

USAID/Office of Food for Peace

Annual Report

FY 2005

June 16, 2005

Please Note:

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Office of Food for Peace

Performance:

Moving forward, 50 Years of Global Reductions in Food Insecurity

Celebrating the 50th anniversary of P.L. 480 in FY 2004, Food for Peace (FFP) and its partners reflected on past accomplishments and were humbled by the task ahead. P.L. 480 Title II represents the largest amount of USG resources committed to global food insecurity, providing over \$6.5 billion (B) of assistance since 2000. FFP programs support the G8 principles of ending the Horn of Africa's cycle of famine, improving emergency assessment and response systems, and promoting rural development in food insecure countries.

In FY 2004, FFP programmed \$1.67B and 2.1 million, metric tons (MMT) to 64 countries. Title II emergency aid totaled \$1.19B and 1.9MMT. This included \$248 million [(M), (490,000MT)] to assist 7.2 million food insecure Ethiopians in the Horn of Africa, and \$135M (207,000MT) for alleviation of the prolonged crises in Southern Africa. FFP response to new emergencies was also significant; \$112.9M (118,400MT) assisted two million affected in Darfur and Chad. Once again, FFP was a major contributor to the United Nations World Food Program (WFP); in FY 2004 FFP provided \$943.6M, almost half of all WFP emergency food aid contributions and over four times greater than the next largest donor. In addition, 36 countries benefited from vital food insecurity and vulnerability reducing programs worth \$403M (767,000MT) in FY 2004 development resources.

FFP's new strategy, the development of a food aid chapter in USAID's Automated Directives System and revisions to Regulation 11 will all serve to compliment the new Title II program guidelines and FFP's international efforts to improve donor assistance mechanisms and results. The strategy aims to reduce causes and effects of food insecurity by targeting the "in" in food insecurity. By focusing on vulnerability to food insecurity, enhanced safety net interventions build capacity and assets and improve resiliency to shocks; these are essential first steps for household self-sufficiency and economic independence. Initial country results are promising and reflect FFP's overall commitment to decrease hunger and poverty as envisioned globally under the Millennium Development Goals and within the Agency through the draft Fragile States Strategy.

Humanitarian crises may be expected or unexpected; regardless, FFP is often required to shift priorities and resources to meet newly emerged needs. These decisions are not easy. The FY 2004 appropriated resource level was \$1,185M. FFP enhanced its spending authority to \$1,670M through de-obligations of prior year closed transportation grants and collections from a backlog of cargo preference reimbursements from the Maritime Administration (MARAD). These recovered resources were indispensable, helping FFP to save millions of lives and livelihoods in FY 2004.

Leadership and Innovation in the Darfur Response

USAID/FFP's commitment to reducing food insecurity in vulnerable populations was demonstrated once again by its rapid and robust response to the humanitarian emergency that beset the Darfur region of Sudan in late 2003. The sheer magnitude tested our capacity to aid those affected and eventually compelled the USG to declare it genocide in September 2004.

USAID/FFP was the first major donor to respond to the Darfur emergency. Through a pre-existing WFP program in Sudan, FFP was appropriately poised to aid those displaced, who had grown to an estimated 600,000 IDPs by November 2003. FFP expeditiously procured and shipped 30,000MTs of cereals that November and another 18,700MTs in February 2004 to fill the tremendous food gap until the inception of WFP's EMOP in April 2004. As the crisis grew and the rainy season threatened access, pre-positioning of food became imperative. Within five weeks, FFP acquired 30,000MTs of wheat valued at \$27,106,000,

one of the quickest procurement and delivery responses in Title II history.

While food needs in Darfur continued to grow, the influx of Sudanese refugees into eastern Chad was constant, totaling 200,000 by September 2004. FFP was able to respond quickly through an Africare-administered development program (DAP) in Chad. By November 2003, a transfer of wheat flour from Africare to WFP's new EMOP had been arranged. DAP funds were also used to initiate a food pipeline from Douala, Cameroon to Eastern Chad. However, another food access point was needed. FFP assisted WFP to negotiate with the Libyan government an all-weather, 2800km access pipeline from Benghazi, Libya to Eastern Chad. This ten-year agreement demonstrates another important role FFP's food aid plays in improving government relations and cooperation around the world.

FFP's quick and consistent response to this emergency reflects both innovation and over 50 years' building relationships with its partners on the ground. Without our on-going programs in the field, hundreds of thousands of people would have been without food. With over two million displaced by the Darfur conflict, FFP total contributions in FY 2004 amounted to 118,400 MTs valued at \$112.9 million in Darfur and 16,780 MTs valued at \$14.6 million in eastern Chad.

Title II Reduces Food Insecurity while Contributing to Multiple Agency Objectives
FFP's programs positively influence many USAID development objectives.

Support Democratic Local Government and Decentralization: In El Alto, Bolivia, the recently completed Infrastructure Improvement/Employment Generation activity administered by Adventist Development Relief Agency and CARE has received high marks from both Department of State and USAID/Bolivia officials. Credited as a key factor in assuaging fears and defusing tensions in late 2003, it quickly improved El Alto's tense and volatile political situation. Accomplished with 1,172MT of Title II food and \$911,500 in local currency from a Title III trust fund, over 97,500 family members benefited from the creation of 19,500 temporary jobs where in five months, residents improved their neighborhoods with over 392 public works projects. In addition, El Alto citizens credited the program with restoring confidence in local and national governments.

Strengthen Civil Society: As India's Title II program communities graduated from Catholic Relief Service (CRS) and its 2,500 local partners' assistance, participating women recognized that their created assets could develop political capital within local governance structures. As such, CRS and its partners encouraged women to form self-help groups (SHG), part of a grassroots empowerment movement to collectively foster savings for community care and support. Currently, CRS' partners reach over 424,000 SHG members in 31,000 groups that have over \$5.4M in savings. Over 2,740 SHG women now holding elected offices have also mobilized communities to secure government resources to support their own priorities such as community-based disaster preparedness plans and HIV/AIDS home care. By aiding SHG development, CRS' partners ensure Title II program impact in India will be sustained in the future.

Increase Agriculture Productivity: Since 2001, Save the Children Mozambique's Title II program has worked to improve household farming systems and food consumption for 9,600 vulnerable, rural households. SCF collaborates with the International Crops Research Institute for the Semi-Arid Tropics and the International Institute for Tropical Agriculture in on-farm field-testing of food and cash crop improved varieties. By 2004, the number of months of sufficient food for program households had increased from 7.9 months to 8.8 months, partly due to yield increases of 43% in maize and 47% in cowpea. Likewise, the percentage of households producing and marketing tomato, pumpkin and cucumber has roughly doubled.

Also in Africa, USAID's Consortium for the Southern Africa Food Security Emergency (C-SAFE) began a unique Market Assistance Program (MAP) in September 2003. Innovatively using markets to maintain distribution networks by marketing sorghum meal through commercial channels, the urban poor in Zimbabwe's second largest city, Bulawayo, were provided with a low cost alternative to traditional corn meal. In MAP, local millers ground 7,500MT of Title II sorghum into flour and distributed it via small retail stores in Bulawayo's poor neighborhoods at a subsidized price. Affordable for urban poor without ample purchasing power to buy available foods, the ground sorghum was equivalent to 82,000 daily meals.

Improve Child Survival, Health & Nutrition: The Hearth program is a community-based rehabilitation program for malnourished children and was first introduced in Guinea by Africare as part of their Title II DAP. During 2004, 20 districts conducted Hearth cycles reaching 172 infants. After two months, 87% of these children were fully rehabilitated. Six months after the end of the session, a high percentage of participating children still showed adequate nutritional status. The remarkable success of Africare's program has led to Hearth's adoption as a national strategy for rehabilitation of malnourished children.

Improve Quality of Basic Education: CRS/India and its partners work with over 4,434 educational institutions to increase the opportunities for and participation of disadvantaged children, especially girls, in quality primary education. During FY 2004, more than 330,000 children, the majority girls, benefited from the food-assisted program. Overall, the program has achieved notable success in reducing primary school drop-outs, from 45% of children in 2002 to only 16% of children in 2004.

In the Right Place at the Right Time: Development Programs for Emergency Response

Many lives are saved because of the daily work of FFP's implementing partners. Not only do our partners improve access to quality health care and increase assets through livelihood diversification programs, but they become part of the communities in which they work. Their knowledge and understanding of local conditions is crucial and assures that FFP resources will get to those who need it most in times of stress.

In order to protect the assets and livelihoods of Bangladesh communities vulnerable to natural disasters, Title II partners CARE and World Vision implement over \$27M (94,000MT) in DAPs with disaster preparedness components. During FY 2004, flood mitigation activities were undertaken in 209 villages including 5,686 homesteads and 146 community institutions. Contingency plans and 94 multi-purpose disaster shelters assist over 627 government disaster committees. This ensures the 25M vulnerable people in 277 high disaster prone areas have access to emergency relief supplies within 72 hours of a disaster. From June-October 2004, emergency preparedness and pre-positioning of OFDA and Title II resources (non-food packages, Title II foods, and monetized local currency) helped 147,000 families, including distribution of high-protein biscuits to 72,000 families affected by severe flooding.

After four disasters and the departure of President Aristide in February 2004, Haitians greatly benefited from over \$35M (83,240MT) of FY 2004 Title II programming and support. Continuation of DAP programs provided important community services in health, education, and agriculture at a time when such services were difficult to find. Partners also provided a structure that could rapidly channel disaster assistance through qualified local staff, as demonstrated in the Gonaives floods. During the May 2004 Mapou-Fond Verrettes flooding, the expertise of CRS national staff enabled a quick response through its local connections, drawing down on Title II stocks in country and providing key interventions with additional funding from OFDA. Again in September 2004, CARE, CRS and World Vision (WV) were exceedingly active in responding to flash flooding brought on by Tropical Storm Jeanne.

During the Kenya drought, USAID/Kenya authorized transfer of 739MT from Title II DAPs in response to emergency feeding needs. Over 184,000 persons were identified as highly food insecure in some parts of Marsabit and Turkana districts, and in many of the areas Global Acute Malnutrition rates exceeded critical thresholds. The Title II food transfer provided supplementary feeding for 9,000 children in Marsabit and over 10,000 malnourished children from 10 divisions in central and south Turkana through a joint government/WV program. Saving many lives, the food transfers were authorized well before Kenya's President declared a disaster in July 2004, or the emergency's magnitude was understood.

Developmental-Relief: From Crisis to Self-reliance

Already, Development-Relief programs have positively impacted populations vulnerable to food shocks. By recognizing that resource transfers must be flexible and adaptable to each situation, FFP is able to address food insecurity through an integration of emergency and development programming.

Peace has returned to Angola and conditions are stabilizing where five USAID/Consortium for Development Relief in Angola (CDRA) partners have been implementing activities since March 2003. With more than 500,000 rural Angolans remaining food insecure and another 1.2 million at risk, CDRA

assists farmers in rehabilitating their land as well as helping to stabilize returning households. CDRA seeks to reach 210,000 vulnerable, food insecure households (1,052,235 beneficiaries) in five provinces with \$27M and 33,380MT to increase household food production and provide labor for much needed food and cash.

Since 2002, Title II programs have been vital to alleviating suffering of over 14.4 million drought affected people through C-SAFE. Led by WV, CARE and CRS, this regional Southern Africa Development-Relief consortium responds to food security emergencies in Zambia, Malawi and Zimbabwe. During FY 2004, over 167,000MT (\$135 million) were distributed to an estimated 12.5 million beneficiaries including 354,000 children in 722 Zimbabwe schools. While nutritional data is limited in Zimbabwe, preliminary data collected by C-SAFE shows that malnourished children with improved weight-for-height increased from about 24% in April to 48% in July. In addition, households appear more food secure: the percent of households eating less preferred foods dropped from 79% in 2003 to 55% in 2004, and households that reduced the frequency or quantity of meals dropped from 92% to 67%. Similar positive indicators were found through the post distribution monitoring in Zambia and Malawi. Food and livelihood security improved largely due to the targeted food assistance that contributed to weight gain in chronically ill people and improved household dietary diversity.

Sierra Leone, a country torn by civil strife, has finally begun to recover with the help of a three-year Title II Development-Relief program run by the Consortium for Rehabilitation and Development (CORAD). CORAD supports war recovery by restoring livelihoods for rural households in some of the most badly affected districts in the country. With \$8.3M (12,700MT) of FY 2004 Title II resources, CORAD's food-for-work programs trained over 9,000 farmers (half female) in improved agronomic and farm management practices leading to over 1,800 hectares planted of cassava, groundnuts, maize and sweet potato, and over 3,500 farmers (32% female) rehabilitating 931 hectares of coffee, cocoa and oil palm tree farms. This includes 430MT of food distributed to 3,000 mostly female-headed households as a seed-saving incentive.

Improved Forecasting and Planning Leads to More Appropriate and Rapid Response

FFP is committed to improving program effectiveness and response through on-going analysis to ensure the USG and the international community are forewarned and prepared when crises hit. Forecasting is key to effective response in highly food insecure countries, and FFP is better able to plan and target food aid to those who truly need it due to Famine Early Warning System Network's (FEWSNET) livelihood-based food security monitoring systems. Since 2000, national livelihood zoning maps, profiles and/or baselines have been established in 13 of 25 FEWS NET countries, with important FY 2004 advances made in Ethiopia, Zimbabwe, Malawi, Nicaragua, and Honduras. Livelihood analyses facilitate more appropriate and relevant crises response. For example, in FY 2004 FEWS NET discovered that food-for-work activities were inappropriate for labor-poor, HIV/AIDS affected households in Southern Africa, and was able to suggest better alternatives. During the FY 2004 Kenya crisis, livelihoods analyses illustrated that school feeding was an effective way to target food insecure households and keep children from being pulled out of school to go to work.

Strengthened forecasting and planning compliment FFP's FY 2004 procurement of services from a state-of-the art warehouse and port in Dubai. With a current capacity of 30,000MT and an approximate 14-day turnaround to over 90% of traditional Title II emergency recipients, the Dubai facility is a strategically located pre-positioning location that will enable FFP to respond more quickly to critical emergencies.

FFP Promotes Global Food Aid Agenda

The quality and effectiveness of our work depends upon international collaboration to assure assistance and response mechanisms reflect evolving beneficiary needs. In FY 2004, FFP established a Policy & Technical Division that strives to increase international collaboration, transparency and accountability through greater alignment of global food security humanitarian and development agendas.

In FY 2004, FFP worked closely with the WFP to improve global food aid emergency operational effectiveness and processes for constructive donor collaboration. Central to this was donor and WFP collaboration to improve food-emergency response credibility through enhanced needs assessments.

FFP believes consistently credible and effective emergency responses are essential to fulfilling G8 aspirations as articulated in June 2004 when G8 members: “urge(d) the international community to meet fully the emergency assistance needs, including non-food items, in the Horn of Africa and other famine-prone regions, and (to) do (their) part to achieve that objective”. Complementary to this is donor need to easily access global emergency food needs’ status reports; FFP and WFP efforts facilitated early warning and response-related information exchange during FY 2004 crises. Also in FY 2004, FFP made great strides in donor discussions related to response, commitments and intra-donor communication under the Food Aid Convention.

FFP participation in and support of G8 initiatives were also instrumental in facilitating the establishment of the Government of Ethiopia’s Productive Safety Net Program (PSNP). Based on the Development-Relief approach, FFP recently approved \$70M for seven PSNPs in Ethiopia to complement the government’s initiative. FFP’s participation in Ethiopian PSNP development was significant, involving intensive discussions with government, USAID/Ethiopia Mission and international partners. Equally, FFP’s efforts helped secure \$20M in Presidential Famine Fund resources for Ethiopia, and demonstrated FFP’s pledge to increase USG involvement in global food security agendas.

In FY 2004, FFP focused attention on critical linkages between HIV/AIDS and food insecurity. FFP approved six new DAPs with important HIV/AIDS components, bringing the total to 18 countries with well over \$20M in Title II DAP resources invested in HIV/AIDS care, support and prevention. This includes approximately 1/3 of the resources for WFP’s Southern African program targeting 6M beneficiaries. FFP also urged WFP’s Executive Board to continue HIV/AIDS support in that program’s follow-on, the Protracted Relief and Rehabilitation Proposal (PRRO) that runs until 2007. To gain PRRO support within USAID, FFP worked with the Africa Bureau and the Bureau for Global Health to develop Basic Principles for HIV/AIDS Food Programming, while recognizing that acute humanitarian needs have priority over non-emergency HIV/AIDS programs. Additionally Mozambique, a President’s Emergency Plan for AIDS Relief focus country, recently integrated food and nutrition into the FY05 HIV/AIDS Country Operations Plan after a joint FFP and WFP assessment.

FFP’s tremendous success in FY 2004 has been a result of both innovation and over 50 years of building relationships with our partners worldwide. With our on-going emergency and non-emergency programs that provide food and build and maintain assets for food insecure vulnerable populations, we have been able to save millions of lives and livelihoods.

Results Framework

962-001 Critical food needs of targeted groups met

SO Level Indicator(s):

Percent of targeted population reached by food aid.

962-002 Increased effectiveness of FFP's partners in carrying out Title II development activities with measurable results related to food security with a prim

SO Level Indicator(s):

Percent of results achieved.

962-003 Special Support Objective

962-004 Food Insecurity in Vulnerable Populations Reduced