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Famine Early Warning System (FEWS) III
Project No. 698-0491

Project Paper

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ABBREVIATIONS

A.I.D.	Agency for International Development
AID/W	A.I.D./Washington
AFR/ARTS/FARA	.....	Africa Bureau/Office of Analysis, Research, and Technical Support/Food, Agriculture, and Resources Analysis Division
AGRHYMET	.....	Centre Regional de Formation et d'Application en Agrometeorologie et Hydrologie Operationnelle
AMIS	.....	Agribusiness & Marketing Improvement Strategies
AVHRR	.....	Advanced Very High Resolution Radiometer
CILSS	.....	Comite Permanent Inter-Etat de Lutte Contre la Secheresse dans le Sahel
DFA	.....	Development Fund for Africa
DRCO	.....	Disaster Response Coordination Office
ECPR	.....	Executive Committee Project Review
EROS	.....	Earth Resources Observation Satellite
EWS	.....	Early Warning System
FAO	.....	Food and Agriculture Organization
FEWS	.....	Famine Early Warning System
FFR	.....	FEWS Field Representative
FNM	.....	Food and Nutrition Monitoring
FY	.....	Fiscal Year
GIS	.....	Geographic Information Systems
GAC	.....	Global Area Coverage
IEE	.....	Initial Environmental Examination
IGADD	.....	Intergovernmental Authority on Drought and Desertification
ITCZ	.....	Intertropical Convergence Zone
LAC	.....	Local Area Coverage
NOAA	.....	National Oceanic and Atmospheric Administration
NASA	.....	National Aeronautics and Space Administration
NDVI	.....	Normalized Difference Vegetation Index
PACD	.....	Project Activity Completion Date
PARTS	.....	Policy, Analysis, Research and Technical Support
PADRES	.....	Programs for Applied Policy Research in the Sahel
PASA	.....	Participating Agency Service Agreement
PVO	.....	Private Voluntary Organization
RITZY	.....	Regional Economic Development Support Office
RSSA	.....	Resources Support Services Agreement
SADC	.....	Southern Africa Development Committee
SAP	.....	Systeme d'Alert Precoce (EWS)
STTA	.....	Short Term Technical Assistance
UNEP	.....	United Nations Environmental Program
US	.....	United States
USDA	.....	United States Department of Agriculture
USG	.....	United States Government
USGS	.....	United States Geological Survey
USAID	.....	United States Agency for International Development

Famine Early Warning System (FEWS) III
Project No. 698-0491

I. SUMMARY AND RECOMMENDATIONS

A. Executive Summary

The Famine Early Warning System III (FEWS III) Project (No. 698-0491) will provide accurate early warning information for use by host country and USAID decision makers to prevent famine in sub-Saharan Africa. FEWS information will be available for: 1) decision makers in host countries to use in identifying actions to be taken to prevent immediate famine; 2) USAID and others to use in planning food shipments and other means to help host countries respond to the threat of famine; and 3) USAID, other donors and host countries to use in planning to reduce the threat of future famines. FEWS III is a five-year, follow-on project to the FEWS II Project (698-0466), and the initial FEWS non-project activity begun in 1985.

The principal task of FEWS is to monitor areas of high-risk countries where populations are particularly vulnerable to episodic food shortages which could lead to famine. Famine is a complex phenomenon, often triggered by droughts, floods, or other natural events, which results from an extreme shortfall in food consumption within certain groups. A food-related decline in nutritional levels, when combined with other deteriorating living conditions, often leads to the outbreak of epidemic diseases, thereby resulting in above average levels of mortality. The most immediate cause of famine is a loss of access by vulnerable groups to food. This is particularly acute during periods when there is a reduced overall level of food availability. Significant and precipitous reductions in food availability have regularly necessitated emergency food assistance from donors. The PL 480 Food Assistance programs of USAID are frequently called upon to help reduce the impact of serious food shortfalls which could trigger famine conditions.

The FEWS approach provides important information about a famine threat early enough so that African decision makers and donors can assess the famine threat and plan the assistance needed to deal with the threat. Famine early warning information provided under FEWS III will be comprehensive, consistent and reliable. This information will be channeled directly to the appropriate decision makers to help them interdict the onset of famine before costly relief operations are required.

B. Past Experience

Emergency food assistance of the United States and related disaster relief assistance has amounted to an average of over \$230 million per year for the past ten years (see Figure 1). The FEWS II Project has provided early warnings about famines, and in some cases forward planning for famine response in 11 nations. FEWS Field Representatives (FFRs) stationed throughout Sub-Saharan Africa have provided high quality monitoring and analytical reports about conditions which precede the onset of famine. Early identification of these conditions has provided local and USAID decision makers with more time to plan appropriate responses.

During the past eight years USAID has used the FEWS Project to develop a reliable analytical methodology suitable for famine early warning. The methodological approach has correctly identified the central precipitating causes of famine, i.e. lack of food access by vulnerable groups, particularly during periods of reduced food availability. The comprehensive analytical framework adopted by FEWS has assisted decision makers to understand the effects of possible famine threats. Remote sensing data has been used which link satellite images (i.e. AVHRR and greenness mapping) with crop use intensity and agricultural production conditions on the ground. Furthermore, by linking this information with socioeconomic information related to food access, the approach has assisted decision makers to identify the principal causes of a particular famine threat. The approach followed by FEWS has helped identify food availability and food access shortfalls, where and why they exist, so as to plan the appropriate responses.

In addition, the FEWS Project Evaluation recommended that the FEWS III Project should not follow precisely the scope and pattern of the previous efforts, but should benefit from the lessons learned from FEWS I and FEWS II activities. Among these lessons are: a need to improve technical interaction/coordination in the development of methodological improvements; a need for a clear-cut strategy of collaboration and improved early warning accuracy, efficiency and cost effectiveness; a greater understanding of early warning methods among USAID Washington and field staff; and a need to improve the communication and coordination between FEWS, the organizations in charge of delivering an early response, and those delivering a developmental response to food insecurity episodes.

C. Scope, Components, Activities, Sites

The FEWS III Project will continue to implement an approach which detects changes in food availability and access which could lead to famine. It will disseminate its findings to the appropriate users throughout Africa and the developed world. The components of the Project are three: early warning and vulnerability analysis,

USAID Expenditures on Disaster Relief for Africa (U.S. \$)

FY	Emergency Food Aid	OFDA	Total USAID Disaster Assistance
1982	17,303,300	2,910,128	20,213,428
1983	5,468,408	2,827,135	8,295,543
1984	95,896,500	27,065,195	122,961,695
1985	669,698,815	104,849,741	774,548,556
1986	204,972,600	79,733,231	284,705,831
1987	78,061,070	16,535,964	94,597,034
1988	192,544,000	41,519,758	234,063,758
1989	88,813,500	32,682,375	121,495,875
1990	274,134,140	31,311,560	305,445,700
1991	420,826,800	40,331,734	461,158,534
1992		73,577,794 est	73,577,794
Total	2,047,719,133	453,344,615	2,501,063,748

*(IDA funds, Supplemental Disaster relief funds, borrowed from other accounts administered by OFDA)

Source: OFDA

methodology improvement, and capacity building, cooperation, and feedback. The FEWS III Project will provide surveillance of pre-famine conditions in high risk countries of the Sahel, Southern Africa, East Africa and the Horn. Since the resources available will not be sufficient to allow the Project to mount a resident field presence in each of the African countries facing a famine threat, the Project will provide a combination of early warning, vulnerability analysis and capacity building coverage through a combination of individual country and regional coverage. Regional surveillance will be provided for the Sahel, Horn, Eastern and Southern Africa regions and individual country coverage will be provided to selected countries facing the highest famine risk. The character and deployment of project staffing will be subject to annual review and adjustments will be made in the contractor staffing pattern to achieve the highest level of famine early warning effectiveness and reliability. The technical skills and analytical competency of project personnel will be strengthened at the country level for the bulk of country data analysis and routine reporting.

Greater emphasis in FEWS III will be placed on using analytical resources to identify specific emerging famine threats in a way that facilitates famine avoidance planning. Essential analytical services related to early warning, vulnerability and response planning will be provided through a combination of a core contract, intra-governmental agency service agreements, and a requirements type contract.

FEWS III will be managed by the Disaster Response Coordination Office (DRCO) of the Africa Bureau. USDA will provide project management through a RSSA and three other U.S. Government agencies (i.e. NOAA, NASA, and USGS) will also cooperate in the Project through inter-agency agreements. Adequate cost information has been gained over the past five years to warrant the competitive contract procurement instrument to secure technical and field services.

The Project will be funded from the Development Fund for Africa (DFA) Account. Approximately 70 percent of project funds will be obligated for Early Warning, 12 percent for Methodology Testing, 14 percent for Capacity Building, Training and Feedback, and about 4 percent for Project Management and Evaluation (see Figure 2).

D. Recommendation

That, with your signature on the Project Data Sheet, you approve this Project Paper and authorize the Famine Early Warning System (FEWS III) Project (No. 698-0491) for a five year life of project (LOP). The centrally funded amount is . The ceiling for the Project, including all participation, is . The first year obligation is (FY 1994), and the PACD is December, 31, 1999.

II. PROGRAM RATIONALE AND DESCRIPTION

A. Rationale and Background Information

1. Predecessor Activities: USAID's Famine Early Warning System (FEWS I) activities began on an ad hoc basis under crisis conditions in 1985. The objective was to use new satellite imagery techniques to respond to USG needs for better information about famine affected populations. The efforts of the United States Government to respond to specific famine episodes had been severely hampered because insufficient and imprecise information about food shortages and existing food stocks was available on populations in disaster areas, as well as on the causes of the famine threat. The first objective of FEWS was, therefore, to identify conditions which might lead to a famine emergency and to identify target populations at risk at the sub-country (district) level.

The initial early warning activity focused on providing sufficient, timely and credible information to U.S. decision-makers. FEWS I was supported with Foreign Disaster Assistance funding. Later FEWS activities were funded through the African Emergency Locust and Grasshopper Assistance Project.

The FEWS II Project (698-0466) was authorized on September 28, 1988, to focus on the Sahel, including the Horn of Africa. The scope of FEWS II was broadened to envision famine-risk assessment over semi-arid Southern African nations. Host country and USAID mission needs, and regional/international collaboration activities were also adopted as program elements. This change responded to concerns that the potential of FEWS analysis was not being fully exploited. The FEWS II Project was initially established in Mauritania, Mali, Burkina Faso, Niger, Chad, Sudan and Ethiopia. The Project was expanded in April 1992 to cover Kenya, Zimbabwe, Zambia and Malawi. Sudan and Ethiopia were initially monitored without the services of a resident Famine Field Representative (FFR).

2. The Policy Base: The initial FEWS activity responded, in part, to the findings of a meeting of international experts in Bonn, Federal Republic of Germany in mid-1984. The minutes of the meeting contain the resolution that:

"there should be better arrangements for monitoring crops and the access to food for vulnerable groups. This will require collaboration with African countries and international organizations to improve early warning systems and distribution of emergency food supplies. It also implies assistance to African Governments...to improve national and regional preparedness plans."

Legislation and guidance for the Development Fund For Africa contains an objective of "Improving Food Security." The guidance observes food insecurity is created by drought and civil disturbance, and brings about short-term development reversals.

"Although this kind of food insecurity is termed 'transitory', it is likely to be a recurring problem for the foreseeable future."

The policy document points to the need to increase the capacity of donors and African countries "to anticipate serious droughts and other emergencies", and to provide timely and effective assistance when emergencies occur."

USAID's Policy titled "Using PL 480 Title II Food Aid for Emergency or Refugee Relief" (PD-11 dated July 26, 1984), states:

"It is (USAID) policy to provide food aid for emergency or refugee relief requirements of needy persons without regard to the political philosophy of their government...The desire is to mount a concerted effort quickly and decisively in response to humanitarian need...(USAID) is reluctant to provide 'emergency' food aid to help alleviate a chronic food-deficit situation that occurs year after year in the same country (as a result) of inappropriate government policies."

The circumstances and constraints posed by the statement points to one of the basic analytical tasks around which the FEWS approach is formulated; namely, to assess the basic vulnerability of the country and its population to famine and to identify as comprehensively and as early as possible basic pre-famine conditions.

3. Famine Information Requirements: The analytical strategy of FEWS III is to:

- * improve the understanding of the basic causes and circumstances of famine,
- * detect changes which create serious risk of famine, and
- * communicate to decision makers both the causes of the famine threat and information which will lead to appropriate famine prevention responses.

FEWS III will assist in providing decision makers in USAID Washington, USAID Missions and host countries information related to the identification of specific famine threats and to assist them in planning appropriate, effective and timely responses. Given that the information required by key decision makers is likely to increase significantly as famine threats are identified, FEWS III

will focus upon addressing the highest priority questions key decision makers believe will provide timely and useful famine related information (see Section III.C. 2, Tables 1 and 2).

4. Early Warning and Vulnerability: Famine is a complex phenomenon, often triggered by droughts, floods, or other natural events, which results in the extreme shortfall in food consumption within certain groups. Food-related declines in nutritional levels, when combined with other deteriorating living conditions, often lead to the outbreak of epidemic diseases, thereby resulting in above average levels of mortality.

Vulnerability assessments help to identify the long-term underlying factors which cause chronic food insecurity among certain population groups, as well as leave these groups particularly vulnerable to unpredictable short run forces of nature. Early warning assessments provide information about recent and severe changes in agro-climatic factors, and in food availability and/or food access caused by agro-climatic and socioeconomic changes. Social and civil unrest, which can heighten the immediate risks of famine, is also taken into account because of its potential impact upon any famine response.

Insufficient income often exacerbates the ability of some individuals to acquire access to sufficient amounts of food. This failure of food access, which is compounded when food availability is reduced, is often the major culprit when famines occur. Consequently, the FEWS methodological approach emphasizes household income as a key indicator of security against famine and is built into an assessment strategy that identifies market and income related food access constraints on households and communities. The analysis identifies circumstances causing food stress which are likely to lead to severe malnutrition and eventually starvation. This important information is above and beyond that provided through a more aggregate "food balance sheet" approach. The FEWS analytical process does not lose sight of the fact, however, "that many of the people who die from a famine die in fact not from starvation as such, but from various epidemic diseases unleashed by the famine." (Dreze and Sen. Hunger and Public Action. 1989. p 65.)

The FEWS approach incorporates several streams of information into a form useful for decision makers. It combines remotely sensed data with information related to socio-economic vulnerability and changing agricultural conditions collected at the country level. It relies upon on-site validation wherever and whenever possible to assure a high degree of reliability.

Specifically, the approach includes the following steps:

- a. problem identification during the seasonal rainfall and pre-harvest periods involving an assessment of satellite generated greenness data,

rainfall indicators and crop use intensity data to identify the expected severity of weather-related food supply reductions;

b. problem verification by means of field visits and analysis of relevant current and historical data and other sources of available information;

c. analysis of food needs and other required resources, as influenced by different degrees of vulnerability to famine, once a serious threat is identified;

d. planning in which early warning and vulnerability information is used to assist decision makers plan integrated famine prevention strategies and activities, primarily through the allocation of resources to prevent famines from occurring;

e. problem-tracking as it relates to improving or worsening famine conditions during the sometimes extended response periods; and

f. targeting and response liaison during the extended course of host country and donor involvement in famine response which targets assistance at progressively more specific highly vulnerable localities and populations.

The principal task of FEWS is to monitor areas of high-risk countries where populations are particularly vulnerable to episodic food shortages. This will be done by building and maintaining explicit data bases on vulnerable populations which analysts use to determine what segments of the population are at greatest famine risk (See Figure 3) and by identifying as early as possible those factors which heighten famine vulnerability. Analysis of these data will facilitate "targeting"; that is designing a means to prevent famines from occurring within population segments at greatest risk to short run changes adversely affecting food availability and food access. *One key objective of FEWS reporting is to supply information essential to the targeting step early in the pre-famine warning process.* Information required for targeting purposes will be assessed by a survey of decision makers soon after the initiation of the Project.

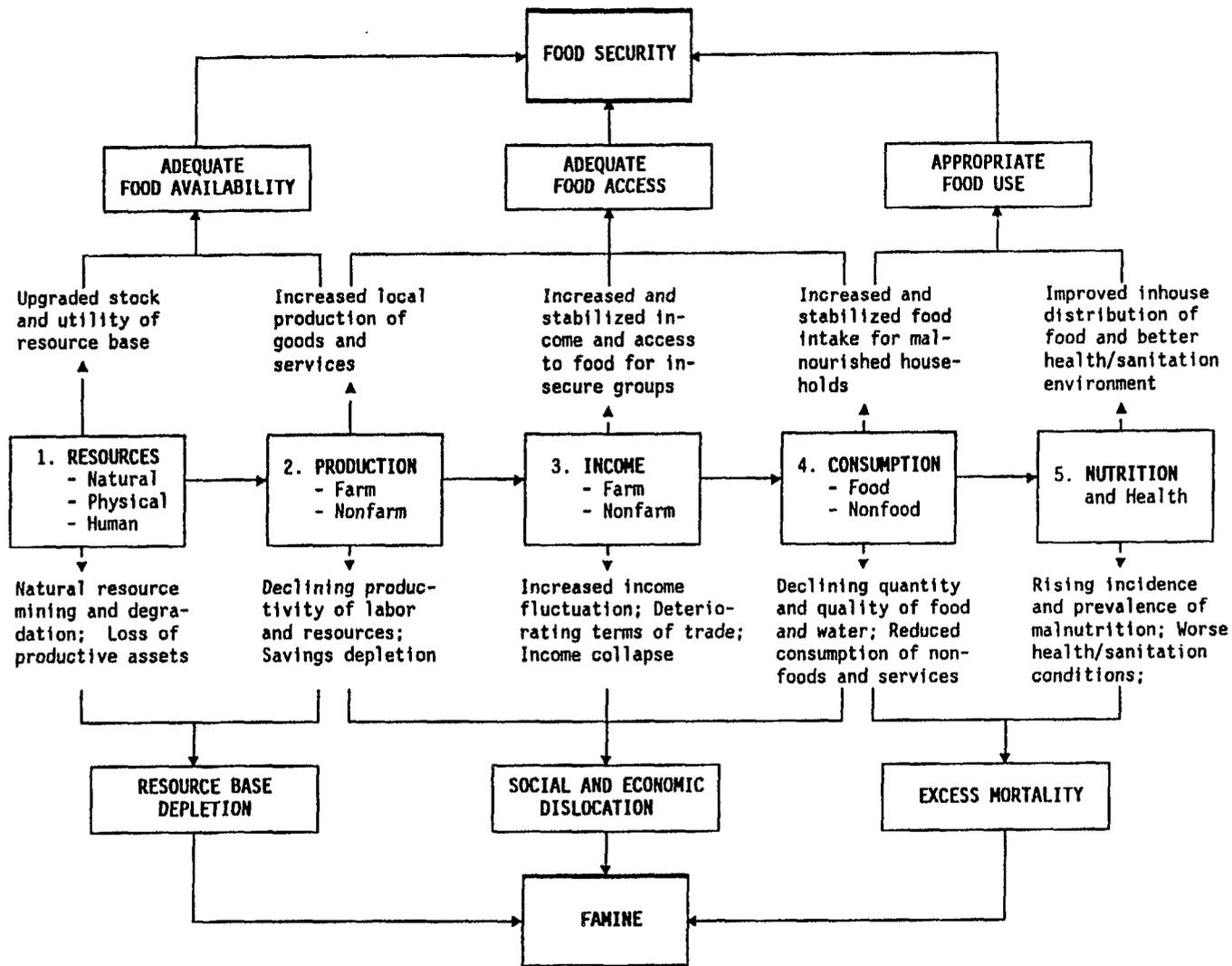
FEWS operates at the national and sub-national district levels in providing early warning information. The FEWS early warning strategy has evolved over time to identify smaller at-risk groups and geographical units. The sources of data in Africa are limited, and the reliability of data is often in question. The Convergence of Indicators approach generates operationally significant

information about the risk of famine. FEWS III generates information on a regional, national and sub-national level. The Project will further prioritize this information for smaller and more distinct target populations which include health, income and market-related information. To accomplish this, FEWS III will further refine its analytical approach to provide information more suitable for better informing decision makers about actions which will reduce famine vulnerability.

5. FEWS and Other Early Warning Methodologies: FEWS has worked closely on methodology issues with other early warning information partners, most notably the Food and Agriculture Organization of the United Nations. Although the FAO's Global Information Early Warning System concentrates on the national food balance sheet approach, it also recognizes the importance of vulnerability information in the early identification of famine threats. This approach is highly complementary to the FEWS approach, particularly given the varying needs of decision makers outside the USG in other western capitals and in host country governments. Consequently, FEWS will continue to work with FAO to ensure that duplication of early warning and vulnerability analysis does not occur, and that positive synergism results from the combined efforts of FEWS, FAO and host country national early warning systems.

6. Lessons Learned: [?] An evaluation of the FEWS II Project was issued in December 1991. The principal findings as set forth in the evaluation are:

- a. FEWS has enhanced the Agency response capability, effectiveness and impact to responses to disaster mitigation. The program has paid for itself many times over in terms of the value of the famine response decisions made, and the importance of early warning and the need for the requisite information and analysis is no longer in contention in USAID. Early warning efforts should continue.
- b. A lack of clear strategy and funding limits have impeded progress in development of host country early warning capabilities and international coordination.
- c. A lack of coordination between USAID, the principal implementing entity, and the USGS has impeded research in FEWS methodology and tools.
- d. There is a need for greater focus upon:
 - (1) greater understanding of early warning methods within A.I.D. (and subsequently greater buy-in support for collateral services).



Conceptual Framework For Understanding Relationships Between Famine and Food Security

Source: Reproduced from Webb, von Braun and Richardson (1993).

(2) research and development, particularly early warning accuracy and related objectives;

(3) cost effectiveness in reporting, analysis and research; and

e. Principal task recommendations offered by the evaluation were:

(1) that an AFR project officer be appointed and that lines of authority with A.I.D. be clarified. *This was accomplished and the FEWS III program was assigned to AFR/DRCO; and*

(2) three tactical options should be considered in developing FEWS III, a) continuation and improvement of the FEWS II objectives, b) greater efficiency and reduction of costs in FEWS III, and c) expansion of FEWS II objectives in FEWS III. *Option 2) was selected, vulnerability simulation was de-emphasized in order to strengthen early warning methodology, but costs were not reduced because the scope was expanded to include more countries under surveillance.*

f. Other relevant recommendations were to:

(1) improve monitoring of implementing entities, their financial planning and reporting. A research management committee should be created to oversee the direction, task approvals and resource allocations made to research;

(2) expand USAID/W and Mission communications with FFR stations, including increased USAID officer travel to FFR stations;

(3) reduce the production effort and frequency of FEWS bulletins and improve content focus;

(4) early warning accuracy should be adopted as a key goal, and there should be more academic participation to achieve this. Shift research to economics, social science and nutrition (as a balance to supply side issues);

(5) transfer the Vulnerability and other FEWS data bases to USGS for long-term archiving before the closure of FEWS II; and

(6) the USGS should complete FEWS training manuals, including evaluation guidelines for training and technical assistance.¹

Mission responses to the FEWS approach and the historical record also comprise part of the *Lessons Learned* (see Annex H). These responses show that the interest of Missions and host countries throughout Africa in FEWS early warning and vulnerability information is widespread. Specific interests vary widely, particularly across regions of widely differing vulnerability to drought and famine. Many Missions are keenly interested in the assistance provided by FEWS in host country capacity-building and problem solving so as to improve early warning, targeted famine response and development planning. Interest is particularly high in problem solving situations, such as in helping both to identify food aid requirements as well as the populations which require food assistance. The responses, on the whole, demonstrate a strong desire by Missions to make FEWS an effective part of on-going Mission food security-related programs.

However, FEWS information is not widely used for comprehensive planning both related to possible famine avoidance response as well as development programming. Several Missions clearly expressed their keen interest in having FEWS assist the host country and USAIDs plan famine responses whenever necessary, rather than focus more narrowly on early warning alone. One Mission which recognizes these important links between early warning and response has invested heavily in a national early warning system and has institutionalized contingent crisis management as part of its development-oriented portfolio. Most Missions recognize the importance of capacity-building as a way to create more sustainable and well integrated early warning information systems. Improved coordination with CILSS and FAO was also suggested as a means of improving the effectiveness of FEWS.

These responses point clearly to the need for the continuation of an approach that attempts to balance the need of decision makers for timely, accurate and relevant early warning information with the need for stronger in-country capacity to collect, process, analyze and disseminate early warning related information. It also points to the need to find ways of linking FEWS early warning and

¹Weiss, Joseph; Final Report - Interim Evaluation of the Famine Early Warning System (FEWS II), Louis Berger International, 1991, East Orange NJ.

vulnerability information with famine avoidance response planning in a coherent manner.

7. Achievements of the FEWS Initiative: FEWS was able to verify geographic targeting decisions made by the USAID Mission to Ethiopia in the late 1980s and to permit continuation of assistance by using satellite surveillance when site validation became impractical because of the insurgency. In 1990, three million people were at risk in northern Ethiopia. FEWS provided preliminary warning of agriculture failure to USAID planners two months earlier than had been previously possible. The resulting advanced planning and prompt response may have saved many thousand lives.

The former Assistant Administrator and Chief Operations Officer of USAID, Mr. Scott Spangler, praised Africa Bureau officials for the gratifying timeliness of FEWS information on drought conditions in 1990/1991. Six USAID Missions made emergency food aid requests on the basis of FEWS generalized data. FEWS information was instrumental in improving advance planning and securing approvals for increased allocations of resources to assist the affected countries.

When poor bilateral relations between the Government of the Sudan and the United States threatened to abort our efforts to assess drought problems in the 1990-1991 harvest period, FEWS was effectively able to make use of anecdotal information supplied by private voluntary agencies still operating in Sudan to plan necessary humanitarian assistance.

FEWS entered the Southern Africa drought of 1991-1992 late in the planning process. However, FEWS was able to confirm early impressions about the magnitude of the problem in time to contribute decisively in decisions on assistance levels. While FEWS relies upon validity testing of site conditions, the assessment system has the added flexibility of rapidly providing evidence of stress in the food access system from remote sources. FEWS information is used regularly to brief members of the U.S. Congress on food conditions in Africa.

FEWS II, however, failed to attract the anticipated level of buy-in participation of field missions planned to strengthen host country operated forecast services and strengthen the Agency's development-data resources. The original Project proposed a buy-in level of thirty-three percent of the core funding level. This was reduced to about twenty percent in Project Amendment No. 2, and to one sixth in Amendment No. 3. With Amendment No. 4, buy-ins account for _____ of the core funded obligation of FEWS II. Participation was in the form of OYB Transfers. Included in the value above is the USAID Niger project to upgrade the national early warning system under the Mission authorization.

The FEWS II Project was successful in fostering agreements among the French CILSS (Systeme d'Alerte Precoce), the IGADD and SADC Regional Early Warning Unit programs to promote consistency of early warning methodology. FEWS methods have been integrated into the IGADD early warning system, and FEWS approaches are being used by SADC, FAO and UNEP.

B. Project Objectives, Goal, Purpose, End of Project Status

1. Project Goal: The Project Goal is to reduce the incidence of famine in Sub-Saharan Africa. An anticipated outcome of this process is improvement in the food security of countries subject to famine and recurring severe food access problems.

2. Project Purpose: The Project Purpose is to provide host country and United States decision makers with timely and accurate information about potential famine conditions in Sub-Saharan Africa so they can make appropriate decisions about famine prevention initiatives. The FEWS III Project provides field data and analytical services of climatological, economic, social and infrastructure conditions in sub-Saharan Africa and an array of collaborative services. In response to FEWS information, host countries, U.S., multilateral and bilateral donors will respond with famine prevention and mitigation-oriented activities. Host countries will benefit from FEWS information in identifying the nature of a specific famine threat and appropriate host country responses. FEWS III will provide a means of helping USAID plan the type and level of U.S. humanitarian food response for Africa, as well as a means of addressing chronic food insecurity conditions likely to increase the risk of famine. USAID will provide short-term food related assistance, if appropriate and subject to the availability of resources, to augment the response of host countries to a famine threat through one or more of a combination of approaches, most notably PL 480 and Section 416 program assistance. FEWS will analyze the role and importance of the improvement of food security stocks, pre-positioning of famine response stocks, as well as the option to procure food locally, as various means of strengthening short-run responses which will reduce vulnerability. FEWS information will also relate to longer run development assistance as might be appropriate in view of chronic problems of food availability and/or access.

The FEWS early warning system serves as a complimentary approach to other similar systems which have been established by private and voluntary agencies, entities of the United Nations and others. Decision makers in targeted countries are one primary audience for FEWS information. Host country governments have an interest in establishing their own early warning systems to assure the continuity of this information. FEWS seeks to achieve consensus with national institutions on the methods, analysis and reporting of food access and risk, and to extend its capacity-building

program for FFRs to include host country staff. The continued improvement of these institutions increases the reliability and accuracy of FEWS early warning information.

3. End of Project Status Indicators: Upon completion of the Project the following End of Project Indicators are projected:

a. Decision makers in AID/W and USAIDs will make regular use of FEWS information and will take FEWS analysis into consideration when forming appropriate responses to a specific famine threat.

b. At least three national early warning systems will be better able to perform in a high quality manner one or more additional relevant data collection, processing and/or analytical tasks related to famine early warning.

c. At least three host countries and USAIDs will use FEWS vulnerability analyses and other FEWS provided support to develop appropriate links between the development focus of Mission-assisted country programs dealing with food security and pre-emptive famine prevention strategies.

Tests for achievement of these End-Of-Project indicators (EOPS) will be undertaken at each independent evaluation of the Project (in 1996 and 1998), and will be incorporated into workplans and annual reporting. Testing for EOPS will take the form of direct questioning and reporting of responses of decision makers in USAID/Washington, USAIDs and host country officials in FEWS assisted countries.

FEWS will continue to work with other collaborating partners, particularly FAO and the World Food Program (WFP), to improve its early warning capability and the operations of national famine early warning systems. As a result of this close collaboration among FEWS, FAO and WFP, pre-famine conditions will be identified earlier, famine responses will be better coordinated among host countries and donors, and host country decision makers will be further encouraged to make the necessary local investments to build effective national famine early warning systems.

C. Impact and Beneficiaries of the Project:

The principal impact of the Project will be in helping to reduce the incidence of starvation. Pre-emptive famine responses can help correct problems of food access, not only in the short run, but also in a more permanent and structural manner. One of these developmental benefits is the improved level of living among groups vulnerable to famine due to their lowered famine risk.

The direct beneficiaries of this Project are decision makers responsible for taking action to prevent famine throughout Africa. These include: 1) African political and technical officials, 2) USAID mission and USAID/Washington officials responsible for preventing famine through food and other famine response assistance, and 3) officials of other donor assistance organizations, such as the WFP, FAO, World Health Organization, World Bank, and the U.N. International Children's Emergency Fund. Officials from regional organizations, such as SADC and CILSS, adjacent country agency officials, international private and voluntary organizations active in famine response activities, and local civic associations, will likely benefit from the information. Well-focussed and easily accessible information will help these organizations better understand the causes of impending famine episodes and the appropriate response required to avert famine.

The indirect beneficiaries are the poorest households living under austere conditions whose access to food is limited due to their economic, social and/or physical circumstances. Research on famine response in Africa has shown that a reduction of food consumption tends to occur as an early response to a famine threat, and that adjustments of consumption patterns are observed in the behavior of rich as well as poor people. Those whose food consumption levels are already low under *normal* circumstances are most at risk of starvation during a famine (see Annex E 3 for a technical discussion of this issue in relationship to vulnerability). Children and women are particularly vulnerable among this disadvantaged group because of their additional need for adequate protein which may be scarce in certain cereal food imports provided through food relief programs. Rural women and children also can suffer in disproportion to other sectors of the population when their income sources are reduced during a famine episode, when demands upon their time are increased thereby resulting in a reduction in time available for food preparation and other food security related activities, and/or when their mobility is restricted.

D. Project Components and Outputs

An effective famine early warning system should have three characteristics: 1) the ability to analyze problems of famine vulnerability as soon as they develop using relevant indicators of distress, 2) the capability to communicate to the responsible decision makers in a timely and effective manner the nature of the famine threat, as well as suggested appropriate responses needed to prevent famine, and 3) a suitable feedback mechanism from the decision makers to communicate ways to make the information better suited to their needs. All three of these characteristics are included in the design of FEWS III.

In carrying out its purpose, the FEWS III Project will:

-- conduct routine and periodic country surveys, analysis and reporting about who is experiencing serious problems of food access which could lead to famine, and provide information required by decision makers to address the threat;

-- test and perform incremental methodological improvements to FEWS analytical methods and tools to strengthen information used by decision makers in preventing famine;

-- assist host countries create and/or improve national early warning systems in collaboration with the international community and other supporting organizations.

Following are the components and the intended outputs of the Project in detail:

1. Early Warning and Vulnerability Assessment:

a. Component Scope: The two elements of this primary component of the Project will be early warning and vulnerability assessment.

Activities related to early warning will primarily focus upon the collection, analysis and reporting of information obtained from selected early warning indicators. Early warning analysis will focus primarily upon changing agro-climatic conditions affecting food availability, and will be used in conjunction with analyses of the socio-economic vulnerability of groups at high risk of famine. Early warning analysis is designed to meet the needs of decision makers for timely, accurate and useful information about temporal changes which could lead to the onset of famine. The need for timely information about changing conditions which could lead to famine is needed as early as possible by decision makers and planners in order to plan strategies for combatting famine. Consequently, this information is provided in order to alert decision makers to the possible need to undertake famine prevention measures.

The second core component involves the analysis of factors which create vulnerability to famine. This analysis deals more specifically with problems and issues related to the access by vulnerable groups to food. It involves an analysis of what basic physical and socio-economic conditions contribute to famine vulnerability, as well as how agro-climatic and other socio-economic changes effect the

degree of vulnerability to famine. It examines the link between the availability of food and access to food at different levels, and how this is affected by climatic and/or agricultural changes. This analysis involves not only determining what chronic and/or transitory factors cause vulnerability, but also the capability of government and market institutions to respond to problems of inherent vulnerability. Vulnerability analysis will primarily focus upon the collection and analysis of relevant primary and secondary data, and reporting information obtained from selected vulnerability indicators.

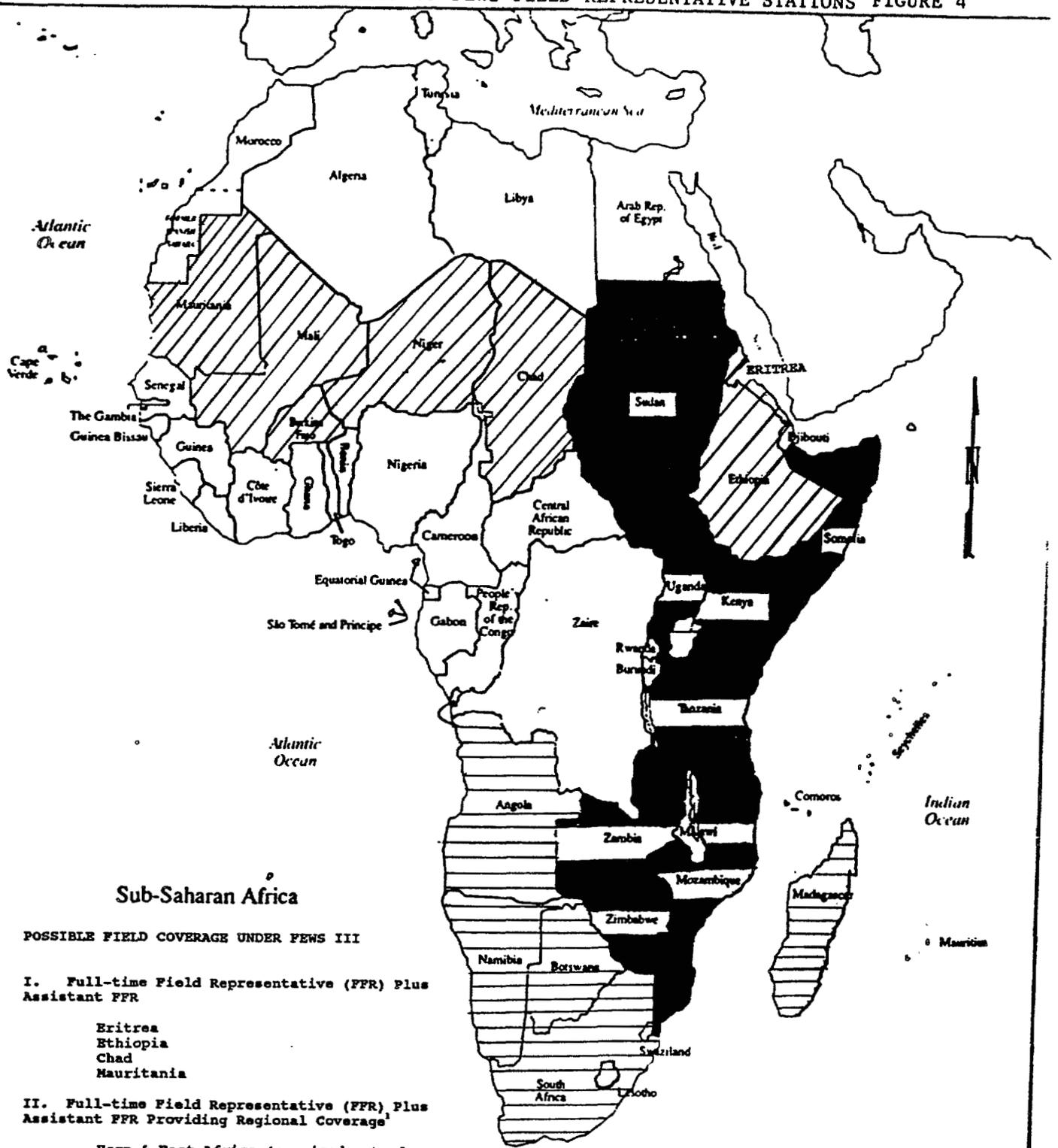
b. Country Coverage:

Early warning and vulnerability analysis will be conducted in Washington and the field. Field coverage will either be through a resident full time FEWS Field Representative (FFR) or through regional coverage provided for the Sahel, Southern Africa, East Africa and the Horn (See Figure 4). Where coverage is provided out of a regional office, FFRs will have responsibility for early warning and a limited amount of vulnerability analysis in those countries within the region facing severe famine risks. Regional coverage will normally not extend to countries where a resident FFR is located. An assistant FFR will be assigned in selected countries served out of a regional office to assist in data collection, processing and analytical tasks as required. An Assistant FFR will also be assigned to work with the FFR in the regional office. FFRs and Assistant FFRs will be expected to work collaboratively with early warning systems and institutions within the region.

The Project Manager will work with USAID Missions in each of the countries and regions to determine the specific location and responsibilities for the FFRs and Assistant FFRs.

Early warning analyses will be performed throughout Sub-Saharan Africa in relationship to the severity of famine threats, the ability to monitor changes in the severity of these famine threats, and project resources available to monitor these changing conditions. The specific circumstances prevailing in each country will influence the nature of the early warning reporting and analysis which will occur. The Project will primarily focus its early

ILLUSTRATIVE DISTRIBUTION OF FEWS FIELD REPRESENTATIVE STATIONS FIGURE 4



Sub-Saharan Africa

POSSIBLE FIELD COVERAGE UNDER FEWS III

I. Full-time Field Representative (FFR) Plus Assistant FFR

- Eritrea
- Ethiopia
- Chad
- Mauritania

II. Full-time Field Representative (FFR) Plus Assistant FFR Providing Regional Coverage

- Horn & East Africa (serviced out of Nairobi)
- Sahel (serviced out of Niger)
- Southern Africa

III. Local Assistant FFRs Providing Country Specific Coverage

- Rwanda
- Burundi
- Mozambique

NATURE OF FEWS SUPPORT

- Early Warning Analysis



- Early Warning and Vulnerability Analysis



- Early Warning, Vulnerability Analysis and Capacity Building



Regional coverage will give highest priority to category 1 countries within the region. Coverage of category 2 and 3 countries will primarily relate to remote surveillance. (Please see FEWS project paper page 23 for list of category 1, 2, and 3 countries.)

warning coverage upon the identification of changing weather-related conditions which could lead to famine. This early warning coverage will involve intensive use of remote sensing products, primarily related to NDVI, rainfall, and cold cloud duration wherever appropriate. This analysis will occur both in the field, where FFR resident capabilities exist, and in Washington for countries where this capability does not exist. To the extent possible and/or practicable, FEWS will use project personnel to provide 'ground truthing' of remotely sensed data which appear to indicate the occurrence of drought, flooding etc. which is perceived to create a direct famine threat. FEWS will endeavor to cross check rainfall data with remotely sensed data to verify the extent of a drought or other weather-related problem, particularly to determine whether it occurs at the sub-national, country, or international level. Early warning analysis will be conducted out of the project office in Washington, regional centers in the Sahel, Southern Africa, East Africa and the Horn, as well as in countries in which FEWS staff are on resident assignment.

FEWS III will undertake periodic vulnerability analyses in countries where full time FFRs are resident. In addition, where countries are provided with regional coverage, vulnerability analysis will concentrate on countries within the region facing the highest famine risk. In most cases, the Project will be unable to conduct vulnerability analyses in high risk countries involved in armed conflict.

FEWS coverage will give highest priority to those countries facing the greatest famine risk. The Project will monitor changing conditions as it relates to countries moving into and out of the highest famine risk category.

c. Country Selection: Each Sub-Saharan Africa country is placed in one of three categories. The list of countries is generated by three estimates according to criteria of per capita caloric availability, food production trends, and evidence of widely fluctuating variation in the above (Figure 5). *It is likely that the basis for determining vulnerability will be modified over the course of the Project in light of new information about the causes of famine vulnerability.*

Figure 5

COUNTRY ASSESSMENT OF RISK AND SUPPORT NEED CRITERIA

. . . CATEGORY	COUNTRIES
<p>1. Highest level of likely incidence of food access risk and institutional need</p>	<ul style="list-style-type: none"> • <u>Angola</u>, Burundi, Chad, <u>Comoros</u>, Ethiopia, Eritrea, <u>Guinea-Bissau</u>, <u>Liberia</u>, Malawi, Mauritania, Mozambique, Niger, Rwanda, <u>Sierra Leone</u>, Somalia, Sudan
<p>2. Moderate risk and institutional support need</p>	<ul style="list-style-type: none"> • Gambia, Lesotho, Sao Tome, Zaire Madagascar, Namibia, Kenya, Mali Senegal, Zambia, Tanzania, Zimbabwe, CAR, Guinea
<p>3. Lowest relative famine risk and institutional support need. Countries will receive satellite based data, FEWS bulletins and special studies. Mission buy-ins will provide all funding for necessary services.</p>	<ul style="list-style-type: none"> • Benin, Botswana, Cameroon, Cape Verde, Congo Republic, Cote d'Ivoire, Djibouti, Equatorial Guinea, Gabon, Ghana, Mauritius, Nigeria, Seychelles, South Africa, Togo, Swaziland, Senegal, Burkina Faso, and Uganda

Category One Countries include those where famine episodes are chronic, economic resources are relatively scarce, and only rudimentary early warning capabilities exist. Some of these countries are almost entirely effected by insurgency and/or government policy problems, rather than climatic constraints. All will receive general early warning surveillance, but a *FEWS III* field presence will be unlikely. Where insurgency and government disorder are primary factors disrupting food security (the underlined countries in Figure 5), the Office of Foreign Disaster Assistance and/or other entities provide a reporting role. FEWS will assist OFDA as required with analytical tasks related to early warning and vulnerability in these countries on a case by case basis through co-funding of the core contract or through delivery orders. Missions will be able to support the core

activities of the Project in the highest famine risk countries by co-funding the core contract and/or by financing local costs of FFRs directly. They will also be able to augment core services where necessary through delivery orders to an indefinite quantity contract type contract. The USAID Project Manager will work with USAID missions to identify these areas where additional services are required.

Category Two countries where there is a possibility of famines, will receive early warning coverage and a limited amount of assistance with vulnerability analysis. Additional services such as might be related to more in depth vulnerability analysis, capacity building or more regular in-depth monitoring can be obtained by Missions through the Project's requirement contract.

Category Three countries with a low probability of famine episodes, will receive early warning coverage through remotely-sensed data surveillance. Missions interested in additional types of support from FEWS can be assisted through the requirements contract as well.

d. Project Outputs - Early Warning Analysis and Reporting: In order to meet the needs of host country, Mission, USAID/Washington and others for relevant, timely, accurate, and reliable food access related early warning information, the Project will achieve three specific outputs:

(1) *Routine and periodic analyses* which will be conducted and information disseminated to: decision makers of famine vulnerable countries, USAID/Washington, Missions and other international and private and voluntary agencies concerned with famine and humanitarian relief. The report series is likely to include:

(a) *famine early warning analysis and reporting for selected countries.* The series will include such reports as: pre-harvest vulnerability reports, monthly food security reports, 10 day growing season bulletins and computer on-line network data updates (FEWS NEWS);

(b) *detailed famine development reports related to a developing famine situation in the highest-risk countries which identify the specific causes of stress which could lead to famine, and the resources required to prevent famine;*

(c) *special reports, as required, such as related to the possible effects of the El Nino phenomenon on droughts throughout Africa; and*

(d) *reports and analysis which assists host country decision makers plan their famine response, famine monitoring reports, including impacts of response interventions.*

(2) *Data bases will be developed by the contractor staff which will relate to chronic problems of food access of groups at high risk of severe malnutrition and starvation. Analysis will take into account all relevant factors, particularly those related to market access by vulnerable groups. Selected data bases likely to be useful to decision makers for famine early warning purposes will be archived at the Eros Data Center of the USGS, along with other U.S. Government data reference materials. Data bases will be used primarily for famine early warning and response purposes by decision makers, and will also provide an historical record in connection with physical changes relating to famine threatening conditions.*

The management time required to manage ever increasing data bases has been identified as a major productivity constraint of FFRs. Some other improvements may include: reference to standardized threshold information needs prior to a next step in vulnerability assessment, or a simpler color-coded scaling system of the intensity of famine stress taking into consideration population magnitude. These approaches could permit faster scanning of a "Watch List" of Africa's food situation for busy decision makers.

(3) *FFR produced reporting products* will be improved by all means available so as to be as cost-effective as possible. The focus will be upon making these products more useful to host country and USAID decision makers. For example, early warning and vulnerability analyses shall identify different categories of vulnerability which relate to the special vulnerabilities of women and children and the ability of governments and markets to respond to famine threats. It will also ensure that reports and briefings designed for key decision makers are kept at a level of technical detail which is appropriate for the decision makers for whom the information is being targeted. Reports to USAID Washington on emerging famine emergencies should also make it clear not only how serious the threat of severe malnutrition and starvation is, but also how the food need might be most appropriately addressed so as to avoid widespread severe malnutrition and starvation. To the extent feasible, the reports will also provide information related to conditions affecting the spread of epidemic diseases.

2. Methodology Improvement:

a. Component Scope: Methodological improvements will be made in three areas to provide more useful, timely and accurate famine and food security related information to decision makers. These areas are vulnerability analysis, early warning analysis, and response planning analysis. Suggested areas for methodological improvements are noted below.

(1) Vulnerability Analysis. Although this type of analysis has proven effective in providing important insights into chronic food insecurity problems affecting different population groups, as currently performed, these analyses are static and often severely limited by data availability and quality. These analyses can also be costly both in manpower and financial terms. Consequently, one methodological improvement which would make these analyses more relevant to decision makers relates to the development of improved interactive software. Software which facilitates the interaction between analysts and decision makers could be applied to specific problem

situations to examine vulnerability in a dynamic context. This approach would allow decision makers and analysts to simulate the effects of changes upon vulnerability over time under varying scenarios. One such scenario might be that which demonstrates the improved access to food by vulnerable groups as a result of improved performance of cereal markets resulting from government policies designed to increase competition within those markets. This interactive simulation approach has proven successful in other donor projects in engaging the interest of decision makers on other important issues, in part because it is an easy and interesting way for decision makers to 'think through' alternative strategic options.

Another area for methodological refinement deals with examining vulnerability as related not only to existing physical and socio-economic conditions, but also to developmental and famine response programs and mechanisms. This will provide a more comprehensive approach to vulnerability by also examining risk as being highly dependant upon the ability of government and non-governmental organizations to mount specific effective response programs (e.g. food for work, cash for work, hospital feeding programs, vitamin A interventions, and other public works) geared to meeting the needs of food insecure groups. The impact of market response mechanisms upon vulnerability, as discussed in Annex E Section 3, is one fruitful area requiring further methodological development. Links with public health response systems are also important to include in this analysis since public health response often deals with severe threats of malnutrition that could lead to death through a combination of illness, disease, and starvation. By broadening the concept of vulnerability to include an evaluation of response mechanisms, assessments will be conducted which are more likely to use available information in a more cost-effective and timely manner.

Methodological work related to the development of improved and more cost-effective ways to identify quickly food consumption patterns and levels in relationship to starvation and severe malnutrition is also necessary. More-

over, further work is needed to link food consumption, nutrition and health indicators in an operational way to food requirements for women and children during pre-famine and famine periods.

(2) Early Warning Analyses. FEWS will modify its past early warning analytical approach by establishing mechanisms to increase the level of its analytical effort in the field as pre-famine conditions are identified. This relates to FEWS support of host country early warning institutions, possibly in the development of integrator software which quickly links remotely sensed and rainfall data with crop yield projection models.

The Project will examine the suitability of its early warning systems to identify and analyze famine conditions resulting from natural phenomena other than drought, such as flooding and wind storms. For example, the annual flooding of the Zambezi river renders certain population groups in Western Zambia extremely vulnerable to increased severe malnutrition levels due to increased isolation, reduced income earning opportunities, and the resulting decrease in market access to food.

Improved use of remote sensing by decision makers will be facilitated by new presentation mechanisms which clearly show the linkage between remotely sensed information and rainfall data. This will allow decision makers to supplement their rainfall information with complementary information obtained from satellite imagery. Methods for linking NDVI and rainfall data are not new. However, developing improved applications to link this information for use by busy decision makers is an area which will receive further attention under FEWS III.

(3) Response Planning Analysis: FEWS vulnerability analyses provide extensive and timely information about the specific and detailed nature of famine threats which are beneficial to decision makers in planning famine responses. Decision tools will be developed to weigh the likely impact upon vulnerable groups of alternative food distribution approaches

which could be employed as part of a famine response program.

Vulnerability analysis, early warning analysis and response planning are so highly inter-related that the methodological approaches suitable for vulnerability and early warning analysis will need to be re-examined in light of their relevance and importance for response planning.

3. Capacity-Building, Cooperation and Feedback:

a. Component Scope: FEWS III will emphasize training of FFRs and host country counterparts and other colleagues. A close and collaborative relationship with host country analysts and institutions will be cultivated wherever possible to ensure that sufficient attention is paid to the development of suitable and sustainable early warning and vulnerability systems. FEWS will work with locally counterparts so as to provide 'value added' to host country early warning data sets, systems and institutions. The FEWS III conceptual approach will be integrated with the data development procedures of host country supporting institutions, and in some instances, FEWS will support the analysis host country surveys which are required to improve the information basis for decision making.

FEWS will encourage the development of national early warning systems which are supported by the Food and Agriculture Organization (FAO) and the World Food Program. FEWS III will also continue FEWS II collaborative programs, particularly with the FAO and WFP, the Comite Permanente Interetat de Lutte Contre la Secheresse dans le Sahel (CILSS), the Intergovernmental Authority on Drought and Desertification (IGADD), AGRHYMET, and the Southern Africa Development Committee (SADC). FEWS III will also promote, wherever possible, closer collaboration with the World Bank and the International Food Policy Research Institute on issues related to famine-related food insecurity.

Quality assurance of FEWS early warning systems will fall under the capacity-building component through the agreement with USDA.

b. Project Outputs - Capacity-Building, Collaboration and Feedback: In addition to interacting with host country counterparts, FEWS III will assign

data collection, processing and basic analytical duties to host country professionals recruited to fill posts of FFRS and Assistant FFRS. This will support in-depth analysis performed regionally. Those recruited with limited experience with Geographic Information System (GIS) analytical software will receive the appropriate training so as to develop the necessary skills required in the assignment. Special attention will be paid in FEWS III to identify better the improvements and adjustments required to make FEWS responsive to decision makers requests for specific information on early warning, as well as food needs and targeting activities.

Specific outputs for this component are as follows:

- (1) Host country nationals in each FEWS assisted country will be able to play key roles in the analysis and presentation of early warning information;
- (2) Seven (7) self-learning training packages will be developed and disseminated to FFRs, host country agencies and others;
- (3) Eight (8) host country professionals and decision makers will participate in three-week study tours to U.S. project facilities;
- (4) One technology training workshop will be held each year with FFRs and host country technicians invited. Workshops will be devoted to technology, methods and other issues related to the use of famine early warning information for decision making; and
- (5) Technical assistance service trips to will be made by project technicians. TA services will assist to survey users to respond to FEWS activities, and help host country officials and USAID missions better understand the nature and dimension of pre-famine conditions, to assist in the design of famine avoidance strategies and programs, and to help resolve famine related problems.

III. PROJECT IMPLEMENTATION

A. Project Organization

The Project is designed to operate with close collaboration between Washington and the field. Famine early warning data gathering, analysis and reporting, the major components of the Project, are the responsibility of the Famine Field Representatives assigned to regional and country offices. Regional and special analysis and reporting will be the responsibility of the home office of the primary implementing entity (hereinafter called the prime contractor). Technical services for special studies, methodology improvements, training and response-related support will be carried out by contractors through the use of subcontractors and consultants, as appropriate, and several Federal agencies.

The contractor will exercise all technical supervisory expertise and oversight necessary to assure the timely and successful production of these several tasks by its contractors, subcontractors and collaborators. A quality assurance and monitoring activity will help to improve the accuracy, timeliness and usefulness of country reporting and analysis to relevant decision makers. An independent evaluation program will be conducted on a periodic schedule.

The USAID Project Manager will provide the necessary guidance to ensure that the technical services funded under the FEWS project contracts will help meet the objectives of the Development Fund for Africa, particularly in the area of food security. This will include providing guidance to the contractors regarding links between FEWS activities and Mission Country Programs, wherever possible, including planning for food-related disaster response.

1. Project Personnel: The FEWS III Project is made up of a project management team, a principal implementing entity and collaborating federal and other institutions.

a. The management team consists of: the *Project Director*, a *Project Manager*, the *Project Advisory Committee*, the *Quality Assurance Monitor(s)*, and contractors required to conduct independent evaluations.

b. The Implementing Entity Team consists of:

-- the *Chief of Party*;

-- a Senior Staff consisting of four technical positions: an *Agro-climatologist*, an *Agronomist*, two *Agricultural Economist* (or related social

scientists) and a *Capacity Building and Training Expert*;

-- Support Staff consisting of an *Information and Reports Specialist*, a *Computer Systems Specialist*, a *Finance and Administrative Assistant*, an *Information Management Assistant*, a *technical support specialist* and a *secretary*;

-- *Famine Early Warning Field Representatives (FFRs)*: a staff of professionals, and *Assistant FFRs* will conduct all country-based operations. The nationality and number of these individuals will be a matter of contractor planning, subject to the limitation of funds and specified performance criteria for FFR stations; and

-- Subcontractors to the primary implementing contractor for specific early warning and vulnerability related goods and services.

c. The Collaborating Institutions group consists of federal Agency interagency agreements between USAID and *USDA, NOAA, NASA, USGS* to provide specialized management and information and training services which enhance the effectiveness of the early warning system to detect famine threats.

2. Roles and Tasks: The Project will be implemented through a collaborative relationship between USAID, other U.S. Government agencies providing technical and managerial support, a U.S. based primary contract and requirements contract selected through the competitive procurement process, and various other subcontractors.

a. Project Management

-- *The Project Director* is Chief of the Disaster Response Coordination Office in the Africa Bureau, (AFR/DRCO), or its equivalent under the Agency Reorganization plan. The Project Director is the principal approving Direct-hire A.I.D. employee for all actions to be taken by the Project Manager and the contractor. These duties shall be delegated to his/her designee as Project Manager. The director will provide the Project Manager with overall policy and technical guidance and will ensure that project implementation is consistent with A.I.D. assistance policy and the design as set forth in this Project Paper. The Director maintains close contact with the Agency Office of Disaster Assis-

tance, the Bureau for Food and Humanitarian Assistance, and international donor and relief agencies.

The Director approves all authorization changes under the Project and all issues related to contracts with the U.S Department of Agriculture not appropriate for management and technical assistance by the Project Manager.

-- *The Project Manager* is a full time US direct hire employee who will provide the Project with both technical and managerial oversight. Since he/she must have the same authority appropriate for an A.I.D. direct hire employee, he/she must be a USDA direct hire employee. The services of a Project Manager are procured under a Resources Support Service Agreement (RSSA) with the U.S. Department of Agriculture.

-- *The Project Advisory Committee*, an Advisory Committee chaired by the Director of DRCO, will be organized to provide advice on important issues related to the operation of the Project. The Director of DRCO will determine appropriate membership once the reorganization of the Agency is complete. Membership in the Committee may change from time to time depending upon the issue to be discussed. The Committee shall meet at least annually, and if suggested by the Chairman, in the event of a famine emergency. Issues to be discussed can be suggested by members and by the project management and should be related to issues related to the achievement of the project's goal and purpose. Every effort will be made through the Committee to develop linkages with other related A.I.D. projects: such as Food Security II; Policy, Analysis, Research and Technical Support (PARTS); and the Programs for Applied Policy Research in the Sahel (PADRES).

-- *Quality Assurance Monitoring* will be provided as technical assistance through the USDA RSSA to assess ways to improve the accuracy and effective use of FEWS information products by decision makers. The monitor might also assist in the development of processes which will help improve internal project collaboration, as well as help identify ways to improve the interaction between FEWS project staff and relevant decision makers.

-- *Project Evaluations* will be conducted by independent entities both at the mid-point, on or about early FY 1997, as well as the end of the Project. The focus of these evaluations will be upon the performance of the contractors.

b. Implementing Entities: A contract has been chosen as the appropriate assistance mechanism to ensure that the AFR/DRCO Office will be best able to direct activities that are undertaken, and to assure needed changes are accomplished. The principal implementing entity is hereinafter called the "prime contractor." The components of the prime contractor's team are:

-- *Chief of Party* who will have overall responsibility for implementing the prime contract and will be responsible for accomplishing planned activities related to the provision of technical assistance, development of methodological improvements and capacity-building, and all other tasks related to planned FFR activities in the targeted countries. The Chief of Party shall work to ensure that all work executed under the prime contract and its subcontract components is performed in collaboration with Federal agencies involved in implementing the Project. All issues concerning coordination, assignment and progress in the work will be brought to the Project Manager for resolution.

-- *FEWS Field Representatives (FFRs)* will be responsible for ensuring that the early warning information requirements of USAID, including USAID missions and host country decision makers, are served through the information provided by FEWS. They will work in collaboration with host country technicians, international donor and service personnel and others supporting the famine early warning and response system. They will work with the Quality Assurance Monitor, if appropriate, to help identify ways to improve the usefulness of the information provided by FEWS targeted to decision makers. Field Representatives will also be responsible for identifying and documenting any impacts resulting from FEWS information and activities.

-- *Home Office Technical Staff (FEWS\Washington)* will include four scientists (an agro-climatologist, an agronomist, two agricultural economist or related social scientists), a capacity building expert, an information and reports spe-

cialist and a computer systems specialist. It is expected that all technical staff will be involved in reporting and analytical roles both in Washington and in the field. They will provide field technical support and training in their respective technical areas. They will also have some involvement in serving on short term field missions designed to identify critical pieces of famine related information in countries where FEWS does not have a full time field presence. Thus, it is expected that the experts will have suitable background and training in computer applications and Geographic Information Systems, in addition to their disciplinary training.

-- *Other Contractors, Consultants and Subcontractors:* A requirements contract will also be awarded for work to be performed outside the core contract. The prime contractor will subcontract for basic information related to cold cloud duration and/or rainfall data which is suitable for analysis by the FEWS agro-climatologist and which is not supplied through USGS. The contractor will also subcontract for appropriate qualified short term assistance to augment analysis provided by the home office technical staff. The short term assistance will be required primarily to provide a rapid response in obtaining famine early warning information which verifies a threat, most likely in areas where FEWS either does not have a full time presence, or where FFRS do not have the skills required to completely assess the threat. Suitable expertise will also most likely be required for specialized analytical tasks, such as for methods and tools development and refinement.

c. Collaborating Agencies and Other Institutions: Federal agencies will be engaged under intra-governmental agency assistance agreements directly with USAID in accordance with Handbook 12 procedures. Section VI of this Project Paper provides the 621a justification and determination for procurement based upon the particular suitability of collaborating agencies. Collaborating agencies will respond to the Project Manager for direction, planning and reporting purposes, yet will work closely with all project contractors. There will be collaborating agreements with each of the following USG institutions:

-- *United States Geological Survey (USGS)*: USGS will provide the basic data identification, collection and archiving services to the Project for both geophysical data and satellite based-data. This will include obtaining the required high quality geo-physical and weather-related data that will be required to analyze changes effecting the short run agricultural output in famine-threatened areas. USGS will also be responsible for analyzing atmospheric and other factors effecting land use which effect the medium and longer run productivity of land employed in agriculture and food production in famine-threatened areas.

USGS will provide its services in the identification of new and existing sources of high quality satellite and land-related data, such as that provided through NOAA and NASA, that can be used in the analysis of rainfall and NDVI imagery. Upon written approval of the USAID Project Manager, USGS will directly procure or otherwise obtain the required data both through intergovernmental and commercial arrangements. These data will, in turn, be immediately supplied by USGS to the contractor to identify changing weather or land-related factors resulting in significant increases in short-run famine threats. As the Project's official repository for archived remotely sensed and land-based data, USGS will continue to provide FEWS with historical data which can be readily used by the contractor when analyzing changing atmospheric, weather and land-related conditions over time which signal significantly increased short-run famine threats. USGS will be responsible for ensuring that the contractor will have easy and quick access to these historical data for quick and timely analysis. While the contractor will primarily be responsible for analyzing atmospheric and land-related changes which result in short run famine threats, USGS will assume the responsibility under FEWS III for identifying major areas facing longer run famine threats due to changing agro-climatic conditions, and for informing the Project Manager of these medium to longer-run threats.

Additional specialized analytical services might be required, such as are related to the development of GIS-based crop use intensity and other relevant maps. Other relevant technical assistance duties might also be assigned, such as continuing to help make GIS based early warning and vulnerability

software more interactive and "user friendly" for key decision makers.

USGS will assist the contractor, as required, in certain analytical areas where USGS has unique capabilities. USGS will be responsible for providing the technical oversight of the contractor with respect to the proper analysis of rainfall and NDVI imagery for famine-threatened areas throughout Sub-Saharan Africa. This will involve training of core contractor staff involved in the analysis of these data both in the home office and in the field, as well as establishing conditions which ensure that analysis of these data will be both accurate and timely. Part of the training provided by USGS, such as in basic Geographic Information Systems analytical techniques, will also be provided to FEWS Fellows and host country counterparts, as appropriate, at the Earth Resources Observation Systems Data Center in Sioux Falls, SD, and in other locations.

-- *National Aeronautics and Space Administration (NASA)*: NASA obtains, processes, verifies and provides copies of 4-km AVHRR vegetation (greenness) index remotely sensed images and transmits the data, together with related vegetation information. FEWS will make use of this or similar types of data, in current or improved format.

-- *National Oceanographic and Atmospheric Agency (NOAA)*: NOAA, through services provided by National Weather Service, Climate Analysis Center, maintains a continuous watch on short-term weather fluctuations. NOAA provides information on the position of the Intertropical Convergence Zone (ITCZ), ten day rainfall maps and weather summaries, and on-line access to selected African data. FEWS will also make use of this or similar types of data, in current or improved format.

-- *U.S. Department of Agriculture*: USDA will provide a Project Manager and an Administrative Assistant, as well as Quality Assurance Monitoring services.

3. Initial Strategy and Duties

a. Project Management: The Project Manager will:

-- Develop and approve an overall multi-year project strategy, annual project joint workplans prepared by the contractor in conjunction with all collaborators, and all modifications of the workplans;

-- Develop and approve country-level strategies, complete with subproject development and evaluation plans;

-- Monitor project implementation, including that provided by the USDA; review all regular and special reports; hold project de-briefings;

-- Process all USAID administrative actions related to agreements under the Project, approve all activities carried out under the authorization including subcontracts, collaborating agency activities other than those of the USDA, sub-project proposals, unsolicited proposals, and organizations implementing sub-projects, information dissemination activities, and all international travel;

-- Conduct periodic management reviews and evaluations of program progress and future strategy;

-- Recruit and approve, subject to USAID contractual requirements, all key contract and special agreement personnel;

-- Serve as the primary liaison with collaborating multilateral institutions (e.g. FAO and WFP) to ensure that the goals, purpose, strategies and workplans of the FEWS Project are clearly understood and that cooperation and collaboration in early warning information sharing continues to be fostered;

-- Liaise with USAID Mission personnel, host country officials, and collaborating institution personnel (i.e. WFP, FAO, UNICEF) in countries in which FEWS has a presence to ensure that the role and activities of FEWS are clearly understood and that FEWS activities complement and support, whenever possible, related programs of the Missions and National Early Warning Systems;

-- Ensure that the methodological approaches being employed by the Project are cost-effective and focussed upon the operational objective of provid-

ing famine prevention information to the different decision makers served by the Project;

-- Ensure the appropriateness of the training strategy, methods and component activities;

-- Participate in the Africa Bureau review and approval for emergency food assistance to countries in sub-Saharan Africa using FEWS information as a basis for identifying, analyzing and prioritizing food aid need; and

-- Perform all other tasks appropriate for the Project Manager.

Throughout the life of the Project, the Project Manager will assure coordination takes place with other bureau projects and projects of the Africa bureau. The Project Manager will also work closely with the several technical and administrative offices of A.I.D. and Missions to ensure that sub-projects and contracts adhere to A.I.D. regulations and are consistent with A.I.D. strategies. The Project Manager will prepare cables to the field related to FEWS, including an initial cable describing the major components of the approved Project. Missions will be asked to identify future needs in relationship to the prime and requirements contracts available under this Project.

b. Implementation Duties: The contractor will complete the following essential plans and have the following continuing responsibilities:

-- develop within the first three months of the project an overall strategic implementation plan in coordination with the other entities involved in the Project (e.g. USGS, NOAA, NASA). The outline should specify how the on-going activities of FEWS II will be integrated with implementation of FEWS III. The contractor will annually update the strategic implementation plan. The Project Manager will approve all strategic and country plans;

-- develop a detailed training program for FFRs and specific areas for collaborative capacity-building;

-- work with FEWS II personnel to ensure a smooth, quick and effective transition between FEWS II and FEWS III;

- establish a headquarters office located in convenient proximity to Washington D.C. and staff it with well qualified experts approved by the Project Manager;
- assist in identifying the information requirements of key decision makers related to the FEWS early warning system;
- conduct necessary and required analyses, publish reports, disseminate information to the appropriate decision makers and properly care for data and information generated under the Project;
- act as a source of advice and information to AID/W on important changes in famine vulnerability at the country level and emergency food aid prioritization based upon FEWS generated information;
- secure supplementary technical analytical services through subcontracts and sub-grants to: provide on the ground verification of the severity of agro-climatic problems which could contribute to famine episodes, assist Missions in planning famine responses, obtain rainfall and/or cold cloud duration satellite-based data as might not be supplied through USGS, conduct studies related to medium/longer run changes in famine-threatening conditions, and improve FEWS methodology, tools and self-administered training programs in early warning technology;
- conduct/participate in relevant workshops, meetings and forums;
- manage the necessary property accounting and audit procedures required by USAID;
- maintain contact with experts in the field of famine, food security and early warning in order to better identify what new knowledge and approaches can be used by FEWS to help it meet its overall goal;
- maintain liaison with international organizations involved in early warning systems in accordance with project workplans and direction provided by Project Manager;
- liaise closely with Project Manager on matters requiring communication with USAID/W and USAID Missions;

-- develop and implement approved annual workplans which contribute to meeting the overall project goal and purpose; and

-- develop and maintain country and regional information systems that can rapidly be used to provide basic information about famine early warning conditions.

B. Operational Procedures, Scope, Planning and Approval

1. Operational Procedures: Joint annual workplans will be drawn up at the beginning of each fiscal year by the prime contractor and other critical collaborating partners (e.g. USGS and relevant subcontractors) which incorporate the workplans of the FFRs. The Project Manager will provide guidance regarding the development of the workplans. On the basis of workplans approved by the Project Manager, a variety on-going data gathering, analysis and investigative field reporting will take place to understand and current conditions and improve reporting reliability. The primary implementing entity will be encouraged to propose to USAID strategies and activities within the context of the workplan which help the Project better achieve its goal and purpose. The guiding principle in making these recommendations will be to achieve the highest possible performance standards for accuracy, completeness and timeliness in FEWS-related activities, briefings and reports.

NOAA and NASA, two of the collaborating entities, will send remotely sensed materials through USGS on a scheduled timetable to the Washington office of the prime contractor. Data will be provided to FFRs and others involved in the analysis of the data. The remotely sensed materials will include: relative agricultural productivity estimates from "greenness" (NVDI) maps (by NASA's *Global Inventory Modeling and Monitoring System*); and updates of recent weather activity and regions of low surface pressure (ITCZ) in the seasonal path of rainfall by NOAA/CAC/JAWF. Rainfall estimates from analysis of thermal data related to the duration of "cold cloud cover" will be *supplied to the contractor*. The prime contractor will provide an analytical interpretation of these data for USAID and USAID/W officials for famine early warning surveillance purposes, and by USGS on medium to longer-run weather and land-related famine threats.

This information will be combined with materials provided by national government information sources. Typical information of this nature includes staple commodity prices, government owned stocks, health conditions in selected monitoring stations, and wage rates and availability of labor in local labor markets. The FFR will analyze this information in partnership with host country technicians and the USAID mission, and synthesize the results.

Unless otherwise agreed to in writing by the Project Manager, the prime contractor will provide ten day updates by the FFR during the growing season and a ten-day Flash Bulletin for the USAID computer network and briefings which will keep USAID officials aware of changing conditions which could lead to famine in Sub-Saharan Africa, monthly Food Security Operations Cables, and trimesteral reports issued by the FEWS Washington Office. These reports will be issued in January, June and October and will focus upon: *Harvest Assessment of Cereal Production, Vulnerability Assessment and Pre-Harvest Assessment of Cereal Production*. These reports will be available in English and French. The FEWS III reports will be more summary in nature, thoroughly explored with FFRs, with an emphasis on broad and timely dissemination by electronic network and other appropriate means.

Requirements for further refinement of the FEWS methodology and tools will arise in response to country requirements and application of the methodology to famine-related problems facing decision makers. Some of these duties will be undertaken by subcontractors to the implementing entity (the contractor), according to scopes of work, estimates and schedules prepared by the contractor and approved by the Project Manager.

2. FEWS Focus Countries: All of Sub-Saharan Africa will receive famine early warning coverage of some degree under the Project (see Figures 4 and 5). The Project will provide early warning and vulnerability coverage in countries where the Project will be fully engaged with a resident full time FFR and assistant FFR. This will be in selected Category One countries facing the greatest famine risk. Other Category One countries will receive coverage through one of several regional centers. Coverage in these cases will focus upon early warning analysis and a limited amount of vulnerability analysis. All Category Two and Three countries will receive early warning analysis of remotely sensed data, supplemented to the extent possible by an analysis of rainfall levels and patterns obtained from satellite imagery and meteorological stations. Category Two Countries, however, are also likely to receive some limited amount of assessment of vulnerability, albeit at a lower level of detail than that of Category One Countries. This will better enable FEWS to assist in verifying that a famine threat exists and/or in assisting in planning a famine response. Category Three countries will typically not receive assessments of famine vulnerability, given their relatively lower risk. Missions in Category Three countries will, however, also be able to request FEWS services available to Category One and Two Countries through either the prime contract or delivery orders to the requirements contract.

Decisions about the specific nature and level of project activity in each country will be made by project management in conjunction with the field. These decisions will also reflect the availability

of other sources of similar existing information, such as through FAO supported host country early warning systems, as well as upon the willingness of Missions to commit funding to support project costs. Although focus countries will not be restricted to only those countries in which USAID has a Mission presence, project management will be responsible for ensuring that the nature of the FEWS assistance provided in these cases can and will be effective without a Mission presence.

Countries may be subsequently moved into or out of each category depending upon changing environmental, economic and other circumstances. The FEWS Project Advisory Committee will review the Category Classification regularly and project management will make modifications to the classification system and/or country classification of countries as required to better reflect the severity of famine risk.

C. Assistance to Non-DFA Countries (Assistance to countries prohibited from receiving assistance with DFA, DA, or ESF funds):

The ECPR considered whether participation in each of the three project components by countries statutorily prohibited from receiving DFA assistance (Somalia, Sudan, Liberia, and Zaire and any other country under a sanction at the time of obligation) constitutes direct assistance to those countries, prohibited by the applicable statutory restrictions. Direct assistance may be provided to a country which is under a prohibition at the time of obligation, if the prohibition is subsequently lifted. It was concluded at the ECPR that participation in the first, information-gathering component did not constitute direct assistance, since if the country did not participate, the entire project purpose of providing adequate information about acceptable countries would be destroyed. This would occur partly because the existence of famine in one country can create famine conditions in a neighboring country, as people move from the country with the initial famine. Additionally, information about physical conditions indicating the early possibility of a famine in a region can initially exist in just a prohibited country. However, participation in the second and third components of the Project would constitute direct assistance to a prohibited country, and thus cannot be supported with DFA funds as long as the country is subject to the prohibition.

Nevertheless, an FFR presence in certain prohibited countries (e.g. Sudan and Somalia) may prove to be important for the OFDA-funded relief activities in those countries. The FFR presence could be funded from OFDA funds, since those funds are authorized "notwithstanding any other provision of law."

1. Requests for Assistance: Missions or Bureaus interested in receiving any project-related assistance will direct their requests for assistance in writing to the USAID Project Manager. The Project Manager will identify the nature of the

assistance which has been requested and determine if FEWS assistance can be provided. If assistance would be appropriate, the Project Manager will determine the appropriate process by which to meet the request. Requests will be met through one or more of the following means deemed to be most appropriate: USAID Washington, the core contract, the requirements contract, and assistance provided through a collaborating government agency. Once the most appropriate means for providing assistance has been determined, the Project Manager will convey these requests to the relevant provider(s) to ensure coordination in the delivery of the assistance required. The USAID Manager will then inform the Mission (or Bureau) requesting assistance how their requests will be met. Regular joint meetings will be called by the Project Manager involving all key project providers to facilitate communication about these activities and to improve planning project activities. The USAID Project Manager will also develop policies related to requests for assistance by non-USAID entities.

2. Planning Phase: As noted under the section "Reporting Requirements", the contractor will prepare a detailed joint implementation plan incorporating a procurement plan involving any subcontracts or sub-grants. This workplan, as will be the case with all subsequent annual workplans, will reflect the work planned at the home office, regional and individual country levels. These plans will be developed to assure that analysis and reporting activities are consistent with information needs and in-country capabilities.

In addition, *the FEWS III project team*, under the guidance of the Project Manager, will determine what information is required by key decision makers in Washington and USAID Missions which relates to early identification of a famine threat and planning a famine response (see Tables 1 and 2). This will also take into account the need by host countries for this type of information, as well as alternative sources which might better address particular information needs. The project team will then determine which of these information requirements will be linked with FEWS-generated information. This will serve as the basis for development of FFR workplans approved by project management and will result in a better identification of who the targeted users of FEWS information are, as well as other factors which will make FEWS early warning and vulnerability information more timely, useful and effective.

All joint workplans will be consistent with the project technical agenda. The contractor will prepare plans to include resources with requests by Missions and USAID regional offices for information and technical support. The workplans will also address the following three major implementation issues.

a. *Transition Integration and Subcontracting:* The contractor will develop plans which will assist

with a smooth transition between FEWS II and III. Specific guidance in the development of this plan will be provided by the Project Manager. This will involve, but is not limited to transitional matters related to early warning and vulnerability analysis, field operations, utilization of FEWS II vehicles, computers and other job-related equipment. The initial plan will identify and schedule procedures for:

- equipment turn-over;
- organization of FFR field offices linked, wherever possible, with collaborating local institutions; and
- initial technical assistance subcontract to strengthen FFR analysis and reporting.

b. *Methodology Testing and Improvement:* FEWS analytical tools and methodological procedures will be refined, as required, under FEWS III. The contractor shall generate recommended areas for methodological improvements. These recommendations will be provided to the Project Manager for purposes of planning further tests or modification. The initial plan will specify recommended areas of improvement related to early warning, vulnerability analysis and famine response planning. Monitoring of project activities by USDA will also result in suggested areas of improvement during the course of project implementation. Other possible areas of improvement are noted in the section on Methodology Improvement (II D. 2).

c. *Performance Standards and Quality Assurance:* The Project Manager, assisted by the Quality Assessment advisor, and in collaboration with individual FFRs, will establish performance standards for famine early warning, other reporting and technical services for each FFR station. Achievements toward these standards will be the subject of annual reports by the Project Manager. The primary focus of these standards will be the degree of accuracy, timeliness and reliability of the famine early warning system. Activities related to capacity building, local response planning and monitoring services will also be included. An illustrative performance standard for FFR performance is shown in Table 3.

Table 1

ILLUSTRATIVE LIST OF
FAMINE EARLY WARNING INFORMATION "REQUIREMENTS"
FOR FAMINE IDENTIFICATION²

1) WHAT is the nature of the famine threat? Is it a threat of starvation? Severe malnutrition? (Host country, Africa Bureau, Food for Peace, USAID)¹

2) WHO is threatened in terms of starvation? Severe malnutrition?² (Host country, Africa Bureau, Food for Peace, USAID)

3) WHERE are they located and WHEN are they at risk of starvation? Severe malnutrition? (Host country, AID/W, USAID)

4) WHAT are the specific causes of the famine threat to those facing risks of starvation? Severe malnutrition? (Host country, Africa Bureau, Food for Peace, USAID)

5) WHAT are the types and levels of food "required" to avoid starvation? Severe malnutrition? (Host country, Africa Bureau, Food for Peace, USAID)

6) WHEN is (the type and level of) food aid needed to avoid starvation? Severe malnutrition? (Host country, Africa Bureau, Food for Peace, USAID)

7) HOW do these food requirements compare with the requirements from other famine situations throughout the rest of Africa in terms of amount needed to avoid starvation? Severe malnutrition? (Africa Bureau, Food for Peace, USDA)

8) HOW do these food requirements compare with the requirements from other famine/threat situations throughout the rest of the world in terms of amounts needed to avoid starvation? Severe malnutrition? (Food for Peace, USAID, USDA, USG)

²Focal Point for FEWS Information Activities is avoidance of starvation and severe malnutrition. Moderate levels of malnutrition and reduction in consumption from normal levels are of interest in relationship to starvation and/or severe malnutrition.

¹Targeted "users" are noted in parentheses.

²Specific attention will be paid to ensuring that information deals with the special vulnerability of women (particularly pregnant and lactating) and children (particularly under the age of five years) due to their special nutritional requirements.

Table 2

ILLUSTRATIVE LIST OF
FAMINE EARLY WARNING INFORMATION "REQUIREMENTS"
for FAMINE RESPONSE

Basic Host Country Information Requirements:

a) HOW best should the host country respond to the famine threat using available resources to avoid starvation and severe malnutrition, especially in terms of:

- food acquisition
- food distribution policies and programs:
 - Market
 - Non-Market

Basic USAID Information Requirements:

a) What information can USAID provide to the host country to help it determine how best to use its own resources in identifying and implementing appropriate responses that also support the development process?

b) What information does USAID need to plan actions that augment that response?

Basic AID/W Information Requirements:

a) WHAT is an appropriate food aid response for the US to make in light of the problem, the host country's response, USAID's food aid request and the food aid requirements in other countries?

The methodological framework adopted in FEWS II, modified by the discussion contained in Annex E 3, points to a way in which to develop analysis more suited to the needs and situations faced by decision makers. Performance standards will be developed accordingly and will facilitate the evaluation of FFR reports in terms of accuracy, timeliness and overall utility.

d. *Training and Systemizing Analysis:* Improved training of FFRs, Assistant FFRs and host-country technicians in all appropriate areas relevant to the identification of famine threats and analysis

is an essential component in ensuring the improved reliability of FEWS III. A technically well-qualified FFR staff with demonstrated leadership skills, needed to be successful in influencing decision makers with FEWS generated information, is necessary. Training needs will likely vary depending upon the skill mix and experience of the actors involved in different countries. The contractor shall conduct a training needs assessment once project personnel have been identified. The assessment team will recommend a training plan involving such areas as: agro-climatology, geographic information system technology, vulnerability assessment, information communication skills, information feedback, and impact assessment.

Focussed training activities 'in country' will permit broader participation of host country early warning systems personnel and FEWS III FFRs. The contractor shall make an effort to develop training programs with other international partners (e.g. FAO, UNICEF, SADC and AGRHYMET) where appropriate, both at the country and regional levels.

Training in FEWS methods and short term technical assistance in conjunction with joint WFP and FAO emergency food aid needs assessments offers fruitful opportunities for continued collaboration with the appropriate multilateral institutions. The contractor will collaborate with the work of the FAO, the World Food Program (WFP), AGRHYMET and other regional organizations in the training of personnel in the design and operation of host country early warning systems.

3. Illustrative Schedule of Initial Project Activities

a. The ECPR and approval process for the FEWS III Project will begin on January 25, 1994. Project authorization is anticipated shortly thereafter.

Authorization: February 1994

b. The PIO/T for initial obligation and issuance of the RFP for the primary contract will be sent to OP in February, 1994. FEWS III Contract will be awarded in August 1994.

Contract Award Process: February-August 1994

Table 3

ILLUSTRATIVE PERFORMANCE STANDARDS

Initial Famine Alert

- ◆ USAID Missions, USAID Washington and host country governments will be advised of detected and corroborated famine circumstances well in advance of the point in time when action must be taken to save lives.

Subsequent Detail Reporting

- ◆ the causes of the famine threat will be identified along with response constraints (e.g. lack of physical and systems infrastructure, resources, security, and skilled personnel). Subsequent interventions to remove these constraints will be part of the continuous reporting program.
- ◆ sufficient information is provided to fulfill response requirements related to targeting at the appropriate level;

Cost-Effectiveness of Impact

- ◆ Analysis of delivery cost and management issues to improve problem identification and targeting at appropriate targeted levels;

Social Soundness

- ◆ Political, cultural, social, and dietary pattern sensitivities, will be included as part of subsequent reporting together with constraints imposed by location, income and resources of disadvantaged groups in population.

Sustainability

- ◆ Reporting will address sustainability of early warning systems after USAID, other donor and host country funds are expended.

c. The FEWS III contractor will mobilize key personnel and prepare the detailed joint implementation plan, including curriculum for the extended training of FFR and FFR Assistants, and any subcontracts necessary to supplement collaborator training facilities.

Mobilization Completed:

September 1994

d. Selected FEWS III staff will attend a comprehensive training program.

U.S Training Component: November-December 1994

e. Following early obligation and disbursement of FY 1995 funds, FFRs are moved to field locations in host countries for 4 weeks of training with on-site FEWS II personnel. Joint data collection and analysis takes place with FFRs and the home office establishment in coordination with the FEWS II home office staff. Develop agenda for monthly coordination meetings. PACD FEWS II. New PASAs for USGS, NASA, NOAA, USDA.

FEWS III is Operational: December 1994

f. FEWS III offices are upgraded with additional software and hardware. Analysis is fully operational. TA is in place to strengthen FFR forecast analysis and tracking. Station relocations are accomplished. Prepare a training plan for host country collaborating institutions, including AGRHYMET, and plan the initial overseas technical workshop.

FEWS III is Fully Equipped: June 1995

g. Initial quality assurance survey is conducted to test and assess analytical tools and data base methodologies. Supplementary data surveys are contracted in host countries. Home office establishes subcontract to adjust and elaborate methodologies and tools for greater reliability.

Quality Assurance Initiated: March 1995

h. First field workshop conducted

Collaboration: August 1995

i. Review international agency relationships (FAO, WFP etc.), review for improvement of mission/USAID Washington and other donor communication.

Complete Improved Communications: September 1995

j. Mid-term external evaluation : October 1996

D. Monitoring and Reporting Plan

1. Project Monitoring Responsibilities: The Project Manager will have the primary responsibility for monitoring the progress of the FEWS III Project, utilizing the monitoring assistance provided through the USDA. The Manager will be responsible for making sure that reviews of progress are undertaken in accordance with this Project Paper and as needed during the course of project implementation. The Project Advisory Committee will provide informal monitoring as well. The Committee will be particularly encouraged to offer suggestions related to improving the effective use of FEWS outputs by decision makers.

After the prime contract is awarded, the prime contractor will prepare a project workplan which integrates the work plans of the contractor and collaborating Federal agencies and others. It will enumerate the strategies for achieving the project purpose which include expected project outputs at designated times (milestones) during project implementation, as well as plans for assessing project impact upon beneficiary groups. The plan will form the basis for monitoring the performance of the contractor and collaborators.

2. Reporting Requirements: FEWS will have three general forms of reports that the Team and the Project Director and Project Manager can use to monitor the Project. These cover technical, administrative, and financial issues, and will be prepared by the implementing organizations on a scheduled basis. To reduce unnecessary redundancy, technical, administrative, and financial reports will be combined.

a. Annual Workplans: Joint workplans will comprise all of the essential tasks to be performed through the Project and will also be coordinated with the work planned by federal agencies assisting in the implementation of the Project. It will include those activities to be performed by the home offices of the prime contractor, and at the regional and individual country levels. These workplans will be developed to ensure that analysis and reporting activities are consistent with information needs of identified decision makers and in-country capabilities which exist in companion early warning systems. Within three months of the award of the principal contract, and annually in October of each subsequent planning year, the contractor will provide the Project Manager with a draft workplan. The workplan will include a discussion of the objectives of the planning period in relationship to the stated project goal and purpose, and will identify important milestones for accomplishing these objectives, who will perform the tasks

and the timing of expected outputs. Individual workplans will be related to overall annual project workplans, and all planned essential travel will relate to individual workplans. The contractor will also identify any significant impacts which the Project is expected to have upon beneficiary groups, as well as any other impacts related to the project goal, purpose, as well as any other key indicators identified by the Project Manager. The plan will also discuss the planned allocation of personnel and other resources, the time schedule, any planned improvements in tools and methodology, and the specifications and timing for deliverables to be produced. The plan will include a budget of expenditures and a schedule of planned travel and shipments. Workplans will also include work planned under any subcontracts which have been approved by USAID's contract office.

b. Trimesteral Reports: The contractor and collaborating entities will submit to the Project Manager a trimesteral administrative and financial report at times designated by the Project Manager. These reports will include a review of the activities of the past 120 days, and financial projections for the upcoming trimester. Each of these reports will contain a detailed accounting of expenses incurred during the trimester in each contract category and a forecast of the financial requirements under each contract component for the next 120 days. Other requirements related to these reports will be specified in provisions of the relevant contracts and intra-agency agreements.

c. Annual Reports: At the end of each fiscal year of project operation, the contractor will prepare an annual report which will document the accomplishments related to the past year's workplan. This will serve as the basis for the preparation of the workplan for the subsequent year. It will also discuss such issues as the status of improvement of processes and tools financed under the Project. Because of the high degree of interdependence of data acquisition activity with host country institutions, the report should incorporate a discussion of the progress and impact of training and relevant international consultation.

The purpose of this report is to provide the Project Manager and the Project Committee with information essential for their review of the progress of collaborating organizations towards fulfilling

the End of Project Objectives. The report is the principal documentation to track the progress of the core components of the Project.

d. Continual Record Keeping Requirements: Several records of the contractor should be available to the Project Officer on an as-needed basis. These include financial records, information on specific activities undertaken under the workplan, training plans, correspondence with Missions and host country institutions, travel and other reports, curricula, models, computer systems and other technical information generated under each of the components of the Project.

E. Evaluation Plan

Two independent external evaluations will be conducted during the life of the Project: a mid-term evaluation early in Fiscal Year 1997 and a final evaluation in the fifth (last) year of the Project. The purpose of the independent evaluations will be to review progress being achieved in meeting the project's goal and purpose. Specific attention will be paid to impacts that the Project is having and progress towards achieving End-Of-Project Status Indicators. The evaluations will also recommend actions which will assist the Project in meeting its intended multiple objectives. Particular attention will be paid in all evaluations of the use of FEWS information products by the relevant decision makers.

Examples of evaluation type questions are:

-- Do the FEWS reports provide decision makers with the necessary and sufficient information to efficiently keep track of developing pre-famine situations?

-- How do decision makers use FEWS information and how well integrated is it with relevant decision-making processes?

-- How does the information influence decisions made concerning food and food emergencies? Are decisions more timely and do they respond accurately to field conditions?

-- What national, community level and household level impacts have occurred in terms of improved food access as a result of famine avoidance actions in which FEWS has played a role?

As part of the mid-term evaluation, USAID will conduct an external financial assessment of the contractor. This will include an

assessment of the financial management systems of the contractor and will review financial documents prepared by the contractor and submitted to A.I.D.

F. Procurement Plan:

1. Procurement Instrument

a. Competitive Selection: FEWS III will utilize two procurement mechanisms to engage the services of the principal implementing entity: a competitive cost-reimbursement contract making use of central funds for core services and a companion requirements contract. Competitive selection is advantageous to the Government because the scope of services is fully specified as a result of past performance standards, control over the timing and focus of activities is fixed and consistent with the objective of greater consistency and reliability of reporting.

b. Non-Competitive Selection: Handbook 12 procedures will be used to procure services of agencies of the Federal Government for data supplies and services. The RSSA and PASA mechanisms permit USAID to secure these services. *USDA, NOAA, NASA and USGS* will be engaged by these means. Section 621a of the Foreign Assistance Act of 1961, as amended, and as implemented by Handbook 12 Chapter 1B3b, permits procurement of services from another USG agency where the agency is particularly suited and where it is not competitive with private enterprise. The justification and determination for procurement of technical assistance from another USG agency is attached in Section VI of this Project Paper.

c. Procurement of Services and Commodities: A primary contractor selected by USAID will be responsible for the implementation of the project's three core components: early warning and vulnerability analysis, methodology improvement, and capacity building, cooperation and feedback. Early warning activities will be provided for all sub-Saharan Africa (see Figure 4). Vulnerability analysis, training and related capacity building services will be provided through field representatives working in selected high famine risk areas. Flexibility will be required by the contractor for adapting to the changing nature of the famine threat in different areas and to the different

requirements involved in responding to the threat of famine when and where it develops.

The contractor will be responsible for obtaining all the necessary inputs, including staff, which will be needed to complement the support provided by the government agencies involved in implementing the Project. The contractor will work with the USGS to provide the timely analysis of rainfall and other NDVI-related data supplied to USGS.

The contractor will obtain the appropriately skilled staff required by the Project, both long and short term. Short-term services required will be provided using technical assistance provided either through core staff, or thorough consultants and other subcontractors. Short-term consultants may be used for activities such as those related to training, methodology improvement, tracking of emerging famine threats and famine response planning. The use of consultants and subcontractors obtained under contract arrangements approved by the Contracts Office of USAID/W shall require prior written approval by the USAID Project Manager. All candidates for long and short-term positions must be submitted to and approved by the USAID Project Manager unless otherwise agreed to in writing.

The prime contractor will be responsible for procuring through consultant and subcontracts, if necessary, such goods and services as:

-- Short-term highly specialized technical advisory services to assist FFRs provide the necessary routine coverage outlined in the Project Paper;

-- Short-term expert services as part of rapid assessment teams to verify the severity of famine threats, identify food related needs which can be included in emergency food requests, and to assist in planning the famine avoidance response, such as in identifying vulnerable groups as targeted recipients of food assistance; and

-- other procurement in the areas of training, including the development of training materials, and analysis of remotely sensed and vulnerability data will likely be required. Commodities and services are limited to those needed by the contractors' long and short-term personnel to perform their tasks. All procurement will comply with

Federal government guidelines for competition by procurement agents.

d. Institutional Experience: The prime contractor who implements the FEWS III Project need not have extensive experience in geographic information systems. The contractor must provide expertise and demonstrated competence in international agricultural economics, agronomy and related government policy financial mechanisms which impact on famine vulnerability. The contractor must have demonstrated experience in working in Africa. Expertise in designing and implementing project training activities, and in field analysis of agricultural systems is highly desirable. Individual staff members proposed by the contractor will be evaluated on their technical expertise, language capabilities and previous relevant field experience.

e. Source and Origin of Goods and Services: Each country where research, training, technical or other assistance takes place under this Project shall be deemed to be a cooperating country for the purpose of permitting local cost financing. The nationality for suppliers of services, including ocean transportation services, and the source and origin of commodities financed Under the Project shall be as set forth in the Update and Reissuance of the Africa Bureau Instructions on Implementing Special Procurement Policy Rules Governing the Development Fund for Africa (DFA) dated February 1, 1993 ("DFA Guidance"), as may be amended from time to time.

f. Disadvantaged Contract Entities: The request for proposals for procurement under this Project will be open to competition by disadvantaged contract entities. The successful offeror shall provide the maximum practicable subcontracting opportunities for disadvantaged business concerns as evidenced in the subcontracting plan submitted with its proposal in accordance with FAR 19.704. No less than 10 percent of the dollar value of the contract must be subcontracted to disadvantaged enterprises including disadvantaged entities which are not small.

2. Expertise and Support Staffing : It is anticipated that the Project will require a technical staff of up to thirty individuals at any one time, including FFRs and assistant FFRs. The contractor's staff will be divided between the Washington headquarters office and approximately, twelve countries where project

activities will be ongoing for five years. For a list of the Level of Effort projected for the staff see Figure 7. It is expected that at least half of the country assistant FFR representatives will be composed of residents hired from the countries where activities are based. It will be incumbent on the contractor to actively seek out experts from the respective countries to ensure this staffing pattern. Within the respective totals for contract services, the proposer to an RFP, and the contractor with the award, may adjust the estimated composition of personnel shown below if necessary in order to perform the work required hereunder. The contractor must obtain the approval of the USAID Project Manager before making any adjustments.

Prospective contractors shall, aspart of their bid, incorporate a proposed strategy for implementing the project components at the country level to maximize performance reliability within a limited budget. Such a strategy may take the form of greater utilization of foreign nationals and citizens of Category One countries, which will have an impact upon enhancing the likelihood of sustainability of the early warning network. Specifics of the mix of host country nationals versus expatriates will depend upon a range of factors including the availability of technically qualified foreign nationals, the expressed preferences of USAID missions and their financial support at the time of project mobilization when these issues will be resolved.

For the purpose of bidding, contractors will bid against a proposed list of locations and staffing configuration, such as that contained in Figure 4. However, USAID will determine the final configuration for the location of FFR resident stations after consulting with Missions.

Following are illustrative descriptions of the types of individuals to occupy key positions in the *illustrative project plan through intra-governmental agency service agreements*:

- a. *USDA Project Manager*: The incumbent shall have a minimum of a Masters degree in a discipline directly related to management and administration. He/she shall have a minimum five years of field service in Africa and shall have experience managing large scale, multi-procurement projects. The incumbent should have operational knowledge of social science quantitative and empirical methodologies for information and data analysis, design of field surveys and research and exploratory efforts directed at social phenomena in developing countries. He/she should have a general understanding of map analysis techniques and geographic information systems, including basic computer literacy; and

b. *USDA Quality Assurance Consultant:* The incumbent shall have a minimum of a masters degree in a discipline directly related to understanding the process of famine monitoring. This includes the disciplines of agriculture, agricultural economics, nutrition, statistics and information systems. He/she shall have a minimum of three years of overseas experience and have skills which can be related to improving the link between technical analysts and various users of FEWS generated information.

The following are illustrative descriptions of the types of individuals to occupy key positions in the *illustrative project plan through competitively procured contract services:*

a. *Chief of Party, Principal Contractor:* The incumbent shall have a masters degree in a discipline directly related to management and administration and/or equivalent experience. In addition, at the discretion of the contractor, he/she may hold an advanced scientific degree in a discipline that is directly relevant to, or provides a basic understanding of the disciplines involved in famine monitoring. He/she shall have had a minimum of three years field experience in a developing country, conducting operations of relevance to management of a famine early warning system. The incumbent shall have had experience managing large research or development projects and operational knowledge of applying social science quantitative and empirical methodologies for information and data analysis. The candidate should have excellent interpersonal skills, excellent communication and writing skills. French literacy is highly desirable;

b. *Agro-climatologist:* Provides technical assessment of NDVI, cold cloud duration, rainfall and/or other relevant remote sensing products in relationship to the effects of agro-climatic changes upon agricultural production of staple food crops in potentially drought affected environments throughout the whole of Africa. Also, provides this information to decision makers in AID/W, USAID Missions and host country governments in a way which maximizes the benefit of this information and facilitates appropriate use of this information in early warning and follow up in terms of ground truthing, analysis and other responses which might be appro-

appropriate. Provides back-up support to specific Mission and FFR requests;

c. *Agronomist*: Tracks changing agricultural conditions in drought-threatened countries and works closely with the agro-climatologist to identify the implications of weather-induced changes upon agricultural production and the dependence of populations upon agriculture. Provides this information to decision makers in AID/W, USAID Missions and host country governments in a way which maximizes the benefit of this information and facilitates appropriate use of this information in early warning and follow-up in terms of ground truthing, analysis and other responses which might be appropriate. Provides back-up support to specific Mission and FFR requests. Qualifications: holds a Ph.D and is a widely recognized expert in the field of agronomy specializing in crop use intensity mapping and/or other related analytical techniques. Preferably, he/she has at least three years of relevant African experience;

d. *Agricultural Economist/Economist/Social Scientist*: Works with agro-climatologist and agronomist to understand the economic and social implications upon selected population groups of agro-climatic changes affecting agriculturally productive as well as non-productive areas. Provides the conceptual leadership and supervision for the vulnerability analysis conducted under the Project so that it meets the needs of the decision makers being served under the Project. Assists FFRs to apply the vulnerability analysis framework presented earlier. Provides this information to decision makers in AID/W, USAID Missions and host country governments in a way which maximizes the benefit of this information and facilitates appropriate use of this information in early warning and follow-up in terms of analysis and other responses which might be appropriate. Assesses other economic factors, primarily related to food access, which are important in understanding the economic factors related to a famine threat. Provides other back-up support to Missions and FFRs as might be required;

e. *Food Aid Advisor/ Agricultural Economist*: Assists the Africa Bureau, Food for Peace and OFDA better evaluate and prioritize emergency food aid requests using objective criteria for making this determination. The incumbent will work directly

under the supervision of the Project Manager to: (1) develop a set of criteria for the prioritization of emergency food aid requests, particularly so as to avoid famines from developing, (2) undertake the necessary analysis to increase the comparability of food aid requests vis a vis the established criteria, (3) track food aid requests from Missions requesting clarification and/or additional information where necessary, (4) meet regularly with Food for Peace and OFDA to provide FEWS analysis for the purpose of allocating emergency food aid resources, (5) monitor changes in situations relating to food emergency requests and provide this information to AID/W, and (6) carry out other related tasks and responsibilities as might be assigned. As requested, also assists Missions (and host country governments) to identify the appropriateness of food aid requests. Moreover, by monitoring advances in knowledge about the causes of famines and about other more effective response mechanisms for avoiding famine than food aid, applies that information when famine threats become apparent. Preferable qualifications: holds a Ph.D and is a widely recognized expert in the field of food aid and famines. Has at least three years of relevant African experience;

f. *Early Warning Capacity Building Specialist:* Serves as the specialist within the FEWS team for working with FEWS field staff to identify ways to enhance the value of FEWS activities in relationship to developing and strengthening host country early warning information and capacity systems. The incumbent will provide leadership and guidance to the Project in assessing existing host country early warning information systems. He/she will provide resource support for FFRs involved in identifying and strengthening host country early warning systems, and enhance the overall effectiveness of FEWS in strengthening local capacity to both identify and respond to a famine threat. He/she will help in the assessment of the relationship of FEWS to National Early Warning institutions and provide expertise related to the institutionalization of early warning activities. He/she will also have responsibility for the FEWS Fellowship Program and will develop regional as well as in-country training plans which improve the relevance of FEWS training to technical staff employed within national early warning systems. The incumbent will also help support cooperation, wherever feasible.

between host country early warning institutions and the media to provide timely and accurate pre-famine information which is helpful to famine response planners. Preferable qualifications: Has at least three years of relevant African experience related to training and capacity building;

g. *Computer Systems Specialist*: The incumbent shall have advanced competence in automatic data processing systems and current technologies of computer based processing and analysis. At the discretion of the contractor, the incumbent may also have an advanced degree in a technical discipline which complements the array of scientific skills required for famine forecasting. Experience with ARCINFO-IDRISI GIS software would be highly desirable;

h. *Information and Reports Specialist*: The incumbent shall have a masters degree in english, journalism, information science or management. He/she shall have at least 5 years work in complex information and reporting systems. Experience in the design and management of socio-economic and geographically based information, and advanced computer/ telecommunication reproduction methodology is highly desirable. Experience may be substituted for academic qualifications. French language capability is highly desirable; and

i. *Famine Field Representative*: The incumbents shall have at least a masters degree in a discipline that is directly relevant to, or provides a basic understanding of the disciplines involved in famine monitoring. This includes agricultural economics, agro-climatology, agriculture, health, nutrition, socio-economic geography, rural economics, etc. He/she shall have had a minimum of three years field experience in a developing country, conducting operations of relevance to data acquisition and analysis of potential famine conditions.

The contractor shall have the option to organize the technical qualifications, as appropriate, within the implementation team in an alternative manner than that presented above, e.g. Chief of Party, Field Programs Specialist, Technical Analysis Specialist, Computer Systems Specialist, and Field Representative. Technical qualifications shall be understood to mean the disciplines of agriculture, health, nutrition, socio-economic geography, agricultural economics, rural economics, sociology, anthropology, agro-climatology, and meteorology etc.

3. Level Of Effort: The FEWS II Project was amended in 1992 to begin FEWS coverage of the Southern Africa Region. In 1992 FFRs were dispatched to Malawi, Zimbabwe, Kenya and Zambia to help in the food emergency which resulted from the severe drought during the 1991-1992 crop year. During this same period an FFR was assigned to Ethiopia, which had been covered by an FFR in the FEWS office in Washington. The FEWS office in Washington was also expanded to support the new countries covered.

FEWS III will continue to provide early warning and vulnerability coverage to all high famine risk Category One Countries. Planned level of effort is for approximately four FEWS field offices to continue with full staffing. In addition, regional FEWS stations will also be established in West Africa, Southern Africa, East Africa and the Horn. Each of these will be manned by at least one, and possibly two FFRs and Assistant FFR(s). The regional stations will be responsible for surveillance over approximately eight Category One Countries not served by resident FFRs. Category Two and Three Countries will receive additional support through Mission-funded delivery orders to the Project's requirement contract. Assistant FFRs, recruited from the cadre of local national experts, will be recruited to collect information in these countries provided with regional surveillance. The country sites will be verified following authorization, and will be revised during the Life of Project period.

Figures 7 and 8 show the level of effort for the prime contractor to support the 8 FEWS Field Offices necessary to achieve the End-Of-Project Indicators of the FEWS III Project.

The illustrative proposed strategy will require a maximum of 1,664 total person months of labor for the core contract to conduct regional analysis activities, support capacity building, technical and methodological improvements during the course of the Project. Contingencies may raise this total to 1,800 person months. *The core contract for the Principal Implementing Entity shall provide that the contract may be amended by 100 person months up to three times, beginning no sooner than one year after authorization. This Option may be exercised should the need arise and should additional funds be available and added to the central funding amounts of this agreement, for a core contract total of 2,100 person months.*

Figure 7: LEVEL OF EFFORT OF THE PRINCIPAL IMPLEMENTING ENTITY (Central Office)

	Project Year					LOP
	1	2	3	4	5	
CORE CONTRACT: Central Office						Central Office
Chief of Party	4	12	12	12	12	52
Technical Analysts (4)	16	48	48	48	48	208
Information and Reports	4	12	12	12	12	52
Computer Systems	4	12	12	12	12	52
Capacity Building Ass't.	4	12	12	12	12	52
Technical Support	4	12	12	12	12	52
Information Management Assistant	4	12	12	12	12	52
Finance/Administrative Assistant	4	12	12	12	12	52
Secretary	4	12	12	12	12	52
Sub-Total	48	144	144	144	144	624

Figure 8:

LEVEL OF EFFORT OF THE PRINCIPAL IMPLEMENTING ENTITY (Field Operations)

	Project Year					LOP
	1	2	3	4	5	
<u>Field Operations</u>						
FEWS Field Representatives (FFRs)	32	96	96	96	96	416
Assistant FFR	48	144	144	144	144	624
Sub-Total	80	240	240	240	240	1040
TOTAL	128	384	384	384	384	1664

INITIAL ENVIRONMENTAL EXAMINATION OR CATEGORICAL EXCLUSION

Project Country: Regional 698-0491
Project Title: Famine Early Warning System III
Funding \$ 43,000,000 (LOP) FY 94-98
IEE Prepared By: AFR/ARTS/EA, Craig Noren

Environmental Action Recommended

Positive Determination _____
Negative Determination _____
Categorical Exclusion _____ X _____

Categorical Exclusion:

The Famine Early Warning System (FEWS III) project meets the criteria for Categorical Exclusion in accordance with Section 216.2(c)(2) (i) (iii) (v) (vii) and (xiv).

FEWS activities constitute collecting and analyzing data, and the technical assistance and training to help African countries with their own early warning/planning activities.

Approved: _____ X _____

Disapproved: _____

Date: _____ 1/31/93 _____

Concurrence: *J. M. Gaudet*
Bureau Environmental Officer
John Gaudet, AFR/ARTS/FARA

Clearances: GC/AFR: Mary Alice Kleinjan *MA Kleinjan* date *3/10/94*

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Project name : Famine Early Warning System III
 Est. Completion : 1998
 Date of Revision: 9/3/93
 Design Team : C.Moren, T.Olson, R.Aggerwal

Section VII - 1

Narrative Summary (NS)	Measureable Indicators (OVI)	Means of Verification (MOV)	Important Assumptions
<p>Goal: 1 To reduce the incidence of famine in Africa.</p>	<p>1.1 Reduced recurrent incidence of emergency famine relief in countries of sub-Sahara Africa from two/three per decade to none</p>	<p>1.1 World Food Program and FAO statistical reports</p> <p>1.2 Country stational indicators of improved food security</p>	<p>(Goal to Supergoal)</p> <p>1 Cost-effective & quality assured vulnerability assessment methodologies and technologies are concurrently developed or improved.</p> <p>2 AID and other donors continue to support the institutions and mechanisms for emergency warning and food vulnerability assessment in LDCs.</p> <p>3 Host countries and food donor assistance agencies act on early warning forecasts and recommendations provided by FEWS and related projects.</p>
<p>Purpose: 1 To provide host country and U.S. decision makers with timely and accurate information on potential famine conditions in Africa so they can make appropriate decisions about famine prevention initiatives</p>	<p>1.1 Decision makers make regular use of FEWS information and take FEWS analysis into consideration when forming appropriate responses to a specific famine threat.</p> <p>1.2 At least three national early warning systems will perform to high quality one or more data collection, processing and/or analytical tasks related to early warning.</p> <p>1.3 At least three host country decision makers and USAIDs will use FEWS vulnerability analysis and other FEWS support to link developmental</p>	<p>1.1 EOP evaluation; progress reports by contractor/grantee institutes; peer review reports.</p> <p>1.2 Contractor reports, FAO and WFP communications and reports.</p> <p>1.3 Client assessments, quality assurance assessments and workshop summaries.</p>	<p>(Purpose to Goal)</p> <p>1 Skilled field analysts are recruited with the training and background to make full use of GIS and other installed analytical tools.</p> <p>2 Information on food access and vulnerability is readily collectable in a cost effective manner.</p> <p>3 The early warning methodology is thorough, and accurate. Reports are easy to comprehend and appropriate for use by decision makers in several levels of government and the donor community.</p> <p>4 Host country decision makers perceive the value of installing a high</p>

Narrative Summary (NS)	Measurable Indicators (OVI)	Means of Verification (MOV)	Important Assumptions
	country programs dealing with food security with pre-emptive famine prevention strategies.		quality forecast system under host country auspices.
<p>Outputs:</p> <p>1 Early-warning assessment and reporting is conducted about who is experiencing food access problems which could lead to famine. Information concerned with addressing the threat is issued to decision makers.</p> <p>2 Test and perform incremental improvements to the methodology and tools developed in FEWS I and II to strengthen information used by decision makers to prevent famine.</p>	<p>1.1 Routine and periodic analysis will be conducted and information will be disseminated to host country decision makers, to USAID and other international and private and voluntary agencies concerned with humanitarian relief. The reports include detailed famine alert impact reports for Category One countries, and plans to assist decision makers in the famine response.</p> <p>1.2 GIS/quantitative data integrator software permits rapid report generation and dissemination from the FFR stations.</p> <p>1.3 Data bases are developed which are valuable reference sources both for early warning and for response planning purposes</p> <p>2.1 Vulnerability Analysis: a) develop input software to simulate the effect of vulnerability changes with a variety of interventions. b) develop output software and analytic tools to project the impact (on markets, or public health for example) following a variety of interventions c) develop rapid assessment tools to</p>	<p>1.1 Contractor/grantee quarterly progress reports.</p> <p>1.2 Peer/expert review reports.</p> <p>1.3 AFR/DRCO project officer reports. Research publications.</p> <p>2.1 Periodic evaluations and monitoring reports of AFR/DRCO.</p>	<p>(Output to Purpose)</p> <p>1 Key contractor/grantee institutions identify appropriate models around which to develop incremental improvements of methodology and tools.</p> <p>2 Analysis report program is well defined and managed, has clear objectives and provides effective service to decision makers.</p> <p>3 Coordination continues to be of interest and concern to other donors and host countries.</p> <p>4 Host country early warning services, which are important sources of data to FEWS, are supported adequately in famine prone states.</p> <p>5</p>

Narrative Summary (NS)	Measurable Indicators (OVI)	Means of Verification (MOV)	Important Assumptions
<p>3 Assist host countries create and/or improve national early warning data collection systems in collaboration with the international community and other supporting organizations to sustain and enrich the early warning network.</p>	<p>project food consumption at different thresholds of famine stress (e.g. starvation, severe malnutrition, malnutrition, etc.)</p> <p>2.2 Early Warning Analysis: a) develop integrator software to quickly link rainfall, crop yield and remote sensed information (NDVI-Greenness) b) improve communication and other mechanisms to replace more FEWS/Washington analysis with increased field analysis effort. c) develop methodologies to project famine potential stress from flood, wind storm or other natural conditions in addition to drought.</p> <p>2.3 Response Planning Analysis: -- develop decision tools to weigh alternative response interventions (e.g. food aid donations versus purchases from local markets; distribution through commercial markets or by other means).</p> <p>3.1 Training for host country field representatives recruited for the FEWS project will permit them to effectively analyze and assist in the presentation of famine early warning information.</p> <p>3.2 Seven 7 self-learning standardized methodology training packages will</p>	<p>2.2 Contractor/grantee reports.</p> <p>3.1 AFR/DRCO Project progress reports;</p> <p>3.2 Reports of FAO-WFP and host countries concerning early warning</p>	

Narrative Summary (NS)	Measureable Indicators (OVI)	Means of Verification (MOV)	Important Assumptions
	<p>be developed and disseminated.</p> <p>3.3 Eight (8) host country technicians and decision makers will visit the U.S. project facilities for three-week orientation and training sessions.</p> <p>3.4 One technology workshop will be held each year to include invited host country technicians and AGRHYMET personnel.</p> <p>3.5 8 technical service trips to Africa by U.S. based technicians will be taken each year to assist USAIDs and host country forecast institutions.</p>	<p>and famine relief</p> <p>3.3 Training records and Workshop Reports from the contractor</p>	
<p>Activities:</p> <p>1.1 FEWS III contractor is awarded the procurement. The contractor mobilizes key personnel and prepares a joint implementation plan for the transition, including a FFR training plan.</p> <p>1.2 FEWS III contractor staff attends extended training program</p> <p>1.3 Contractor staff move to field locations and conduct joint reporting exercises. Station relocations accomplished</p> <p>1.4 host countries and USAIDs surveyed for information and service needs, joint planning with USG partners completed.</p>	<p>Inputs/Resources:</p> <p>Project Budget (million \$US)</p> <p>Early Warning Reportg 22.4</p> <p>Methods/Tools Devpmt 3.8</p> <p>Capacity Bldg/Coop'n 4.3</p> <p>Project Managm't 1.2</p> <p>Contingency/Inflation 3.0</p> <p>Evaluation/Audit .3</p> <p>SUBTOTAL 35.0</p> <p>Buy-in (Early Warning) 8.0</p> <p>=====</p> <p>TOTAL 43.0</p>	<p>1.1 AID Project Manager reports.</p> <p>1.2 AID Project Manager and contractor reports</p>	<p>(Activity to Output)</p> <p>1 Transition process, and FEWS II adaptations leading up to transition, are successfully completed.</p> <p>2 FEWS Methodology Framework is developed into implementation guidelines which provide adequately for detection and analysis of food vulnerability changes.</p> <p>3 Discussions are successful with FFR host entities, and USAID Missions to upgrade FFR services. Qualified staff are recruited for training.</p> <p>4 Satisfactory follow-on operational procedures are developed with the several Federal collaborating entities and host country famine assessment services.</p>

Narrative Summary (NS)	Measureable Indicators (OVI)	Means of Verification (MOV)	Important Assumptions
1.5 FEWS II PACD, New agreements for partners (NOAA, NASA, USGS, USDA) are awarded, subcontract for cold cloud duration analysis and consultant services awarded by the contractor			5 International donor staff, WFP and FAO, collaborate and participate in networking and consensus building meetings.
1.6 Station relocations accomplished, equipment upgrade takes place, FEWS III is fully operational			
2.1 Data link with remote sensed information (NDVI, rainfall) with field data observations accomplished for all FFR stations		2.1 Project disbursement records.	
2.2 Exercise to prioritize and analyze emerging food aid needs completed		2.2 AID Project Monitoring reports and contractor studies.	
2.3 Simplified and focussed reporting is initiated.		2.3 Procurement records	
2.4 Plan and execute sub contracts for technical assistance, to continue and elaborate methodology/tools improvements, and prepare self-learning packages.		2.4 Reports from decision makers, Project monitoring records.	
3.1 Plan first U.S. study tour for host country technicians.		3.1 Contractor progress reports and annual work plans.	
3.2 review coordination, communication with other donor agencies, other early warning services (FAO, AGRYMET, SADCC), host country information services, and develop capacity building plan		3.2 procurement records	
3.3 Plan first annual technology workshop series, and conduct workshop		3.3 Contractor progress reports	
3.4 Financial management review and mid-term external evaluation		3.4 Contractor progress reports 3.5 Contract progress reports, USAID Mission feedback	

Annex A

PID Review and Findings

a. Summary Findings

Food security is a high priority for the Africa Bureau and is one of the four strategic objectives of the Development Fund for Africa (DFA). The DFA Action Plan stresses the need to overcome chronic food insecurity by increasing incomes and market access for poor households. It also recognizes the need to improve instruments such as food aid, early warning systems, and targeted subsidies for dealing with transitory food shortfalls resulting from drought, civil disturbances, and other causes. The FEWS program is an important element of the Africa Bureau's implementation of the DFA food security strategy.

A.I.D.'s Famine Early Warning System (FEWS) activities began on an ad hoc basis in mid-1985 under crisis conditions to respond to United States Government (USG) needs for information about food shortage and famine affected populations. USG responses to specific crises had been severely hampered because of lack of adequate information. Thus, the first objective of FEWS was to identify conditions which might lead to a food shortfall (and thus an emergency), and to inform decision-makers in AID/W of the condition.

The initial project authorization for FEWS as a separate project was signed on September 28, 1988, with implementation beginning in FY 1989. The scope was broadened to include host country needs and regional/international collaboration. Since its inception, FEWS has provided important and timely information, contributing to sound decision making and enhancing A.I.D. response capability, effectiveness, and impact. The Project has promoted a consistency of early warning methodology and technology across Africa, and among regional/international organizations. Given these findings, as well as A.I.D.'s on-going need to program emergency food assistance, the March 1992 Africa Bureau Regional Project Review determined that a follow-on project was appropriate.

b. Issues

The issues meeting for the FEWS III PID was held on January 22, 1993 and the ECPR meeting on subject PID was on February 2, 1993. The Africa Bureau ECPR approved the PID for FEWS III on March 23, 1993. Following are the issues from the ECPR concerning the project paper:

1. Management of FEWS III

Nature of the issue: This issue has two separate and related points - (a) What office should be the bureaucratic home (from an oversight/management standpoint) for FEWS III and (b) How to fulfill the need for a full-time manager for the project?

Both the evaluation of FEWS II (January 1992) and the PID for FEWS III discussed at length the need for proper positioning and involvement of the Bureau's managers in the implementation of this project. The PID recommended moving the responsibility for oversight and management to an operational office. In addition, FEWS is already active in ten countries with the prospect of more being added, indicating a need for close management from A.I.D.. The PID also recommended assignment of a full-time project manager.

Resolution of the issue: FEWS III will be managed by the Africa Bureau's Disaster Coordination Office (DCO). USDA will provide a full-time project manager through a PASA arrangement.

2. FEWS III's Role in Decision Making

Nature of the issue: The PID proposes the FEWS III project manager engage actively in greater dissemination of information generated by the FEWS III project.

This recommendation is to ensure that not only is FEWS III information disseminated widely, but also that it is brought to the attention of AID/W decision-makers at the earliest possible time so appropriate decisions can be made. This recommendation is consistent with the first issue. Both should lead to cost savings if they result in more timely decisions.

Resolution of the issue: The ECPR approved participation of the FEWS III project manager in the Africa Bureau review and approval process for emergency food and non-food assistance to countries in Africa south of the Sahara.

3. Host Country Capacity Building

Nature of the issue: The issue is how much core funding should be put into host country capacity building?

There was general agreement that FEWS III should include and encourage capacity building. Additionally, it was clear that there is a widely shared, but not unanimous, belief that FEWS III should focus more on that capacity building component than has past FEWS projects. There was not clear agreement on how this capacity building was to be funded.

Resolution of the issue: FEWS field representatives (FFRs), which

are centrally funded, will work with host country counterparts to act in an advisory capacity in the establishment of local early warning systems. In addition, the project will develop training packages on EWS for host country institutions. Any additional assistance will be through Mission buy-ins.

4. Sustainability of FEWS

Nature of the issue: There is concern that there will be a continuing need for FEWS-like information beyond the PACD of the project.

In the short-term, it is prudent for A.I.D. to rely upon the FEWS III to advise the Africa Bureau and Missions on vulnerability issues; it is the expectation that this reliance should diminish over time. Given the five year life of the project and the existing African early warning capacity, it is unlikely that FEWS would be fully sustainable upon the PACD.

Resolution of the issue: The project will work with regional and international organizations to develop a consistent early warning methodology and to increase the effectiveness of the early warning systems for African countries. In addition, the project will have a set of indicators which enable the project to monitor the sustainability of FEWS-like deliverables.

5. RECOMMENDATIONS

It is recommended that you sign the attached project authorization to authorize the Famine Early Warning System Project at a level of \$48.2 million in DFA funds.

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Annex B

Summary - Institutional/Administrative Analysis

1. Institutional Variability

FEWS is a region-wide activity, not directed to any specific host country institution for implementation. Collaborative activities are directed, in general, toward government or private institutions in host countries with an interest in famine forecasting and/or mitigation. FEWS programs have been installed overseas as part of a U.S. embassy organization, a host country institution, or as a stand-alone service. For this reason a conventional institutional/administrative analysis for this project would not be appropriate. The project does not seek to establish food security forecasting institutions overseas, but does seek to support those services where they exist. Specific institution creation activities within countries, where they are desirable, will be financed in FEWS III by Mission "buy-ins".

Five separate organizational structures were used in FEWS II: in 5 countries the FFR was in the USAID mission, and on one occasion as part of the U.S. Embassy organization. Two FEWS country programs were installed as part of a national ministry. FEWS was adopted in Niger as a national service that is loosely linked to other parts of the government and the USAID mission. Famine studies for the Sudan were part of Washington office operations. Each program made use of a national service or a PVO to acquire secondary data. While the competency of these several local institutions to provide timely, accurate data naturally varies significantly, the back-up remote sensing services and the "Convergence" methodology served to provide satisfactory reliability to the forecasting effort.

There are several design features in the project which will help to further host country competency and sustainability. Specific features include the incorporation of host country professional personnel in FFR training programs and annual in-country workshops, the transfer of methodology and tools packages for host country use, the training of host country personnel in the FEWS home office and collaborating Federal agency installations. It is anticipated that USAID Missions will fund further capacity building activities in countries which need them.

2. Constraints

The project seeks to demonstrate that famine in Africa can be effectively erased as a result of the broad dissemination of vulnerability reporting and the accuracy and reliability of FEWS

Annex C

Summary - Social Analysis

1. Project Constituency

Food insecurity is largely a problem of the very poor: those living in highly vulnerable areas of food risk who have few household resources to call upon during times of approaching food shortages. The ability of families to cope with relative shortage depends upon the asset base of the household. Wealthier families may sell assets to avoid reducing food consumption below critical levels. For the very poor without assets, an enforced reduction of consumption is often the only available strategy. A profile of groups having the greatest vulnerability (Figure 13) shows that the very poor often have less of a proportion of farm income to non farm income than other rural inhabitants. While the average of non-farm income throughout Africa is 38 percent, in Kenya and Sudan and Niger reaches 60 percent. This cash income is most sensitive to economic down-turn and price explosions. As a result, the numbers of people in need of food assistance in rural areas, added to urban residents with subsistence vocations, climb disproportionately when these events occur. Figure 14 shows the risk impacts to be captured by the FEWS Decision Framework.

2. Gender Disaggregation

Women constitute a critical group because of their role in household food production and strategies. Women grow most of the food and are responsible for its preparation and processing. Women have less access to, and control over, key productive resources. They are often all but invisible to decision makers in government ministries in the national capital of an African state.

FEWS III is concerned with national conditions, and continent-wide analysis. This is a separate problem for FEWS III. Famine early warning forecast methodologies that are cost-effective are difficult to devise to the degree of resolution that specific social, cultural and ethnic groups can be identified and located spatially for targeted assistance.

FEWS III works with national and local authorities to sensitize the national forecast systems to the impacts of food insecurity on high-risk populations. The data and forecast system attempts to ensure that the relief benefits reach the household level among the vulnerable populations, and also that development plans which can mitigate food vulnerability problems also reach those most at-risk groups. General parameters to represent most vulnerable populations and geographic distributions of these populations are incorporated in the FEWS Framework. The project addresses this

information over other methodological schemes of forecasting. The list of institutional constraints is headed by the scarcity of host country nationals who are adequately trained in physical or social sciences and are competent to acquire the multi-disciplinary skills necessary to conduct FEWS analysis. This constraint is present both in the recruiting of the project for Assistant FFRs and recruiting for staff within national famine forecast services. FEWS III will address this constraint through:

-- the standardization of systems and methods of analysis and reporting, and

-- the formal and informal training and assistance to host country institutions by FFRs, as well as personnel of other international and regional organizations and local NGOs.

A further constraint is an absence of adequate automatic data processing equipment and telecommunication equipment. This problem is compounded by an absence of analytical equipment maintenance and repair facilities. FEWS III addresses the constraint by making available staff technical advisors, and limited repair and maintenance assistance to host country forecast services.

An incomplete understanding of the full impact of famine and the impact of corrective action during a famine represents other constraints on the project. The United Nations addresses this constraint by coordinating work of FAO, WFP and UNEP. In some circumstances, private and voluntary organizations fill the "real-time" information gap. FEWS III works with others on joint design and program development tasks. It shares methodology and information with those who seek greater understanding and planning in countries where FEWS operates.

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Income sources of sample households in Ethiopia, Sudan and Niger, by income group

Income Sources	Ethiopia		Sudan		Niger	
	Poor	Very Poor	Poor	Very Poor	Poor	Very Poor
(percent of total net income per capita)						
Cropping	42	55	30	25	43	40
Livestock	24	6	13	15	3	4
Wages	13	2	8	13	21	8
Fuel Products	15	28	11	21	7	13
Handicrafts	1	3	2	5	1	2
Transfers	4	4	33	19	11	15
Commerce	1	1	3	1	14	18
Other	0	1	0	1	0	0
Total	100	100	100	100	100	100

Sources: Webb, von Braun and Yohannes (1992); Teklu, von Braun and Zaki (1991); Webb (1992).

--Sources of risks of food insecurity and affected populations

Risks	Households and People at Risk of Food Insecurity
Crop production risks (pests, drought, and others)	Smallholders with little income diversification and limited access to improved technology such as improved seeds, fertilizer, irrigation, pest control Landless farm laborers
Agricultural trade risks (disruption of exports or imports)	Smallholders who are highly specialized in an export crop Small-scale pastoralists Poor households that are highly dependent on imported food Urban poor
Food price risks (large, sudden price rises)	Poor, net food-purchasing households
Employment risks	Wage-earning households and informal-sector employees (that is, in peri-urban areas and, when there is a sudden crop-production failure, in rural areas)
Health risks (infectious diseases, for example, resulting in labor-productivity decline)	Entire communities, but especially households that cannot afford preventive or curative care and vulnerable members of these households
Political and policy failure risks	Households in war zones and areas of civil unrest Households in low-potential areas that are not connected to growth centers via infrastructure
Demographic risks (individual risks affecting large groups)	Women, especially when they have no access to education Female-headed households Children at weaning age The aged

Source: von Braun, Bouis, Kumar and Pandya-Lorch (1992).

Summary - Economic Analysis

1. **Empirical Evidence of Benefits**

The economic analysis of the project is based on the empirical evidence and assessment of savings, especially in better rationalized transport of food aid, in the USG program of disaster assistance. The United States has provided food aid to the Sahel region of Africa since the early 1970's. Prior to the establishment of FEWS I, timely and credible information concerning the seriousness of the situation was lacking. This resulted in late decisions. In the 1970's and in particular in the mid 1980's, relief food supplies had to be airlifted to starving people at great cost to the US taxpayer. An estimated \$20,000,000 in transport costs could have been saved in just three of the many situations requiring airlifting; e.g., Mali in 1973, Ethiopia in 1985 and the Sudan in 1986.

2. **Southern Africa Drought**

The FEWS project was designed to provide information in advance of critical situations so that donor decision-making could be accelerated and needed food aid delivered by less costly transport modes. Relief of the Southern Africa Drought in 1991-1992 was able to be carried out through cost effective sea shipment largely as a result of improved famine and food vulnerability put in place since the mid-1980's. Unfortunately, FEWS was not in place for the Somalia disaster. A redeployment of only 3.5 percent of the food aid shipments within Southern Africa from truck to rail transport, as a result of the greater lead time which FEWS could provide, would justify the total estimated budget for FEWS III. Earlier warning of impending famine situations in the future can facilitate such savings. The usefulness of FEWS data for monitoring and evaluating food security, and for use in development planning is just now being recognized. Some specific savings as a result of accelerated decision-making facilitated by the timeliness of FEWS information include:

- o Early contracting for least cost sources and locations of needed food.
- o Advance scheduling of transport to minimize disruption of normal commercial trade and to permit maximum use of the least cost modes,
- o Arranging for least cost financing of needed non-Grant food aid,

- o Minimizing the cost of disruption of a recipient country's macro economy, production and marketing,
- o Lessening the need of hungry people to migrate together with associated economic, social and cultural costs, and
- o Reducing the health impacts and associated welfare costs as well as the loss of productivity due to transitory malnutrition.

Economic benefits of FEWS to host countries include mitigation of losses in labor productivity, losses in social welfare resources as a result of health and other stresses, losses in productive infrastructure, and political and social disruption.

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Annex E

Summary - Technical Analysis

1. Separation of Roles

What is the role of the strategic data gathering and analysis taking place under FEWS for famine early warning in the Agency's development program? The relevance of the information is certainly high for food security development efforts. After extensive discussion in the Africa Bureau, the leadership has concluded that a significant managerial distance shall be maintained between FEWS and related projects: including AGRHYMET (Sahel Water Data Management), AELGA (African Emergency Locust and Grasshopper Assistance), and the bureau food security intervention in HHRAA. The separation of the FEWS focus of transitory food insecurity and the requirements for long term development are regarded by USAID as essential if the emergency role of FEWS is to maintain its primacy and efficiency. With this decision, however, the risk is evident that advances in one (development oriented) activity may be made without informing the other (early warning effort), with a resulting impediment to the Agency's overall efficiency.

2. Country Need

The incidence of countries at risk of famine in Africa might be identified by assessment of historical response of the Agency. During the period 1980-1990, 38 African countries received emergency food from the United States at least once. Only nine countries in Africa south of the Sahara did not receive U.S. emergency food during the period. The Figure shows which countries received assistance, and how often.

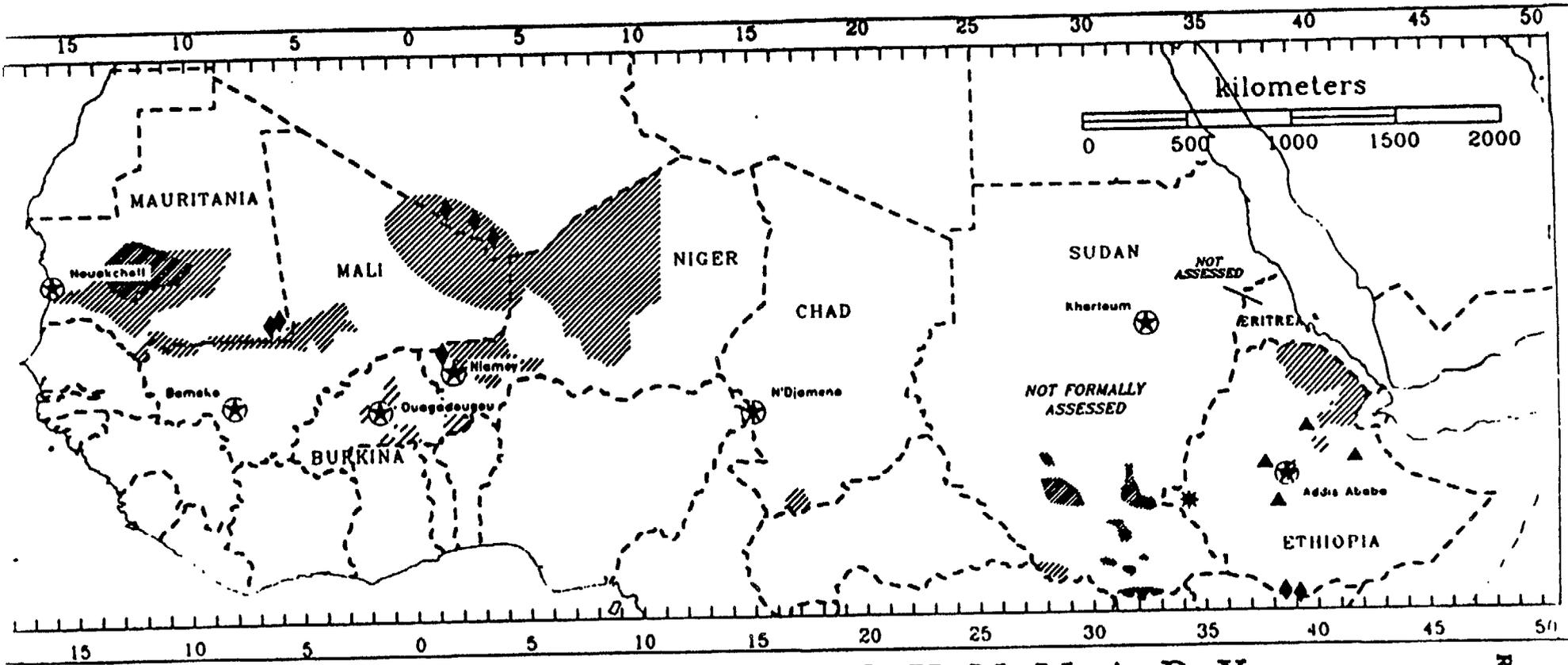
TABLE E-1

COUNTRIES RECEIVING EMERGENCY FOOD PROGRAMS
1980-1990

No. Of Years Rec'd (max. 11)	COUNTRIES
11	Angola, Ethiopia
10	Mozambique, Somalia, Sudan
9	none
8	Chad
7	Botswana, Burkina Faso, Djibouti
6	Senegal, Uganda
5	Madagascar, Mali, Mauritania, Niger
4	Gambia, Malawi, Tanzania

- 3 Cameroon, Cape Verde, Guinea Bissau, Lesotho, Rwanda, Zaire
- 2 Kenya, Zambia, Zimbabwe
- 1 Benin, Burundi, Central African Republic, Cote d'Ivoire, Equatorial Guinea, Ghana, Guinea, Liberia, Sao Tome & Principe, Sierra Leone, Togo
- None The Comoros, Congo Republic, Gabon, Mauritius, Namibia, Nigeria, the Seychelles, South Africa, Swaziland

A separate list of the amount of aid per capita, however, is misleading. Mali receives a disproportionate amount of assistance from Europe over the years. Cape Verde receives a disproportionate share of non disaster food assistance from the United States as a result of the efforts of a strong resident constituency in the United States.



REGIONAL SUMMARY

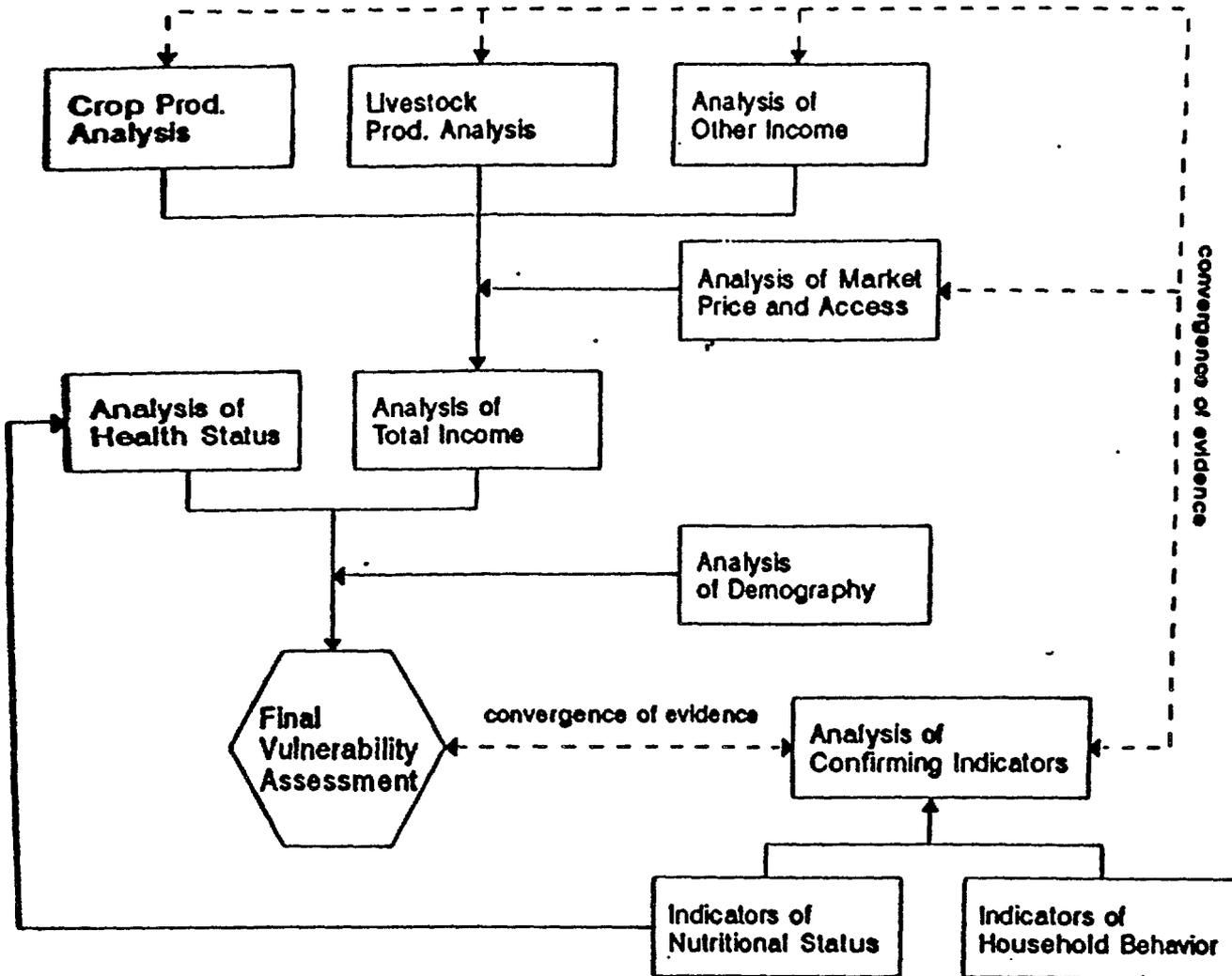
VULNERABLE POPULATIONS

- | | | | | | |
|----|--------------------------|--|-----------------------------------|--|-------------------------------------|
| -- | International Boundaries | | Extremely vulnerable populations | | Extremely vulnerable concentration |
| ★ | National Capitals | | Highly vulnerable populations | | Highly vulnerable concentration |
| | | | Moderately vulnerable populations | | Moderately vulnerable concentration |

Regional: Vulnerability Assessment Summary
 USGS / FEWS June / 1993



The FEWS Framework
 The Structure of FEWS Vulnerability Analysis



3. Information Requirements and Conceptual Framework

A. Information Requirements

Figure 1 presents a simple organizing framework related specifically to the information requirements of decision makers. (See Section II. A. 3. "Famine Information Requirements"). The framework allows FEWS project management to:

- 1) help provide a clear, comprehensive, coherent focus for FEWS III;
- 2) keep the focus on providing information which will answer important questions which decision makers have which are specifically related to famine response once a famine/threat has been identified; and
- 3) assist project management in allocating scarce project resources.

The framework depicts various decision makers (i.e. AID/W, USAID and host countries) requiring different types of famine early warning information at different points in time. The assumption is made that the different types of information required is "needed" by decision makers to assist in making resource allocation decisions designed to avoid famine. These resources will vary in type, level and quality depending upon who and where the decision maker happens to be located, the organizational relationships and responsibilities, as well as other factors. The framework helps in identifying who the decision-making audience happens to be; namely those who control resources which can be used to prevent famine. It also presents a continuum which relates to early warning information which is temporally related. Although the interest of decision makers in famine early warning information is likely to be highest when an immediate large-scale famine threat occurs, the framework provides a context which looks at this information in relationship to basic more chronic famine vulnerability conditions as well.

It also serves as a basis for discussing with other providers of food security information (e.g. FAO, UNICEF etc.) possible areas of collaboration and complementarity of effort. This is particularly important in linking relevant information generated through other AID sources (e.g. food security information from AFR/ARTS/FARA, country specific information from Mission API submissions etc.) to the decision-making information focus of FEWS. This can be particularly useful in a management context in helping to ensure that FEWS resources are used as cost-effectively as possible, rather than spent upon activities which duplicate the famine related information generation efforts of others.

B. Conceptual Framework

The above mentioned framework, used primarily as an organizational tool, is non-analytic and relates specifically to the questions of decision makers related to famine early warning. In order to link this, however, with the answers to those questions, a basic conceptual approach is needed which models as accurately (and simply) as possible the current state of knowledge about the causes of famine links in relationship to the needs of key decision makers. FEWS II has operated with a dual emphasis upon collecting production related information and collecting other available information related to problems of food access by particularly vulnerable households, primarily related to household income. The basic conceptual approach for FEWS III will be to adapt the approach pursued under FEWS II to reflect advances in knowledge related to early warning information and response systems. This approach continues to reflect the basic theme of FEWS II analysis; namely that problems of food access rather than food availability are the usual primary immediate causes of famines. It introduces into the framework specific variables related to specific decision options of decision makers, such as those related to use of markets in food allocation and distribution.

One suitable basic conceptual framework starts by linking the three basic and interrelated components of a food system which both contribute to and protect against famine vulnerability. These three components are:

- (1) Production (Agricultural and non-agricultural)
- (2) Markets
- (3) Consumption

Links between markets and food consumption are central to this conceptual understanding because of the existence of extensive and convincing evidence that reduced food access is the primary immediate cause of famine. The conceptual framework also includes a link focusing upon both agricultural production as a source of food availability and non-agricultural production as a source of income necessary to preserve food access, because reductions in food availability could lead to problems of inadequate access. Each of these three elements impacts upon the other in critical ways which are necessary for understanding the nature of a particular famine threat, detecting early changes in conditions in which the famine threat becomes relatively more acute, and designing appropriate interventions (related to the allocation of resources) that can be effective in preventing starvation and severe malnutrition when the threat of famine becomes acute.

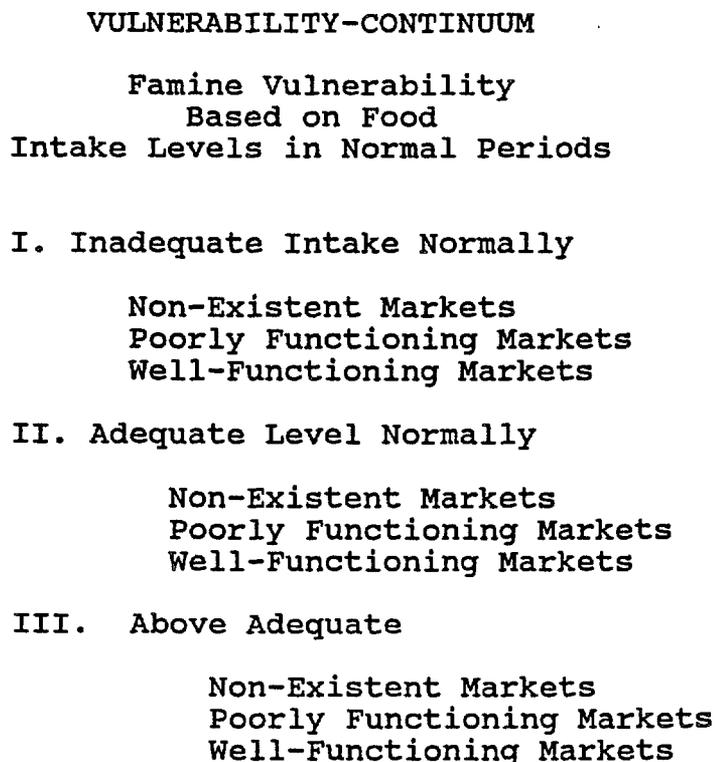
The starting point in using this framework is in understanding how a particular production, marketing and consumption "system" normally works, and how it therefore normally prevents severe malnutrition-like conditions from occurring. Specifically, it

attempts to analyze if the "normal" food system results in the outcome of adequate or sub-adequate levels of food consumption.

Once this is established, it will could be used to identify the reasons why production and marketing systems in famine-threatened areas normally result in food consumption levels which are at, above, or below levels which are considered to be adequate. This could then be followed by a detailed examination of the relationship and importance of local markets vis a vis the normally prevailing level of consumption in areas facing a famine threat. This would then permit examining cases when consumption levels are exceeding low, whether this is a symptom of markets which are non-functional under normal conditions, or simply the result of relatively scarce marketed food supply passing through functional markets and/or weak effective demand within those markets.

Analysts using this approach could identify vulnerability at the market community level. Vulnerability could be expressed along a continuum of market-consumption relationships, with low levels of consumption and non-existent markets at one end, and high levels of consumption and well functioning markets at the other (see Figure 2).

Figure 2



One primary and practical set of questions which can be addressed

using this framework relate to the issue of how best to distribute the food which is required to avoid starvation and/or severe malnutrition. This is an essential concern to key host country decision makers and to AID as well in helping to identify the best food distribution arrangement to follow in using food aid to most effectively avoid famine.

Basic "baseline" vulnerability information (see above) could be used to provide a better "link" with information obtained about some exogenous famine threatening "event", whether it be a weather induced production shortfall or what have you. By focussing information about the impact of the exogenous event in the highest vulnerability areas, analysts can then address the issue of the extent to which food availability and access problems will be buffered by well functioning markets or exacerbated in the case of poorly functioning ones.

This will have immediate application for the policy maker in deciding how best to "exploit" markets for famine food distribution purposes. In cases where markets normally function well, the challenge will be in providing information to decision makers which will help avoid the temptation to reintroduce some form of price or non-price markets controls which many USAID have assiduously attempted to remove through (economic) structural reform, market liberalization and privatization. In cases where markets exist, but do not function well normally, analysis of options for decision makers related to the role of markets in food distribution during a famine episode is more complicated. Clearly, however, in cases-where markets do not function properly under normal circumstances in ensuring adequate levels of food intake, the options faced by decision makers will need to focus on non-market solutions.

This conceptual framework should serve as the basic mechanism for organizing information collection activities under FEWS which are designed to assist decision makers in addressing those resource allocation questions reflected in the organizing framework. It should be refined and improvements to it should be made over the course of FEWS III to make it more relevant to changing conditions and emerging knowledge.

Annex F: FEWS III Food Security Indices and Country Rankings

To assist in determining the level of FEWS funding which will be directed to each country, an analysis was undertaken of each country's food security situation relative to the other sub-saharan African nations covered by FEWS. This analysis highlights the following factors as central to determining a country's need for a famine early warning system: low levels of food availability, highly variable food production, and inaccessibility of food at the household level. Other factors which impact food security and subsequently famine management are not captured by these indices, yet play an important role. These include, for example, diet preference--i.e., where food is available, but not suitable for local consumption.

Regional Trends

Food production per capita for the FEWS countries as a whole declined throughout the 1980's. This downward trend has continued into the 1990's, with production levels 15% lower in 1992 than in 1980. The decline in food production is a result of repeated episodes of drought, exacerbated by civil war and economic recession. While food production declined during the decade, calorie availability was maintained at nearly the same level of 2,200 kcal per person daily.¹ This level is relatively low; a minimum acceptable level is estimated at 2,300 kcals per capita.² In comparison, China's availability in 1990 was 2,706 kcals per capita and for Latin America, the regional average was 2,664 kcals per capita.

Table 1 provides an indication of how individual country's performed relative to the rest of the region in terms of food production per capita and calorie availability. While most countries performed consistently above or below the average on both indicators, categories 2 and 3 include country's whose performance was mixed. This points to the fact that while domestic production

¹ FAO defines food production as the sum of price-weighted quantities of different agricultural commodities, deducting for animal feed, seeds, and food lost in processing. Food is defined as including all commodities considered edible and containing nutrients (excludes tea and coffee). Calorie availability is computed by deriving the energy equivalent of the food supply in a country. Supply is comprised of domestic production, imports less exports, and changes in stock.

² The FAO publishes calorie requirements for individual countries, but also has a general acceptable level of 2,300 kcals which is frequently used for comparisons (Cleaver, 1993).

is an important indicator of food security, some countries choose to supply food through commercial imports rather than domestic production. For other countries, higher levels of food production per capita have still not translated into adequate calorie availability.

Table 1.a shows the trend in food production for 44 African countries. When these trends are tested for degree of consistency (Students t-distribution) over the 12 years between 1980 and 1992, we see that 28 states are unambiguously declining in food production, 13 countries are close to the line of either consistent decline or increase, and three countries have clearly increased their food production per capita. The increasing countries are Benin, Burkina Faso and Nigeria. Countries in which the trend is not altogether clear are: Ziombabwe, Zambia, Burundi, Guinea, Cote d'Ivoire, Senegal, Guinea Bisseau, Chad, Togo, Kenya, Mauritius, Ghana, and Cape Verde.

Country Rankings

In order to determine which FEWS countries were the most at risk in terms of food security, each country was ranked on several different indicators, and then each was given a composite score based on these individual rankings, with the worst case countries having the lowest scores. These rankings were used to place countries into varying categories of famine risk (Table 2). Three models using different sets of indicators were used in the rankings. Model 1 used three variables; food production per capita, calorie availability and the under 5-yrs-old mortality rate. The second Model was developed by the Office of Food and Humanitarian Assistance at USAID and uses 5 variables; food production per capita levels, calories per capita per day, gross foreign exchange earnings, GNP per capita and the under 5-yrs-old mortality rate. Model 3 uses the same variables as the second but uses a normalization procedure to remove implicit weights generated by the statistical method when countries with calculated values have wide ranges in value are compared with countries with narrow ranges of indicators. This process confirms Mauritania as a highest-risk country. All of the highest risk countries from all three methods are assembled into Category One of Figure 6 in the Project Paper. ³

High Risk Countries

All three models indicate that most countries continue to be in the same situation of famine risk as they were during earlier phases of

³ For a detailed description of the methodology see Jerre Manarolla, "The Food Security Index." (Office of Program, Planning and Evaluation Bureau for Food and Humanitarian Assistance, A.I.D.) Washington DC, 1991.

between 1985-1992 as compared to a decline of -4.5% between 1980-1984, bringing it back up to 1980 levels by 1992. While the country faced severe declines in production during the drought year in 1984, the next two years were relatively good years, including a peak in 1988. Calorie availability also witnessed tremendous declines for the first half of the 1980's. However, calorie availability has reflected the increases in food production, but even during the peak years, calorie availability only reached about 1800 kcals, reflecting very low levels in per capita availability overall. Chad has one of the lowest calorie availability figures for FEWS, at 1640 kcals per day in 1990.

Moderate Risk Countries

There are several countries which are in the high-risk category for the FEWS project, but are placed in lower risk categories by the models. Three of these are the Sahelian countries of Burkina Faso, Mauritania, and Mali. Burkina Faso has experienced tremendous growth rates in cereal production in the last ten years; food production per capita grew by 2.08%, clearly one of the few African countries to have such positive growth. Calorie availability from 1985 onwards has hovered around the regional average of 2,100 kcals per capita. The strides that Burkina has achieved in food production are remarkable since Burkina remains one of the poorest countries in Africa, with a GNP per capita of US\$290.

Mauritania is a relatively high-income country compared to most of the other countries in the high-risk category. In 1991, Mauritania had a GNP per capita of US\$510, Ethiopia's was US\$120, Malawi was US\$230. Mauritania is one-third desert, and agriculture contributes only 24% of GDP. It is highly urbanized, with almost half of the population in the urban areas. Mauritania's food production dropped significantly during the 1984 drought and although recouping somewhat in the years following this, has seen production drop even below 1984 levels in 1992. The international community seems to realize the country's dependence on external sources for food and has made it a large recipient of food aid, (see table 6). The country's calorie availability has increased significantly since 1984, reaching a level of 2,469 kcals per day. AID closed their mission in Mauritania in 1991 and now gives food aid to the country indirectly through the World Food Programme.

In Mali, most agricultural and economic activity is associated with the Niger river. Rainfall is limited; in the South of the country it amounts to 1,120 mm per annum on average delivered during a 4-5 month per annum season. The North of the country is semi-desert, with an average of less than 250 mm rainfall per annum. The country is landlocked and goods have to travel around 1,3000 km to and from port. While the country experienced a severe drought in 1984 and more recently in 1987, 1990, and 1992, food production has kept in line or been slightly above the regional average levels for most of the 1980's. The drought in 1984 was followed by improved

FEWS. Countries such as Malawi, Mozambique, Ethiopia, and Angola faced declining trends in food production since the beginning of the 1980's. For Mozambique and Malawi, domestic production of food has fallen precipitously in the latter half of the 1980's. Mozambique's food production declined by 32 percent between 1984 and 1992. Malawi, faced with drought and disruptions to its economy due to the civil war in Mozambique, has seen food production drop by 35 percent between 1984 and 1992.

While for Mozambique, Namibia, Angola, and Malawi, declines in food production began in the early 1980's and continuously deteriorated, Somalia's food production was fairly stable until 1988, when it began a steep decline, resulting in a drop of 70% by 1992. Sudan experiences a higher variability in production than some of the other high-risk countries. In Sudan, rainfall can reach as high as 1,000 mm per annum in the South, but this varies from year to year, subjecting the area to period droughts. Sudan faced a drought in 1984, partially recovered in 1985 and 1986, then faced another disastrous year in 1987. After another year of reasonable production in 1988, 1989-90 were again drought years, with 1990 reaching a record low. The last two years, 1991 and 1992 seem to show recovery in production levels.

Two countries which were not on the high risk category for FEWS 2, but which are now experiencing tremendous strains on production are Liberia and Sierra Leone. In Liberia, civil war in the late 1980's has caused severe disruptions in the food supply. The country managed a positive annual increase in food production per capita between 1980 and 1984 of 0.6%, the civil war however, has meant a decline of 6.1% annually between 1985-1992. The war has meant the displacement of the majority of subsistence farmers and the abandoning of smallholdings for three entire seasons. The UN's World Food Programme (WFP) stated in early 1993 that over 1 million Liberians were either displaced within Liberia or forced to become refugees in neighboring countries (Economist Country Reports, 1993).

For Sierra Leone, which borders Liberia, the influx of refugees from Liberia and the related border war has decimated food and cash crop production; while food production per capita was declining about 0.2 percent annually between 1980-84, this changed to a 2.38% annual decline in the latter half of the 1980's. Food production has been harder hit because the country's most fertile regions are in the south and east. According to the FAO, the food situation reached a crisis point in 1992 and large-scale logistical support is urgently required. In 1992, an estimated 248,800 tons of cereal imports were required, an 80% increase from the previous year's requirements (Economist Country Reports, 1993).

Although Chad continues to be ranked in the most high-risk category according to the models, it made significant improvements in food production per capita in the latter half of the 1980's. Food production per capita had a positive average annual growth of 0.54%

rainfall in 1985, which combined with commercial and food aid imports resulted in a jump in calorie availability from kcals to per capita. In 1990, consumption availability was 2,233 kcals, as compared to 1,875 kcals in 1980.

Conclusion

The preceding models show that while drought is a major factor contributing to famine, it is not the only one. For famine early warning systems to be more effective it will be necessary to interpret the several contributing factors leading to famine emergencies. Distinguishing among social, political or natural causes will also provide a better indication of whether the food disruptions will be transitory or chronic. A country's potential ability to surmount famine often is predicated on existing political and social capabilities to influence food production and availability, especially for the most vulnerable population groups. Including evidence of relative capacities in the early stages of country categorizations will allow for greater effectiveness in executing relief programs based on FEWS monitoring.

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Economic and Social Data Services (CDIE/ESDS)
October 26, 1993

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Table 1: Comparison of Country Food Indices with FEWS Average.

Category I. Low level of food production, low calorie availability

Somalia	Sudan	Zambia
Namibia	Ethiopia	Madagascar
Mozambique	Angola	Sierra Leone
Liberia	Lesotho	Comoros
Malawi	Rwanda	Sao Tome and Principe
Eritrea		

Category II. Above average food production level, low calorie availability

Chad	Burkina Faso
CAR	Burundi
Zaire	Kenya
Nigeria	Ghana

Category III. Above average calorie availability, low level of food production

South Africa	Cameroon	Tanzania
Mauritania	Botswana	Gabon
Swaziland	Niger	

Category IV. Above average calorie availability, Above average level of food production

Uganda	Cote d'Ivoire	Mali
Togo	Congo	Mauritius
Senegal	Benin	Guinea-Bisseau
Cape Verde		Gambia

Note: Comparison made for most recent year of data available: food production per capita (92), calorie availability (90).
No data for Djibouti, Seychelles, Equatorial Guinea.

**Table 2: Country Rankings of Risk Based on Three Different Models
(Highlighted countries are in categories different from FEWS 2)**

Model 1

Highest Level of likely incidence of food access risk and institutional need

Somalia, Malawi, Angola, Mozambique, Rwanda, Sierra Leone, Ethiopia, Niger, Sudan, Chad, Liberia, Namibia

Moderate Risk and Institutional support need

Tanzania, Comoros, Burundi, Lesotho, Sao Tome, CAR, Gambia, Madagascar, Mali, Zambia, Guinea-Buissau,

Lowest Relative famine risk and institutional support need

Cameroon, Mauritania, Uganda, Gabon, Zaire, Congo, Burkina Faso, Botswana, Nigeria, Ghana, Swaziland, Kenya, Zimbabwe, Togo, South Africa, Benin, Cote d'Ivoire, Senegal, Mauritius, Cape Verde

Lack of data for: Eritrea, Equatorial Guinea, Djibouti, Seychelles

Model 2, method A

Highest level of likely Incidence of food access risk and institutional need

Mozambique, Ethiopia, Sierra, Chad, Rwanda, Guinea Bissau, Burundi, Malawi

Moderate Risk and Institutional Need

Uganda, CAR, Sudan, Burkina, Comoros, Tanzania, Mali, Madagascar, Niger, Sao Tome, Kenya

Lowest Relative Famine risk and institutional need

Ghana, Guinea*, Gambia, Zambia, Mauritania, Nigeria, Lesotho, Togo, Benin, Botswana, Cape Verde, Senegal, Congo, Swaziland, Seychelles, Mauritius, Gabon, South Africa

Lack of data for: Angola, Somalia, Eritrea, Equatorial Guinea, Liberia, Namibia, Zimbabwe, Djibouti, Cameroon, Cote d'Ivoire, Zaire. *note: Guinea is not on original FEWS list.

Table 2 (continued)

Model 2, method B

Highest Level of likely
incidence of food access
risk and institutional need

Mozambique, Sierra Leone,
Ethiopia, Comoros, Rwanda
Chad, Mauritania,

Moderate Risk and
institutional support need

CAR, Sao Tome, Sudan,
Guinea Bisseau, Burundi
Malawi, Lesotho, Kenya,
Guinea*,

Lowest Relative famine risk
and institutional support need

Uganda, Ghana, Burkina
Faso, Zambia,
Cape Verde, Mali, Gambia,
Niger, Madagascar, Congo,
Tanzania, Nigeria,
Togo, Senegal, Benin,
Botswana, Swaziland,
Mauritius, Gabon, South
Africa, Seychelles

Lack of data for: Angola, Somalia, Eritrea, Equatorial Guinea, Liberia, Namibia, Zimbabwe, Djibouti, Cameroon,
Cote d'Ivoire,
Saire. *Note: Guinea is not on original FEWS list.

**Table 1a: Country Ranking by Trends in Food Production Per Capitas
1980-1992**

A. Declining Food Production

Country X coefficient with
t-distribution over 2.0

Somalia	- 4.40
Liberia	- 3.11
Malawi	- 3.02
Sao Tome	- 2.77
Botswana	- 2.51
Mozambique	- 2.30
Cameroon	- 2.22
Rwanda	- 2.07
Sudan	- 2.01
Gambia	- 1.99
Namibia	- 1.90
Niger	- 1.87
Swaziland	- 1.77
Angola	- 1.70
Lesotho	- 1.70
Tanzania	- 1.70
South Africa	- 1.53
Madagascar	- 1.40
Gabon	- 1.30
Sierra Leone	- 1.30
Comoros	- 1.22
Ethiopia	- 1.20
Mauritania	- 1.10
Mali	- 0.90
Congo	- 0.80
Zaire	- 0.66
Uganda	- 0.60
CAR	- 0.50

**B. Ambiguous Trend in Food
Production**

Country X coefficient with
t-distribution less
than 2.0

Zimbabwe	- 2.40
Zambia	- 1.88
Burundi	- 0.70
Guinea	- 0.34
Cote d'Ivoire	- 0.19
Senegal	0.11
Guinea Bissau	0.22
Chad	0.30
Togo	0.36
Kenya	0.76
Mauritius	0.95
Ghana	1.30
Cape Verde	2.30

C. Improving Trend in Food Production

Country X coefficient with
t-distribution more
than 2.0

Nigeria	2.00
Benin	2.40
Burkina Faso	3.16

Model 2, method A: Country Rankings of Food Security

COUNTRY	GNP	Calories	Under 5	Gross	Food Prod	GNFRANK	CALRANK	UNDRANK	OFDRANK	FOODPRODRANK	Composite Rank
	Per Capita	Per Capita	Mortality Rte	Ferlings Bushes	Per Capita						
	1989-91	1989-91	1989-91	1989-91	1989-91						
MOZAMBIQUE	80.0	1793.5	295.3	26.0	135.2	1	4	1	6	12	24
ETHIOPIA	120.0	1694	219.3	16.6	140.2	3	2	10	1	13	29
SIERRA LEONE	216.7	1914	257.0	40.1	127.4	9	6	3	9	11	36
CHAD	190.0	1684.5	216.0	46.3	178.8	6	1	11	10	19	47
RWANDA	313.3	1985	198.0	25.8	105.6	14	8	13	5	8	48
GUINEA-BISSAU	180.0	2226.5	246.0	17.7	193.2	4	21	5	2	20	52
BURUNDI	213.3	1923.5	189.7	22.9	204.4	8	7	14	4	23	56
MALAWI	200.0	2048	246.3	53.1	218.1	7	11	4	13	25	60
UGANDA	186.7	2207.5	173.7	19.9	219.6	5	19.5	19.5	3	26	73
CENTRAL AFRICAN REPUBL	400.0	1652.5	189.3	65.4	156.7	20	5	15	16	17	73
SUDAN	1537.8	2002.5	172.0	31.2	123.2	32	9	21	7	10	79
BURKINA FASO	273.3	2202	222.0	55.6	244.2	12	18	6	14	28	80
COMOROS	473.3	1750	146.3	110.7	86.9	24	3	27	21	7	82
TANZANIA, UNITED REPUBL	110.0	2198	173.7	33.2	284.7	2	17	19.5	8	36	82.5
MALI	253.3	2247	265.3	64.8	279.2	11	23	2	15	34	85
MADAGASCAR	220.0	2160.5	176.0	47.3	275.5	10	15	17	11	33	86
NIGER	303.3	2245.5	221.3	48.6	271.2	13	22	9	12	32	88
SAO TOME & PRINCIPE	420.0	2176	55.0	78.7	61.5	22	16	35	17	5	85
KENYA	360.0	2055.5	96.0	95.5	147.9	17.5	12	31	20	15	95.5
GHANA	393.3	2093	140.0	80.6	203.0	19	13	28	16	22	100
GUINEA	476.7	2256	237.3	130.1	202.6	25	25	7	23	21	101
GAMBIA, THE	340.0	2269	237.7	216.2	250.6	16	26	6	27	29	104
ZAMBIA	430.0	2017	149.0	162.9	209.8	23	10	24	24	24	106
MAURITANIA	496.7	2450.5	213.3	257.2	66.1	26	33	12	26	6	105
NIGERIA	336.7	2207.5	175.0	127.4	265.8	15	19.5	16	22	31	105.5
LESOTHO	546.7	2107	132.7	307.5	115.9	27	14	29	30	9	109
TOGO	406.7	2295.5	147.0	194.0	232.6	21	28	26	25	27	127
BENIN	360.0	2389	146.7	91.0	263.6	17.5	31	25	19	35	127.5
BOTSWANA	2166.7	2251.5	85.7	1780.6	49.0	33	24	32	35	4	128
CAPE VERDE	686.7	2665.5	58.3	271.9	42.9	28	35	34	29	3	129
SENEGAL	703.3	2326.5	185.3	202.2	265.4	29	29	16	28	30	130
CONGO	1000.0	2280.5	110.7	589.2	145.4	30	27	30	31	14	132
SWAZILAND	1006.7	2623.5	150.0	972.6	176.4	31	34	23	33	16	139
SEYCHELLES	4920.0	2344.5	21.0	3629.9	5.3	37	30	37	37	1	142
MAURITIUS	2300.0	2697.5	28.3	1659.0	8.6	34	36	36	34	2	142
GABON	3623.3	2424.5	164.0	2113.3	150.6	36	32	22	36	16	142
SOUTH AFRICA, REPUBLIC (2480.0	3146.5	63.7	719.2	364.1	35	37	33	32	37	174

*Calorie data 1989-90

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Model 1: Indicators of Food Security

Country	Calories	Under5	Food Production	CALRANK	UNDERS RAN	FOODRANK	Composite Rank
	Per Capita	Mortality Ra	Per Capita				
	1989-1991	1989-1991	1989-1991				
Somalia	1851	212.3	70.5	5	9	2	16
Malawi	2048	231.0	74.1	14	4	5	23
Angola	1882	219.0	80.0	7	7	9	23
Mozambiq	1793.5	230.3	82.6	4	6	14	24
Rwanda	1965	209.0	82.0	11	11	12	34
Sierra Leon	1914	286.7	91.6	8	1	25	34
Ethiopia	1694	196.3	87.6	2	14	19	35
Niger	2245.5	252.0	74.1	28	2	6	36
Sudan	2002.5	169.0	71.5	12	21	3	36
Chad	1684.5	210.7	99.3	1	10	34	45
Liberia	2208.5	194.0	74.4	26	15	7	48
Namibia	1949.5	117.7	73.7	10	36	4	50
Tanzania	2196	182.7	84.5	21	17	15	53
Comoros	1750	131.2	86.3	3	34	17	54
Burund	1923.5	178.3	92.1	9	18	27	54
Lesotho	2107	142.7	81.0	17	30	10	57
São Tome f	2176	90.6	64.5	20	38	1	59
Cent Afr Re	1852.5	154.3	93.7	6	25	29	60
Gambia	2269	230.6	90.3	32	5	23	60
Madagasc a	2160.5	168.7	89.2	19	22	22	63
Mali	2247	214.0	92.6	29	8	28	65
Zambia	2017	145.7	90.7	13	28	24	65
Guinea-Bli	2228.5	250.8	107.0	27	3	37	67
Cameroon	2199	125.0	81.4	22	35	11	68
Mauritania	2450.5	203.3	87.6	38	12	18	68
Uganda	2207.5	192.0	98.1	24	16	32	72
Gabon	2424.5	157.7	82.5	37	24	13	74
Zaire	2116	152.3	95.5	18	26	30	74
Congo	2280.5	175.7	92.1	33	19	26	78
Burkina Fae	2202	200.0	124.3	23	13	43	79
Botswana	2251.5	45.3	75.7	30	42	8	80
Nigeria	2207.5	170.7	115.4	25	20	40	85
Ghana	2093	135.3	107.1	16	33	38	87
Swaziland	2623.5	146.6	88.8	40	27	20	87
Kenya	2055.5	105.7	107.1	15	37	39	91
Zimbabwe	2253.5	67.3	89.1	31	40	21	92
Togo	2295.5	142.7	99.3	34	29	33	96
South Africa	3148.5	85.0	86.2	43	39	16	98
Benin	2389	165.3	121.2	36	23	42	101
Côte d'Ivoire	2525	141.7	96.6	39	31	31	101
Senegal	2328.5	137.0	101.9	35	32	35	102
Mauritius	2897.5	25.3	104.3	42	43	36	121
Cape Verde	2865.5	51.2	119.5	41	41	41	123

*Calorie data only 1989-90.

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Model 2, Method B: Food Security Index Normalized Distributions & Ranks

<u>Country</u>	<u>Normalized Value</u>	<u>Rank</u>
MOZAMBIQUE	-1.45	1
SIERRA LEONE	-1.24	2
ETHIOPIA	-1.22	3
COMOROS	-1.12	4
RWANDA	-1.11	5
CHAD	-0.93	6
MAURITANIA	-0.85	7
CENTRAL AFRICAN REPUBLIC	-0.79	8
SAO TOME & PRINCIPE	-0.68	9
SUDAN	-0.61	10
GUINEA-BISSAU	-0.55	11
BURUNDI	-0.50	12
MALAWI	-0.50	13
LESOTHO	-0.45	14
KENYA	-0.36	15
GUINEA	-0.29	16
UGANDA	-0.14	17
GHANA	-0.12	18
BURKINA FASO	-0.10	19
ZAMBIA	-0.09	20
CAPE VERDE	-0.09	21
MALI	0.01	22
GAMBIA, THE	0.07	23
NIGER	0.11	24
MADAGASCAR	0.21	25
CONGO	0.26	26
TANZANIA, UNITED REPUBLIC OF	0.27	27
NIGERIA	0.28	28
TOGO	0.29	29
SENEGAL	0.47	30
BENIN	0.60	31
BOTSWANA	0.85	32
SWAZILAND	0.89	33
MAURITIUS	1.22	34
GABON	1.99	35
SOUTH AFRICA, REPUBLIC OF	2.81	36
SEYCHELLES	2.87	37

**Table 3: Average Annual Percentage Growth of Food Production
(per capita index, 1979–80 base year)**

Country	1980–1984	1985–1992	1980–1992
Angola	-2.78%	-1.54%	-2.04%
Benin	3.61%	0.36%	1.49%
Botswana	-2.53%	-3.60%	-3.31%
Burkina Faso	0.30%	2.08%	2.56%
Burundi	-1.48%	-1.77%	-0.88%
Cameroon	-1.24%	-3.42%	-2.28%
Cape Verde	-7.19%	3.24%	-1.23%
Cent Afr Rep	-2.12%	0.54%	-0.63%
Chad	-4.53%	0.68%	0.07%
Comoros	-4.97%	-0.88%	-2.10%
Congo	-0.24%	-1.00%	-0.73%
Côte d'Ivoire	0.79%	-1.47%	-0.87%
Ethiopia	-3.68%	-1.03%	-1.55%
Gabon	-4.16%	-0.39%	-1.87%
Gambia	1.95%	-1.56%	-0.35%
Ghana	2.35%	0.40%	0.65%
Guinea	-1.65%	-0.03%	-0.57%
Guinea-Bissau	3.44%	-0.50%	0.54%
Kenya	-3.47%	-0.10%	0.21%
Lesotho	-4.39%	-5.76%	-4.58%
Liberia	0.63%	-6.18%	-3.57%
Madagascar	-0.94%	-2.36%	-1.80%
Malawi	-2.94%	-5.60%	-4.58%
Mali	-0.87%	-0.47%	-0.48%
Mauritania	-5.00%	-1.27%	-1.97%
Mauritius	2.61%	1.29%	2.29%
Mozambique	-2.23%	-5.51%	-3.99%
Namibia	-8.84%	-1.46%	-3.66%
Niger	-9.69%	1.87%	-2.20%
Nigeria	-1.18%	3.15%	1.81%
Rwanda	-2.90%	-3.25%	-1.87%
São Tome Prn	-5.97%	-3.21%	-3.52%
Senegal	-0.13%	-1.81%	1.20%
Sierra Leone	-0.24%	-2.38%	-1.96%
Somalia	-1.61%	-15.95%	-9.85%
South Africa	-4.49%	-4.02%	-3.35%
Sudan	-7.27%	-1.61%	-1.55%
Swaziland	-0.27%	-3.36%	-2.33%
Tanzania	-1.25%	-3.33%	-2.26%
Togo	-1.49%	0.93%	-0.16%
Uganda	-0.38%	-0.70%	-0.62%
Zaire	0.01%	-1.24%	-0.75%
Zambia	-3.76%	-3.93%	-3.05%
Zimbabwe	-3.94%	-13.00%	-6.14%

Source: FAO, 1991

Table 4: Average Annual Percentage Growth of Calorie Availability

Country	1980-1984	1985-1990	1980-1990
Angola	-1.47%	-0.95%	-1.28%
Benin	2.43%	1.04%	1.27%
Botswana	2.60%	0.25%	0.65%
Burkina Faso	0.22%	-0.61%	2.29%
Burundi	-2.10%	-1.23%	-0.58%
Cameroon	-2.22%	0.35%	-0.66%
Cape Verde	1.05%	0.38%	1.03%
Cent Afr Rep	-3.72%	0.97%	-1.35%
Chad	-3.66%	-1.46%	-0.54%
Comoros	-1.30%	1.35%	-0.14%
Congo	1.44%	-0.01%	0.34%
Côte d'Ivoire	-1.40%	-2.24%	-1.69%
Djibouti	2.56%	3.96%	3.32%
Ethiopia	-3.85%	2.15%	-0.88%
Gabon	1.87%	-1.00%	0.16%
Gambia	2.06%	-1.09%	0.83%
Ghana	3.86%	-1.61%	0.13%
Guinea-Bissau	2.56%	-0.56%	1.09%
Kenya	-1.60%	-0.91%	-0.55%
Lesotho	-0.46%	-0.74%	-1.38%
Liberia	-0.86%	-2.62%	-1.50%
Madagascar	-0.86%	-1.86%	-1.37%
Malawi	-1.34%	-0.84%	-0.97%
Mali	0.34%	-0.12%	1.76%
Mauritania	1.46%	1.50%	1.64%
Mauritius	1.06%	0.94%	0.74%
Mozambique	-0.85%	-0.14%	-0.83%
Namibia	0.00%	0.28%	0.12%
Niger	0.31%	0.27%	0.27%
Nigeria	-2.65%	-0.61%	-0.05%
Rwanda	-0.05%	-0.88%	-0.42%
São Tome Prn	0.99%	1.04%	0.41%
Senegal	-1.15%	-1.07%	-0.35%
Seychelles	0.48%	-0.03%	0.32%
Sierra Leone	-2.74%	0.05%	-0.68%
Somalia	1.55%	-1.35%	-0.43%
South Africa	1.09%	0.70%	0.58%
Sudan	-3.24%	-1.95%	-1.45%
Swaziland	1.04%	1.20%	0.71%
Tanzania	-0.51%	-0.95%	-0.39%
Togo	1.31%	1.30%	0.15%
Uganda	0.13%	1.90%	0.55%
Zaire	0.08%	-0.67%	-0.23%
Zambia	-0.68%	-0.48%	-0.84%
Zimbabwe	-0.84%	0.72%	0.30%

Source: FAO, 1991.

Table 5: Country Rankings of Variability in Calorie Availability, 1980-1990.

<i>Country</i>	<i>Coefficient of Variation</i>
Burkina Faso	11.31 (highest)
Djibouti	11.05
Ghana	8.22
Chad	7.37
Mali	7.11
Cent Afr Rep	6.65
Togo	5.78
Mauritania	5.65
Benin	5.36
Ethiopia	5.35
Madagascar	5.26
Gambia	4.81
Lesotho	4.75
Côte d'Ivoire	4.50
Rwanda	4.40
Angola	4.33
Cape Verde	4.30
Malawi	4.20
Nigeria	4.12
Somalia	4.08
Sudan	4.03
Liberia	4.01
Sierra Leone	3.85
Uganda	3.73
Burundi	3.63
Mozambique	3.42
Guinea-Bissau	3.34
Zambia	3.13
São Tome Pm	3.13
Botswana	2.91
Mauritius	2.79
Senegal	2.73
Cameroon	2.67
Swaziland	2.55
Comoros	2.49
Gabon	2.49
Zimbabwe	2.07
Kenya	2.04
South Africa	1.90
Congo	1.80
Tanzania	1.62
Namibia	1.35
Seychelles	1.28
Zaire	1.06
Niger	1.05

Source: FAO, 1991. Note that variability can be both upwards and downwards.

Table 5a: Country Rankings of Variability in Food Production Per Capita, 1980–1992

<u>Country</u>	<u>Coefficient of Variation</u>
Somalia	25.06 (highest)
Zimbabwe	21.70
Cape Verde	20.64
Liberia	15.54
São Tome Pm	14.87
Niger	14.58
Malawi	14.40
Botswana	14.29
Sudan	14.20
Lesotho	13.11
Senegal	13.05
Namibia	12.56
Gambia	11.95
South Africa	11.91
Burkina Faso	11.85
Mozambique	11.11
Benin	9.86
Rwanda	9.73
Cameroon	9.72
Ghana	9.61
Zambia	9.49
Nigeria	9.23
Swaziland	8.56
Tanzania	7.86
Angola	7.74
Sierra Leone	7.64
Mauritius	7.51
Gabon	6.98
Mauritania	6.82
Comoros	6.73
Kenya	6.61
Ethiopia	6.31
Madagascar	5.91
Mali	5.73
Burundi	5.28
Chad	5.12
Uganda	4.89
Togo	4.84
Côte d'Ivoire	4.82
Guinea–Bissau	3.80
Cent Afr Rep	3.54
Congo	3.50
Zaire	2.87
Guinea	2.61

Source: FAO, 1992. Note that variability can be both upwards and downwards.

Table 6: Food Aid, Cereals (kg/capita)

	1980	1981	1982	1983	1984	1985	1986	1987	1988	1989	1990
Angola	1.41	3.12	9.16	7.35	8.07	9.56	5.85	7.48	11.46	8.21	11.24
Benin	1.45	3.13	2.27	3.72	1.45	5.37	2.63	1.89	2.59	3.45	2.71
Burkina Faso	5.25	7.17	11.08	6.06	7.46	16.21	14.40	2.68	4.89	5.63	4.94
Burundi	1.98	2.74	2.05	1.48	2.47	3.60	1.14	0.43	0.84	1.08	0.37
Cameroon	0.42	1.14	1.15	0.60	0.12	1.32	1.18	0.68	0.21	0.48	0.00
Cape Verde	117.96	105.84	178.17	112.91	197.94	152.94	152.76	174.90	154.95	149.31	147.68
CAF	1.29	1.06	0.81	1.78	2.97	4.38	3.95	2.12	2.24	0.00	1.25
Chad		3.08	6.12	7.52	14.05	32.54	15.88	5.44	4.16	2.73	4.77
Comoros	6.63	5.52	18.90	15.87	11.74	11.68	15.61	20.20	20.59	3.68	4.30
Congo	2.52	1.00	0.25	4.82	0.36	0.26	0.97	0.31	0.35	0.75	3.26
Cote d'Ivoire	0.24	0.00	0.10	0.00	0.00	0.00	0.08	0.00	0.08	1.67	2.17
Gabon	0.00	0.00	0.00	0.00	0.04	0.00	0.00	0.00	0.00	0.00	0.00
Gambia	10.62	24.46	30.93	18.22	26.04	28.34	24.14	19.24	20.87	12.40	12.46
Ghana	10.25	8.52	3.76	4.90	6.05	7.47	7.26	4.82	7.76	3.18	4.88
Guinea-Bissau	22.17	32.01	36.33	41.24	22.56	35.38	19.95	10.65	14.45	8.11	15.01
Kenya	5.19	10.00	7.08	8.82	6.29	16.91	6.69	4.94	5.31	4.82	2.57
Lesotho	21.36	32.05	24.18	19.67	33.60	46.05	25.50	21.01	33.03	19.63	17.14
Liberia	1.71	13.62	21.20	27.82	22.05	9.07	33.59	0.75	23.05	11.13	10.81
Madagascar	1.55	2.97	9.34	14.67	7.46	9.58	6.11	13.89	7.18	6.51	2.56
Malawi	0.76	2.60	0.30	0.40	0.54	0.73	0.68	1.33	12.92	26.45	19.94
Mali	3.18	7.14	9.17	11.82	14.38	33.66	10.15	9.14	2.99	6.99	4.15
Mauritania	16.91	66.73	52.90	42.55	74.87	76.50	75.25	20.59	28.42	35.48	35.44
Mauritius	22.26	21.25	43.04	12.87	21.74	8.98	4.79	13.89	29.78	19.78	8.40
Mozambique	12.49	12.46	11.66	13.35	23.23	27.61	18.60	25.19	32.37	28.46	31.47
Namibia	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.62	2.33
Niger	1.63	1.88	11.94	1.90	2.02	33.49	15.73	2.42	3.16	11.01	4.52
Nigeria	0.00	0.00	0.02	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00
Rwanda	2.77	2.78	2.28	2.23	4.30	5.71	3.97	2.40	1.16	0.34	0.92
Sao Tome	17.02	15.84	31.21	15.36	90.41	94.94	52.47	70.58	77.25	58.87	36.67
Senegal	10.97	26.80	14.11	15.10	24.28	20.50	17.92	11.91	15.73	7.46	8.35
Seychelles	33.33	19.81	20.78	2.48	23.69	18.31	23.03	20.64	6.33	3.78	6.22
Sierra Leone	11.16	3.53	8.44	8.31	4.44	5.67	12.96	11.13	14.68	9.40	8.94
Somalia	25.59	59.29	32.21	31.60	28.66	38.92	21.68	23.60	21.80	10.14	12.05
S. Africa	2.14	1.63	2.58	4.61	3.96	2.90	2.84	2.90	3.01	2.32	3.21
Sudan	11.36	10.09	9.75	16.08	21.27	37.32	41.78	38.46	25.84	8.17	13.30
Swaziland	0.89	1.60	1.66	5.85	16.18	1.02	0.44	4.29	10.72	19.20	8.74
Tanzania	4.73	12.05	15.13	8.12	6.45	5.49	2.79	2.26	3.00	2.87	0.82
Togo	2.83	1.57	1.65	2.35	2.98	7.56	2.98	1.94	4.91	3.18	3.17
Uganda	1.27	4.19	3.45	0.98	0.69	2.00	0.42	0.89	1.68	0.93	1.84
Zaire	2.64	2.85	3.51	3.83	1.80	4.53	3.22	1.74	5.29	1.59	3.02
Zambia	29.02	14.15	16.10	12.89	10.64	16.61	11.62	15.29	18.54	8.14	0.41
Zimbabwe	0.00	2.41	0.00	0.82	9.44	15.83	0.00	4.27	1.53	1.07	1.37

Source: FAO, 1992

Note: Cereals include wheat, flour, bulgur, rice, coarse grains, and cereal components of blended foods. Figures are based on reporting by donors and international organizations.

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ANNEX G

STATUTORY CHECKLIST

SC(2) - ASSISTANCE CHECKLIST

Listed below are statutory criteria applicable to the assistance resources themselves, rather than to the eligibility of a country to receive assistance. This section is divided into three parts. Part A includes criteria applicable to both Development Assistance and Economic Support Fund resources. Part B includes criteria applicable only to Development Assistance resources. Part C includes criteria applicable only to Economic Support Funds.

A. CRITERIA APPLICABLE TO BOTH DEVELOPMENT ASSISTANCE AND ECONOMIC SUPPORT FUNDS

1. Host Country Development Efforts (FAA Sec. 601(a)): Information and conclusions on whether assistance will encourage efforts of the country to: (a) increase the flow of international trade; (b) foster private initiative and competition; (c) encourage development and use of cooperatives, credit unions, and pavings and loan associations; (d) discourage monopolistic practices; (e) improve technical efficiency of industry, agriculture, and commerce; and (f) strengthen free labor unions.

N/A.

2. U.S. Private Trade and Investment (FAA Sec. 601(b)): Information and conclusions on how assistance will encourage U.S. private trade and investment abroad and encourage private U.S. participation in foreign assistance programs (including use of private trade channels and the services of U.S. private enterprise).

N/A.

3. Congressional Notification

a. General requirement (FY 1991 Appropriations Act Secs. 523 and 591; FAA Sec. 634A): If money is to be obligated for

A CN for the new LOP of \$ 40.0 million will be submitted to Congress by

an activity not previously justified to Congress, or for an amount in excess of amount previously justified to Congress, has Congress been properly notified (unless the notification requirement has been waived because of substantial risk to human health or welfare)?

Dec. 22, 1993 and the 15-day waiting period will expire by Jan. 14, 1994

b. Notice of new account obligation (FY 1991 Appropriations Act Sec. 514): If funds are being obligated under an appropriation account to which they were not appropriated, has the President consulted with and provided a written justification to the House and Senate Appropriations Committees and as such obligation been subject to regular notification procedures?

N/A.

c. Cash transfers and nonproject sector assistance (FY 1991 Appropriations Act Sec. 575(b)(3)): If funds are to be made available in the form of cash transfer or nonproject sector assistance, has the Congressional notice included a detailed description of how the funds will be used, with a discussion of U.S. interests to be served and a description of any economic policy reforms to be promoted?

N/A.

4. Engineering and Financial Plans (FAA Sec. 611(a)): Prior to an obligation in excess of \$500,000, will there be: (a) engineering, financial or other plans necessary to carry out the assistance; and (b) a reasonably firm estimate of the cost to the U.S. of the assistance?

Yes.

5. Legislative Action (FAA Sec. 611(a)(2)): If legislative action is required within recipient country with respect to an obligation in excess of \$500,000, what is the basis for a reasonable expectation that such action will be completed in time to permit orderly accomplishment of the purpose of the assistance?

None Required.

6. Water Resources (FAA Sec. 611(b) FY 1991 Appropriations Act Sec. 501): If project is for water or water-related land resource construction, have benefits and costs been computed to the extent

N/A.

practicable in accordance with the principles, standards, and procedures established pursuant to the Water Resources Planning Act (42 U.S.C.' 1962,, M .)? (See A.I.D. Handbook 3 for guidelines.)

7. Cash Transfer and Sector Assistance (FY 1991 Appropriations Act Sec. 575(b)): Will cash transfer or nonproject sector assistance be maintained in a separate account and not commingled with other funds (unless such requirements are waived by Congressional notice or nonproject sector assistance)?

N/A.

8. Capital Assistance (FAA Sec. 611(e)): If project is capital assistance (e.g., construction), and total U.S. assistance for it will exceed \$1 million, has Mission Director certified and Regional Assistant Administrator taken into consideration the country's capability to maintain and utilize the project effectively?

N/A.

9. Multiple Country objectives (FAA Sec. 601(a)): Information and conclusions on whether projects will encourage efforts of the country to: (a) increase the flow of international trade; (b) foster private initiative and competition; (c) encourage development and use of cooperatives, credit unions, and savings and loan associations; (d) discourage monopolistic practices; (e) improve technical efficiency of industry, agriculture and commerce; and (f) strengthen free labor unions.

N/A.

10. U.S. Private Trade (FAA Sec. 601(b)): Information and conclusions on how project will encourage U.S. private trade and investment abroad and encourage private U.S. participation in foreign assistance programs (including use of private trade channels and the services of U.S. private enterprise).

N/A.

11. Local Currencies

a. Recipient Contributions (FAA Secs. 612(b), 636(h)): Describe steps taken to assure that, to the maximum extent possible, the country is contributing local

Missions will ensure 25% HC contributions for Mission Buy-ins.

currencies to meet the cost of contractual and other services, and foreign currencies owned by the US are utilized in lieu of dollars.

b. U.S. Owned Currency (FAA Sec. 612(d)): Does the U.S. own excess foreign currency of the country and, if so, what arrangements have been made for its release?

N/A for other project components.

c. Separate Account (FY 1991 Appropriations Act Sec. 575). If assistance is furnished to a foreign government under arrangements which result in the generation of local currencies:

(1) Has A. I. D. (a) required that local currencies be deposited in a separate account established by the recipient government, (b) entered into an agreement with that government providing the amount of local currencies to be generated and the terms and conditions under which the currencies so deposited may-be utilized, and (c) established by agreement the responsibilities of A.I.D. and that government to monitor and account for deposits into and disbursements from the separate account?

N/A.

(2) Will such local currencies, or an equivalent amount of local currencies, be used only to carry out the purposes of the DA or ESF chapters of the FAA (depending on which chapter is the source of the assistance) or for the administrative requirements of the United States Government?

N/A.

(3) Has A.I.D. taken all appropriate steps to ensure that the equivalent of local currencies disbursed from the separate account are used for the agreed purposes?

N/A.

(4) If assistance is terminated to a country, will any unencumbered balances of funds remaining in a separate account be disposed of for purposes agreed to by the recipient government and the United States Government?

N/A.

12. Trade Restrictions

a. Surplus Commodities (FY 1991 Appropriations Act Sec. 521(a)): If assistance is for the production of any commodity for export, is the commodity likely to be in surplus on world markets at the time the resulting productive capacity becomes operative, and is such assistance likely to cause substantial injury to U.S. producers of the same, similar or competing commodity?

N/A.

b. Textiles (Lautenberg Amendment) (FY 1991 Appropriations-Act Sec. 521 (c)) Will the assistance (except for programs in Caribbean Basin Initiative countries under U.S. Tariff Schedule "Section 807," which allows reduced tariffs on articles assembled abroad from U.S.-made components) be used directly to procure feasibility studies, prefeasibility studies, or project profiles of potential investment in, or to assist the establishment of facilities specifically designed for, the manufacture for export to the United States or to third country markets in direct competition with U.S. exports, of textiles, apparel, footwear, handbags, flat goods (such as wallets or coin purses worn on the person), work gloves or leather wearing apparel?

N/A.

13. Tropical Forests (FY 1991 Appropriations Act Sec. 533(c)(3)): Will funds be used for any program, project or activity which would (a) result in any significant loss of tropical forests, or (b) involve industrial timber extraction in primary tropical forest areas?

14. PVO Assistance

a. Auditing and registration (FY 1991 Appropriations Act Sec. 537): If assistance is being made available to a PVO, has that organization provided upon timely request any document, file, or record necessary to the auditing requirements of A.I.D., and is the PVO registered with A.I.D.?

No.

b. **Funding sources (FY 1991 Appropriations Act, Title II, under heading "Private and Voluntary Organizations"):** If assistance is to be made to a United States PVO (other than a cooperative development organization), does it obtain at least 20 percent of its total annual funding for international activities from sources other than the United States Government?

N/A.

15. **Project Agreement Documentation (State Authorization Sec. 139 (as interpreted by conference report))** Has confirmation of the date of signing of the project agreement, including the amount involved, been cabled to State L/T and A.I.D. LEG within 60 days of the agreement's entry into force with respect to the United States, and has the full text of the agreement been pouched to those same offices? (See Handbook 3, Appendix 6G for agreements covered by this provision).

N/A.

16. **Metric System (Omnibus Trade and Competitiveness Act of 1988 Sec. 5164, as interpreted by conference report, amending Metric Conversion Act of 1975 Sec. 2, and as implemented through A.I.D. policy):** Does the assistance activity use the metric system of measurement in its procurements, grants, and other business-related activities, except to the extent that such use is impractical or is likely to cause significant inefficiencies or loss of markets to United States firms? Are bulk purchases usually to be made in metric, and are components, subassemblies, and semi-fabricated materials to be specified in metric units when economically available and technically adequate? Will A.I.D. specifications use metric units of measure from the earliest programmatic stages, and from the earliest documentation of the assistance processes (for example, project papers) involving quantifiable measurements (length, area, volume, capacity, mass and weight), through the implementation stage?

N/A.

Yes, to the maximum extent possible.

17. **Women in Development (FY 1991 Appropriations Act, Title 11, under heading "Women in Development")** Will assistance be designed so that the percentage of women

Yes. Women are often among the most vulnerable to food and nutritional

participants will be demonstrably increased?

shortages.

18. Regional and Multilateral Assistance (FAA Sec. 209): Is assistance more efficiently and effectively provided through regional or multilateral organizations? If so, why is assistance not so provided? Information and conclusions on whether assistance will encourage developing countries to cooperate in regional development programs.

The project will collaborate with regional and international organizations to strengthen them and achieve efficiency.

19. Abortions (FY 1991 Appropriations Act, Title 11, under heading "Population,, DA," and Sec. 525):

a. Will assistance be made available to any organization or program which, as determined by the President, supports or participates in the management of a program of coercive abortion or involuntary sterilization?

No.

b. Will any funds be used to lobby for abortion?

No.

20. Cooperatives (FAA Sec. 111): Will assistance help develop cooperatives, especially by technical assistance, to assist rural and urban poor to help themselves toward a better life?

N/A.

21. U.S.-Owned Foreign currencies

a. **use of currencies (FAA Secs. 612(b), 636(h); FY 1991 Appropriations Act Secs. 507, 509):** Describe steps taken to assure that, to the maximum extent possible, foreign currencies owned by the U.S. are utilized in lieu of dollars to meet the cost of contractual and other services.

Mission policies encourage use of such currencies; project not directly involved.

b. **Release of currencies (FAA Sec. 612(d)):** Does the U.S. own excess foreign currency of the country and, if so, what arrangements have been made for its release?

N/A.

22. Procurement

a. **Small business (FAA Sec, 602 (a)):** Are there arrangements to permit U.S.

small business to participate equitably in the furnishing of commodities and services financed?

Yes.

b. U.S. procurement (FAA Sec. 604 (a)) Will all procurement be from the U.S. except as otherwise determined by the President or determined under delegation from him?

Yes.

c. Marine insurance (FAA Sec. 604(d)): If the cooperating country discriminates against marine insurance companies authorized to do business in the U.S., will commodities be insured in the United States against marine risk with such a company?

Yes.

d. Non-U.S. agricultural procurement (FAA Sec. 604(e)): If non-U.S. procurement of agricultural commodity or product thereof is to be financed, is there provision against such procurement when the domestic price of such commodity is less than parity? (Exception where commodity financed could not reasonably be procured in U.S.)

N/A.

e. Construction or engineering services (FAA Sec. 604(g)): Will construction or engineering services be procured from firms of advanced developing countries which are other-wise eligible under Code 941 and which have attained a competitive capability in international markets in one of these areas? (Exception for those countries which receive direct economic assistance under the FAA and permit United States firms to compete for construction or engineering services financed from assistance programs of these countries.)

N/A.

f. Cargo preference shipping (FAA Sec. 603): Is the shipping excluded from compliance with the requirement in section 901(b) of the Merchant Marine Act of 1936, as amended, that at least 50 percent of the gross tonnage of commodities (computed separately for dry bulk carriers, dry cargo liners, and tankers) financed shall be-transported on privately owned U.S. flag

No.

commercial vessels to the extent such vessels are available at fair and reasonable rates?

g. Technical assistance (FAA Sec. 621(a)): If technical assistance is financed, will such assistance be furnished by private enterprise on a contract basis to the fullest extent practicable? Will the facilities and resources of other Federal agencies be utilized, when they are particularly suitable, not competitive with private enterprise, and made available without undue interference with domestic programs?

Yes.

h. U.S. air carriers (International Air Transportation Fair Competitive Practices Act, 1974): If air transportation of persons or property is financed on grant basis, will U.S. carriers be used to the extent such service is available?

Yes.

i. Termination for convenience of U.S. Government (FY 1991 Appropriations Act Sec. 504): If the U.S. Government is a party to a contract for procurement, does the contract contain a provision authorizing termination of such contract for the convenience of the United States?

Yes.

j. Consulting services (FY 1991 Appropriations Act Sec. 524): If assistance is for consulting service through procurement contract pursuant to 5 U.S.C. 3109, are contract expenditures a matter of public record and available for public inspection (unless otherwise provided by law or Executive order)?

Yes.

k. Metric conversion (Omnibus Trade and Competitiveness Act of 1988, as interpreted by conference report, amending Metric Conversion Act of 1975 Sec. 2, and as implemented through A.I.D. policy): Does the assistance program use the metric system of measurement in its procurements, grants, and other business-related activities, except to the extent that such use is impractical or is likely to cause significant inefficiencies or loss of markets to United

Yes, to the maximum extent possible.

States firms? Are bulk purchases usually to be made in metric, and are components, subassemblies, and semi-fabricated materials to be specified in metric units when economically available and technically adequate? Will A.I.D. specifications use metric units of measure from the earliest programmatic stages, and from the earliest documentation of the assistance processes (for example, project papers) involving quantifiable measurements (length, area, volume, capacity, mass and weight), through the implementation stage?

1. Competitive Selection Procedures (FAA Sec. 601(e)): Will the assistance utilize competitive selection procedures for the awarding of contracts, except where applicable procurement rules allow otherwise? Yes.

23. Construction

a. Capital project (FAA Sec. 601(d)): If capital (e.g., construction) project, will U.S. engineering and professional services be used? N/A.

b. Construction contract (FAA Sec. 611(c)): If contracts for construction are to be financed, will they be let on a competitive basis to maximum extent practicable? N/A.

c. Large projects, Congressional approval (FAA Sec. 620(k)): If for construction of productive enterprise, will aggregate value of assistance to be furnished by the U.S. not exceed \$100 million (except for productive enterprises in Egypt that were described in the Congressional Presentation), or does assistance have the express approval of Congress? N/A.

24. U.S. Audit Rights (FAA Sec 301(d)): If fund is established solely by U.S. contributions and administered by an international organization, does Comptroller General have audit rights? N/A.

25. Communist Assistance (FAA Sec. 620

(h). Do arrangements exist to insure that United States foreign aid is not used in a manner which, contrary to the best interests of the United States, promotes or assists the foreign aid projects or activities of the Communist-bloc countries?

Yes.

26. Narcotics

a. **Cash reimbursements (FAA Sec. 483):** Will arrangements preclude use of financing to make reimbursements, in the form of cash payments, to persons whose illicit drug crops are eradicated?

Yes.

b. **Assistance to narcotics traffickers (FAA Sec. 487):** Will arrangements take "all reasonable steps" to preclude use or financing to or through individuals or entities which we know or have reason to believe have either: (1) been convicted of a violation of any law or regulation of the United States or a foreign country relating to narcotics (or other controlled substances); or (2) been an illicit trafficker in, or otherwise involved in the illicit trafficking of, any such controlled substance?

Yes.

27. Expropriation and Land Reform (FAA Sec. 620(g)): Will assistance preclude use of financing to compensate owners for expropriated or nationalized property, except to compensate foreign nationals in accordance with a land reform program certified by the President?

Yes.

28. Police and Prisons (FAA Sec. 660): Will assistance preclude use of financing to provide training, advice, or any financial support for police, prisons, or other law enforcement forces, except for narcotics programs?

Yes.

29. CIA Activities (FAA Sec. 662): Will assistance preclude use of financing for CIA activities?

Yes.

30. Motor Vehicles (FAA Sec. 636(i)): Will assistance preclude use of financing for purchase, sale, long-term lease, exchange or guaranty of the sale of motor

Vehicle Procurement will comply with DFA procurement guidelines.

vehicles manufactured outside U.S., unless a waiver is obtained?

31. Military Personnel (FY 1991 Appropriations Act Sec. 503): Will assistance preclude use of financing to pay pensions, annuities, retirement pay, or adjusted service compensation for prior or current military personnel? Yes.

32. Payment of U.N. Assessments (FY 1991 Appropriations Act Sec. 505): Will assistance preclude use of financing to pay U.N. assessments, arrearages or dues? Yes.

33. Multilateral Organization Lending (FY 1991 Appropriations Act Sec. 506): Will assistance preclude use of financing to carry out provisions of FAA section 209(d) (transfer of FAA funds to multilateral organizations for lending)? Yes.

34. Export of Nuclear Resources (FY 1991 Appropriations Act Sec. 510): Will assistance preclude use of financing to finance the export of nuclear equipment, fuel, or technology? Yes.

35. Repression of Population (FY 1991 Appropriations Act Sec 511): Will assistance preclude use of financing for the purpose of aiding the efforts of the government of such country to repress the legitimate rights of the population of such country contrary to the Universal Declaration of Human Rights? Yes.

36. Publicity or Propaganda (FY 1991 Appropriations Act Sec. 516): Will assistance be used for publicity or propaganda purposes designed to support or defeat legislation pending before Congress, to influence in any way the outcome of a political election in the United States, or for any publicity or propaganda purposes not authorized by Congress? No.

37. Marine Insurance (FY 1991 Appropriations Act Sec. 563): Will any A.I.D. contract and solicitation, and subcontract entered into under such contract, include a clause requiring that U.S. marine insurance companies have a fair Yes.

opportunity to bid for marine insurance when such insurance is necessary or appropriate?

38. Exchange for Prohibited Act FY 1991 Appropriations Act Sec. 569): Will any assistance be provided to any foreign government (including any instrumentality or agency thereof), foreign person, or United States person in exchange for that foreign government or person undertaking any action which is, if carried out by the United States Government, a United States official or employee, expressly prohibited by a provision of United States law?

No.

B. CRITERIA APPLICABLE TO DEVELOPMENT ASSISTANCE ONLY

1. Agricultural Exports (Bumpers Amendment) (FY 1991 Appropriations Act Sec. 521 (b)), as interpreted by conference report for original enactment): If assistance is for agricultural development activities (specifically, any testing or breeding feasibility-study, variety improvement or introduction, consultancy, publication, conference, or training), are such activities: (1) specifically and principally designed to increase agricultural exports by the host country to a country other than the United States, where the export would lead to direct competition in that third-country with exports of a similar commodity grown or produced in the United States, and can the activities reasonably be expected to cause substantial injury to U.S. exporters of a similar agricultural commodity; or (2) in support of research that is intended primarily to benefit U.S. producers?

N/A.

2. Tied Aid Credits (FY 1991 Appropriations Act, Title 11, under heading "Economic Support Fund"): Will DA funds be used for tied aid credits?

No.

3. Appropriate Technology (FAA Sec. 107): Is special emphasis placed on use of appropriate technology (defined as relatively smaller, cost-saving, labor-using technologies that are generally most appropriate for the small farms, small businesses, and small incomes of the poor)?

N/A.

4. Indigenous Needs and Resources (FAA Sec. 281(b)): Describe extent to which the activity recognizes the particular needs, desires, and capacities of the people of the country; utilizes the country's intellectual resources to encourage institutional development; and supports civic education and training in skills required for effective participation in governmental and political processes essential to self-government.

Activities will encourage early detection of famine prone populations so that action can be taken to alleviate suffering by those populations; long-term mitigation activities are encouraged.

5. Economic Development (FAA Sec. 101(a)): Does the activity give reasonable promise of contributing to the development of economic resources, or to the increase of productive capacities and self-sustaining economic growth?

Yes.

6. Special Development Emphases (FAA Secs. 102(b), 113, 281(a)): Describe extent to which activity will: (a) effectively involve the poor in development by extending access to economy at local level, increasing labor-intensive production and the use of appropriate technology, dispersing investment from cities to small towns and rural areas, and insuring wide participation of the poor in the benefits of development on a sustained basis, using appropriate U.S. institutions; (b) encourage democratic private and local governmental institutions; (c) support the self-help efforts of developing countries; (d) promote the participation of women in the national economies of developing countries and the improvement of women's status; and (e) utilize and encourage regional cooperation by developing countries.

Indirectly encourages uses of appropriate technologies for Early Warning and mitigation.

7. Recipient Country Contribution (FAA Secs. 110, 124(d)): Will the recipient country provide at least 25 percent of the costs of the program, project, or activity with respect to which the assistance is to be furnished (or is the latter cost-sharing requirement being waived for a "relatively least developed" country)?

Yes, for "Buy-ins" from mission.

8. Benefit to Poor Majority (FAA Sec 128(b)): If the activity attempts to increase the institutional capabilities of

Yes.

private organizations or the government of the country, or if it attempts to stimulate scientific and technological research, has it been designed and will it be monitored to ensure that the ultimate beneficiaries are the poor majority?

9. Abortions (FAA Sec. 104(F); FY 1991 Appropriations Act, Title 11, under heading "Population, DA," and Sec. 535):

a. Are any of the funds to be used for the performance of abortions as a method of family planning or to motivate or coerce any person to practice abortions? No.

b. Are any of the funds to be used to pay for the performance of involuntary sterilization as a method of family planning or to coerce or provide any financial incentive to any person to undergo sterilizations? No.

c. Are any of the funds to be made available to any organization or program which, as determined by the President, supports or participates in the management of a program of coercive abortion or involuntary sterilizations. No.

d. Will funds be made available only to voluntary family planning projects which offer, either directly or through referral to, or information about access to, a broad range of family planning methods and services? No.

e. In awarding grants for natural family planning, will any applicant be discriminated against because of such applicant's religious or conscientious commitment to offer only natural family planning? No.

f. Are any of the funds to be used to pay for any biomedical research which relates, in whole or in part, to methods of, or the performance of, abortions or involuntary sterilization as a means of family planning? No.

g. Are any of the funds to be made

available to any organization if the President certifies that the use of these funds by such organization would violate any of the above provisions related to abortions and involuntary sterilization?

No.

10. Contract Awards (FAA Sec. 601(e)): Will the project utilize competitive selection procedures for the awarding of contracts, except where applicable procurement rules allow otherwise?

Yes.

11. Disadvantaged Enterprises (FY 1991 Appropriations Act Sec. 567): What portion of the funds will be available only for activities of economically and socially disadvantaged enterprises, historically black colleges and universities, colleges and universities having a student body in which more than 40 percent of the students are Hispanic Americans, and private and voluntary organizations which are controlled by individuals who are Black Americans, Hispanic Americans, or Native Americans, or who are economically or socially disadvantaged (including women)?

No percentage of funds has been designated but disadvantaged (formerly Gray) Amendment groups will have an opportunity to participate in the project.

12. Biological Diversity (FAA Sec. 119(g)): Will the assistance: (a) support training and education efforts which improve the capacity of recipient countries to prevent loss of biological diversity; (b) be provided under a long-term agreement in which the recipient country agrees to protect ecosystems or other wildlife habitats; (c) support efforts to identify and survey ecosystems in recipient countries worthy of protection; or (d) by any direct or indirect means significantly degrade national parks or similar protected areas or introduce exotic plants or animals into such areas?

N/A.

13. Tropical Forests (FAA Sec. 118; FY 1991 Appropriations Act Sec. 533(c)-(e) & (g))

a. A.I.D. Regulation 16: Does the assistance comply with the environmental procedures set forth in A.I.D. Regulation 16?

N/A.

b. conservation: Does the assistance place a high priority on conservation and sustainable management of tropical forests? Specifically, does the assistance, to the fullest extent feasible: (1) stress the importance of conserving and sustainably managing forest resources; (2) support activities which offer employment and income alternatives to those who otherwise would cause destruction and loss of forests, and help countries identify and implement alternatives to colonizing forested areas; (3) support training programs, educational efforts, and the establishment or strengthening of institutions to improve forest management; (4) help end destructive slash-and-burn agriculture by supporting stable and productive farming practices; (5) help conserve forests which have not yet been degraded by helping to increase production on lands already cleared or degraded; (6) conserve forested watersheds and rehabilitate those which have been deforested; (7) support training, research, and other actions which lead to sustainable and more environmentally sound practices for timber harvesting, removal, and processing; (8) support research to expand knowledge of tropical forests and identify alternatives which will prevent forest destruction, loss, or degradation; (9) conserve biological diversity in forest areas by supporting efforts to identify, establish, and maintain a representative network of protected tropical forest ecosystems on a worldwide basis, by making the establishment of protected areas a condition of support for activities involving forest clearance or degradation, and by helping to identify tropical forest ecosystems and species in need of protection and establish and maintain appropriate protected areas; (10) seek to increase the awareness of U.S. Government agencies and other donors of the immediate and long-term value of tropical forests; (11) utilize the resources and abilities of all relevant U.S. government agencies; (12) be based upon careful analysis of the alternatives available to achieve the best sustainable use of the land; and (13) take full account of the

N/A.

environmental impacts of the proposed activities on biological diversity?

c. Forest degradation: Will assistance be used for: (1) the procurement or use of logging equipment, unless an environmental assessment indicates that all timber harvesting operations involved will be conducted in an environmentally sound manner and that the proposed activity will produce positive economic benefits and sustainable forest management systems; (2) actions which will significantly degrade national parks or similar protected areas which contain tropical forests, or introduce exotic plants or animals into such areas; (3) activities which would result in the conversion of forest lands to the rearing of livestock; (4) the construction, upgrading, or maintenance of roads (including temporary haul roads for logging or other extractive industries) which pass through relatively undergraded forest lands; (5) the colonization of forest lands; or (6) the construction of dams or other water control structures which flood relatively undergraded forest lands, unless with respect to each such activity an environmental assessment indicates that the activity will contribute significantly and directly to improving the livelihood of the rural poor and will be conducted in an environmentally sound manner which supports sustainable development?

N/A.

d. Sustainable forestry: If assistance relates to tropical forests, will project assist countries in developing a systematic analysis of the appropriate use of their total tropical forest resources, with the goal of developing a national program for sustainable forestry?

N/A.

e. Environmental impact statements: Will funds be made available in accordance with provisions of FAA Section 117(c) and applicable A.I.D. regulations requiring an environmental impact statement for activities significantly affecting the environment?

N/A.

14. Energy (FY 1991 Appropriations Act

Sec. 533(c): If assistance relates to energy, will such assistance focus on: (a) end-use energy efficiency, least-cost energy planning, and renewable energy resources, and (b) the key countries where assistance would have the greatest impact on reducing emissions from greenhouse gases?

N/A.

15. Saharan Africa Assistance (FY 1991 Appropriations Act Sec. 562, adding a new FAA chapter 10-(FAA Sec. 496): If assistance will come from the Sub-Saharan Africa DA account, is it: (a) to be used to help the poor majority in Sub-Saharan Africa through a process of long-term development and economic growth that is equitable, participatory, environmentally sustainable, and self-reliant; (b) to be used to promote sustained economic growth, encourage private sector development, promote individual initiatives, and help to reduce the role of central governments in areas more appropriate for the private sector; (c) to be provided in a manner that takes into account, during the planning process, the local-level perspectives of the rural and urban poor, including women, through close consultation with African, United States and other PVOs that have demonstrated effectiveness in the promotion of local grassroots activities on behalf of long-term development in Sub-Saharan Africa; (d) to be implemented in a manner that requires local people, including women, to be closely consulted and involved, if the assistance has a local focus; (e) being used primarily to promote reform of critical sectoral economic policies, or to support the critical sector priorities of agricultural production and natural resources, health, voluntary family planning services, education, and income generating opportunities; and (f) to be provided in a manner that, if policy reforms are to be effected, contains provisions to protect vulnerable groups and the environment from possible negative consequences of the reforms?

Yes.

16. Debt-for-Nature Exchange (FAA Sec. 463): If project will finance a debt-for-nature exchange, describe how the

N/A.

exchange will support protection of: (a) the world's oceans and atmosphere,, (b) animal and plant species, and (c) parks and reserves; or describe how the exchange will promote: (d) natural resource management, (e) local conservation programs, (f) conservation training programs, (g) public commitment to conservation, (h) land and ecosystem management, and (i) regenerative approaches in farming, forestry, fishing, and watershed management.

17. Deobligation/Reobligation (FY 1991 Appropriations Act Sec. 515): If deob/reob authority is sought to be exercised in the provision of DA assistance, are the funds being obligated for the same general purpose, and for countries within the same region as originally obligated, and have the House and senate Appropriations Committees been properly notified?

N/A.

18. Loans

a. Repayment capacity (FAA Sec. 122(b)): Information and conclusion on capacity of the country to repay the loan at a reasonable rate of interest.

N/A.

b. Long-range plans (FAA Sec. 122(b)): Does the activity give reasonable promise of assisting long-range plans and programs designed to develop economic resources and increase productive capacities?

N/A.

c. Interest rate (FAA Sec. 122(b)): If development loan is repayable in dollars, is interest rate at least 2 percent per annum during a grace period which is not to exceed ten years, and at least 3 percent per annum thereafter?

N/A.

d. Exports to United States (FAA Sec. 620(d)): If assistance is for any productive enterprise which will compete with U.S. enterprises, is there an agreement by the recipient country to prevent export to the U.S. of more than 20 percent of the enterprise's annual production during the life of the loan, or has the requirement to enter into such an

N/A.

agreement been waived by the President because of a national security interest?

19. Development objectives (FAA Secs. 102(a), 111, 113, 281(a)): Extent to which activity will: (1) effectively involve the poor in development, by expanding access to economy at local level, increasing labor-intensive production and the use of appropriate technology, spreading investment out from cities to small towns and rural areas, and insuring wide participation of the poor in the benefits of development on a sustained basis, using the appropriate U.S. institutions; (2) help develop cooperatives, especially by technical assistance, to assist rural and urban poor to help themselves toward better life, and otherwise encourage democratic private and local governmental institutions; (3) support the self-help efforts of developing countries; (4) promote the participation of women in the national economies of developing countries and the improvement of women's status; and (5) utilize and encourage regional cooperation by developing countries?

N/A.

20. Agriculture, Rural Development and Nutrition, and Agricultural Research (FAA Secs. 103 and 103A):

a. Rural poor and small farmers:

If assistance is being made available for agriculture, rural development or nutrition, describe extent to which activity is specifically designed to increase productivity and income of rural poor; or if assistance is being made available for agricultural research, has account been taken of the needs of small farmers, and extensive use of field testing to adapt basic research to local conditions shall be made.

N/A.

b. Nutrition: Describe extent to which assistance is used in coordination with efforts carried out under FAA Section 104 (Population and Health) to help improve nutrition of the people of developing countries through encouragement of increased production of crops with greater nutritional

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N/A.

value; improvement of planning, research, and education with respect to nutrition, particularly with reference to improvement and expanded use of indigenously produced foodstuffs; and the undertaking of pilot or demonstration programs explicitly addressing the problem of malnutrition of poor and vulnerable people.

c. Food security: Describe extent to which activity increases national food security by improving food policies and management and by strengthening national food reserves, with particular concern for the needs of the poor, through measures encouraging domestic production, building national food reserves, expanding available storage facilities, reducing post harvest food losses, and improving food distribution.

Project contributes to food security by identifying areas requiring immediate increases in availability of or access to food commodities. Project further contribute by identifying long-term mitigation actions.

21. Population and Health (FAA Secs. 104 (b) and (c)): If assistance is being made available for population or health activities, describe extent to which activity emphasizes low-cost, integrated delivery systems for health, nutrition and family planning for the poorest people, with particular attention to the needs of mothers and young children, using paramedical and auxiliary medical personnel, clinics and health posts, commercial distribution systems, and other modes of community outreach.

N/A.

22. Education and Human Resources Development (FAA Sec. 105): If assistance is being made available for education, public administration, or human resource development, describe (a) extent to which activity strengthens nonformal education, makes formal education more relevant, especially for rural families and urban poor, and strengthens management capability of institutions enabling the poor to participate in development; and (b) extent to which assistance provides advanced education and training of people of developing countries in such disciplines as are required for planning and Implementation of public and private development activities.

N/A.

23. Energy, Private Voluntary organizations, and Selected Development Activities (FAA Sec. 106):

If assistance is being made available for energy, private voluntary organizations, and selected development problems, describe extent to which activity is:

a. concerned with data collection and analysis, the training of skilled personnel, research on and development of suitable energy sources, and pilot projects to test new methods of energy production; and facilitative of research on and development and use of small-scale, decentralized, renewable energy sources for rural areas, emphasizing development of energy resources which are environmentally acceptable and require minimum capital investment; N/A.

b. concerned with technical cooperation and development, especially with U.S. private and voluntary, or regional and international development, organizations; N/A.

c. research into, and evaluation of, economic development processes and techniques; N/A.

d. reconstruction after natural or manmade disaster and programs of disaster preparedness; N/A.

e. for special development problems, and to enable proper utilization of infrastructure and related projects funded with earlier U.S. assistance; N/A.

f. for urban development, especially small, labor-intensive enterprises, marketing systems for small producers, and financial or other institutions to help urban poor participate in economic and social development. N/A.

C. CRITERIA APPLICABLE TO ECONOMIC SUPPORT FUNDS ONLY

1. Economic and Political Stability (FAA Sec. 531(a)): Will this assistance promote economic and political stability? To

the maximum extent feasible, is this assistance consistent with the policy directions, purposes, and programs of Part I of the FAA?

N/A.

2. Military Purposes (FAA Sec. 531 (e))

Will this assistance be used for military or paramilitary purposes?

N/A.

3. Commodity Grants/Separate Accounts

(FAA Sec. 609): If commodities are to be granted so that sale proceeds will accrue to the recipient country, have Special Account (counterpart) arrangements been made? (For FY 1991, this provision is superseded by the separate account requirements of FY 1991 Appropriations Act Sec. 575 (a) , see Sec. 575 (a) (5).)

N/A.

4. Generation and Use of Local

Currencies (FAA Sec. 531(d)): Will ESF funds made available for commodity import programs or other program assistance be used to generate local currencies? If so, will at least 50 percent of such local currencies be available to support activities consistent with the objectives of FAA sections 103 through 106? (For FY 1991, this provision is superseded by the separate account requirements of FY 1991 Appropriations Act Sec. 575(a), see Sec. 575(a) (5).)

N/A.

5. Cash Transfer Requirements fy 1991

Appropriations Act, Title 11, under heading "Economic Support Fund," and Sec. 575(b)). If assistance is in the form of a cash transfer:

N/A.

a. Separate accounts: Are

all such cash payments to be maintained by the country in a separate account and not to be commingled with any other funds?

N/A.

b. Local currencies: Will all

local currencies that may be generated with funds provided as a cash transfer to such a country also be deposited in a special account, and has A.I.D. entered into an agreement with that government setting forth the amount of the local currencies to be generated, the terms and conditions under which they are to be used, and the

N/A.

responsibilities of A.I.D. and that government to monitor and account for deposits and disbursements?

c. U.S. Government use of local currencies: Will all such local currencies also be used in accordance with FAA Section 609, which requires such local currencies to be made available to the U.S. government as the U.S. determines necessary for the requirements of the U.S. Government, and which requires the remainder to be used for programs agreed to by the U.S. Government to carry out the purposes for which new funds authorized by the FAA would themselves be available?

N/A.

d. Congressional notice: Has Congress received prior notification providing in detail how the funds will be used, including the U.S. interests that will be served by the assistance, and, as appropriate, the economic policy reforms that will be promoted by the cash transfer assistance?

N/A.

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SUMMARY CABLE RESPONSES TO SOLICITATION CABLES DATED JANUARY 9 AND MARCH 29, 1993. RESPONSES ARE DATED FROM JANUARY 26 TO APRIL 14, 1993

COUNTRY	COMMENT
1. ZAMBIA Lusaka # 02184	<p><u>Scope of Data Services:</u> Mission doubts methodology and data base reveal change in food access. Forecasts should integrate early warning and response planning needs. FEWS should assist host country perform early warning diagnostic.</p> <p><u>Geographic Coverage:</u> Mission agrees with category 2 status.</p> <p><u>Organization and Limited Budget:</u> Mission advocates operational-decision role to foster feedback to improve FEWS performance.</p> <p><u>Buy-ins:</u> Mission anticipates buy-in focussed on host country needs.</p> <p><u>Capacity Building:</u> Category 2 and 3 countries should, under central funding, be provided a minimum acceptable self-sustained early warning program. Category 1 country support should go beyond minimum acceptability.</p>
2. Burundi Bujumbura # 00680	<p><u>Scope of Data Services:</u> Mission is not aware of scope of existing data base or potential uses for development planning.</p> <p><u>Geographic Coverage:</u> Mission agrees with category 3 status. (This has been upgraded to Category 1)</p> <p><u>Buy-ins:</u> Mission does not expect to use services, acknowledges climatic failure (only) could occur and acknowledges value to keep project in place for potential use by mission.</p>
3. Burkina Faso Ouagadougou # 00601	<p><u>Scope of Data Services:</u> Tool development has been weak and should proceed before "promotion." Because famine is caused by</p>

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poverty and social disorganization, not natural disasters, FEWS should focus on access/income at a manageable, meaningful level. Mission accepts the regional level as meaningful.

Geographic Coverage: Mission agrees with three tier level of effort.

Organization and Limited Budget: Mission agrees expatriate professional presence has been key to host country awareness and warning system improvement. Mission recommends more consulting, particularly in census and geographic information referenced data. FEWS should organize to correct lack of feedback between information and decision/ operational response process.

Capacity Building: Mission advocates application of expatriate skills as first priority.

Buy-in: Mission anticipates buy-in. Probable topic will be to advance link of natural resource and health data analysis for development planning.

4. Ivory Coast
Abidjan # 0211

Scope of Data Services: FEWS is now reporting at sub-regional level (department and arrondissement) and should not be degraded, particularly for Category 1 countries. Mission agrees with Niger cable that data base should include development/famine response data if project is to remain relevant.

Geographic Coverage: Mission is confused over selection criteria of 3 categories when chronic and transitory vulnerability is hard to distinguish. Mission questions why social disorganization/war criteria is used since, when recovered, these countries will be able to feed themselves and others (Cape Verde) not in Category 1 will not. Mission proposes frequent review of status and re-program of use of central funds. Mission

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proposes Category 1 FEWS sites be withdrawn if local governments fail to put in place recommended mitigating infrastructure.

Organization and Limited Budget: Mission agrees FEWS should not be folded into another project, but proposes joint forecasting with CILSS and FAO when appropriate.

Capacity Building: Mission proposes capacity building only if plans are made to divest project to local control and recurrent costs. Otherwise capacity building may not be cost efficient.

Buy-in: Mission does not understand principal of buy-in to tool design for development planning.

5. Niger
Niamey # 00858

Scope of Data Services: FEWS will be an inadequate program without longer-term response management/development plan information. Target definition below regional level is necessary to inform response mitigation planning, avoid inconsistency and erosion of quality in responses. Mission requests FEWS build development planning tools with central funding.

Geographic Coverage: Mission doubts consistency of criteria since dissimilar countries appear on same list.

Organization and Limited Budget: FEWS country representation should be in non-chronic countries where USAID staff are unaware of coping mechanics for famine. FEWS should be in DRCO to benefit from operations relationships.

Buy-in: Mission agrees buy-ins should fund capacity building for hands-on attention to task.

5. Mozambique
Maputo # 00518

Scope of Data Services: Mission acknowledges potential crisis, but says FEWS is not relevant to mission focus which is on development planning, rather than crisis management.

Geographic Coverage: Mission agrees with Category 1 status, but does not concur with FEWS resident service because of management (security?) reasons..

Buy-in: Mission is not aware that services could support development planning, suggests reporting is relevant at the bureau/agency level rather than mission level.

6. Senegal
Dakar # 00975

Scope of Data Services: Mission acknowledges natural (drought) constraint only and anticipates duplication with AGRHYMET project in mission.

Geographic Coverage: Mission agrees with current category relationship (3) to FEWS.

Buy-in: none anticipated.

7. Kenya
Nairobi # 03178

Scope of Data Services: Mission affirms FEWS should include developmental and early warning data in data base because chronic food insecurity is growing.

Geographic Coverage: Mission advises flexible criteria for central funding because lesser scope food insecurity is liable to escalate out of control. Kenya and mission have no alternative system to measure famine potential. Mission is uncomfortable with prioritization of the country.

7. Tanzania
Dar Es Salaam
00408

Geographic Coverage: Mission agrees with category 2 status.

Buy-in: no buy-in anticipated because of evident competency of local FAO/SADCC early warning system in country.

8. Ghana
Accra # 02789

Scope of Data Services: Mission agrees with need to assess more than food availability. USAID would like services to forecast refugee flows from neighboring countries.

Geographic Coverage: Mission accepts Category 2 status.

Buy-in: Mission anticipates possible buy-in to assess food access issues.

9. Malawi
Lilongwe # 0182

Scope of Data Services: Mission agrees with methodology to assess civil disturbance, social disruption and general economic conditions as keys to famine.

Geographic Coverage: Mission agrees with category 1 status, and strongly supports FEWS representative station in country.

Organization and Limited Budget: Mission is concerned to avoid a gap in services during the FEWS contract transition.

Capacity Building: Mission support is predicated on potential for sustainability, which is seen as continued local government support of FEWS.

Buy-in: Mission agrees to buy-in for local basic support (office, vehicle, communication) and will examine support of petrol and per diem costs. Mission agrees to buy-in at about \$ 200k for adaptation of early warning data base for development planning purposes.

10. Cape Verde
Praia # 00929

Geographic Coverage: Mission disagrees with Category 3 prioritization in view of extended drought, heavy reliance on food aid and inability of country to manage without foreign assistance. Mission recommends category up-grade from 3 to 2 status.

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FHAA-01 STAG-02 SEOP-01 FFP-09 SERP-01 FABP-02 AFON-06
AFFW-02 POCE-01 TREQ-01 /077 A6 LW 11/1627Z

TRANSITORY AND CHRONIC FOOD INSECURITY ARE GROWING IN AFRICA AND THAT THESE TRENDS THREATEN DEVELOPMENT PROGRESS UNDER THE DFA. THE NEW FEWS PROJECT OFFERS AN OPPORTUNITY TO PROVIDE INFORMATION AND ANALYSIS ON FOOD SECURITY ISSUES IN AFRICA TO HELP FORM BOTH EMERGENCY AND DEVELOPMENTAL STRATEGIES.

INFO LOG-00 AF-00 FAAE-00 RP-10 /012R

WE BELIEVE THAT BUREAU DECISIONS ABOUT THE INTEGRATION OF EMERGENCY AND DEVELOPMENTAL STRATEGIES ARE NECESSARY TO INFORM THE DISCUSSION ABOUT THE ROLE OF THE NEW FEWS PROJECT. THESE DECISIONS ARE PARTICULARLY IMPORTANT IN DETERMINING THE SCOPE OF THE PROJECT, GEOGRAPHIC COVERAGE, AND PLACEMENT OF THE PROJECT WITHIN THE AFRICA BUREAU. THOUGH THE IMPORTANCE OF THIS ISSUE WAS GENERALLY RECOGNIZED, DECISIONS ON INTEGRATION OF RELIEF AND DEVELOPMENT APPROACHES WERE DEFERRED TO A LATER DATE.

DRAFTED BY: AID/AFR/ARTS/FARA: DASHITH: DAS
APPROVED BY: AID/AFR/DAA: RCOBB

THE ISSUES AND DECISIONS PRESENTED BELOW ARE WITH REFERENCE TO THE DEFINITION OF THE CORE (AFR FUNDED) PROJECT. AS DISCUSSED BELOW IT IS EXPECTED THAT MISSIONS WILL BE ABLE TO BUY-INTO THE FEWS III PROJECT TO COMPLEMENT THE COREFUNDED EFFORTS.

AFR/ARTS/FARA: BSTONER AFR/ARTS: RBONNER /
AFR/DP: MBONNER (SUBS) DAA/AFR: JHICKS (SUBS)
AFR/SWA: TBORK (DRAFT) AFR/SA: KBROWN (SUBS)
AFR/EA: PGUEDET (SUBS) AFR/CCWA: MGOLDEN (SUBS)
AFR/ONI: WWEINSTEIN (SUBS) AFR/WID: MPICARD (SUBS)
GC/AFR: ESPRIGGS (SUBS) AFR/HRP: BLRYNER (SUBS)
DAA/FHA: LRICHARDS (SUBS) FHA/OFDA: BHEYMAN (SUBS)
FHA/OFDA: BGARVELINK (SUBS) RP/AF: MCKELVEY (SUBS)
RANDD/AG: GSTEEL (SUBS) FAA/FFP: JMARKUNAS (SUBS)
AF/I: FHARRIS (SUBS)

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FM SECSTATE WASHDC
TO USAID MISSIONS IN AFRICA PRIORITY
AMEMBASSY PARIS

2. ISSUE ONE - THE SCOPE OF THE FEWS III PROJECT. THE ISSUE WAS BROKEN INTO FIVE SEPARATE AREAS AS FOLLOWS:

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A. THEMATIC DEFINITION.

AIDAC

OPTIONS:

E.O. 12356: N/A

TAGS:

SUBJECT: FAMINE EARLY WARNING SYSTEMS III (FEWS III)
PROJECT - 6980466. SUMMARY DECISIONS OF PRE-PID ECPR

SHOULD THE PROJECT BE DEFINED AS INCLUDING (INCREMENTAL ADDITIONS)?

ABIDJAN FOR REDSO/WCA
NAIROBI FOR REDSO/ESA AND MISSION
PARIS FOR CLUB DU SAHEL, USEOCD/BRENNAN AND DAC/LOVE

- (1) NATIONAL LEVEL SHORTFALLS (FOOD BALANCE SHEETS),
(2) REGIONAL SHORTFALLS (VULNERABILITY ASSESSMENTS)
-- WITHIN THE COUNTRY (THE CURRENT FEWS EFFORT),
(3) TARGETING WITHIN COUNTRY (AS REQUESTED, FOR EXAMPLE,
* BY SOUTHERN AFRICA MISSIONS THIS YEAR), OR
(4) DISASTER MITIGATION, RECOVERY AND REHABILITATION.

1. CONTEXT AND ACTIONS REQUESTED

A. THIS CABLE TRANSMITS ISSUES AND DECISIONS ARRIVED AT DURING A PREPID EXECUTIVE COMMITTEE PROJECT REVIEW (ECPR) CONCERNING PHASE III OF THE AFRICA BUREAU'S FAMINE EARLY WARNING SYSTEM (FEWS) PROJECT, 6980466. THE MEETING WAS HELD ON NOVEMBER 20TH AND CHAIRED BY DAA/AFR COBB AND AFR/ARTS WOLGIN. REPRESENTATIVES OF NUMEROUS BUREAU OFFICES ATTENDED. A LIVELY DISCUSSION ENSUED FOR MORE THAN TWO HOURS AND REACHED THE DECISIONS WHICH FOLLOW.

DECISION: IT WAS AGREED THAT THE PRESENT VULNERABILITY/GROSS TARGETING ASSESSMENTS (OPTION 2 ABOVE), IN TERMS OF BOTH FOOD AVAILABILITY AND FOOD ACCESS, WAS THE LEVEL OF INFORMATION REQUIRED FOR DECISION-MAKING BY THE BUREAU FOR AFRICA.

B. ADDRESSEE POSTS ARE INVITED TO COMMENT ABOUT THE ISSUES AND DECISIONS REACHED. REPLIES SHOULD BE SLUGGED TO THE ATTENTION OF AFR/ARTS/FARA, D.A. SMITH.

OUR EXPERIENCE IS THAT THE FOOD BALANCE SHEET APPROACH CONTINUES TO BE NECESSARY BUT DOES NOT PROVIDE DECISION-MAKERS WITH ENOUGH INFORMATION TO MAKE A DECISION ON ACCESS ISSUES AND RELIEF NEEDS OF VULNERABLE GROUPS. WHILE THE ARGUMENT THAT THE HOST COUNTRY OR USAID MIGHT FIND EITHER (1) MORE SPECIFIC TARGETING, OR (2) MORE INFORMATION FOR DISASTER MITIGATION TO BE OF VALUE, THE MEETING AGREED BOTH ACTIVITIES WERE BEYOND THE NEED OF AFR INFORMATION REQUIREMENTS FOR EMERGENCY RESPONSE DECISION-MAKING AND, HENCE, INAPPROPRIATE FOR FUNDING BY THE CORE PROJECT.

C. BEFORE BEGINNING THE DISCUSSION ON THE SPECIFIC ISSUES PRESENTED BY AFR/ARTS, THERE WAS A GENERAL DISCUSSION OF THE DEGREE TO WHICH SHORT AND LONGER-TERM FOOD SECURITY ISSUES SHOULD BE INTEGRATED INTO THE BUREAU'S DEVELOPMENT PORTFOLIO. THERE IS A CONSENSUS THAT THE DEGREE OF INTEGRATION HAS IMPLICATIONS FOR THE ROLE OF FEWS IN THE BUREAU AND, THEREFORE, THE DESIGN OF FEWS III.

B. GEOGRAPHIC COVERAGE.

THERE IS CONCERN ON THE PART OF SOME AFR STAFF THAT BOTH

OPTIONS:

- (1) NARROW DEFINITION OF DROUGHT-PRONE COUNTRIES IN THE

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-- SUDANO, SAHELIAN ZONE.

-- (2) BROADER DEFINITION OF DROUGHT-PRONE COUNTRIES, E.G.,
WHERE EMERGENCY FOOD AID HAD BEEN PROVIDED IN PERIOD
-- 1980-92.

- (3) MALTHUSIAN COUNTRIES WHICH HAVE NOT REQUIRED
- EMERGENCY ASSISTANCE BUT MAY BE EXPECTED TO REQUIRE
- SUCH ASSISTANCE DURING THE NEXT 5-10 YEARS.

-- (4) COUNTRIES FACING INTERNAL STRIFE, WHICH AGGRAVATES
-- MARKET FLOWS AND REDUCES FOOD SECURITY.

DECISION: IT WAS AGREED THAT FEWS SHOULD PROVIDE THE
BROADEST POSSIBLE COVERAGE AT THE LOWEST REASONABLE COST
(OPTION 2). IT WAS FURTHER AGREED THERE SHOULD BE SOME
LEVEL OF FEWS COVERAGE AVAILABLE FOR ALL SUB-SAHARAN
COUNTRIES. A SYSTEM OF CATEGORIZATION/PRIORITIZATION WILL
BE DEVELOPED WITH THOSE COUNTRIES EXPERIENCING A
RELATIVELY HIGHER PROBABILITY OF FAMINE/FOOD INSECURITY IN
THE NEXT 5-7 YEARS RECEIVING MORE INTENSIVE COVERAGE.

THE TROPICAL RESEARCH AND DEVELOPMENT DESIGN TEAM (WHICH
IS PREPARING THE PID FOR PHASE III) WAS CHARGED WITH
PRIORITIZING COUNTRIES. THEIR INITIAL DRAFT, SUBJECT TO

COMMENT AND REVISION, DIVIDES COUNTRIES INTO THREE
CATEGORIES:

- (A) CATEGORY 1. COUNTRIES WITH A CHRONIC NEED FOR
EMERGENCY FOOD AID. THE 11 COUNTRIES IN CATEGORY 1 ARE
ANGOLA, BURKINA FASO, CHAD, ETHIOPIA, MALAWI, MALI,
MAURITANIA, MOZAMBIQUE, NIGER, SOMALIA AND SUDAN.

(B) CATEGORY 2. COUNTRIES WITH A RECURRING NEED FOR
EMERGENCY FOOD AID. THE 13 COUNTRIES IN CATEGORY 2 ARE
BOTSWANA, GAMBIA, KENYA, LESOTHO, LIBERIA, MADAGASCAR,
NAMIBIA, SENEGAL, SIERRA LEONE, SWAZILAND, TANZANIA,
ZAMBIA AND ZIMBABWE.

- (C) CATEGORY 3. COUNTRIES WITH THE POTENTIAL TO HAVE
INTERMITTENT DROUGHT/FAMINE EPISODES REQUIRING EMERGENCY
FOOD AID. THE 23 COUNTRIES IN CATEGORY 3 ARE BENIN,
BURUNDI, CAMEROON, CAPE VERDE, THE CENTRAL AFRICAN
REPUBLIC, COMOROS, CONGO REPUBLIC, COTE D'IVOIRE,
DJIBOUTI, EQUATORIAL GUINEA, GABON, GHANA, GUINEA-
BISSAU, MAURITIUS, NIGERIA, RWANDA, SAO TOME, THE
SEYCHELLES, SOUTH AFRICA, TOGO, UGANDA AND ZAIRE.

FIELD COMMENTS ON THE COUNTRIES IN EACH CATEGORY ARE
WELCOME. IF YOU BELIEVE A CHANGE(S) IS WARRANTED, PLEASE
ACCOMPANY YOUR REQUEST FOR SAID CHANGE WITH A RATIONALE.

C. HOST COUNTRY CAPACITY BUILDING

OPTIONS:

- (1) AFR SHOULD CONTINUE TO RELY UPON PROFESSIONAL
- EXCHANGES AND NOT FOCUS EXPLICITLY ON HOST COUNTRY
- CAPACITY BUILDING (PRESENT APPROACH, PER 1989 MEMO
FROM AA/AFRI).
- (2) AFR SHOULD PUT MORE CORE FUNDING IN THE FEWS PROJECT
- FOR DEVELOPING THE CAPACITY OF NATIONAL EARLY
-- WARNING SYSTEMS.
- (3) THE PROJECT SHOULD DEVELOP A BUDGET LINE-ITEM FOR
- TRAINING OF HOST COUNTRY PERSONNEL.

-- (4) CAPACITY BUILDING EFFORTS SHOULD BE SUPPORTED BY
-- MISSION BUY"INS.

" (5) THE PROJECT SHOULD CONTINUE CORE FUNDING OF FEWS
- FIELD REPRESENTATIVES (FFRS) FOR A LIMITED, TWO TO
- THREE YEAR PERIOD. AFTER THAT TIME IT WOULD BECOME
-- THE RESPONSIBILITY OF THE USAID MISSION TO PROVIDE
- REQUIRED INFORMATION. TO ACHIEVE THIS OBJECTIVE,
" THE MISSION COULD BUY"IN TO FEWS FOR REPLACEMENT
- FFRS OR SUPPORT IN UPGRADING THE NATIONAL SYSTEM.

DECISION: IT WAS AGREED THAT THE FEWS III PROJECT SHOULD
EXPLICITLY INCLUDE AND ENCOURAGE CAPACITY BUILDING. THE
CORE PROJECT SHOULD SUPPORT CAPACITY BUILDING THROUGH
PROFESSIONAL EXCHANGES (SHARING OF METHODOLOGIES, DATA,
SOFTWARE PROGRAMS, TRAINING, ETCETERA) AS PROPOSED IN
OPTION 1 ABOVE (AND CURRENTLY DONE IN SOME FIELD
MISSIONS).

IT WAS FELT THAT CORE PROJECT FUNDING FOR ADDITIONAL
CAPACITY-BUILDING WENT BEYOND THE SCOPE OF AFR INTERESTS
AND COULD BE MOST EFFECTIVELY ADDRESSED AT THE MISSION
LEVEL. THE PROJECT PAPER WILL ENCOURAGE MISSIONS TO BUY-
IN TO THE CAPACITY BUILDING COMPONENT OF THE PROJECT,
USING EITHER DFA OR LOCAL CURRENCIES.

D. TOOL PROMOTION

OPTIONS:

- (1) NON-PROMOTION. TOOLS PREVIOUSLY DEVELOPED ARE USED
EXCLUSIVELY FOR FEWS PURPOSES.
- (2) PASSIVE PROMOTION. TOOLS PREVIOUSLY DEVELOPED ARE
USED PRIMARILY FOR FEWS PURPOSES, BUT THE PROJECT RESPONDS
TO MISSIONS WHICH MAY WANT TO ADAPT EXISTING PACKAGES FOR
NON-FEWS PURPOSES.

(3) ACTIVE PROMOTION. TOOLS ARE ACTIVELY PROMOTED TO
ASSIST MISSIONS IN THEIR DEVELOPMENT PLANNING AND
MONITORING ACTIVITIES. PROJECT FUNDS ARE ALLOCATED FOR
FURTHER TOOL DEVELOPMENT AND ADAPTATION TO GROWING NEEDS.

DECISION: IT WAS AGREED THAT THE FEWS PROJECT SHOULD
PURSUE A STRATEGY OF PASSIVE PROMOTION (OPTION 2). THE
LEVEL OF EFFORT PUT IN TO TOOLS DEVELOPMENT/REFINEMENT
WILL BE A FUNCTION OF INTERNAL PROJECT NEEDS IN THE AREA
OF FAMINE EARLY WARNING ONLY. TO THE EXTENT MISSIONS
DESIRE TO USE FEWS DEVELOPED TOOLS FOR NON-FEWS PURPOSES,
MISSIONS MAY BUYIN TO THE PROJECT.

E. PROJECT LINKAGES WITH OTHER AFR CENTRALLY FUNDED
ACTIVITIES.

RECOMMENDATION: THE PROJECT SHOULD REMAIN A SEPARATE AND
FOCUSED ACTIVITY AND NOT/NOT BE MORE CLOSELY LINKED WITH
OTHER AFR CENTRALLY FUNDED ACTIVITIES. THE INTEGRITY OF
THE PROJECT PURPOSE SHOULD BE RETAINED.

DECISION: THE RECOMMENDATION WAS ACCEPTED, PARTICULARLY
AS IT PERTAINED TO CLOSER INTEGRATION OR CLOSER LINKAGES
WITH AGRHYMET (SAHEL WATER DATA MANAGEMENT). WITH REGARD
TO AELGA (AFRICAN EMERGENCY LOCUST AND GRASSHOPPER
ASSISTANCE), THE DISCUSSION CENTERED UPON THE DIFFERENCES
BETWEEN FEWS, AS A DATA GATHERING/ANALYSIS PROJECT TO
ADVISE DECISION-MAKERS, AND AELGA, WHICH IS A RESPONSE
MECHANISM.

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THE CONSENSUS IS THAT THE LINKAGE OF THE INFORMATION/ANALYSES, DECISION-MAKING, AND RESPONSE PROJECT SHOULD BE MADE, BUT THAT THE PURPOSES ARE SEPARATE AND DISTINCT. IT WAS ARGUED THAT IF THE TWO WERE MERGED, EXPERIENCE DEMONSTRATES THAT THE INFORMATION GATHERING/ANALYSIS SIDE WOULD SUFFER DUE TO THE DEMANDS OF THE RESPONSE PROCESS.

3. ISSUE TWO - ENSURING FEWS IS DEMANDDRIVEN AND RESPONDS TO MISSION INTERESTS.

RECOMMENDATION: IN AN EFFORT TO MAKE THE PROJECT MORE DEMAND-DRIVEN, IT WAS SUGGESTED THE DESIGN TEAM DEVELOP A MENU APPROACH. THE AFRICA BUREAU WILL CONTINUE TO PROVIDE CORE SUPPORT FOR THE PROJECT TO PERMIT THE MINIMAL PROCESSING OF DATA IT DEEMS NECESSARY AND REQUIRED (PER PARA 2. A. (2) ABOVE). TO THE EXTENT THAT MISSIONS DESIRE ADDITIONAL GOODS AND SERVICES BEYOND THE MINIMAL LEVEL, THE SERVICES COULD BE PROCURED THROUGH THE PROJECT, BUT WITH MISSION FUNDING.

DECISION: THE RECOMMENDATION WAS ADOPTED. DUE TO THE FACT THAT BUREAU DECISION-MAKERS REQUIRE STANDARDIZED INFORMATION, THE FEWS PROJECT WILL PROVIDE CORE FUNDING TO PERMIT THE SECONDARY COLLECTION, ANALYSIS, AND DISSEMINATION OF VULNERABILITY INFORMATION TO AFRICA BUREAU DECISION-MAKERS IN A TIMELY AND CREDIBLE FASHION. THE DESIGN WILL INCORPORATE A THREE-TIER SYSTEM OF STANDARDIZED COVERAGE, WITH THE COUNTRIES IDENTIFIED EARLIER IN PARA 2. B. GROUPED WITHIN THEIR RESPECTIVE

CATEGORIES BELOW:

--CATEGORY 1 COUNTRIES (ANGOLA, BURKINA FASO, CHAD, ETHIOPIA, MALAWI, MALI, MAURITANIA, MOZAMBIQUE, NIGER, SOMALIA AND SUDAN): WOULD BE ELIGIBLE FOR AFR BUREAU CORE SUPPORT IN THE FORM OF:

- (A) FEWS FIELD REPRESENTATIVE (FFR),
- (B) CAPACITY BUILDING IN TERMS OF PROFESSIONAL EXCHANGES AND THE POSSIBLE USE OF HEADQUARTERS TRAINING FOR FIELD PERSONNEL FOR TRANSFERRING METHODOLOGY, AND
- (C) DATA BASE AND TOOL DEVELOPMENT FOR EARLY WARNING SYSTEM PURPOSES.

POSTING OF AN FFR AND PROVISION OF THE FEWS PACKAGE WOULD BE DONE WHERE ADVISABLE AND APPROPRIATE. THERE ARE SOME COUNTRIES WHERE IT IS NEITHER ADVISABLE NOR APPROPRIATE TO PROVIDE INCOUNTRY ASSISTANCE.

--CATEGORY 2 COUNTRIES (BOTSWANA, GAMBIA, KENYA, LESOTHO, LIBERIA, MADAGASCAR, NAMIBIA, SENEGAL, SIERRA LEONE, SWAZILAND, TANZANIA, ZAMBIA AND ZIMBABWE) WOULD BE ELIGIBLE FOR CORE SUPPORT IN THE FORM OF:

- (A) SATELLITE-BASED DATA AND EXISTING PERTINENT DIGITAL DATA FROM FEWS ARCHIVE,
- (B) SHORT-TERM TECHNICAL ASSISTANCE, AND
- (C) HEADQUARTERS-BASED ANALYSIS OR PARTIAL SUPPORT OF LONG-TERM TECHNICAL ASSISTANCE.

--CATEGORY 3 COUNTRIES (BENIN, BURUNDI, CAMEROON, CAPE VERDE, THE CENTRAL AFRICAN REPUBLIC, COMOROS, CONGO REPUBLIC, COTE D'IVOIRE, DJIBOUTI, EQUATORIAL GUINEA, GABON, GHANA, GUINEA, GUINEA-BISSAU, MAURITIUS, NIGERIA,

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RWANDA, SAO TOME, THE SEYCHELLES, SOUTH AFRICA, TOGO, UGANDA AND ZAIRE) WOULD BE ELIGIBLE FOR CORE SUPPORT IN THE FORM OF SATELLITEBASED DATA AND EXISTING PERTINENT DIGITAL DATA FROM THE FEWS ARCHIVE.

ALL MISSIONS WOULD BE GIVEN ACCESS TO ANY PART OF THE FEWS PROGRAM ON A QUOTE PAY AS YOU PLAY UNQUOTE BASIS. FOR

EXAMPLE, SHOULD A MISSION DECIDE TO EXPAND THE BASIC CORE SUPPORT IN TERMS OF (A) MORE PRECISE TARGETING, (B) THE POSTING OF AN FFR IN A CATEGORY 2/3 COUNTRY, (C) INCREASED CAPACITY BUILDING, OR (D) EXPANDED TOOL DEVELOPMENT AND PROMOTION BEYOND THE IMMEDIATE NEEDS OF FAMINE AND EARLY WARNING SYSTEMS, THE MISSION COULD BUY-IN TO THE FEWS

PROJECT.

IT IS HOPED THAT THROUGH THIS BREAKDOWN THE PROJECT WOULD BE ABLE TO SERVE THE AFRICA BUREAU IN WASHINGTON WHILE BEING ABLE TO RESPOND ALSO TO THE SPECIFIC NEEDS AND DEMANDS OF MISSIONS.

4. ISSUE THREE - ACCEPTANCE AND INSTITUTIONALIZATION OF EARLY WARNING WITHIN THE MAINSTREAM OF AFRICA BUREAU DEVELOPMENT THINKING AND PLANNING.

OPTIONS:

- (1) ESTABLISH A SEPARATE OFFICE WITHIN THE AFRICA BUREAU THAT REPORTS DIRECTLY TO THE ASSISTANT ADMINISTRATOR - MUCH AS THE PREVIOUS COORDINATOR FOR REFUGEES AND - HUMANITARIAN AFFAIRS, EMERGENCY COORDINATION OFFICE, AND OFFICE OF EMERGENCY OPERATIONS DID).

- (2) MAINTAIN THE FEWS PROJECT WITHIN THE AFR/ARTS PORTFOLIO TO ENABLE THE PROJECT ANALYSES AND METHODOLOGY TO BENEFIT FROM THE COMPLIMENTARITY OF

THE FOOD SECURITY ANALYTICAL AGENDA.

- (3) CONSIDER THE FEWS PROJECT TO BE OPERATIONAL IN NATURE AND RELY UPON AFR/ONI TO PROVIDE THE LEADERSHIP THAT WAS ENVISAGED FOR THE "FOOD SECTOR REVIEW COMMITTEE" (AS DESCRIBED IN THE FEWS II PROJECT PAPER).

DECISION: THE ISSUE REMAINS UNRESOLVED. IT WAS AGREED THAT THE PREPID ECPR WOULD HAVE A FURTHER SEPARATE MEETING TO DISCUSS THIS ISSUE, WHICH IS RELEVANT TO BUT GOES BEYOND THE SCOPE OF THE FEWS PROJECT.

IT WAS AGREED THAT THERE IS A BROAD ISSUE WITH REGARD TO THE INTEGRATION OF FOOD SECURITY ISSUES INTO DEVELOPMENTAL APPROACHES OF THE BUREAU. THE DEGREE OF INTEGRATION WILL INFORM THE DEGREE TO WHICH FEWS SHOULD CONTINUE TO GENERATE AN EXTENSIVE FOOD SECURITY DATA BASE AND, IN ADDITION, HOW THIS INFORMATION IS USED IN THE BUREAU. THE USE OF DATA, AND THE DEGREE OF INTEGRATION SHOULD INFORM THE PLACEMENT OF FEWS IN THE BUREAU.

IT WAS FELT THAT THE PROBABILITY THAT THIS ISSUE CANNOT BE QUICKLY RESOLVED SHOULD NOT DELAY FEWS III DESIGN. AT THE CURRENT TIME, THE FEWS III PROJECT CONTINUES TO BE THE

MEANS TO MONITOR AND GENERATE DATA AND ANALYSES TO ADDRESS TRANSITORY FOOD INSECURITY.

IN REVIEWING THE OPTIONS FOR PLACEMENT, IT IS CLEAR THAT

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THIS DEPENDS ON THE MANDATE OF THE FEWS PROJECT AND BUREAU

DECISIONS ABOUT THE CREATION OF A NEW OFFICE.

AFR/ARTS: IF THE CURRENT APPROACH CONTINUES, I.E., THAT FEWS IS USED EXCLUSIVELY TO PROVIDE EARLY WARNING INFORMATION, THERE IS NOT A STRONG LINKAGE TO THE AFR/ARTS OFFICE. IF, ALTERNATIVELY, AFR/ARTS AND THE BUREAU DECIDE TO PROMOTE THE INTEGRATION OF FEWS INFORMATION INTO LONGER-TERM FOOD SECURITY APPROACHES, THERE MAY BE A STRONGER JUSTIFICATION FOR FEWS TO REMAIN IN AFR/ARTS.

EMERGENCY OPERATIONS OFFICE: IF THE CURRENT EARLY WARNING APPROACH CONTINUES, THERE MAY BE JUSTIFICATION TO MOVE THE PROJECT TO THE PROPOSED EMERGENCY OPERATIONS OFFICE. IN ADDITION, IF IT IS DETERMINED THAT FEWS SHOULD HAVE A RESPONSE COMPONENT, IN THE AELGA MODEL, THERE MAY BE STRONGER JUSTIFICATION FOR THIS PLACEMENT.

AFR/ONI: THERE DID NOT APPEAR TO BE A JUSTIFICATION FOR PLACING THE PROJECT IN AFR/ONI.

6. COMMENTS FROM FIELD POSTS ARE WELCOMED TO THE ISSUES AND DECISIONS CONTAINED (AND RAISED) IN THIS CABLE. TIMETABLE FOR PID DESIGN IS THAT DRAFT PID WILL BE REVIEWED BY THE AFRICA BUREAU IN MID-JANUARY. PLEASE SLUG RESPONSES AT YOUR EARLIEST CONVENIENCE FOR AFR/ARTS/FARA - D.A.SMITH. EAGLEBURGER

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FHAA-01 ADA-03 FMCA-01 FMAD-02 FFP-09 SEC-01 TELE-01
CLAS-01 P001-01 FABP-02 AFFW-02 SPLT-01 AFDR-01
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APPROVED BY: AID/AFR:RCOBB
AFR/ARTS:JOLSSON (DRAFT) AFR/ARTS:MLOWDERMILK (DRAFT)
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AFR/DP:PRADER (DRAFT) AFR/DP:M BONNER (DRAFT)
AFR/SADE-ADA:MVENTLING (DRAFT) AFR/DP:R. DRY (DRAFT)

AFR/SWA: J. GILMORE; AFR/SA: L. TAYLOR
AFR/EA: P. GEUDET; AFR/CCWA: H. GOLDEN
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TO USAID MISSIONS IN AFRICA PRIORITY

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E.O. 12356: N/A
TAGS:

SUBJECT: REQUESTED INPUT FOR FAMINE EARLY WARNING SYSTEMS
(FEWS) III (698-0491) PROJECT PAPER DESIGN

1. PURPOSE OF CABLE

THE AFR BUREAU APPRECIATES INPUT RECEIVED IN RESPONSE TO
REFTEL WHICH REPORTED OUTCOME OF PRE-PID ECPR. THE RESPONSES
RECEIVED TO DATE AS WELL AS ADDITIONAL INPUT GENERATED FROM
THIS CABLE WILL BE INCORPORATED DURING PROJECT PAPER DESIGN.
IT IS OUR INTENT TO TRANSMIT A FINAL CABLE RESPONDING TO
MISSION CONCERNS PRIOR TO THE PROJECT PAPER REVIEW.

THE PURPOSE OF THIS CABLE IS TO:

- (A) ADVISE MISSIONS THAT THE PID ECPR CHAIRED BY DAA/AFR DICK
COBB ON FEBRUARY 2, 1993 HAS AUTHORIZED AFR/ARTS/FARA TO
PROCEED WITH THE PP DESIGN;
- (B) ADVISE MISSIONS THAT COMPLETE DOCUMENTATION INCLUDING
PRE-PID ECPR GUIDANCE, PID, AND PID ECPR ACTION
MEMORANDUM ARE BEING SENT VIA DHL TO FULLY INFORM
MISSIONS OF THE DESIGN PARAMETERS;
- (C) TO SOLICIT MISSION INPUT FOR THE PP DESIGN TO ENSURE
THAT THE FUTURE FEWS III PROJECT MAY BEST SERVE THE
INTERESTS OF BOTH THE FIELD MISSIONS AND THE AFRICA
BUREAU; AND
- (D) TO REQUEST MISSIONS TO EXPAND THEIR REPORTING ON FOOD
SECURITY ISSUES AS IS BEING DONE CURRENTLY IN SOUTHERN
AFRICA. (NB: THIS WILL BE THE SUBJECT OF A SEPTEL.)

2. ACTIONS REQUESTED

AFTER REVIEWING THIS CABLE AND THE PROJECT DOCUMENTATION, WE

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REQUEST THAT YOU ADVISE THE AFRICA BUREAU ON THE FOLLOWING
ISSUES/QUESTIONS TO ENSURE THAT THE PROJECT REFLECTS FIELD
EXPERIENCE AND VIEWS:

A. THE CATEGORIZATION OF COUNTRIES. PLEASE NOTE THAT THE
BASIS OF THIS CATEGORIZATION IS THE FREQUENCY OF EMERGENCY
FOOD SHIPMENTS DURING THE 1980S. THE CRITERIA AND FINAL LIST
WERE THE JOINT PRODUCTS OF THE PID DESIGN TEAM AND INFORMED
SOURCES WITHIN THE AFRICA BUREAU TO ACCOUNT FOR IN-COUNTRY
CAPACITY, UNEXPECTED DEVELOPMENTS; SUCH AS REFUGEES,
INCREASING POPULATIONS, ETC. SHOULD THE MISSION BELIEVE THAT
IT HAS BEEN INADVERTENTLY MIS-CATEGORIZED, WE WOULD REQUEST
THAT THE MISSION ADVISE US WITH A RATIONALE TO JUSTIFY THE
RE-CATEGORIZATION.

B. THE TYPE (AND IF POSSIBLE THE POTENTIAL LEVEL) OF BUY-INS
TO THE FEWS III PROJECT. AS DISCUSSED IN THE PID AND
SUMMARIZED BELOW, THE CORE-FUNDED ELEMENT WILL SUPPORT
VARYING DEGREES OF EARLY WARNING SURVEILLANCE DEPENDING ON
CATEGORY. BY DEFINITION, HOWEVER, THIS CORE CAN BE EXTENDED
TO MEET MISSION NEEDS IN TERMS OF: (1) DATA BASE GENERATION
FOR DEVELOPMENT PLANNING AND/OR MONITORING PURPOSES; (2)
CONCEPTUAL OR ANALYTICAL TOOL AND METHODOLOGIES; (3) HOST-
COUNTRY CAPACITY BUILDING; OR (4) THE EXTENSION OF
PREPAREDNESS PLANNING TO FAMINE MITIGATION.

C. FEWS FIELD REPRESENTATIVES (FFRS). WE HAVE TENTATIVELY

BUDGETED FOR 10 FFRS TO SERVE CATEGORY 1 COUNTRIES. WE ASK
FOR CONFIRMATION FROM THESE COUNTRIES. SHOULD A COUNTRY IN
EITHER CATEGORY 2 OR 3 DESIRE AN FFR, WE WOULD APPRECIATE
BEING SO INFORMED. IN ORDER THAT WE MAY DEVELOP A STANDARD
MOU WITH THE MISSION ON FEWS FIELD REP SUPPORT, WE WOULD
APPRECIATE STATEMENTS FROM ALL MISSIONS OF YOUR
ABILITY/WILLINGNESS TO PROVIDE: (1) OFFICE SPACE; (2)
TELEPHONE; (3) OFFICIAL VEHICLE/PETROL FOR WORK RELATED
TASKS; (4) WITHIN COUNTRY TRAVEL/PER DIEM ETC.

(FYI: IT IS OUR INTENT TO CAPTURE EXTERNALITIES WITHOUT
SIGNIFICANTLY INCREASING THE BURDEN ON THE MISSION. WE HAVE
INCURRED SIGNIFICANT COSTS IN THE CURRENT FEWS PROJECT BY
SETTING UP AN OFFICE WHEN MISSIONS HAD AVAILABLE SPACE.)

D. MISCELLANEOUS INSIGHTS. THE FIELD MISSIONS AND HOST
COUNTRY EXPERTS HAVE A WEALTH OF EXPERIENCE IN BOTH
INFORMATION GATHERING AND PREPAREDNESS PLANNING. WE IN
WASHINGTON WELCOME THESE INSIGHTS IN ORDER THAT WE MAY
DEVELOP A PROJECT WHICH RESPONDS TO THE FIELD'S NEEDS IN THE
1990S.

3. BACKGROUND: RATIONALE FOR THE STRUCTURE OF FEWS III

A. BEFORE FEWS, ALL AFRICAN MISSIONS WERE REQUIRED TO REPORT
REGULARLY ON THE FOOD SITUATION IN THEIR COUNTRIES.
CURRENT AND NEAR-TERM SITUATION IN THE FOOD AND AGRICULTURAL

SECTOR (INCLUDING CONSUMPTION) IS OF FUNDAMENTAL IMPORTANCE
TO ACTIONS AND POLICIES OF HOST COUNTRIES, MISSIONS AND
AID/W. SUCH INFORMATION IS VALUABLE NOT ONLY IN DETERMINING
WHETHER EMERGENCY FOOD OR NON-FOOD ASSISTANCE IS REQUIRED,
BUT ALSO IN TERMS OF DEVELOPMENT PLANNING AND IMPLEMENTATION.

THIS CONCEPTUAL FRAMEWORK IS REFLECTED IN THE GOALS OF THE
DEVELOPMENT FUND FOR AFRICA (DFA). THE DFA ACTION PLAN

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SPECIFICALLY INCLUDES FOOD SECURITY AS ONE OF ITS STRATEGIC
OBJECTIVES. IT IS ALSO NOTED THAT ALMOST ALL AFRICAN
COUNTRIES INCLUDE THE CONCEPT OF FOOD SECURITY WITHIN THEIR
DEVELOPMENT PLANS.

THE HOST COUNTRY, MISSION, AND THE AFRICA BUREAU IN AID/W
HAVE A CONTINUAL NEED FOR SUCH INFORMATION IN ORDER TO
MANAGE AVAILABLE RESOURCES TO RESPOND TO EMERGING MISSION
NEEDS AND TO ENSURE THAT LONGER TERM DEVELOPMENT OBJECTIVES
ARE REALISTIC.

B. A.I.D.'S FAMINE EARLY WARNING SYSTEM (FEWS) ACTIVITIES
BEGAN IN MID-1985 UNDER CRISIS CONDITIONS TO RESPOND TO USG
NEEDS FOR BETTER, EARLIER INFORMATION ABOUT FAMINE AFFECTED
POPULATIONS. U.S. RESPONSES TO SPECIFIC CRISES HAD BEEN
SEVERELY HAMPERED BECAUSE NOT ENOUGH INFORMATION WAS
AVAILABLE ON POPULATIONS IN DISASTER AREAS, THE CAUSE OF THE
FAMINE OR FOOD SHORTAGES AND THE IMPACT ON FOOD STOCK LEVELS.
THUS, THE FIRST OBJECTIVE OF FEWS WAS TO IDENTIFY CONDITIONS
WHICH MIGHT LEAD TO A FAMINE EMERGENCY AND TO TARGET

POPULATIONS AT RISK AT A SUB-COUNTRY LEVEL.

THE CURRENT FEWS PROJECT WAS AUTHORIZED IN 1988. AT THAT
TIME IT WAS AGREED THAT THE GEOGRAPHICAL FOCUS OF THE PROJECT
WOULD BE IN THOSE COUNTRIES WHICH HAD THE GREATEST
PROBABILITY OF EXPERIENCING DROUGHT, I.E. THE SAHELIAN
REGION, SUDAN AND ETHIOPIA.

DURING THE IMPLEMENTATION OF THE CURRENT FEWS PROJECT, THE
THINKING OF THE AFRICA BUREAU OF AID/W HAS EVOLVED. IN
PARTICULAR, WE HAVE BECOME AWARE THAT:

(1) IN AFRICA, FOOD ACCESS (THE ABILITY TO BUY OR GROW YOUR
OWN) IS AS MUCH IF NOT MORE OF A PROBLEM THAN FOOD
AVAILABILITY PER SE -- ESPECIALLY FOR SMALL-HOLDERS WHO ARE
OFTEN NET-PURCHASERS OF FOOD;

(2) DROUGHT CONTINUES TO BE A MAJOR CAUSE OF DECREASES IN
DOMESTIC FOOD PRODUCTION, HIGH PRICES, AND FOOD INSECURITY,
BUT FOOD INSECURITY AND LOCALIZED FAMINES ARE INCREASINGLY
CAUSED BY ECONOMIC RECESSION, CIVIL DISTURBANCES AND SOCIAL
DISRUPTION. THESE FACTORS HAVE AN IMPACT ON BOTH FOOD
PRODUCTION (AVAILABILITY), INCOMES AND EMPLOYMENT (FOOD
ACCESS), AND UTILIZATION (CONSUMPTION/NUTRITION).

(3) AS THE DROUGHT OF 1991/92 DEMONSTRATES, FAMINE AND FOOD
SHORTAGES OCCUR THROUGHOUT AFRICA. ONCE THE PERCEPTION WAS
THAT FAMINES WERE A SAHELIAN, SEMI-ARID PHENOMENON. NOW IT
IS UNDERSTOOD THAT ALL COUNTRIES ARE VULNERABLE TO SOME
DEGREE AND THAT WITH POPULATION GROWTH, THE PROBABILITY OF
SIGNIFICANT FOOD SHORTFALLS IS INCREASING THROUGHOUT AFRICA.

C. THE FEWS III PID DOES NOT SIGNIFICANTLY MODIFY THE
OBJECTIVES OF THE PREVIOUS FEWS ACTIVITIES. THE PROJECT
PURPOSE IS RE-EMPHASIZED: QUOTE TO HELP ESTABLISH AN AFRICAN
FAMINE EARLY WARNING SYSTEM THAT PROVIDES ADEQUATE
INFORMATION ON A TIMELY BASIS SO THAT DECISION-MAKERS CAN
MAKE APPROPRIATE DECISIONS ABOUT FAMINE PREVENTION
INITIATIVES. ENQUOTE.

D. WHAT IS DIFFERENT IS THE GEOGRAPHICAL SCOPE OF THE
PROJECT. UNDER THE CURRENT (FEWS II) PROJECT, IN-DEPTH
INFORMATION WAS MADE AVAILABLE FOR THOSE COUNTRIES IN WHICH

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THERE WAS A FEWS PRESENCE.

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UNDER THE FEWS III PROJECT, THE ANALYSIS OF REMOTELY SENSED
INFORMATION WILL BE EXPANDED TO COVER ALL OF SUB-SAHARAN
AFRICA. THE ANALOGY THE DESIGN TEAM HAS USED IS THAT OF THE
U.S. HURRICANE WARNING SYSTEM. EVERYONE WILL BE ON THE
RADAR, I.E. FEWS III WILL EXPAND ITS REMOTE SENSING COVERAGE

AND ANALYSIS CONTINENT-WIDE, BUT RESOURCES WILL BE
CONCENTRATED IN THOSE COUNTRIES WHICH HAVE THE HIGHEST
PROBABILITY OF FAMINE. SIMILARLY, WHEN A POTENTIAL SHORTFALL
IS IDENTIFIED THROUGH EITHER REMOTE-SENSING IMAGERY OR
MISSION REPORTING, THE FEWS III PROJECT WILL HAVE RESOURCES
AVAILABLE TO SUPPLEMENT THOSE OF THE MISSION TO PERFORM A

DIAGNOSTIC EXAMINATION.

4. THE PROPOSED STRUCTURE OF FEWS III

A. CATEGORY 1:

(1) CRITERIA AND TENTATIVE INCLUSION:

COUNTRIES WHICH HAVE PERSISTENT AND CHRONIC DROUGHT/FAMINE
EPISODES OR OTHER EMERGENCIES AFFECTING FOOD AVAILABILITY AND
REQUIRE PERIODIC EMERGENCY FOOD IMPORTS AND/OR FOOD AID.
THESE COUNTRIES INCLUDE:

ANGOLA	BURKINA FASO
CHAD	ERITREA
ETHIOPIA	MALAWI
MALI	MAURITANIA
MOZAMBIQUE	NIGER
SOMALIA	SUDAN

(2) GOODS/SERVICES TO BE PROVIDED WITH CORE-FUNDING

(A) SATELLITE-BASED DATA AND EXISTING PERTINENT DIGITAL DATA
FROM FEWS ARCHIVES

(B) FEWS BULLETINS AND SPECIAL STUDIES

(C) FEWS DATABASE AND TOOL DEVELOPMENT FOR EARLY WARNING
SYSTEM PURPOSES

(D) FEWS CAPACITY-BUILDING (PROFESSIONAL EXCHANGES,
INTERNSHIPS, SHORT-TERM AND ON-THE-JOB TRAINING, WORKSHOPS)

(E) IN-COUNTRY FEWS FIELD REPRESENTATIVE (FFR)

(F) FEWS SHORT-TERM ASSISTANCE TO SUPPLEMENT THE FFR FOR
TIMELY VULNERABILITY ANALYSES

(G) FEWS HQ-BASED ANALYSIS OR PARTIAL SUPPORT OF LONG-TERM
TECHNICAL ASSISTANCE.

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TECHNICAL ASSISTANCE.

(3) GOODS/SERVICE AVAILABLE WITH MISSION BUY-INS

(A) INCREASED COMMITMENT TO CAPACITY-BUILDING, E.G. LONGER TERM TRAINING, EQUIPMENT PROCUREMENT FOR HOST COUNTRY EARLY WARNING EFFORTS.

(B) EXTENSION/ADAPTION OF DATA BASES FOR DEVELOPMENT PLANNING PURPOSES. (NB: THIS IS POSSIBLE DUE TO THE FACT THAT A SOPHISTICATED EARLY WARNING SYSTEM RELIES ON CROSS-SECTORAL ECONOMIC, SOCIAL, AGRICULTURAL, AND HEALTH DATA USED TO DETERMINE THE PROBABILITY THAT A GIVEN POPULATION WILL EXPERIENCE TRANSITORY OR CHRONIC FOOD INSECURITY, I.E. LACK OF AVAILABILITY OR I.E. LACK OF ACCESS (PURCHASING POWER). THESE ARE MANY OF THE SAME VARIABLES USED IN DEVELOPMENT PLANNING ACTIVITIES. THEREFORE, CORE FEWS ACTIVITIES MAY BE EASILY EXPANDED VIA BUY-INS TO MEET A MISSION'S MONITORING AND EVALUATION NEEDS.)

B. CATEGORY 2:

(1) CRITERIA AND TENTATIVE INCLUSION:

COUNTRIES WHICH HAVE RECURRING DROUGHT/FAMINE EPISODES AND HAVE REQUIRED EMERGENCY FOOD IMPORTS AND/OR FOOD AID. WHILE THESE COUNTRIES MERIT CLOSE ATTENTION, IT WAS FELT THEY WOULD NOT REQUIRE THE CONTINUAL, INTENSIVE, CENTRALLY-FUNDED LEVEL OF IN-COUNTRY SURVEILLANCE PROVIDED TO COUNTRIES IN CATEGORY 1. THESE COUNTRIES INCLUDE:

BOTSWANA	GAMBIA
KENYA	LESOTHO
LIBERIA	MADAGASCAR
NAMIBIA	SENEGAL
SIERRA LEONE	SWAZILAND
TANZANIA	ZAMBIA
ZIMBABWE	

(2) GOODS/SERVICES TO BE PROVIDED WITH CORE-FUNDING

(A) SATELLITE-BASED DATA AND EXISTING PERTINENT DIGITAL DATA FROM FEWS ARCHIVES

(B) FEWS BULLETINS AND SPECIAL STUDIES

(C) FEWS DATABASE AND TOOL DEVELOPMENT FOR EARLY WARNING SYSTEM PURPOSES

(D) FEWS CAPACITY-BUILDING (PROFESSIONAL EXCHANGES, INTERNSHIPS, SHORT-TERM AND LIMITED ON-THE-JOB TRAINING (INTERACTION WITH SHORT-TERM CONSULTANTS) AND WORKSHOPS)

(E) FEWS SHORT-TERM ASSISTANCE TO CONDUCT VULNERABILITY ANALYSES WHEN EVIDENCE SUGGESTS THAT CLOSER EXAMINATION IS APPROPRIATE.

(F) FEWS HO-BASED ANALYSIS OR PARTIAL SUPPORT OF LONG-TERM

(3) GOODS/SERVICE AVAILABLE WITH MISSION BUY-INS

(A) IN-COUNTRY FEWS FIELD REPRESENTATIVE

(B) INCREASED COMMITMENT TO EARLY WARNING SYSTEM CAPACITY-BUILDING. FOR EXAMPLE THE MISSION COULD BUY-IN TO THE PROJECT TO PROVIDE LONG-TERM TRAINING IN FEWS-RELATED DISCIPLINES FOR THE STAFF OF THE COUNTRY'S NATIONAL EARLY WARNING SYSTEM (NEWS). PROCURE LONG-TERM/SHORT-TERM SKILLS FROM THE CENTRAL PROJECT FOR ON-THE-JOB TRAINING OF NEWS STAFF, FACILITATE THE NETWORKING OF EARLY WARNING STAFF VIA FEWS AND INTERNATIONAL WORKSHOPS AND INTERNSHIPS, PROCURE COMPUTER HARDWARE/SOFTWARE WITH TECHNICAL INPUT FROM THE FEWS PROJECT, ETC.

(C) EXTENSION/ADAPTION OF DATA BASES FOR DEVELOPMENT PLANNING PURPOSES. THE FEWS PROJECT UTILIZES MANY OF THE SAME VARIABLES/INDICATORS WHICH MISSIONS APPLY TO THE MANAGEMENT AND MEASUREMENT OF DEVELOPMENT IMPACT. THE FEWS PROJECT DEVELOPED SOFTWARE WHICH FACILITATES DATA-BASE MANAGEMENT FOR FAMINE/EARLY WARNING SYSTEMS PURPOSES. THESE TOOLS CAN BE ADAPTED TO MEET MISSION NEEDS FOR NON-FEWS PURPOSES. TWO RELEVANT EXAMPLES INCLUDE: (A) ASSUMING A MISSION WANTED TO EXAMINE THE CROSS-SECTORAL IMPACT OF HEALTH FACTORS ON AGRICULTURAL PRODUCTIVITY, THE DATABASE COULD BE ADAPTED TO PERMIT SUCH ANALYSES; (B) THE FEWS PROJECT USES LINEAR PROGRAMMING TECHNIQUES TO DETERMINE COST-EFFECTIVE ROUTES FOR

STORING/DELIVERING EMERGENCY FOOD NEEDS. THESE SAME TECHNIQUES CAN BE USED TO DETERMINE THE MAGNITUDE OF ROAD INFRASTRUCTURE AS A CONSTRAINT TO LOWER-COST MARKETING SYSTEMS.

ONE OF THE LESSONS LEARNED IS THAT THE HUMAN EXPERIENCE IS NOT DIVIDED ALONG SECTORAL LINES. WHAT HAPPENS IN ONE SECTOR (AGRICULTURAL, MANUFACTURING, SERVICE) HAS A DIRECT AND OFTEN DRAMATIC IMPACT ON THE OTHER SECTORS. THE FEWS III PROJECT, PRESENTS THE MISSIONS WITH OPPORTUNITIES TO UNDERSTAND CROSS-SECTORAL RELATIONSHIPS AND TO DEVELOP APPROPRIATE MEANS TO ADDRESS THE RELEVANT CONSTRAINTS.

C. CATEGORY 3:

(1) CRITERIA AND TENTATIVE INCLUSION:

COUNTRIES WHICH HAVE RARELY OR NEVER EXPERIENCED DROUGHT OR FAMINE EPISODES OR APPEAR CAPABLE OF MANAGING THEIR RESPONSE IN SUCH EPISODES. THESE COUNTRIES INCLUDE:

BENIN	BURUNDI
CAMEROON	CAPE VERDE
CAR	COMOROS
CONGO REP.	COTE D'IVOIRE
DJIBOUTI	EQUATORIAL GUINEA
GUINEA BISSAU	MAURITIUS
NIGERIA	RWANDA
SAO TOME & PRINCIPE	THE SEYCHELLES

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SOUTH AFRICA TOGO
UGANDA ZAIRE

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PLANNING WITH THE HOST COUNTRY.

(2) GOODS/SERVICES TO BE PROVIDED WITH CORE-FUNDING

(A) SATELLITE-BASED DATA AND EXISTING PERTINENT DIGITAL DATA FROM FEWS ARCHIVES

(B) FEWS BULLETINS AND SPECIAL STUDIES

(3) GOODS/SERVICE AVAILABLE WITH MISSION BUY-INS

(A) IN-COUNTRY FEWS FIELD REPRESENTATIVE

(B) FEWS DATABASE AND TOOL DEVELOPMENT FOR EARLY WARNING SYSTEM PURPOSES

(C) FEWS CAPACITY-BUILDING (PROFESSIONAL EXCHANGES, INTERNSHIPS, SHORT-TERM AND ON-THE-JOB TRAINING, WORKSHOPS)

(D) FEWS SHORT-TERM ASSISTANCE TO CONDUCT VULNERABILITY ANALYSES WHEN EVIDENCE SUGGESTS THAT CLOSER EXAMINATION IS APPROPRIATE.

(E) FEWS HQ-BASED ANALYSIS.

(F) DEEPER LEVEL OF COMMITMENT TO CAPACITY-BUILDING (SAME AS CATEGORY 2 ABOVE)

(G) EXTENSION/ADAPTION OF DATA BASES FOR DEVELOPMENT PLANNING PURPOSES (SAME AS CATEGORY 2 ABOVE).

5. WHO BENEFITS FROM FEWS III?

AS DISCUSSED ABOVE, THE AFRICA BUREAU IN AID/W, THE MISSIONS, HOST GOVERNMENTS, AND LOCAL POPULATIONS ARE EXPECTED TO BENEFIT FROM FEWS III.

A- THE AFRICA BUREAU WILL BENEFIT FROM FEWS III BECAUSE EXPANDED GEOGRAPHICAL COVERAGE WILL ENABLE US TO CAREFULLY MONITOR THE AFRICAN FOOD SITUATION AND RESPOND IN A MORE TIMELY FASHION.

B. THE AFRICA MISSIONS WILL BENEFIT DEPENDING UPON THE DEGREE OF PARTICIPATION IN THE PROGRAM. ALL MISSIONS WILL BENEFIT BY THE RECEIPT OF FEWS BULLETINS, MAPS, AND PERTINENT DATA BASES. ALL MISSIONS WILL ALSO BENEFIT THROUGH THE RAPID DEPLOYMENT OF DIAGNOSTIC MISSIONS. CATEGORY 1 MISSIONS AND THOSE CATEGORY 2 AND 3 MISSIONS WHICH BUY-IN TO THE FEWS III PROJECT WILL BENEFIT THROUGH THE DEVELOPMENT OF A COST-EFFECTIVE CROSS-SECTORAL DATA BASE AND WILL IMPROVE THEIR REPORTING CAPACITY ON FOOD SECURITY ISSUES. SUCH MISSIONS ARE ALSO EXPECTED TO BENEFIT BY HAVING A STRENGTHENED INSTITUTIONAL FORUM TO DISCUSS FOOD SECURITY AND PREPAREDNESS

C. HOST GOVERNMENTS WILL BENEFIT AS MISSIONS WORK WITH HOST GOVERNMENTS TO IMPROVE LOCAL EARLY WARNING AND RESPONSE CAPACITIES.

D. LOCAL POPULATIONS ARE THE ULTIMATE BENEFICIARIES WITH FOOD AND DOLLAR EMERGENCY ASSISTANCE PROVIDED IN A TIMELY WAY IN CORRECT AMOUNTS AND TYPES.

6. COMMONLY ASKED QUESTIONS REGARDING FEWS III

A. WHY IS FEWS III NECESSARY? IF A DISASTER OCCURS, WHY CAN'T THE MISSION REQUEST ASSISTANCE AT THAT TIME?

EXPERIENCE SHOWS THAT WHERE FEWS HAS BEEN ACTIVE, THE

UNDERSTANDING OF THE SITUATION, JUDGEMENT ON THE APPROPRIATE RESPONSE, AND THE TIMING OF SHIPPING AND LOGISTICS IS SIGNIFICANTLY BETTER THAN WHERE FEWS HAS NOT BEEN.

THE LESSONS FROM THE SAHELIAN COUNTRIES ARE THAT THOSE COUNTRIES WHERE THE CURRENT FEWS PROJECT HAS BEEN BETTER INTEGRATED WITH MISSION AND THE HOST COUNTRY INSTITUTIONS, I.E. MALI AND CHAD, THE PLANNING CAPACITY HAS BEEN ENHANCED TO THE POINT THAT THE COUNTRY IS ABLE TO ADEQUATELY MANAGE ALL BUT THE MOST SEVERE SHOCKS TO THE DOMESTIC FOOD SYSTEM.

THE LESSONS FROM THE 1991-92 DROUGHT IN EASTERN AND SOUTHERN AFRICA ARE THAT WHILE THE HOST COUNTRIES EARLY WARNING SYSTEMS FUNCTIONED WELL IN SOUNDING THE ALARM, THERE HAVE BEEN DIFFICULTIES DUE TO: (1) DELAYS FOR DONORS TO INDEPENDENTLY VERIFY THE MAGNITUDE OF THE PROBLEM; (2) LACK OF THE HOST-COUNTRY ABILITY TO DETERMINE VULNERABLE GROUPS WITHIN THE COUNTRY, AND (3) INACCURATE ASSESSMENTS CAPACITIES OF FOOD DISTRIBUTION SYSTEMS.

B. WHY CAN'T THE MISSION RELY UPON HOST COUNTRY OR FAO DATA?

MISSIONS ARE ENCOURAGED TO UTILIZE THESE DATA SOURCES. FAO HAS SIGNIFICANTLY IMPROVED ITS METHODOLOGY. THE ADVANTAGE OF THE FEWS PROJECT IS THAT WHILE FAO RELIES UPON THE CONVENTIONAL FOOD BALANCE SHEET (WHICH IS GOOD FOR DETERMINING AGGREGATE LEVELS OF IMPORT REQUIREMENTS), FEWS UTILIZES A CONVERGENCE OF INDICATORS TECHNIQUE WHICH ULTIMATELY GENERATES INFORMATION ON:

(1) WHO/WHERE THE VULNERABLE POPULATION IS WITHIN THE COUNTRY; (2) HOW VULNERABLE ARE THEY; AND (3) WHY THEY ARE VULNERABLE. SUCH INFORMATION DEEPENS AID/W PERCEPTION OF THE PROBLEM, BUT MORE IMPORTANTLY PROVIDES INFORMATION FOR MISSION, HOST COUNTRY, AND NGOS TO RESPOND IN AN EFFECTIVE AND EFFICIENT MANNER.

C. IF THE MISSION WERE TO PARTICIPATE IN THE FEWS III PROGRAM, WOULD IT NEED TO ALTER ITS PROGRAM LOGFRAME OR CPSP?

THE ANSWER DEPENDS ON THE DEGREE TO WHICH SEVERE FOOD SECURITY ISSUES HAVE BEEN INCORPORATED INTO THE MISSION'S STRATEGY. IF THE BUY-IN REPRESENTS A MAJOR NEW INITIATIVE OR AN OBJECTIVE OF DISASTER PREPAREDNESS, THEN A REVISED CPSP IS PROBABLY IN ORDER.

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MOST MISSIONS, HOWEVER, ARE EXPECTED TO UTILIZE THE FEWS III PROJECT FOR INFORMATION AND MONITORING PURPOSES. AS SUCH, FEWS IS COMPARABLE TO PERIODIC SECTOR ASSESSMENTS, STUDIES, OR M&E SYSTEMS WHICH HAVE THE OBJECTIVE OF INFORMING DECISION-MAKERS. SUCH EFFORTS MEASURE PROGRAM OR COUNTRY PERFORMANCE AND ARE NOT GENERALLY INCLUDED WITHIN THE EXPLICIT PROGRAM LOG FRAME.

THE AGRHYMET REGIONAL PROGRAM IS IN THE PROCESS OF DESIGNING THE NEXT PHASE OF ACTIVITY FOR THIS MULTILATERAL AND MULTIDONOR AFRICAN INSTITUTION. A. I. D. (AFR/SWA/RP AND USAID/NIAMEY) WILL BEGIN IN APRIL TO DESIGN THE FOURTH PHASE OF THE SAHEL WATER DATA AND MANAGEMENT PROJECT. ONE OF THE THINGS THAT THE DESIGN TEAM WILL LOOK AT IS THE RELATIONSHIP

BETWEEN FEWS AND AGRHYMET AND HOW TO INCREASE THEIR COMPLEMENTARITY AND STRENGTHEN REGIONAL CAPACITY.

D. DOES FEWS REPRESENT AN ONEROUS MANAGEMENT BURDEN?

THIS IS A SUBJECTIVE QUESTION THAT ONLY THE MISSION CAN ANSWER. IN GENERAL, IT IS FAIR TO SAY THAT FEWS III REPRESENTS A COST-EFFECTIVE MEANS FOR THE MISSION TO ADD A CROSS-SECTORAL ANALYST/ADVISER WHO WILL BE PRIMARILY RESPONSIBLE FOR ANALYZING THE FOOD SECTOR, BUT WHOSE WORK WILL GENERATE EXTERNALITIES TO INFORM DEVELOPMENT PLANNERS AND DECISION-MAKERS ON A RAFT OF ISSUES OUTSIDE THE NARROW DEFINITION OF EARLY WARNING.

F. DOES A MISSION HAVE TO RECEIVE THE LEVEL OF RESOURCES TO WHICH IT IS ENTITLED BY THE CATEGORIZATION SCHEME DISCUSSED ABOVE, E. G. DOES CATEGORY COUNTRY HAVE TO RECEIVE EVERYTHING INCLUDING AN FFR?

NO. THE PURPOSE OF THE FEWS III PROJECT IS TO MAKE RESOURCES AVAILABLE TO ASSIST MISSIONS NOT IMPOSE UPON THEM.

THE FEWS FIELD REPRESENTATIVE, AS A TEAM MEMBER OF A CENTRALLY FUNDED PROJECT DOES NOT COUNT AGAINST A. I. D. OR COUNTRY TEAM CEILINGS.

FOR THOSE MISSIONS THAT EXPERIENCE CHRONIC VULNERABILITY, HAVE WEAK HOST COUNTRY CAPACITY IN THE AREA OF EARLY WARNING AND/OR ARE SHORT OF STAFF TO PROCESS THE INFORMATION AND INFORM DECISION-MAKERS, THE PRESENCE OF AN FFR WILL GREATLY ASSIST THEM IN THEIR EFFORTS.

AS A MEMBER OF THE CENTRAL TEAM, AN FFR CAN CALL UPON OUTSIDE RESOURCES FROM THE PROJECT THAT A PERSONAL SERVICES CONTRACTOR PERFORMING A SIMILAR FUNCTION WOULD NOT HAVE AVAILABLE.

MISSIONS AS WELL AS THE AFRICA BUREAU IN AID/W WILL BE HELD ACCOUNTABLE. IT IS THE RESPONSIBILITY OF THE MISSION TO ENSURE THAT THE MAGNITUDE OF ANY FOOD SECURITY ISSUES (EITHER AVAILABILITY SHORTFALLS OR ACCESS LIMITATIONS) BE REPORTED IN A TIMELY FASHION. THE ABILITY OF THE AFRICA BUREAU TO REPRESENT THE INTERESTS OF THE MISSION IN FOOD ALLOCATION ISSUES IS DIRECTLY LINKED TO THE ABILITY OF THE MISSION TO PROVIDE THIS INFORMATION ON A REGULAR AND PERIODIC BASIS.

THERE MAY BE ADDITIONAL COSTS IN TERMS OF PROVIDING SUPERVISION AND GUIDANCE, BUT IT IS EXPECTED THAT THE BENEFITS OF IMPROVED INFORMATION WOULD SIGNIFICANTLY OUTWEIGH THE COSTS.

FOR OTHER COUNTRIES, THE VALUE OF THE FEWS III PROJECT MAY

E. WHAT IS THE RELATIONSHIP BETWEEN THE AGRHYMET AND FEWS III PROJECTS?

NOT BE SO GREAT. THE MISSION CLEARLY DETERMINES ITS OWN AFFAIRS, HOWEVER, THE AFRICA BUREAU ASSUMES THAT A MISSION WHICH TURNS DOWN THE OPPORTUNITY TO HAVE ACCESS TO A FEWS FIELD REPRESENTATIVE HAS DONE SO BECAUSE IT IS ABLE TO GENERATE AND REPORT ON THE EVOLVING FOOD SITUATION WITHOUT THE FEWS PROVIDED EXTERNAL ASSISTANCE.

PRESENT PROJECT ACTIVITIES OF FEWS AND AGRHYMET ARE VIEWED AS COMPLEMENTARY AND NOT A DUPLICATION. WHILE THEY USE MUCH OF THE SAME DATA AND TECHNOLOGY, THEIR OBJECTIVES AND AUDIENCES ARE VERY DIFFERENT. THE AGRHYMET EFFORT IS ONE WHICH FOCUSES RELATIVELY MORE ON STRENGTHENING AFRICAN CAPACITY BY DEVELOPING A REGIONAL SYSTEM, INCLUDING NATIONAL ELEMENTS, WHICH WILL RECORD, PROCESS, INTERPRET, TRANSMIT, DISSEMINATE AND DOCUMENT COMPLETE, TIMELY, ACCURATE AND MEANINGFUL WEATHER AND CLIMATIC INFORMATION IN THE SAHEL.

7. SUMMARY NOTE:

ACTIVE FEWS III PARTICIPATION IS PROBABLY NOT APPROPRIATE FOR EVERY MISSION. IF A MISSION: (1) IS ABLE TO REPORT ACCURATELY AND CONSISTENTLY ON THE CURRENT AND NEAR-FUTURE FOOD SITUATION THROUGH EITHER ITS OWN OR THE HOST COUNTRY'S EFFORTS; AND (2) HAS IN PLACE AN M&E SYSTEM WHICH MONITORS TRENDS AND CHANGES IN THE SOCIO-ECONOMIC, AGRICULTURAL, AND HEALTH SECTORS; THEN THE INCREMENTAL BENEFIT ACCRUING FROM THE FEWS III PROJECT IS PROBABLY NOT WORTH THE COST OF PARTICIPATION.

BOTH PROJECTS UTILIZE CONSISTENT DATA ON BIO-PHYSICAL INDICATORS OF DROUGHT AND CROP PRODUCTION. THE FEWS METHODOLOGY BUILDS UPON THIS FOUNDATION BY INTEGRATING SOCIO-ECONOMIC AND HEALTH DATA INTO THE EARLY WARNING SYSTEM. (NB: AGRHYMET ADDRESSES DROUGHT -- FEWS ADDRESSES FAMINE. WHILE THE TWO ARE RELATED, THEY ARE DIFFERENT CONCEPTS. THE AGRHYMET PROJECT IS AN EXCELLENT RESOURCE TO EXAMINE WEATHER PATTERNS AND NATURAL RESOURCES. IT DOES NOT, HOWEVER, HAVE THE ARRAY OF RESOURCES TO ASSIST MISSIONS IN EXAMINING FOOD SECURITY/FAMINE ISSUES.)

HOWEVER, GIVEN THE REPORTING AND ANALYSES OF THE FOOD SECTOR RECEIVED TO DATE, THERE IS REASON TO BELIEVE THAT SOME DEGREE OF PARTICIPATION WILL ASSIST MISSIONS IN THE EFFORT TO IMPROVE THE QUALITY OF AFRICAN LIFE.

AS STATED ABOVE, THE AFRICA BUREAU IN AID/W WILL BENEFIT FROM THE PROGRAM. THE CHALLENGE BEFORE US NOW IS TO ENSURE THAT MISSIONS WILL ALSO BENEFIT. WE WELCOME BOTH YOUR INPUT INTO

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THE DESIGN OF THE FEWS III PROJECT PAPER AND YOUR ACTIVE
PARTICIPATION DURING THE IMPLEMENTATION OF THIS PROGRAM.

PLEASE RESPOND TO THIS CABLE WITH ATTENTION TO:
AFR/ARTS/FARA D. A. SMITH/J. OLSSON;
AFR/SADE-ADA L. GREGORY.
CHRISTOPHER

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INTERNATIONAL AND REGIONAL EARLY WARNING PROGRAMS

Overview

In 1985, at the height of the most recent continent-wide African food crisis, the FAO was assisting only six countries in the world with their own early warning systems. Five years later, in mid-1990, the FAO reported it was assisting almost 40 different countries, and several regional organizations, develop their own national early warning systems. Most of the countries the FAO was and is helping are in Africa south of the Sahara. Clearly, the capability of these systems varies enormously. Some are quite capable of gathering, analyzing and interpreting data with little help from the outside, others are just beginning and are eager for whatever help they can have.

Called "The Global Information and Early Warning System on Food and Agriculture" (GIEWS), FAO's system was established in 1975 as a result of internal requests from the FAO and the 1974 World Food Conference. The FAO bills GIEWS as "the only comprehensive international source for data and analyses of current and prospective food supply/demand situations in all countries of the world."

The principal objectives of GIEWS are (1) to monitor continuously food supply/demand conditions, (2) identify country or regions where food shortages are imminent, and (3) assess possible emergency food requirements.

In the 18 years of its existence, GIEWS has established an extensive information data base on world food supply/demand. In its eyes, besides its principal objectives, GIEWS has "three other important strengths: (1) information is collected from a wide variety of sources, (2) the system is flexible and assessments can be revised quickly as new information becomes available, and (3) the same type of information and the same data base is maintained for all countries."

All member countries of the United Nations or its specialized agencies can be members of GIEWS, as can non-governmental organizations (NGOs). Currently 98 countries, several regional organizations (e.g., The European Community) and 50 NGOs provide information on a voluntary basis and receive the analyses and forecasts GIEWS issues.

The System monitors the global supply and demand for all basic foods, including wheat, rice, coarse grains, milk and milk products, oilseed, oils and fats, meats, sugar, cassava, pulses, livestock feed and fertilizers.

Not only is the system supposed to provide warnings about food shortages, but also about food surpluses. It also makes early forecasts of production, consumption, stocks, imports and exports, food aid requirements and availability, emergency needs, donor commitments and shipments.

FAO maintains that all the elements likely to affect the food supply/demand are considered. These include weather, animal and plant diseases and pests, range and crop-land conditions, transportation and storage problems, and government policies affecting production, consumption, prices and trade in basic foods and ocean freight rates.

GIEWS operates through a small central unit of the Commodities and Trade Division at FAO headquarters in Rome. This unit is the linch-pin of the system and analyses and disseminates the information. It works closely with other FAO units, and particularly closely with FAO activities related to food security [such as the Office of Special Relief Operations (OSRO), the Agrometeorological Group and the Remote Sensing Center, the Emergency Center for Locust Operations (ECLO)].

In most developing countries, the FAO representative is the point person for GIEWS and is responsible for obtaining data from the government and for keeping an eye on the food situation. FAO field staff collect and assess data, a particularitytenance contracts provided to AID by TU and PWA; uent reports sent to headquarters when there is a potential or actual emergency situation.

In countries without an FAO Representative, World Food Program staff provide the data and information. In countries where crop condtions are unfavorable or uncertain, FAO Crop Assessment Missions make on-the-spot evaluations of the harvest outcome.

GIEWS also participates in FAO/WFP Multi-donor Food Supply Assessment Missions which (upon request from the country) are sent to countries having difficulty assessing the nature of a problem and the type of response needed.

A number of steps have been taken over the years to improve the System. The development and incorporation of new data sources, rapid technical advances and more sophisticated analytical skills have improved and strengthened GIEWS' monitoring and early warning capabilities. The FAO, for example, is now recruiting local people to help provide additional data and information. Guidelines have been established for the Crop Assessment Missions, methodology has been developed to help assess food supply/demand and differentiate between structural and exceptional food aid requirements.

And, as ever, FAO continually seeks additional information from many different sources to help refine its analyses of food supply/demand conditions around the world.

Fifty NGOs now provide information to the GIEWS. This has provided more information on socio-economic indicators, which the FAO finds useful in measuring the severity of localized food supply difficulties. In some countries, prices are one of the few items for which a data base is available. As a result, particularly if a country is prone to food emergencies, changes in local market prices of basic foodstuffs are monitored closely. Some of the other socio-economic indicators monitored are: cereal stocks, labor wages in rural/urban areas, slaughter rates, length of queues at food shops, population movements and cases of severe malnutrition and starvation-related deaths.

The System makes extensive use of agrometeorological and satellite-based data for monitoring food crop conditions and drought detection. GIEWS uses an agrometeorological model to monitor crop yields in Africa. In Asia a computerized model is used weekly during the

monsoon season to analyse what proportions of each of the main cereal crops is receiving normal, above normal, deficient or no rainfall.

The FAO's Weather Information System for Agricultural Real-time Diagnosis (WISARD) has a data flow arrangement with the Italian Meteorological Service that allows immediate access to the World Meteorological Organization's Global Telecommunications System. This improves GIEWS' agrometeorological monitoring and allows more precise assessments of crop and range- land conditions.

Crop Monitoring is done through the European METEOSAT satellite, which provides images of cloud formations, and through the National Oceanic and Atmospheric Administration's (NOAA) satellites, which assess the condition of growing crops.

African Real-Time Environmental Monitoring using Imaging Satellites (ARTEMIS) has speeded up the receipt and processing of data from METEOSAT and NOAA. ARTEMIS processes information into ten-day composite rainfall assessments for Africa and normalized difference vegetation index (NDVI) imagery for Africa, the near East and southwest Asia. This methodology also yields continuous information on the status of the growing season over large areas.

A major objective of the GIEWS is to make its information rapidly available, to disseminate the information widely. The FAO has plans to make extracts from all the information resulting from these sources available electronically in the near future. This will be done through the United Nations International Emergency Network (UNIENET).

There are a number of publications which come as a result of GIEWS' information:

Food Outlook is a monthly report providing information on the outlook for global production of cereals and other basic foods, stocks, prices, food aid, imports and exports. The FAO believes providing this information will allow developing countries to make timely decisions on commercial purchases at favorable terms. The Food Outlook Statistical Supplement is published annually and represents longer-term data associated with the Food Outlook

The monthly Foodcrops and Shortages gives a country-by-country account of crop conditions, production prospects and the national food supply situation. It identifies countries to watch, reports on food-aid requirements and donor pledges, and summarizes multilateral emergency food assistance. It too includes information on local markets, prices and socio-economic indicators.

Every 10 to 20 days during the growing season the GIEWS issues special Sahel Weather and Crop Situation fax/telex reports. These reports include crop and livestock information and have, according to the FAO, been expanded in recent years "to include more in-depth coverage based on satellite imagery, extended reporting on pasture conditions and animal health, and a detailed analysis of the locust situation."

The special periodic report, Food Supply Situation and Crop Prospects in sub-Saharan Africa, provides GIEWS' latest analysis and information on the food situation in all sub-Saharan Africa. It contains an overall assessment of the food supply situation in the region, with particular emphasis on the most seriously affected countries.

FAO also sends Special Alert faxes/telexes to governments and aid agencies when the food supply situation in a specific country or group of countries threatens to implode. More than 200 have been issued since 1975 and the FAO takes great pride in the role it has played in alerting the world to a number of significant food shortages, particularly in Africa.

In cooperation with FAO's Food Security Assistance Scheme (FSAS), GIEWS has worked to establish and strengthen developing countries' own early warning systems. This assistance comes in many forms: design and implementation of national early warning systems; training of staff and provision of technical support for problem solving; holding of workshops where countries can learn and share their experiences in early warning.

GIEWS has also worked to develop regional food security. This has been done, in conjunction with the FAO, through the Southern African Development Conference (SADC), the Inter-Governmental Authority on Drought and Development in East Africa (IGADD), where programs have begun to develop sub-regional early warning systems. In west Africa, GIEWS has cooperated with the Comite Permanent Inter-Etats de Lutte Contre la Secheresse dans le Sahel (CILSS) to develop programs and projects as the core of a sub-regional early warning system for that area. Some of the activities have included increased work in agrometeorology, hydrology, agricultural statistics and food supply monitoring.

Agrhymet

Like the FAO's GIEWS, the AGRometeorological/HYdrological/METEorological (AGRHYMET) Program was also established in 1975. AGRHYMET is a child of the heads of states of the Comite Permanent Interetats de Lutte contre la Secheresse dans le Sahel (CILSS). Its mandate is to support increased food production in the Sahel by providing national planners and researchers with timely weather and climatic data that increases the understanding of cyclical events and their impact on water, soils, vegetation and crops.

The mandate is to be carried out by establishing a regional agrometeorological information network composed of interministerial working groups in each CILSS country (drawn from meteorology, agriculture and hydrology services) supplying information to the Agrhymet Regional Center (ARC) in Niamey, Niger. The ARC, in turn, provides training for national staff and develops analytical capabilities that are transferred and returned to the National Agrhymet Centers (NACs).

Originally scheduled to be completed in three five-year phases, the objectives of Phases I & II (1975-81, 1982-86) were mostly directed at establishing a regional information system (made up of national components and the regional center in Niamey) to channel data to the Niamey

center, which received, processed, interpreted and documented agrometeorological and hydrological data in the Sahel and disseminated the information derived therefrom to appropriate organizations that used it to help increase food production. Phase III (1987-91) was targeted at further development and applications of the information system above.

Phase IV of AGRHYMET was being developed through a collaborative CILSS/AGRHYMET/donor exercise in late 1992-early 1993 and had not been reviewed, approved and promulgated by the CILSS Council of Ministers when this project paper was written.

According to the most recent project paper supplement for Phase III of AGRHYMET (approved in March 1992), there are four contributions AGRHYMET makes to Sahelian development:

1. A computerized information gathering and processing system for crop condition assessment that serves as an important component of an Early Warning System for localized food deficits in the region.
2. Collection, transmission, processing and analysis of consistent and reliable agrometeorological and hydrological data that contributes to an improved agricultural production and livestock system management.
3. Agrometeorological and hydrological statistics for the Sahel.
4. A management tool for private and governmental decision-making in fisheries, transportation, forestry and other sectors.

The United States, through A.I.D., has supported AGRHYMET since FY 1977. To date the U.S. has granted almost \$28 million to the project, and all donors have provided more than \$114 million.

The National Oceanic and Atmospheric Administration (NOAA) was the primary contract agency for A.I.D. under Phases I & II. In Phase III, NOAA phased out and the United States Geological Survey (USGS) became the prime implementor of the project.

The current goals of the A.I.D. project are to contribute to food self-sufficiency in the Sahel through:

- a. A steady production of agricultural-related research, recommendations, tested practices and improved production methods.
- b. Adoption of improved practices developed through the use of Agrhymet-generated data on weather, climate, hydrology and related issues.

In March of 1992, USAID/Niger extended the project activity completion date for Sahel Water Data and Management III, project 625-0973, to January 1, 1994, and revised the project's outputs to add a regional telecommunications network, enhanced AGRHYMET Center/CILSS financial management capability, enhanced implementation of Geographical Information Systems (GIS) at the AGRHYMET Center and the NACs and more trained Sahelians for GIS and telecommunications systems operation and maintenance.

As one can see plainly, while there are elements of the FAO/GIEWS and AGRHYMET systems which use the same information, or are in other ways complementary to FEWS, the overall goals and objectives of the three projects are separate and distinct. FEWS is the only activity which is looking directly for/at famine and vulnerability. Its perspective and its goals are not identical with the other two activities.