

U.S. INTERNATIONAL FOOD ASSISTANCE REPORT 2003



USAID
FROM THE AMERICAN PEOPLE

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THIS REPORT MAY BE ORDERED FROM:

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BEHT	Bill Emerson Humanitarian Trust
CCC.....	Commodity Credit Corporation
CPA.....	Coalition Provisional Authority
CS	Cooperating Sponsor
C-SAFE	Consortium for Southern Africa Food Security Emergency
DP.....	development programs (USAID)
DRC.....	Democratic Republic of Congo
EMOP.....	emergency operation (WFP)
EP	emergency programs (USAID)
ERS.....	Economic Research Service (USDA)
FAC	Food Aid Convention
FAO.....	Food and Agriculture Organization of the United Nations
FEWS-NET	Famine Early Warning System
FTF	Farmer-to-Farmer Program of P.L. 480
FFE	McGovern-Dole International Food for Education and Child Nutrition Program (formerly Global Food for Education Initiative)
FFP	Office of Food for Peace (USAID)
FFW.....	Food for Work
FY	fiscal year
HIV/AIDS	Human Immunodeficiency Virus/Acquired Immunodeficiency Syndrome
ICB	Institutional Capacity Building (formerly ISA/ISG)
IEFR	International Emergency Food Reserve (WFP)
ISA/ISG.....	Institutional Support Grant/Institutional Support Assistance
LIFDC	low-income food deficit country
MT.....	metric ton
NGO	non-governmental organization
OFDA	Office of U.S. Foreign Disaster Assistance (USAID)
P.L. 480	U.S. Public Law 480
PRRO	Protracted Relief and Recovery Operation (WFP)
PVO.....	private voluntary organization
SMART	Standardized Monitoring and Assessment of Relief and Transitions
USAID.....	U.S. Agency for International Development
USDA	U.S. Department of Agriculture
WFP.....	World Food Program

LIST OF PARTNER ORGANIZATIONS

The following organizations implemented U.S. government food assistance programs in fiscal year 2003:

ACDI/VOCA. Agriculture Cooperative Development International/ Volunteers in Overseas Cooperative Assistance	MCHN..... Maternal Child Health and Nutrition
ADRA..... Adventist Development and Relief Agency International, Inc.	NPA..... Norwegian People's Aid
Africare..... Africare	OICI Opportunities Industrialization Centers International
AI..... Amigos Internacionales	PADF Pan-American Development Foundation
ARC..... American Red Cross	PCI Project Concern International
CARE Cooperative for Assistance and Relief Everywhere, Inc.	PFD Partners for Development
Caritas..... Caritas	PRISMA..... Projects in Agriculture, Rural Industry, Science & Medicine, Inc. (Peru)
Citihope Citihope	REST Relief Society of Tigray (Ethiopia)
CPI..... Counterpart International	RFCP Russian Farm Community Project
CRS Catholic Relief Services	SCF..... Save the Children Federation
CWS Church World Service	SM..... Salesian Missions
FCF Fabretto Children's Foundation, Inc.	SHARE..... SHARE Guatemala
FHI Food for the Hungry International	SPIR Samaritan's Purse
ICRC..... International Committee of the Red Cross	Technoserve .. Technoserve
IFDC..... International Fertilizer Development Center	WFP United Nations World Food Program
IPHD..... International Partnership for Human Development	WVI..... World Vision International, Inc.
IRD International Relief and Development	
MCI Mercy Corps International	

EXECUTIVE SUMMARY

The United States remains committed to achieving global food security through its international food assistance policy. Public Law 480 (P.L. 480), the Agricultural Trade Development and Assistance Act of 1954, commonly known as Food for Peace, is the principal instrument for U.S. international food assistance. P.L. 480 comprises several titles. Each title has specific objectives and provides commodity assistance to countries at different levels of economic development. Other significant laws providing international food assistance are the Food for Progress Act of 1985 and Section 416(b) of the Agricultural Act of 1949. The U.S. Agency for International Development (USAID) and the U.S. Department of Agriculture (USDA) administer programs under all three laws.

The United States provided more than \$3 billion of food aid to 81 developing and reindustrializing countries, reaching millions of people worldwide, in fiscal year (FY) 2003. This assistance included emergency programs aimed at meeting the immediate needs of food-insecure populations, as well as development programs designed to address long-term strategies for food security.

The following list summarizes the total amount of U.S. food assistance allocated by the legislative authorities for FY 2003¹ (additional information is provided in the latter sections of this report):

- **P.L. 480 Title I: Trade and Development Assistance**—approximately 253,000 metric tons (MT) of commodities, valued at \$59.8 million, were provided to 2 countries under P.L. 480 Title I.²
- **P.L. 480 Title II: Emergency Programs**—approximately 2,171,830 MT of emergency food aid, valued at \$1,276 million, was provided to 40 countries through 68 programs.³
- **P.L. 480 Title II: Development Programs**—approximately 973,590 MT of development food aid, totaling \$440 million, was provided to 34 countries through 97 programs.
- **P.L. 480 Title III: Food for Development**—commodities for Title III were not programmed in FY 2003.
- **P.L. 480 Title V: Farmer-to-Farmer Program**—a total of 879 assignments were carried out in a total of 45 food-insecure countries. The estimated value of this program was \$10.7 million.

¹ All costs represent commodities plus freight. Farmer-to-Farmer is the exception, as this program does not involve either commodities or freight.

² In addition to traditional Title I loans, about \$105.6 million of Title I funds were used to purchase and transport approximately 321,000 MTs of commodities to thirteen countries under the Food for Progress program.

³ The aggregate expenditures for emergency and development program portfolios do not include approximately \$165 million in other miscellaneous Title II funding, carried forward into the next fiscal year. These include: Section 202(e) for Institutional Support Assistance (ISA), Section 202(e) for WFP, Farmer-to-Farmer, and Unallocated Funds. See FY 2003 Title II Budget Summary for detailed information. Supplemental USAID emergency resources - \$245 million of Development Assistance, Child Survival and Development, Economic Support Funds, and International Disaster and Famine Assistance Funds were provided to the United Nations World Food Program (WFP) for food aid in Iraq.

- **Section 416(b) of the Agricultural Act of 1949**—more than 260,000 MT of surplus U.S. commodities, worth \$233.0 million, were moved through programs in 35 countries.
- **McGovern-Dole International Food for Education and Child Nutrition Program**—Commodity Credit Corporation (CCC) financed the procurement and transport of approximately 119,320 MT, at a cost of \$93.1 million, to support child nutrition and school feeding programs in 20 countries.
- **Food for Progress Act of 1985**—CCC financed the purchase and shipment of approximately 347,000 MT of commodities provided to 20 countries at a value of \$130.3 million. In addition, Title I resources were used to deliver 321,000 MT, with a value of \$105.6 million, under the Food for Progress program.
- **Bill Emerson Humanitarian Trust**—Wheat commodities were released from the Trust in order to provide 525,740 MT of various food commodities valued at \$258.3 million for emergency relief to the people of Ethiopia, the Southern Africa region, and Iraq.
- **Supplemental USAID Resources**—\$245 million of Development Assistance, Child Survival and Development, Economic Support Funds, and International Disaster and Famine Assistance Funds were provided to WFP for food aid in Iraq.

Title II resources were employed in several large-scale food emergencies in FY 2003. Emergency relief activities carried out through USAID's Office of Food for Peace (FFP) were critical to a U.S. government response that averted major food crises and saved countless lives in eastern and southern Africa, Iraq, and Afghanistan. Emergency programs also provided continued food assistance to several countries recovering from complex emergencies, including Sudan, Angola, Liberia, Sierra Leone, and the Democratic Republic of Congo (DRC). Title II emergency programs, combined with \$258.3 million in additional resources from the Bill Emerson Humanitarian Trust, reached more than 75 million beneficiaries over the course of the year.

In addition, Title II development programs supported chronically undernourished communities throughout the world with assistance designed to promote food security and self-sufficiency. Title II development activities integrate a range of technical interventions at the community level, with a focus on improving household nutrition and agricultural productivity. During FY 2003, Maternal Child Health and Nutrition evaluation reports found that more than 80 percent of the programs analyzed significantly reduced the prevalence of undernutrition in beneficiary communities. Overall, approximately 6.6 million children benefited from the programs reviewed. As reported by cooperating sponsors (CS), Title II agricultural and natural resource management programs contributed to improved food security for vulnerable communities around the world, such as a 500 percent increase in cassava yields for farmers trained by Agriculture Cooperative Development International/Volunteers in Overseas Cooperative Assistance (ACDI/VOCA) in Uganda.

USDA Title I, 416(b), and Food for Progress programs provided commodities to food insecure populations through WFP, private voluntary organizations (PVOs), and foreign governments. These resources supported a variety of food security objectives in developing countries, such as humanitarian assistance, HIV/AIDS mitigation, and agricultural and rural development. In

FY 2003, USDA launched the McGovern-Dole International Food for Education and Child Nutrition Program. This food aid program follows on the success of the Global Food for Education Initiative pilot program and provides commodities for school feeding as well as nutrition programs for mothers, infants, and children under five.

INTRODUCTION

U.S. INTERNATIONAL FOOD ASSISTANCE— FRAMEWORK FOR STABILITY

Starting as simple transfers of food to those in need, U.S. international food assistance programs have evolved to achieve multiple objectives, including the promotion of sustained economic development. Public Law 480 (P.L. 480), the Agricultural Trade Development and Assistance Act of 1954, also known as Food for Peace, was the first permanent peacetime foreign-aid program. It ensured a steady supply of agricultural surplus to be donated to voluntary agencies and foreign governments for relief work, and it established the basis for our nation's international food aid programs.

The Farm Security and Rural Investment Act of 2002, referred to as the 2002 Farm Bill, reauthorized and extended the authority of P.L. 480 programs through FY 2007. This legislation reinforced the previous food aid objectives that guide the food assistance programs administered by the U.S. Agency for International Development (USAID) and the U.S. Department of Agriculture (USDA). The legislation's primary objectives are as follows:

- Combat world hunger and malnutrition and their causes.
- Promote broad-based, equitable, and sustainable development, including agricultural development.
- Expand international trade.
- Develop and expand export markets for U.S. agricultural commodities.
- Foster and encourage the development of private enterprise and democratic participation in developing countries.
- Prevent conflicts.

U.S. International Food Assistance

The U.S. international food assistance program encompasses several food aid vehicles with governing legislative authorities that are implemented by two government agencies. USAID administers Titles II, III, and V of P.L. 480. USDA administers Section 416(b) of the Agricultural Act of 1949, Title I of P.L. 480, Food for Progress, and McGovern-Dole International Food for Education and Child Nutrition. The list below provides a brief description of each international food assistance activity. Additional information about these programs is provided in Section II of this report.

1. **P.L. 480: Agricultural Trade Development and Assistance Act of 1954** (commonly referred to as Food for Peace)—the principal mechanism for U.S. international food assistance.
 - **P.L. 480 Title I**—concessional sales of U.S. agricultural commodities to developing countries and private entities.
 - **P.L. 480 Title II: Emergency and Development Assistance**—direct donation of U.S. agricultural commodities for emergency relief and development.
 - **P.L. 480 Title III: Food for Development**—government-to-government grants of agricultural commodities tied to policy reform.
 - **P.L. 480 Title V: Farmer-to-Farmer (FTF) Program**—voluntary technical assistance to farmers, farm groups, and agribusinesses.
2. **Section 416(b) of the Agricultural Act of 1949**—overseas donations of surplus food and feed grain owned by the USDA Commodity Credit Corporation (CCC).
3. **Food for Progress Act of 1985**—commodity donations available to emerging democracies and developing countries committed to the introduction or expansion of free enterprise in their agricultural economies.
4. **McGovern-Dole International Food for Education and Child Nutrition Program**—donations of U.S. agricultural products, as well as financial and technical assistance, for school feeding and maternal and child nutrition projects in low-income countries.
5. **Bill Emerson Humanitarian Trust**—food reserve administered under the authority of the Secretary of Agriculture. This reserve is available to meet emergency humanitarian food needs in developing countries, allowing the United States to respond to unanticipated food crises.

Each of these food aid instruments has specific objectives and provides aid to countries at various levels of economic development. Food aid may be distributed directly to those in need, or it may be monetized (sold) to provide cash resources for development projects. These projects help to facilitate increased agricultural production and household nutrition in order to enhance food security.

Not only do U.S. international food assistance programs reflect our concern for those who are food insecure around the world, but they are also a resource that provides benefits for U.S. citizens. The U.S. economy benefits both directly and indirectly from food aid. Millions of dollars' worth of agricultural commodities and processed food products, such as wheat flour, refined soybean oil, and blended cereals, are purchased under U.S. food aid programs. Many of these commodities are refined and processed domestically, as well as packaged in containers produced and printed in the United States. The vast majority of commodities are shipped to recipient countries on U.S.-flag carriers.

The U.S. government's numerous partnerships enhance the strength and visibility of its international food assistance program around the world. U.S. government agencies depend on, and collaborate closely with PVOs, indigenous organizations, universities, U.S. businesses, international agencies (e.g., WFP), and other governments. Through its dedicated partnerships with U.S. companies and cooperating sponsors, the U.S. government integrates an array of food aid interventions into development programs that address the underlying causes of food insecurity.

WHEN I LOOK AT THE WORLD'S PROBLEMS, SO MANY OF THEM SEEM INTRACTABLE, ALMOST UNSOLVABLE. BUT NOT HUNGER. HUNGER IS A POLITICAL CONDITION. WE CAN END HUNGER. I CAN THINK OF NO INVESTMENT THAT WOULD PROFIT THE INTERNATIONAL COMMUNITY MORE THAN ERASING HUNGER FROM THE FACE OF THE EARTH.

—GEORGE S. MCGOVERN
FORMER U.S. SENATOR AND AMBASSADOR

I. FOOD SECURITY

DEFINING A LONG-TERM GLOBAL STRATEGY

Addressing global food security is essential to U.S. strategic interests because it promotes political and economic stability in addition to humanitarian goals. The 1990 Farm Bill first identified the concept of food security as an objective of U.S. food-assistance programs, defining food security simply as “access by all people at all times to sufficient food to meet their dietary needs for a productive and healthy life.” The USAID *Food Aid and Food Security Policy Paper*⁴ and *The U.S. Contribution to World Food Security: The U.S. Position Paper Prepared for the World Food Summit*⁵ further expanded and refined the definition of food security to encompass three distinct but interrelated dimensions, as follows:

1. **Access** by households and individuals to adequate resources in acquiring appropriate foods for a nutritious diet, depending on income available to the household, on the distribution of income within the household, and on the price of food.
2. **Availability** of sufficient quantities of food of appropriate quality, supplied through household production, domestic output, commercial imports, or food assistance.
3. **Utilization** of food, requiring a diet providing sufficient energy and essential nutrients, potable water, and adequate sanitation, as well as knowledge within the household of food storage and processing techniques, basic principles of nutrition, proper child care, and illness management.

U.S. international food assistance plays a valuable role in achieving global food security, as its programs are designed to address problems of access, availability, and utilization of food through emergency and development interventions. Providing adequate food for sustenance in times of crisis is necessary, and it will remain a key component of food assistance programs. Nonetheless, food relief alone is not sufficient to achieve global food security. Long-term food security that encompasses access, availability, and utilization requires an inclusive and targeted food assistance strategy, promoting social and economic conditions that enable individuals to gain access to food, by either producing it or earning the income to purchase it.

⁴ *Food Aid and Food Security Policy Paper*, USAID, 1995. Available at: http://www.dec.org/pdf_docs/PNABU219.pdf.

⁵ *The U.S. Contribution to World Food Security: The U.S. Position Paper Prepared for the World Food Summit*, USDA, 1996. Available at: <http://www.fas.usda.gov/icd/summit/1998/country.doc>.

A. Global Commitment to Food Security

The Food and Agricultural Organization (FAO) of the United Nations (UN) organized the World Food Summit in 1996. The summit provided an international forum to focus the attention of statesmen on worldwide hunger and food insecurity. At the summit, the United States, along with 185 other countries, agreed to reduce the number of food-insecure people by half—from more than 800 million in the baseline period of 1990-92 to no more than 400 million by 2015. The World Food Summit reconvened in 2002 to review progress in the attainment of the summit's goals and to push for more aggressive action.

Despite international efforts, progress in the fight against hunger has been uneven across the spectrum of developing countries. Certainly, food aid is instrumental in providing assistance to the most vulnerable and impoverished populations in these countries. At the same time, the potential for meeting the World Food Summit's target—halving the number of the world's hungry by 2015—depends on factors that food aid alone cannot overcome. Realization of the summit's goal is constrained by a variety of country-specific variables, including conflict, climatic and environmental conditions, soundness of domestic governance institutions, international trade relations, and, perhaps most importantly, rates of economic growth.

FAO findings indicate that hunger continues to increase in sub-Saharan Africa, the Near East, and North Africa, while, in general, significant improvements have been made in Asia, Latin America, and the Caribbean. These generalizations, however, disguise divergent trends within regions. In Asia, for example, China has reduced the number of undernourished people by 58 million since 1992.⁶ India, on the other hand, has seen a reversal in the fight against hunger over the past five years. Following a decline of twenty million between 1990 and 1992 and 1995 and 1997, the number of hungry people in India increased by approximately nineteen million over the next subperiod.⁷

Although it is possible to find indications of success in reducing hunger, most clearly in the case of China, many regions are stagnating or falling behind. According to estimates from USDA's Economic Research Service (ERS), the rate of hunger in sub-Saharan Africa is predicted to remain steady through 2013 at 59 percent of the population.⁸ Considering projected population growth, this would result in an increase in the number of hungry people in sub-Saharan Africa, from 381 million people in 2003 to 490 million, in a decade. Although there has been progress in several key regions of the world, the food security situation in sub-Saharan Africa demonstrates the tremendous challenge that the international community faces in seeking to halve world hunger by 2015.

⁶ FAO, *State of Food Insecurity in the World*, 2003. Available at: http://www.fao.org/documents/show_cdr.asp?url_file=/docrep/006/j0083e/j0083e00.htm.

⁷ Ibid.

⁸ USDA/ERS, *Food Security Assessment*, 2003. Available at: <http://www.ers.usda.gov/publications/gfa15/>.

B. Food Security and Nutrition

Emerging global trends—such as urbanization, the mounting prevalence of Human Immunodeficiency Virus (HIV) and Acquired Immunodeficiency Syndrome (AIDS)—pose significant challenges to human welfare and political stability in the developing world.

Achieving a reduction in the number of chronically undernourished and underweight people, therefore, will remain both a humanitarian goal and a strategic priority for the United States into the 21st century.

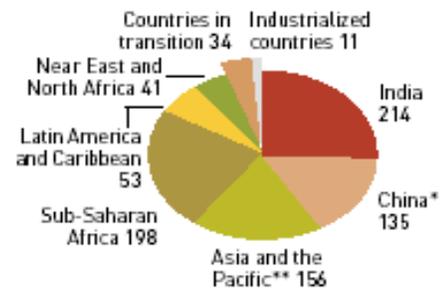
Linking food aid to food security and nutrition is crucial. Inadequate nutrition severely impacts the lives of children and pregnant mothers.

Undernutrition directly hinders physical and cognitive development and increases vulnerability to disease. As a consequence, economic productivity stagnates and prosperity is delayed for generations to come.

Undernourishment, an important indicator of food insecurity, is a consequence of inadequate caloric, protein, and micronutrient intake. Coupled with poor sanitation, lack of access to clean drinking water, and insufficient health services, malnutrition increases vulnerability to disease. According to the World Health Organization, malnutrition affects one in every three people worldwide, afflicting all age groups and populations, particularly the poor and vulnerable.⁹ Six million children under the age of five die annually from hunger-related maladies, and more than half of all cases involving child death are attributed to malnutrition.¹⁰

U.S. international food assistance programs target the most needy, particularly women and children because malnutrition often affects them the most. Malnutrition frequently begins before birth, and malnourished mothers are more likely to deliver low-birth-weight babies. Consequently, many interventions (such as providing essential micronutrients to pregnant mothers and promoting exclusive breast-feeding for the first six months) concentrate on pregnant and lactating women, ultimately giving children a healthier start to life. U.S. international food-assistance programs contribute to improving the nutritional status of women and children in recipient countries. Food security is pivotal to the concept of sustainable development, and freedom from hunger may be seen as a fundamental measurement of this progress.

The Undernourished (1999-2001) in millions



* includes Taiwan Province of China
** excl. China and India

Source: FAO

Source: FAO, *The State of Food Insecurity in the World*, 2003.

Hunger and malnutrition claim more than 10 million lives per year, 25 thousand every day, one life every five seconds. This is greater than the number of people killed by HIV/AIDS, malaria, and TB combined.

Source: WHO/FAO, 2003.

⁹ World Health Organization, *What Do We Mean by Malnutrition?* 2002. Available at: <http://www.who.int/nut/nutrition2.htm>.

¹⁰ Frances Davidson, "Nutrition and Health," in *Nutrition: A Foundation for Development* (Geneva: Subcommittee on Nutrition, UN Administrative Committee on Coordination, January 2002) Available at: http://www.ifpri.org/pubs/books/intnut/intnut_04.pdf.

C. Food Aid Trends

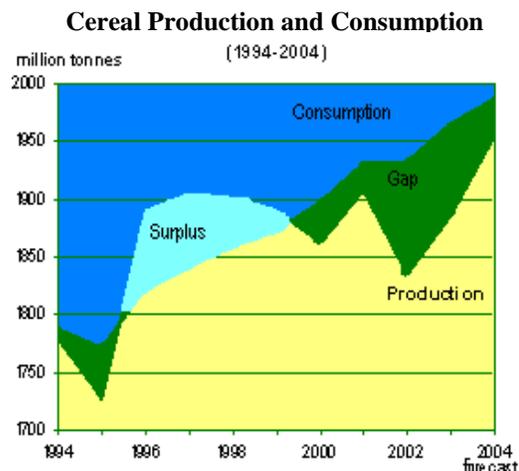
I. Food Aid Needs

Although experts contend that it is possible to produce enough food to feed the entire world's population, hundreds of millions of people remain without adequate nourishment. As described in the previous section, hunger in developing countries is a complex phenomenon, which is not adequately explained by factors related to insufficient food production. Targeted food aid is critical to meeting the needs of those who do not have the resources to acquire minimum dietary requirements.

Estimates for projected food aid needs are typically based on a basic model of grain consumption and production and supply and demand. The difference between these estimates results in a global food surplus or deficit, which is also known as a "food gap." These models help policymakers predict the level of commodities necessary for closing the gap between food supply and actual needs at a given point in time. USDA's Economic Research Service (ERS), for example, estimates that the gap between the nutritional needs and the purchasing power of people in low-income food deficit countries (LIFDCs) was approximately 32 million tons (grain equivalent) in 2003, while aggregate global food aid totaled little more than a quarter of this amount.¹¹

Estimates of food gaps are useful in determining the desired amount of global food assistance required for meeting nutritional requirements on a global scale, but they are not very useful for effectively determining where food aid is most needed.¹² Variations in production levels across and within countries require detailed analysis and monitoring of food security situations in order to channel assistance to vulnerable populations in a timely manner.

The decreasing levels of certain types of government-to-government food assistance, also referred to as programmed food aid, results partly from the recognition that food aid is more effective in alleviating hunger when it is targeted at the community and individual levels. Food



Source: FAO, *World Food Outlook*, No. 2, 2004.

Global Food Aid Flows and World Wheat Prices (1980-2001)



Source: Webb, Patrick; 'Food as Aid', 2004

¹¹ USDA Economic Research Service, *Fifty Years of U.S. Food Aid and Its Role in Reducing World Hunger*, 2004. Available at: <http://www.ers.usda.gov/AmberWaves/September04/Features/usfoodaid.htm>.

¹² Patrick Webb/WFP, *Food as Aid: Trends, Needs, and Challenges for the 21st Century*, 2004. Available at: www.wfp.org/policies/policy/other/pdf/foodasaidengfinal.pdf.

aid, according to this paradigm, should focus on assisting the poorest and most vulnerable members of society, rather than act as a general form of budget support to central governments.¹³ The need-based targeting of food aid directly improves the nutritional status of the lowest income groups by increasing consumption, whereas food aid through central government tends to distribute assistance more evenly across all social groups regardless of need. USDA and USAID have taken steps to increase the effectiveness of food-aid targeting in recent years in an effort to maximize the impact of limited food aid resources on food-insecure populations.

2. *Global Availability of Food Aid*

Global food aid allocations have been in decline relative to the average levels of food assistance over the past few decades.¹⁴ According to WFP estimates, global food aid flows have fallen from a total of approximately 17 million MT in 1993 to 11 million MT in 2001.¹⁵ The volume of food aid over time can be seen to fluctuate based on several interrelated factors: the price of commodities, the cost of shipping commodities, trends in humanitarian emergencies, and levels of donor commitment to such emergencies.¹⁶ Since most donor food aid contributions are based on budget allocations, there is a strong correlation between the price of staple crops, such as wheat, and the global availability of food aid in a given year.

In order to ensure that donors provide a minimum supply of food aid cereals, seven countries and the European Union created the Food Aid Convention (FAC) in 1967. The FAC, which was last negotiated in 1999, is set to expire in 2004-05. The convention seeks to respond to the food needs of developing countries by the following:¹⁷

- Making appropriate levels of food aid available on a predictable basis, as determined by the provisions of the Convention.
- Encouraging members to ensure that the food aid provided is aimed particularly at the alleviation of poverty and hunger in the most vulnerable groups and is consistent with agricultural development in these countries.
- Including principles for maximizing the impact, effectiveness, and quality of the food aid provided as a tool in support of food security.
- Providing a framework for cooperation, coordination, and information sharing among members on food aid-related matters to achieve greater efficiency in all aspects of food aid operations and better coherence between food aid and other policy instruments.

Members of the FAC agree to commit minimum levels of food assistance, expressed either in commodities or in cash. Total commitments pledged by FAC members, according to the 1999 convention, equaled 4,895,000 MT, as well as €130 million in cash contributions from the

¹³ USDA/ERS, *Food Security Assessment*, 2003. Available at: <http://www.ers.usda.gov/publications/gfa15/>.

¹⁴ IFPRI/WFP, *Redefining the Role of Food Aid*, 2004. Available at: <http://www.ifpri.org/themes/mp18/wfp/redefine.pdf>.

¹⁵ Patrick Webb, op. cit.

¹⁶ Patrick Webb, op. cit.

¹⁷ Food Aid Convention, 1999. Available at: <http://www.fao.org/Legal/rtf/fac99-e.htm>.

European Union.¹⁸ Actual contributions, however, tend to greatly exceed the levels established by the FAC. In 2003, food aid contributions by parties to the FAC totaled 9,561,476 MT in wheat equivalent, according to the International Grains Council Secretariat.¹⁹

¹⁸ Ibid. FAC members include Argentina, Australia, Canada, European Union and Member States, Japan, Norway, Switzerland, and the United States.

¹⁹ International Grains Council Secretariat, furnished by USDA. For more information about the secretariat, visit <http://www.igc.org.uk>.

II. U.S. INTERNATIONAL FOOD ASSISTANCE

PROGRAM DESCRIPTIONS AND FISCAL YEAR 2003 ACCOMPLISHMENTS

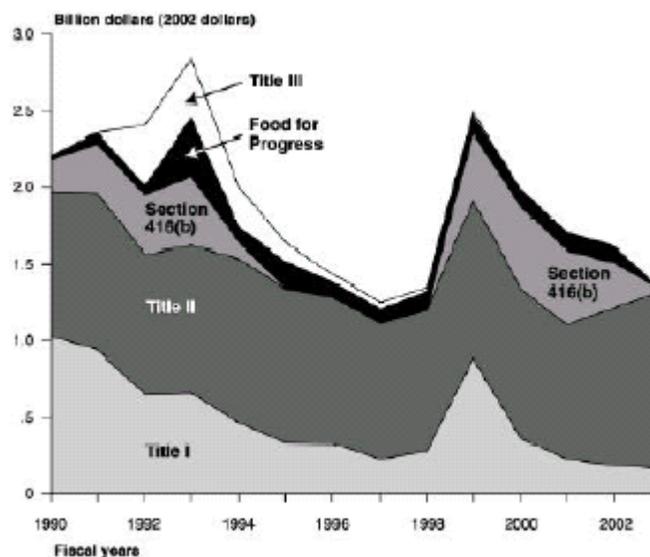
The United States remains committed to assisting food-insecure populations affected by complex and natural emergencies and to supporting sustainable development. The three laws that grant the authority to execute the U.S. international food programs are the Agricultural Trade Development and Assistance Act of 1954 (P.L. 480), Section 416(b) of the Agricultural Act of 1949, and the Food for Progress Act of 1985.

The Farm Security and Rural Investment Act of 2002 (2002 Farm Bill) reauthorized the P.L. 480 and Food for Progress programs until 2007. Amendments to a number of legislative mandates were established to enhance the effectiveness of current U.S. food assistance programs.

A. Public Law 480

The primary mechanism of U.S. international food assistance is the Agricultural Trade Development and Assistance Act of 1954 (P.L. 480), commonly known as Food for Peace. P.L. 480 comprises Titles I, II, III, and V, which provide assistance to countries at various economic levels according to each title's specific objective. Titles I, II, and III provide commodity assistance. Title V provides agricultural technical assistance. USDA and USAID administer P.L. 480 programs.

P.L. 480 Food Aid Flows (1990-2003)



Source: Government Accounting Office, 2002. Available at: <http://www.gao.gov/new.items/d02801t.pdf>.

1. P.L. 480 Title I: Trade and Development Assistance

Administered by USDA, P.L. 480 Title I is a concessional sales program of U.S. agricultural commodities that aims to promote U.S. commodity exports and foster broad-based, sustainable development in recipient countries. Repayment under Title I is made in U.S. dollars or in local currencies on credit terms up to 30 years, at low interest rates, with a maximum grace period of five years. Developing countries' governments and private entities are authorized to participate in the program.

Countries eligible for the Title I program include developing countries with a paucity of foreign exchange, complicating their ability to meet food needs through commercial channels. Priority is given to countries with the greatest need for food, especially those countries supporting viable economic development activities that enhance their food security and agricultural productivity. The program is intended to promote the recipient country's transition to commercial trade by gradually reducing the concessional aspect of the program, eliminating ocean freight financing and graduating countries from Title I to the more commercial CCC export-credit guarantee programs. Title I programs are flexible in order to allow for changing economic and foreign policy situations, market-development opportunities, the existence of adequate storage facilities, and possible disincentives to local agricultural production.

The primary commodities available under Title I are bulk corn, wheat, soybeans, and rice. Commodities are purchased in the U.S. market and distributed or sold by the developing country's government in its local markets. Subsequently, the proceeds generated by the sales are used to support development objectives, which must be explicitly stipulated in the agreement.

a. P.L. 480 Title I: Highlights

In FY 2003, Title I resources administered under P.L. 480 amounted to approximately \$60 million in concessional credits, representing more than 253,000 MT of commodities.²⁰

- **Philippines:** The government of the Republic of the Philippines used \$40 million in concessional credits to purchase approximately 118,000 MT of rice. The government used the revenues from the sale of rice to promote development of the agricultural sector, including financing the construction and rehabilitation of irrigation and post-harvest facilities, and the continuation of faculty exchange programs between U.S. and Philippine colleges and universities.
- **Jordan:** In FY 2003, the government of Jordan used \$20 million in concessional credits to purchase 135,700 MT of wheat. Proceeds from the sale of the commodity will fund several agriculture-related projects, including research, development of agricultural institutions, and removal of domestic market barriers facing Jordanian agricultural producers.

2. P.L. 480 Title II: Emergency and Development Assistance

A significant portion of U.S. international food aid is used to respond to emergency situations and to implement development projects under Title II, administered by the USAID Office of Food for Peace (FFP) in the Bureau for Democracy, Conflict, and Humanitarian Assistance (DCHA). In FY 2003, approximately \$1.88 billion, or 3,148,400 MT of commodities, were administered under Title II development and emergency programs.²¹ Title II programs address two objectives: (1) food aid to vulnerable groups in emergency situations, and (2) long-term development programs to improve food security. Emergency and development (non-

²⁰ An additional 230,970 MTs, valued at \$108.9 million, of Title I resources were used to fund Food for Progress programs.

²¹ The aggregate cost of Title II programs for FY 2003 represents \$1,276 million for emergency programs, \$440 million for development programs, and \$165 million in other miscellaneous Title II funding, including some unallocated funds.

emergency) food assistance interventions support broader USAID goals. Emergency relief activities directly support USAID's goal of saving lives and reducing suffering.

Title II programs in recipient countries are implemented by an array of cooperating sponsors that specialize in humanitarian relief and development assistance. These include PVOs, non-governmental organizations (NGOs), and international organizations. One of USAID's major implementing partners for delivering emergency food assistance is WFP.

The Title II appropriation supports both emergency and development (non-emergency) activities. Emergency activities and development activities are not mutually exclusive. As USAID places increasing emphasis on linking emergency relief with development strategies for longer-term food security in crisis-prone regions, the Title II emergency portfolio also encompasses a number of developmental relief transition activities. Similarly, the non-emergency development portfolio incorporates activities to strengthen local capacity to respond to famine, natural disasters, and complex emergencies, as well as to provide a safety net for orphans, the elderly, the infirm, and the disabled. Title II activity levels are subject to five congressional mandates set forth in Sections 203 and 204 of P.L. 480 Title II. Appendix 9 describes these mandates.

a. P.L. 480 Title II: Emergency Programs

Title II emergency food assistance strives to save lives and rebuild productive livelihoods through the provision of food aid programs.

These programs are designed to meet the "critical food needs of targeted groups." Title II emergency programs are designed to respond to fluid and complex situations while preparing communities for the transition from relief to recovery.

Title II emergency programs address complex emergencies characterized by conflict and insecurity, collapse in civil society and political stability, lack of infrastructure, and HIV/AIDS. All of these elements pose substantial program and operating challenges in responding effectively to the needs of food-insecure populations.

Beneficiaries of USAID Title II emergency food aid are food-insecure populations who have been directly or indirectly affected by natural disasters, such as floods or drought, or complex humanitarian situations involving civil conflict. Recipients often include refugees, internally displaced persons, repatriated persons, and persons who are undernourished or at risk of becoming undernourished. Generally, women and children account for the vast majority of emergency food assistance recipients.

Beneficiary levels are established at the outset of the program through various assessment methodologies, usually conducted with the collaboration of cooperating sponsors and international agencies. Depending on the situation, these methodologies may include vulnerability assessment mapping, nutritional surveys, data from early warning systems, and livelihood assessments. Assessments may consider beneficiary coping mechanisms, poverty level, local market environment, or nutritional status as indicators for determining food aid requirements. Continual assessment of conditions has proved critical to calibrating emergency situations.

Title II emergency programs have shifted from direct food aid distribution to integration of transitional elements into relief activities. This shift has helped address the medium-term food-security needs of target populations.

b. P.L. 480 Title II: Emergency Program Highlights

In FY 2003, the Title II emergency programs provided 2,171,830 MT of emergency food aid, at a cost of \$1.276 billion. Emergency programs also used over 525,740 MT of commodities from the Bill Emerson Humanitarian Trust.²² Combined, these commodities were valued at \$1.5 billion. The Office of Food for Peace managed a surge in resource flows and logistical responsibilities to effectively provide food assistance to several regions experiencing large-scale,

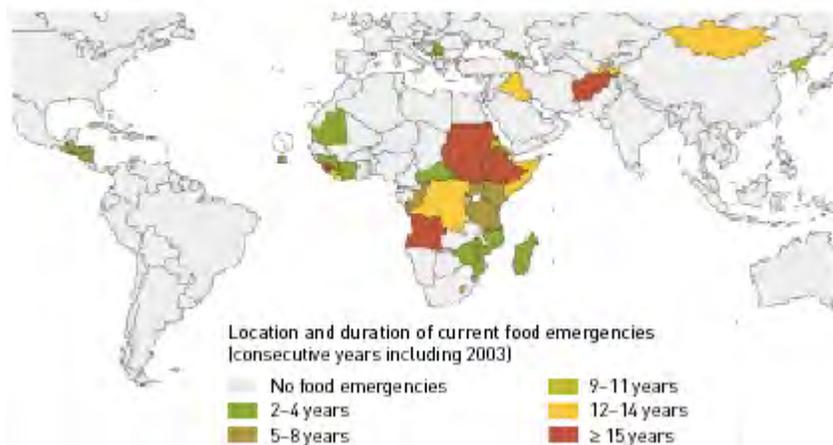
FAMINE EARLY WARNING SYSTEM (FEWS-NET)

The targeting of food aid to those who truly need it, through appropriate and relevant response mechanisms, is a high priority of FEWS-NET. With new demands being placed on limited humanitarian budgets and regional markets increasingly filling food availability gaps, careful targeting is now more critical than ever.

FEWS-NET assists Food for Peace in this regard through livelihood zoning, profiling, and baselines. These livelihood tools provide a more precise context for differentiating between those who can and those who cannot access a sufficient amount of food, whether from their own production, purchase, or other means. With these tools, a prediction can be made earlier about who will face a serious food deficit, and how many people will not be able to access adequate food from markets, even when it is available.

Increasingly, FEWS-NET is able to provide Food for Peace with analyses well before actual food gaps emerge, supporting earlier design of appropriately targeted food-aid programs to reduce food insecurity and, ultimately, fundamental vulnerabilities to food insecurity and famine. At the same time, FEWS-NET's information has been instrumental in advising against courses of action that have the potential to increase, rather than decrease, vulnerability and food insecurity.

Countries facing food emergencies in 2003



Source: FAO, *The State of Food Insecurity in the World*, 2003.

²² This figure represents MTs in wheat equivalence.

complex emergencies and natural disasters. In FY 2003, Title II emergency programs reached approximately 48.7 million food-insecure people, including 4.6 million internally displaced persons and 839,000 refugees.

The following activities and accomplishments illustrate some of the successful Title II emergency programs for FY 2003:

- Iraq:** Approximately 163,820 MT of Title II commodities, valued at approximately \$137 million, were provided to Iraq, in FY 2003. In addition, 81,500 MT of wheat commodities were released from the Bill Emerson Humanitarian Trust in order to purchase a further \$39 million in commodities for the Iraq response. In addition, \$245 million in cash was also provided to WFP for local commodity procurement, logistics, and transportation to ensure food aid was provided as quickly as possible when conditions were appropriate. Following the beginning of the Iraqi conflict in March 2003, FFP played a leading role in helping to avert a humanitarian crisis by providing food aid to Iraqis through WFP. 26 million Iraqis were dependent on monthly food rations distributed through the public distribution system. Successful coordination between FFP, WFP, and Coalition Forces permitted the distribution of rations to be restored less than a month after the fall of Baghdad. FFP worked directly with the Coalition Provisional Authority (CPA) to conduct the handover of programs, contracts, and assets to CPA responsibility.
- Southern Africa:** In FY 2003, the US government provided WFP and the Consortium for Southern Africa Food Security Emergency (C-SAFE), a PVO consortium led by World Vision with partners Cooperative for Assistance and Relief Everywhere, Inc. (CARE) and CRS, more than 346,000 MT of commodities for distribution to six countries in the region: Lesotho, Malawi, Mozambique, Swaziland, Zambia, and Zimbabwe. Approximately \$226 million in Title II and BEHT resources helped sustain a population of more than 12 million drought-affected vulnerable people, preventing the development of a major humanitarian crisis in the region. Together, WFP and C-SAFE

**PUBLIC LAW 480 TITLE II: FISCAL
YEAR 2003 EMERGENCY SPOTLIGHT**

Zimbabwe

At a time when Zimbabwe's urban population has seen its purchasing power slashed by soaring inflation and widespread unemployment, a unique market intervention has worked to rebuild the flailing commercial sector and sustain the nutritional needs of the urban poor. As Brad Barnett of Catholic Relief Services (CRS) states, "Relief and development projects have traditionally focused on rural areas, where needs are often most severe. But in Zimbabwe's case, where we have had massive market failures in urban areas, the evaporation of infrastructure, and critical wounding of the local economy, the ability to recuperate is limited, and prospects for hunger relief are poor."

In Zimbabwe's second largest city, Bulawayo, the USAID-funded Market Assistance Pilot Program (MAPP) utilizes existing commercial channels to provide sorghum, an affordable substitute for maize, to the urban poor. As an alternative to traditional food distributions, MAPP facilitates a program aimed at "filling the market gap" while rebuilding local market capacity by using more than 150 urban retailers for distribution purposes. Over three-quarters of the population in Bulawayo's high-density urban areas—460,000 people—are currently fed by the MAPP. The potential benefits of this type of intervention—fostering links between consumers, small-scale traders and millers, and local producers—has prompted the FFP to begin expanding the program to other urban centers in Zimbabwe.

Source: Kristy Allen-Shirley, "Unique Market Intervention Sustains Zimbabwe's Urban Poor," C-SAFE, 2003. Available at: www.c-safe.org/content_news_csafe_latestnews.asp.

established a cooperative network with local NGOs, international PVOs, host governments, and bilateral donors to address the regional food security emergency. WFP's activities included general distribution to the affected population as well as therapeutic and supplementary feeding. C-SAFE partners employed an innovative developmental relief approach, which, in addition to satisfying the immediate nutritional needs of vulnerable groups, seeks to increase household and community resilience to food-security shocks. The developmental relief approach includes, for example, asset protection through Food for Work (FFW) activities, market interventions to benefit the urban poor, and community capacity building. The C-SAFE program made deliberate efforts to take into account the impact of the regional HIV/AIDS crisis through focused targeting and complementary HIV-related activities.

- **Ethiopia:** For decades, the cycle of famine in Ethiopia - the result of drought, conflict, declining economic and agricultural productivity, and rapid population growth - has led to increasing food insecurity among the general population. In the country's latest food crisis, approximately 13.2 million Ethiopians, 20 percent of the population, needed emergency food assistance. USAID's Famine Early Warning System (FEWS-NET) had accurately predicted the onset of the crisis through close monitoring of crop and livelihood conditions, allowing FFP to begin shipments months before the crisis peaked. In FY 2003, the effort required more than \$485 million in Title II and Bill Emerson Humanitarian Trust resources, approximately 1 million metric tons of food, to prevent widespread, acute famine conditions. This response prevented the mass population movements to feeding centers and camps that contributed greatly to the high mortality rates of the 1984-85 famine years.

c. P.L. 480 Title II: Development Programs

The P.L. 480 Title II development (non-emergency) food aid program constitutes the single largest source of USAID funding in promoting food security.

Development programs concentrate on promoting food security in non-emergency settings through interventions implemented by PVOs, international organizations, and local NGOs. Title II non-emergency programs are a resource that can be used in needy countries for direct feeding. Commodities are also monetized in order to finance development activities. The commodities programmed through Title II development activities encourage interventions that augment household nutrition and agricultural productivity.

Whether programmed in kind or sold in needy countries, development food aid is used to improve food access, availability, and utilization. Food aid directly supplements the diets of young children and pregnant and lactating mothers. When used in food-for-work programs, it directly supports labor activity that establishes the commercial and agricultural infrastructure necessary for rural development.

Commodity sales promote private-sector participation while improving food security in developing countries. Local-currency proceeds are used to implement critical interventions to confront food insecurity. For example, monetization proceeds are used to implement activities encompassing basic health services, nutrition, education, agricultural extension and training,

and local capacity building. When fully integrated with other USAID resources, Title II development food aid enhances the effectiveness of child-survival, agriculture, income-generation, basic-education, and community development activities targeting the rural poor.

Title II PVO development activities adhere closely to a number of regulations: environmental measures to minimize adverse environmental impacts, including erosion and water and air pollution; periodic economic analyses to ensure that food aid does not act as a disincentive to host-country agricultural production; and periodic surveys to ensure that adequate storage facilities are available to safely preserve donated commodities. USAID missions continue to improve integration of Title II activities with other USAID development interventions and to bolster national and local governments' participation in development activities. This has resulted in improved program quality and reduced Title II costs through the increased collaboration among USAID missions, PVOs, international organizations, and other food assistance donors.

Title II development programs concentrate on two main activities and three other special areas of emphasis:

1. Agricultural productivity activities support increased productivity through technical assistance and training to small farmers and their families. These interventions promote sustainable farming practices, more productive and diversified farming systems, improved post-harvest management, marketing, and natural resource management. They increase the sustainability of the production systems, thereby contributing to improvements in the availability of and access to food for poor rural households.
2. Health and household nutrition activities directly support and strengthen proven interventions for child survival and better household nutrition. These activities include the promotion of breast-feeding, immunization against preventable childhood diseases, better-balanced dietary practices, increasing micronutrient consumption, and prenatal care. Improving water quality and sanitation also contributes to healthier households.

PUBLIC LAW 480 TITLE II: FISCAL YEAR 2003 DEVELOPMENT SPOTLIGHT

Mozambique

Title II development programs teach rural populations basic lessons in hygiene practices, child feeding and nutrition, and disease prevention. These "hearth" interventions can have dramatic effects on community health, as demonstrated in the following statement by Teteria Jack, a volunteer participant in Food for the Hungry International's (FHI) maternal-child health program in Mozambique:

"Health and nutrition education has empowered us to fight against malnutrition. HIV/AIDS awareness has empowered us to fight against the pandemic. We are empowered by hygiene education, and diarrhea and malaria prevention education. Malnutrition is gone, cholera is gone, and child deaths are gone. My child had stomach problems two years back and this was before FHI intervened in the area. His stomach was swollen. He could not walk. His growth was stunted and eating was a problem. When FHI started operating in the Mecumbezi area, the health promoter attended to my child. He taught me what I should feed my child to maintain proper and healthy growth and he showed me how I can prepare a balanced diet with resources I can afford. Now my child gets nutritious porridge and drinks milk daily. With time, my child began showing signs of good health. I have been doing this for a year now and my child has gained weight, the ballooned stomach disappeared, his growth changed and he started walking. If you see that child today, you can't believe that he was once a sack full of bones. He is healthy today. We like what we are taught and our health styles have changed for the better."

Source: "Sharing Our Success: Learning from Our Experience," Food Aid Management, 2003. Available at: <http://www.foodaidmanagement.org/pdfdocs/foodforum/2003Q2/SharingourSuccess.pdf>.

3. Other Activities:

- Education activities integrate school feeding programs with other resources to improve the quality of education through the promotion of educational opportunity, progress, and achievement. Increases in education through food-for-education programs are capable of having a long-term impact on food security by enhancing productivity, increasing incomes, and improving health and nutrition. Female education is a vital measure of development, and food-for-education activities underscore the importance of female school participation.
- Humanitarian assistance is general relief provided through non-emergency food assistance programs. It provides safety nets to food-insecure populations. Frequently, humanitarian assistance is provided in conjunction with other development activities to foster self-reliance in targeted communities. Humanitarian assistance is provided through direct feeding programs and targets individuals unable to take advantage of development activities in their communities: orphans, the elderly, patients in hospices and hospitals, and persons and families living with HIV/AIDS.
- Microenterprise interventions constitute only a small percentage of the Title II development portfolio. Many credit activities are gender targeted. These programs expand opportunities for productive activities which, in turn, increase incomes and improve access to food. Such credit programs also teach valuable lessons in business practices, collective decision-making, and leadership.

d. P.L. 480 Title II: Development Program Highlights

In FY 2003, a total of 97 Title II development programs were implemented in 34 countries. Approximately 973,590 MT, valued at \$440 million, of food assistance was used to support programs designed to improve agricultural productivity, education, access to credit, and health systems for millions of food-insecure people. The examples below illustrate the breadth of Title II non-emergency food resources implemented by cooperating sponsors as well as how these activities have helped in allaying food insecurity and fostering self-sufficiency.

- **Guatemala:** SHARE's rural development program organizes small groups of rural villagers around a productive commercial activity. In the community of Patzaj, Chimaltenango, for example, 15 farmers who had always wanted to diversify their income sources were finally given the opportunity to do so. The farmers knew that the market for chicken meat was constant in their area, but their financial resources were constrained, the disincentive of entering into an unknown market was daunting, and the farmers did not possess the technical knowledge necessary for raising chickens on a commercial scale. The farmers formed a group called *Desarrollo Comunal La Colina* with a legally-registered board of directors. SHARE invested approximately \$1,500 for the purchase of construction and other materials not available in the community while also providing technical assistance with the organization's legal statutes and a study of the market for chicken meat in the municipality. The group has been able to generate income while also reinvesting proceeds both to repay SHARE 30 percent of its original investment and to create capital that it will use to expand production.

- **India:** CRS uses Title II resources to support initiatives in India that help thousands of disadvantaged children, particularly girls, break the cycle of child labor and poverty through improved access to quality education. A combination of food aid, cash grants, and CRS private funds help children make the transition from laborer to student. Millions of Indian children are denied an education because they work in people's homes, on farms, in factories, at mines, or as prostitutes. CRS/India supports a number of local partners undertaking child labor eradication programs in urban slums and isolated villages. Most programs use traditional communication methods, such as plays and songs, to convey the importance of education to entire communities. In order to ease the strain that increased enrollment brings to schools and teachers, infrastructure improvements to school facilities are provided and teaching assistants are trained to assist teachers.
- **Cape Verde:** ACDI/VOCA works with rural associations located in nationally-identified pockets of poverty on the islands of Santiago, Fogo, Santo Antão, and São Nicolau. The program has dramatically increased the availability of agricultural products through improved natural resource management, while it has increased access to food through the promotion of microfinance services to farmers and small enterprises. ACDI/VOCA has contracted exclusively with rural associations for soil and water conservation projects. Encouraged by ACDI/VOCA's participatory approach, association members have responded by constructing low-cost, high-quality conservation facilities and assuming full responsibility for ongoing maintenance of the structures. The drip irrigation component of the program has had a positive impact on thousands of people by bringing arid agricultural lands into production. At the same time, the number of local microfinance institutions is steadily increasing to the benefit of small borrowers. ACDI/VOCA has also helped to improve the managerial capacity of local microfinance institutions by providing training and technical assistance.

e. P.L. 480 Title II: Other Programs

Section 202(e) and Institutional Support Assistance Cooperative Agreements

USAID administers Section 202(e) of P.L. 480 and Institutional Support Assistance Program grants for its cooperating sponsors. Given cooperating sponsors' role as implementers of food aid programs, reinforcing their capacity is an investment in improved programming and management. Institutional support assistance grants have led to remarkable improvements in Title II program design and implementation as well as better training, better performance monitoring, and improved results reporting.

- Section 202(e) funds are used primarily to support in-country administrative and managerial abilities to manage food assistance programs. In FY 2003, more than \$75 million in Section 202(e) funds were programmed, including approximately \$26.5 million for WFP. These funds financed the development of computer-based information systems that improved food-delivery logistics, commodity tracking, and impact assessment. Section 202(e) resources also contributed to improved assessment and targeting methods in areas with food-insecure populations as well as regular monitoring of program performance.

- Institutional Capacity Building (ICB) cooperative agreements, formerly referred to as Institutional Support Assistance (ISA), have been instrumental in increasing the capacity of cooperating sponsor staff to provide better accountability and oversight for their diverse multiyear food assistance activities. In FY 2003, ICB totaled over \$4.5 million, of which approximately \$2.5 million came from 202(e) funding. ICB contributed to the development of effective monitoring and evaluation systems in the field, and they helped to promote closer collaboration between cooperating sponsor field staff and USAID missions. ICB funding has been critical to the enhancement of quality in Title II programming.

f. International Food Relief Partnership

In an effort to expand and diversify P.L. 480's sources of food aid commodities and FFP's current base of implementing partners, the U.S. Congress created the International Food Relief Partnerships (IFRP) Initiative in November 2000. This initiative enables USAID to award grant agreements to eligible U.S. nonprofit organizations to produce and stockpile shelf-stable, prepackaged commodities. These commodities are then made available to other eligible nonprofit U.S. organizations (and international organizations) under grant agreements for rapid transportation, delivery, and distribution in emergency food aid relief programs.

In FY 2003, the Office of Food for Peace provided approximately \$3.4 million of Title II IFRP supplier and distribution grants under this initiative. The program's primary supplier, Breedlove Dehydrated Foods, produces a micronutrient-fortified dried vegetable soup mix which is used as a meal supplement for humanitarian relief operations overseas. 15 new IFRP grants were awarded to nonprofit U.S.-based organizations to distribute the Breedlove Dehydrated Foods commodity in Haiti, Kyrgyzstan, Moldova, Uzbekistan, India, Liberia, Zimbabwe, Kazakhstan, Malawi, Zambia, Kenya, Indonesia, Serbia, and Honduras to assist in meeting those countries' food needs.

3. P.L. 480 Title III: Food for Development

The P.L. 480 Title III program is a USAID-administered instrument for enhancing food security and supporting long-term economic development in the least-developed countries. The U.S. government donates agricultural commodities to the recipient country and funds their transportation to the point of entry in the recipient country. These commodities are sold on the domestic market, and the revenue generated from their sale is used to support and implement economic development and food-security programs. Title III is a government-to-government program, and it provides USAID with an opportunity to address critical policy constraints within the recipient government's development agendas. Funds were not appropriated for Title III in FY 2003.

4. P.L. 480 Title V: John Ogonowski Farmer-to-Farmer Program

The Farmer-to-Farmer (FTF) Program was established under the 1985 Farm Bill and funded through Title V of P.L. 480. The FY 2002 Farm Bill reauthorized the FTF Program for an additional five years, through September 30, 2007. This legislation also renamed the program the John Ogonowski Farmer-to-Farmer Program in honor of the pilot of American Airlines

Flight 11 to Los Angeles, which crashed into the World Trade Center in New York City on September 11, 2001.

The FTF Program provides technical assistance through American volunteer farmers on a people-to-people basis to farmers, farm groups, and agribusinesses to improve production, marketing, and distribution of agricultural commodities. The program relies on the expertise of volunteers from U.S. farms, land grant universities, cooperatives, private agribusinesses, and nonprofit farm organizations to respond to the local needs of host-country farmers and organizations. In general, these volunteers are not overseas development professionals, but rather individuals who have domestic careers, farms, and agribusinesses, or are retired persons who want to participate in development efforts.

a. P.L. 480 Title V: FTF Highlights

During FY 2003, a total of 832 FTF volunteers carried out 879 volunteer assignments in 45 countries. Approximately \$10.7 million was programmed under the P.L. 480 FTF Program in FY 2003. The following examples illustrate the types of activities undertaken by the FTF Program:

- Belarus:** FTF volunteers assisted Viktor Kodik and his wife Irina in becoming full-time commercial producers of oyster mushrooms. After three years of growing mushrooms at home for the local market, they began production in three former missile warehouses and within two years increased their income by more than 50 percent. They are now providing employment to 20 workers. FTF volunteers trained Kodik in mushroom production, financial management and analysis, and marketing. The Kodiks increased average monthly yields from 930 kg in 2002 to 6,000 kg in 2003; increased sales from \$11,358 to \$17,143 in 2003; increased their average monthly income from \$151 to \$215; increased wages for 16 permanent employees from \$60 in 2002 to \$115 per month in 2003; and hired four new part-time employees.
- Honduras:** FTF volunteers train specialty coffee producers in Honduras in quality control. By identifying problems and establishing strategies to address them, volunteers have improved coffee farmers' access to international specialty markets, and ultimately increased their incomes. This project is particularly viable because

FARMER-TO-FARMER VOLUNTEER ASSIGNMENTS: FY 2003	
Ethiopia	16
Ghana	15
Guinea	2
Kenya	4
Malawi	7
Mali	1
Mauritius	1
Mozambique	6
Nigeria	70
Rwanda	10
South Africa	18
Togo	4
Uganda	5
Zambia	3
Zimbabwe	7
Subtotal Africa	169
Antigua	1
Argentina	1
Bolivia	45
Brazil	5
Ecuador	16
El Salvador	12
Guatemala	6
Guyana	8
Haiti	8
Honduras	14
Jamaica	28
Mexico	8
Nicaragua	32
Windward Islands	2
Subtotal Latin America-Caribbean	186
Armenia	26
Azerbaijan	25
Belarus	16
Georgia	25
Moldova	39
Russia	124
Ukraine	51
Subtotal Europe-Eurasia	306
Bangladesh	16
India	23
Nepal	27
Kazakhstan	34
Kyrgyzstan	20
Sri Lanka	1
Tajikistan	28
Turkmenistan	28
Uzbekistan	41
Subtotal Asia-Near East	218
TOTAL	879

worldwide consumers are growing more interested in purchasing specialty and gourmet coffee, a trend that gives coffee producers an opportunity to capture higher profits (an almost 100 percent increase per pound) in the international market. As a result of the FTF Program, Vermont-based Green Mountain Coffee Roasters began regular purchases of fair trade, organic coffee from the Central Cooperativa de Cafetaleras de Honduras.

B. Section 416(b) of the Agricultural Act of 1949: Surplus Commodities

The Agricultural Act of 1949 authorizes the donation by USDA of surplus food and feed grain owned by the CCC. Section 416(a) authorizes surplus food assistance to be distributed domestically, and surplus food shipped to developing countries for assistance programs is covered under Section 416(b). Surplus commodities acquired by the CCC as a result of price-support operations may be made available under Section 416(b) if they cannot be sold or otherwise disposed of without disrupting price-support programs or at competitive world prices. These donations are prohibited from reducing the amounts of commodities traditionally donated to domestic feeding programs or agencies, from preventing the fulfillment of any agreement entered into under a payment-in-kind program, or from disrupting normal commercial sales.

1. Section 416(b): Surplus Commodities Highlights

During FY 2003, USDA provided about 260,000 MT of commodities and associated freight, valued at \$233 million. These shipments included about 180,000 MT of carryover shipments from FY 2002. New programming in FY 2003 consisted only of nonfat dry milk. USDA provided nearly 69,000 MT of nonfat dry milk, and the value of the milk and associated freight was about \$182 million. These donations alleviated humanitarian crises, supported agricultural development, and funded HIV/AIDS awareness and prevention programs. Specific accomplishments for programs included the following:

- **Azerbaijan:** The Vishnevskaya-Rostropovich Foundation (VRF) received 2,700 MT of fortified nonfat dry milk. VRF will use sale proceeds to fund a three-year vaccination program for all one-year-old children in Azerbaijan to prevent the spread of measles, mumps, and rubella (MMR).
- **Indonesia:** International Relief and Development, Inc. sold and bartered 1,800 MT of USDA-donated nonfat dry milk. The proceeds supported a two-year nutritional program that provides 75,000 students in 505 primary schools with daily rations of ready-to-eat snack noodles and biscuits. Targeted schools are located in the poorest sections of Central Java and Yogyakarta.
- **Iraq:** USDA provided 10,000 MT of enriched, nonfat dry milk to the World Food Program's (WFP) Emergency Operations in Iraq. The WFP used the milk to restart the monthly rations of food to millions of Iraqis.
- **Latin America:** USDA donated 24,120 MT of U.S. nonfat dry milk valued at approximately \$47 million to Food for the Poor, Inc., for use in the Latin America region. The Latin America region includes Belize, Dominica, Dominican Republic, El Salvador, Grenada, Guatemala, Guyana, Haiti, Honduras, Jamaica, Nicaragua, St. Lucia, St. Vincent,

and Trinidad. Food for the Poor is conducting a direct feeding program targeting children and adults in hospitals, orphanages, schools, and homes for the elderly, as well as those who are homeless.

C. Food for Progress

The USDA-administered Food for Progress Program, authorized under the Food for Progress Act of 1985, assists developing countries, particularly emerging democracies “that have made commitments to introduce or expand free enterprise elements in their agricultural economies through changes in commodity pricing, marketing, input availability, distribution, and private sector involvement.” The program authorizes the CCC to finance the sale and exportation of U.S. agricultural commodities on credit terms or on a grant basis. USDA may also use P.L. 480, Title I funds to supplement the CCC funding for the program. Agreements for Food for Progress are awarded to governments or PVOs, nonprofit agriculture organizations, cooperatives, intergovernmental organizations, or other private entities.

The 2002 Farm Bill extended the authority for the Food for Progress Program to provide assistance in the administration and monitoring of food assistance programs to strengthen private-sector agriculture in recipient countries through FY 2007. The annual level of commodities is specified as not less than 400,000 MT of food commodities. Administrative costs were increased to \$15 million, and further resources under the CCC for transport were authorized to \$40 million.

1. Food for Progress Highlights

In FY 2003, CCC funding provided 347,000 MT in Food for Progress assistance, with an estimated value of \$130.3 million. USDA used about \$105.6 million of P.L. 480 Title I funds to purchase and transport another 320,970 MT under the same program. The summaries below provide examples of Food for Progress agreements approved in FY 2003.

- **Afghanistan:** USDA signed a Food for Progress agreement with the government of Afghanistan valued at \$5 million. The government sold 4,200 MT of donated soybean oil locally and used the proceeds for rural development activities. Projects included dry land agriculture, agribusiness and market development, agricultural micro credit programs, efficient use of water on farms, animal husbandry, agricultural extension, and expansion of trade capacity and investment.
- **Azerbaijan:** USDA donated 10,000 MT of soybean meal to International Relief and Development, Inc. (IRD). IRD used the proceeds of its sale to train private farmers and agribusinesses in western Azerbaijan, to provide technical assistance to poultry farmers, and to provide start-up funds for low-income or subsistence farmers to allow them to acquire inputs for their farms.
- **Cambodia:** The Salesian Missions, a PVO, used proceeds from the sale of 600 MT of USDA donated soybean oil to train students in improved farming methods, procure necessary farming implements, and train cooks to use protein-rich salmon and textured soy protein products in Cambodia. The program was implemented in a very poor region of

Cambodia that lacks income-generating activities and has problems with drug and child trafficking and HIV/AIDs.

- **Honduras:** The government of Honduras received a donation of 33,000 MT of wheat. Proceeds from the sale of the wheat were used to fund agribusiness projects and improve food security for small- and medium-sized farmers. Producers received information to help reduce costs and improve yields, to improve production and marketing practices, and to create successful associations and cooperatives. Projects also assisted with marketing, finance, food safety, animal health, agricultural technology, agricultural education and training, and rural infrastructure.
- **Nigeria:** Partners for Development (PFD), a PVO, used proceeds from the sale of 11,600 MT of donated soybeans to implement a two-year program to strengthen agricultural markets in Benue, Nassawara, Bauchi, and Kaduna States. PFD created economic linkages through the use of microcredit and small-scale loans, improved access to agricultural markets through the upgrade of feeder roads, improved agricultural market information through support to extension services, and strengthened institutions through capacity-building efforts with Nigerian NGOs and the Federal Ministry of Agriculture's Agro-Industrial Development Unit.

D. Integrated Assistance: Broadening the Impact of Food Aid

The U.S. government's humanitarian response often involves the coordination of multiple agencies, PVOs, and NGOs and close partnerships with numerous bilateral and international organizations. Integrated assistance has advanced international food-security efforts that use flexible programs to draw on funding from various sources and on the strengths of various organizations and agencies. The following initiatives demonstrate the strength of U.S. food aid in helping address broader development issues.

1. McGovern-Dole International Food for Education and Child Nutrition Program

An estimated 120 million children around the world do not attend school, in part because of hunger or malnourishment. The majority of these children are girls. Following the success of the Global Food for Education Initiative, created in July 2000, the United States has demonstrated its continued commitment to education and child nutrition with the 2002 Farm Bill's authorization of the McGovern-Dole International Food for Education and Child Nutrition Program (FFE) through 2007.

Based on the federal government's school meals program, the program is named in honor of Ambassador and former Senator George McGovern and former Senator Robert Dole for their tireless efforts to promote education and school feeding. The FFE Program uses U.S. commodities and financial assistance to provide incentives for children to attend and remain in school, as well as to improve child development through nutritional programs for women, infants, and children under five. In its inaugural year, FFE provided 119,320 MT of commodities, or \$93.1 million, to support programs implemented by WFP and PVOs in 20 countries. The following are examples of FFE activities in FY 2003:

- **Afghanistan:** USDA donated 5,040 MT of wheat, lentils, rice, and vegetable oil to World Vision to support its school feeding program. World Vision used the commodities to provide 37,000 students with monthly take-home food packages linked to student attendance; provide teachers with take-home monthly food packets to supplement their income; provide classroom kits to improve the classroom environment; and encourage parent participation in their children's education. Additionally, World Vision combined USDA and World Vision funds to construct nine schools in two Afghan provinces identified as having the lowest school attendance in the nation.
- **Benin:** USDA donated approximately 670 MT of commodities to Catholic Relief Services (CRS) to support its school feeding program. CRS provided two hot meals a day to more than 10,000 children. CRS will also give take-home rations and grants to female students to increase their school attendance. CRS monetized a portion of the commodities and used proceeds to buy additional local foods and provide literacy training to improve parents' skills in reading, writing, basic mathematics, and bookkeeping.
- **Moldova:** USDA donated 12,340 MT of commodities to the International Partnership for Human Development, Inc. (IPHD), a PVO. IPHD used the commodities to provide school lunches to 300,000 schoolchildren in 2,700 schools and preschools. In addition to focusing on school enrollment and attendance, this program implemented a growth development system to monitor the physical development and nutrition of preschool children and improve school kitchen facilities in the poorest rural schools.
- **Vietnam:** The American Red Cross worked with the Vietnam National Red Cross Society to distribute 7,280 MT of corn-soy blend and 1,700 MT of soybean oil to 48,550 Vietnamese families with undernourished children. The American Red Cross monetized a portion of the commodities and used the proceeds to feed 50,000 undernourished school children and to provide school and community-based health, nutrition, and sanitation education.

2. *Food Assistance in the Fight against HIV/AIDS*

The HIV/AIDS pandemic affects more than 40 million people worldwide. Two-thirds of this affected population lives in sub-Saharan Africa.²³ While Title II's mandate focuses on the food insecure, many of the world's food-insecure population also falls into the category of HIV/AIDS-affected. As with most public health crises in the developing world, food insecurity overlaps with, or causes, an increase in vulnerability to infectious disease.

The HIV/AIDS crisis is a long-term emergency that challenges traditional approaches to food security and humanitarian assistance. Innovations in program design are required in order to meet the particular nutritional needs of individuals suffering from HIV/AIDS while seeking to mitigate its overall socioeconomic impact. The vast majority of HIV-positive people in sub-Saharan Africa are economically active adults, ranging in age from 15 to 49.²⁴ Declining economic and agricultural productivity in this group, resulting from illness and increased

²³ WFP Press Release, "AIDS Complicates Battle Against Hunger," May 11, 2004. Available at: <http://www.wfp.org/index.asp?section=2>.

²⁴ Ibid.

mortality, has amplified the severity of food insecurity across the region, especially in southern Africa.

The food security crisis brought on by increasing rates of HIV/AIDS infection, typically affecting vulnerable populations in tandem with periodic drought, extreme poverty, and/or political conflict, has led some observers to posit the advent of “new variant famine.” According to this theory, HIV/AIDS-affected households do not possess the capacity to produce or purchase a sufficient amount of food required for leading a healthy and productive life.²⁵ The creation of a new category of impoverished and food insecure people increases susceptibility to famine conditions while also having a negative impact on the ability of households and communities to recover from such crises.²⁶ The growing number of AIDS orphans illustrates the increasing burden placed on families, schools, and the social system. Currently, AIDS orphans account for more than 14 percent of the children in southern Africa.²⁷ By 2010 this number is projected to increase to 42 million, or 6 percent of all children, in sub-Saharan Africa as a whole.²⁸ These figures illustrate the scale and severity of the crisis facing the U.S. government and the international community today and in the years to come.

Faced with the challenge of mitigating the effects of HIV/AIDS in poor and vulnerable communities, P.L. 480 food resources maximize and expand upon the benefits of existing USAID programs. The Office of Food for Peace integrates HIV/AIDS food-supported activities into existing Title II programs to help enhance overall household food security. Title II HIV/AIDS assistance is often implemented through NGO partners that are already active in a

IMPACT OF HIV/AIDS ON FOOD SECURITY

Similar to natural and man-made disasters, the HIV/AIDS pandemic has serious implications for household and community food security. Households and communities resort to comparable coping strategies in times of crisis, whether the crisis stems from drought or HIV/AIDS. However, it is important to recognize that the HIV/AIDS pandemic is different from other typical food security shocks in a number of important ways:

- *Unlike natural disasters, the HIV/AIDS pandemic is not cyclical or limited in duration. It is prolonged, dynamic, and progressive.*
- *The magnitude and persistence of the effects of HIV/AIDS on a household is such that in order to address mounting impacts households are forced to radically and permanently alter their livelihood strategies.*
- *The loss of knowledge transfer and loss of educational opportunities have long-term, multigenerational impacts.*
- *Stigmatization associated with the disease makes it more difficult for people to seek assistance and impedes much-needed community support and action.*
- *The HIV/AIDS pandemic eventually becomes a social issue as large numbers of households within a community are simultaneously affected and the community is compelled to deal with the increased social burden, associated household destitution, and dissolution.*
- *HIV/AIDS affects both formal and informal institutions and thus erodes the traditional mechanisms employed to respond to food security shocks.*

Source: Patricia Bonnard, “HIV/AIDS Mitigation: Using What We Already Know,” 2002. Available at: <http://www.fantaproject.org/publications/tn5.shtml>.

²⁵ Alex de Waal and Alan Whitesid, “New Variant Famine: AIDS and Food Crisis in Southern Africa,” 2003. Available at: http://www.earthinstitute.columbia.edu/cgsd/documents/de_waal_lancetarticle.pdf.

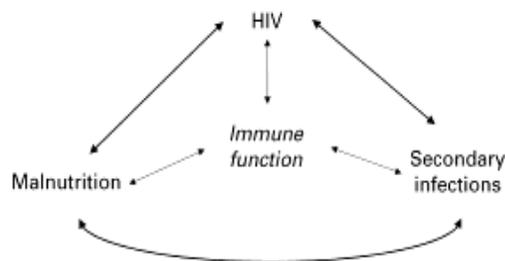
²⁶ Ibid.

²⁷ USAID, UNAIDS, and UNICEF, “Children On the Brink: A Joint Report on Orphan Estimates and Program Strategies,” 2002. Available at: http://www.usaid.gov/our_work/global_health/aids/Publications/docs/childrenbrink.pdf.

²⁸ Ibid.

particular region. This strategy allows for increased effectiveness, as these NGOs appreciate the distinct needs and concerns of communities. Title II programs concentrate on the following types of interventions:

- *Palliative Care*: home-based support to people affected by the virus through supplemental feeding and the provision of critical micronutrients
- *Orphans and Vulnerable Children*: supplemental feeding for orphans and dependents in HIV/AIDS affected families
- *Prevention of new infections*: community outreach projects based on the ABC approach to prevention: (A)bstain from sexual relations, (B)e faithful to one partner, consistent and correct (C)ondom use
- *Prevention of mother-to-child transmission of HIV (PMTCT)*: educational programs integrating nutrition information and supplemental feeding for infants and young children
- *Anti-Retroviral Therapy (ART)*: Many USAID missions are coordinating the integration of food resources with the expansion of ART programs funded by the President's Emergency Plan for AIDS Relief.



In FY 2003, FFP resources helped to reach at least 1.2 million beneficiaries with one or more of the above interventions. FFP invested more than \$19 million in Title II resources in interventions carried out through PVOs and WFP.²⁹

3. *Bill Emerson Humanitarian Trust*

Although the Bill Emerson Humanitarian Trust is not a food aid program, it is a valuable resource that can be used to respond to unforeseen humanitarian food crises in developing countries. The Emerson Trust is a food reserve of up to 4 million MT of wheat, corn, sorghum, and rice administered under the authority of the Secretary of Agriculture. When an unanticipated emergency arises that cannot be met with P.L. 480 resources, the Secretary of Agriculture may authorize the release of commodities from the reserve in order to meet those immediate needs. Each year, 500,000 MT may be released, plus up to another 500,000 MT that was not released in prior years.

The reserve was originally authorized by the Agricultural Trade Act of 1980 as the Food Security Wheat Reserve and was later broadened to include a number of other commodities. In

²⁹ The graphic above is taken from D. C. Macallan, "Nutrition and Immune Function in Human Immunodeficiency Virus Infection," *Proceedings of the Nutrition Society*, vol. 58, no. 3, 1999. Available at: <http://www.ingenta.com/isis/searching/Expand/ingenta?pub=infobike://cabi/pns/1999/00000058/00000003/art00030>.

1998 the reserve was renamed the Bill Emerson Humanitarian Trust and was reauthorized through 2007 under the 2002 Farm Bill. In FY 2003, the Emerson Trust allowed the U.S. government to satisfy the demand for food aid to drought-stricken Ethiopia, the southern Africa regional crisis, and for humanitarian assistance in Iraq. Wheat commodities were released from the Trust in order to provide 525,740 MTs of various food commodities, valued at \$258.3 million, for emergency relief to the people of Ethiopia, the Southern Africa region, and Iraq.

E. Micronutrient Fortification

An estimated two billion people are affected by micronutrient deficiencies worldwide.³⁰ The World Health Organization ranks micronutrient deficiency as the eighth leading threat to human health globally. This problem, also called *hidden hunger*, is widespread in many developing countries, specifically in areas where monoculture leads to inadequate dietary diversification. Micronutrient deficiencies can result in anemia, blindness, goiter, and other maladies while contributing to increased levels of infant mortality, mental retardation, and compromised immune systems. Vitamin A, for example, is an important nutrient for its many benefits in building resistance to infection and contributing to the reduction of premature mortality. Anemia in women, caused by iron deficiency, increases maternal mortality in childbirth. Researchers have recognized that the combined effects of iron and iodine deficiency limit the ability of almost 60 percent of children in developing countries to achieve their full intellectual capacity.³¹

The economic and human costs of vitamin and mineral deficiency act as barriers to development and economic growth. With these facts in mind, it would be difficult to overstate the importance of micronutrient fortification to undernourished populations across the developing world. According to a World Bank study, “No other technology available today offers as large an opportunity to improve lives and accelerate development at such low cost and in such a short time.”³² Unlike many public health interventions, micronutrient fortification does not require the expertise of trained health professionals, and local pilot

VITAMIN AND MINERAL DEFICIENCY

There is limited awareness of the scale and severity of vitamin and mineral deficiency, or of what it means for individuals and for nations. It means the impairment of hundreds of millions of growing minds and the lowering of national IQs. It means wholesale damage to immune systems and the deaths of more than a million children a year. It means 250,000 serious birth defects annually, and the deaths of approximately 50,000 young women a year during pregnancy and childbirth. And it means the large-scale loss of national energies, intellects, productivity, and growth. This problem was largely controlled decades ago in the industrialized nations. It could now be controlled worldwide by means that are tried and tested, available and affordable.

Source: The Micronutrient Initiative and the United Nations Children’s Fund (UNICEF), “Vitamin and Mineral Deficiency: A Global Progress Report,” 2004. Available at: http://www.micronutrient.org/reports/reports/Full_e.pdf.

³⁰ SUSTAIN, “World Nutrition Overview,” 2002. Available at: <http://www.sustaintech.org/world>.

³¹ The Micronutrient Initiative and UNICEF, “Vitamin and Mineral Deficiency: A Global Progress Report,” 2004. Available at: http://www.micronutrient.org/reports/reports/Full_e.pdf.

³² World Bank, “Enriching Lives: Overcoming Vitamin and Mineral Malnutrition in Developing Countries,” 1995. Available at: <http://www.worldbank.org/html/extdr/hnp/nutrition/enrich.htm>.

programs can be undertaken at a national level with minimum government oversight.³³ Since micronutrient fortification can use existing food markets and distribution mechanisms, it has the potential to benefit a large number of people with a minimum investment in additional human resources, technology, or infrastructure.

Beginning with a pilot program in 1999, USDA and USAID began enforcing minimum micronutrient standards for all processed commodities used in food aid programs. In 1999 new regulations required that all vegetable oils intended for U.S. government food aid would have to be fortified with vitamin A, while in 2000 it became compulsory for all milled cereal commodities to meet minimum micronutrient standards. These vitamins and minerals include, but are not limited to, iron, iodine, vitamin C, and calcium. In order to demonstrate the U.S. government's commitment to maintaining adequate standards for micronutrient fortification, the 2002 Farm Bill made the pilot program a permanent component in U.S. government food assistance programs.

³³ Nutrivit, "Micronutrient Interventions Can Reduce Morbidity and Mortality," 2000. Available at: <http://www.nutrivit.org/vic/staple/nutrivit.htm>.

Appendix 1: U.S. International Food Aid Programs: Basic Descriptions

Program	Agency	Purpose
P.L. 480 Title I	USDA	Concessional commodity sales through long-term loans.
P.L. 480 Title II	USAID	Development and emergency-relief programs in partnership with PVOs, NGOs, WFP, and government-to-government programs (emergency only).
P.L. 480 Title III	USAID	Government-to-government commodity donations to the least developed countries; linked to policy reforms.
Food for Progress Act of 1985	USDA	Commodity donations offered for emerging democracies and developing countries making commitments to introduce or expand free enterprise elements in their agricultural economies. Agreements may be with governments, PVOs, NGOs, private entities, cooperatives, and intergovernmental organizations.
Agriculture Act of 1949 Section 416(b)	USDA	Surplus commodities to PVOs, NGOs, WFP, and government-to-government, donated to accomplish foreign food aid objectives.
McGovern-Dole International Food for Education and Child Nutrition	USDA	Commodity donations and financial assistance are used to provide incentives for children to attend and remain in school, as well as helping to improve child development through nutritional programs for women, infants, and children under five.
Bill Emerson Humanitarian Trust	USDA/ USAID	A four million MT reserve that can be tapped to meet emergency humanitarian food needs in developing countries. As of October 2004, there were 1.7 million MT in reserve.

Appendix 2: U.S. Foreign Assistance—Fiscal Year 2003 (\$ millions)

Grant Assistance* (Enacted Amounts)	\$16,173
Economic Support Fund (ESF)	\$4,802
Development Assistance (DA)	\$1,480
Child Survival (CS)	\$1,940
Support for Eastern European Democracy / Independent States	\$522
International Disaster and Famine Assistance (IDFA)	\$432
Peace Corps	\$295
Migration and Refugee Assistance	\$782
Other Assistance	\$3,532
Non 150 Accounts	\$2,388
Food Assistance Programs[†]	\$3,016
Title I	\$165
Title II [‡]	\$1,881
Title III	\$0
Food for Progress	\$130
Section 416(b)	\$233
FFE	\$93
FTF	\$11
Bill Emerson Humanitarian Trust	\$258
Other USAID accounts (DA, ESF, CSD, & IDFA)	\$245
Total U.S. Foreign Assistance	\$19,189
<p>* Grant assistance totals are based on the Organization for Economic Cooperation and Development's (OECD) Development Assistance Convention guidelines for determining foreign assistance allocations.</p> <p>[†] All figures, except FTF, include cost of commodities plus freight.</p> <p>[‡] \$1,881 million is comprised of \$1,270 million emergency and \$440 million non-emergency expenses, as well as \$165 million in other miscellaneous expenses (see page vii).</p>	

Appendix 3: USDA Title I Program: Summary Budget, Commodity, and Tonnage Tables—Fiscal Year 2003

TITLE I PROGRAMS*			
Country	Commodity	MT	Value
Afghanistan	Soybean Oil	4,200	\$4,958,195
Bolivia	Wheat	22,000	\$5,164,280
Cameroon	Rice	21,000	\$10,741,500
Eritrea	Sorghum, Wheat	32,610	\$9,016,339
Ethiopia	Wheat	21,660	\$4,258,356
Honduras	Wheat	33,000	\$6,849,150
Jordan	Wheat	134,700	\$19,800,900
Kenya	Wheat	15,000	\$4,668,750
Mongolia	Wheat	24,500	\$8,411,340
Pakistan	Tallow	23,500	\$14,168,150
Peru	Wheat	10,500	\$2,090,970
Philippines	Rice	117,800	\$40,000,000
Sri Lanka	Wheat	15,000	\$4,649,400
Togo	Rice	8,000	\$3,154,800
Yemen	Wheat, Wheat Flour	90,000	\$27,439,350
Total Title I		573,470	\$165,424,764

Source: USDA Foreign Agricultural Service, as of July 2005.

* Title I programs in Jordan and the Philippines operated on the basis of traditional Title I concessional loans to central governments, while all other country programs represent Title I-funded Food for Progress.

Note: Values include commodities and associated freight financed or paid.

Appendix 4: USAID Title II Emergency Activities: Summary Budget, Commodity, and Tonnage—Fiscal Year 2003

COUNTRY	SPONSOR	COMMODITIES	RECIPIENTS ¹	TONNAGE	VALUE	202e
			(000)	(MT)	(\$000)	(\$000)
Africa						
Angola	CARE	Pinto Beans, Corn-Soy Blend, Corn, Lentils, Green Peas, Veg. Oil	636.8	31,300	\$16,655.1	\$975.3
	WFP/PRRO	Corn, Yellow Peas, Lentils, Veg. Oil, Corn-Soy Blend, Green Peas	1,240.0	133,460	\$86,097.4	\$2,175.4
Burundi	WFP/PRRO	Corn, Veg. Oil, Corn-Soy Blend, Green Peas	2,200.0	41,660	\$23,837.9	\$390.1
Congo (Brazzaville)	WFP/PRRO	Corn, Veg. Oil, Rice	0.0	1,150	\$655.5	—
Congo (DRC)	WFP/IEFR	Corn-Soy Blend, Veg. Oil	483.0	1,200	\$1,387.5	—
	WFP/PRRO	Pinto Beans, Corn-Soy Blend, Corn, Cornmeal, Green Peas, Veg. Oil	1,680.0	41,670	\$33,190.5	\$305.3
Côte d'Ivoire	WFP/IEFR	Bulgur, Corn-Soy Blend, Cornmeal, Lentils, Veg. Oil	588.6	9,250	\$6,258.1	\$277.9
	WFP/PRRO	Veg. Oil	789.4	30	\$37.7	—
Djibouti	WFP/PRRO	Corn-Soy Blend, Lentil, Rice, Veg. Oil	43.0	5,400	\$3,347.8	\$74.8
Eritrea	CRS	Corn-Soy Blend, Lentils, Yellow Peas, Sorghum, Veg. Oil	527.0	51,910	\$20,199.6	\$728.6
	MCI	Corn-Soy Blend, Lentils, Veg. Oil, Wheat, Wheat-Soy Blend	126.0	25,310	\$10,366.3	\$6.6
	WFP/IEFR	Lentils, Green Peas, Veg. Oil, Wheat	1,637.5	68,000	\$29,467.9	\$1,137.5
	WFP/PRRO	Wheat	0.0	6,750	\$2,504.2	—
Ethiopia	CRS	Corn-Soy Blend, Lentils, Milk, Green Peas, Cornmeal, Veg. Oil, Wheat, Wheat-Soy Blend, Sorghum	8,302.0	304,430	\$133,778.2	\$764.7
	ICRC	Corn-Soy Blend, Lentils, Veg. Oil, Wheat	100.0	29,740	\$18,559.1	—
	WFP/IEFR	Corn-Soy Blend, Cornmeal, Veg. Oil, Wheat	17,600.0	364,230	\$166,469.4	\$5,200.4
	WFP/PRRO	Lentils, Wheat	0.0	5,310	\$3,108.9	\$106.6
Gambia	WFP/IEFR	Bulgur, Rice	578.5	2,000	\$1,096.7	—
Guinea	WFP/PRRO	Bulgur, Corn-Soy Blend, Yellow Peas, Veg. Oil	789.4	10,710	\$6,652.5	\$191.6
Guinea Bissau	WFP/PRRO	Corn, Rice, Veg. Oil	115.8	1,980	\$1,669.7	\$18.6
Kenya	WFP/PRRO	Corn, Yellow Peas, Veg. Oil	224.0	19,620	\$12,090.4	\$375.7

APPENDICES

COUNTRY	SPONSOR	COMMODITIES	RECIPIENTS ¹	TONNAGE	VALUE	202e
			(000)	(MT)	(\$000)	(\$000)
Liberia	CRS	Bulgur, Corn-Soy Blend, Lentils, Veg. Oil	44.8	640	\$1,345.3	\$438.5
	WFP/PRRO	Bulgur, Lentils, Yellow Peas, Veg. Oil	789.4	23,840	\$15,245.0	\$417.9
Madagascar	WFP/IEFR	Corn, Corn-Soy Blend, Rice	394.2	2,290	\$1,082.6	\$23.5
Mauritania	WFP/IEFR	Bulgur, Green Peas, Veg. Oil	825.0	15,890	\$9,635.2	\$86.0
Rwanda	WFP/PRRO	Pinto Beans, Corn, Veg. Oil	0.0	2,500	\$1,446.1	\$19.3
Southern Africa Crisis Response	WFP/IEFR	Kidney Beans, Navy Beans, Pinto Beans, Corn, Corn-Soy Blend, Cornmeal, Sorghum, Veg. Oil	16,800.9	113,000	\$76,235.5	\$3,459.6
	WVI	Pinto Beans, Corn-Soy Blend, Cornmeal, Sorghum, Veg. Oil	1,800.0	83,400	\$48,833.5	\$11,521.0
Senegal	WFP/IEFR	Lentils, Rice, Veg. Oil	578.5	1,880	\$1,045.7	—
	WFP/PRRO	Lentils, Rice, Veg. Oil	76.0	1,700	\$1,100.2	\$2.4
Sierra Leone	CARE	Bulgur, Corn-Soy Blend, Lentils, Veg. Oil	474.4	4,050	\$4,115.5	\$48.8
	CRS	Bulgur, Corn-Soy Blend, Lentils	98.0	1,840	\$1,759.7	\$48.7
	WFP/PRRO	Bulgur	789.4	15,490	\$10,080.0	\$261.2
	WVI	Bulgur, Corn-Soy Blend, Yellow Peas, Veg. Oil	102.3	2,890	\$2,724.4	\$26.4
Somalia	CARE	Green Peas, Sorghum, Veg. Oil	73.0	20,400	\$14,593.8	\$63.9
	WFP/PRRO	Pinto Beans, Corn-Soy Blend, Corn	2,900.0	7,500	\$4,534.2	—
Sudan	ADRA	Corn-Soy Blend, Lentils, Sorghum, Veg. Oil	41.5	2,600	\$1,878.8	\$105.0
	CARE	Corn-Soy Blend, Lentils, Sorghum, Veg. Oil, Milk	476.5	5,450	\$2,657.2	\$931.1
	CRS	Corn-Soy Blend, Milk, Green Peas, Sorghum, Veg. Oil	240.8	6,960	\$6,857.1	\$388.1
	NPA	Green Peas, Sorghum, Veg. Oil	182.7	9,090	\$11,227.3	\$30.0
	SPIR	Corn-Soy Blend, Lentils, Veg. Oil, Wheat	50.0	3,510	\$1,935.3	\$22.1
	WFP/IEFR	Kidney Beans, Corn-Soy Blend, Lentils, Green Peas, Sorghum, Veg. Oil, Wheat, Milk	6,749.0	96,570	\$91,331.2	\$3,297.5
Tanzania	WFP/PRRO	Corn, Corn-Soy Blend, Green Peas, Veg. Oil	4,400.0	44,860	\$22,534.5	\$332.6
Uganda	WFP/PRRO	Corn-Soy Blend, Corn, Cornmeal, Veg. Oil	1,596.7	101,790	\$57,249.3	\$1,497.0
Subtotal Africa			77,144.1	1,723,250	\$966,877.8	\$35,749.7
Asia and the Near East						
Afghanistan	WFP/PRRO	Veg. Oil, Wheat, Wheat-Soy Blend	9,243.0	72,400	\$46,144.4	\$775.6
DPRK	WFP/IEFR	Corn-Soy Blend, Yellow Peas, Rice, Veg. Oil, Wheat	6,436.0	31,000	\$15,698.1	\$568.0

COUNTRY	SPONSOR	COMMODITIES	RECIPIENTS ¹	TONNAGE	VALUE	202e
			(000)	(MT)	(\$000)	(\$000)
Indonesia	CARE	Pinto Beans, Corn-Soy Blend, Milk, Rice, Veg. Oil	62.5	5,990	\$3,196.1	\$4.0
	CWS	Rice, Veg. Oil, Wheat	2,100.0	2,100	\$1,407.4	\$24.9
	WFP/PRRO	Rice	50.0	25,000	\$10,579.3	\$164.1
Iraq	WFP/IEFR	Garbanzo Beans, Great No. Beans, Corn-Soy Blend, Lentils, Black-Eyed Peas, Rice, Veg. Oil, Wheat Flour, Wheat-Soy Blend	27.1	163,820	\$137,424.1	—
Pakistan	WFP/IEFR	Lentils, Veg. Oil	288.0	2,070	\$2,036.2	\$81.1
West Bank/Gaza	WFP/IEFR	Lentils, Veg. Oil, Wheat Flour	530.0	14,800	\$9,983.5	\$375.9
Subtotal Asia and the Near East			18,736.6	317,180	\$226,469.1	\$1,993.6
Europe and Eurasia						
Armenia	WFP/PRRO	Lentils, Veg. Oil, Wheat Flour	140.0	5,500	\$3,990.8	\$162.0
Azerbaijan	WFP/PRRO	Veg. Oil, Wheat Flour	430.0	4,620	\$2,973.7	\$114.1
Georgia	WFP/PRRO	Wheat Flour	209.5	5,000	\$3,005.9	\$120.0
Russia	WFP/IEFR	Wheat Flour	290.5	8,590	\$5,535.7	\$208.2
Tajikistan	WFP/PRRO	Pinto Beans, Wheat Flour	2,342.6	15,180	\$9,994.0	\$199.2
Subtotal Europe and Eurasia			3,412.6	38,890	\$25,500.1	\$803.5
Latin America and Caribbean						
El Salvador	WFP/PRRO	Red Beans, Corn, Corn-Soy Blend, Veg. Oil	690.0	4,010	\$1,808.8	\$35.8
Guatemala	WFP/PRRO	Black Beans, Corn, Corn-Soy Blend, Veg. Oil	1,380.0	7,560	\$3,326.3	\$66.8
Haiti	CARE	Lentils, Soy-Fortified Bulgur, Soy-Fortified Sorghum Grits	108.5	3,720	\$2,681.8	\$18.8
	WVI	Lentils, Soy-Fortified Bulgur, Veg. Oil	30.0	1,430	\$890.2	\$19.6
Honduras	WFP/PRRO	Red Beans, Veg. Oil, Corn, Corn-Soy Blend	1,380.0	5,790	\$2,928.3	\$43.6
Nicaragua	WFP/PRRO	Red Beans, Corn, Corn-Soy Blend, Veg. Oil	1,380.0	5,470	\$2,470.6	\$49.2
Subtotal Latin America and Caribbean			4,968.5	27,980	\$14,106.0	\$233.8
WORLDWIDE SUBTOTAL			104,261.8	2,107,300	\$1,232,953.0	\$38,780.6
Unallocated Pre-position plus Unallocated				64,530*	\$143,423.0	
WORLDWIDE TOTAL[†]			104,261.8	2,171,830	\$1,376,376.0	\$38,780.6

Source: USAID Bureau for Democracy, Conflict, and Humanitarian Assistance Food for Peace Information System, December 2004.

¹Targeted beneficiaries as approved in cooperative agreements.

* In addition, program approvals include allocations of \$25 million WFP 202(e) grant attributable to emergency country programs, which are not reflected in total emergency program value of \$1,276 million (see page vii).

[†] Worldwide total does not include \$258,317,900 from Bill Emerson Humanitarian Trust.

Note: Values include commodities plus freight.

Appendix 5: USAID Title II Development Activities: Summary Budget, Commodity, Recipient, and Tonnage Tables—Fiscal Year 2003

COUNTRY	SPONSOR	COMMODITIES	RECIPIENTS (000)	TONNAGE (MT)	VALUE (\$000)	202e (\$000)
Africa						
Angola	CARE	Wheat	—	350	\$89.60	\$44.10
	CRS	Wheat	—	1,050	\$268.80	\$249.70
	SCF	Wheat	—	3,500	\$896.00	\$652.20
	WVI	Wheat	—	2,100	\$537.60	\$426.40
Benin	CRS	Rice, Corn, Veg. Oil, Wheat-Soy Blend, Lentils, Cornmeal	71.4	10,060	\$4,291.80	\$252.70
Burkina Faso	AFRICARE	Rice, Wheat Flour	—	2,660	\$1,321.80	\$214.20
	CRS	Lentils, Bulgur, Veg. Oil, Cornmeal, Rice, Green Peas	618.5	8,810	\$5,171.50	\$1,091.00
Cameroon	WFP	Red Beans	67.0	150	\$99.60	—
Cape Verde	ACDI	Corn	—	18,140	\$3,682.40	—
Central African Republic	WFP	Corn-Soy Blend	74.7	410	\$203.80	\$9.70
Chad	AFRICARE	Wheat Flour	—	6,320	\$3,946.70	\$169.00
	WFP	Cornmeal, Corn-Soy Blend	150.4	2,190	\$1,692.90	\$8.50
Eritrea	AFRICARE	Lentils, Veg. Oil	0.3	2,850	\$2,622.40	\$267.20
Ethiopia	CARE	Corn-Soy Blend, Veg. Oil, Wheat	20.9	4,980	\$2,626.50	\$1,059.70
	CRS	Veg. Oil, Wheat, Bulgur, Corn-Soy Blend, Lentils, Rice	195.4	12,910	\$7,048.60	\$134.60
	REST	Veg. Oil, Wheat, Corn-Soy Blend	55.2	14,520	\$7,162.10	\$870.90
	SCF	Veg. Oil, Wheat, Corn-Soy Blend	24.5	6,960	\$4,319.30	\$763.20
	WFP	Wheat	120.0	4,210	\$1,982.90	\$61.50
	WVI	Veg. Oil, Wheat, Corn-Soy Blend	29.8	3,430	\$2,198.20	\$526.60
Gambia	WFP	Veg. Oil, Cornmeal, Pinto Beans	324.5	690	\$423.20	\$12.50
Ghana	ADRA	Bulgur, Wheat	90.0	19,120	\$5,514.30	\$240.30
	CRS	Wheat, Sorghum Grits, Veg. Oil, Bulgur, Wheat-Soy Blend	286.6	39,410	\$12,182.00	\$2,144.90
	OICI	Wheat	—	8,450	\$2,213.90	\$312.80
	WFP	Veg. Oil, Lentils	370.7	540	\$434.20	\$4.40
Guinea	ADRA	Veg. Oil	—	1,100	\$1,149.50	\$409.50
	AFRICARE	Veg. Oil	—	1,920	\$2,006.40	\$230.20

COUNTRY	SPONSOR	COMMODITIES	RECIPIENTS (000)	TONNAGE (MT)	VALUE (\$000)	202e (\$000)
Guinea (cont.)	OICI	—	—	—	—	\$300.30
Kenya	ADRA	Wheat, Veg. Oil	—	4,490	\$1,523.80	\$535.00
	CARE	Veg. Oil, Wheat	—	8,700	\$2,704.30	—
	CRS	Pinto Beans, Corn-Soy Blend, Veg. Oil	30.6	29,340	\$12,813.70	\$151.40
	FHI	Wheat	—	3,510	\$898.60	\$175.00
	TECHNO-SERVE	Wheat	—	7,510	\$1,922.60	\$149.30
	WVI	Wheat, Pinto Beans, Veg. Oil	2.0	9,230	\$2,711.10	\$78.80
Liberia	WFP	Bulgur	140.0	2,520	\$1,610.00	\$41.70
Madagascar	ADRA	Veg. Oil, Wheat	—	6,250	\$2,132.20	\$722.20
	CARE	Veg. Oil, Wheat	5.0	5,830	\$2,224.00	\$265.90
	CRS	Veg. Oil, Green Peas, Rice,	34.2	10,860	\$4,235.40	\$926.70
	WFP	Corn-Soy Blend	305.1	1,780	\$706.70	\$16.50
Malawi	CRS	Corn, Corn-Soy Blend, Veg. Oil	10.9	4,140	\$3,202.30	\$85.10
Mauritania	WFP	Corn-Soy Blend, Bulgur, Wheat, Lentils	270.8	5,930	\$3,577.20	\$118.60
	WVI	Soy-Fortified Sorghum Grits, Veg. Oil, Wheat-Soy Blend	36.1	14,420	\$4,271.10	\$405.80
Mozambique	ADRA	Wheat	—	4,100	\$1,067.00	\$198.50
	AFRICARE	Wheat	—	3,340	\$869.70	\$97.50
	CARE	Wheat	—	9,770	\$2,531.20	\$134.30
	FHI	Wheat	—	8,600	\$2,225.10	\$180.90
	SCF	Wheat	—	5,940	\$1,538.60	\$223.60
	WFP	Corn-Soy Blend	22.0	420	\$415.90	\$7.80
WVI	Wheat	—	29,950	\$7,767.50	\$450.00	
Niger	AFRICARE	Bulgur, Rice, Veg. Oil	251.5	14,110	\$9,548.20	\$858.20
Rwanda	ACDI	Veg. Oil	—	1,630	\$2,004.90	\$247.60
	CRS	Pinto Beans, Corn, Cornmeal, Veg. Oil	46.3	8,970	\$6,436.20	\$399.70
	WVI	Corn, Veg. Oil, Kidney Beans, Wheat	15.6	8,930	\$6,201.50	—
Senegal	CPI	—	—	—	—	\$180.20
Sierra Leone	WFP	Kidney Beans, Bulgur, Veg. Oil	253.0	1,830	\$965.00	—
Uganda	ACDI	Corn-Soy Blend, Veg. Oil, Wheat	60.0	21,490	\$13,503.90	\$379.30
	AFRICARE	Wheat	—	2,650	\$1,189.80	\$321.60
	CRS	Wheat	—	3,500	\$1,571.50	\$215.30
	SCF	Lentils, Cornmeal, Veg. Oil	1.0	200	\$138.90	\$350.00

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COUNTRY	SPONSOR	COMMODITIES	RECIPIENTS (000)	TONNAGE (MT)	VALUE (\$000)	202e (\$000)
Uganda (cont.)	TECHNO-SERVE	Wheat	—	1,200	\$538.80	\$66.10
	WFP	Corn-Soy Blend	102.4	770	\$385.10	\$2.70
	WVI	Wheat, Corn-Soy Blend, Cornmeal	2.5	1,700	\$776.20	\$169.30
West Africa Region	CRS	Corn, Lentils, Veg. Oil, Wheat-Soy Blend	3.0	1,630	\$1,140.50	\$240.20
Subtotal Africa			4,091.9	422,070	\$179,434.50	\$18,850.90
Asia and the Near East						
Bangladesh	CARE	Wheat	—	83,000	\$19,588.00	—
	WVI	Wheat, Yellow Peas, Veg. Oil, Soy-Fortified Bulgur, Wheat-Soy Blend, Lentils	87.9	67,080	\$18,988.50	—
Egypt	WFP	Veg. Oil	106.4	4,420	\$2,346.50	—
India	CARE	Veg. Oil	6,625.0	27,740	\$25,365.80	—
	CRS	Bulgur, Veg. Oil, Corn-Soy Blend	967.8	34,510	\$17,445.80	—
Indonesia	CARE	Rice, Wheat-Soy Blend	61.2	2,700	\$1,156.50	—
	CRS	Rice, Wheat-Soy Blend	72.8	9,680	\$3,695.30	—
	CWS	Rice, Veg. Oil, Wheat-Soy Blend	34.5	3,380	\$1,547.40	—
	MCI	Rice, Veg. Oil, Wheat-Soy Blend	35.9	7,510	\$3,028.50	—
	WVI	Pinto Beans, Rice, Veg. Oil, Wheat-Soy Blend	205.5	11,610	\$4,930.00	—
Laos	WFP	Corn-Soy Blend	51.5	1,020	\$684.80	\$22.50
Pakistan	WFP	Veg. Oil	155.4	4,720	\$4,755.20	\$167.40
Sri Lanka	WFP	Corn-Soy Blend	62.3	1,500	\$595.50	—
Yemen	WFP	Veg. Oil, Wheat	900.2	5,160	\$2,520.10	—
Subtotal Asia and the Near East			9,366.4	264,030	\$106,647.90	\$189.90
Latin America and Caribbean						
Bolivia	ADRA	Corn-Soy Blend, Lentils, Green Peas, Soy-Fortified Bulgur, Wheat Flour, Wheat-Soy Blend	38.65	10,260	\$5,558.00	\$80.00
	CARE	Corn-Soy Blend, Lentils, Green Peas, Soy-Fortified Bulgur, Wheat-Soy Blend, Wheat Flour	53.5	16,540	\$8,972.00	\$100.00
	FHI	Corn-Soy Blend, Lentils, Green Peas, Soy-Fortified Bulgur, Wheat-soy Blend, Wheat Flour	42.456	13,960	\$7,523.80	\$120.00

COUNTRY	SPONSOR	COMMODITIES	RECIPIENTS (000)	TONNAGE (MT)	VALUE (\$000)	202e (\$000)
Bolivia (cont.)	SCF	Corn-Soy Blend, Lentils, Green Peas, Wheat Flour, Wheat-Soy Blend	83.4	13,710	\$7,380.90	\$100.00
	WFP	Wheat	150	6,480	\$2,112.50	\$67.10
Guatemala	CARE	Corn-Soy Blend, Rice, Soy-Fortified Bulgur, Veg. Oil	55.1	7,410	\$3,976.90	\$2,622.70
	CRS	Black Beans, Rice, Veg. Oil	102	4,900	\$2,661.30	\$3,639.90
	SCF	Pinto Beans, Rice, Veg. Oil, Corn-Soy Blend	52.0	4,250	\$2,201.40	\$2,309.80
	SHARE	Black Beans, Rice, Veg. Oil, Corn-Soy Blend	139	4,680	\$2,539.40	\$2,073.00
	WFP	Corn, Veg. Oil, Black Beans, Corn- Soy Blend	224.4	4,700	\$1,968.30	\$2.30
Haiti	CARE	Lentils, Soy- Fortified Bulgur, Veg. Oil, Wheat- Soy Blend, Wheat	124.6	20,700	\$7,254.40	—
	CRS	Cornmeal, Wheat- Soy Blend, Soy- Fortified Bulgur, Veg. Oil	342.5	29,350	\$10,505.40	\$110.00
	SCF	Lentils, Soy- Fortified Bulgur, Veg. Oil, Wheat- Soy Blend, Wheat	172.7	14,360	\$5,261.80	—
	WVI	Lentils, Bulgur, Veg. Oil, Wheat- Soy Blend, Wheat	130.1	31,140	\$9,986.80	—
Honduras	CARE	Red Beans, Corn- Soy Blend, Rice, Veg. Oil, Cornmeal	90.0	20,490	\$6,778.70	\$185.00
	WFP	Corn-Soy Blend, Red Beans, Veg.	3,927.2	1,190	\$772.60	\$4.00
Nicaragua	ADRA	Wheat, Corn-Soy Blend, Lentils, Rice, Veg. Oil	6.5	11,000	\$3,436.40	—
	CRS	Wheat, Corn-Soy Blend, Lentils, Veg. Oil, Rice	9.7	9,700	\$3,093.10	—
	PCI	Wheat, Corn-Soy Blend, Lentils, Rice, Veg. Oil	11.0	11,870	\$3,692.60	—
	SCF	Wheat, Corn-Soy Blend, Lentils, Rice, Veg. Oil, Cornmeal	12.6	10,130	\$3,127.90	—
	WFP	Red Beans	175.0	570	\$378.50	—

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COUNTRY	SPONSOR	COMMODITIES	RECIPIENTS (000)	TONNAGE (MT)	VALUE (\$000)	202e (\$000)
Peru	ADRA	Corn-Soy Blend, Lentils, Veg. Oil, Wheat Flour	102.1	12,510	\$7,899.00	—
	CARE	Veg. Oil,	—	8,030	\$5,002.70	—
	CARITAS	Lentils, Veg. Oil, Wheat Flour, Green Peas	29.9	8,910	\$5,514.30	—
	PRISMA	Corn-Soy Blend, Green Peas, Veg. Oil	69.5	13,660	\$8,262.00	—
<i>Subtotal Latin America and Caribbean</i>			6,143.7	290,500	\$125,860.70	\$11,413.80
<i>WORLDWIDE SUBTOTAL</i>			19,601.9	973,590	\$411,943.10	\$30,454.60
<i>Unallocated</i>					\$2,780.40	
<i>WORLDWIDE TOTAL *</i>			19,601.9	973,590	\$414,723.50	\$30,454.60

Source: USAID Bureau for Democracy, Conflict, and Humanitarian Assistance Food for Peace Information System, Dec. 2004.

*Total worldwide non-emergency program approvals include some allocations of WFP \$25 million grant, accounting for difference from \$440 million total (see p. vii).

Note: Value includes commodities plus freight.

Appendix 6: USDA Food for Progress Program—Fiscal Year 2003

COMMODITY CREDIT CORPORATION-FUNDED				
Country	Sponsor	Commodity	Tonnage (MT)	Value
Albania	IFDC	Soybean meal, corn	8,000	\$2,162,861
Azerbaijan	IRD	Soybean meal	10,000	\$3,970,000
Bolivia	PCI	Lentils, NFDM, bulgur, veg oil, flour, wheat	13,240	\$9,913,471
Bolivia	GOB	Wheat	25,000	\$6,100,000
Cambodia	SM	Canned salmon, rice, soybean oil, textured soy protein	2,070	\$1,418,261
Central American Region	PCI	Soybean meal, corn	22,400	\$5,838,604
Congo, Republic of	IPHD	Soybean oil, rice	4,500	\$3,007,015
Georgia	GOG	Wheat	50,000	\$9,906,500
Ghana	WFP	Rice	1,300	\$629,890
Haiti	PADF	Wheat	17,000	\$4,148,000
Honduras	CARE	Soybean meal	4,000	\$1,272,040
Madagascar	CRS	Veg oil	2,860	\$2,125,180
Moldova	IPHD	Flour, dehydrated potatoes, rice soybean oil, veg oil	11,180	\$5,066,856
Mozambique	GOMZ	Sunflower oil, wheat	21,500	\$9,503,000
Nicaragua	GON	Soybean oil, tallow	7,000	\$4,643,210
Nigeria	PFD	Soybean meal	11,600	\$4,550,293
Russia	RFCP	Corn, soybean meal, soybeans	31,150	\$9,635,318
Serbia	GORS	Soybean meal	20,000	\$6,031,600
Tajikistan	CARE	Veg oil, wheat flour,	14,000	\$8,319,039
Uzbekistan	GOUZ	Rice, soybean oil	20,000	\$17,761,700
Vietnam	ACDI	Soybean meal	25,000	\$7,571,327
Vietnam	GOV	Wheat	25,000	\$6,110,000
Total			346,800	\$130,252,810

Source: USDA Foreign Agricultural Service, as of July 2005.

**Appendix 7: Section 416(b) Program Donations—Fiscal Year 2003:
Donations by Region: Regular and World Food Program**

Country by Region	MT Donated		Value
	Government and PVO ¹	WFP	
Africa			
Algeria	—	560	\$1,207,086
Angola	200	—	\$388,000
Congo, Republic of	—	150	\$389,800
Eritrea	—	200	\$440,130
Madagascar	10,000	—	\$2,440,000
Mozambique	450	—	\$991,800
Namibia	20,000	—	\$5,900,000
Nigeria	1,700	—	\$3,391,398
Sudan	—	30	\$65,390
Total Africa	32,350	940	\$15,213,604
Asia and the Middle East			
Afghanistan	5,800	—	\$12,064,290
Bangladesh	—	30	\$62,963
DPRK	—	9,170	\$21,414,618
Indonesia	34,300	—	\$10,784,582
Iraq	—	10,000	\$54,958,100
Kazakhstan	1,000	—	\$2,080,050
Philippines	4,000	—	\$7,626,312
Uzbekistan	35,000	—	\$18,340,000
Total Asia and the Middle East	80,100	19,200	\$127,330,915
Europe			
Azerbaijan	17,600	—	\$8,417,036
Bosnia	30,000	—	\$7,320,000
Total Europe	47,600	—	\$15,737,036
Latin America and Caribbean			
Bolivia	1,600	8,490	\$3,627,866
Nicaragua	500	—	\$983,000
Central America	—	360	\$710,280
Peru	—	8,000	\$2,632,500
Dominican Republic	1,000	—	\$1,996,000
El Salvador	32,130	—	\$7,839,720
Guatemala	1,000	—	\$2,149,000
Honduras	500	—	\$962,810
*Latin America	26,460	—	\$53,820,129
Total Latin America and the Caribbean	63,190	16,850	\$74,721,305
Program Totals	223,240	36,990	\$233,002,860

Source: USDA Foreign Agricultural Service, as of July 2005.

¹ Government-to-government and PVO agreements.

* Regional program covering the following countries: Belize, Dominica, Dominican Republic, El Salvador, Grenada, Guatemala, Guyana, Haiti, Honduras, Jamaica, Nicaragua, St. Lucia, St. Vincent, and Trinidad.

Note: Metric tons reflect agreement amounts. Value equals commodity plus freight costs, as of July 2005.

Appendix 8: McGovern-Dole International Food for Education and Child Nutrition Program Donations—Fiscal Year 2003: Donations by Region: Governments and Private Voluntary Organizations and World Food Program

Country by Region	MT Donated		Commodity Value	
	Government and PVO	WFP	Government and PVO	WFP
Africa				
Cameroon	—	3,060	—	\$1,627,079
Cote d'Ivoire	—	6,730	—	\$4,652,616
Ghana	—	6,870	—	\$4,436,018
Malawi	—	6,750	—	\$4,248,587
Mozambique	—	4,900	—	\$3,694,067
Tanzania	—	6,300	—	\$3,853,342
Uganda	—	3,120	—	\$2,491,966
Total Africa	—	37,730	—	\$25,003,675
Asia and Near East				
Afghanistan	5,040	—	\$9,272,173	—
Bhutan	—	1,770	—	\$1,015,664
Cambodia	—	2,190	—	\$1,340,654
Kyrgyzstan	1,390	—	\$3,450,323	—
Lebanon	10,000	—	\$9,095,000	—
Nepal	—	3,800	—	\$3,384,062
Pakistan	—	5,250	—	\$6,895,363
Vietnam	14,860	—	\$9,055,825	—
Total Asia and Near East	31,290	13,010	\$30,873,321	\$12,635,743
Europe				
Albania	4,990	—	\$2,174,818	—
Moldova	12,340	—	\$9,253,998	—
Total Europe	17,330	—	\$11,428,816	—
Latin America and Caribbean				
Bolivia	—	13,000	—	\$3,390,430
Guatemala	6,000	—	\$4,393,041	—
Nicaragua	960	—	\$5,417,178	—
Total Latin America and the Caribbean	6,960	13,000	\$9,810,219	\$3,390,430
Totals	55,580	63,740	\$52,112,356	\$41,029,848
Combined Regular and WFP Total	119,320		\$93,142,204	

Source: USDA Foreign Agriculture Service, August 2004.

Note: Metric tons reflect agreement amounts. Value equals commodity plus freight costs, as of August 2004.

*Government-to-government and PVO agreements.

Appendix 9: Public Law 480 Title II Congressional Mandates—Fiscal Year 2003

	Minimum	Subminimum	Monetization	Value-added	Bagged in United States
FY 2003 Target	2,025,000	1,550,000	15.0%	75.0%	50.0%
Final Status Sept. 2003	3,708,508	1,193,387	61.1%	50.8%	84.7%

Minimum: Total approved metric tons programmed under Title II. Metric ton grain equivalent used to report against target.

Subminimum: Metric tons for approved non-emergency programs through PVOs and community development organizations and WFP. Metric ton grain equivalent used to report against target.

Monetization: Percentage of approved Title II programs that are monetization programs.

Value-added: Percentage of approved non-emergency programs that are processed, fortified, or bagged.

Bagged in United States: Percentage of approved non-emergency bagged commodities that are whole grain to be bagged in the United States.

Source: USAID Bureau for Democracy, Conflict, and Humanitarian Assistance Office of Food for Peace.

Appendix 10: Summary: Total U.S. International Food Assistance—Fiscal Year 2003

		MT	U.S. Dollars	
P.L. 480	Title I	252,500	\$59,800,900	
	Title II	Emergency	2,171,830	\$1,392,541,200
		Development	976,600	\$444,630,500
		Miscellaneous*		\$43,828,300
Subtotal P.L. 480		3,400,930	\$1,897,016,428	
Food for Progress	Title I funded	320,970	\$105,623,824	
	CCC funded	346,800	\$130,252,810	
Subtotal Food for Progress		667,770	\$235,876,6340	
Section 416(b)		260,230	\$233,002,860	
Subtotal 416(b)		260,230	\$233,002,860	
Food for Education		119,320	\$93,142,204	
Subtotal Food for Education		119,320	\$93,142,204	
Bill Emerson Humanitarian Trust		525,740	\$258,317,900	
FTF			\$10,700,000	
Subtotal Bill Emerson and FTF		525,740	\$269,017,900	
GRAND TOTAL		4,973,990	\$2,728,056,026	

*Miscellaneous category for P.L. 480 Title II represents Unallocated Overall Title II, Unallocated FY 2003 WFP Pledge, Section 202(e) to ISGs/ISAs, and Section 202(e) to WFP.FMIP.

Appendix 11: Food Aid Convention: Annual Grain Shipments—Fiscal Years 1999/2000–2002/2003

Donor	Minimum Annual Contribution (1999 Convention)						Tonnage Commitment	Value Commitment (in euros)
	Minimum Annual Contribution (1995 Convention)	1999/2000*	2000/01	2001/02	2002/03 Provisional			
Australia	300,000	296,713	251,865	245,828	203,820	250,000		
Canada	400,000	470,640	288,402	393,367	451,537	420,000		
European Union	1,755,000	1,970,768	2,357,778	1,836,717	1,980,781	1,320,000	130,000,000	
Japan	300,000	337,357	637,749	453,735	668,557	300,000		
USA	2,500,000	5,692,116	6,798,280	7,124,407	6,054,197	2,500,000		
Other ¹	95,000	139,995	140,045	132,360	202,584	105,000		
TOTAL	5,350,000	8,907,589	10,474,119	10,186,414	9,561,476	4,895,000	130,000,000	

Source: International Grains Council Secretariat, furnished by USDA. For more information about the secretariat, visit <http://www.igc.org.uk>.

Note: 1999 convention contributions can be in metric tons, monetary value, or a combination of the two. All shipments listed were in respect of the Food Aid Convention, 1995.

*Includes contributions under International Emergency Food Reserve—Immediate Response Account, as reported by WFP.

¹Argentina, Switzerland, Norway, and Argentina did not provide assistance in 2000/01 and 2002/03.

Appendix 12: Countries with Approved U.S. Food Assistance Programs— Fiscal Year 2003

Title I (15 countries)	Title II (58 countries)	Section 416(b) (26 countries)	FTF (45 countries)
Afghanistan	Afghanistan	Afghanistan	Antigua
Bolivia	Algeria	Algeria	Argentina
Cameroon	Angola	Angola	Armenia
Eritrea	Armenia	Azerbaijan	Azerbaijan
Ethiopia	Azerbaijan	Bangladesh	Bangladesh
Honduras	Balkans (FRY)	Bolivia	Belarus
Jordan	Bangladesh	Bosnia	Bolivia
Kenya	Benin	Congo, Republic of	Brazil
Mongolia	Bolivia	Dominican Republic	Ecuador
Pakistan	Burkina Faso	DPRK	El Salvador
Peru	Burundi	El Salvador	Ethiopia
Philippines	Cambodia	Eritrea	Georgia
Sri Lanka	Cameroon	Guatemala	Ghana
Togo	Cape Verde	Honduras	Guatemala
Yemen	Central African Republic	Indonesia	Guinea
	Chad	Iraq	Guyana
	Congo, Democratic Republic of	Kazakhstan	Haiti
Title III (0 countries)	Djibouti	Madagascar	Honduras
None	Ecuador	Mozambique	India
	Egypt	Namibia	Jamaica
CCC-Funded Food for Progress (20 countries)	Eritrea	Nicaragua	Kazakhstan
Albania	Ethiopia	Nigeria	Kenya
Azerbaijan	Gambia	Peru	Kyrgyzstan
Bolivia	Georgia	Philippines	Malawi
Cambodia	Ghana	Sudan	Mali
Central American Region	Guatemala	Uzbekistan	Mauritius
Congo, Republic of	Guinea		Mexico
Georgia	Guinea-Bissau	FFE (20 countries)	Moldova
Ghana	Haiti	Afghanistan	Mozambique
Haiti	Honduras	Albania	Nepal
Honduras	India	Bhutan	Nicaragua
Madagascar	Indonesia	Bolivia	Nigeria
Moldova	Kenya	Cambodia	Russia
Mozambique	Laos	Cameroon	Rwanda
Nicaragua	Liberia	Cote d'Ivoire	South Africa
Nigeria	Madagascar	Ghana	Sri Lanka
Russia	Malawi	Guatemala	Tajikistan
Serbia	Mali	Kyrgyzstan	Togo
Tajikistan	Mauritania	Lebanon	Turkmenistan
Uzbekistan	Mozambique	Malawi	Uganda
Vietnam	Nepal	Moldova	Ukraine
	Nicaragua	Mozambique	Uzbekistan
Title I-Funded Food for Progress (0 countries)	Niger	Nepal	Windward Islands
None	Pakistan	Nicaragua	Zambia
	Peru	Pakistan	Zimbabwe
	Russia	Tanzania	
	Rwanda	Uganda	
	Senegal	Vietnam	
	Sierra Leone		
	Somalia		
	Sri Lanka		
	Sudan		
	Tajikistan		
	Tanzania		
	Uganda		
	Yemen		
	Zambia		
	Zimbabwe		

