



## **AGRICULTURAL POLICY ANALYSIS PROJECT, PHASE III**

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**FOOD SECURITY AND  
DONOR COLLABORATION  
- NEXT STEPS 1999**

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**MEETING THE FOOD SUMMIT TARGET  
UNITED STATES' CONTRIBUTION**

**FOOD SECURITY & DONOR  
COLLABORATION  
– NEXT STEPS 1999**

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## LIST OF ACRONYMS

AIRD	Association for Integrated Rural Development
AID	Agency for International Development
BIFAD	Board for International Food and Agriculture Development
CEC	Commission of European Communities
CG	Consultative Group
DA	Development Assistance
DAC	Development Assistance Committee of OECD
ESF	Economic Support Fund
EU	European Union
FAO	Food and Agriculture Organization
GCA	Global Coalition for Africa
GDP	Gross Domestic Product
GNP	Gross National Product
HDR	Human Development Report
IADB	Inter-American Development Bank
IDA	International Development Association
IFAD	International Fund for Agriculture Development
IFC	International Finance Corporation
IMF	International Monetary Fund
IWG	Inter-Agency Working Group

MDB	Multilateral Development Bank
NGO	Non-Government Organization
ODA	Official Development Assistance
OECD	Organization for Economic Cooperation and Development
SPA	Special Program Assistance for Africa
SSA	Sub-Saharan Africa
TA	Technical Assistance
UK	United Kingdom
UN	United Nations
UNDP	United National Development Program
UNFPA	United Nations Fund for Population Activities
UNICEF	United Nations Children s Fund
USAID	United States Agency for International Development
WFP	World Food Program
WDR	World Development Report

## **ECONOMIC GROWTH MUST BE FOSTERED**

'No country has had a sustained impact on reducing poverty without continuing positive economic growth. For most developing countries agricultural growth is essential to economic growth. Very few low-income countries have achieved rapid nonagricultural growth without corresponding rapid agricultural growth. Most of the developing countries that grew rapidly during the 1980s experienced rapid agricultural growth in the preceding years. Agricultural growth stimulates economic growth in nonagricultural sectors which results in increased employment and reduced poverty. Sustained nonagricultural growth, particularly in the poorest countries, is not likely without first addressing agriculture.

## **SUB-SAHARAN AFRICA**

'The overwhelming challenge in Africa is to increase food production and raise incomes in rural areas. Seventy percent of people in Sub-Saharan Africa live in rural areas. Agriculture accounts for 30 percent of gross domestic product (GDP), 40 percent of exports, and 70 percent of employment. In Africa, far more than in any other region, a prosperous agriculture is the engine without which poverty cannot be reduced, natural resources cannot be managed sustainably, and food security cannot be assured.

The World Bank

'Rural Development: From Vision to Action

## **PATTERNS OF GROWTH AND THE POOR**

Growth rates for most African economies are simply not high enough to reduce poverty significantly. For example, the most recent Bank forecast is that growth of GDP in Sub-Saharan Africa will average 3.8 percent a year in the next decade, implying a per capita growth rate, at best, of approximately 1.3 percent per capita a year. At that rate, per capita income will take half a century to double--a growth performance not even remotely adequate for meaningful poverty reduction.

'Economic growth rates are generally too low to reduce poverty significantly. Growth rates of at least 6.5 percent per year are necessary if typical Sub-Saharan African countries are to reduce poverty at an acceptable rate.

The World Bank

'Taking Action to Reduce Poverty in Sub-Saharan Africa

## EXECUTIVE SUMMARY

### BACKGROUND/OBJECTIVES

The report on Food Security and Donor Collaboration on Policy Performance was completed in December of 1997. The purpose of that report was to provide senior decision makers in the U S government especially the Department of State the Department of Agriculture and the Agency for International Development (A I D ) with an assessment and evaluation of organizations available for U S collaboration and coordination on food security.

One year has passed and we now have an opportunity to (1) reflect upon progress during 1998 on food security and (2) to highlight and recommend next steps to be taken during 1999 in order to further U S food security objectives.

### DISCUSSION

On balance 1998 was a year of encouraging progress in furthering U S objectives on food security. Following are highlights of some of the key events of importance that occurred during the year.

- 1 The U S Action Plan on Food Security was completed.
- 2 A Global Strategy for meeting the World Food Summit targets was developed by A I D.
- 3 A proposal for a Presidential Initiative on Food Security was developed by A I D.
- 4 The Development Assistance Committee (DAC) of OECD created a "DAC Informal Network on Poverty Reduction" which provides a key forum for discussion of poverty food security and agricultural growth.
- 5 The evaluation of the Special Program of Assistance for Africa (SPA) was completed by the World Bank.
- 6 The World Bank made available two new key publications on poverty reduction agriculture and rural development namely "Taking Action to Reduce Poverty in Sub-Saharan Africa" and "Rural Development - From Vision to Action".
- 7 The World Bank has chosen poverty as the subject for the year 2000/1 World Development Report.
- 8 DAC and the World Bank both took initiatives in 1998 to strengthen coordination at the country level e.g. through Development Partnerships.

## POVERTY REDUCTION AND AGRICULTURE

The two inter-related themes that highlighted 1998 developments were poverty reduction and agriculture. Poverty reduction is well established as a primary development objective in its own right. Increasingly, poverty reduction is emerging as a primary vehicle for reducing hunger and malnutrition. Poverty reduction is the over-riding theme in DAC's 21st century document and led to the creation of the DAC Poverty Network. A I D in turn supported development of a Global Strategy on Food Security and a parallel Presidential Initiative which highlighted poverty reduction as a means for reducing malnutrition. The World Bank, as noted, has selected poverty as the theme of its next Development Report.

Unfortunately, much of the attention of poverty reduction focuses on equity issues and problems with redistribution of assets and income. There is less focus on the critical need for increasing economic growth rates as a vehicle for reducing poverty. Poverty reduction will be impossible without substantial per capita rates of growth. Just as disturbing, agriculture's role as a primary vehicle for increasing economic growth rates in the poorer development countries seems to be forgotten. Agriculture programs tend to be viewed in the context of improving food supply rather than in the context of promoting economic growth per se.

Reduction in aid levels in agriculture have been occurring in both bilateral and multilateral programs. This trend has been underway for over a decade and reflects the lack of understanding about agriculture and its role in contributing to poverty reduction. It is critical that the U S promote a better understanding of agriculture's role in assisting economic growth and the key linkage to poverty reduction. If this is not done, allocation of development assistance resources to agriculture programs will remain at an inadequate level and most likely further decline. U S leadership will be essential if agriculture is to be reestablished as an important development priority.

## RECOMMENDATIONS

What are the key recommendations for U S action on food security during the coming year? What areas of donor collaboration can be pursued to further U S objectives for food security?

A I D should select a limited number of objectives on food security for 1999 and set out a work plan to pursue these objectives through both international collaboration and an inter-agency coordination effort. The 1999 work plan should build on earlier accomplishments. Some suggested objectives are:

1. Review the final U S Action Plan. Select the items for an A I D implementation agenda. Develop a long-term budget framework to support the implementation plan. Use the IWG for inter-agency briefings on the proposed implementation efforts.

2. Continue work on the important task of reestablishing agriculture development as a primary objective within A I D within the international donor community and in dialogue with the developing countries.

3 Continue to support the strengthening of BIFAD. Assign BIFAD a leading role in promoting food security, agriculture and rural development. Work to strengthen the BIFAD Board membership and find means to provide continuing staff support to the BIFAD so as to make more effective use of the Board's time. If AID cannot provide direct staff support, then APAC IV or other contract mechanisms should be used.

4 Review the role of the Food Security Advisory Committee now that the U.S. Action Plan has been adopted. The Advisory Committee might now be refocused on follow-up actions on areas such as (a) the U.S. Action Plan, (b) Support for a Presidential Initiative on Food Security, and (c) beginning the important process of forging a stronger coalition to support food security, agriculture and rural development with U.S. civil society.

5 Focus on Africa as a primary geographic area of concentration. Look at the strong possibility of combining various White House initiatives on Africa into one broader African initiative which would have White House support. Components might include the proposed Presidential Initiative on Food Security, the Presidential Initiative on African Education, the African Trade Initiative, and the work commissioned by the Administrator on Crisis Prevention.

6 Begin to flesh out a more comprehensive program for private sector involvement in food security, agriculture and rural development.

7 Concentrate on forging a strategic partnership between ongoing work on food security and poverty reduction and work underway on crisis prevention. It is especially important to emphasize whenever possible the linkages between poverty, political stability and crisis prevention.

8 Enlist the support of the AID Administrator to commission an effort to redefine the role of agriculture and rural development for the 21st century. This effort should build linkages to key program areas currently accepted as primary development objectives. The important link between agriculture and rural development and sustained growth in rural societies should be highlighted. Linkage between the following development objectives could be strengthened: (a) Poverty Reduction, (b) Child Survival, (c) Gender Issues, (d) Environment, (e) National Crisis and Conflict Prevention, (f) U.S. Trade (especially exports of U.S. agriculture products). The objective of this effort should be to clearly reemphasize the key role of agriculture and rural development in supporting economic growth and the achievement of these accepted development objectives.

It would be great if this could be accomplished through the establishment of a Presidential Task Force on Poverty and Hunger with prestigious leadership.

## FORUMS FOR COLLABORATION

What are some of the potential forums and mechanisms that could be used to pursue these objectives?

1 The Inter-agency Working Group needs to be kept active and alive if broad based U S Government support is to be achieved and maintained for Food Security initiatives The key objective for achieving coherence among agencies is still of paramount concern The IWG also provides a mechanism for taining high-level attention within State A I D Agriculture OMB and the White House among others

2 The G-8 Presidential Summit will again present an opportunity for obtaining high-level support for food security It is also one of the best opportunities for the U S to exercise leadership in promoting support for development

3 The DAC High Level Meeting is scheduled for Mv This meeting provides an opportunity for winning the support of Ministers of Development and heads of aid agencies on food security issues A I D should encourage discussion on food security issues at the High Level meeting In addition there is the opportunity to work towards language on food security and agriculture which could be adopted and included in the communique Possible points for discussion are

a The problem of the disconnect between the DAC 21st Century Document and the results of the World Food Summit held in Rome The U S should emphasize its ongoing concern that the 21st century document recommendations and the established International Development targets do not reflect the important results of the Rome Summit The DAC should be asked to explore options for remedying the situation so that continuing dialogue on development objectives will fully embrace food security issues If the DAC and the High Level Meeting resist revision of the 21st Century document then some other means should be developed to meet this objective

b The U S should propose that DAC undertake a review of recent trends in reduced donor support to agriculture and rural development This review should examine the linkage between agriculture and poverty reduction in an effort to reinforce the critical role of agriculture and rural development The proposed DAC review should examine the reasons behind the gradual reduction of support of agriculture programs It should try to address the question posed in the World Bank Sector Study on Rural Development If this is so important why is it not happening?

It would be very helpful if the A I D Administrator would make a statement on these points at the High Level meeting The Administrator might also send a short note to the other Ministers in advance of the meeting

4 The annual Tidewater meeting will be held in July. Traditionally, the DAC Chairman invites suggestions from Aid Ministers on topics for discussion. The AID Administrator therefore has an important opportunity to focus the upcoming Tidewater meeting on issues of food security, poverty, and agriculture. Thus the prestigious group of participants at the Tidewater meeting would have a real opportunity to discuss why the donor agencies and the developing countries are not paying more attention to agriculture and rural development.

5 The World Development Report 2000/1 is already in preparation with the focus on poverty. It will likely utilize the 1990 report on poverty as a base reference. That report is less focused on agriculture than subsequent Bank documents. It is hoped therefore that the upcoming poverty report will have a much stronger focus on achieving adequate levels of economic growth and the key role that agriculture and rural development play. AID should commit itself to working very closely with the WDR team over the next two years.

6 A food security calendar should be established. The above examples are illustrative of opportunities that are now apparent for the U.S. to further its dialogue on the achievement of food security. AID should establish and maintain an ongoing calendar of events looking one to two years in the future. This calendar would highlight upcoming events ranging from Presidential Summits to Country-level Consultative meetings to individual DAC sessions that would provide opportunities for dialogue on food security. While the calendar would have primary focus on international events, consideration should also be given to a domestic calendar of events whereby discussions would continue with important groups in the United States who could help build a continuing constituency for food security programs. BIFAD and its supporting staff might be a good vocal point for this latter responsibility.

## INTRODUCTION/OBJECTIVES

The report 'Food Security and Donor Collaboration on Policy Performance APAP III' was completed in December of 1997. The purpose of that report was to provide senior decision makers in the U.S. government especially the Department of State, the Department of Agriculture and the Agency for International Development (AID) with an assessment and evaluation of organizations and mechanisms available for U.S. collaboration and coordination on food security.

One year has passed and we now have an opportunity to (1) reflect upon progress during 1998 on food security and (2) to highlight and recommend next steps to be taken during 1999 in order to further U.S. food security objectives. The recommendations are principally directed to AID. However, most often the recommended actions require close cooperation with other key U.S. government agencies, the U.S. Congress and in the case of the Presidential Initiative, the White House. Support by a broad spectrum of private organizations both for profit and NGOs is also envisaged.

## DISCUSSION

On balance 1998 was a year of encouraging progress in furthering U.S. objectives on food security. Following are highlights of some of the key events of importance that occurred during the year:

1. The U.S. Action Plan on Food Security was completed.
2. A Global Strategy for meeting the World Food Summit targets was developed by AID.
3. A proposal for a Presidential Initiative on Food Security was developed by AID.
4. The Development Assistance Committee (DAC) of OECD created a 'DAC Informal Network on Poverty Reduction' which provides a key forum for discussion of poverty, food security, and agricultural growth.
5. The evaluation of the "Special Program of Assistance for AFRICA (SPA)" was completed by the World Bank.
6. The World Bank made available two new key publications on poverty reduction, agriculture, and rural development, namely 'Taking Action to Reduce Poverty in Sub-Saharan Africa' and 'Rural Development - From Vision to Action'.
7. The World Bank has chosen poverty as the subject for the year 2000/1 World Development Report.

8 DAC and the World Bank both took initiatives in 1998 to strengthen coordination at the local level e.g. through Development Partnerships

### U S ACTION PLAN ON FOOD SECURITY

The U S government in late 1998 finally adopted the U S Action Plan on Food Security. While not without controversy, the Plan does reflect a fully collaborative effort within the U S government. This achievement underlines the importance of the Inter-Agency Working Group (IWG) as a mechanism for achieving and maintaining coherence on this major U S policy issue. The Action Plan also reflects a process of exchange and dialogue with the private sector and civil society through the mechanism of the Food Security Advisory Committee which was established as a sub-committee of the Board for International Food and Agriculture Development (BIFAD). In the process, BIFAD has begun to reestablish itself as an important advisory body in the areas of food security and agriculture. Key features of the Action Plan are:

- Emphasis on an open trade and investment policy environment, sound food security policies and a participatory decision-making process--all seen as essential to stimulating the required foreign and domestic investment

- Re-negotiation of the Food Aid Convention to establish acceptable and feasible food aid levels

- Continued liberalization of world trade, including free trade in food and biotechnology products

- Support for research, education and extension related to agriculture and nutrition in the U S and overseas, with emphasis on production, processing and marketing systems that are environmentally sustainable

- Support for food safety nets through domestic food assistance and international food aid programs

- Improvement of information systems designed to monitor food security

- Enhanced food and water safety

- Support for food security as a basic human right, though recognizing that this need not lead to development of any additional legally binding international agreement

One major shortcoming of the U S Action Plan is that it essentially reflects existing U S programs and budget levels. The formulators of the Action Plan were precluded from introducing new program initiatives that would require additional budget resources. This shortcoming was

recognized and criticized by both public and private sector participants. As such the Action Plan tends more in the direction of what the U.S. Government is in fact doing than toward the direction of what might be some bold new initiatives reflecting U.S. leadership in achieving global food security.

USAID has attempted to address this problem through two initial efforts designed to complement the Action Plan per se. The first was the formulation of a Global Strategy to achieve the Food Summit target to reduce undernutrition by half by the year 2015. The Food Summit target aims to reduce the absolute level of undernourished from 800 million people today to 400 million in 2015. This global strategy is based on the assumption that additional budgetary resources could be made available on a global basis. Secondly, USAID undertook the preparation of a proposal for a Presidential Initiative on Food Security in FY 2000 to help launch a global initiative on food security; this initiative anticipates additional budgetary resources from the U.S. to finance the first year phase.

### **GLOBAL STRATEGY, MEETING THE FOOD SUMMIT TARGET**

The Global Strategy Paper was prepared in the context of AID's Agriculture Policy and Analysis Project (APAP III) administered by Abt Associates with leadership provided by Mr. J. Dirck Stryker and his colleagues at Associates for International Resources and Development (AIRD). The global strategy focuses on the World Food Summit target for reducing undernutrition and helps focus on the magnitude of this challenge by reviewing the current levels of undernutrition throughout the world. This review highlights the fact that Sub-Saharan Africa and South Asia are the primary areas of concentration. It also discusses the differences in the cause of undernutrition and the potential remedies in the two regions.

Sub-Saharan Africa has both low levels of food availability and low average per capita GDP. This is especially true in the war-torn and least developed countries of Africa. The number of undernourished in Africa is projected to increase by 50 percent over the next 20 years. African poverty is not so much a problem of distribution of income but one of "little income and wealth to distribute." The World Bank supports the Global Strategy findings and highlights the importance of growth. Growth rates of at least 6.5 percent per year are necessary if Sub-Saharan Africa countries are to reduce poverty at an acceptable rate. The Bank also projects a per capita growth rate of 1.3 percent a year and, at that rate, per capita income will take half a century to double.

The Global Strategy argues that the problem in South Asia is not very low levels of per capita GDP nor inadequacy of food supplies. Despite these facts, South Asia has the largest undernourished population in the world. Over 50 percent of children under age five are undernourished in Bangladesh and India. Contributing factors appear to be complex but include low education levels, low status of women, deep poverty among the rural poor, and a poor health environment exacerbated by monsoon climate. In particular, the average per capita levels of GDP mask problems in income distribution within South Asia, especially poverty among the rural landless.

The World Bank provides a somewhat different optic on South Asia's problems and highlights some key additional factors contributing to poverty. These include the fact that South Asia has the world's largest concentration of poor rural people. Landlessness is far more common in South Asia than elsewhere. Much rural poverty is based in rain-fed areas with a fragile resource base. The Bank concluded that "poverty reduction is the main challenge" in the rural areas of South Asia.

The World Bank has also highlighted a number of additional factors contributing to rural poverty in South Asia that are not mentioned in the Global Strategy paper. Examples include the fact that excessive government intervention in marketing distribution and finance and overregulation have contributed to higher agriculture costs. A major challenge, therefore, is to redefine the government's role in agriculture and remove market distortions.

The World Bank analysis would indicate that the Global Strategy prescription for poverty reduction in South Asia may be insufficient in scope to effectively deal with the poverty issue in that region. In the case of Sub-Saharan Africa, however, analysis in the Global Strategy and analysis by the World Bank appear to be in much closer accord. The Bank analysis is considerably more detailed and comprehensive and is set forth in the Bank's publications 'Rural Development - From Vision to Action' and 'Taking Action to Reduce Poverty in Sub-Saharan Africa'.

The Global Strategy Paper has helped to pinpoint Sub-Saharan Africa and South Asia as the key target areas for reducing undernutrition. It is recognized that there are also pockets of undernourished in other regions that deserve attention. Moreover, events in 1998 have shown that an economic crisis can create short-term problems with food and nutrition. e.g. the Asian economic crisis had an especially serious impact on short-term food security for Indonesia's population. Even in Mexico, persisting unemployment following the peso crisis has likely had a serious impact on nutrition levels.

The Global Strategy Paper concludes that

'If no additional action is taken, world undernutrition is expected to increase in absolute terms by the year 2015.'

'There is a unique opportunity for U.S. global leadership in meeting the Food Summit target at the turn of the millennium.'

A viable and affordable strategy exists for achieving this goal.

"The strategy draws upon the combined experience of U.S. farmers, agri-business, NGOs, universities, foundations, and the U.S. government."

The report sets forth a strategy and illustrative program to achieve the World Food Summit target to reduce undernutrition by 50 percent. The estimated cost of this program is \$45 billion. This cost

is spread over a 15-year period. The annual increment is in the range of about 5 percent of the \$59 billion annual level of Official Development Assistance provided by DAC members. A summary of the proposal is included in Appendix I.

The Global Strategy Paper outlines a worldwide initiative for reducing undernutrition and thus helps provide the global context for viewing the U.S. Action Plan. Most importantly, the Paper highlights the need for additional financial resources to support the program. Because of existing budget guidelines, the U.S. Action Plan unfortunately avoids any commitment of new resources. Restricting the U.S. ability to provide additional financing will severely weaken the U.S. ability to take a strong leadership position as part of any global initiative. Without U.S. leadership there is less chance that the donor community will provide the additional financial resources required to support any new global initiative. It is therefore likely that the world will fall short of the targets for improving nutrition levels as set forth at the World Food Summit. Additional U.S. budget resources are, therefore, essential to prove the point that the U.S. is serious about supporting any new global initiative.

### **THE PRESIDENTIAL INITIATIVE**

Last year's background paper on donor collaboration stressed the need for U.S. leadership in food security. In the subsequent document on Global Strategy the importance of U.S. leadership was again emphasized. The proposal for a Presidential Initiative prepared by AIRD and Abt Associates outlines a detailed program for U.S. leadership in support of food security. The program complements and supplements ongoing programs that the U.S. government laid out in the U.S. Action Plan. The proposed Presidential Initiative provides that the U.S. assume responsibility for approximately 20 percent of the first year's requirements of the 15-year plan laid out in the Global Strategy document. The first-year costs will total \$685 million for FY 2000. The key elements of the U.S. contribution in this first year include the following:

Global negotiations regarding trade, intellectual property rights, peacekeeping, and other issues relevant to food security (\$20 million Economic Support Fund (ESF))

National programs for the promotion of democracy and the creation of an enabling policy environment (\$80 million Title III, P.L. 480 (Food For Peace Program), \$71 million Development Assistance (DA))

Agricultural technology transfer, research, extension, and education (\$185 million DA) involving

- Regional programs of competitive small grants to national research centers
- Support to universities for agricultural research and training
- Participation in agricultural extension by civil society
- Public-private partnerships, and
- Global research in biotechnology.

'Targeted programs for increasing the income earning potential of poor households via maternal and child health care micro enterprise food-for-work and similar programs (\$200 million Title II P L 480 and \$21 million DA for operations support)

'Support for women s education (\$100 million Title II and \$8 million DA for operations support)

The Presidential Initiative was reviewed at the IWG and approved in principle Hopefully it can now be endorsed by the White House

Once the Presidential initiative has White House approval next steps should include development of a program for dialogue and discussion with the other donors and with the developing countries that are likely to be participants in such a program The premise behind any such Presidential Initiative is that it would help launch a global initiative whereby other bilateral donors the multi-lateral development banks, and the developing countries will be willing to provide the balance of the resources proposed in the global strategy The additional 80 percent of these requirements total \$2.74 billion This is a substantial, but not unreasonable target However achieving this target will require an active program of dialogue with the multilateral and bilateral donors This is discussed further below, but the U S should focus on key upcoming events such as the DAC High Level meeting the OECD Ministerial meeting the spring meeting of the Development Committee of the Bank and the Fund and most importantly the G-8 Presidential Summit

### **THE DAC POVERTY NETWORK**

The earlier report on donor collaboration highlighted the DAC as a key forum for pursuing coordination on food security issues The OECD itself provides a broader framework for the discussion of food security issues to complement DAC such as discussions within the Agriculture Committee and potentially at the OECD ministerial level

The Global Strategy highlights the close linkage between poverty and undernutrition Programs that contribute directly to poverty reduction will therefore be a major element in any program to reduce undernutrition This is especially true in rural areas where income levels are especially low

The DAC has highlighted poverty reduction as a key objective in its 21st Century document Shaping the 21st Century The Contribution of Development Cooperation adopted in May of 1996 DAC established the DAC Informal Network on Poverty Reduction as a mechanism for promoting discussion on poverty issues among DAC members The network is chaired by the United Kingdom and meets periodically at the working level under the UK Chair The poverty network has initiated a research program to focus on how DAC members are now addressing poverty reduction with the objective of determining how future efforts might be improved

The Global Bureau of A I D has taken an active role in this DAC process. This has included contribution of financial support and technical input drawing on the staff of AIRD and Abt Associates who helped develop the Global Strategy and the Presidential Initiative. With this assistance it is hoped that the poverty network can complete its program of review and analysis by December of 1999. If this timetable is met it will allow some discussions by the DAC at the Committee level and possible presentation of the results at the DAC High Level meeting in the spring of 2000.

U S participation in the poverty network is a commendable effort to introduce food security and undernutrition into the broader discussion of poverty reduction. A closer linkage between these development objectives could have significant benefits for future programming decisions by development practitioners. Among these would be a realization that these programs are integral and supportive of each other rather than competitive claims on the development budget. Moreover it could provide an opportunity for a reexamination of urban and rural poverty and the important links among poverty reduction, agriculture, and rural development programs.

A continuing concern relates to the DAC 21st Century document which fails to directly address food security issues and the results of the 1996 World Food Summit. Discussions at the level of the poverty network will hopefully contribute to an eventual modification of the DAC 21st century document. However a parallel effort should also be made by a direct approach at DAC's High Level meeting in May of 1999.

### **HIGHLIGHTING AGRICULTURE**

The Global Strategy document helps us focus on the complexity we face in reducing undernutrition. Poverty reduction, women's education and improved health are highlighted as key areas of intervention along with more traditional programs aimed at increasing food availability and rural incomes through agriculture and rural development.

Maintaining a clear long-range focus on agriculture programs and their contribution to reducing undernutrition is sometimes difficult in the face of competing priorities for development assistance. Continuing macroeconomic needs are large and frequently head the list of claims for aid resources. Sectoral level concerns such as population, micro enterprise, democracy programs, child survival, the environment, etc. all have strong and well established constituents who have been able to assert a prior claim on a shrinking development assistance budget. It is not surprising therefore that programs targeted at agriculture priorities in developing countries are increasingly pushed down the priority list.

A look at global aid levels and program composition illustrates the collective impact of these forces over the last decade. A review of the DAC ODA figures shows a steady decline in support to agriculture programs. The reduction in program level has been especially marked in A I D's own programs. Agriculture was 14 percentage of program levels in 1989 and had been reduced to 6 percent in 1997. The cumulative ODA portfolio of DAC members also showed a drop in

contributions to agriculture from 20 percent of bilateral aid in the 1970s and 1980s to 12 percent in 1993 and 1994. The World Bank annual report showed an increase in agriculture funding from 16 percent in 1989 to 19 percent in 1994.

The DAC offers an explanation for this reduction in its 1996 Development Cooperation Report:

'Aid to agriculture, which typically accounted for close to 20 percent of bilateral sector commitments in the 1970s and 1980s, has fallen to 12 percent in 1993 and 1994. This may reflect a reduced incentive for developing countries to invest in agriculture since high yielding crops have now been widely introduced and (until recently) world prices for the main agricultural commodities were at historic lows.

Historically, the U.S. has countered criticism to program reductions with two main arguments. First has been the argument that the U.S. does not have a comparative advantage in the program area. Second, it has been argued that other donors can be expected to pick up the slack. In the case of agriculture, both of these arguments are false. The U.S. has a strong comparative advantage and capacity to support programs in agriculture. No other bilateral donor is nearly as capable, albeit the European Union (EU) as a collective entity comes close. The MDBs, in turn, have been slow to pick up the slack and appear to lack a program commitment to provide strong support to agriculture programs. It is clear that without aggressive U.S. leadership, agriculture programs will continue to be assigned low priority in the development agenda.

Agriculture is often viewed primarily from the viewpoint of increasing food availability. Its major economic role as an engine of growth in rural societies is often overlooked. Moreover, increased agriculture activity in rural areas has a definite spillover effect on urban incomes as well. Successful agriculture programs are therefore a double winner in any strategy to address nutrition problems. Agriculture programs can contribute to increased food availability and reduced food prices. They also can increase per capita income levels and purchasing power as well. These benefits are particularly important in a continent such as Sub-Saharan Africa where the population is still rural in character.

Special attention should be given to renewed support of agriculture programs in Sub-Saharan Africa as part of any global strategy to improve nutrition. The proposed U.S. Presidential Initiative does include a major agriculture component and therefore is especially important in any U.S. leadership initiative. It is in the area of showing global leadership that the U.S. has a particular responsibility for supporting agriculture programs. Because of the preeminent role of U.S. agriculture, other donors have always looked to the U.S. to take a leadership role. When the U.S. de-emphasizes agriculture in its own programs, it can hardly be surprised when other bilateral and multilateral donors follow suit. This is what has occurred over the last decade.

It is essential that the U S work to reestablish agriculture as a priority area of emphasis in poverty reduction and in promoting economic growth. Agriculture should be a more prominent component of future development strategies. Without the U S leadership agriculture may continue to be neglected and a major critical component of the global strategy to improve nutrition will be lost.

One additional thought in this area is the adverse impact which reduced agriculture assistance programs have had on public and congressional support for the A I D program itself. During recent years program levels for agriculture were cut. During the same period agriculture disappeared as a visible priority in A I D s strategic plan. In addition BIFAD the Presidentially established committee designed to link A I D and the agriculture community lapsed into inactivity. Predictably the once active and effective constituency for A I D in the agriculture community began to dissipate.

The A I D Administrator has come to recognize this problem. He has revitalized BIFAD supported revision of A I D s Strategic Plan to include greater emphasis on agriculture and as previously noted stressed the importance of agriculture as a key component in any initiative on food security. It was the A I D Administrator who took leadership at the IWG in initiating the proposed Presidential Initiative. These are very important first steps but only the first steps. Unfortunately this has not yet reflected itself in an increased allocation of resources to agriculture programs in A I D nor has the U S begun to urge a shift in emphasis with bilateral donors and the MDB system.

### THE WORLD BANK AND RURAL DEVELOPMENT

‘RURAL DEVELOPMENT IF IT IS SO IMPORTANT WHY IS IT NOT HAPPENING?’

The World Bank

‘Rural Development - From Vision to Action

There is an extensive body of literature discussing the links among poverty reduction, agriculture, rural development, and food security. Two of the best and most recent are the World Bank documents that focus on poverty reduction activities in Sub-Saharan Africa and the Bank s new sector strategy that focuses on rural development. These documents are particularly important to the ongoing debate on the linkages among poverty reduction, food security, and agriculture. The underlying importance of sustained economic growth is properly highlighted, as is the importance of a rural agriculture based economic growth. The sector study entitled ‘Rural Development - From Vision to Action’ was completed in late 1997. The report reflects the increased emphasis given to poverty reduction by the Bank s President James Wolfensohn. The sector study very firmly underlines the linkage between poverty reduction and agriculture. Some of the key comments set forth by Wolfensohn in his foreword illustrate this linkage.

Reducing poverty and eliminating hunger are among the most fundamental challenges we face. Today more than 1.3 billion people are compelled to live on less than one dollar a day. More than 800 million people are going hungry because they cannot afford to buy the food they and their

families need. And the numbers of poor and hungry people will surely continue to grow unless action is taken now.

“Reducing poverty and ending hunger require focused attention on the rural economy. Nearly three out of four of the world’s poor and hungry people live in rural areas. Although the absolute numbers and the proportion of poor people living in cities are expected to grow rapidly, the majority of poor will continue to live in the countryside well into the next century.

Rural people also play a critical role in protecting the environment. Agriculture is the world’s biggest user of land and water resources. Agriculture both contributes to environmental degradation and suffers as a result of it. Excess use of fertilizers and pesticides pollutes the water and destroys biodiversity, and unmanaged deforestation eliminates critical habitats and ruins watersheds. Meanwhile, water pollution and erosion reduce the productivity of farms and fisheries.

“We must raise the productivity of poor people in agricultural areas and ensure that they have the capacity to market and distribute their products. These improvements not only will raise the incomes of the rural poor but also will benefit the urban poor by bringing down the price of food. We must improve the efficiency of land, water, and chemical use if we are to feed the world’s population, expected to exceed eight billion by 2025, without destroying the environment.

The body of the sector strategy report emphasizes further the linkage among poverty reduction, economic growth, and agriculture. This is illustrated by the two excerpts quoted in the opening of this report:

‘No country has had a sustained impact on reducing poverty without continuing positive economic growth. Very few low-income countries have achieved rapid nonagricultural growth without corresponding rapid agriculture growth. Of the developing countries that grew rapidly during the 1980s, experienced rapid agricultural growth in the preceding years. Agricultural growth stimulates economic growth in nonagricultural sectors, which results in increased employment and reduced poverty. Sustained nonagricultural growth, particularly in the poorest countries, is not likely without first addressing agriculture.’

The overwhelming challenge in Africa is to increase food production and raise incomes in rural areas. Seventy percent of people in Sub-Saharan Africa live in rural areas. Agriculture accounts for 30 percent of gross domestic product (GDP), 40 percent of exports, and 70 percent of employment. In Africa, far more than in any other region, a prosperous agriculture is the engine without which poverty cannot be reduced, natural resources cannot be managed sustainably, and food security cannot be assured.’

After discussing what needs to be done, the Bank paper moves to the key question which should be front and center in the deliberations on food security, namely, ‘Rural Development, if it is so important, why is it not happening?’ A searching review is needed to answer this question. Such

a review should look closely at existing perceptions within the donor community on the importance of agriculture and rural development as a development priority. A detailed analysis of what the trends have been in supporting this sector would also be useful for the bilateral aid agencies, the MDBs and the UN agencies. Equally important would be an attempt to review the subject with the developing countries. This would help determine whether the developing countries are de-emphasizing agriculture and rural development out of conviction or whether they are responding to policy directions from the donor community.

The Bank gives us some insight into what the causes might be. The key points in the Bank's hypothesis are the following:

Country Dimension - The Bank believes that the developing countries themselves have reduced their commitment to agriculture for several reasons. Agriculture is viewed as a declining sector and therefore not important to development. Falling real food prices have contributed to complacency towards agriculture and a failure to provide sustained support to the sector. The Bank also believes that the rural poor have little political voice, leading to an urban bias driven by politically more powerful urban elites.

International Dimension - The World Bank sees the international community becoming increasingly complacent about agriculture and food supply. This is partially due to the decline in international food prices, but also due to poor coordination among international organizations, donor governments, foundations, NGOs, etc.

World Bank Group Dimension - The Bank paper provides some helpful insights into factors within the Bank that have led to a lower priority for rural development. A major cause lies with failure or, at best, weak performance by many of the World Bank and IFC projects in agriculture, agribusiness and rural development. High on the list were the failures of the integrated rural development projects that received substantial support during the 1970s and the 1980s. However, other key problem areas relate to failures in credit programs, unsuccessful settlement programs in fragile areas, problems with large-scale irrigation systems, and excessive reliance on public sector mechanisms for seed production, input supply, process and marketing.

The Bank's list highlights a double-edge theme. First is the argument that agriculture is no longer a priority sector, as illustrated by falling food prices. Secondly, many of the agriculture programs that donors and developing countries supported have failed to achieve their objectives. In short, the rationale is that agriculture and rural development are no longer necessary, and these programs don't work anyway.

The ongoing work with DAC on the informal poverty network shows promise of providing additional insight into why agriculture and rural development are seen as a diminishing priority in today's development agenda. It is clear from the work to date that poverty reduction is the key theme in most bilateral aid agencies. This is also true in the World Bank. What is less clear is just

how strongly aid agencies link poverty reduction with economic growth. It is even less clear that economic growth is linked to agriculture and rural development within the aid agencies.

There seems to be a tendency within the bilateral aid agencies to highlight poverty reduction as a priority and then to increasingly shift attention to questions of equity, redistribution of assets, social aspects of poverty, e.g. governance, preservation of the environment, and especially to focus on gender issues. In short, the emphasis seems to be increasingly on fine tuning the distribution of the benefits of growth.

DAC highlights this trend in its 1996 Development Cooperation Report:

‘The statistical profiles on the uses of aid suggest that there may be a reorientation of aid to promote long-term development rather than any reduction. Increasingly donors are redirecting aid resources away from economic infrastructure and production. In part, this relates to the greater availability of funding from private sources for these activities. But more broadly, it also reflects growing understanding of the real bottlenecks to the development process and how donors can best help recipient governments and people to help themselves to make real inroads to alleviating poverty and achieving sustainable development. Increasingly, aid is being spent on health and education of people, improving governance, building structures and institutions and promoting peace and political and economic stability. These are areas where domestic resources are often inadequate and where there is no profit for private capital. Yet, as noted above, they are the key foundations for mobilising domestic resources and attracting external private finance.

The fact is that growth is not occurring in some regions of the world where the incidence of poverty is high, e.g. Sub-Saharan Africa. The first order of business should be to focus on investments that will lead to an accelerated rate of economic growth. This point is well emphasized by the World Bank's sobering comment on growth rates in Sub-Saharan Africa: Sub-Saharan Africa will average a per capita growth rate of 1.3 percent a year. At that rate, per capita income will take half a century to double---a growth performance not even remotely adequate for meeting poverty reduction. It is obvious that however equitable the distribution of growth in Sub-Saharan Africa, the results will be unsatisfactory at current growth rates.

#### **DEVELOPMENT PARTNERSHIPS--COORDINATION AT THE COUNTRY LEVEL**

Too often discussion of aid coordination focuses on coordination among the aid donors themselves. Frequently, the dialogue excludes or only partially interfaces with the representatives of the developing countries. It is not surprising, therefore, that the overriding preeminence of the developing country in the coordination process frequently gets lost. The paper prepared last year on Donor Collaboration on Food Security emphasized the critical importance of focusing on country-level coordination and regional institutions as vehicles for promoting new programs in the area of food security.

In 1998 the World Bank took a major step forward in addressing this issue. In May 1998 it put forth a discussion paper on "Partnership for Development: Proposed Actions for the World Bank." This initiative evolved from Mr. Wolfensohn's statement at the Bank's annual meeting in Hong Kong in 1997. At that meeting he emphasized the importance of establishing a development partnership between the donors and the developing countries. This partnership would rest on four pillars:

'The government and the people of the developing countries must be in the driver's seat.

Partnerships must be inclusive and straddle the main categories of development actors--Governments, private sector, civil society, and aid agencies.

Assistance must be selective, with the type of assistance—financial or technical—for example to be determined by country circumstances and delivered by the appropriate partnerships.

The development community needs to think beyond individual donor-financed projects to larger country-led national and regional strategies.'

This World Bank initiative should be especially welcomed. The World Bank has traditionally been viewed as a Washington-oriented bureaucracy that frequently dominates the development dialogue with recipient countries. This shift in focus at the Bank is a definite move in the right direction and warrants strong support from the U.S. It is also well to note that the Bank has enunciated a policy to strengthen its field staff and move in the direction of decentralization and delegation to the field. This change is an important institutional shift that might prove essential to the successful establishment of development partnerships.

The DAC has also been engaged in a program of reviewing development partnerships. In January 1998, DAC held a meeting with five developing countries to review steps that could be taken to strengthen development partnership. It was entitled 'Forum of Development Partners.' The DAC and the World Bank have cooperated closely on this subject.

This renewed attention to development partnerships and reestablishing the preeminent role of the developing countries is welcome and long overdue. However, the operative word here is 'renewed.' The concern with partnerships is not new. Lester Pearson highlighted it in his book, *Partners in Development*, three decades ago. He defined partnerships as an understanding between donors and recipients expressing reciprocal rights and obligations directed to a clear objective—beneficial to both.

The history, of course, goes even further back to days of the Marshall Plan when the first major partnership was hammered out between the U.S. and Europe. Unfortunately, as development attention shifted to the developing countries, donor agencies began to assume an increasingly dominant role in the development partnership, especially in those countries with weak human and institutional capital.

The renewed discussion on development partnerships has a particular relevance to any initiative aimed at the Food Summit goal to improve nutrition. The work of the Bank and the DAC provide the U.S. with additional forums for discussing programs to improve nutrition in a specific country. In select pilot countries, programs could be developed to target nutritional deficiencies. Such country-level programs would provide a venue for pilot programs that would renew an A.I.D. focus on agriculture and its contribution to poverty reduction and food security. In essence, A.I.D. could begin to work in selected countries with pilot programs that would begin to demonstrate the importance of an agriculture initiative. It should be possible to begin this process with a limited budget outlay, thereby allowing an early startup.

John Mellor recently put forth an outline for one such pilot program in his discussions with A.I.D. The outline is included in Appendix III.

### **WORLD DEVELOPMENT REPORT**

The World Bank's "World Development Report" (WDR) is one of the most prestigious documents published on the subject of development. The WDR is widely disseminated throughout the donor community and developing countries. Because of this wide distribution, the WDR usually has a major impact on development thinking and reshaping of development strategies. The WDR for the year 2001 will again address the subject of poverty. The WDR first focused on poverty in 1990. It was a landmark effort, influencing the development agenda for the next decade. This decision is fortuitous in that it provides a very important opportunity for discussing the linkage between poverty reduction and improved nutrition. The WDR can therefore be utilized as a forum for discussing steps to achieve the World Food Summit target of reducing undernutrition by half by the year 2015. In essence, the discussion on poverty and nutrition, which was emphasized in the Global Strategy document, can be further developed in the context of the WDR. Hopefully, the development of the WDR for the year 2001 can also focus on the importance of agriculture growth as a primary means of reducing poverty. The Bank has already made this case in its sector study.

Recent studies by the World Bank have set forth new findings on the linkage between agriculture growth and poverty reduction in Asia. If the substance of these studies could be incorporated into the WDR, it would be possible to help reemphasize the critical importance of agriculture programs in any long-term strategy aimed at reducing poverty. The WDR could also serve as a platform for a renewed initiative to restore levels of assistance to agriculture programs throughout the donor community.

The DAC Poverty Reduction Network is an extremely important aspect of any effort to influence the preparation of the WDR. By late 1999, the Poverty Network should have completed its analysis of donor practices in the area of poverty reduction. DAC should also be able to present some conclusions on lessons learned and some recommendations on future steps to enhance poverty reduction. A.I.D.'s continued participation and leadership in the Poverty Network is therefore a critical component of any U.S. effort to impact on the content and focus of the year WDR 2001 report.

A I D s participation in the Poverty Network should be complemented by a parallel U S initiative to work directly with the staff of the World Bank on the preparation of the WDR. Direct participation is especially essential if progress is to be made in emphasizing agriculture s role in the WDR.

### **THE HUMAN DEVELOPMENT REPORT**

The United Nations Development Program (UNDP) issues an equally prestigious annual report focused on the state of human development throughout the world. "The Human Development Report" (HDR). The HDR covers conditions in both the developed and developing countries with emphasis on the human aspects of development worldwide. The HDR has traditionally highlighted a "balance sheet of human development". Key elements have included income, poverty, and food and nutrition levels, as well as health, education, status of women, the environment, etc. By its nature, therefore, the HDR is a natural forum for an ongoing process of monitoring progress in the reduction of undernutrition and poverty.

The World Development Report for the Year 2001 will provide a one-time opportunity to discuss poverty reduction, malnutrition, and agriculture. There is therefore a need for an equally prestigious development report to fill the role of providing continuous monitoring of progress in reducing poverty and undernutrition. The UNDP's Human Development Report is uniquely suited to that task. It can each year effectively review the state of poverty and undernourishment in the world, the trends, accomplishments, and the shortcomings. This is in fact exactly what the HDR was established to do, i.e. "tweak the conscience for the development community and the world's governments".

A I D should approach the UNDP to discuss the possibility of a collaborative effort to focus the HDR on a specific long-term role of monitoring progress on reducing poverty and undernutrition. The approach should be made directly by the Administrator of A I D to the UNDP Administrator.

### **HUMAN DEVELOPMENT IN SOUTH ASIA, 1998**

An offshoot of UNDP s efforts on reporting on human development has been its support to the establishment of the Human Development Center in Pakistan. The Center carries on research on the conditions of human development in South Asia. As such it provides a far more detailed research and analysis of conditions in one specific geographical region. The 1998 report on Human Development in South Asia has a specific focus on education and a very detailed coverage of education in the female population in the region. The report is therefore especially relevant to the findings set forth in the Global Strategy Paper. In that document deficiencies in the education of women were highlighted as a probable major contributing cause of undernutrition. The Global Strategy document recommends a major initiative directed towards women s education in South Asia as one of the major initiatives to improve nutrition.

The Human Development Center has already undertaken a major initiative in the area of women's education in South Asia. If A I D wishes to pursue this subject, one key ally could be this Center. The Center could be one locus of ongoing research on women's education in the region and, through inclusion in its annual Human Development Report, could also provide a mechanism for monitoring progress in women's education in the South Asia over the coming years.

### **SUMMARY AND RECOMMENDATIONS/POSSIBLE ACTIONS FOR 1999**

1998 was marked by some key developments in the area of food security. Approval of the U S Action Plan, preparation of a concept paper for a global strategy, development and approval of a proposal for a Presidential initiative on food security are major milestones. A I D's participation in DAC's poverty network has begun the process of collaborative dialogue with the other major donors on a relationship between poverty reduction and food security. The World Bank's efforts to promote more widespread adoption of development partnerships are also significant. Development partnerships provide an important vehicle for the development of country-level initiatives in the area of food security.

The one overriding issue that must not be lost in A I D's efforts in 1999 is the importance of agriculture and rural development as a development priority. The U S should promote a better understanding of the important role which agriculture has in assisting economic growth in the rural areas. Second, an increase in the allocation of development assistance resources to agriculture must begin. U S leadership will be essential if these objectives are to be achieved.

What are the key recommendations for U S action during the coming year that will help to further the U S objective in food security? In particular, what are some of the key areas of donor collaboration that can be pursued to further this objective?

The Agency should select a limited number of objectives on food security for 1999 and set out a work plan to pursue these objectives through both international collaboration and an inter-agency coordination effort. The 1999 work plan should build on accomplishments. Some suggested objectives are:

1. Review the final U S Action Plan and select the items for an A I D agenda that would begin implementation of the plan. Also begin to develop a long-term budget framework to support the implementation plan. Use the IWG for inter-agency briefings on the proposed implementation efforts.

2. Continue work on the important task of reestablishing agriculture development as a primary objective within A I D, within the international donor community, and in dialogue with the developing countries.

3 Continue to support the strengthening of BIFAD Give BIFAD a continuing role in promoting food security agriculture and rural development Work to strengthen the BIFAD Board membership and find means to provide continuing staff support to the BIFAD so as to make most effective use of the Board's time

4 Review the role of the Food Security Advisory Committee now that the U.S. Action Plan has been adopted The Advisory Committee might now be refocused on follow-up actions on areas such as (a) the U.S. Action Plan (b) support for a Presidential Initiative on Food Security and (c) beginning the important process of forging a stronger coalition to support food security agriculture and rural development within civil society

5 Focus on Africa as a primary geographic area of concentration Look at the possibility of combining various initiatives on Africa into one broader African initiative which would have White House support Components might include the proposed Presidential Initiative on Food Security the incipient Presidential Initiative on Education the African Trade Initiative and the work commissioned by the Administrator on Crisis Prevention

The major aspect of assistance to Africa continues to be The Special Program of Assistance for Africa (SPA) The SPA under World Bank leadership has dominated assistance to Africa for the last decade The recent evaluation of SPA recommends some modifications in the program which would make it more collaborative and hopefully increasingly effective in reducing poverty in Africa The World Bank report on 'Taking Action to Reduce Poverty in Sub-Saharan Africa' emphasizes throughout its text the important role of the SPA

6 Begin to flesh out a more comprehensive program for private sector involvement in food security agriculture and rural development

7 Concentrate on forging a strategic partnership between ongoing work on food security and poverty reduction and work underway on crisis prevention It is especially important to emphasize whenever possible the linkages between poverty political stability and crisis prevention

8 Enlist the support of the Administrator to commission an effort to redefine the role of agriculture and rural development for the 21st century This effort should build linkages to key program areas currently accepted as primary development objectives The important link between agriculture and rural development and sustained growth in rural societies should be highlighted In addition the linkage between this sustained growth and the following development objectives could be strengthened

- a Poverty reduction
- b Child survival
- c Gender issues
- d Environment
- e National crises and conflict prevention

- f U S trade, especially exports of U S agriculture products
- g Others?

The objective of this effort should be to clearly reemphasize the key role of agriculture and rural development in supporting the achievement of these accepted development objectives

It would be great if this could be accomplished through the establishment of a Presidential Task Force on Poverty and Hunger with prestigious leadership

### **POTENTIAL FORUMS FOR COLLABORATION**

What are some of the potential forums and mechanisms that could be used to pursue these objectives?

1 The Inter-agency Working Group needs to be kept active and alive if broad based U S Government support is to be achieved and maintained for the above initiatives. The key objective for achieving coherence among agencies is still of paramount concern. Coherence is also a shared concern of other donor countries. Coherence surfaces as a concern in the work of the DAC Poverty Network and it has surfaced in the discussions in preparations for the Presidential Summit. The IWG also provides a mechanism for gaining high-level attention within State A I D Agriculture OMB and the White House among others

2 The G-8 Presidential Summit will again present an opportunity for obtaining high-level support for food security. It is also one of the best opportunities for the U S to exercise leadership in promoting support for development. Work is already well advanced in preparation for the Summit to be held in Germany. Draft language for the communique has been proposed by the Germans that focuses on the links between crisis prevention and development cooperation. Reference is already made to the linkage between crisis prevention poverty reduction reducing hunger and food security

A I D should work to strengthen these points in the communique

3 The DAC High Level Meeting is scheduled for May. This meeting provides an opportunity for winning the support of Ministers of Development and heads of aid agencies on food security issues. The first preparatory meeting is scheduled for about February 17 or 18. A I D should try to get their agenda items into the discussion at this first meeting. If this can be done it would set the stage for open discussion on food security issues at the High Level meeting. In addition there is the opportunity to work towards language on food security and agriculture which could be adopted and included in the communique. Drafting of that communique will begin soon after the first preparatory meeting. Possible points for discussion are

a The problem of the disconnect between the DAC 21st Century Document and the results of the World Food Summit held in Rome. The U S should emphasize its ongoing concern

that the 21st Century document recommendations and the established International Development targets do not reflect the important results of the Rome Summit. The DAC should be asked to explore options for remedying the situation so that continuing dialogue on development objectives will fully embrace food security issues. If the DAC and the High Level Meeting resist revision of the 21st Century document then some other means should be developed to meet this objective.

It would be very helpful if the A I D Administrator would make a statement to this effect during the discussions at the High Level meeting. It would also be helpful if the Administrator would send a short note to the other Ministers in advance of the High Level meeting expressing his concerns.

b. The U S should propose that DAC undertake a review of recent trends in donor support to agriculture and rural development. This review should examine the linkage between agriculture and poverty reduction in an effort to reinforce the critical role of agriculture and rural development. The proposed DAC review should examine the reasons behind the gradual reduction of support of agriculture programs and related rural development activities. It should try to address the question posed in the World Bank Sector Study on Rural Development. If this is so important why is it not happening?

4. The DAC Poverty Network has already proven to be an important forum for discussions on the linkages among poverty, food security and agriculture. The Poverty Network will likely have finalized its work program well in advance of the High Level meeting. A I D should explore whether there will be any reporting on progress to the Ministers. If so this would provide another opportunity for reiterating the lack of linkages between food security objectives and the DAC 21st Century document.

5. The annual Tidewater meeting will be held in July. This unique forum provides an opportunity for a dialogue between the donor Development Ministers, President of the World Bank, Managing Director of IMF, the Administrators of UNDP, UNICEF, UNFPA, WFP, the President of IFAD and a select group of other senior officials from donor agencies and donor countries. The closed door and informal nature of this meeting allows for a free flowing and usual productive exchange on current development issues. Traditionally the DAC Chairman invites suggestions from Aid Ministers on topics for discussion. A I D therefore has an important opportunity to focus the upcoming meeting on food security, poverty and agriculture.

One possible approach would be for the DAC Chairman to extend an invitation to the World Bank President to come to the Tidewater and present the Bank's current thinking on agriculture, rural development and poverty reduction as he set forth in their recent sector paper. The offer could be made with the agreement to schedule the Tidewater meeting around Wolfensohn's availability. If this were achieved the level of attendance by aid Ministers would be high. Thus the Tidewater would have a real opportunity to discuss why the donor agencies and the developing countries are not paying more attention to agriculture and rural development.

Tidewater allows for one and a half days of formal meetings. One half day allocated to poverty and food security would be sufficient thereby allowing another full day of discussions for other agenda items.

6. The World Development Report 2001 is already in preparation with the focus on poverty. All of the above discussions e.g. the DAC High Level meetings, the Poverty Network discussions, Tidewater meetings and any special reviews undertaken by DAC could be major contributing inputs to the Report. The WDR 2001 will likely utilize the 1990 report on poverty as a base reference. That report is less focused on agriculture than subsequent Bank documents. It is hoped therefore that the upcoming poverty report will have a much stronger focus on achieving adequate levels of economic growth and the key role that agriculture and rural development play. AID should commit itself to working very closely with the WDR team over the next two years.

### CONCLUSION

The above examples are illustrative of opportunities that are now apparent for the U.S. to further its dialogue on the achievement of food security. There will be many other opportunities for coordination and dialogue with the other donors and the developing countries. For this reason it is recommended that AID establish and maintain an ongoing calendar of events looking one to two years in the future. This calendar would highlight upcoming events ranging from Presidential Summits to Country-level Consultative meetings to individual DAC sessions that would provide opportunities for the dialogue. While the calendar would have a primary focus on international events, consideration should also be given to a domestic calendar of events whereby discussions would continue with important groups in the United States who could help build a continuing constituency for food security programs. BIFAD and its supporting staff might be a good vocal point for this latter responsibility.

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<sup>2</sup> APAP's report numbering system designates different types of reports. Technical reports begin with the digit one or two, core and collaborative research reports begin with three, methods and guidelines reports begin with four, handbook reports begin with five.

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