

# Final Evaluation

## Food for Work and Supplemental Feeding Project

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Penjaringan, Jakarta

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## Executive Summary

ADRA Indonesia implemented an urban-based Food For Work and Supplementary Feeding project from April 1999 to February 2000. The project was based in Penjaringan District, northern Jakarta, Republic of Indonesia. 3,200 metric tons of rice and 320 metric tons of Corn-Soy Blend (CSB) was requested to support project activities.

Food For Work activities included clean of streets, canals and public areas. Participants worked 5 hours per day and received rice in payment for their work approximately twice a month. An average of 4,443 individuals participated in the FFW activities each month during the project period - the target was 4,100.

*Survey data and information collected indicate that participants were satisfied with the program and wished that it could have been extended. The rice was distributed in accordance with the work completed and in a timely manner.*

Supplemental feeding was provided to pregnant and lactating women and children under 5 years of age. CSB was distributed to the beneficiaries twice a month. The CSB sufficiently met the supplemental food needs and was often shared with other members of the family. An average of 1,386 beneficiaries received CSB each month during the project period - the target was 1,700. The early and end months had low numbers while the middle months were over 1,700 beneficiaries.

During the program food availability increased, nutritional intake improved and few steps were taken build the capacity of the local community, NGOs and government to address future food security emergencies. The project had little long-term impact but during the project period the participants realized a lightening of their economic burdens thereby allowing them to save or utilize their limited incomes on things other than basic food commodities.

The commodity was cared for distributed appropriately with the exception of a large portion (approximately 50%) of the CSB which was destroyed after long-term storage and being determined to be unfit for human consumption.

This documents presents conclusions, recommendations and discussion on future projects considerations.

## Introduction

### Project Setting

With funding from the United States Agency for International Development (USAID), the Adventist Development and Relief Agency (ADRA) undertook to implement a Food For Work (FFW) and Supplemental Feeding Project in Jakarta. Food distribution ran from April 1999 till February 2000. The project proposed to distribute 3,200,000 kilograms of rice in payment of Food for Work activities and 320,000 kilograms of Corn Soy Blend food supplement was to pregnant and lactating women and children under 5 years of age. The program was implemented in selected region in 5 sub-district of North Jakarta

The Project objectives were to:

- a. increase access to food among 'at risk' families in the program area
- b. increase nutritional intake among 'at risk' individuals in the program area
- c. build capacity in the local communities, NGOs and government to address food security emergencies.

The "at risk families" refers to families identified by using the Department of Social Affairs listings with regards to low food intake and who were therefore participating in the governments Social Safety Net Program. "At risk individuals" were individuals within the at risk families with emphasis of pregnant and lactating women and children under the age of 5 years of age.

After a review of the information collected the evaluation team developed a list of recommendation for ADRA to consider in the implementation of future projects.

The evaluation team consists of social researchers from Knowledge Creation Consultant Group in association with the - Inter University Center of the University of Indonesia

The evaluation team began its evaluation on February 7, 2000 with a schedule to complete the activities by early March 2000. However, due to data processing difficulties and conflicting scheduling, personnel turnovers and other considerations the final draft document was not presented until June 2001.

## METHODOLOGY

### 1. Data Collection Activities:

Field data collection was conducted in two of the five sub-districts which received food aid from the project as representative of the overall project area. The sub-districts chosen were Penjarangan and Pejagalan. The total beneficiaries in the two sub-districts comprised more than 52% of total beneficiaries and it included some of the most economically deprived areas.

#### a. Secondary data analysis method:

- Reviewing and analyzing ADRA's control and monitoring forms for food distribution flow, i.e. monthly reports, ways bills, reports.
- Reviewing and analyzing the targeted community's demographic structure
- Analyzing project documents (administrative letters, proposal documents, etc.) used in interaction with external entities (local government, other agencies and institutions)

#### b. Observation:

Observing the community condition and a food distribution to gain an understanding of the behavior patterns of the beneficiaries and physical conditions within which the project was implemented.

#### c. In-depth Interviews:

Guided interview were conducted with the:

- Project Director
- Logistics Program Officer
- Community Program Officer
- Health Program Officer
- Information Program Officer
- Other operational staff :
- Heads of local government administrative areas (sub-district, community etc.)  
Community-based project coordinators
- Local community who were not participating

#### d. Focus Group Discussion (FGD):

FGD were held with:

- Local community
- Project Monitors
- Supervisors
- Health workers

## e. Survey method:

The evaluation team administered 600 questionnaires in the target area. Two questionnaires were used – one for Food for Work participants and the other for Supplemental Feeding beneficiaries. All questions were closed questions except for one asking the respondent how they think ADRA could improve the program. Each questionnaire had 48 questions.

From the list of participants the, evaluation team selected the respondents using a random probability method. With this technique, the evaluation team applied the Mean Proportional Distribution Sampling from the total respondents based on the amount of 600 questionnaires as follows:

<b>AREA</b>	<b>Beneficiary Type</b>	<b>Food for Work Beneficiaries</b>	<b>Supplemental Feeding Beneficiaries</b>	<b>TOTAL</b>
Penjaringan		2,089	727	<b>2,816</b>
Pejagalan		784	391	<b>1,175</b>
<b>TOTAL</b>		<b>2,873</b>	<b>1,118</b>	<b>3,991</b>
Mean Proportional		0.7199	0.2801	1

## 1. 423 Food for Work questionnaires in both sub-districts:

$$0.7199 \times 600 = 432 \text{ questionnaires}$$

## a. Total Food for Work questionnaires for Penjaringan :

$$2089/2873 \times 432 = 314 \text{ questionnaires}$$

## b. Total Food for Work questionnaires for Pejagalan :

$$784/2873 \times 432 = 118 \text{ questionnaires}$$

## 2. 168 Supplemental Feeding questionnaires in both sub-districts:

$$0.2801 \times 600 = 168 \text{ questionnaires}$$

## a. Total Supplemental Feeding questionnaires for Pejagalan :

$$727/1118 \times 168 = 109 \text{ questionnaires}$$

## b. Total Supplemental Feeding questionnaires for Pejagalan :

$$391/1118 \times 168 = 59 \text{ questionnaires}$$

## 2. Data Analysis Activities:

a. The data was “cleaned” and entered into the computer using the Statistical Package for the Social Sciences (SPSS) data processing program, and display them in tables or figures, for example, bar, line or pie charts.

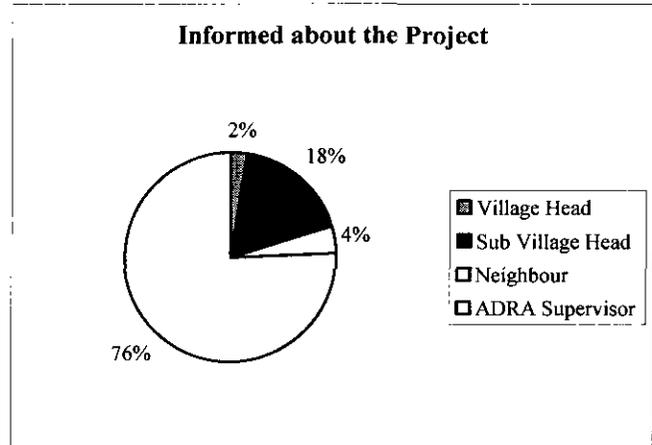
b. The FGD, in-depth interview, field observation and secondary data information was analyzed and common trends and highlights were noted and summarized.

## FINDINGS

### SUPPLEMENTAL FEEDING PROGRAM

ADRA worked closely with the local government to coordinate the project and to socialize it among the target population. The majority (76%) of the survey respondents learned about the Supplemental Feeding (SF) program from ADRA personnel with other learning about it from the local administrator and neighbours. The focus group discussions also identified that some beneficiaries learned of the project from the health centre workers when they were attending to have their babies weighed.

60% of the beneficiaries stated that they joined the program to receive food supplements that would reduce the cost of food for the family by receiving the CSB free.



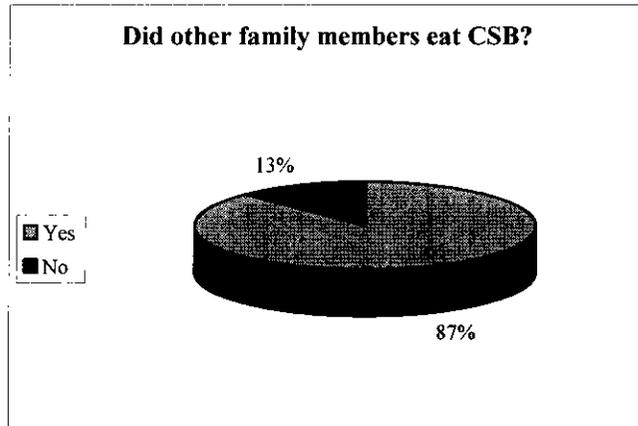
<b>CSB Distributions</b>	
<b>MONTH</b>	<b>REACHED</b>
<b>APR</b>	720
<b>MAY</b>	725
<b>JUN</b>	879
<b>JUL</b>	1,729
<b>AUG</b>	1,879
<b>SEPT</b>	1,710
<b>OCT</b>	1,607
<b>NOV</b>	1,666
<b>DEC</b>	1,722
<b>JAN</b>	1,222
<b>AVERAGE</b>	<b>1,386</b>

The number of Supplemental Feeding beneficiaries target was 1,700. The numbers started small but grew through the project to reach and exceed the target.

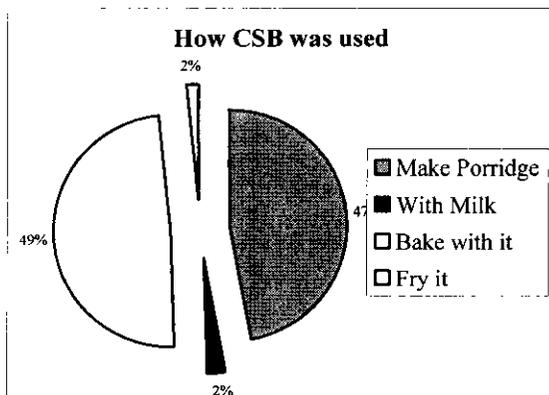
A slight majority (54%) had monthly incomes under Rp. 200,000. 95.2% purchased their families food supplies from either the local market or small shop close to their homes. The small shops usually sold items at a higher price than the market but were more conveniently located. In Focus group discussion community health volunteers and other leaders felt the beneficiaries were well targeted as they were from the poorer section of the community – families who were earning very little money and who were usually eating only two meals a day.

## CORN SOY BLEND

ADRA provided 7 kilograms of Corn Soy Blend (CSB) every two weeks (or .5 kilos per day) to beneficiaries during until September. In October this ration was reduced to 4 kilograms every two weeks. This was sufficient to provide adequate amount of nutrition to still be considered within normal Indonesian Supplemental Feeding nutritional additions. In most cases the CSB was consumed by others in the family. 87% of respondents mentioned that other members in the family consumed food made with CSB.

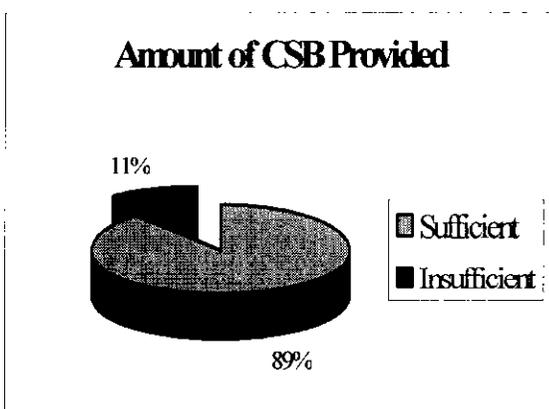


The CSB was a new commodity for the communities. The survey indicated that 80% of the beneficiaries had never had CSB before the project. 79% of the survey respondents indicated that they found the taste acceptable while almost all respondents (96%) found that CSB was easy to cook with.



The focus groups showed that the mothers were not familiar with how to cook CSB, but after training was provided by ADRA and the government health workers the beneficiaries welcomed the new food.

CSB preparation training was provided regularly at the health centre and at times in the homes of the beneficiaries when ADRA personnel or health personnel were conducting home visits. The community health volunteer provided most of the training and the 78% of respondents indicated that they had received formal training in ways to prepare CSB.



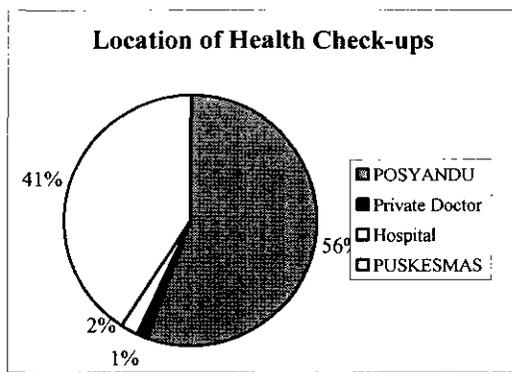
ADRA worked with the health personnel, community health workers and directly with the local communities to promote the use of CSB and provide usage training. The CSB was primarily used as a baking ingredient or a porridge base.

89% indicated that they received the appropriate amount of CSB. The distribution was held on schedule over 90% of the time with delays caused by flooding near some distribution locations and other reasons.

Focus group discussions indicated that the fee was a small fee to cover delivery cost when the beneficiary was not able to travel to the distribution site. This was something arranged by the community.

## DISTIRBUTION

ADRA primarily utilized the community health centre (PUSKESMAS) and the Mother and Child Health Post (POSYANDU) as the distribution location post for the CSB. This was a familiar location and beneficiaries knew the location since they would regularly visit for health check-ups. Only 5% of respondents indicated that they never went for health check-ups. Other food supplement programs targeted At pregnant or lactating women and children under 5 years of age traditionally use these locations as the distribution points.



Beneficiaries were provided with ration cards once they registered into the program. The cards allowed them to receive the CSB ration. Once they had received their entitlement the card was marked to indicate they had received their ration. The card expired regularly and a new card was issued to replace it. This effectively allowed ADRA to control the distribution and keep the beneficiary list current. If a ration was not collected for three consecutive distributions the beneficiary was removed from the distribution list.

The CSB was held in the main warehouse until it was needed for distribution. It was rebagged into individual rations at a sub-warehouse within the project area. Documentation provided by ADRA indicated that about half (160 metric tonnes) of the CSB was not distributed as planned. The CSB was held in Samerang, where it was received into the CRSA warehouse in November 1998. The CSB was ultimately destroyed in October 1999 after it was determined unfit for human consumption.

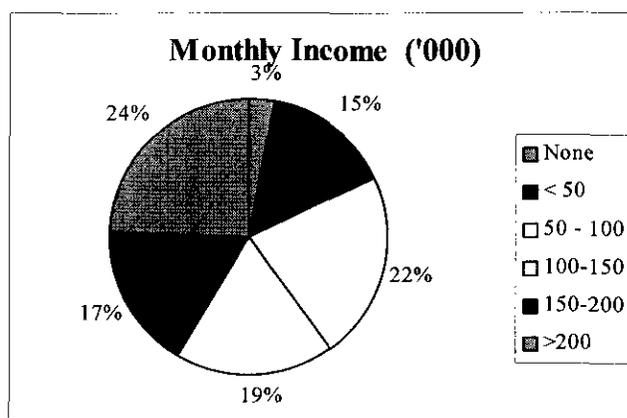
Focus group discussion indicated that the beneficiaries found the distribution locations convenient and mainly easy to access. Some people could not come on the distribution days and would possibly collect a second portion the following distribution or would have it delivered to their home by project staff but the

The health personnel in the project areas felt that the beneficiaries were targeted appropriate as they were from the poor families in the area.

## **FOOD FOR WORK PROGRAM**

Food for Work participants learned about the project from the local sub-district leaders head (54%) followed by the ADRA Supervisors (32%). The project was initially socialized with the local authorities. The family income of the participants varied considerably with 76% of respondents indicating that they had less than Rp 200,000 per month with.

96.3% of survey respondents indicated that they joined the program to help lighten the families economic burdens and the focus group indicated that families were able to save money to take care of other needs that they had.



77.4% of those surveyed were women and of the total respondents, 56% were married women with 21% being married men and the remaining 23% being widows / widowers or single.

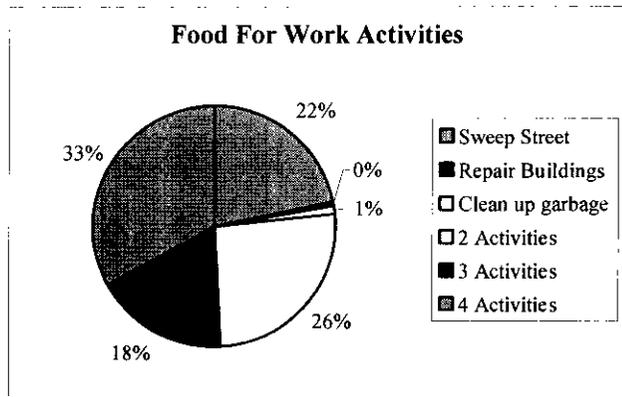
<b>Rice Distribution</b>	
<b>MONTH</b>	<b>PARTICIPANTS</b>
<b>APR</b>	1,861
<b>MAY</b>	2,546
<b>JUN</b>	4,423
<b>JUL</b>	5,571
<b>AUG</b>	5,608
<b>SEPT</b>	5,580
<b>OCT</b>	5,599
<b>NOV</b>	5,591
<b>DEC</b>	6,476
<b>JAN</b>	4,432
<b>FEB</b>	1,188

4,100 participants was the target for the Food for Work activities. The numbers started small and but grew through the project and exceed the target. Focus group findings indicated that additional people wanted to join the program but they could not be accepted because there was no more room in the program.

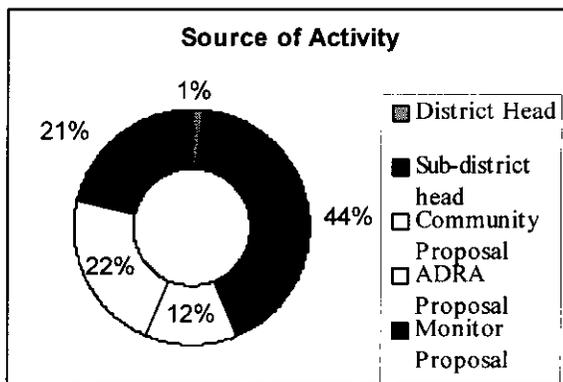
## **WORK ACTIVITIES**

The activities that were carried out by the participants were mainly environmental cleaning in their community. This included canal, drainage ditch and street cleaning as well as some small renovation and building of market areas and public buildings. 31% of respondents were involved at least four different work activities. The participants worked 5 days a week and the workday consisted of 5 hours of work scheduled from 07:00 -

12:00. Payment for a day's work was 3.125 kilograms of rice. Focus group findings showed that if the participant was sick or unable to work for some reason they usually arranged for another member of the family or a neighbor to work in their place.



Work activities were proposed by local leaders, ADRA and others. 44% of respondents indicated that the work they engaged in was proposed by the local leader. The ADRA supervisors and work monitors coordinated the work activities and recorded the workers attendance.



93.8% indicated that they received clear instructions and guidelines of the work requirements, which was provided by the ADRA field workers (66%) and the local leaders (25%)

The project did not provide any of the equipment or tools that were used. All that was needed was provided by the workers themselves.

99% of respondents appreciated the improvements in their communities and the focus group indicated that through the project the community had a better spirit and energy to work to improve their situations.

## DISTRIBUION.

The work monitors would submit the work records to the project office. The distribution list and amounts was compiled from the work records. Each participant was provided with a ration card to use in the collection of their ration. 99.5% of the respondents indicated that they received the amount of rice that they expected.

The distribution was held at one site in each of the five sub-districts approximately after every 16 work days. This made distribution easier as no rebagging of the 50 kilogram bags was needed (16 days x 3.125 = 50kg) 95.8% of respondents indicated that there was

no problems during the distribution days - some indicated that the long lines and long wait were inconvenient

The rice was held in a shared warehouse in Tanjung Priok (a location outside the project areas in north eastern Jakarta). Initially, ADRA did not have a person assigned to manage the commodity at the warehouse but a person was later assigned to manage the movement in and out of the warehouse. 5.8 metric tons was unaccounted for loss.

The rice was trucked to the distribution site the evening prior to the scheduled distribution. ADRA arranged security to care for the rice overnight and usually began distribution by 08:00 on the day of distribution. The participants would come to collect the rice and often neighborhoods would collect funds to hire a vehicle to transfer the rice to their home area.

## **CONCLUSION AND RECOMMENDATION AND DISCUSSION**

### **A. CONCLUSION:**

1. ADRA accomplished the two objectives and assisted the communities improve towards the third objective

#### **Objective 1 - Increase Food Availability - Achieved**

Increasing access to food among at risk families in Penjaringan District was achieved through the distribution of both rice and CSB to identified participant and beneficiaries. However, the increased food availability, caused by the project, ended when the project ended. The targeted number of beneficiaries was reached in the food for work program and the Supplemental Feeding.

#### **Objective 2 - Increasing Nutritional Intake - Achieved**

Increasing nutritional intake among at risk families in Penjaringan District was achieved through the distribution of rice and CSB to identified participants and beneficiaries. Data collected indicated that both the distributed rice and the CSB was consumed by the family members.

#### **Objective 3 - Building the capacity of the Local Community to address Food Security Emergencies - Strengthened**

In the urban setting the avenues of communities to address food security emergencies are limited and include linkages with other social organizations, project planning and proposal writing training, social mobilization and community saving. ADRA made steps towards addressing these issues.

ADRA coordinated with other local social organization. These organization worked with the project to support community organization and mobilization, thereby raising their profile in the community and increasing their involvement in the community. Members of the community now recognize the potential for working with and through these organization to further their aspirations. ADRA could have created many more linkages between the community and other local and external NGO. If this had been done greater support and networking would have been realized by the community and assisted in developing a base on which to work with in address continuing and future food security situations

Additionally, ADRA provided training to locally hired field coordinators and supervisors in program management and reporting. These individuals remain in the community and are more capable in developing an implementing small local projects because of the

training provided. Near the end of the project the communities developed a project for improve their sanitation situation. The training that was provided was limited and ADRA could have gave more emphasis and focus on this to have greater long-term impact.

ADRA coordination with Bank Rakyat Indonesia resulted in BRI's mobile banking unit being present at rice distributions. This provided banking servies to the participants. It helped encourage and provided an opportunity for project participants to begin a regular saving routine. Developing a culture of saving for the future among the economically disadvantaged is a major step in building security for the future to assist in dealing with food security challenges.

A key factor in communities dealing with food security issues is to work together to together in strong community spirit. One major benefit of the ADRA project was that in the course of working together the communities members grew closer together and assumed more responsibility for the care and maintenance of their environment and each other.

## 2. Urban Food for Work programs benefits communities.

Urban Food for Work programs allow the economically poor and opportunity to supplement their families food supply. The majority of the FFW participants were women who were unemployed and able to participate. Their children were at school during the working hours and some arranged for neighbors to care for their young if they were not yet in school. Many indicated that there were no other work opportunities and that the hours of the programs were appropriate to their available times.

In the urban areas there is little possibility for families to grow gardens or produce their own food. Therefore, work opportunities that provide food as payment can directly support families food security who economically disadvantaged.

Urban work projects bring communities closer together and build the community spirit as they work together to improve the physical environment. Working together can support provide and environment to develop new friendships and relationship within the community. Urban areas often lack the community spirit found in the rural setting and group working activities help develop and environment for community growth.

## **B. RECOMMENDATIONS:**

### GENERAL

- 1) Additional supplemental food should be introduced or interchanged with the CSB. The beneficiaries tire of the same food product for a long period.
- 2) Equipment and materials (cement, wood) should be included in the project budget to support urban work activities since environmental cleaning activities are limited in their scope and duration and long-term impact.

### STAFFING

- 3) Locally hired field supervisory staff should not work in and manage their immediate community but should rather be assigned to another community to relieve the pressures of neighbours and friends.
- 4) Locally hired supervisors should be relocated on a regular basis throughout the life of the project to reduce the likelihood of corruption or fraud.

### COMMODITY MANAGEMENT

- 5) Shared warehousing should be avoided where possible.
- 6) If it is determined that there is access commodity above the needs of the project ADRA should transfer the access to another approved organization to program it.
- 7) Formal agreements and documentation for commodity loans or custodianship should be signed between ADRA and other organizations if food is warehoused in their facility.

### RISK MANAGEMENT

- 8) Health services should be available to FFW participants during the working hours, this could simply be a first aid supplies with the supervisor
- 9) All supervisors should be trained in simple First Aid care
- 10) The project should have health insurance to cover serious injuries of the worker that might occur.

### LONG-TERM IMPACT

- 11) If an objective of the project is to strengthen to communities ability to address food security emergency in the future a more structure program of training shold be in place for greater impact.
- 12) Before the project was completed, ADRA should have created linkages between the project participants and other organiztaions who could continue to work with the community to support their development aspirations.
- 13) The target population is still living in a food insecure situation with limited employment opportunities. In the absence of additional food support ADRA should actively seek to develop strong linkages between the communities and the business sector prior to leaving the site
- 14) Job skills training components should accompany Food for Work projects where the FFW is short term or where there in long term economic depression is foreseen.
- 15) ADRA should also focus on social impact monitoring in addition to the commodities and distribution monitoring.
- 16) ADRA has developed a strong relationship with the communities and the local leaders and if possible should focus development programs in the areas to build on this good relationship, instead of starting again in another location.

## C. DISCUSSION ON FUTURE FFW AND SUPPLEMENTAL FEEDING PROJECTS

In developing a future FFW program two approaches could be considered. The first is to consider the characteristics of the vulnerable groups in a society and the second is to examine the sources of risk to their entitlements. Both approaches give useful insights: the first helps identify vulnerability; the second illustrates how that vulnerability may change over time.

The food insecure are not confined to those who have food deficient diets at a given point in time. They include those whose access to food is insecure or vulnerable, those who are in danger of inadequate diets.

Vulnerable groups can be classified according to a number of criteria:

1. Geographic/regional - administrative zone, urban, rural
2. Ecological - by climatic conditions, accessibility
3. Economic - occupation, level of income, formal or informal sector, size of landholding, types of crop grown, migrant labourer, female-headed household
4. Demographic - male, female, pregnant, lactating, pre-school children, school-aged children, elderly.

At the household level, access to food depends on the means available to the households to obtain the food and other essential items required for a decent living. Food insecurity occurs if the means are insufficient and is, therefore, closely related to wide-spread poverty. The households may lack the means (e.g. land, manpower, access to water, knowledge, technology) to produce enough food on their own, and/or the purchasing power to buy the food they need on the market. In tracing the effects of macro-economic policies down to the factors determining household food entitlement, we have seen that certain vulnerable groups are prone to suffer a further aggravation of their food security situation under adjustment.

Under such conditions, targeted approaches are required to support those groups of the population, who, due to poverty and insufficient access to food, are exposed to food insecurity. Targeted assistance may consist of measures to enhance the capacity of the people to gain access to the food they need on their own, or of direct food transfers to vulnerable groups.

The main type of targeted interventions that governments apply to augment the incomes of poor un- and under-employed people in urban and rural areas are public works programmes. People involved in such programmes may be paid in cash or in kind (e.g. rice).

Compared to other forms of targeted assistance (e.g. income, cash or food transfers), such programmes have two additional **advantages**:

- The **assets created** through the economic activities of the people employed, e.g. rural roads, dams, land conservation, etc.;

- The programme can be **self-targeting** in the sense that, if properly designed, it will attract only those people who have no alternative source of income and employment.

Although public works programmes appear as an appropriate approach to improve household food security, they cannot be applied everywhere and in all situations where vulnerable groups need assistance. Public works can only reach those people who are able to work, and they require suitable project designs to be developed, complementary material and technical inputs, and an infrastructure with appropriate management capacity for their implementation. Where these preconditions are not given, other approaches have to be applied, in order to reach specific vulnerable target groups.

Therefore, these FFW programmes may be targeted in various ways:

### 1) Geographical targeting

Geographical targeting means that the subsidies are exclusively directed to areas where vulnerable groups are concentrated. These could be the urban/suburban housing and squatter areas of poor families, or rural areas with acute, seasonal or chronic food shortages. Simple geographical targeting involves low administrative costs but will also benefit those households in the area who are less poor and not affected by food shortages. To avoid this, geographical targeting may be combined with some kind of additional targeting method, e.g. ration cards issued to households according to specific criteria such as income below a certain level, families with children, female headed households, etc. This, however, will increase the administrative costs, as mentioned above.

### 2) Targeting by commodity

Targeting by commodity can be applied in areas and countries where there are differentiated consumption patterns of low and high income groups, for example coarse grains, roots and tubers constituting typical staples of low income groups while high income households prefer other food commodities such as fine grains like wheat or rice

### 3) Fair price/ration shops

Fair price/ration shops are special outlets for the sale of subsidised commodities to the target population. As such shops are usually placed in areas where low income groups are concentrated, they represent a form of geographical targeting. In order to achieve more precise targeting, restrictions concerning the population groups eligible to purchase in such stores and/or regulations concerning types and quantities of commodities which can be obtained there may be applied.

## SUPPLEMENTAL FEEDING PROGRAMS

In general, special feeding programmes are administratively intensive in terms of screening and reaching the eligible people, and they require a certain level of

infrastructure and logistical support for their successful implementation. Often existing institutions such as health centres or schools are used as a distribution network. Sometimes special food distribution or feeding centres need to be established. The food may be distributed as take-home rations or provided as wet-feeding on site. In the latter case, the administrative costs are relatively high but targeting is most effectively achieved, as leakages caused by intra-family sharing and selling of food is reduced.

If the whole family is, however, poor and exposed to food insecurity, certain leakage to other family members may be acceptable and considered as effective, as the feeding programme will have nutritional benefits for the other household members, too, and increase overall household income.

There are further potential benefits of feeding programmes. School feeding programmes can provide an effective channel for distributing food to children of low-income families and an incentive for such families to send their children to school. This can contribute to increase school enrolment and attendance among school-age children. Such programmes will, of course, be less effective or ineffective if the majority of the school children come from relatively better-off families, if the poorest families do not send their children to school, or if the crucial nutritional deficiencies are in under school-age children. In the latter case, health care or special mother and child care centres may be an appropriate channel to reach the target group.