, documents, records; (2) take notes, extract, or certify copies of documents or records; (3) take certified samples of material; and (4) obtain information. Requesting information requires a fee but special fee concessions are given to poor people. The government is now creating genuine records or statistics to provide information requested under this Act. The Act is new and people are only gradually coming to understand its importance for entitlements to the poor and the marginalised. The Act has the potential to help in challenging corruption and false records. Reaching the rural masses with the information and advantages of this Act is going to be difficult. The government is not making any efforts toward disseminating information about this Act. (source: Social and Political Participation Sector Paper, References 5.1)

4.3 Results Envisaged by Oxfam Novib

Oxfam Novib envisaged the following results for 2002—2006. (sources: South Asia regional plans, Focus Discussion India 2003, Strategic Story India 2005, Oxfam Novib annual plans; References 3)

- Oxfam Novib and CPs will contribute to developing the capacity of civil society movements to hold the government accountable for infringement on the rights of people and will increase their capacity to seek redress for those infringements.
- Local governments will be empowered to function as agents of development for their constituencies, make decisions for effective and sustainable use of locally available resources, and obtain adequate external resources for the development of their constituencies.
- Oxfam Novib and CPs will contribute to making the majority of marginalised groups and minorities (Dalit, Muslims, tribal groups) fully aware of their rights and will help them realise space and capabilities to exercise their rights through effective participation in governance processes.
- Oxfam Novib and CPs will ensure that applicable International Conventions will be ratified by state and national governments and will make governments accountable to these agreements.

For 2007—2010, Oxfam Novib expects the PRIs to have full capacity and receive adequate resources to effectively implement the provisions of the PRI Act, including making sure that benefits will accrue to those with the greatest need. Women, Dalit, Adivasi, and Muslims will fully participate in governance proceedings. (source: SPM India 2007—2010, References 3)

4.4 Policy and Practice Changes Achieved

Of the 20 sample CPs, 16 (75%) recorded contributions to promote social and political participation: CWS, GEAG, MYRADA, NST, GRAM, GDS, PGVS, YUVA, CEHAT-Sathi, NESA, Prayas, Bodh, CYSD, PIC, DHAN, and CUTS. However, the intensity of their contributions and the PPCs they brought about varied (see CAFs for more details). Overall the PPCs focus on building people's institutions and governance.

People's Organisations as Platforms for Issue-Based Campaign and Lobby Are Getting Stronger.
CBOs were formed, organised, and trained at the community level. Federations of CBOs at the district and state levels were trained to respond to issues of Dalit, Adivasi, and women, including livelihood resources especially land and forest produce, caste and gender-based discrimination and violence, and participation in PRIs. People's organisations significantly helped in promoting and strengthening state and national federations and forums to influence policy. (sources: References 1.1, 1.5, and 5.5)

At Village and District Levels. CWS has promoted Dalit networks in AP, Bihar, Jharkhand, Orissa, and TN. The networks are crucial to Dalit's issue-based advocacy and lobbying work. MYRADA promoted an organisation of Devadasi (temple prostitutes). GDS established village women's organisations, and federations. YUVA established the organisation of slum children. Prayas organised against different manifestations of untouchability practices on Dalit. CYSD organised local tribal communities to act as a pressure group.

At the State Level. NST actively supported and promoted Panchayat Raj Okkutta in Karnataka, and opposed the proposed new amendment to the Karnataka Panchayat Act. YUVA, along with three other organisations initiated a Social Watch Process in Maharashtra as a platform to voice the institutional health and performance of the institutions of governance (legislature, executive, rural and urban local governance, and the judiciary).

At the National Level. CWS is the active promoter of NDF, a national forum of Dalit that acts as a pressure and monitoring group for the implementation of government policies and programmes with presence in 15 states. NESA promoted a Human Rights Forum for Dalit Liberation (HRFDL) with 14 networks of 216 NGOs in three states. NESA also supported the Adivasi Solidarity Council (ASC) to voice Adivasi concerns. ASC has 40 NGO members in four southern states. It has links with the National Advocacy Council for Indigenous People (NAC-DIP). PIC helped some 130,000 small tea growers, mostly Dalit and Adivasi, to form an association. They are now part of the National Federation of Small Tea Growers, 50% of whom are women.

The growing capability of the people's organisations contributed to the democratisation of the systems, better delivery of livelihood resources, and mitigation of discrimination and violence. The organisations acted as pressure groups, advocacy forums, and lobbyists. However, the people's participation was largely more prominent at the village and, to some extent, district levels. People's participation tends to diffuse as issues are brought to the wider state and national levels. There are a number of leaders from the marginalised sectors (Dalit and Adivasi), and civil society should continue to nurture and increase the number of indigenous leaders. As Mr. Sadanand Poonja, Congress Leader, and President of Congress from the DK District In Mangalore, said of his experiences in

Mangalore: "People craft a People's Manifesto (calls for development of the area and poor people) that is used to question political parties and leaders and those running during elections (Assembly or Panchayat). The media is pulled in effectively to support the whole process. This check and monitoring process has somewhat mitigated panchayat level corruption and has given rise to more responsive political leaders due to such force watching them" (source: References 1.5).

Platforms for Democracy (PRIs, PESA, and RTI) Are Used More Frequently. CPs helped target groups be elected and be active participants in local governance, and helped the local government institutions be effective in delivering welfare services (see CAFs for more details). They become pressure and monitoring groups for transparency and accountability, leading to better local governance. CPs energised two of the three democratic platforms (PRI and PESA) better and more often than the third (RTI).

CPs' efforts enabled more women to be elected and helped the elected SC and ST and women representatives assert their rights and perform their roles and responsibilities. Women participate actively in influencing village development activities, such as getting lands for agro service centres or job cards under the NREGA scheme. Micro planning is done (which was not the practice earlier) and women lobby the panchayats to implement the programmes formulated in the local-level planning.

Precedents and Mechanisms to Address Human Rights Violations Are Established. CPs motivated people's organisations and CSOs to take up cases of human rights violations committed on women, Adivasi, Dalit, and other minority groups. The contribution in this area was comparatively less, coming from only one or two CPs. The interventions of CWS and its partner NGOs have brought about practice changes. NGOs practiced a system of help lines and counselling centres for victims of human rights violations, with the informal support of government and police departments. Human Rights Protection Committees started functioning in East Godavari district of AP. The police have started accepting cases of human rights violations and have filed First Information Records (FIRs) on several cases under the SC/ST Atrocity Act in East Godavari. Mr. S. Umapathi, IPS, Director Inspector General, Police, Crime Division, AP, said: "CWS and partners have been of great support in arresting traffickers and convicting them. They work with the Anti Human Trafficking Unit of AP Police and been supportive in the police campaign through their cultural team for awareness on trafficking. As per police records, 466 cases were registered under Immoral Trafficking and Prevention Act in January-August 2007. The number of victims was 771 and the number of traffickers arrested was 1,025" (source: References 1.5).

As a policy, the Orissa government appointed two non-official visitors from the community to observe any human rights violations in prison. The District Collector of Anantapur in AP recognised the committee of CSOs to identify and monitor victims of trafficking. Other contributions to policy change are enactments of Domestic Violence Act 2005, Rehabilitation and Resettlement Policy, and RTI Act 2006.

4.5 Analysis of Results Achieved

Below, we analyse the achievement or non-achievement of the 2002—2006 envisaged results (see Part II, 4.3).

Accountabilty for and Redress of Infringement on People's Rights. Generally, the government is held accountable for infringement on people's rights and for redressing it. Oxfam Novib's CPs have generally succeeded in achieving this envisaged result. As described, civil society movements developed at the village, district, state, and national levels hold the government accountable for infringement on people's rights. The people's networks and forums act as pressure and monitoring groups spotlighting anomalies in the structures for effective social and political participation of the marginalised (women, Dalit, and Adivasi). A good number of members from marginalised communities have joined panchayat elections and won. Their active participation in the panchayat has helped influence to some extent the allocation of government's resources in their favour and the decisions for effective and sustainable use of locally available resources.

This strategy of demanding quality public service has a corollary effect. Evidence shows that where quality and access are poor in the public sector, service in the private sector is equally bad and costs are high. Conversely, where service in the public sector is available and reasonable in quality, the quality of service in the private sector is high and cost is low. There are no notable private sector laws or regulatory bodies at the national or state levels. There are no legal sanctions for companies that are not environmentally responsible. The government has been found wanting in regulating the behaviour of corporate houses and generally favouring corporate interest in such important issues as water and resource (land) allocation. In the absece of strong mandates for environmental and ethical business practices, the government allows companies to pollute the environment, and take away land and other precious resources from the people.

Increasing Empowerment of Local Governments. The biggest challenge for local governments is securing budget allocation from the state or national governments. With adequate budget, the local government can design and implement needed programmes for improving the socio-economic conditions of communities.

Dalit and Adivasi Seeking Rights. Dalit and Adivasi are increasingly aware of and seeking to exercise their rights, but the socio-economic and political structures have yet to work in their favour. A good percentage of the marginalised communities have become aware of their rights and used democratic platforms such as people's forums, panchayat units, people's institutions and, to small extent, the RTI Act to their advantage.

Absence of International Conventions. The state and national governments have not ratified any international conventions. No CP reported participation in any ratification exercise as there were no known international conventions that needed to be ratified during the period.

For 2007—2010, the results envisaged are feasible. The PPCs achieved so far indicate that future interventions will get the marginalised communities (women, Dalit, Adivasi, and Muslims) more involved in local government. The target of activating 2,000 grama panchayat (local government structure at the district level) may also be feasible. The involvement of the marginalised will continue to energise the panchayat to take more

responsibility for the socio-economic development of their areas. But such involvement will have to be supplemented with more state-level (or better, as far up at the national level) pressure, lobby for bigger budget allocation, and devolving of more roles and responsibilities to the panchayat. Ensuring adequate resources for the PRIs to effectively implement the provisions of the PRI Act will be a big challenge to the CPs.

4.6 Analysis of Results Related to the Strategic Change Objective

CPs have had a significant achievement in building workable people's organisations. The newly established CBOs, SHGs, networks, and forums at village, district, state, and national levels, and their collaborations provide durable and sustainable mechanisms for achieving full civil and political rights. The panchayat and the government in some cases filed police cases or FIR on caste discrimination, and human rights violations. The government enacted the Domestic Violence Act 2005 because of public and NGO pressure. These are examples or precedents that can be maximised in the future.

The increased participation of the marginalised communities in the PRIs, PESA, or in civil society movements means they have a voice in influencing decisions affecting their lives and can gain more support to exercise their rights.

4.7 Concluding Remarks

Social and political participation is the strongest theme to be mainstreamed by all CPs. Their integration of this theme is visible in CPs analyses, responses, and programmes.

5.1 Right to an Identity: Gender and Diversity (Aim 5)

Identity is the strategic change objective for Aim 5 (Box 1). Of the 20 CPs that are included in the sample, one CP (Breakthrough) is focused on Gender and Diversity, while most of the rest of the 20 CPs mainstream Aim 5 into their programmes.

5.2 The Current Situation

The roots of discrimination against women lie in the religious and cultural practices of India. Brahmin (the priestly class) domination, the caste system, religions like Christianity and Islam, and other factors have perpetuated discrimination against women. Child marriage became the norm, barren women were thrown out of their homes, and widows were not permitted to remarry. Many of these vicious customs are still observed.

Mrs. Nirmala Venkatesh, Member of the National Commission for Women, said: "The family is the best social structure where gender sensitivity could be inculcated followed by life skill education in schools and other social organisations. This will reduce most of the issues faced by women today. The NCW and its State Commissions are taking the help of NGOs to promote gender sensitivity. We welcome their efforts to make sure that legislations work. Though the legislations are enacted or amended from time to time in favour of women and the vulnerable communities, the machineries to implement those are delayed due to shortage of (wo)manpower, by procedural hurdles, and also by

inadequate orientation. This causes loss of faith among the people and procedural delays". (source: References 1.5)

The Indian women's movement started with addressing the problems they face and has yielded constitutional provisions, legislations, policies, and programmes. Recognising women as a valuable human resource, the constitution accorded them equality and empowered the state to adopt measures to promote equity. The government enacted legislation to protect women against social discrimination, violence, and atrocities and also to prevent social evils like child marriages, dowry, rape, and the practice of widowed women immolating themselves. The recently notified (2007) Prevention of Domestic Violence Act is a landmark law to deter violence and provide legal recourse to victims of domestic violence. India has ratified various international conventions and human rights instruments like CEDAW (1993) and the Beijing Declaration (1995). Women and gender are given special attention in the government's 5-year planning processes. In 2000, gender budgeting was adopted and departments were required to spend at least 30% of the allocated funds to women's programmes. A third of the beneficiaries of the NREGA have to be women. (source: References 5.1)

Notwithstanding the constitutional provisions, legislations, and programmes, the real situation is dramatically different. Poverty, early marriage, malnutrition, and lack of health care during pregnancy are causes of high maternal and infant mortality. Nearly 60% of married girls bear children before they are 19 years old. Nearly 90% of women with HIV and AIDS contracted the disease from their husbands. Only 62% of households have access to potable water, making women spend much time on fetching water. Lack of access to safe sanitation facilities exposes girls and women to harassment. Public toilets for women are few and many schools do not have toilets for girls and women teachers. The 2001 census states that 54% of Indian women are able to read and write; but this still means that 245 million Indian women cannot read or write, comprising the world's largest number of unlettered women. Most work of women is not recognised, and therefore not recorded, in macro statistics and censuses, but women reported as non-workers are found to spend as much as 4 hours a day picking fruits, sowing, grazing cattle, threshing, or work more hours than domestic servants. By the traditional gender division of labour, women are paid 30% lower than men. Crime against women has been rising, with violence outside and within the household. One of 10 households is headed by a woman (widows, deserted and divorced wives, and single women) and tends to be the poorest.

The status of tribal women is in some ways better than that of other women: sex-selective abortion is lowest among the tribal people, and tribal women have a higher status than many Hindu caste women. Among tribal communities, the women enjoy a lot more equal social status. They choose their husbands (most of the tribal communities have ceremonies that enable women to exercise choice). In some northeastern tribal groups, a matrilineal system is prevalent. Sex ratio or the number of women per 1,000 men, is in favour of women. However, among other groups (Hindu caste, Muslims), women's status is low as they are seen as a burden. A patriarchal system coupled with the widespread prevalence of dowry makes women socially inferior to men. (source: References 5.1)

Violence and oppression are common occurrences. The customary access to forests has been restricted, with the government appropriating forests and forest produce through a series of damaging legislation. Large numbers of tribal people have been displaced from their homes by "development" projects including mines, giant industrial plants, dams and

electricity projects, and defence installations like missile ranges. Representation of women in state legislatures and in Parliament is low. Women currently comprise 5.9% of Lok Sabha (Parliament's lower house) members. To increase this figure, hope lies in India's huge experiment with grassroots democracy through the panchayat. Nearly a million women have entered the panchayat and local bodies because of the one-third reservation in these bodies through the 73rd and 74th Amendments to the Constitution.

Personal laws continue to curb the individual rights of women. Despite nationwide protests from women, the government passed the Muslim Women's (Protection of Rights Upon Divorce) Act that curbs Muslim women's right to ask for maintenance from their ex-husbands. Yet, in recent years, many Muslim women have gone to the courts to ask for maintenance and have been awarded it. Muslim women have been steadily organising themselves and questioning their leadership's interpretation of women's rights under the Shariat (Muslim Personal Law Application). (source: Gender Sector Paper, References 5.1)

Despite progressive legislation to uplift women's status and their plight, and despite the many contributions of civil society and the women's movement, inequalities persist. In most cases, women are not aware of their rights, of many legal provisions that ensure their rights, and of the procedural formalities to access those rights. Social support systems that help them to fight for their rights are limited. Often, women-specific programmes like SHGs/MF, reproductive health and employment guarantee programmes run by the government or NGOs lack a rights perspective and are male dominated.

This continuing bias against women and the minorities is exacerbated by cultural and religious norms that support discrimination. Women are subject to different forms of harassment, and of threats to life and dignity in the name of cultural and religious practices. Many times, women remain silent to protect the integrity and status of the family. Today, the traditional roles of men and women are being challenged to sometimes breaking points. Women are empowered in many ways (achieving economic independence, legitimately participating in community decision-making processes, finding confidence in dealing with banks, and others) through SHGs only to find themselves in a different kind of dis-empowerment when they get home. The men would get the money the women earn and beat the women when they don't hand over the money or when the men are drunk (alcohol bought from SHG/MF profits, or worse, loans). Men may decide how the money will be spent, when the debt will be repaid, and so on. (source: References 5.5)

Empowerment interventions have not yet perfected their tools and instruments for helping women and men negotiate new gender roles. True PPCs cannot be put in place without looking deep into culture—how do men and women look at themselves and others, what values do they hold and how are those values translated into their actions and reactions, how do their values accommodate changes in their lives. Indigenous forms of culture (such as arts, street theatres, plays) can help people trace the origins of their perceptions, for example, how they look at gender, at violence, and how such common practices as violence against women became a norm, and how their belief system support such practice or policy. When different sides of a conflict are brought to the realm of the arts, a "room for maneuver" becomes available, in that the cultural show or performance allows people to mull over the situation, think over possibilities (offered by the play) for integrating contradictory values into a constructive resolution—this in a non-threatening way to deal with existing social norms. (sources: References 1.5, 4.1, and 5.5)

5.3 Results envisaged by Oxfam Novib

Oxfam Novib envisaged the following results for 2002—2006. (sources: South Asia regional plans, Focus Discussion India 2003, Strategic Story India 2005, Oxfam Novib annual plans; References 3)

* Through its contributions, Oxfam Novib will enable marginalised groups or those excluded from society by virtue of ethnicity to enjoy full rights and status.
* Oxfam Novib through its CPs will assist community people, local police, and judicial employees in changing cultural attitudes and practices (such as the dowry system, female infanticide and female foeticide) that inhibit effective enforcement of women's rights.
* The government will adopt and implement international agreements and legal instruments that uphold the rights of marginalised groups (such as the Dalit and Adivasi).
* Marginalised groups will have an effective platform and legal recourse in asserting their civil and political rights.
* Communities where CPs work are aware of Devadasi issues. The Devadasi practice in Belgaum will be stopped and former Devadasi will be integrated in society (with housing, food security, economic livelihood).
* Violations of women's rights, particularly violence against them, and HIV and AIDS awareness, will be part of the mainstream public discussions.

The expected results for 2007—2010 are as follows. (source: SPM India 2007—2010, References 3)

* The Protection against Domestic Violence Bill will be properly implemented.
* Violence against women will be recognised as violence and not seen as "normal" practice.
* The Pre-Natal Determination Test Act will be fully implemented, and sex-determined abortion will end.
* A significant and increasing number of women, especially Dalit, Muslims, and Adivasi, will have improved their socio-economic and political rights.
* Women will suffer less from violence because people (men and women) will have the capacities, and legal and enforceable rights to end violence against women.

5.4 Policy and Practice Changes Achieved

Please refer to the discussion for Aims 1, 2, 3, and 4 as the CPs' work to uphold the status and rights of women, Dalit, and Adivasi (and to a lesser extent Muslims) is also discussed under the four themes. The following are other contributions not found in the previous sections.

Marginalised Groups Assert Rights.
CPs have significantly contributed to the efforts to help marginalised groups assert and enjoy rights and have legal recourse to redress violations against their rights. Women and Dalit are active in People's Monitoring Committees (PMC) in 18 districts of AP for the effective implementation of the Comprehensive Land Development Programme of the

government and to prepare lands assigned to Dalit for cultivation under the Indira Prabha or comprehensive land development project. It has become the practice among Dalit activists to take up cases of violation of Dalit rights and conduct fact-finding missions prior to pressuring the state to file cases. In different states where the National Dalit Forum (NDF) has its presence, lawyers' committees became the contact points for the activists that monitor Dalit human rights. Persons with different abilities (PWDA) are now able to find work in at least 30 companies in the garment industry. The TN government recognised crematorium workers as skilled labour and issued to them membership cards under the Workers Welfare Board and passed resolutions to pay the salaries of scavengers and crematorium workers from the government income. In Karnataka, the state government and NGOs are facilitating help lines for women in distress. It used to employ women workers only (legal assistance or counselling or spot visits), making it difficult to settle disputes with husbands or male relatives. The persistent expression of concern and lobbying convinced the government to hire men workers. NST has influenced Muslim men to take financial responsibility for their first or earlier wives. Facilities for aravani (transgender persons) such as housing, employment, and SHGs have been increased by the district authority: 65 house plots in Trichy district, and 200 aravani in Velore district received voter's ID and 20 received house plots.

Violations against Women, and HIV and AIDS Are Being Discussed.
Violations of women's rights, particularly violence against them, and HIV and AIDS are beginning to be a part of mainstream public discussions. Some CPs such as Breakthrough exclusively work on gender and HIV and AIDS awareness by using a media strategy that is catching public attention. The WE CAN campaign reinforces the work of CPs and other NGOs and contributes to ending violence against women by mobilising more than 800,000 Change Makers from diverse sections of society, launching campaigns to engage men on the issue of violence against women, and developing and disseminating innovative communication material on gender discrimination and gender-based violence. Slowly, violence against women is being accepted as violence in society, but such acceptance is not yet widespread.

Cultural Attitudes and Practices Are Changing.
Some inroads have been made in changing cultural attitudes and practices that inhibit effective enforcement of women's rights. The practice of openly discriminating against Dalit is changing. Earlier, women in general were not given seats in community meetings, but now they are accorded equal seating. Local government authorities and police departments are attributing visible changes to SHGs. The behaviour of the community and people of higher castes toward women is undergoing significant change, for example, women are addressed as "madam." Often women are now addressed by their own name instead of as somebody's wife or mother. A State Advisory Committee was formed in Orissa to combat trafficking of women and children. The trafficked returnees were included in the voters list in Orissa. Orissa opened a separate cell called TAHA (Trafficking and HIV and AIDS). The AP government recognised the need for gender budgeting. The governments of AP, Orissa, Jharkand, and TN included sensitisation to gender (and people in distress such as those trafficked) in training for their police officials.

Government Response to Gender-Related Actions Is Inconsistent.
Government implementation of agreements and legal instruments that uphold the rights of marginalised groups is inconsistent. Nevertheless, tribal people are becoming adept in raising issues that need to be addressed such as displacement, access to services, and access to forest resources. Success, however, is inconsistent.

Temple Prostitution Is Contained.
Devadasi practice in Belgaum has almost stopped and former Devadasi are integrated into the society. In Karnataka, the practice of sending girls of minor age as devadasi has been reduced by around 90%.

Gender Mainstreaming Needs to Be Intensified.
The CAFs point to the need to strengthen the number of women leaders and enhance their capability in leadership and decision-making. Of the 20 CPs visited, only 7 have "Green" status in Oxfam Novib's Gender Traffic Light. Several areas encountered by CPs need to be addressed: (1) gender policies are not written, or only drafted. Oxfam Novib and CPs must finalise such a policy and put it into effect; (2) personnel programmes must accompany the gender policy (recruitment programme, staff training and development, benefits programme that includes maternity and paternity benefits); and (3) personnel policies that are gender-sensitive must be articulated, particularly in areas such as sexual harassment, complaints and grievance, workplace practices such as flexible time for pregnant or lactating mothers.

In addition, the ratio of women to men in various positions or levels, particularly in decision-making positions, is lopsided. There is need for a robust programme to recruit, train, and promote women to many leadership positions. In CPs' programmes more gender sensitivity will enrich the reaching out the CPs do to their target beneficiaries. CPs' analysis of the situation could be improved as far as the gender perspective is concerned.

5.5 Analysis of Results Achieved

In the next paragraphs, we analyse the achievement or non-achievement of the 2002—2006 envisaged results (see Part II, 5.3). Oxfam Novib's positioning in India on gender and diversity differs from that of other donors in its mainstreaming focus. The Evaluation Team finds this strategic positioning congruent with the rights-based approach and the aim to change policy and practices on the ground. The changes as envisaged are visible, but not fully achieved.

Marginalised Groups' Assertion of Their Rights. Oxfam Novib's CPs significantly contributed to the capability of marginalised groups to assert and enjoy rights and have legal recourse to redress violations against their rights. The contributions strengthened the sector in addressing the root causes of discrimination. The strategy of model building, lobby, and advocacy across SCOs works well with the promotion of gender equality and diversity. Similarly, the rights perspective of gender and diversity used in promoting specific issues on land rights, housing rights, water rights, right to identity of marginalised groups heightened the visibility of such issues. The various networks facilitated by CPs are aiding in drafting policies and programmes in favour of women, Dalit, Adivasi, and other vulnerable sections. They also are part of many monitoring mechanisms. Many CPs of the Oxfams (including Oxfam Novib's CPs) have been part of the WE CAN campaign to end domestic violence against women and have helped in sensitising stakeholders. The poor, especially women, Dalit, Adivasi, and other minority communities have been prepared through capacity-building to negotiate with the systems for improved service delivery.

Government Implementation of Agreements and Legal Instruments That Uphold the Rights of Marginalised Groups. As envisaged, CPs worked with marginalised groups to pressure the government to implement policies and programmes. The government efforts are in the right direction; however, implementation of well-intentioned policies and programmes vary across states.

Mainstreaming Gender into Counterparts' Organisations and Programmes. Efforts to mainstream gender into CPs' programmes and in their own organisations must be intensified and continued. Data from 20 CAFs indicate numerical basis (ratios) and qualitative basis (lack of policies, for example) for the following observations:

- There is need to strengthen the number of and deepen the capability of women in leadership and decision-making positions among CPs. Personnel policies that are gender sensitive must be articulated, particularly maternity benefits for women and paternity benefits for men; anti-sexual harassment policies, and guidelines in resolving related cases. These policies are not yet as widely available among CPs as they should be.
- CPs need to integrate gender and diversity issues into their programmes. Interviews with CPs and their communities point to a need for sharing learning on integration, models, tools, and practices that are helpful, and most important, having a forum to discuss and refine the ideological perspectives in the context of the communities that CPs serve. No one formula is applicable to all. Coming to grips with gender and social equity issues requires a framework that can capture heterogeneous realities and multiple disadvantages. Consequently, gender mainstreaming requires diverse strategies and methodologies. CPs have been working with women to empower them, but may have neglected men. Maybe that explains why empowered women in SHG/MF become dis-empowered once they are home. Empowering men to support women empowerment requires different tools, instruments, and interventions.
- Developing more strategic partnerships with agencies and networks that work on gender on the national, regional, and global levels would advance the work on gender equity. To date, CPs have not maximised the support that can be obtained from developing these strategic partnerships.

Cultural Attitudes and Practices That Inhibit Effective Enforcement of Women's Rights. The cultural aspect in promoting gender and diversity is weak in the perspective of Oxfam Novib and CPs. Oxfam Novib is encouraged to strengthen this aspect. The value of culture in the context of Oxfam Novib's aim to change policies and practices is important, because indigenous cultural forms are expressions of changing mind-sets, feelings, and perspectives. Cultural forms can help communities make sense of new things, events, and ideas. They can contribute to communities' being able to construct and reconstruct values and ideas on gender and on HIV and AIDS, among others. Cultural expressions would help men and women empathise with value contradictions and find ways to deal with such contradictions. Cultural forms can reinforce PPCs, and can reinforce efforts to change policies and practices by promoting and influencing the contents of meaning-making processes. Mass media as forms of communication might work with some groups (those who are used and have access to technology) but may not work for others. More indigenous forms (such as the many travelling theatre groups of India) to supplement mass media would reach out in more effective ways to most people.

For 2007—2010, Oxfam Novib's envisaged results are listed in Part II, 5.3. Below we discuss the likelihood that those envisaged results would be achieved or not in the light of the PPCs achieved from 2002—2006.

Implementation of Protection against Domestic Violence Act. It is not realistic to expect state governments to fully implement this law by 2010. Today only AP has started to implement it. There is need to scale down this envisaged result.

Violence against Women. It is not realistic to expect that socio-cultural norms that allow violence against women would end by 2010. However, violence against women would be increasingly recognised as such and people would increasingly make the value judgment that violence against women is unacceptable.

Implementation of the PNDT Act. The MTP and PNDT have been amended, making them more effective and also sensitive to larger gender issues. However, their implementation is still at the infancy stage and will not be implemented fully by 2010.

Improved Socio-Economic-Political Rights for Women. This expected result is possible, given the continuing work of CPs with other CSOs. As numbers are expected to increase, there are no clear disaggregated data on Dalit, Adivasi, and Muslims as targets of interventions among CPs. Tracking the number of marginalised groups reached would substantiate this envisaged result.

Fewer Cases of Violence against Women. It is possible that women will suffer less from violence because people (men and women) will have the capacities, and legal and enforceable rights to end such violence, given the continuing work of CPs with other CSOs.

5.6 Analysis of Results Related to the Strategic Change Objective

The achievements for 2002–2006 and the possible achievement of the 2007—2010 envisaged results point toward the SCO, but identity and diversity issues are very complex and culturally deep-rooted. Oxfam Novib along with other donors and CPs have to work together and strengthen advocacy and lobbying efforts to bring about the desired change.

5.7 Concluding Remarks

Oxfam Novib's expectations for the theme of gender and diversity are too high, given the socio-cultural norms that are still prevalent despite legislations. PPCs take time and interventions have to be continued. All the multi-pronged strategies adopted, model building and advocacy, and the range of themes that Oxfam Novib and the CPs work with contribute in a strategic way to change policies and practices.

6.1 Summary of Factors for Policy and Practice Changes for All Aims

The achievements of CPs in changing policy and practice along the five Aims and eight sectors show the following key success factors.

The ability to build appropriate models is one constant factor that underlies the achievements of CPs. The CPs gestate the models, that is, they design, test, and refine these models. In the process, they gather the visible effects of the models.

The second key success factor is the CPs' ability to engage the government and other stakeholders to support or replicate the models. Engaging government is a complicated process and CPs have to be adept in navigating the political landscape of various government levels (national or state). Success is achieved when the governments adopt the models as their own. Integral to this ability to engage stakeholders are credibility and leadership, without which the CPs would not succeed in influencing government decisions.

The third key success factor is Oxfam Novib's strategic interventions, foremost of which is the support given to different approaches and multiple strategies. Approaching an issue from different angles and perspectives (by different CPs) makes for a fertile ground where PPCs can happen. Supporting CPs that expose the weaknesses of policies or practices (of government or the private sector) and supporting CPs that work with government in finding solutions to issues resulted in many more chances for change. Other key interventions by Oxfam Novib that led to the successes of the CPs are in the next chapter.

III. ANALYSIS OF OXFAM NOVIB'S STRATEGIC POSITIONING

In Part III, aspects of Oxfam Novib's strategic positioning are analysed. These are the choices that Oxfam Novib made in relation to who to work with, how to work with them, what to work on, and where to work. Oxfam Novib chose to work with large and well-established CPs, with regional and global networks or programmes, with the Dutch CFAs, and to a more intense level with Oxfam International, and Oxfam India. A main source for this section is the report titled "Oxfam Novib's Strategic Positioning," which is a summary of the views of CPs, the Oxfams, and other stakeholders (see References 5.2).

1.1 Oxfam Novib's Partners

Large and Well-Established Counterparts
Working with large, and well-established CPs was a strategic choice because larger and more well-established organisations have more potential to contribute significantly to PPCs through more opportunities for lobbying and advocacy. Studying the achievements of CPs inevitably leads to the insight that it would not have been possible to achieve so much had these organisations not been well-organised or well-established. As CPs they were able to lay the groundwork for programmes even before Oxfam Novib's financial contributions arrived. Large CPs have the flexibility to grow even more, to expand into new areas and to up-scale or take on new programmes, given their experienced staff who can provide supervision and management. CPs significantly contributed to PPCs

achieved through model building, policy advocacy, and the ability to forge linkages with national and state governments, the private sector, and other NGOs.

Oxfam Novib supports some of these well-established CPs' work in the north. Findings with this approach are not notable except to ensure that models that work in the south must be critically assessed for relevance and effectiveness in the north.

Even with its clear preference for working with large, well-established CPs, Oxfam Novib must continue to support small organisations with the potential to grow. It has done so by taking the risk of providing full support for DHAN, Pratham, and CYSD. Choosing to work with large organisations is congruent with Oxfam Novib's goal to achieve significant PPCs, but it must also nurture small organisations especially with the shift to the northern states.

Dutch Co-Financing Agencies

Oxfam Novib has limited its cooperation with the CFAs since the Dutch government stopped its bilateral support to India. Programmes like Microned (platform for micro-finance) and SAN! are jointly implemented with the CFAs. CPs that participate in SAN!--NST, CPF, CWS, MYRADA, and NESA find their experiences with SAN! helpful. Oxfam Novib should encourage all CPs to benefit from this programme to maximise opportunities. Microned was not as visible to the CPs. Hivos-India works in culture and as such might present an opportunity for Oxfam Novib to widen cooperation in the theme of gender and diversity.

Oxfam International and Oxfam India

Oxfam Novib has heightened its cooperation with Oxfam International and has committed itself to establish a single, integrated Oxfam in India. This is discussed in more detail in Part III, 3.1.

Regional and Global Networks and Programmes

Oxfam Novib supports regional and global networks and programmes with the assumption that they enhance and add value to the on-the-ground work of CPs (that might also be networks themselves, such as NESA and Ekta Parishad). Tables 5 and 6 list the 20 CPs and their involvement, if any, with each network.

Table 5. Regional Networks and Counterparts

	Networks, Programmes, Campaigns	Counterparts
1	Anti-Slavery International (ASI)	(No information available)
2	Consortium of Humanitarian Agencies (CHA)	None
3	South Asia Alliance for Poverty Eradication (SAAPE)	CWS only
4	South Asian Watch on Trade, Economics and Environment (SAWTEE)	CUTS only
5	South Asia Trade and Agriculture Campaign (STAR)	CUTS, CYSD, NST, YUVA
6	Wada Na Todo	CEHAT-Sathi, CYSD, NST, PGVS, Pratham, YUVA
7	WE CAN	CWS, NESA, PGVS, YUVA
8	World Social Forum (WSF)	CWS, NESA, PGVS, YUVA

Not many CPs are involved in the regional networks. Moreover, the quality of involvement is not deep. More factors are discussed in this section.

Table 6. Global Networks and Counterparts Involved

	Global Networks	Counterparts
	Trade, Rural Livelihood, Agriculture	
1	FOCUS	(No information available)
2	Friends of the Earth International (FOEI)	No programme in India yet
3	Institute for Agriculture and Trade Policy (IATP)	None
4	International Network of Alternative Financial Institutions (INAFI)	DHAN, GDS, NST
5	Genetic Resources Action International (GRAIN)	No programme in India yet
6	Third World Network (TWN)	None
	Education and Investments in Social Development	
7	Global Call Against Poverty (GCAP)	(No information available)
8	Global Campaign for Education (GCE)	None
9	Social Watch	CWS, CYSD
	Empowerment of Women	
10	Association for Women's Rights in Development (AWID)	(No information available)
11	Equality Now	None
12	Women's Environment and Development Organisation (WEDO)	None
13	World March of Women (WMW)	None

As in the regional networks, the number of CPs involved in the global networks is not many. However, CPs are heavily networked at local, state, national, and international levels. In 20 CPs there is involvement (as members, as founding members, as state secretariat, among others) with more than 100 networks along thematic lines. CPs are more involved in networks that directly work in their own areas of focus and are even more heavily involved when they are building networks themselves. CPs have demonstrated their capability and expertise in lobbying and campaigning. The list of PPCs that they were able to influence is significant evidence of their ability to lobby, advocate, and campaign. At state-level campaigns, the CPs are very effective in providing leadership to campaigns and acting as secretariat. Oxfam Novib has strengthened the lobbying capacity of CPs by its focus on PPCs.

For CPs, alliances are important as networks generally contribute positively to their work. For them, networks at state, national, regional, and global levels are an appropriate response to globalisation, and networks and grassroots work are interlinked and feed and support each other. Networks strengthen ideological positions and provide support for action, advocacy, and capacity building. Networks provide legitimacy, visibility, and a higher profile for the CPs. Networks act as pressure groups. By not being linked, CPs and the regional and global networks that Oxfam Novib supports miss the opportunity to capitalise on their particular strengths. Oxfam Novib's goals would be served well if it will take a more conscious effort to link CPs with the regional and global programmes it supports.

1.2 Oxfam Novib's Strategic Programme Portfolio

Oxfam Novib's choices of strategic programmes and interventions to promote the five Aims are coherent in the light of India's socio-political-economic context.

Aim 1: The Right to a Sustainable Livelihood

Aim 1's strategic interventions are SHG/MF, NRM, PSE, trade and markets. The SHG/MF thrust was appropriate in strengthening the capacity of the poor, especially women. When NGOs began the SHG movement in the 1980s, they had difficulty meeting promotional costs. Timely support from Oxfam Novib to promote community groups yielded results that are now recognised as effective models in many states with a national-level recognition of SHGs. Oxfam Novib's inclusive approach and its support for the major areas of MF operations (development of new markets, product development for people with HIV and AIDs such as health insurance or livelihood loans) were strategic as model building experiences. DHAN and other CPs bring models to influence policies and practices at the government and donor level through campaigns, lobbying, and being part of policy-making bodies and consultative processes. INAFI, the network of development NGOs, has played a vital role in campaigning and consolidating the concerns and challenges in the SHG/MF sector. Being a global network, it also brings international perspectives to the sector. In summary, Oxfam Novib made the right decision to take the risk of supporting (1) the SHGs/MF, (2) CPs such as DHAN and MYRADA, and their model-building work, and (3) the global network (INAFI) to promote SHGs based on their accomplishments in pushing significant PPCs.

Access to, and conservation and sustainable use of natural resources (land, water, and forest) are key areas for poverty reduction and Oxfam Novib's decision to focus on this intervention complements its intervention with SHGs. Oxfam Novib's support for the CPs to contribute to and strengthen the NRM sector in the areas of forestry conservation and livelihood, watershed, soil, and water conservation and livelihood, mobilising land for the landless, and sustainable agricultural practices in AP, Karnataka, TN, Orissa, Maharashtra, Jharkhand, UP, and Bihar, is coherent and relevant as evidenced by the CPs' achievements. However, many forces and factors prevent access to and sustainable use and management of resources. Some factors are non-comprehensive government policies, ineffective practices, policy directions that cater to commercial interests, and a non-participatory and exclusionary approach to people's interests. Oxfam Novib needs to sharpen its strategy in NRM as achievements differ across states. Oxfam Novib and CPs must think about focusing on key issues in NRM that could catalyse changes on a nationwide scale, such as that of the SHG/MF programme.

Other Oxfams, CFAs, and NGOs see Oxfam Novib's recent engagement with the private sector as timely and relevant. Oxfam Novib's first focus of promoting voluntary codes is relevant, but is not enough as it limits the involvement of CPs. Not all CPs have the charisma nor the inclination to engage the private sector by promoting voluntary codes. When PSE is extended beyond the shop floor to the communities that are touched by companies, more meaningful and broader involvement from CPs can be encouraged, such as lobbying and advocating government regulation.

Lobbying and campaigning for pro-poor trade policies seem to be a big, bold step for Oxfam Novib to undertake. Nevertheless, it can be said that in India, Oxfam Novib has laid down strong foundations for a strategic position to be crafted, from where significant lobby can be carried out. From the relationship with Oxfam Novib, strong CPs who are

firmly rooted on the ground have emerged and accumulated crucial experiences and expertise in influencing PPCs. Supporting the work on the ground with regional and global networks and programmes can also be cited as a manifestation of the quality of Oxfam Novib's intended intervention to promote pro-poor trade policies. The links between CPs and the OI campaigns, and the regional and global networks were limited. Establishing linkages is an area where Oxfam Novib can work on to maximise the potential to bring about changes when more coordination and linkages are facilitated.

Aim 2: The Right to Basic Social Services
Oxfam Novib's policy for CPs to work with the government in a sustained manner is appropriate. Oxfam Novib made a wise choice in supporting Pratham, considered by the government, specifically the Department of School Education and Literacy (DoSEL), as a significant player in elementary education in India. Pratham and other CPs in this sector are viewed as organisations that have contributed toward fine-tuning the national strategies to assess learning outcomes and introduce quality improvement processes. Given the government's lack of commitment to the full democratisation of education, Oxfam Novib's policy to enable CPs to play a catalytic role is strategic. Monitoring services are not enough. NGOs need to show how things can be done differently (alternative strategies), they need to engage the service delivery system of government and work with it to bring about changes.

In the health sector in India, Oxfam Novib is a significant small donor. Many donors essentially focus on health and HIV and AIDS, but Oxfam Novib differs in its aim to integrate HIV and AIDS in CPs' programmes and to promote health as a right. Oxfam Novib has contributed toward strengthening research and advocacy. In a few areas, it has encouraged direct mobilisation to enhance people's access to basic health services and sustained work to sensitise the community and the health delivery system to HIV and AIDS and related issues, notably discrimination and gender equality.

Aim 3: The Right to Life and Security
Disaster response is a valid strategic programme as floods, drought, cyclones, earthquakes, and tsunamis mark India's landscape. Oxfam Novib is right in linking disaster preparedness to strategic programmes on sustainable livelihood. Through its mainstreaming efforts, Oxfam Novib has influenced CPs working in disaster-prone regions to respond to disasters; equip organisations with knowledge, skills, and orientation and to build staff capacity; and help organisations to develop contingency plans for disaster preparedness. However, due to lack of more regular follow-up by Oxfam Novib, the CPs have not acted on contingency plans. Oxfam Novib and CPs need to attend more to contingency planning before disasters strike.

By aligning with other Oxfams, Oxfam Novib has made a strategic choice in that a more effective response can be delivered through better coordination with a greater base of alliances. Disaster response is more significant when the wide network of the Oxfams is used as a platform. The concept of the Humanitarian Response Network of the Oxfams can be replicated to fill a vacuum. NGOs, counterparts, other significant players, and potential actors (corporations, civic organisations, volunteer citizens) need a similar platform to coordinate response in India. The need is real and we encourage Oxfam Novib to support CPs to build such a coordinative network.

Aim 4: The Right to Be Heard
In promoting social and political participation, Oxfam Novib does not support specialised organisations, but supports CPs with broad intervention strategies and a strong focus on

good governance and political participation of women, Dalit, and Adivasi. Oxfam Novib's support for differing approaches is a notable position. Allowing different approaches and strategies in addressing the same issues and problems speaks well of the quality of Oxfam Novib's strategic positioning. One approach employed by some CPs is to articulate the issues and plights of marginalised groups in clear and vocal ways that make the issues visible, which is critical in sensitising policy makers, the private sector, and civil society. On the other hand, some CPs work with and for marginalised groups without calling attention to that fact; this is equally important. To highlight the preferential focus on marginalised groups, Oxfam Novib should purposely require disaggregated data (for both approaches) from CPs. Such figures will substantiate Oxfam Novib and the CPs' strong position in this sector and will highlight the conscious effort put in reaching out to Dalit, Adivasi, and Muslims.

Aim 5: The Right to an Identity: Gender and Diversity
Oxfam Novib's approaches to the promotion of gender and diversity are appropriate, given the socio-cultural complexities of India. Oxfam Novib highlights the issue of inequity to women as a crosscutting or mainstreaming issue in all programmes and in CPs' own organisation, and as a distinct issue for lobbying and advocacy to contribute to PPCs. Gender mainstreaming requires diverse strategies and methodologies, and gender and social equity issues must be addressed with a framework that can capture heterogeneous realities and multiple disadvantages. Oxfam Novib needs to be more emphatic in requiring CPs to effect gender-sensitive policies and implement these policies in programmes within their organisations. The weak language on gender in almost all the themes shows the need to mainstream gender in CPs' programmes.

The cultural dimension of promoting gender and diversity must be strengthened. At least two CPs (Breakthrough and Panos) are specialising on gender and among other interventions are using the mass media to raise awareness on gender issues. Other cultural forms might be explored with, for example, Hivos-India and India Foundation of the Arts (IFA).

1.3 The Areas of Oxfam Novib

The North
The move by Oxfam Novib to focus on the north is appropriate, given the current situation. SHGs/MF operations are weak in the northern states. Rural banks are closing and private banks are few. National policies such as land reform and declaring Fifth Scheduled Areas are more difficult to implement in the north. National programmes such as the NRHM require national government intervention to be implemented. The number and quality of basic services accessible in the north are lower than those in the southern states (where such services are not ideal). Roads, infrastructure, and schools remain significant handicaps in the northern states.

The political environment in the north is not conducive to interventions by civil society, NGOs, and community-based groups. Most NGOs continue to function as sub-contractors for various development projects. In Orissa a vibrant civil society movement exists; however, the large well-established NGOs attract all the donors and hundreds of small groups remain unsupported. Building the capacities of small groups and those working exclusively with tribal communities may be essential if Oxfam Novib wishes to reach out to the most deprived people. This implies that Oxfam Novib must take the

requisite care to partner and support credible organisations to ensure that development interventions contribute durable and lasting change.

The South

The situation in the north and the context explained in Parts I and II justify focusing the work of Oxfam Novib on the north. However, there is still a lot to do in the south. There are vulnerable groups to reach out to (homeless urban people, landless agricultural workers among others) and potentially urgent needs such as water and water rights. Natural disasters occur periodically in the south.

There are emerging areas important to Oxfam Novib—private sector engagement and trade and market—that are relevant in the north as they are in the south. For private sector engagement, working in the south could be strategic in that the stronger civil society could catalyse changes that might have national consequences. Experience shows that some of the more significant achievements of CPs with the support of Oxfam Novib started in the southern states, where governments are more responsive. For example, the advocacy work on SHG/MF and education started in the southern states. AP is so far the only state that has gone into full implementation of the Domestic Violence Act. In Maharashtra, the Pre-Natal Determination Act was strengthened to end sex-discrimination abortions. Measures and policies to end child labour were strongly and widely implemented by southern states. The southern states, too, provide a "precedence value" to the northern states and promote replication. The private sector in the south is poised to be more responsive for CSR. Unilever is based in Maharashtra.

With Oxfam Novib's recent focus on trade and markets, the SHGs in the south must be assisted with the appropriate credit to be able to intervene in and benefit from markets. Lobbying and campaigning for pro-poor trade policies would be enhanced by the participation of current and past CPs with their networks, and the regional and global networks with partners in the south.

1.4 Oxfam Novib's Contributions to the Results Achieved

As Donor

In general, Oxfam Novib's significant financial support has enabled programmes to be scaled up, and in the process helped develop capacity. The PPCs that have been achieved with the significant contributions of CPs attest to the quality and effectiveness of CPs' programmes, organisation, and leadership. Oxfam Novib is seen to be a responsible donor with its management and funding policies and systems. It has succeeded in nurturing CPs to become strong, stable, influential, and sustainable. CPs perceive Oxfam Novib as a donor with a difference, in that it shares its values. Its non-interfering and cordial approach inspires mutual trust and confidence (source: References 5.2).

The following sections substantiate how Oxfam Novib's ethos, policies, and management practices contribute to the achievements of CPs. Observations were made by CPs and validated by networks and other key informants (such as the Oxfams). The Evaluation Team considers the comments as explaining factors to the results.

Oxfam Novib's donor values are revealed by the following statements (source: References 5.2).

- Oxfam Novib, on critical occasions, shows support to CPs by playing a constructive role in some of the CPs' organisational transition from a mother organisation, coming to the CPs' rescue when another donor suddenly withdraws funding, and helping resolve organisational issues.
- Oxfam Novib took a risk in supporting small CPs that have now grown big and stable. It provided CPs moral support when forging new programmes or going into new directions, upscaling programmes, and expanding outreach.
- Oxfam Novib respects differences in work styles and analysis.
- Most CPs see the relationship with Oxfam Novib as a partnership. There is mutual understanding of each other's strengths and limitations, a convergence on the mission to address poverty, build local capability, work with mainstream institutions, promote self-reliance, and jointly design programmes, locally and globally.
- Most CPs see that there is reciprocity in the relationship. They respond to the needs of Oxfam Novib in reaching out to un-served and un-reached groups and areas (with the tsunami and other disaster relief and rehabilitation in the south; with the new directions to serve the northern states), or they shouldered preparatory costs for projects with Oxfam Novib, leading to faster accomplishment of objectives.

As donor, Oxfam Novib abides by these policies (source: References 5.2).

- Mainstreaming of and tackling emerging themes (gender, HIV and AIDS awareness, disaster response, private sector engagement) expand organisational thinking.
- Oxfam Novib's long-term support is an integral part of the organisation's growth stability, enabling CPs to attract other donors to invest in programmes and leverage resources.
- The flexible, non-imposing approach and long-term institutional support help in developing and building initiatives and allowing the CP to drive its own agenda, resulting in greater ownership. The flexible approach is also key to achieving PPCs.

The management practices of Oxfam Novib as donor include the following (source: References 5.2).

- Reporting requirements prompt CPs to make a conscious and thoughtful analysis of their work.
- Oxfam Novib's processes (the Toolbox, the process review missions, monitoring missions, feedback/recommendations on reports, and programme evaluations) allow for systematic, logical, and goal-oriented project appraisal and the development of strategic directions and programmes; force CPs to think ahead; help articulate vision and design need-based intervention; develop organisational self-reflection tools; and strengthen the CP's management systems. Because of the tools, the reports sent to Oxfam Novib are better written than reports to other donors.
- Oxfam Novib's vision, mission, priorities, and SCOs are well-documented.
- Oxfam Novib brings an impact orientation in designing, implementing, and monitoring programmes; and in developing workable models for emerging areas of work. Oxfam Novib strengthens organisational mandate. The emphasis on PPCs made interventions more focused and more effective.
- Oxfam Novib encourages greater cost-effectiveness by insisting on replicating, multiplying, or scaling up best practices for larger impact.
- Interactions with staff who are well-informed on current issues and debates and also appreciate work done by CPs were enriching.

- The financial stocktaking and the introduction of the cost-centre approach helped CPs install appropriate and transparent financial management systems, making them more accountable.

A comment on CPs' evaluations is appropriate at this stage. Financial stocktaking, programme evaluations, and public reporting of management practices must continue, not only for the sake of Oxfam Novib as donor but also for strengthening the credibility of the CP in civil society. As CPs engage the government for transparency and the private sector for accountability, it is important for Oxfam Novib to continue the practice on a regular basis for all CPs.

Understandably, there are always areas for improvement. For example, timely and substantial communication on key areas is needed. (source: References 5.2)
- On withdrawal of funding, 4 of the 20 CPs were to be phased out. When a relationship is to be ended, substantial and timely communication is important. CPs would normally need some advanced notice time to prepare themselves for funding withdrawals and would need a clear rationale for ending a relationship. A way could also be found to start a new relationship with CPs being phased out as they would continue to work on the same areas as Oxfam Novib does. The avenues could be with Linkis, or with the GRANITE project, or some other ways (see recommendations).
- On transitions during staff turnover, 4 of 20 CPs are concerned over important organisational and programmatic issues or concerns being missed during staff turn-over. Strengthening the mechanisms at Oxfam Novib to capture and carry on institutional memory would lessen the communication concerns. CPs, on the other hand, would have to expend efforts to provide background information every time new staff takes over.
- CPs value visits from Oxfam Novib staff as opportunities for communication, but such visits have been decreasing of late.

Another area that can be improved is that of consultation or joint strategising (source: References 5.2).
- Of 20 CPs, 9 point to the lack of opportunities to discuss policy issues, programme directions, and priorities in India with Oxfam Novib.
- The lack of joint (Oxfam Novib and CPs) strategic planning has also been cited. In this evaluation, there are particular areas within the five themes that Oxfam Novib and the CPs needed to discuss and agree upon, for example, strategies and targets for private sector engagements and trade and markets.
- The opportunities for CPs to know each other and maybe begin to collaborate have also been missing.

As a Campaigning Organisation
In this report the words lobby, advocacy, and campaigns [6] are often used interchangeably. In India there is a slight differentiation in that lobbying has an oppositional connotation (associated with attacking government policies, politicians, etc.),

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[6] The dictionary defines lobby as an attempt to persuade a political representative or influential person to support or fight a particular cause; advocacy is defined as an active verbal support for a cause or position; and a campaign is defined as a planned and organised series of actions intended to achieve a specific goal, especially fighting for or against something or raising people's awareness

while advocacy is somewhat associated with less negative ways, more propositional and persuasive.

This section deals specifically with the issues detailed by Oxfam Novib in the terms of reference: "How have regional/international linkages reinforced the achievement of counterparts? To what extent have counterparts been informed about or linked to opportunities offered by the OI network and campaigns? Have opportunities been missed, and why? To what extent has Oxfam Novib made efforts to strengthen the capacity of counterparts in the area of lobbying and campaigning? To what extent have the experiences of Oxfam Novib counterparts in India at the grassroots level been used to inform the OI campaigns at macro level (including impact of macro level policies and decisions on people living in poverty)? To what extent has Oxfam Novib and the regional OI STAR team been consistent and able to include concerns and opportunities of partners into the planning and implementation stages of campaigns related to the broader themes of Sustainable Rural Livelihoods, MDGs or Essential Services and private sector engagement?"

The following highlights were culled from the counterpart analytical files (source: References 5.2).

Oxfam Novib's role in campaign work is generally unclear to most CPs, to some Oxfams, to some CFAs in India who think foreign donors should not take a direct role in lobbying except in their own countries. Oxfam Novib does lobby only in the Netherlands, but such is not clear to CPs, some networks, Hivos-India, and other key informants.

For those who have had closer contact with Oxfam Novib as a campaigning organisation (STAR, Oxfam Great Britain, Oxfam Australia, WE CAN), Oxfam Novib's international campaigns are seen to have a positive impact on their work in India. Oxfam Novib's support to the campaigns, not only financially but also in terms of human resources, is seen as crucial.

Some CPs, some CSOs, and some key informants are careful in choosing what strategy and approach to take because they believe that the government of India is averse to criticism. The approach or strategy of campaigns is a subject of discussion among CPs. It limits their involvement when they do not agree with strategies adopted by campaign networks.

CPs, KIIs, Oxfams, and CFAs perceive that the global campaigns supported by Oxfam Novib are externally driven and have not been able to get deeper involvement of the grassroots. CPs' work on the ground, in general, has not been fully linked to lobby and campaign such as that of the MTF campaigns. On the side of MTF, visibility of the campaigns can be attributed to its campaign structure and strategies, which focused on CSO partnerships with only four capable networks directly involved in agriculture issues in four states: Madhya Pradesh, Maharashtra, Rajasthan, and TN. The campaigns and networks report contributions to PPCs irrespective of the involvement of CPs. As a result of lack of collaboration between CPs and campaigns, opportunities are missed (source: References 5.2).

Oxfam Novib can invigorate its campaigning work by facilitating such linkages because campaigns can benefit from the inputs, experiences, and organisational expertise of CPs, and CPs can benefit from the fresh energies and efforts of campaigns to push for PPCs.

The hindering factors seem to be the lack of three important interventions: communication, consultation, and coordination (source: References 5.2).

Lack of communication can be addressed by clarifying programmes and activities, roles and responsibilities, and by showing appreciation for the intrinsic differences between on-the-ground work of CPs and campaign work. Ground interventions can be programmed to suit many factors (farmers' schedules to go to the field, for example). Campaign work cannot be programmed in that close a detail. Most times campaign and lobby work are issue-based, visible when there are opportunities, and not so visible when there are none. Campaign partnerships focus on building relationships with CSOs working on the same issues and possessing a high level of organisational capacity in terms of delivering on the campaigns, as in the case of MTF. Depending on the issue, campaigns may or may not have a life span or time-line. Depending on campaign strategies, quick results can be achieved or time itself will prevent the achievement of certain PPCs (because of the complex political environment). Major campaigns or series of major campaigns are difficult to sustain due to the organisational costs, required preparatory work, and other factors.

Lack of coordination between campaigns and lobbying done locally and nationally, regionally, and globally needs to be addressed.

Lack of consultation on strategies to be utilised that would be acceptable to most actors needs to be addressed as well.

Because of all these, Oxfam Novib has hardly used the experiences of CPs at the grassroots level to feed into the OI campaigns at macro level.

Oxfam Novib needs to clarify its role as a campaigning organisation, and to communicate it to stakeholders.

As Alliance Builder
The Oxfams note the commitment of Oxfam Novib as alliance builder in OI alliance building: the harmonisation process, the response during disaster, and in the establishment of Oxfam India. Oxfam Novib contributes constructively and thoughtfully and responds appropriately by detailing a staff to oversee the coordination of the humanitarian response programme in the south (Oxfam Great Britain handed over its work to Oxfam Novib with much confidence). However, there is not much programmatic collaboration beyond the response to disasters. Oxfam Novib can spend more effort to consult and coordinate with other Oxfams when they support programmes or projects on common issues so that common strategies can be evolved. This is especially relevant when programmes or projects on similar issues are supported by different Oxfam affiliates in the same geographical areas (source: References 5.2).

1.5 Oxfam Novib's Contribution to the Strategic Direction of Oxfam India

In this section are key lessons from the CCPE that might be useful to the future direction and programme strategy of Oxfam India, for example, the possible roles that the Oxfam Novib CP portfolio can take, and key management practices that helped sustain the relationship of Oxfam Novib and its CPs.

The Relevance and Strength of Oxfam Novib's Strategic Programme Portfolio
The strategic programme portfolio as discussed in various sections of this report should be continued. It would greatly enrich and expand the combined programmes of all the other Oxfams. The strategic programme portfolio of Oxfam Novib can provide a coherent strategic framework that can trigger synergy in Oxfam India's programme. The focus nine states (southern and northern states) make for a substantial country programme that should be continued, strengthened, and expanded by the programmes of other Oxfams. There are directions in each theme or sector that are important to look at (see discussions in Parts II; III, 1.2; and IV, 1.1).

The Sound Management Practices, Policies, and Ethos of Oxfam Novib
CPs pointed out many management practices and ethos that for them promote growth. The key factor is allowing partners to exercise independent decision making over the programmes they implement, to innovate, to have room to grow and experiment. The hands-off practice of Oxfam Novib in working with partners enables CPs to grow and develop, which is important for more effective advocacy for PPCs. Oxfam Novib's preference for working with big and stable organisations has been justified by their accomplishment.

Oxfam Novib provides critical intervention through its grant-making processes and requirements (the Toolbox, financial stocktaking, process review missions). Emphasis on PPCs helped make interventions more focused. Through its financial support (during transitions and long-term institutional support), Oxfam Novib has helped in developing and building initiatives, pursuing emerging areas/issues, attracting other donors to invest in its programmes, and leveraging resources.

Organisational and Programme Strength of Oxfam Novib's Counterparts
Oxfam Novib CPs can provide stability to the programmes of Oxfam India. Some of the more significant characteristics of Oxfam Novib's CPs are the following.
- CPs are pioneers in their fields, possess specialised technical skills/competence, and contribute significantly to the social change movement.
- CPs are located or are able to locate in the most backward and difficult areas of the country that provide the necessary base to reach out to smaller groups (either communities or other NGOs).
- CPs support grassroots work and the struggle of tribal communities, and vulnerable and disadvantaged communities by building people's organisations and nurturing second-generation leaders from those groups.
- When they see it as appropriate, CPs adopt the activist mode of highlighting issues and campaigns for changes.
- CPs have grown to be stable and strong. Their capacities are nurtured, management systems are improved for governance and transparency, programmes and interventions are designed and implemented, and resources are leveraged. The CPs show resiliency in expanding into new areas and new themes, and can launch advocacy work for policy changes.

IV. CONCLUSIONS AND RECOMMENDATIONS

A momentum for change is visible on the ground—the PPCs that were achieved attest to that momentum. However, these PPCs did not happen in the time frame of this evaluation (2002—2006). It would be inaccurate to say that PPCs as significant as these found here were achieved from only five years of work. PPCs take a long time to achieve and require many other conditions in addition to CPs' efforts. CPs had worked on these PPCs a long way back. In India, laws and formal policies seem easier to change than social norms. Only a few social norms changed and to that change the CPs contributed.

1.1 Conclusions on the Core Country Strategy

Oxfam Novib, a small donor compared with other major development actors, has chosen its strategy wisely as achievements in this report bear out. The support of Oxfam Novib to CPs to build models, set up people's organisations, alliances, and lobby for the government to institutionalise the models, while all the time focusing on PPCs—are appropriate interventions, given the diversity and complexity of the country. The twin thrusts of social and economic empowerment have produced visible results and changes.

Social empowerment happened across sectors. CPs promoted and built community organisations or people's institutions that have proven to be successful in contributing to PPCs. Such organisations can be platforms for collective actions to fight for the rights of the poor and the marginalised. The negotiation skills of members of the organisations have improved and are reflected in their accessing basic services and assets and participation in different decision-making bodies. CPs joined and built broader partnerships, networks, and collaborations at the local, state, district, national, regional, and global levels and were able to push for changes even though successes across themes and states are uneven. Success is more evident at the local and at the state levels and some were achieved at the national level. There are examples of successful lobby that contributed to a more enabling policy environment for the poor and disadvantaged communities, at the state and national levels.

Aim 1: The Right to a Sustainable Livelihood
The targets for SHG/MF were met: an enabling policy environment has been created and the SHG movement has gained national reach. The envisaged results for SHGs/MF for 2007—2010 are realistic. Focusing on micro-entrepreneurship might be the logical next step for SHGs/MF. The targets set for NRM have been achieved, but are state specific, i.e., only in states where governments are more responsive. Inclusion of the most marginalised sector has been less successful in NRM. For 2007—2010 the envisaged results of land for the landless and land reform are ambitious. There is need to clarify strategies for private sector engagement and trade and markets. Implementing industry voluntary codes as an expression of corporate social responsibility is limited as a focus. The envisaged result for trade and markets to benefit 25% of the poor by 2010 is very ambitious. The themes of private sector engagement and trade and markets are new and have not yet been fully integrated into CPs' organisational thinking and action.

Aim 2: The Right to Basic Social Services
CPs with other civil society actors attempted to improve service delivery and have had some success. CPs (to different degrees) contributed to improving access to health care services and to starting the demand for quality services. This process, among others, has improved the health status of the target communities. Taken together, the CPs have

enabled people in their respective areas to negotiate with the health delivery system with greater confidence and have enhanced health awareness levels in the community. Targets for 2007—2010 (see Part II, 2.3) including those on HIV and AIDs awareness are ambitious and might not be met, given the indicated time frame.

The work of CPs has put children's right to education on the national and state radar. Quality and equity issues are being addressed a lot more today than five years ago. Equally, the issue of child labour has been brought to the forefront, especially in the media and in legal action. Some CPs are developing education models and strategies that are suitable in extremely backward and remote areas in the northern states. The targets for education have been met significantly and the envisaged results for education are realistic.

Aim 3: The Right to Life and Security
CPs are on the right track in responding to disasters and also in preparing or mitigating the risks of disasters in the most disaster-prone regions. CPs lobbied for greater inclusion of marginalised groups for relief and rehabilitation services by state governments, and for making the government more accountable for relief and rehabilitation funds. The people's organisations and people's involvement in panchayats during disaster response indicate sustained disaster preparedness in villages. However, Oxfam Novib's envisaged result for ending communal violence by 2010 is too ambitious.

Aim 4: The Right to Be Heard
CPs have generally succeeded in accomplishing targets as people's networks acted as pressure and monitoring groups to spotlight anomalies in the structures for effective social and political participation of women and marginalised groups. A good number of women, Dalit, and Adivasi run in panchayat elections for the seats reserved for those groups. This is evidence of people's increasing awareness of their rights. The PPCs are indications that the future targets of Oxfam Novib in relation to this theme will be achieved.

Aim 5: The Right to an Identity: Gender and Diversity
CPs contributed to raising the status and conditions of Dalit, Adivasi, and to some extent Muslims as a strong programmatic focus. SHGs are synonymous with women's groups (Dalit women, Adivasi women, poor women). Forest dwellers who are focal points for CPs interventions are also mostly Dalit and Adivasi. The advocacy for better policies and practices across the Aims are geared toward improving the situation of these groups. Mainstreaming of gender needs more attention from Oxfam Novib. Culture as a factor in promoting gender equity and diversity is being overlooked. The envisaged results for this theme may not be achieved.

1.2 Conclusions on Oxfam Novib's Strategic Positioning in India

There is coherence in Oxfam Novib's strategic positioning in India. Working with large CPs is appropriate in the country context. CPs are able to play a catalytic role with both financial and non-financial support from Oxfam Novib. As agents for change, CPs are able to make the government pay attention to the issues and problems that need to be addressed. Oxfam Novib's support and appreciation for different strategies and approaches in tackling issues and problems are effective in a country as vast, as diverse, and as full of formidable challenges as India.

So far, the results of mainstreaming gender and HIV and AIDs awareness are uneven since gender and HIV and AIDs are not well articulated in the language of all CPs. Oxfam Novib may need to invest more resources so that mainstreaming can happen by 2010.

Quantitative and qualitative data on the work of CPs on marginalised communities are not expressly collected or separated from their work with other target beneficiaries. Disaggregated data would highlight the work of CPs with Muslims, Dalit, and Adivasi.

There is minimal linkage between CPs and regional and global networks or programmes. By doing parallel work and not coordinating work, the opportunity to enhance each other's work is being missed. Perhaps one reason is the way Oxfam Novib divides responsibility in that different bureaus handle different groups of CPs. One other reason might be the lack of a means for facilitating coordination on the ground.

1.3 Conclusions on the Contribution of Oxfam Novib

Oxfam Novib is perceived to be a responsible donor, a good ally, and a potential campaign partner. As a donor, it practices admirable donor ethos and management policies and practices; however, there are still areas for improvement (culled from counterpart analytical files, key interviews with some regional and global representatives, with different Oxfams in India, and with CFA in India).

Oxfam Novib can strengthen its communication, coordination and consultative efforts to maximise opportunities and derive more from its investments. By discussing strategies, emerging issues, and roles, Oxfam Novib can improve communication with its stakeholders. Communication with phased-out CPs has been delayed and at times unclear. There is also no avenue for phased-out CPs to continue relationship with programmes or campaigns that Oxfam Novib supports. Consultation with CPs has been rare and CPs miss the opportunity to input something in Oxfam Novib's strategies and programmes. Coordination among CPs and other Oxfam Novib stakeholders has not been attended to.

2.1 Recommendations on the Core Country Strategy

The evaluation results show that there are many paths that can be followed to advance the development goals. Oxfam Novib and CPs cannot work alone because civil society, government, and the private sector are crucial players too. However, the Evaluation Team will attempt to identify from the array of opportunities what Oxfam Novib and CP may appropriately and effectively work on. But before it does anything else, Oxfam Novib must review the envisaged results for 2007—2010 and revise unrealistic targets.

Aim 1: The Right to a Sustainable Livelihood
The Evaluation Team proposes that Oxfam Novib and CPs move into micro-entrepreneurship by following its success with the SHG-bank linkage model. Credit and skills are not readily available for micro-entrepreneurship. There is need to guide and assist groups until they are ready to avail themselves of regular market-priced business loans. It is also necessary to lobby for backward and forward linkages to support the micro-enterprises. They can then make significant value-chain interventions and can begin to participate in domestic or global markets. The lobby for pro-poor trade policies would then be meaningful and coherent.

These are comprehensive and encompassing directions requiring tremendous amount of resources. Oxfam Novib's approach of identifying strategic interventions (model building and advocacy) that catalyse change would work well toward those directions. The CPs, especially the large and well-established ones, can join in leveraging resources for these directions. The larger Oxfam family is also a likely avenue for pooling resources in the most effective direction. The CFA's funding platforms such as Microned, and other Dutch-based funding windows, like TripleJump, are other avenues to explore.

The Evaluation Team also proposes that Oxfam Novib identify (1) catalytic interventions in NRM (maybe water or land reform), (2) private sector engagements that could complement voluntary codes (government regulation or CSR beyond the shop floor), and (3) target products as focal points for lobby work in trade and markets (maybe oil seeds, cotton, dairy). More focused researches and discussions may be needed to identify key interventions for these themes.

Aim 2: The Right to Basic Social Services
CPs' capacities to integrate HIV and AIDs awareness into their organisations and programmes must be increased. It may be worthwhile to review cross-sectoral engagement more proactively and enable CPs to learn from each other. The exercise should not become prescriptive, but should enable CPs to learn from each other and introduce cross-sectoral work in their respective organisations in a more meaningful manner. Oxfam Novib may have to invest more orientation and training to a critical core (positions) and critical mass (number) in CPs' organisations.

Aim 3: The Right to Life and Security
A local network to coordinate efforts in times of disaster is not yet in place. Such a network would help CPs to effectively respond to disaster.

Aim 4: The Right to Be Heard
Data in reports must be disaggregated. They must include specific data on the minority groups during problem analysis when new programmes are proposed for funding. During monitoring, discussion of progress on these groups must be included.

Aim 5: The Right to an Identity: Gender and Diversity

Within organisations, policies that favour gender-equity must be drafted and finalised. They may include recruitment policies, wage and benefits policies, and workplace policies (for example, flexible work hours for lactating mothers, policies against sexual harassment, complaints and grievance policies, promotion policies). Examples of programmes (with budget, calendar of activities, persons in charge) that may be mainstreamed are a recruitment programme, a staff training programme, orientation programme (for new staff or old staff when the policy is newly effected), and a counselling programme. The indicators of gender equity must be regularly reviewed: ratio of men to women per rank or position, ratio of men to women in leadership and decision-making positions, and ratio of women on the board.

Gender-senstive criteria can be identified in designing development programmes. A committee might be set up within the organisation to periodically review and revise programmes to make them more gender-sensitive. CPs would be greatly assisted if they have a forum for ideological and methodological discussions on emerging issues brought about by their work.

Addressing existing cultural and religious norms that justify gender inequality and supporting those that emphasise gender equity through indigenous forms of cultural expressions may enhance the work of Oxfam Novib. Cultural forms are ways for communities to grapple with conceptual changes and provide safe zones for them to learn ways of responding. The Evaluation Team suggests that Oxfam Novib and CPs use cultural eyeglasses to supplement the work on promoting gender equity. We suggest linking with Hivos-India and the IFA to pinpoint more specific strategies or approaches.

2.2 Recommendations on Strategic Positioning in India

In this section, two recommendations are offered to Oxfam Novib and its CPs: to heighten the integration of themes and not to completely move out of the south. We present the case here.

Integration of Themes

Oxfam Novib's concept of social change is articulated in the five Aims and eight SCOs, the promotion and interplay of which would lead to long-lasting social change making all sectors/themes interconnected. Areas characterised by low educational participation are also the ones where health, immunisation, and nutritional status are poor; and where there is more violence or more discrimination against women. In areas where income would have a general increase, so also would health, nutrition, education, and participation see a positive lift. In this context, while Oxfam Novib is already encouraging mainstreaming of HIV and AIDs awareness, gender and diversity, and social and political participation, more synergistic results can be achieved if integration across the different sectors or themes can happen. Those who are working on health and basic social services might also want to pay attention to livelihood and income security concerns, or those who are already into livelihood and income security can integrate health and basic social services in livelihood and income security programmes.

Work in the Northern and Southern States

Oxfam Novib should focus on the northern states, but continue to work on key areas in the southern states. Private sector engagement and trade and lobby can be started in the south while searching for more CPs in the north.

In terms of strategic programmes, Oxfam Novib and CPs should continue to build more SHGs for micro-finance operations since SHGs in the northern states are weak. Credit must be made more available as rural banks are closing in the north and private banks are few. Stronger lobby and advocacy are needed in the north for many themes so that national policies such as land reform and declaring Fifth Scheduled Areas will be implemented. CPs would need to work harder to make NRHM beneficial in increasing the number and quality of basic services accessible in the north. Oxfam Novib and CPs would have to build the capacities of small groups and those working exclusively with tribal communities to reach out to the most deprived group. This implies that Oxfam Novib must take the requisite care to partner and support credible organisations to ensure that development interventions contribute durable and lasting change. More collaboration with the other Oxfams on the ground to identify potential CPs may be needed.

While models that have worked in the south can be starting points in the north, they should be critically assessed when operating them in the north. There is also a need to develop new models that are appropriate to the conditions of the north.

Focusing on the north is justified. However, there is still a lot to do in the south. There are vulnerable groups that need to be reached (homeless urban people, landless agricultural workers among others) and potentially urgent issues such as water and water rights to address. There are emerging areas important to Oxfam Novib: private sector engagement and trade and markets that are as relevant in the north as they are in the south. For private sector engagement, working in the south could be strategic in that the stronger civil society could catalyse changes that might have national consequences. The private sector in the south is poised to be more responsive to the CSR. Unilever, one of the more enlightened companies, is based in Maharashtra. Since state governments are more responsive in the south, they can create precedents for other states to follow. For trade and markets, SHGs in the south might be better ready than those in the north to be provided with the appropriate credit for micro-enterprise so that they can intervene in and benefit from markets. In the south, there is fertile ground for lobbying and campaigning for pro-poor trade policies, which would be enhanced by the participation of current CPs and phased-out CPs.

2.3 Recommendations on the Contribution of Oxfam Novib

To improve Oxfam Novib's management practices, the following recommendations are forwarded.

Financial, Organisational, and Programme Evaluations and Reviews

For greater accountability and transparency, Oxfam Novib and CPs must undertake regular financial audit, organisational audit, and programme evaluations. These findings must also be made public or shared publicly.

Communication, Consultation, and Coordination

On a regular basis, Oxfam Novib should communicate its strategies, and clarify its roles (as a campaigning organisation) and decisions. It should discuss with CPs emerging

issues (such as globalisation, private sector engagement) and emerging forms of responses (such as to governance, CSR, HIV and AIDs). It should explore other forms of relationships with phased-out CPs (such as linking with Linkis or with programmes like GRANITE).

Oxfam Novib should provide opportunities for CPs to develop working relationships among themselves and give their inputs on policy issues. It should conduct joint planning exercises for strategic thematic directions so that CPs will share ownership (including decisions about resource mobilisation strategies to leverage funds and resources).

Within Oxfam Novib there should be more coordination among different bureaus on the strategy for India. Agreements on key activities among regional and global campaign secretariats and CPs should be facilitated. A coordinated programme of action for campaigns at the local, national, and global levels is needed. Oxfam Novib should ensure better ways of keeping institutional memory of issues and key agreements with CPs to mitigate the effects of staff turnover. There should be coordination on an overall strategy for India within Oxfam Novib (global programmes, CSR division, regional programme desk, Linkis, and the India desk).

#End#

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- Mr.S. Umapathi, IPS, Director Inspector General (Police), Crime Division.
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- Mr. K. Vasantha Bangera, Congress Leader, cabinet rank (Belthangady constituency)
- Mr. Prabhakar Shetty Uppadka, Belthangadi Taluk Panchayat member, ex-president, Guruvaranayakare panchayat
- Ms.Rajashri Hegde, Vice President of DK Zilla Panchayat from the political party JD (S) and President of the Cooperative Society
- Mr. Sudharshan Hegde, Ex-Mandal Pradhan, Leader, cooperative and youth movement
- Mr.Bhadav Bandari, Chairman, Mangalore Urban Development Authority, Ex-head, RSS Mangalore
- Mr.Ronald, Journalist-Reporter, Deccan Herald (English Daily newspaper), Mangalore
- Mr. Sadanand Poonja, Congress Leader, Ex-Taluk Panchayat President of Bantwal, ex-President of Federation of Zilla Panchayats, President of Congress in DK district
- Mr.Ramesh Kalaghatgi, IFS, Chief Conservator of Forest (CCF) for Community Forest Management (CFM)
- Mr.Malliga Archunarao, IFS, Conservator of Forest (CCF), Ex-Director, AP Forest Academy
- Mr.Ravireddy, Reporter and Principal Correspondent, Nizamabad District, English National Daily "The HINDU"
- Mr.Rama Krishna, Relationship Manager, Corporate Banking, HDFC Bank
- Mr. John, Ex-Manager, now, Consultant, for Institution Building and MF of Velugu (an NGO)
- Mr.Sanjay Diwari, Senior Sub-Editor, Daily newspaper Daivik Jagaran
- Dr.Ashraf Hussain, Senior Scientist, Director of Krishni Vidya Nikander, India, Narendev Agriculture and Technological University
- Ms. Anita Kaul, Joint Secretary, Elementary Education, DoSEL
- Ms. Anil Bordia, Chair, Foundation for Education and Development, Former Education Secretary, India
- Ms. Leela Visaria, Retired Director, Gujarat Institute of Development Research, Ahmedabad, Coordinator of HealthWatch
- Dr. Sharada Jain, Director, Sandhan
- Dr. T. Sundararaman, Executive Director, National Health Systems Resource Centre, India
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- Mr. Leslie Browne, Executive Director, Oxfam India
- Mr. Biranche Uphadyaya, Country Head, Oxfam Great Britain
- Mr. V. Swarup, Consultant MF
- Mr. A. Ramanathan, CGM, Micro Credit & Innovation Dept. (MCID), NABARD
- Dr. Amitha Bhide, Faculty, Tata Institute of Social Sciences (TISS)
- Mr. Gajanand Khatau, Social Activist, Writer, Leader, Cooperative Movement, Consultant
- Mr. Sunil Kumar, Sub divisional Officer, Magistrate, Danapur, Patna, Bihar
- Mr. Vijay Mahajan, Chair, BASIX Group of Companies, Hyderabad
- Ms. Vandana Mahajan, Programme Manager, UNIFEM
- Mrs. Nirmala Venkatesh, Member, National Commission for Women
- Mr. Palash Kanti Das, STAR
- Ms. Mona Mehta, and Ms. Shipra Jha, Regional Coordinator and Regional Adivser respectively, WE CAN
- Ms. Lysa John, Coordinator, Wada Na Todo
- Mr. D. Raghunandan, Executive Trustee, World Social Forum
- Mr. Kalyanasundaram, Chief Executive Officer, INAFI
- Ms. Jessica Neuwirth, President; Ms. Sue Troutman, Director, and Ms. Taina Bien-Aime, Executive Director, Equality Now
- Dr. BV Somasekhar, Deputy Director General, Apparel Export Promotion Council (AEPC), Ministry of Textiles
- Dr. Rajen Mehrota, Former ILO Director, Currently Director, ACC Cement

- Mr. Ravi Puranik, CSR Consultant, Unilever
- Mr CV Sharma and Ms. Surita Sandosham, representatives of Unilever and Synergos Institute respectively, Bhavishya Alliance
- Ms. Reena Fernandes, Mr. Bishwadeep Ghose, Mr. Rajendran Nathan, Mr. Muralidharan, Deputy Director and Programme Officers respectively, HIVOS-India
- Mr. Anmol Vellani, Ms. Arundhati Ghosh, Executive Director and Marketing, Business Development Manager respectively, India Foundation for the Arts (IFA)
- Mr. Venkat Reddy, Director, MV Foundation
- Ms. Ranu Kulushrestha, Director, FICCI
- V. A. Ramesh Nathan, Director, SASY, NESA Member
- Sr. Mercy Mathew, Director, CRC, NESA Member
- M. Maythinam, Secretary, CRWD, NESA Member
- S. Vijay Raj, Secretary, NAYA, NESA Member
- S.P. Anna Durai, Secretary, GLOW, NESA Member
- P. Prakash, Secretary, AIARRC, NESA Member
- Thara Rao, Director, SPANDANA, NESA Member
- Varghese Cletus and Srinivas K, Chairman/ Project Director and Coordinator respectively, VIKASANA, NESA Member
- Irulapoo Selvakumar, Secretary, ITDS-ASC, NESA Member
- P. Kanni Mariya, Convener, WINN, NESA Member
- Vijaya Lakshmi and M. Selvan, Representatives, AROGYA AGAM, NESA Member
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- T. Sivamurthi and R V S Manian, Coordinator and Admin Officer respectively, MCRO/ARCOD, NESA Member
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- P. Mari Kumari Madiga, President, IRDSS, NESA Member
- HBR Kgowa, Representative, PRAYOG, NESA Member

2. Evaluation Tools Format
- Format of Counterpart Analytical File
- Format of Key Informant Interview Documentation
- Format of Sector Workshops
- Format of Network Questionnaire
- Format for coding documents and outputs of the CCPE

3. Background Materials
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5. Working Documents

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- Sector Paper on Private Sector Engagement
- Sector Paper on Trade and Markets
- Sector Paper on Health
- Sector Paper on Education
- Sector Paper on Disaster Response and Preparedness
- Sector Paper on Social and Political Participation
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5.2 Oxfam Novib's Strategic Positioning

5.3 Approach Paper

5.4 State Papers
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- Education Sector workshop documentation
- Health Sector workshop documentation
- Disaster Response and Preparedness Sector workshop documentation

- Social and Political Participation Sector workshop documentation
- Gender and Diversity Sector workshop documentation

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