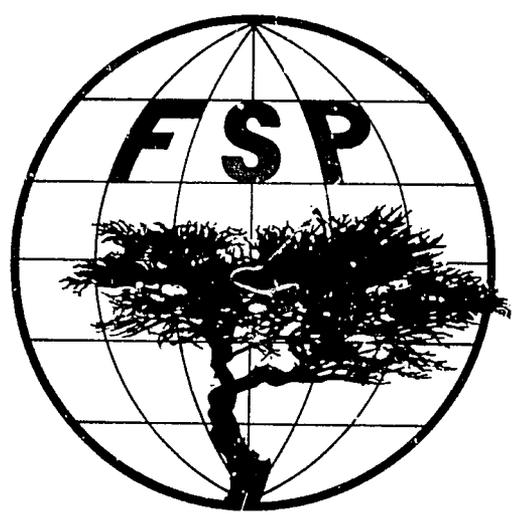


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**FOOD AID AND DEVELOPMENT:**  
**A SELECTED BIBLIOGRAPHY**  
**EMPHASIZING FORESTRY PROJECTS**



by

**Charles E. Owubah**

**October 1991**

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**United States  
Department of  
Agriculture**

**Forest Service**



**United States Agency  
for International  
Development**



**United States  
Department of  
Agriculture**

**Office of  
International  
Cooperation and  
Development**

The Forestry Support Program (FSP) is managed jointly by the U.S. Department of Agriculture's Forest Service and Office of International Cooperation and Development (OICD), with funds provided by the U.S. Agency for International Development (USAID) Bureau for Research and Development (R&D) through its Office of Environment and Natural Resources (ENR).

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India. Young girl with tin of  
donated oil. (Photo: USAID Files)

## ABSTRACT

This paper contains 24 selected annotations out of a total of 204 bibliographic citations on food aid. The annotations are in 3 categories: perspectives of food aid; food aid and forestry; and guidelines for increasing the developmental impact of food aid.

The first two annotations give the overall perspectives of food aid, and discuss specifically its pros and cons. Following these, are thirteen annotations that focus on the role of food aid in forestry, an inventory of the numbers and types of food-aid assisted forestry projects, and evaluations of such projects. The last nine focus on options and guidelines for increasing the developmental impacts of food aid.



Ghana. Teak, millet and cowpeas. The teak came from a nursery assisted by food aid. (photo: W.Helin)

## ACKNOWLEDGEMENTS

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Kathie Beane, Librarian at the Washington D.C. Reference Centre of the National Agricultural Library, and Librarians at the USAID Library, did on-line searches for some of the documents used. I thank them for their useful support. Martin Messick of Food Aid Management also helped in searching for documents from their database and provided valuable comments.

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Nepal. Watering nursery beds. (Photo: D.Johnson)

## ACRONYMS

ADB	-African Development Bank
ANE	-Asia and Near East Bureau of United States Agency for International Development
CARE	-Cooperative for American Relief Everywhere
CCC	-Commodity Credit Corporation
CDIE	-Center for Development Information and Evaluation
CFA	-Committee on Food Aid
DA	-Development Assistance Funds
ESF	-Economic Support Funds
FFW	-Food-For-Work
FY	-Fiscal Year
FNR	-Forestry and Natural Resources
FVA	-Bureau for Food for Peace and Voluntary Assistance
IGC	-Inter Governmental Committee
INAFOR	-Guatemalan National Forestry Institute
MCH	-Maternal and Child Health
NGO	-Non Governmental Organization
OMB	-Office of Management and Budget
PC	-Peace Corps
PPC	-Program and Policy Coordination
PL	-Public Law
PVO	-Private Voluntary Organization
SF	-School Feeding
S & T	-Science and Technology
USAID	-United States Agency for International Development
USDA	-United States Department of Agriculture
WFP	-World Food Programme of the United Nations

## INTRODUCTION

This paper provides an annotation of essential documents on food-aid assisted forestry projects. Its purpose is to serve as quick reference to those in the profession while helping the public to better understand this topic.

## BACKGROUND

During the 1950's, through subsidy and price guarantee programs, farmers in the U.S. produced grains over and above what the country needed. The huge cost of storage influenced the need to export the grains. However, many countries that needed the grains could not afford the foreign exchange required to purchase the food. To enable needy countries to purchase the grains, and also to promote U.S. trade, the Agricultural Trade and Assistance Act of 1954 (PL 480), was passed. The law, which has come to be known as Food for Peace, has four titles: Title I - Trade and Development Assistance; Title II - Emergency and Private Assistance Programs; Title III - Food for Development; and Title IV - General Authorities and Requirements. While Title IV is purely administrative, Titles I-III provide the procedures, eligibilities, and guidelines for the export of food to needy countries.

This legislation has been amended through successive "Farm Bills". Particularly noteworthy are changes brought by the 1990 legislation. Ramifications of this legislation, however, are not included in this annotation.

Since the law was passed, large quantities of PL 480 commodities have been exported to needy countries. As of 1985, a total of 50 billion tons of PL 480 commodities, worth more than US \$10 billion, had been donated by the US to developing countries (FVA, 1985). Although this is a substantial resource transfer, critics contend that food aid is an inappropriate development resource. Proponents of the program admit the complicated and perhaps controversial role of food aid in development, but contend that like any other development resource, if used unwisely, negative impacts are inevitable.

The length of time that food aid has been in existence, coupled with its ever increasing demand, are perhaps pointers to the fact that food aid will continue to be important in the economies of developing, as well as developed, countries. Several attempts have been made to reduce the possible negative impacts of using food aid as a development resource, as exemplified by the several amendments in the legislation governing PL 480 commodities and the stringent measures taken by US Government before granting food aid project proposals.

## FOOD-AID AND DEVELOPMENT

The major international players that have been involved in the use of food in development are: USDA, USAID, PVO's, NGO's, PC and WFP. USDA specifies the quantity of surplus food available for export and also calculates the usual marketing requirement of the importing country.

USAID is a major sponsor of food aid programs. It carries out its job through implementors, such as, WFP, PVO's, NGO's, PC and WFP. WFP, a multilateral agency, receives food from other nations in addition to what is received from the U.S.

Food aid has been used to promote economic development in many developing countries. It has been used in Maternal and Child Health, School Feeding, and Food-for-Work programs. Projects such as road construction, soil conservation, dune fixation, reforestation and agriculture, have benefited from the use of food aid. Food aid in forestry projects has often been used to augment wages of laborers working on these projects. It is sometimes monetized, and the local currency generated used as cash wages, for transport of commodities, and for purchasing equipment needed on forestry and natural resources projects.

Forestry projects are highly labor intensive and have been found by many to be suitable for FFW projects. Also, the usefulness of forests to rural dwellers coupled with the meager budgets for forestry projects in developing countries, perhaps explains the continued use of food aid in forestry projects. Forests generally restore the productivity of barren lands and therefore provide areas for cultivation and grazing. Through the creation of shelter belts, windbreaks, and agroforestry practices, forestry helps increase food production. Forestry also seeks to improve the socio-economic development of rural folks through the provision of timber, macro and micro climate and recreational facilities. For example, as of June 1990, 99 forestry projects valued at U.S. \$506 million were being supported by WFP worldwide (FAO, 1990). This value includes contributions from all UN members nations.

## DOCUMENTATION METHODOLOGY

Considerable time was spent organizing and reading through documents at the Office of the Forestry Support Program (FSP) [part of USDA/Forest Service/International Forestry] in Washington D.C. Many of the documents were on project proposals and evaluations. Proposals were not considered for annotation as oftentimes there is no relationship between the "promises" in proposals and what is actually achieved at the completion of projects. Evaluations, on the other hand, bring to light successes and failures and perhaps objective views of problems encountered. They, therefore, satisfy the curious and the doubting.

A great deal of emphasis was placed on evaluation of food-aid assisted forestry projects. Therefore, to get additional information on the topic "the net was cast wide". On-line searches were done at the U.S. Agency for International Development Library. Even so, the information received was not very different from what was on file at FSP. Following this, searches were performed at the Reference Center of USDA's National Agricultural Library. The following databases were included: CAB Abstracts, Life Sciences, Agris International, Agribusiness U.S.A., and NTIS. There, also, very little additional useful information on food-aid assisted forestry projects was found. Lastly, searches at the Food Aid Management (FAM) Office in Washington D.C. yielded no supplemental documentation over what was on file at FSP. It was apparent that Mr. T. Resch, while on the FSP staff, had done a good job in obtaining relevant materials.

From the above, it was concluded that little has been written on food-aid assisted forestry projects. Other issues of relevance to food aid and development were therefore included. Particular

attention was paid to documents that provide options, guidelines and suggestions for increasing the developmental impact of PL 480 programs. Other useful annotations include cost and monetization of food aid. [Note: After the draft was completed, reference was found to a "Forestry Information Clearinghouse" at the World Forestry Institute, 4033 SW Canyon Road, Portland, OR 97221. They were not contacted.]

## REFERENCES

- Food and Agriculture Organization of the United Nations (FAO). 1990. *Forestry Activities Assisted by the World Food Programme*. Rome, Italy. pp. 38.
- Bureau for Food for Peace and Voluntary Assistance, AID. 1985. *PL 480 Title II Evaluations, 1980-1985: The Lessons of Experience*. AID/FVA/PPE, Washington D.C. pp. 22 [excluding annexes].

## I. PERSPECTIVES ON FOOD AID FOR DEVELOPMENT

Singer, Hans; Wood, John and Jennings, Tony. 1987. *Food Aid: The Challenge and the Opportunity*. Clarendon Press. Oxford. pp. 245.

Historical development of food aid is discussed. Purposes of food aid are explained both from a development point of view and from a purely relief standpoint. Food aid has a positive impact on nutritional levels of beneficiaries and may also be used as wages or as incentive for communal work. When monetized, food aid may be used to promote increased agricultural production. It may also be used to support policy reform in recipient countries. While the book traces the evolution of the criteria for selecting recipient countries, it also analyzes the complex interplay of factors influencing the selection of food aid commodities towards achieving its full developmental potential. However, because the purposes and usefulness of food aid commodities are never realized till they reach their targets, the book reviews the operations and problems of transportation, storage and distribution of food aid commodities.

The authors accept that the role of food aid is complicated and sometimes controversial. Food aid has the potential to distort existing habits and traditions. It could also be a disincentive to local food production and recipient countries may become dependent on it. The authors, however, do not confine these disincentives to food aid. They explain that food aid, like any other development resource, can have negative effects on recipients if not used wisely. They contend that these potential side effects are avoidable through effective policies and planning of food aid programs.

The book takes an objective view of the long standing debate on food aid versus financial aid as development resources. Much of the money given to needy countries is used to purchase essential equipment needed to boost up their economies. Therefore, in a sense, financial aid can be taken as a commodity aid. The authors explain that while "food mountains" exist in donor countries, "cash mountains" do not. Donors may not be able to provide cash aid equivalent to the present value of food aid to recipient countries. Financial aid, the authors contend, may not be needed in all cases

and cite Mozambique and Angola where severe shortages of food made financial aid useless. Debate on food aid versus financial aid, in the authors' view, is academic since each must be considered on its own merit. Food aid has come to stay and will continue to be an important component of development assistance. The issue, according to the authors, is not to question whether food aid is an appropriate form of aid. Rather, the challenge is what approaches or methods are needed in order to tap its full development potential.

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Jackson, Tony and Eade, Deborah. 1982. *Against the Grain: The Dilemma of Project Food Aid*. Oxfam. Oxford. pp. 132.

Project food aid is supposed to benefit recipient countries as well as beneficiaries. Over the years thousands of tons of food have been shipped to poor and needy countries for disaster relief, food-for-work, mother and child health, and school feeding programs. The good motives behind such programs have blurred the dangers and difficulties that these programs pose to recipients. The authors contend that the effectiveness of these programs leaves much to be desired. They support this contention by citations and country examples from field workers and evaluators involved with food aid programs.

The authors explain that food for disaster relief is haphazardly distributed and more often than not arrives very late. Sometimes the type of food delivered is not needed, rather, other types of commodities are more welcome. The authors give the example of Guatemala. After the 1975 earthquake in Guatemala, the country needed salt, sugar, soap, and coal, not grains, because farmers already had trouble selling what they had. However, the U.S. shipped tons of basic grains and blends into the country, causing a reduction in local grain prices. The appropriateness of certain types of food sent as food aid is also questioned by the authors. They find it hard to see the usefulness of potato crisps, slimming foods and spaghetti sauce sent as food aid to Chad, Guatemala, Kampuchea and the Dominican Republic.

Productivity of food-for-work public works are found to be abysmally low. The pride people have in taking part in communal work is gradually eroded when community projects are undertaken with free distribution of food. Food introduced as incentive for communal work sometimes works against the very reason for its institution. Reports and citations discussed in the book indicate that MCH programs have no substantial nutritional impact on the beneficiaries. Negative effects are sometimes seen in communities having MCH programs, because mothers feed their children less when they are fed on 'wonder food' at MCH centers.

School feeding programs, apart from increasing the nutritional status of children, are supposed to act as incentives to attract children to the classrooms. The book reports that while there are isolated cases of positive impacts, school feeding programs tend to feed children from well-to-do families, because the poor cannot afford the luxury of sending their children to school. The authors believe that paying the school fees of such children will have a better impact.

The cost of project food aid is analyzed and found to be high relative to the value of the food. The inherent and seemingly perennial management problems of project food aid's 25 years

of existence, the high cost and the generally low achievements, in the view of the authors, makes project food aid an inappropriate development resource.

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## II. FOOD AID AND FORESTRY

### A. ROLE OF FOOD AID AND FORESTRY PROJECTS

World Food Programme of the United Nations. 1976. *WFP Assistance for Forestry Activities and Their Relation to Agricultural and Food Production. Report by the Executive Director.* WFP Rome. pp. 43.

This report is a response to a request by the IGC (now CFA) for comprehensive information on WFP assistance to forestry. The report is in three parts:

- a) The general role of forestry in developing countries, including its contribution to integrated rural development,
- b) Analysis and assessment of WFP assistance in forestry, and
- c) Recommendations for future WFP assistance in forestry, especially in the contribution of forestry to agricultural and food production.

The report explains that there is a high dependence on forests in the developing world, especially in the tropics. Forests not only provide areas for cultivation and grazing, but directly produce fruits, nuts, and gum for internal consumption and for export. Wood exports contribute immensely to the foreign exchange earnings of a number of developing countries. Fuelwood from forests provides about 25-30% of the energy requirements of developing countries. However, environmental degradation has reduced the quality of life in these areas. Forestry activities, among other things, seek to improve the socio-economic development of rural folks through the provision of timber, fuelwood, macro and micro climate, and recreational facilities. Through creation of shelter belts and windbreaks, and by combining forest plantations with annual agricultural food crops, forestry helps increase food production. Forestry activities generate employment and income and assists within any integrated approach towards rural development.

The paper reports that for 12 1/2 years, WFP has assisted 50 forestry and forestry related projects in 33 countries, at a total cost of \$136 million. Most of the projects have a multi-purpose character and are generally in the areas of soil conservation and watershed management, development of marginal areas in dry climatic zones, and forest plantations. During this period 1.2 billion seedlings were produced and 294 hectares of forest planted. A total of 10,400 kilometers of firebreaks were established and 11,700 km of forest roads constructed. Soil conservation and watershed management activities have protected 548,000 hectares of land while 5,500 km of windbreaks have been established. A total of 10,200 hectares of land were leveled and 377 million cubic meters of terracing completed.

About 107 million man-days (about 344,000 workers) and a total of 1.5 billion dependents were supported through these activities. The report recommends the continued support of forestry

activities by WFP, especially in the least developed countries, and that these activities should be seen as an integral part of an overall development programme. The recommendations of the report deal particularly with project formulation and appraisal, focusing on the positive impacts of food-aided forestry projects. The report has 9 annexes. Annexes I-VIII deal with specific in-country experiences of WFP forestry projects, and Annex IX focuses specifically on technical guidelines for the formulation and appraisal of forestry projects.

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World Food Programme. 1984. *Report of the Executive Director on Food Aid for Soil Conservation and Watershed Management*. World Food Programme, Committee on Food Aid Policies and Programmes. Rome. 23pp. + annexes.

This report is confined to aspects of soil degradation that can be controlled or reversed by soil conservation techniques and watershed management, and is a complement to the 1976 WFP report (annotated above). Though this paper is not directed completely at forestry, there are sections that are. Reforestation and fruit tree plantations, for example, are included as types of soil conservation measures. One section of the paper is devoted to different types of WFP-assisted soil conservation projects and briefly describes a variety of soil conservation techniques.

The control of soil erosion requires a multidisciplinary approach; remedies to be sought are not only in agronomy, forestry, and fodder crop production, but also in social and economic disciplines. Food aid can be creatively and effectively used in projects aimed at erosion control. For example, it can be used to attract a labour force by supplementing minimum wages as an incentive to individual small farmers to improve their land and adopt better farming practices. Food aid can also be used to support training. In addition, when sold, food aid proceeds can be used to purchase equipment needed to for the project.

Problems and constraints of food aid include: location of projects in remote areas, often in dispersed sites where infrastructure is weakest, where natural conditions are least favorable, and involving the most disadvantaged populations. Evaluation also entails certain special difficulties, resulting from the often remote and dispersed work sites, the slow rate of achievement, and the long-range nature of many projects' impacts.

Based on lessons learned, this paper makes a number of recommendations. They are general in nature and apply to projects in many contexts.

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Kramer, John Michael. 1987. *Food Aid Support for International Forestry*. A paper presented at the 1987 Society of American Foresters National Convention held at Minneapolis, Minnesota on October 19 - 21, 1987. pp. 11.

The author explains that the marriage between food aid and forestry is useful. Food is used

to compensate workers for their time and labor in forestry projects. It is also used to encourage community participation in new technologies such as agroforestry. However, the inherent problems associated with the use of food for development pose certain difficulties. Food is bulky, perishable, costly to ship and store, and its distribution has a negative impact on local food production. Policy changes as well as the participation of foresters in programming food aid in forestry will tap the full potential of this important resource. The paper also has sections on information needs for improved food aid assisted forestry and some innovative thinking about food aid in general.

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## B. INVENTORY OF PROJECTS

Deely, Dan. 1982. *Comprehensive Summary of USAID Forestry-Related Assistance to Developing Countries*. US Agency for International Development, Bureau for Science and Technology, Office of Forestry, Environment and Natural Resources, Forestry Division. Washington, D.C. pp. 67.

This memorandum is a response to a request by the U. S. House Appropriations Committee to USAID for a "Comprehensive report on the efforts it is making in the area of reforestation and related subjects."

The author discusses two major components of USAID's forestry assistance programs - bilateral assistance and PL 480 Food Programs. While the former concentrates on forestry capacity building in all participating countries, the latter focuses on direct tree planting in poor and needy countries. Forestry capacity building, among other things, involves training, research and technical assistance to support the forestry base in the participating country.

A total of 96 bilateral assistance projects, including on-going and planned forestry-related projects in 37 countries, are identified by the author. Total life of project cost is \$771,522,000. Budgeted forestry-related activities, out of this figure, amounts to \$215,753,000. Total life of project cost of 77 on-going USAID forestry-related bilateral assistance projects totals \$579,500,000.

On-the-ground tree planting activities constitutes 26% (\$34,513,000) of all the funds committed to forestry activities. This implies that only 6% of the LOP budgets for all 77 on-going forestry related projects are devoted to tree planting. The memorandum shows that from 1979 to 1983, there was a decline in forestry activities in Africa, while there was an increase both in funding and number of projects in Asia. Latin America shows a steady rise in commitments to forestry-related activities.

The report expects USAID bilateral assistance projects "to plant 22,198 hectares in Africa with \$6,040,000; 111,464 hectares in Asia with \$16,268,000; 25,061 hectares in Latin America with \$11,805,000; and an estimated 400 hectares in the Near East region."

The report estimates that "more than half of all tree planting that is taking place under U.S. Foreign Assistance is actually being accomplished under PL 480 Food Programs". However, lack of comprehensive information on PL 480 forestry projects hinders the report from making very conclusive statements about these projects.

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Clement, Peg. 1984. *Food Aid and Forestry: On-going and Recently Terminated PL 480 - Supported Forestry Projects Worldwide*. Prepared for USAID, Bureau for Science and Technology, Office of Forestry, Environment and Natural Resources and the Forestry Support Program of the Forest Service, USDA. Washington, D.C. pp. 90.

This report attempts to establish a relationship between PL 480 supported on-going, proposed and recently terminated forestry and forestry related projects worldwide. The report briefly discusses Titles I - III and Section 206. Summaries of various project descriptions on forestry activities under these Titles in African, Asian, Near East, and Latin American/Caribbean countries are given. The study reports that:

- a) U.S. Government commitment to World Food Programme amounts to \$184,500,000. This supports 65 forestry and forestry related projects in 44 countries, and
- b) Under Title II Food-for-Work forestry and forestry related projects U.S. Government commitment, over the last 4-5 years, is estimated around \$36,500,000.

However, due to inconsistencies of figures dealt with, and the unreliability of the sources of information (with the exception of WFP sources), the author cautions against the findings being taken as full proof. The definition of forestry in project documents, according to the author, is ambiguous. Among others, there is the problem of disaggregating the forestry components from overall projects.

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Burchfield, Shirley S. 1987. *Food Aid and Forestry: An Inventory of Current and Proposed Food Aid-Supported Forestry Projects*. Prepared for USAID Bureau for Science and Technology, Office of Forestry, Environment and Natural Resources; USDA Office of International Cooperation; and the USDA Forest Service, Forestry Support Program. Washington, D.C. pp. 11. (plus computer installed database).

This study, an update of earlier work by Clement (1984), provides a picture of food aid and forestry and natural resources projects worldwide. A general overview of food aid programs sponsored by USAID is also provided. Major issues in the report include:

- a) A total of 101 PL 480 and Section 416 projects are identified that have some type of forestry or natural resource activity. While seven (7) of these are sponsored under Title I/III, twenty-two (22) of them are sponsored by PVO's and Governments under Title II. WFP sponsors the remaining 73 projects;
- b) The commitment in FY 1987 for forestry activities within the seven (7) Title I/III projects identified above, is \$2.6 million in commodities, while \$2.5 million is estimated for other natural resources activities;
- c) Twenty-two (22) Title II regular Food-for-Work (excluding WFP projects). Projects currently having forestry related activities are identified. PVO's sponsor eighteen (18) of these while the remaining four (4) are Government activities. Of the 22 Title II projects identified, fifteen (15) are in Africa, three (3) in Asia and the Near East, and four (4) in Latin America/Caribbean;
- d) Of the 73 forestry projects sponsored by WFP, 35 of them have FY 1987 commitments while the remaining 38 have not. Africa has 33 of these projects, Asia and Near East have 27 while Latin America and the Caribbean have 12; and
- e) A total of \$10.8 million worth of total currencies are supporting 18 PL 480 funded research grants, mostly in Asia, Europe, and the Near East.

The study has nine appendices that, among other things, discuss: a) Food aid forestry/natural resources projects by region, country, title, sponsor, status, and b) Research grants, WFP 1987 commitments and project descriptions. [The entire database is on dBase III].

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French, David 1986. *World Food Programme Activities in the Natural Resources Sector (Including Forestry)*. Statement to the Third Meeting of Forestry Advisors, Berlin. World Food Programme. Rome. pp. 4.

This paper gives a summary of WFP activities in the natural resources sector, including forestry. WFP, a multilateral agency, uses food as a tool for development. More than \$75 billion worth of food aid had been committed to development projects between 1963 and 1986. About \$1 billion out of this figure was for forestry projects.

WFP uses food in four major ways: Food as incentive, wages, cash subsistence, and compensation. The use of these, however, depends on the type of projects and the kind of people being dealt with. The author describes two projects which could use food effectively. These are: a) government plantations to meet urban fuelwood needs, and b) natural resources activities that cross traditional bureaucratic lines.

WFP expects to cooperate fully with other donors in: a) co-financing of projects, b) exchange of information, and c) forestry and natural resource sector missions.

## C. GUIDELINES/WORKSHOPS/STUDIES

Joyce, Steven and Purwell, Bruce. 1985. *Community-level Forestry Development: Options and Guidelines For Collaboration in PL 480 Programs*. Bureau for Science and Technology, Agency for International Development and Office of Training and Program Support, Peace Corps, Washington, D.C. pp. 235.

Food aid continues to be criticized by many as an inappropriate development resource. But careful programming of food-for-work commodities, coupled with technical assistance, will insure successful food-for-work projects. The report identifies optimal implementation conditions for community-level forestry activities supported by PL 480.

First, the role Peace Corps volunteers play in the new PL 480 community-level forestry initiative is recognized. Two types of Peace Corps volunteers, foresters and management coordinators, are recommended. By providing technical support to nursery and tree planting activities, the volunteers will enhance ongoing and planned FFW/forestry projects. The authors explore possibilities for collaboration among Peace Corps, USAID, PVO's, WFP and Host Country Governments.

Second, a comprehensive list of guidelines for sustainable forestry development at the community level through food-for-work projects is outlined. The guidelines generally focus on certain socio-economic, technical and organizational considerations that must be met in food assisted forestry projects. Two of the most important are:

- a) FFW community forestry projects should be located in lower risk climatic zones because experience gained will be beneficial to similar projects in marginal areas; and
- b) To have productive and stable labor force, FFW projects must be located in food deficit areas where there are few employment opportunities.

The annexes of the report provide detailed in-country reports on seven African countries (Ghana, Senegal, Niger, Rwanda, Kenya, Somalia and Lesotho), all of which are implementing food-for-work projects.

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U. S. Agency for International Development and Peace Corps. 1987. *Food Aid and Natural Resources Programming Workshop, Mombasa, Kenya, The Proceedings*. Bureau for Science and Technology, Agency for International Development, Washington, D.C. and Office of Training and Program Support, Peace Corps, Washington D.C. pp. 154.

This report is the product of a 5-day workshop (May 25 - 29, 1987) hosted by the Peace Corps. Eight African countries, Botswana, The Gambia, Ghana, Kenya, Lesotho, Rwanda, Sierra Leone and Somalia, participated. The proceedings of the workshop focus on the collaborative efforts of USAID, Peace Corps, PVO's, NGO's and Host Country Governments in the successful implementation of PL 480 programs. The report outlines a six point food aid policy agenda for

Africa. In addition, it discusses information that is needed for action planning and programming of natural resources projects. This includes:

- a) Identification of the correct response to natural resource problems that the project will address;
- b) Preparation of social, economic and technical analysis of the project;
- c) Establishment of project evaluations and monitoring procedures involving full participation of local inhabitants; and
- d) Identification of the correct form in which to provide assistance.

Thorough in-country reports are given that concern development and natural resource priorities and country action plans.

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U.S. Agency for International Development and Peace Corps. 1988. *Memoria Del Taller De Programacion Sobre Recursos Naturales Y Asistencia Alimentaria En America Latina*. Bureau for Science and Technology, Agency for International Development and Office of Training and Program Support, Peace Corps. Washington, D.C. pp193. (Most in Spanish).

This planning workshop, "Natural Resources and Food Aid", brought together more than 60 representatives of international organizations, PVOs, and host government agencies to develop a process that could be used to help design collaborative action in natural resource projects.

During six days of meetings, presentations, and round tables, the participants developed a better understanding of the mechanisms of USAID's PL 480 program and created strategic and action plans which analyzed the possibility of incorporating the use of PL 480 resources in natural resource programs in their countries.

The proceedings were published primarily to help workshop participants continue the process of studying and analyzing the PL 480 program and the rational use of their countries' natural resources.

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Nations, James D., Burwell, Bruce B. and Burniske, Gary R. 1987. "*We Did This Ourselves.*" *A Case Study of the INAFOR/CARE/Peace Corps Soil Conservation and Forest Management Program, Republic of Guatemala*. AID/PC Forest Resources Management Project. Washington, DC and New York. pp. 63.

A classic example of a successful food-aid assisted forestry and natural resource program is shown by this report. Food-for-Work is used as an incentive to convince farmers to experiment with new reforestation and soil conservation practices. The program employs 10,661 active farmers in 393 communities and has an annual seedling production of 3.5 million. The attributes of the program are:

- a) Healthy collaboration among participating institutions, namely, INAFOR, CARE, and Peace Corps;
- b) Training and use of local people as extensionists; and
- c) Involvement of communities in the decision making process.

Positive impacts on communities and participating institutes are examined.

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Livingston, Geoffrey and Resch, Timothy M. 1987. *Senegal PL 480 Title III Food for Development. Final Evaluation: Lessons Learned*. U.S. Agency for International Development/Senegal. pp. 63.

In Senegal, local currency generated from a six year, \$28 million Title III Food for Development Program, financed over twenty-five discrete development projects in the fields of natural resource conservation, infrastructural development, agricultural production, crop protection and agricultural research. The interest of the project recipients and the choice of appropriate technologies contributed immensely to the success of dune fixation, agricultural research and infrastructural development projects.

The program, however, had difficulties. For example:

- a) Reforestation was not very successful. Planted trees grew slowly and villagers could not immediately perceive the benefits of the project and cared little when planted trees were grazed on by livestock;
- b) The appreciation of the dollar during the first three years of the program made the price of rice sold under the program very high and uncompetitive. Sale of rice was slow, creating irregular flow of funding to projects; and
- c) Ambiguity of roles and responsibilities of program participants hindered the efficiency of the administrative structure. Senegal's program exposed the inherent cumbersome administrative procedures associated with the implementation of Title III programs. Although Title III legislation was enacted in 1977, only ten programs had been implemented worldwide. The varied agenda and interests of USAID, OMB, Department of State, and the Department of Treasury, the four players in the administration of Title III programs, made USAID Mission Directors reluctant to participate in Title III programs.\*

The authors conclude with case studies of the projects and also discuss the merits of Title III programs.

[\* NOTE: The 1990 Farm Bill altered this administrative structure. The view of certain persons is that Title III is now more developmentally oriented.]

Nembot, Timothee Fomete. 1990. *Cost-effectiveness Analysis in Food-Aided Forestry*. M.S. Thesis submitted to the Graduate Faculty of North Carolina and State University, Department of Forestry, Raleigh. pp. 58.

The author contends that evaluation of food-aided projects lacks methodological tools. As a result, food-aided forestry projects are not rigorously evaluated. He, therefore, explores the use of cost-effectiveness analysis in such projects. The author examines projects in Ethiopia, Mali and Haiti and concludes that cost-effectiveness analysis is particularly suited to food-aided forestry projects. However, he explains that its full utilization will require research into:

- a) Assessment of the purchasing power delivered to beneficiaries per project dollar;
- b) Contribution to new employment opportunities; and
- c) Identification of market and non-market outputs, including the relation of trees to agricultural production.

Food-aided project planning, monitoring and evaluation are also discussed.

### **III. INCREASING DEVELOPMENTAL IMPACTS**

#### **A. WORKSHOPS/EVALUATIONS/POTENTIALS**

U.S. Agency for International Development. Bureau for Food For Peace and Voluntary Assistance. 1986. *Strengthening the Development Potential of Food for Work*. Final report on the Food-for-Work workshop in Annapolis, Maryland from December 3 - 6, 1985. Prepared by International Science and Technology Institute, Inc. for USAID/FVA/FFP. Washington D.C. pp. 14 (excluding appendices).

FFW is usually introduced into a community as part of relief efforts but eventually becomes incorporated into longer term developmental activities. Hence they usually do not have explicit development goals. The transition from relief to development poses problems for program management and hinders the realization of the full potential of the food-for-work resource. The report of the workshop addresses these issues and others in the light of deriving the full potential of food-for-work programs. Other salient constraints that mitigate against food-for-work programs identified by the report include:

- a) Lack of coordination among NGO's, PVO's, Host Country Governments, and between local communities and national planners;
- b) Conflicting interests among FFW sponsors and implementors; and
- c) Nonavailability of complementary resources and lack of fully trained staff.

The report stresses the need to recognize FFW as a valuable development resource. But, by itself, FFW does not represent all projects inputs and should be integrated with other resources to address a country's developmental needs. The report also discusses individual country action plans and accomplishments and common factors leading to their success. The report has eight appendices that discuss issues such as: framework for successful use of FFW as a development resource, pre-workshop communications and documents, and workshop evaluation.

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Bremer-Fox, Jennifer and Bailey, Laura. 1989. *The Development Impact of U.S. Program Food Assistance: Evidence from AID Evaluation Literature*. Prepared for the Bureau for Food for Peace and Voluntary Assistance, Washington D.C.pp. 120 [excluding appendices].

This report is the result of the review of 86 project evaluations on program food aid in 33 countries over a period of ten years.

In the distribution of food aid programs, the study reports that there seems to be a bias towards countries with a high priority for U.S. foreign policy, as exemplified by five recipients receiving 44% of total program food aid in FY 1988. ESF and DA countries received 43% and 57% of total assistance, respectively, during the same fiscal year. The study explains that though food aid could be a disincentive for local food production, "there is little evidence that program food aid constitutes a serious disincentive to in-country agricultural production in the majority of cases, even where food aid has been large relative to total consumption". The study also found that:

- a) Difficulties in local currency and program management continues to reduce the effectiveness of food aid programs. USAID and other sponsors have devised mechanisms allowing for flexibility and innovativeness in program food aid, yet certain aspects of current procedures are still not conducive to program effectiveness;
- b) Evaluations of program food aid emphasize management and programming issues rather than program impact. This is due to the absence of concise guidelines for collecting and analyzing data on program impact;
- c) Though program food aid generally has a positive impact on recipient countries at the macroeconomic level, the magnitude of this impact could not be determined from the evaluation literature;
- d) Program food aid continues to be of useful assistance in promoting economic development, especially in food and agriculture sectors of recipient countries; and
- e) Food aid as a tool for development also induces policy reforms but evidence supporting this fact from the evaluation literature is mixed.

The study also has recommendations for program modification towards achieving a better program impact.

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U.S. Agency for International Development. Bureau for Food for Peace and Voluntary Assistance. 1985. *PL 480 Title II Evaluations, 1980-1985: The Lessons of Experience*. AID/FVA/PPE, Washington D.C. pp. 22 [excluding annexes].

The study reviews 5 years of evaluations of the three major Title II program categories, MCH, SF, and FFW. The objective is to analyze, synthesize, and document major findings, in an attempt to provide recommendations for future programming.

Since 1954, about 50 billion tons of PL 480 Title II commodities, worth more than US \$10 billion, have been donated to developing countries by the U.S. The study reports that MCH programs

increase utilization of health services and knowledge of proper health care practices. While participation results in positive nutritional impacts, lower mortality rates are also observed. Program components such as educational activities for mothers, growth monitoring systems, and training for health and community workers, plus a well defined targeting strategy, contribute significantly to program success. However, limited food resources and lack of in-country logistical infrastructure (especially in Africa) hinders a larger coverage of target populations. In addition, rations are shared by all family members, thus reducing program impact on targets. For significant nutritional impacts, the study suggests the incorporation of appropriate complementary components and inputs into MCH program design and implementation.

Organized FFW programs significantly improve social and productive infrastructure of recipient countries and substantially supplement incomes of people in extreme economic need, for example, women who head families. However, productivity is found to be low in FFW projects while the level of management and technical assistance are also lacking. The paper explains that FFW usually begins as a relief measure but evolves into longer term development programs. They also have multiple objectives. These factors, explains the report, frequently reduce program impact and also make evaluations cumbersome.

The study finds that achievement of food-for-work goals is specific to certain conditions in the community where the program operates and advocates for the analysis of environmental, physical, social and organizational structures and traditional labor patterns in the design of FFW programs.

Findings of positive impacts of SF on participation are inconclusive. To increase impact of SF programs, the study recommends its integration into a broader strategy of rural development, education or nutrition.

The report provides recommendations for the improvement of Title II programs and has four appendices. Among them is a bibliography of PL 480 Title II evaluations (1980-1985).

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Bryson, Judy C., Chudy, John P. and Pines, James M. 1991. *Food for Work: A Review of the 1980's With Recommendations for the 1990's*. Prepared for the Agency for International Development. Wu Pi' Inc. and the International Trade Services Group (ITS), Cambridge Massachusetts. pp. 62 (including annexes).

This report expands and updates the earlier works "*PL 480 Title II Evaluation, 1980-1985: The Lessons of Experience*"(1985) and "*Strengthening The Developmental Impact of FFW*" (1986). Both are annotated above.

The use of design techniques to specify FFW goals, purposes, inputs and outputs, and the use of indicators to measure results, proves that FFW is currently a development oriented program rather than a program only for food distribution. This is supported by evaluations and experiences of FFW resource use in Africa, Latin America, Asia and the Middle East/North Africa. The report also shows that:

- a) Food for work is successful in reaching the poor and needy;

- b) Increased provision of resources other than food contributes to success of FFW development programs;
- c) . New forms of commodity use through monetization and barter arrangements for locally-grown foods contribute immensely to food for work program successes; and
- d) The institution of "closed monetization" benefits countries undergoing structural adjustment programs. [ "closed monetization" enables a low paid worker to purchase food at subsidized prices.]

Despite these achievements FFW resource use still encounters problems. The report brings to light difficulties and concerns which, when addressed, will tap the full potential of FFW. It also offers suggested approaches to these issues. Recommendations for the 1990's are:

- a) Encourage use of a FFW delivery mode in conjunction with other Title II activities;
- b) Food for work delivery mechanisms should be in place for use in chronically food-deficit areas;
- c) Modify policy as well as food management and accounting regulations to increase development impact and cost effectiveness;
- d) Integrate planning for FFW in overall country strategies for the use of PL 480 commodities; and
- e) The highest priority for FFW should be to increase food availability in food deficit areas, and to use it for works and other asset creation.

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Pines, James M. 1987. *Some Principles for Increasing the Development Impact of Food Aid*. U.S. Agency for International Development, Washington, D.C. pp. 14.

The author contends that the current use of food commodities under Title II, although useful, does not provide sufficient mechanisms for the generation of capital during the life of projects. As such, developmental impacts of food aid on communities are not sustained when food distribution ceases. The author, therefore, explores development possibilities for innovative uses of food aid towards the generation of capital.

The author discusses two basic models for using food to build capital, namely, family-oriented and community-oriented approaches. Food aid subsidizes family incomes substantially, therefore, savings can be made to raise capital without reducing current consumption levels. This, explains the author, can be achieved through the encouragement of savings through educational programs. While MCH programs, for example, can be linked to the formation of credit unions, families can also be made to pay dues for receiving food from an organization. Under the community-oriented approach, the author suggests the establishment of food banks or another in-kind fund to help raise capital. It is also suggested to identify private or community projects that will produce enough revenue to recover costs and add to a capital fund. To achieve these objectives, the author suggests modifications in current eligibility requirements for receiving food as well as the use of food under Title II. Success of projects that have strong community participation depends on the interplay of social, political, economic and cultural factors. The author provides a comprehensive list of questions that must be answered before deciding whether or not to use food to generate capital.

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Bryson, Judy; Joyce, Steven and Edwards, Daniel B. 1991. *Project Food Aid: User's Guide for the Design of Food-Aided Development Projects*. Prepared for Bureau for Food for Peace and Voluntary Assistance, USAID, Washington D.C. pp. 126.

Systematic and comprehensive approaches to the design and implementation of food-aided projects are provided by this manual. One chapter is devoted to natural resources management.

First, it defines project food aid as "Title II food commodities that are integrated and applied with other resources to ongoing or new developmental activities". Based on this definition, the manual discusses the incorporation of project food aid into overall country development schemes. While outlining the steps for establishing institutional infrastructure for project design, it specifies other resources that contribute to program effectiveness and at what stage in project planning and implementation these will be necessary. Tasks involved in the preparation of action plans are outlined.

Second, issues and concerns on implementation of action plans are given a special focus. Possible solutions are offered to issues, such as, selection of project activities and sites, project participants, beneficiaries, and specification of rations. The manual provides special design considerations for the many developmental objectives of project food aid. These include project designs for infrastructure creation; long-term income generation; child survival; enhancing primary education and natural resources management.

Among the design considerations under natural resources management, there is a list of questions which, when answered, will clarify what can be attempted in a particular area and the elements to be included in a project. The manual also discusses types of project activities included in natural resource projects and ways in which food can be used to support these activities.

## B. QUANTIFYING BENEFITS AND COSTS

Bezuneh, M; Deaton, Brady J; and Norton, George W. 1988. *Food Aid Impacts in Rural Kenya*. Journal of Agricultural Economics. 70(1): 181-191.

This article assesses the impacts of food-for-work projects on the economic development of low income rural folk in Kenya. The study uses a peasant-household-firm model with a linear programming component to analyze the effect of food aid on the production and consumption of finger millet, sorghum and maize. Results show that food-for-work increases agricultural production, consumption, income, capital investment and employment.

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Fitzpatrick, Jim and Storey, Andrew. [No date]. *Cost of Food Aid. A background paper prepared for CARE/USA*. Jim Fitzpatrick and Associates Economic Consultants. pp. 29.

Quantifying the cost of food aid is cumbersome. This is due to ambiguities in the type of costs (economic and financial) and bearers of costs. This paper provides a methodological framework within which food aid costs can be assessed.

First, cost of food aid is divided into two stages, pre-delivery and post-delivery costs, and the various cost items in each stage are provided. Second, bearers of food aid costs, that is, donor governments, PVO's, recipient governments, and final beneficiaries, are identified and the cost items associated with their involvement discussed.

The cost of food aid, however, can not be discussed in isolation from its benefits. The paper explains that, although targeting food aid to the "poorest of the poor" increases administrative and supervisory costs, the derived benefits might be enough to influence the implementation and sustenance of such a project. "It is the ratio of costs to benefits, rather than costs alone, which is the best point of focus." Food aid is less cost effective when compared with cash aid. The paper, however, cautions that such comparisons are appropriate only under situations with similar objectives. The paper concludes with policy considerations about practical aspects of food aid.

## C. MONETIZATION GUIDELINES

U.S. Agency for International Development. Bureau for Food for Peace and Private Voluntary Assistance. 1988. *Monetization Field Manual. PL 480 Title II and Section 416 (b) Programs*. Agency for International Development, Washington, D.C. pp. 31 [excluding annexes].

This manual gives a comprehensive description of monetization procedures of PL 480 Title II and Section 416 (b) commodities.

Requests by cooperating sponsors for PL 480 Title II commodities are made through the use of multi-year operational plans (MYOP) while those for Section 416 (b) commodities utilize plan of operation (PO) formats. Monetization proposals are incorporated as components of a MYOP or PO and submitted with an Annual Estimate Requirement report to AID each April. Emergency monetization proposals, however, are submitted anytime during a fiscal year. Monetization proposals usually address issues such as: (1) the need for monetization of food; (2) how the sale of the commodities will be carried out; and (3) the intended uses of the proceeds. Monetization proposals should also indicate that adequate storage facilities are available in the recipient country and that the importation of the specified quantity of commodities will not result in a substantial disincentive to domestic food production or marketing.

The manual specifies the inclusion of an implementation schedule and budget plan over the life of project. It also discusses setting sales price and sale of commodities either through open bidding or direct negotiation. The manual explains that "call forward" for approved commodities are made at least 3 to 4 months in advance of need through USAID Missions and Headquarters of co-operating sponsors to AID/Washington. According to the manual, monetization proposals should also include monitoring and evaluation processes to insure that monetized proceeds will be used for approved purposes. Monetization proposals are first reviewed by USAID Country Missions and comments are sent to AID/Washington. The Development Coordination Committee, chaired by the Administrator of AID, does the final review and decisions are taken within 45 days of receipt of proposal. [Note: The 1990 Farm Bill changed the role of the DCC.]

The manual includes 11 annexes discussing, among other things, policy, legislation, guidelines and procedures for monetizing PL 480 Title II and section 416 (b) commodities.

IV. APPENDIX A  
BIBLIOGRAPHY ON FOOD AID AND FORESTRY



Ghana. In large part this nursery production is made possible  
by food aid, through Food for Work and monetization.  
(Photo: W.Helin)

\*\*\* [Annotations are included in the bibliography]

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V. APPENDIX B

GENERAL BIBLIOGRAPHY ON FOOD AID



Guatemala. One day they will be big trees! (Photo: K.Hunter)

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\*-USAID Project numbers

\*\*-Publishers unknown

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