

USAID/Office of Food for Peace

Annual Report

FY 2004

June 15, 2004

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Office of Food for Peace

Performance:

FY 2003 - A Year of Extraordinary Needs and Extraordinary Accomplishments

FY 2003 was an unprecedented year for global food security and FFP. The year was marked by multiple food emergencies, most notably in Africa. FFP's highly successful efforts throughout eastern and southern Africa as well as the Middle East (Iraq and Afghanistan) averted widespread famines and saved millions of lives, while continuing critical developmental programs serving chronically undernourished communities and supporting ongoing emergency programs in Sudan, Angola and the Congo. These efforts were achieved with over \$2 billion in FY 2003 resources. The integration of resources from Title II, Bill Emerson Humanitarian Trust, DA, CSH, ESF and IDA was a unique yet complex funding approach that proved to be successful. Staffing capacities were strained as Iraq became a priority, diverting management and staff attention and exposing serious inadequacies in FFP staffing. The resource challenge was exacerbated by the prolonged continuing resolution and late appropriation bill which precluded approving full program levels until the mid-year point and delayed procurement actions well into the third and fourth quarters. Notwithstanding these constraints, over 1 million metric tons of food was delivered to Ethiopia alone and 26 million Iraqis were fed after the war, despite a complete breakdown in the public distribution system in that country.

In implementing Title II food aid programs, FFP collaborates closely with the U.S. Department of Agriculture, the Department of State, other USAID offices and field missions to ensure that both development and emergency food aid programs are coordinated and effective. FFP works in close partnership with host country governments, PVOs, indigenous organizations, universities, American businesses, international agencies, and other donor governments.

Title II Emergency Programs

FY 2003 was marked by an exceptional number of complex food security crises that tested the logistical and management capacity of FFP. Over 2.1 million metric tons (MT) of commodities, valued at \$1.3 billion were distributed to over 75 million beneficiaries during the year. The largest humanitarian food response ever was launched in Iraq, following the beginning of the conflict in March 2003. These responses took place against a backdrop of ongoing complex emergency situations in other countries, such as Afghanistan, Angola, Democratic Republic of Congo, Liberia, Sierra Leone and Uganda. Much of FFP's success at mitigating these food crises and avoiding widespread famine was due to meticulous planning, advance preparations and pre-positioning of commodities at strategic locations, and efficient use of resources including the Bill Emerson Humanitarian Trust (BEHT), close collaboration with the Department of State to ensure that refugees and Internally Displaced Persons (IDPs) were an important part of the response and effective implementation of emergency programs by FFP's partners, most notably the World Food Program.

Early Warning Leads to Timely Response

FFP was able to respond quickly in the Horn of Africa, Southern Africa and Mauritania in large part because of assessment and monitoring systems that provided early indications of the onset of drought and its threat to food security. As drought conditions intensified in Ethiopia, Eritrea, Lesotho, Malawi, Mauritania, Mozambique, Swaziland, Zambia, and Zimbabwe, the Famine Early Warning System Network (FEWS NET) assisted in the assessments that formed the basis of the emergency food aid appeals from the World Food Program (WFP) and US PVOs in all of these countries. Although beneficiary numbers in six countries in Southern Africa - Lesotho, Swaziland, Zambia, Zimbabwe, Mozambique, Malawi - rose to an estimated 15.2 million by January 2003 from an estimated 14.4 million in June 2002, FFP was able to maintain its strategy of providing sufficient food assistance to prevent a famine, rather than responding to a famine, because of the sound estimates provided through the early warning system.

In Ethiopia, monthly assessments and reporting were able to document trends in the food security crisis that became dramatically worse as the main rainy season began to fail between May and November 2002. This data enabled FFP to expedite the procurement and shipment of food assistance which played a crucial role in mitigating the effects of worsening drought and hunger and provided a sound analytic foundation from which USAID was able to mobilize the greater donor community.

In Southern Africa and Afghanistan early warning systems facilitated the efficient use of food aid resources, which was critical in a period with such high food needs. FEWS NET was able to help identify emergency food aid requirements and pinpoint where massive food aid was needed (Zimbabwe and Malawi), and where more limited assistance was necessary (Zambia, Lesotho, Swaziland). In Afghanistan, FEWS NET and partners were able to provide early warning of a record cereal crop in that country months before the harvest in June, thus freeing up \$10 million worth of food aid for use in other places in the world where it was still critically needed.

Support for a Stable and Democratic Iraq

Prior to the war in Iraq, 26 million Iraqis received a monthly food ration imported through the U.N. Oil-for-Food program and distributed through a complex food distribution system. With the breakdown of this public distribution system after the war, it fell to USAID and FFP to ensure that the entire population of 26 million was fed regularly and that a humanitarian catastrophe did not occur, diverting attention away from the war, reconstruction, and democracy building efforts. Working closely with WFP, a well thought out and comprehensive food distribution plan was developed for this purpose. FFP contributed over \$425 million in food and cash to WFP for uninterrupted feeding of the entire population, including an unprecedented regional purchase of 330,000 MT worth \$200 million to ensure that food was available in country when major hostilities ended. FFP also supported a team of food experts on the Disaster Assistance Response Team, based throughout Iraq, who ensured that no breaks occurred in the distribution system. As 2003 concluded, FFP maintained a critical presence in Iraq to assist local authorities with food security and logistics expertise and to ensure smooth and successful transition of the food distribution program to Iraqis.

Building Public-Private Sector Alliances for Food Security

In FY 2003, USAID and Chevron Texaco entered into a five-year program alliance in war-ravaged Angola. A developmental relief program was approved in March 2003 for the Consortium for Developmental Relief in Angola (CDRA), which includes CARE, CRS, Save the Children, and World Vision. It combines direct food distributions and developmental activities to reestablish agricultural livelihoods in six rural areas where the bulk of Angolans are returning. In addition to FFP's commitment of about \$43.3 and Africa Bureau's \$3 million, Chevron Texaco contributed \$4 million.

Another example of a FFP partnership has been exhibited through the International Food Relief Partnerships (IFRP) initiative which began in FY 2001 to continue FFP's efforts to diversify Title II food aid commodities and expand our base of food aid partners by awarding 13 new grants (including 6 new partners) to produce and distribute a new soup mix commodity. The IFRP has succeeded in allowing small, non-traditional food aid PVOs to access food aid from FFP, thus eliminating the perception that FFP only partnered with "corporate" PVOs. The majority (58%) of the 33 PVO grants executed since the program's inception have been to faith-based PVO missions.

Title II Development (non-emergency) Programs

The FFP development food aid program is the single largest source of USAID funding focused on decreasing chronic food insecurity among vulnerable populations - over \$411 million dollars in FY 2003. Title II development activities integrate a range of technical interventions at the community-level, with a focus on improving household nutrition and agricultural productivity. Additionally, Title II development activities often play a critical, though frequently unrecognized role in strengthening civil society by working with community-level counterparts to strengthen local capacity for strategic planning and decision making, promoting local ownership of the development process, and supporting and reinforcing decentralization

policies.

The Title II development programs support a number of Performance Goals (PG) of the joint U.S. Department of State/USAID Strategic Plan, including Enhanced food security and agricultural development; Improved global health, including child, maternal, and reproductive health, and the reduction of disease, especially HIV/AIDS, malaria, and tuberculosis; Partnerships, initiatives, and implemented international treaties and agreements that protect the environment and promote efficient energy use and resource management; Broader access to quality education with an emphasis on primary school completion; and Improved capacity of host countries and the international community to reduce vulnerabilities to disasters and anticipate and respond to humanitarian emergencies.

Title II Development Programs Contribute to Millennium Development Goal of Reduced Hunger and Malnutrition

The Title II Maternal and Child Health and Nutrition (MCHN) development programs revolve around a select set of interventions essential to household food security that have been proven to reduce maternal and child death and disease and combat undernutrition. Some Title II MCHN programs also seek to create linkages between health and nutrition activities and the agriculture sector so that improvements in agricultural productivity and income may translate into better nutrition among households. The Title II MCHN programs predominantly target children under the age of two and their mothers, since children under the age of two are at the greatest risk of becoming undernourished and also receive the greatest benefit from preventative interventions.

The Title II MCHN development programs have had proven successes in reducing undernutrition among young children in the target population. During FY 2003, an analysis of the impact of the Title II MCHN programs on child nutritional status focused on programs for which final evaluation reports with data on anthropometry were available. More than 80% of the programs analyzed reduced the prevalence of undernutrition between the baseline and final evaluation (usually a period of 4 to 5 years). On average, the programs reduced the prevalence of stunting by 2.4 percentage points per year (from an average baseline of 53%) and underweight by 1.9 percentage points per year (from an average baseline of 42%). Approximately 6.6 million children benefited from the programs reviewed.

The analysis also showed that the total impact of the Title II MCHN programs on stunting and underweight increased with the length of time that the community benefited from the interventions (although the differences were not statistically significant due to the size of the sample.) Not only does the amount of change appear to increase with the length of time of the program, the rate of change, particularly for the reduction in the prevalence of stunting, increases dramatically after three years of program intervention. This pattern supports the view that changing behaviors takes time, and that shortening the length of Title II programs to three years, as has been suggested in order to increase the flexibility in programming of resources, might result in a significant loss in the potential to reach the program objectives of improving the nutritional status of children.

The Title II Agriculture and Natural Resource Management (ANRM) community-level programs work with small farmers and their families to address one of the principal determinants of food insecurity - low and variable agricultural productivity. Title II ANRM programs provide technical assistance and training to promote sustainable farming practices, more productive and diversified farming systems, and improved post-harvest management and marketing; many programs do so in collaboration with international and national agricultural research centers to help disseminate and adapt locally appropriate technologies. Title II ANRM activities often include the improvement of physical resources through the construction of small-scale irrigation and drainage systems, as well as soil and water conservation infrastructure and rural road rehabilitation through Food for Work (FFW) programs. These activities increase the sustainability of the production systems, thereby contributing to improvements in the availability and access to food by poor rural households, now and in the future.

During FY 2003, many impressive accomplishments were reported by Title II ANRM programs. Examples include an increase of 528% in the amount of cassava produced and 138% in the amount of grain produced by the 75,500 farmers trained by ACDI Uganda; a 50% increase in rice yields after 3 years of

program implementation for 15,000 Bangladeshi farmers trained in improved production technology by World Vision; an increase in the number of months of grain availability from 2 months in 1999 to 6 months in 2003 for 7,500 farmers participating in FHI Kenya's program; a reduction in the length of the hungry season from an average of about 4.5 months in 2000 to about 2 months in 2003 among the 7,800 farm families participating in ADRA Guinea's program; and a 80% increase in the proportion of the 3,200 Bolivian families participating in CARE's program that reported an increase of at least 5% in farm income compared with the previous year.

Concept Paper for a FY 2004 - 2008 Strategic Plan

A key management objective for FY 2003 was to continue the development of the FY 2004 - 2008 Strategic Plan. Building on the findings of the 2002 Food Aid and Food Security Assessment and through continued collaboration with the GH Food and Nutrition Technical Assistance project, FFP commissioned two technical papers on recent trends in food security and new evidence on the effectiveness of alternative program approaches to food security. The papers, by the International Food Policy Research Institute and the Tufts University Friedman School of Nutrition Science and Policy, helped inform an intensive consultative process, led by the Vision and Strategy Working Group, which produced the well-received concept paper for the FY 2004 - 2008 Strategic Plan.

The concept paper proposes a single strategic objective (SO) for FFP - Food insecurity in vulnerable populations reduced - that will address more directly the vulnerability of food insecure individuals, households and communities. In this new context, food will have an immediate impact - protecting lives and maintaining consumption levels - while also achieving the longer-term impacts - enhancing community and household resilience to shocks, helping people build more durable and diverse livelihoods, and enhancing the capabilities of individuals through improvements in health, nutrition and education. The new strategy represents a significant change from the current strategic framework, which has separate objectives for the emergency and non-emergency or development programs. The single SO will help remove barriers between these programs, making it easier for the former to incorporate activities that address the underlying causes of emergencies and ensuring that the latter become more risk conscious and pay greater attention to prevention and sustaining progress in shock prone environments. The new strategy also represents a clear choice on the part of FFP to focus on higher order results (people-level impacts) that will have resonance with a wide audience. This addresses a key weakness in the current results framework, particularly under SO2. The FY 2004 - 2008 Strategic Plan should be approved by March 2004.

Streamlining the Management of the Title II Program

FFP's preoccupation with multiple, unprecedented food emergencies did not deter it from meeting its obligations under the 2002 Farm Bill relating to streamlined and improved management of Title II programs. Not only was an external assessment of FFP's operating and management systems and procedures commissioned and undertaken by two independent experts and the required reports submitted to Congress in a timely manner, significant progress was made in implementing some of the key recommendations. These included: (1) publication of revised and improved Title II Development Assistance Program Guidelines in close consultation with FFP's partners; (2) changes in due dates for submission of development program results reports, resource requests and proposals to ensure prompt and orderly review and response by FFP; (3) revised and improved 202(e) and ITSH guidance; (4) development of a system to ensure that DAP proposals are reviewed, approved and Transfer Agreements signed within 120 days as mandated by the Congress; and (5) organizing regional meetings with FFP and Mission staff to link field Missions with FFP's streamlining efforts and development of the new Strategic Plan.

Country Close and Graduation:

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