

PN-ABU-362  
ISN 93665

# The World Food Day Report



The President's  
Report to the  
U.S. Congress

October 16, 1991

THE WHITE HOUSE  
WASHINGTON

October 16, 1991

Dear Mr. Chairman:

America is proud of its agricultural abundance. Because we have the most productive farmers ever, efficient processing and transportation industries, and a competitive economic system, American consumers enjoy a safe, abundant, and affordable food supply.

Sadly, the same cannot be said of millions of people in the developing world. Due to famines and chronic food shortages brought on by drought, civil strife, and lack of funds to buy enough food, the citizens of many countries around the world cannot provide enough food for their families to live healthy, productive lives.

Americans can be proud that the United States is the world's leader in helping to mitigate such food shortages by sharing her abundance with those less fortunate. Through the Food for Peace program and other assistance programs, we have helped to save millions of lives and improve the nutritional status of the world's most needy people.

Last year, the Congress passed and I signed into law a new Food for Peace Act. It places new emphasis on helping the poorest countries achieve food security for their people and on using private sector channels to help accomplish that goal. I believe it is an important tool to help those countries move successfully into meaningful, sustained economic development.

Foreign aid is coming increasingly into question. More and more people wonder why the United States of America should engage in overseas assistance programs. However, I believe that providing food to hungry people and working to ensure all people access to a safe and nutritious food supply is a worthy goal on which all can agree.

Pursuant to section 407(h) of the Agricultural Development and Trade Act of 1990, I am pleased to submit to the Congress, on the occasion of World Food Day, 1991, a report on the status of food security in the developing world and on U.S. initiatives in this important area.

Sincerely,



The Honorable Patrick J. Leahy  
Chairman  
Committee on Agriculture, Nutrition,  
and Forestry  
United States Senate  
Washington, D.C. 20510

IDENTICAL LETTERS ALSO SENT TO THE RANKING REPUBLICAN MEMBER OF THE SENATE COMMITTEE ON AGRICULTURE, NUTRITION, AND FORESTRY; THE CHAIRMEN AND RANKING REPUBLICAN MEMBERS OF THE SENATE COMMITTEE ON APPROPRIATIONS; THE HOUSE COMMITTEES ON AGRICULTURE; APPROPRIATIONS; FOREIGN AFFAIRS; THE SENATE SUBCOMMITTEE ON AGRICULTURE, RURAL DEVELOPMENT AND RELATED AGENCIES; AND THE HOUSE SUBCOMMITTEE ON RURAL DEVELOPMENT, AGRICULTURE AND RELATED AGENCIES.

## *Executive Summary*

Millions of poor people around the world suffer from hunger and malnutrition. This tragedy occurs even though there is enough food produced each year to feed everyone on the planet. Indeed, even as the world's population increased at an unprecedented rate during the last four decades, food production kept pace. Why, then, such needless and widespread suffering?

First of all, increasing food production, for years the focus of massive efforts by the U.S. and other governments, was not, unfortunately, the solution to world hunger. Although an adequate supply of food is a necessary condition for eliminating hunger and malnutrition, it is not, by itself, sufficient. There are numerous factors that contribute to hunger and malnutrition in developing countries: lack of foreign exchange, low income level, inadequate storage capacity, and inappropriate national government policies, to mention just a few.

As understanding of the causes of hunger and malnutrition in the developing world has deepened, the focus of U.S. government efforts has moved beyond the goal of increased food production to the more comprehensive goal of improved food security. Food security is achieved by a country when all people at all times have access to sufficient food to meet their dietary needs for a productive and healthy life. Because food security takes into account the key question of access to food, it is a useful measure of the nutritional status of a nation's population.

Given the dimensions and the seriousness of the hunger problem, the United States and other donor nations have become increasingly convinced that a reliable quantitative system is needed to determine the food-security situation in developing countries. To this end, the Agency for International Development (A.I.D.) devised the Food Security Index, a method for ranking countries according to levels of food security. Using five indicators that take into account key factors at both the national and household levels, the Index ranks 79 countries and groups them according to the Most Food Insecure, Borderline, or Relatively Food Secure.

The U.S. Government's response to the problem of hunger and malnutrition in these countries is apparent in the Agriculture Development and Trade Act of 1990 (also known as P.L. 480), which recognizes the critical link between food security and long-term economic development. The Act encourages integration of food aid, not only with development activities in agriculture, but also in the environment, health and nutrition, and international trade. To accomplish this integration, the Act mandates multiyear programs, provides more flexibility in the uses of local currency generated by commodity sales and creates new debt-relief options. The Act also encourages the U.S. government to increase the role of the private sector in food production, marketing and distribution.

The significance of these legislative changes is reflected in the fact that food aid is an important U.S. Government foreign assistance program. Since initial passage of P.L. 480 in 1954, U.S. food aid programs have provided the developing

world with more than \$44 billion in food assistance, which is approximately 50 percent of worldwide food contributions made to developing countries each year. In 1991, 77.6 percent of P.L. 480 food aid funding went to the most food-insecure and borderline countries, as identified in the Food Security Index.

USDA and A.I.D. have also, for years, implemented programs that address the problems of food security, in areas such as nutrition, health and agricultural reform. These programs shed light on the fact that there is no single solution to address the complex problem of hunger and malnutrition. The appropriate mix of policies and programs for each country has to be carefully developed in order to assure that the most vulnerable populations are being targeted, to determine whether the country has the capacity to effectively use the assistance provided, and to prevent food aid from serving as a disincentive to local agricultural production.

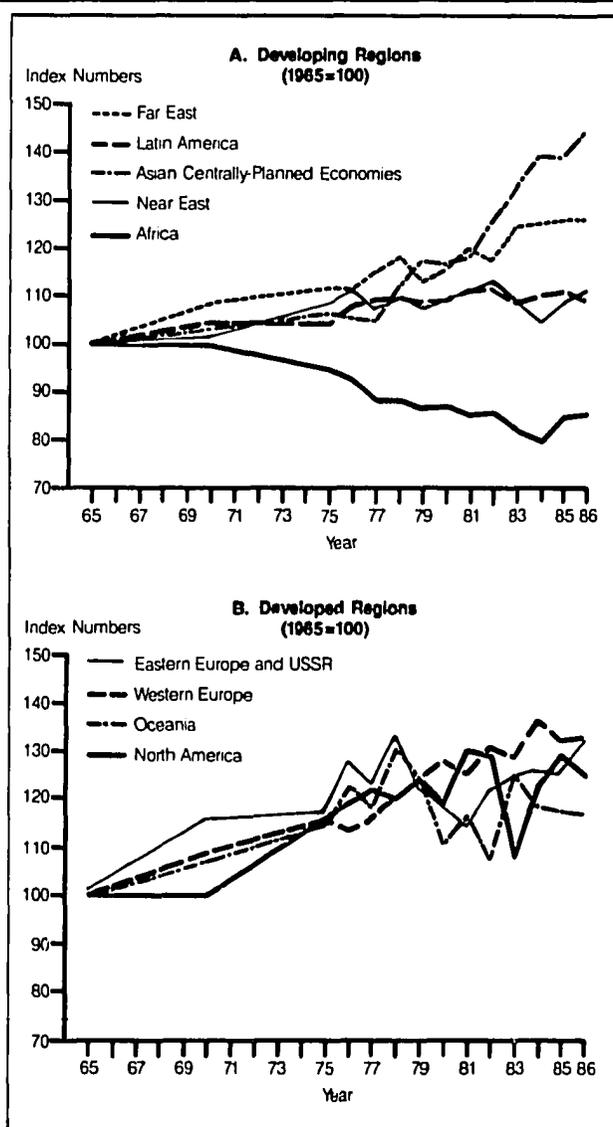
## World Food Day Report

The world has more than an ample supply of food. If distributed evenly, the world's food supply would feed more than 100 percent of its population. Yet, millions of poor people around the world suffer from malnutrition and hunger. Why? Because in many developing countries, national and local markets do not work, because households do not have the resources to buy the food they cannot grow themselves, and because food distribution systems are woefully inadequate.

Over the past 45 years, world food production has managed to stay ahead of population growth, even though the world's population has increased at an unprecedented rate. Between

1965 and 1986, per capita food production improved slightly in Latin America and the Near East, yet dropped in Africa (see Figure 1). This drop in Africa was largely a result of rapid population growth and ineffective national agricultural policies. To fill the gap between the domestic supply and demand for food, countries throughout the world, particularly in Africa, have had to rely on commercial food imports and food aid. Fortunately, there are food programs such as U.S. Public Law 480 (P.L.480) that enable countries to obtain food through grants or concessional loans. The latter provide low interest rates and extended pay-back periods. Without such programs, the lowest income countries of the world would be unable to acquire the foreign exchange necessary to sustain even their currently low levels of nutrition. Although both government officials and food experts sometimes differ on how to measure the magnitude of world hunger, they agree that lack of food

**Figure 1 - Index of Per Capita Food Production**



Sources: For 1965, 1970: United Nations Food and Agriculture Organization (FAO), 1987 Country Tables, (FAO, Rome, 1987), pp. 312-336. For 1975-86: FAO, 1986 Production Yearbook (FAO, Rome, 1987), p. 48.

security (referred to as food insecurity) creates not just one, but two, very serious problems for the world's poor: First is, of course, that millions of people--often children, among whom malnutrition can cause irreversible damage--suffer the personal tragedy of hunger and malnutrition; but second is that food insecurity is one of the main barriers to long-term economic growth and economic development in developing countries. In order for a country to successfully enter into economic development activities, it must have a properly fed, healthy, and alert population --a population that is not physically and mentally weakened by malnutrition, hunger, and poor health.

Addressing food security means confronting the problem that too many countries, too many households, and too many individuals have inadequate **access** to food--either because food simply isn't there or they don't have the resources to acquire it. At the national level, this may be a result of a country's failure to adopt appropriate economic policies, to produce and market adequate supplies of food domestically or to earn the foreign exchange necessary to buy it from the abundant world market. At the household level, food insecurity may be a result of families having insufficient income to buy the food available--a problem often com-

### *Regional Snapshot: Latin America And The Caribbean*

Over the past several decades, per capita food supplies have risen in most of the A.I.D.-assisted LAC countries. However, this rise has been a result of increased food imports--primarily food aid--since domestic production has failed to keep pace with population increases. Even with food aid, national-level food supplies are still inadequate or barely adequate in eight of twelve A.I.D.-assisted countries. And poverty and skewed income distributions mean that poor households suffer from food insecurity in all these countries, even in those where national-level food supplies are adequate.

Many of these LAC countries also suffer from relatively high child mortality rates and high percentages of malnourished children. This suffering results in large part from poverty and under-investment in and maldistribution of social services. Chronic malnutrition, for example, is a serious problem, with over 20 percent of the children in eight of the A.I.D.-assisted countries classified as stunted, i.e., too short for their age. Exacerbating these problems, undoubtedly, was the overall economic environment in the LAC during the decade of the eighties, when many countries were plagued with slow or declining rates of growth in per capita incomes.

For its part, A.I.D. is encouraging countries to undertake the economic policy reforms needed to get their economies growing again and to make possible broad-based, export-led growth. Food aid is playing an important role, supporting major economic policy reforms in Bolivia, Haiti, Honduras and Peru. And policy reforms, together with other assistance designed to promote increased trade and investment--with the new Enterprise for the Americas as a centerpiece--will help countries increase their foreign exchange earnings. This growth also has to be directed to the economically disadvantaged, another objective of the Agency in the region, if the result is to be improved food security. That is, the number of jobs available to the poor, their productivity and their incomes must rise; if not, the poor will not be able to increase their effective demand for food. This demand is necessary both to encourage increased domestic food production and to ensure that foreign exchange earnings lead to increased commercial food imports.

pounded by unreasonably high and unstable food prices. Famine, the worst type of food insecurity, results from wars, floods, crop failures, and other man-made and natural disasters.

## ***What Is Food Security?***

Over the past several decades the U.S. and other donor nations have come to realize that there is no single optimal solution to establishing world-wide food security. It is, unfortunately, easier to describe the problem than to resolve it. The development community uses a straightforward definition, which can serve as a starting point: **Food security is considered to have been met when all people at all times have access to sufficient food to meet their dietary needs for a productive and healthy life.**

Of course, it has been a daunting task to deal with the problems affecting "access to food at all times." For the past 30 to 40 years, many developing countries have focused on the supply problem, striving to solve it through a strategy of "food self-sufficiency." Simply put, these countries focused sharply on increasing agricultural production within their borders. They assumed, of course, that by increasing domestic food supply, hunger and malnutrition would be eliminated. Unfortunately, this focus on domestic food production did not usually work. Although improvements in agricultural production led to higher incomes for vulnerable farmers and more domestically produced food on local markets, it did not, by itself, bring food security to the entire population.

Researchers found that in these developing countries, there were other barriers to be overcome:

1. technological constraints
2. extreme fluctuations in domestic harvests and commodity prices
3. lack of foreign exchange
4. inadequate storage capacity
5. poor transportation systems
6. lack of household purchasing power
7. poor local food-marketing systems
8. inappropriate policies that affect food production, distribution and consumption

Therefore, governments and donors began to realize that increased domestic agricultural production, by itself, was not enough to ensure food security, nor was it enough even to ensure an adequate food supply. A new concept was needed: "food self-reliance." A country is food self-reliant when it can feed itself through its own agricultural production and through commercial imports of the food it is

not able or chooses not to produce. (Korea and Mauritius are good examples of relatively food secure nations.)

Although a focus on self-reliance can effectively overcome some of the barriers listed above, it fails to provide a complete solution to the problem of food insecurity in developing countries. It does not address all the factors that determine households' ability to access the available food, in particular household incomes and food prices.

### ***National Supply and Household Demand***

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This fuller appreciation of the complex dynamics involved in trying to improve food security leads us to a two-part analysis consisting of **national supply** and **household demand**. Food security is obtained when:

1. **Supplies** in a country are sufficient to provide everyone in the country with an adequate diet. This supply side of the equation focuses on the national level and assumes that food can be produced domestically or imported commercially. In countries that are not yet food self-reliant, food aid and other external assistance can be provided to supplement national supplies.
2. **Households** whose members suffer from hunger and malnutrition will be able to acquire sufficient food. This demand side of the equation focuses on the household level and assumes that households can either produce their own food or earn income with which to purchase it. In countries where incomes are too low or too unevenly distributed, or where food prices are unstable or too high, food aid and other external assistance can be used to support development programs that increase broad-based income growth and stabilized food prices.

But not every country faces these elements to the same degree. For some, food security is a constant, ever-present concern; for others, it is variable.

**Chronic Food Insecurity:** households persistently lack the ability to buy or to produce their own food. Such insecurity imposes considerable costs on nations and individuals as it causes and increases vulnerability to diseases and parasites. The result: reduced productivity of people and a limitation on their contribution to the country's economic growth.

**Transitory Food Insecurity:** a temporary decline in household access to food, resulting from instability in food prices, food production or household incomes. Famines are the worst type of transitory food insecurity and can result from wars, floods, crop failures, high food prices, and the loss of purchasing power by individuals.

As a way of understanding the problem of world hunger, the concept of food security is an improvement over previous ways of viewing the problem, but it still

constitutes an incomplete view. Future development of the concept should evolve a better understanding of within-household access to food and ways to measure it; future development should also clarify how infrastructure (particularly for transporting and storing food) and institutional arrangements (such as legal, administrative and market systems) affect food security.

### ***A Nutritionally Acceptable Diet***

While most international donors agree that the national average of 2300 calories per day per person constitutes a minimally acceptable diet, the real food security of a nation cannot be determined by a national average: some individuals may consume more calories than the average; many consume far fewer. According to the 1991 Hunger Report (produced annually by the World Hunger Program at Brown University), 20 percent of the world consumes a diet that does not supply the energy needed for an active working adult, and 9 percent consumes a diet that is insufficient for the normal growth of children and allows for only minimal activity by adults.

***Figure 2 - Profile Of Food Poverty***

*Population in Developing Country Households  
Too Poor to Obtain Needed Dietary Energy*

<b>Food-Shortage Indicator</b>	<b>Total Population</b>
Energy insufficient for work	1,053 million people 20% of world population
Energy insufficient for normal growth of children; minimal activity of adults	477 million people 9% of world population

In addition to the problem of uneven distribution of calories, those calories that are consumed may be ineffectively utilized. Because unhealthy people often cannot efficiently absorb calories, increased calorie consumption does not always result in higher energy levels. Such biological inefficiencies mean that, for the individual to improve his or her productivity, per capita consumption may need to be greater than otherwise required.

Since inadequate diets increase vulnerability to diseases and parasites, reduce the strength required for physical activity, and limit the benefits from schooling and training programs, the productivity of the people involved is reduced and the contributions they can make to their nation's economic growth is limited--making it impossible for families and nations to escape the vicious cycle of poverty.

## *World Food Security And Nutrition: A U.S. Government Assessment*

Given the seriousness of the problem of hunger and malnutrition in developing countries, A.I.D. developed the Food Security Index, an index which ranks 79 countries according to levels of food security. The index provides a quantitative, statistical analysis of relative food security status among developing countries. It is a composite index (based on 1986-88 data), which takes into account the effects of five indicators at the national and household level:

### **Indicators**

#### *National Food Self-Reliance*

- Domestic Food Production
- Gross Foreign Exchange Earnings

#### *Household Food Access*

- Gross National Product
- Daily Calorie Supply
- Child Mortality

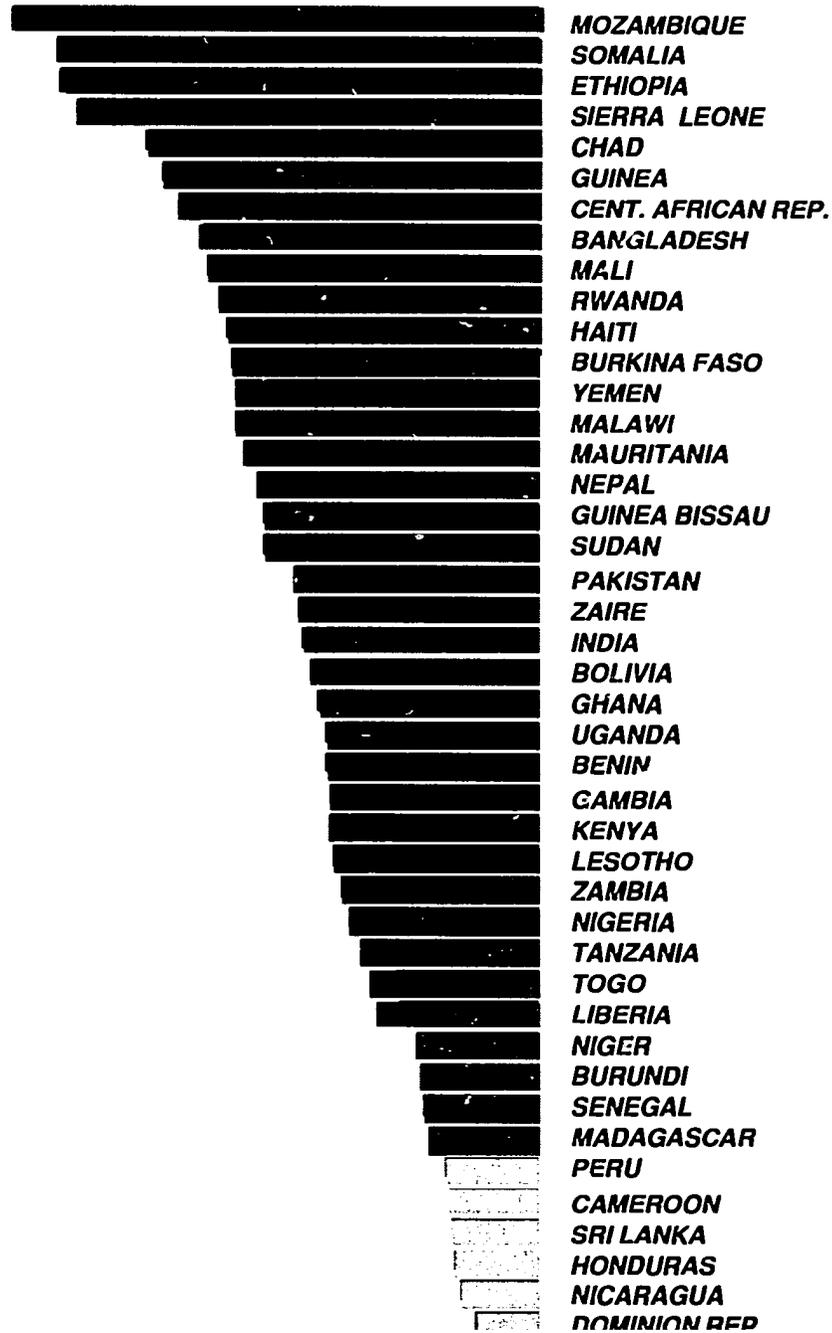
There are, in fact, two sub-indexes: the National Food Self-Reliance Index measures food supply at the national level while the Household Food Access Index measures the ability of households to gain access to the food that is available in the country.

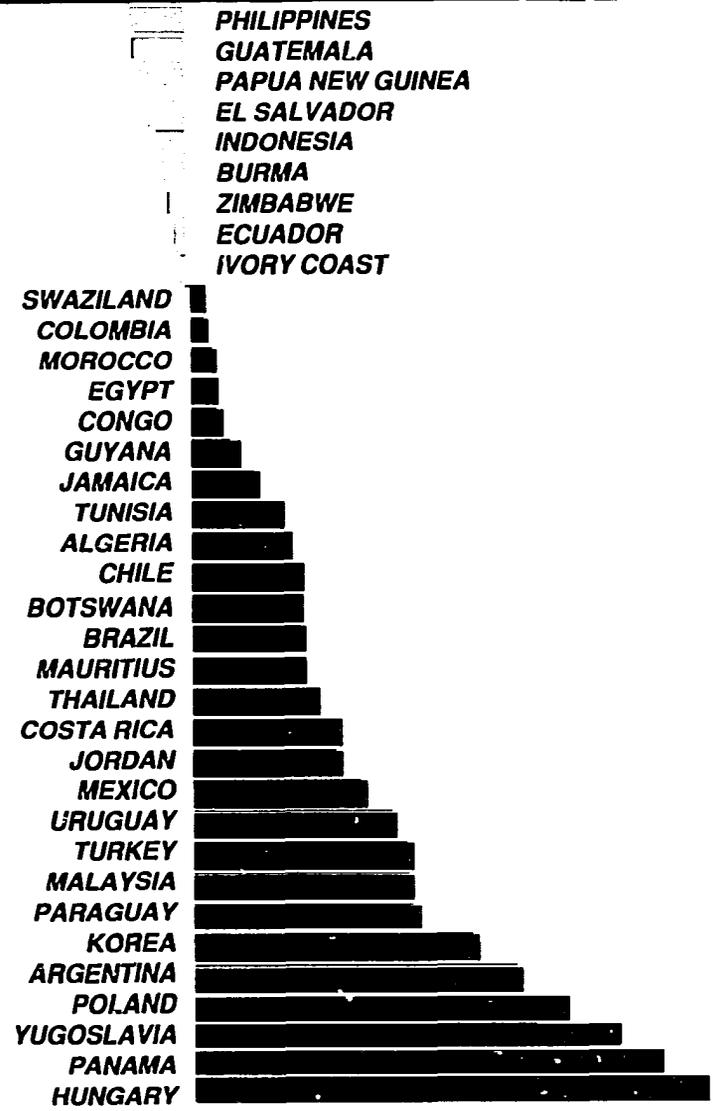
To establish the final food security ranking, the raw data collected on each country for each of the five indicators is statistically transformed (i.e., normalized) and a set of Food Security Index values is created. The final ranking, presented in Figure 3 (a and b), permits a country-by-country comparison.

This orderly country-by-country comparison can, however, give a false sense of precision with regard to the differences in food security among developing nations. Even though the statistical procedures used to calculate the index values are simple and valid, the index is best used to distinguish two groups of countries --those at the opposite ends of the spectrum. The third group--the borderline countries--require more careful analysis in order to determine just how food-secure they are (see Figure 4).

**The Most Food-Insecure Countries** lack the capacity to produce or import adequate food supplies. And many households do not have access to that food which is available in their country. As of 1987, these 37 nations contained over 1.4 billion people, or 28% of the world's population. A number of these nations suffer the most extreme food insecurity: Mozambique, Somalia, Ethiopia, Sierra Leone, Chad, Guinea, Central African Republic, Bangladesh, Mali, Rwanda, Haiti, Burkina Faso, Yemen, and Malawi.

*Figure 3a - Food Security Index*





Horizontal bars represent the Food Security Index values.

MOST FOOD INSECURE
  RELATIVELY FOOD SECURE

BORDERLINE

Figure 3b - Food Security Index

GROSS FOREIGN EXCHANGE EARNINGS PER CAPITA (\$)	DOMESTIC FOOD PRODUCTION PER CAPITA (kg)	NATIONAL FOOD SELF RELIANCE INDEX (rank)	FOOD SECURITY INDEX (rank)	COUNTRIES	HOUSEHOLD FOOD ACCESS INDEX (rank)	CHILD MORTALITY RATE (Deaths/1000 Births)	DAILY PER CAPITA CALORIE SUPPLY (kilo Calorie)	GROSS NATIONAL PRODUCT PER CAPITA (\$)	
				<b>A F R I C A</b>					
84	246	34		BENIN	19	190	2133	293	
119	45	70	63	BOTSWANA	48	97	2227	960	
56	263	37		BURKINA FASO	7	241	1917	160	
29	322	48		BURUNDI	26	196	2342	250	
248	185	43	39	CAMEROON	38	159	2128	907	
74	171	11		CENT. AFRICA REP.	10	229	1880	303	
33	196	12		CHAD	6	229	1765	153	
519	139	57	57	CONGO	58	119	2531	980	
18	152	5		ETHIOPIA	2	258	1668	120	
147	283	50		GAMBIA	11	281	2321	193	
69	193	17		GHANA	32	151	2136	383	
101	143	8		GUINEA	9	255	1975	350	
22	257	28		GUINEA BISSAU	14	229	2098	193	
333	227	56	52	IVORY COAST	42	152	2461	690	
87	181	16		KENYA	35	118	2117	323	
209	113	15		LESOTHO	36	141	2263	380	
217	165	31		LIBERIA	34	192	2343	463	
42	273	38		MADAGASCAR	37	126	2282	227	
42	259	32		MALAWI	8	271	2169	157	
50	269	39		MALI	5	298	2055	177	
241	66	7		MAURITANIA	23	224	2329	420	
908	12	64	65	MAURITIUS	68	31	2692	1277	
15	118	2		MOZAMBIQUE	1	274	1605	180	
56	349	53		NIGER	16	234	2284	250	
91	217	26		NIGERIA	33	179	2136	673	
35	219	20		RWANDA	12	211	1909	297	
161	279	51		SENEGAL	21	226	2289	430	
45	135	4		SIERRA LEONE	3	290	1828	333	
31	103	1		SOMALIA	4	246	1783	160	
49	192	13		SUDAN	18	184	2033	383	
583	144	61	53	SWAZILAND	40	179	2510	710	
30	286	41		TANZANIA	24	180	2212	200	
140	230	36		TOGO	29	158	2179	267	
31	260	40		UGANDA	17	175	2040	227	
64	222	23		ZAIRE	20	167	2100	153	
120	204	27		ZAMBIA	31	132	2073	290	
191	313	58	50	ZIMBABWE	39	118	2140	567	

A S I A

18	194	9		BANGLADESH	15	193	1972	157
10	347	49		BURMA	43	93	2520	193
22	218	18		INDIA	27	155	2121	297
109	263	46		INDONESIA	46	123	2581	483
1081	180	72	74	KOREA, SOUTH	75	34	2846	2593
1140	104	71	72	MALAYSIA	71	36	2656	1883
22	250	24		NEPAL	13	203	1977	163
67	184	14		PAKISTAN	28	171	2190	340
342	138	44	48	PAPUA N. GUINEA	44	90	2199	700
154	224	42	44	PHILIPPINES	45	76	2249	573
124	144	10	40	SRI LANKA	53	46	2424	403
243	522	69	66	THAILAND	57	53	2287	817

**EUROPE & MIDDLE EAST**

509	111	52	61	ALGERIA	70	113	2620	2603
245	197	47	56	EGYPT	59	132	3170	633
1058	1412	79	79	HUNGARY	78	20	3566	2067
1052	36	67	68	JORDAN	68	62	2836	1540
219	283	55	55	MOROCCO	54	126	2764	587
417	866	76	76	POLAND	77	20	3384	1990
446	210	60	60	TUNISIA	62	101	2836	1153
274	617	73	71	TURKEY	64	100	3011	1137
140	80	3		YEMEN ARAB REP.	30	203	2258	583
824	684	77	77	YUGOSLAVIA	79	30	3586	2280

**WESTERN HEMISPHERE**

303	827	75	75	ARGENTINA	76	39	3201	2310
112	187	22		BOLIVIA	25	180	2126	440
202	362	62	64	BRAZIL	67	89	2678	1827
452	239	63	62	CHILE	65	26	2556	1383
234	165	33	54	COLOMBIA	60	70	2538	1290
569	216	66	67	COSTA RICA	69	23	2767	1537
258	131	25	43	DOMINICAN REP.	50	86	2343	737
296	166	45	51	ECUADOR	55	90	2255	1117
233	156	30	47	EL SALVADOR	52	89	2382	837
151	194	29	45	GUATEMALA	51	106	2282	1067
333	257	59	58	GUYANA	56	40	2424	447
71	137	6		HAITI	22	177	2090	337
221	178	35	41	HONDURAS	41	113	2126	773
674	50	54	59	JAMAICA	61	24	2555	900
350	324	65	69	MEXICO	74	71	3118	1947
99	189	21	42	NICARAGUA	49	101	2374	777
2775	230	78	78	PANAMA	72	35	2479	2173
212	684	74	73	PARAGUAY	63	63	2782	1027
196	138	19	38	PERU	47	129	2189	1207
515	357	68	70	URUGUAY	73	32	2719	1973



**MOST FOOD INSECURE**



**BORDERLINE**



**RELATIVELY FOOD SECURE**

**Figure 4 - Food Security Country Groupings**

***Most Food Insecure Countries***

Afghanistan*	Guinea-Bissau	Nigeria
Angola*	Haiti	Pakistan
Bangladesh	India	Sao Tome e Principe*
Benin	Kenya	Senegal
Bhutan*	Lesotho	Rwanda
Bolivia	Liberia	Sierra Leone
Burkina Faso	Madagascar	Somalia
Burundi	Malawi	Sudan
Central African Rep.	Mali	Tanzania
Chad	Mauritania	Togo
Ethiopia	Mozambique	Uganda
Gambia	Nepal	Yemen
Ghana	Niger	Zaire
Guinea		Zambia

***Borderline Countries***

Burma (Myanmar)	Guatemala	Nicaragua
Cameroon	Honduras	Papua New Guinea
Cape Verde*	Indonesia	Peru
Dominican Republic	Ivory Coast	Philippines
Ecuador	Lebanon*	Sri Lanka
El Salvador	Mongolia*	Zimbabwe

***Relatively Food Secure Countries***

Albania*	Gaza*	Panama
Algeria	Guyana	Paraguay
Argentina	Hungary	Poland
Botswana	Jamaica	Romania*
Brazil	Jordan	Swaziland
Bulgaria*	Korea	Thailand
Chile	Malaysia	Tunisia
Colombia	Mauritius	Turkey
Congo	Mexico	Uruguay
Costa Rica	Morocco	West Bank*
Egypt		Yugoslavia

**Note:** \* Denotes 12 recipient countries of U.S. food aid that lack data for one or more of the socio-economic indicators used to calculate the food security index. For complete coverage, each of these 12 countries was placed in one of the three groups in an *ad hoc* manner, intuitively taking into account what data is available. Therefore, Figure 4 contains a total of 91 (79 + 12) countries.

**Relatively Food-Secure Countries** are more self-reliant in their capacity to supply food at the national level and their households have better access to the food that is available in the country. These 27 countries contained 650 million people, or about 13% of the world's population. Only four of these countries are in Africa and three in Asia; the majority being in Europe, the Middle-East and Latin America.

**Borderline Countries**, which are not clearly members of either the most food-insecure or the relatively food-secure group, are 15 in number and contain 370 million people, or about 7% of the world's population.

It is clear from the Index ranking that the food-insecure countries, such as Bangladesh and Mali, face a fundamentally different food situation than is faced by the relatively food-secure countries, such as Poland and Costa Rica.

### ***Assessing Nutritional Status and its Links to Food Security***

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Food insecurity, especially low levels of household access to food, is highly correlated with the existence of widespread nutritional deficiencies. But the national average indicators used to measure food security, such as per capita income and calorie supply figures, inevitably fall short of accurately predicting nutritional deficiencies in all cases. Why? Because these national averages can mask large differences in food access among households, or within the household among its members. Thus, in countries where access to food is inequitably distributed, even where relatively high national averages prevail, large sectors of the population may lack access to minimum levels of calories, proteins and micro-nutrients. Nutritional deficiencies found among the most vulnerable family members--

#### ***Regional Snapshot: Africa***

Food production actually increased in sub-Saharan Africa during the 1980s--but the population grew even faster, resulting in a per capita decline in food consumption of one percent per year. And the outlook for the next decade is not much better: the government estimates that the number of malnourished people in this region will increase from 142 million in 1983/85 to 200 million by the year 2000.

A.I.D. has made the fight against hunger and malnutrition a priority for the 1990s, designating food security as one of the four strategic objectives of the Development Fund for Africa (DFA) action plan. Missions have been asked to:

- use food aid to combat periodic fluctuations in the supply and price of food
- increase the ability of donors and recipient countries to anticipate and respond to droughts and other emergencies
- use short-term measures, such as targeted welfare programs, to boost income among the most needy
- assist African nations to grow more food and use it more efficiently

mothers, infants and young children--have been of particular concern to the U.S. foreign assistance program.

Although far from perfect, under-five mortality rates (U5MR) can be used to provide an approximate indication of distributional inadequacies. Using this indicator has the further advantage that U5MR data are available for almost all countries.

### ***Nutritional Status of Individuals in Countries Receiving Food Assistance***

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The most widely recognized means of assessing the overall nutritional status of poor populations is childhood nutritional deficiency--a contributing factor in nearly 60% of child deaths in developing countries and a leading cause of stunted growth and functional impairments in those children who do survive.

Perhaps the most internationally accepted measures of child nutrition are comparisons of the growth of malnourished children with a reference population of children of the same age in a healthy, well-nourished population. Measures commonly used by the World Health Organization, United Nations Children's Fund (UNICEF) and U.S. Government Agencies are:

- low weight for height (wasting), a measure of acute malnutrition often associated with the rapid onset of food shortages;
- low height for age (stunting), a measure of chronic malnutrition and of linear growth failure resulting from malnutrition over a longer period of time; and
- low weight for age (underweight), a composite of acute and chronic undernutrition, the most common indicator now available across countries.

A.I.D. is often able to gather these types of nutritional data for its own child survival and maternal and child health feeding projects. Data on the nutritional status of nations as a whole, however, is less readily available. To compound the problem, what data is available is updated much less frequently than it is reported. (Annex 1 illustrates this problem; not only are the figures found therein often based on surveys 10 to 20 years old, but both the age ranges and the standards for measuring underweight may differ slightly by country--making cross-country comparisons difficult.) Such national data shows that, in countries receiving food aid, malnutrition varies from as high as 70% of preschool children in Nepal to as low as 5% of preschool children in Brazil. African and Asian countries in general have much poorer overall nutritional status than do countries in Europe, the Near East, Latin America and the Caribbean, although there are notable exceptions, such as Haiti and Guatemala.

**Figure 5 - Correlation Between Household Food Security Index Ranking and Percent of Preschool Children Who are Seriously Underweight**

Country	Household Food Access Rank	Percent of Preschool Children* Underweight for Their Age
<b>Most Food Insecure</b>		
Ethiopia	2	38.1
Mali	5	31.0
Niger	13	49.4
Senegal	21	21.6
Burundi	26	38.3
Pakistan	28	51.4
Togo	29	24.4
Yemen	30	25.0
Ghana	32	30.7
Madagascar	37	32.8
Average Underweight		34.3
<b>Borderline</b>		
Zimbabwe	39	11.5
Honduras	41	20.6
Ivory Coast	42	12.4
Nicaragua	49	10.5
Dominican Republic	50	12.5
Guatemala	51	33.5
Sri Lanka	53	38.1
Average Underweight		19.9
<b>Most Food Secure</b>		
Morocco	54	15.7
Ecuador	55	16.5
Thailand	57	25.8
Congo	58	23.5
Egypt	59	13.3
Jamaica	61	9.2
Tunisia	62	10.4
Chile	65	2.3
Mauritius	66	23.9
Brazil	67	5.1
Costa Rica	69	6.0
Mexico	74	13.9
Average Underweight		13.8

**Source:** Rae Galloway, "Global Indicators of Nutritional Risk," World Bank Working Paper Series, No. 591, Feb. 1991. (Data were selected from this source from national surveys which use comparable growth standards and are not more than 9 years old.)

\*Based on national surveys of children under five, but precise age ranges sampled vary somewhat from country to country.

Countries with the highest levels of childhood malnutrition are the same countries with the most food-insecure households on the food-security index. One study showed a strong relationship between food insecurity and childhood stunting. Another study, confined to the 29 countries with the most reliable and up-to-date national surveys, revealed that in those countries with the most food-insecure households, an average of 34.3 percent of children were underweight, compared to an average of 13.8 percent in relatively food-secure countries (see Figure 5).

Although the food-security index sheds light on the degree of malnutrition among the poor in a country, it does not tell us the degree to which overall nutritional status results from infectious disease, inadequate maternal and child care, inadequate household income, micronutrient deficiencies, or a combination of these factors. Nor can the status of malnutrition be determined by infant and child mortality rates alone--even though these are frequently used to determine a nation's or community's food-security status.

### ***Micro-Nutrient Deficiencies***

The international community has become increasingly aware of the effects of a diet deficient in micronutrients, such as iron, iodine and Vitamin A. A diet deficient in iron can result in anemia and can possibly affect cognitive and physiological functioning. Recent research by the World Hunger Program at Brown University estimates that in 1990, 12 percent of the world suffered from iron deficiency. The same study estimates that 4 percent of the world suffered from iodine deficiency and 7 percent of the world's children under five from a lack of vitamin A (See figure 6). Iodine deficiency can lead to goiter and cretinism; and research indicates that a deficiency of vitamin A in children may lead to increased vulnerability to such major causes of death as respiratory infections, diarrhea, and complications of measles.

***Figure 6 - Global Estimates Of Micronutrient Problems***

Iron deficiency	650 million people (1990) 12% of world population
Iodine deficiency	217 Million people (1991) 4% of world population
Vitamin A deficiency*	43 million children under 5(1989) 7% of the world's children under 5

\*The clinical significance of this deficiency is still not completely clear. A.I.D. estimates 5-10 million children in developing countries show signs of visual impairment or blindness.

Iron deficiency anemia is most prevalent in South Asia and Africa, affecting over 20% of the population. Iodine deficiency is most prevalent in Southeast Asia and

in small populations in Africa and Latin America. Vitamin A deficiency, on the other hand, has been identified in all major regions of the world. It should be noted, however, that half the children estimated to have low levels of vitamin A were located in Bangladesh, India and Indonesia.

### *Regional Snapshot: Asia/Near East*

The countries in this region are economically diverse, with per capita income ranging from \$150 per year in Bangladesh to \$6700 in Oman. In the richer countries, incomes have risen over the last two decades, resulting in improved diets and nutrition, but population growth has hit hard in some of the poorer countries, leading to nutrition levels well below recommended standards. In particular, cereal production--the economic and nutritional bulwark in many countries in the region--has failed to keep pace with the increase in population.

Accordingly, A.I.D.'s primary thrust in this region is to boost domestic cereal production (while supporting a variety of related efforts to strengthen the national capacity to produce more food). Specific initiatives include:

- disseminating newer and more productive cereal technologies
- encouraging greater private sector control over markets
- establishing mechanisms to assure fair prices to farmers and consumers
- improving the rural infrastructure, especially roads and irrigation facilities

## *What The U.S. Government Is Doing To Improve Food Security*

The U.S. Government's commitment to combating hunger and malnutrition in developing countries is especially evident in the implementation of the "Agriculture Development and Trade Act of 1990" (P.L. 480). As illustrated in Figure 7 below, during the last year, the U.S. Government targeted the bulk of its food aid to the most food-insecure countries. An analysis of P.L. 480 funding for 1991 shows that 77.6 percent of food aid was being directed to the most food-insecure and borderline countries. (For a brief description of all country projects supported by P.L. 480, see Annex 3.)

By reauthorizing P.L. 480 last year, the Executive and Legislative branches recognized the need for a more comprehensive approach to eliminating world hunger. The new legislation makes improving food security the overriding objective of the P.L. 480 program and places increased emphasis on the privatization of agricultural markets as an important tool for achieving this objective. The passage of this act reflects a strong agreement on the seriousness, magnitude and causes of the problem of world hunger. And, along with the international development community, the U.S., through the enactment and implementation of its food aid programs, has formally recognized the need to target food aid so that the neediest populations of the world have greater access to food.

*Figure 7 - Food Aid Allocations - FY 1991 (\$000)*

	<b>Title I</b>	<b>Title II</b>	<b>Title III</b>	<b>Section 416</b>	<b>Total</b>	<b>% of Total</b>
Food-Insecure Countries	\$26,000.0	\$616,045.4	\$188,394.8	\$98,533.3	\$928,973.5	50.6%
Borderline	\$122,800.0	\$140,905.9	\$88,368.2	\$31,140.7	\$383,214.8	20.9%
Food-Secure Countries	\$294,000.0	\$46,301.8	\$0.0	\$183,898.4	\$524,200.2	28.5%
<b>Total</b>	<b>\$442,800.0</b>	<b>\$803,253.1</b>	<b>\$276,763.0</b>	<b>\$313,572.4</b>	<b>\$1,836,288.5</b>	<b>100.0%</b>

The most significant changes to P.L. 480 were made with the authorization of the new Title III program, which is an all-grant program--without any debt relief provisions--targeted to the least developed countries. It provides considerable flexibility in the choice of food aid programming options and mandates multiyear programming, both of which should make it possible to integrate food aid programs into long-term economic development strategies. Greater integration will be particularly helpful to sector programs in agriculture, the environment, health and nutrition, and to policy reform efforts that strengthen the export sec-

tor, broaden the impact of income and employment growth, and stabilize and reduce food prices. These legislative changes are particularly significant in view of the fact that food aid is one of the U.S. government's important foreign assistance resources. Since initial passage of P.L. 480 in 1954, U.S. food aid programs have provided the developing world with more than \$44 billion in food assistance--approximately 50% of worldwide food contributions made to developing countries each year.

Under the Act, food aid resources are to be used for five purposes:

1. combating world hunger and malnutrition and their causes;
2. promoting broad-based, equitable and sustainable development (including agricultural development);
3. expanding international trade;
4. developing and expanding export markets for U.S. agricultural commodities; and
5. fostering the development of private enterprise and democratic participation in developing countries.

The Act also significantly increases the flexible use of local currency generated by commodity sales and creates a variety of new debt-relief provisions. These provisions include "debt-for-health and protection swaps" to forgive U.S. debts in countries that agree to promote health and environmental protection measures, debt forgiveness of past Title I loans for least developed countries that are implementing free market economic reforms, and debt-relief provisions in the Enterprise for the Americas Initiative.

Meanwhile, two teams have been formed to address the new emphasis on food security in the Act. One, a group of food policy experts, will prepare a discussion paper on food security which can then be drawn upon in drafting an official A.I.D. policy statement on the matter. This paper will look at how other bi- and multi-lateral donors have defined food security, and the resulting policy statement will apply to all A.I.D. funding sources.

The second team will consider how A.I.D. can better monitor and evaluate its use of P.L. 480 programs to implement the new food aid legislation. In particular, it will try to ensure that Agency efforts do indeed enhance food security, improve nutrition, and develop the private sector.

The following discussion presents an overview of the substance of the Act, contained in its three Titles, and of how USDA and A.I.D. are using the new legislation to improve food security around the world.

## ***P.L. 480 - TITLE I: Trade and Development Assistance***

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Under the new legislation, Title I, managed by the U.S. Department of Agriculture, remains a concessional loan program for developing countries that are able to pay for food aid, but are experiencing foreign exchange difficulties. Priority is given to countries that demonstrate the greatest need for food; that undertake economic reforms to improve food security and agricultural development, alleviate poverty, and promote broad-based equitable and sustainable development; and that have the demonstrated potential to become commercial markets for competitively priced U.S. agricultural commodities. Countries pay for commodities in dollars at concessional interest rates with a maximum 30-year term and maximum grace period for repayment of principal of seven years. On an exceptional basis, the Secretary of Agriculture may accept repayments of loans in local currencies which may, in turn, be used in the recipient country for activities that promote agricultural development and trade, or be used to repay obligations to the U.S. government. By investing in agriculture, trade promotion and public infrastructure (e.g. roads and ports), Title I activities can assist a country in meeting its long-term food security requirements.

In response to the new legislation, the Department of Agriculture has issued new guidance for their Foreign Agricultural Service Counselors and Attaches. The guidance places special emphasis on supporting development programs that are broad-based, equitable and sustainable in general, and that enhance food security in particular.

In FY 1991, USDA initiated agreements resulting in Title I country programs totalling \$442.8 million.

## ***P.L. 480 - TITLE II: Emergency and Private Assistance Programs***

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Title II, managed by A.I.D., continues to provide emergency and non-emergency food aid in support of development projects--in many cases the aid is given directly to individuals--through programs such as Supplementary Feeding, Food For Work, and Disaster Assistance. Because of the nature of the programs it supports, Title II has always enhanced food security, particularly at the household level. And it will do even more in this regard under the new Act, which increases the amount of food to be programmed by 25,000 metric tons a year from 1991 to 1995. The legislation also establishes a Food Aid Consultative group, composed of representatives from USDA, A.I.D., and each private voluntary organization and cooperative participating in program implementation. The group provides the U.S. government with advice on ways to increase the flexibility and effectiveness of Title II programming.

**Actions by the U.S. Government to Improve World Food Security**

<b>Activity</b>	<b>Purpose</b>	<b>Results</b>	<b>Beneficiaries</b>
<b>Famine Early Warning System (FEWS)</b>	Identify problems in the food supply system that could lead to famines.	Provides decision-makers timely information so that they can take action to prevent famines.	Governments and food-aid planners in Burkina Faso, Chad, Ethiopia, Mali, Niger, Mauritania, and Sudan.
<b>Maternal and Child Health (MCH) Supplementary Feeding Programs (Supported through Title II)</b>	Improve the dietary and nutritional status of pre-school children and high-risk women in developing country populations.	MCH Programs have been shown to increase the demand for and utilization of health services, and improve nutritional knowledge of recipients.	Reaches approximately 11.3 million women and children per year in 39 countries.
<b>A.I.D. Food Needs Assessment Manual and Software</b>	Determine the aggregate level of commodity shortfalls or surpluses in a given country or region.	Allows one to assess if there's enough food in country or region to feed the population at a given time.	A.I.D. Missions Worldwide. Used by all African Missions.
<b>Food and Nutrition Monitoring Project</b>	Provides technical assistance on food security and nutrition policy guidance and program design.	Encourages integration of food security and nutrition into other sector activities; and identifies population groups at greatest risk.	A.I.D. Missions, grantees, and host-country counterparts worldwide.
<b>School Feeding Programs (Supported through Title II)</b>	Increase school enrollment and attendance; improve the nutritional status of children in school; and improve the cognitive or academic performance of these children.	Can address childhood malnutrition while removing roadblocks to learning, and offsetting the costs of school attendance.	Worldwide program that was implemented in 15 countries in 1991.
<b>Agricultural Infrastructure Development (Typically supported through Titles I and III)</b>	Improve the infrastructure needed for better food production, storage, marketing and distribution.	Development of roads to increase farmers' access to markets; and construction of ports and storage facilities to receive and warehouse food stockpiles. Facilities crucial during emergencies and between harvests.	Producers, distributors and consumers of food throughout the developing world.
<b>Micro-Nutrient Food Fortification</b>	Fortify affordable and frequently consumed foods among populations deficient in iron, Vitamin A and Vitamin C.	Reduce major diseases and health deficiencies, such as anemia, respiratory infections, diarrhea, and complications of measles.	Worldwide applicability. Most successful programs have been in Indonesia, Bangladesh, Guatemala, Honduras and Costa Rica.

***Actions by the U.S. Government to Improve World Food Security***

<b>Activity</b>	<b>Purpose</b>	<b>Results</b>	<b>Beneficiaries</b>
<b>Disaster Preparedness</b>	Develop early warning systems to predict natural disasters that can cause crop failures and food shortages; and develop food emergency preparedness plans.	Stockpiles of food and adequate storage facilities are developed, allowing for quick disaster mitigation. Disaster preparedness is also gaining an institutional awareness and being incorporated into development programs.	Worldwide program that saves millions from becoming victims of disasters. Implemented in 7 countries in 1991.
<b>Food For Work Programs (Supported through Title II program)</b>	Deliver food aid while requiring a work response from recipients. Means of targeting truly needy, generating employment, and using food to achieve development results.	Increases income of recipients while promoting development of infrastructure, such as roads and other facilities that enhance food security. PVOs play a critical role in program implementation.	Worldwide program that was implemented in 20 countries in 1991.
<b>Refugee Relief (Supported through Title II program)</b>	Prevent famines and starvation by providing relief to civilians displaced by war, floods, famines and other man-made and natural disasters.	Efficient and rapid responses to requests for emergency relief have saved millions of lives. PVOs have played a critical role in distribution of refugee relief.	Worldwide program. In 1991, beneficiaries included Afghan refugees in Pakistan and Liberian refugees in several West African countries.
<b>Food Security in Africa Project (expanding into worldwide program next year)</b>	To provide A.I.D. Missions with technical assistance in food aid programming, in order to ensure all populations adequate access to food.	Has provided A.I.D. with great insight into household food consumption patterns and responses of farmers to changes in agricultural policies and technological advancements.	Pre-1992: Sub-Saharan Africa Missions. Post-1992: All Missions Worldwide.
<b>Policy Reform and Strengthening the Private Sector (Typically supported through Titles I and III)</b>	Encourage agricultural sector policy dialogue and reform; and strengthen the role of the private sector in importing and distributing food aid.	Changes in commodity prices to increase rural incomes and reduce subsidies the government cannot afford; and reduce government restraints on private sector. Food aid softens any temporary negative impacts on the poor during economic austerity programs.	Importers, traders, merchants, farmers, and consumers throughout the developing world.

Title II commodities are to be used to address famines and other urgent or extraordinary relief requirements; combat malnutrition, especially in children and mothers; promote economic and community development; carry out activities to alleviate the causes of hunger; promote sound environmental practices; and carry out feeding programs.

Title II programs continue to be carried out through private voluntary organizations (PVOs), Cooperative Development Organizations (CDOs), inter-governmental organizations, such as the World Food Program (WFP), and other multilateral organizations. Between 1986 to 1990, 59 percent of Title II commodities were delivered by PVOs, 24 percent by the World Food Program, and 17 percent through government-to-government programs.

In FY 1991, A.I.D. provided developing countries with \$803.2 million of Title II food aid.

### ***Impact of Emergencies on Title II***

Worldwide emergency food aid needs have increased dramatically in recent years. During these years, food aid for emergency relief, including support for refugees, displaced persons and returnees, accounted for about 40 percent of the total food aid sent to Africa. In that continent, many of the 47 sub-Saharan countries are currently facing exceptional food shortages and famine, caused by a combination of drought and civil strife that threaten populations in places such as the Sudan, Ethiopia, Angola, Liberia, Mozambique and Somalia. Due to the civil conflict in Liberia alone, the number of refugees receiving assistance in neighboring countries is estimated to have more than tripled during the last year.

The increasing number of refugees in the world demands greater need for emergency food. The United Nations High Commissioner for Refugees estimates that as of June 1991 there were over 17 million refugees in the world, of which 10 million will require food aid totalling approximately 1.9 million tons. As of June 1991, donor pledges covered just over half of the needed amount.

### ***Crucial Role of PVOs and CDOs in Title II Programs***

PVOs and cooperatives play a fundamental role in A.I.D.'s efforts to distribute Title II food aid in a manner that addresses food security needs worldwide. In 1991, eighteen PVOs and cooperatives operating in 62 countries received over one million tons of P.L. 480 commodities valued at \$270 million.

PVOs and CDOs have played a particularly critical role in carrying out supplemental feeding programs. In 1991, PVOs and CDOs used \$181.3 million of Title II commodities for this purpose, which represented 67 percent of funds directed into feeding programs during the year. The remaining \$89 million of supplemental feeding commodities were delivered by the World Food Program (WFP).

Because they are able to mobilize staff and resources quickly in even the most remote regions of the world, PVOs are key actors in disaster relief. In recent years, they have expanded their efforts to address longer-term development needs and the root causes of hunger, poverty and vulnerability to disasters.

Recognition of the key role played by PVOs and CDOs in Title II program implementation is reflected in the allocation of \$10 to \$13.5 million for such organizations under Section 202(e) of the new P.L. 480. Funds will assist these groups in establishing new Title II programs and in defraying the costs associated with carrying out existing activities.

### ***P.L. 480 - TITLE III: Food For Development***

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It is in this completely new Title III that the concept of ranking and grouping countries according to the Food Security Index comes into play. Section 302 of the 1990 Act specifies how countries qualify for this new Title III assistance based on criteria of poverty and food deficits, and uses some of the same indicators employed in the Index, but in a simple and more transparent way.

#### ***Applying the Food Security Index to Determine Title III Country Eligibility***

The poverty criteria established in Section 302 are those used by the World Bank to determine the Civil Works Preference list, which for their FY 1990-1991 included countries with a per capita GNP of less than \$580. Such countries are thereby considered "least developed" for purposes of Title III eligibility.

Countries that do not meet the poverty criteria may still be considered "least developed" for purposes of Title III eligibility **if they meet each of the following three food deficit criteria** established in the statute:

1. that the daily per capita consumption of the country is less than 2300 calories;
2. that the mortality rate of children under five years of age in the country is in excess of 100 per 1000 births; and
3. that the country is unable to meet its food security requirements through domestic production or imports due to a shortage of foreign exchange earnings.

Once A.I.D. determines that a country is eligible for Title III food aid, that country's eligibility will extend over the multiyear life of an approved Title III program. However, a country will remain eligible to **initiate** a Title III program for

only one year. A new determination of Title III country eligibility for initiating new programs will be made each year.

Based on 1988-89 data, 56 countries are identified as "least developed," and therefore considered eligible for Title III food aid in FY 1992. Of these, 49 meet the poverty criteria and an additional 7 countries meet all three food deficit criteria. Of the total, 36 countries are in Africa, 14 in Asia and the Near East, and 6 in Latin America and the Caribbean.

Although a country satisfies the definition of a "least developed country," it might not be provided assistance under Title III if other statutory or policy restrictions or funding constraints on providing assistance to that country exist.

Fourteen Title III agreements valued at approximately \$276.7 million (or 1.4 million metric tons of agricultural commodities) were signed for 1991.

Planning for FY 1992 and beyond is underway. Areas of emphasis are (1) enhancing food security, including support for nutrition and child survival activities; (2) providing sufficient technical assistance to design and support multiyear programs; (3) identifying alternatives to continued reliance on para-statal grain marketing boards or private monopolies to receive and distribute food aid; and (4) integrating Title III with strategic development objectives.

### ***Section 416 (b)***

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Section 416 (b) of the Agricultural Act of 1949 continues to allow the donation of surplus agricultural commodities owned by the Commodities Credit Corporation (CCC) to developing countries and to friendly countries. In addition to filling food gaps in emergency situations, Section 416(b) commodities are utilized to relieve temporary commodity shortfalls and generate local funds to assist needy people. As of FY 1992, these programs will be managed and implemented by USDA.

### ***Food for Progress***

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The Food for Progress program, created in 1985, was also reauthorized last year. Initially created to provide commodity assistance in recognition of a developing country's progress towards democracy and open market systems, the law was amended to facilitate the eligibility of emerging democracies for Food for Progress. During the past year, commodities used in Food for Progress programs have been sourced from both P.L. 480 Title I and Section 416 (b).

## *A Sample of Projects Addressing Food Security*

The U.S. government has, of course, been a major player in food, nutrition, health and agricultural reform efforts for more than four decades. Agricultural development has been a target of U.S. development assistance virtually from its inception. For years the Department of Agriculture has been publishing Food Needs and Availabilities reports that predict which countries of the world will have food supply shortfalls and consumption obstacles, due to droughts, lack of foreign currency and other problems.

Food security is a major focus of A.I.D.'s Development Fund for Africa initiative and was a major feature of a recently conducted study of all Latin American and Caribbean countries. Food security has also been addressed by many of A.I.D.'s child survival activities. In 1990, 23 A.I.D.-funded child survival projects reported they were programming almost \$80 million worth of P.L.480 commodities into their health activities.

Following are highlights of a number of other ongoing USDA and A.I.D. projects, which illustrate how food aid legislation gets translated into action. (Descriptions of additional projects can be found in Annex 2.)

### ***Food Aid Effects on Recipient Countries***

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In 1977, Congressional concern about potential disincentive effects of food aid on local agricultural production and marketing resulted in the Bellmon Amendment--Section 401(b)--to Public Law 480. Congress' special concern over the adequacy of food storage and handling facilities in P.L. 480 recipient countries was also addressed in this amendment. The 1990 Food for Peace Act retained most provisions of the Bellmon amendment, and added requirements to (1) consult with other donor organizations to ensure that food aid programs will not have a disruptive effect on farmers or the local economy of the recipient country; (2) update and formalize the process by which such a determination is made; and (3) continually update and validate the determination based upon whatever methodology is developed.

In response to Congressional concerns, USDA and A.I.D. are working together to improve the quality of their analyses of food aid disincentive effects and to establish a standard methodology for a spreadsheet software program which food aid analysts will use to measure such effects.

## ***A.I.D. Food Needs Assessment Manual and Software***

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A.I.D. has recently updated its Food Needs Assessment Manual and Software for use by Mission staff to determine the aggregate food needs of a country or region. The results will be used both in programming food aid and in determining the aggregate level of commodity shortfalls or surpluses. Once the aggregate analysis has been completed, the analyst will have the answer to one important question: Is there enough food in the country or region to feed the population at a given level?

The Food Needs Assessment is generally carried out on a national or aggregate level, though it has the potential to be used at the regional, local or even household level. Unfortunately, application at the sub-national level is frequently constrained by lack of data.

## ***Food and Nutrition Monitoring Project***

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The Food and Nutrition Monitoring Project (FNMP) provides technical support to A.I.D. Missions, PVOs, and host country public and private sector counterparts. The project aims to ensure that those who design development policies and programs take into account their impact on food security and nutritional status. The project, which builds Agency and local capacity to acquire and utilize food security and nutritional data, has the following objectives:

1. development and maintenance of food security and nutrition monitoring systems that include the integration of nutrition concerns in diverse sector activities such as agriculture, planning and health;
2. identification of population groups most at risk for undernutrition and food insecurity;
3. determination of appropriate methods to improve the availability, relevance, and quality of food and nutrition information;
4. establishment of a cadre of well-trained individuals to maintain the established food and nutrition monitoring programs; and
5. development of regular information exchange opportunities including seminars, workshops and newsletters.

## ***Food Aid Indefinite Quantity Contract***

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The Agency for International Development has awarded an indefinite quantity contract (IQC) to three firms to provide technical support in the areas of food aid programming and management. The firms will provide services to A.I.D. Washington offices, field missions, private voluntary organizations (PVOs), and host government entities in any or all A.I.D.-assisted countries. Assistance will be available for program design of Titles II and III, program assessments and evaluation, food security policy studies, program management guidance and logistics, management information systems, and training.

## ***Food Security in Africa Project***

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Based on the positive findings and recommendations of a recently completed evaluation, this seven-year-old A.I.D. project will be expanded next year from a Sub-Saharan into a worldwide effort, and will shift from a primary emphasis on increasing food supplies to ensuring adequate access to food. To date, the project has conducted operational research and provided Missions in Sub-Saharan Africa with technical assistance in food aid programming.

This applied research project has had a strong operational and problem-solving orientation, focusing on four themes as they relate to food security. These are (1) international trade, (2) public and private sector roles, (3) agricultural technology, and (4) the linkages among food production, marketing and consumption.

Research conducted by the Food Security in Africa Project has increased A.I.D.'s understanding of how different categories of households are affected by different government and donor interventions. The project has made major contributions towards food security issues by identifying trends in household consumption patterns, including the diversity of household strategies for dealing with short-term food emergencies; it has also unmasked incorrect "conventional wisdom" about the capability of farmers, traders, and government managers to respond to policy reforms, institutional changes and technological improvements.

## ***Micro-Nutrient Food Fortification Initiatives***

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A.I.D. has been addressing micro-nutrient deficiencies through various food fortification and direct supplementation efforts. Vitamin A fortification has been carried out successfully in some countries with the assistance of the U.S. government. Efforts have included the fortification of wheat in Bangladesh with vitamin A, and the fortification of sugar in Guatemala, Honduras and Costa Rica with vitamin A. The latter programs were very successful and are now being implemented in Latin America.

In recognition of the need for and efficacy of fortification, A.I.D. has substantially increased the level of vitamin A in all its blended and fortified food aid commodities. With the cooperation and support of the USDA's Agriculture Stabilization and Conservation Service, A.I.D. is also performing quality assurance tests in anticipation of doubling the level of iron fortification, and is researching the potential for increasing vitamin C levels and improving the absorption of iron.

While fortification is an appropriate vehicle to supply needed micronutrients, the challenge is to find a food that is accessible, affordable, and desired by the target population.

## ***Conclusion***

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For generations, the American people have been troubled by the tragedy of world hunger and given generously to combat it. At times the prospect of a hunger-free world has seemed impossibly remote; at other times it has seemed within view, if not altogether within reach. Whatever the prospect at any given moment, whether daunting or hopeful, no effort goes unrewarded or is completely without consequences. If we can make our efforts more efficient and use our resources to their maximum potential, we will have done what can reasonably be expected.

In a perfect world, there would be no hunger and suffering; in the world we inhabit, we can at least strive so there will be less.

**Annex 1****Percent Malnourished Children In Developing Countries  
Receiving U.S. Food Assistance / 1**

Country	Percent Malnourished/2	Survey Type	Year Of Survey
<b>Africa</b>			
Benin	35.0	Clinics	1987
Burkina Faso	45.5	Clinics	1987
Burundi	38.3	National	1987
Cape Verde	13.6	National	1985
Cen.Afr.Rep	39.4	National	1972
Congo	23.5	National	1987
Cote D'Ivoire	12.4	National	1986
Ethiopia	38.1	National	1982
Gambia	18.8	Urban	1982
Ghana	30.7	National	1988
Guinea-Bissau	23.4	National	1980
Kenya	20.5	National	1982
Lesotho	13.2	National	1981
Liberia	20.3	National	1976
Madagascar	32.8	National	1984
Malawi	30.0	National	1981
Mali	31.0	National	1987
Mauritania	36.4	N/A	1987
Mauritius	23.9	National	1985
Mazambique	27.0	Local	1978
Niger	49.4	National	1985
Sao Tome/Princ.	17.0	National	1986
Senegal	21.6	National	1986
Sierra Leone	23.2	National	1977
Somalia	54.1	Nat/Drought	1976
Sudan	55.2	Famine Data	1983
Swaziland	9.7	National/Rural	1984
Togo	24.4	National	1988
Uganda	23.3	Regional	1989
Zaire	18.9	District	1983
<b>Asia/Near East</b>			
Bangladesh	61.4	National/Rural	1986
Egypt	13.3	National	1988
India	63.7	Regional	1987
Indonesia	51.3	National	1987
Lebanon	3.0	Rural/Beirut	1986
Morocco	15.7	National	1987
Nepal	69.6	National	1975
Pakistan	51.5	National	1985
Philippines	17.7	National	1987
Sri Lanka	38.1	National	1987
Thailand	25.8	National	1987
Tunisia	10.4	National	1988

*Continued on next page*

Country	Percent Malnourished/2	Survey Type	Year Of Survey
<i>Latin America</i>			
Bolivia	13.3	National	1989
Brazil	5.1	National	1989
Dominican Rep	12.5	National	1986
Ecuador	16.5	National	1987
El Salvador	15.5	Urban/Rural	1988
Guatemala	33.5	National	1987
Guyana	22.1	National	1981
Haiti	37.4	National	1978
Honduras	20.6	National	1987
Jamaica	9.2	National	1989
Mexico	13.9	National	1988
Nicaragua	10.5	National	1982
Panama	15.7	National	1980
Peru	13.4	National	1984

\1 Only U.S. food recipients for which data was available are represented.

\2 Percent of children in various age groups under five years of age who are seriously underweight for their age. Most use growth standards established by the National Center for Health Statistics.

**Source:** Data compiled by Rae Galloway in "Global Indicators of Nutritional Risk," World Bank Working Paper Series 591, Feb. 1991. Data from A.I.D.-funded Demographic and Health Surveys, the World Health Organization, and other international organizations.

## **Annex 2**

### ***Other On-Going A.I.D. Projects with Direct Implications for Food Security***<sup>1</sup>

#### ***Famine Early Warning System (FEWS)***

This A.I.D. project is meant to identify problems in the food supply system that could lead to famine conditions in seven food-insecure African countries (Burkina Faso, Chad, Ethiopia, Mali, Mauritania, Niger and Sudan). FEWS works closely with the governments of the seven countries to strengthen national data collection efforts, and to provide timely information to decision makers about potential famine situations, so that they may authorize timely initiatives to prevent famine outbreaks.

#### ***Program Performance Information System for Strategic Management (PRISM)***

Food security has been added as a priority objective to be monitored, through A.I.D.'s new "Program Performance Information System for Strategic Management." The system is being developed to help the Agency better monitor its performance in achieving its objectives in the areas of economic growth, democratic development, environment and natural resources, and quality of life. PRISM is being built upon the strategic objectives and indicators developed by A.I.D. field Missions around the world.

#### ***Targeted Consumer Food Subsidies and the Role of U.S. Food Aid Programming in Africa***

This A.I.D.-sponsored workshop, held in January 1991, reviewed the experience of numerous institutions in targeting food assistance to low-income households and identifying cost-effective approaches to targeting food subsidies to food-insecure households in sub-Saharan Africa. Many conclusions were drawn from the workshop that will assist staff in designing and managing food aid programs.

#### ***Functional Implications of Marginal Malnutrition, Collaboration Research Support Program (CRSP)***

CRSP tests the proposition that food intake is causally related to human biological and behavioral performance. The Nutrition CRSP has generated one of the richest food-nutrition data sets ever collected in developing countries, and has shown important results concerning malnutrition in Egypt, Kenya and Mexico.

#### ***Multi-Sectoral Food and Nutrition IQC***

This project provides short-term technical services in nutrition to A.I.D. programs in nutrition-relevant sectors such as agriculture, health, planning, education, environment and rural development. The overall goal is to assist developing country governments to design multisectoral nutrition strategies to combat malnutrition.

#### ***Nutrition Education and Social Marketing Field Support***

This initiative assists A.I.D. missions, host country institutions, private voluntary organizations and other organizations in the public and private sector to design, evaluate and disseminate nutrition messages using a range of methods from popular mass media to face-to-face encounters.

<sup>1</sup> This list is not exhaustive, but illustrative of A.I.D. Washington projects.

### **Combating Iron Deficiency Anemia**

This project aims to reduce the effects of iron deficiency anemia by providing technical advice and assistance to developing country private and public organizations, as well as other donors. The project has a strong research and development component, focusing on developing new diagnostic techniques and iron supplementation and fortification methodologies.

### **Vitamin A for Health**

Vitamin A for Health assists PVOs and host country governments in promoting and assessing vitamin A needs, and implementing and evaluating programs for the prevention of nutritional blindness and associated morbidity and mortality due to vitamin A deficiency.

### **Women's and Infant's Nutrition**

This activity provides an integrated package of appropriate feeding services and technical assistance in formulating and implementing sustainable activities to improve infant and young child nutrition; and to develop new approaches to improving the nutrition of adolescent girls and reproductive-aged women.

### **Food Technology and Enterprise for Development**

This project aims to create or adapt existing food processing and marketing technologies in order to increase the quantity, nutritional quality, safety and affordability of foods consumed by malnourished poor women and children in selected developing countries and to strengthen local food processing and marketing technologies.

### **Maternal and Neonatal Health and Nutrition (MOTHERCARE)**

MOTHERCARE is designed to improve pregnancy outcomes by strengthening and increasing the utilization of services and influencing behaviors that affect the health and nutritional status of mothers and their newborn infants.

### **Demographic and Health Surveys (DHS)**

DHS is designed to improve health and family planning data, including anthropometric surveys (e.g., weight for age and height for age) of children. These surveys allow one to measure the nutritional status and growth of children.

## **Annex 3**

### *Country Food Aid Micro-Profiles For Fy 1991*

<u><b>Afghanistan</b></u>	<b>Title II:</b> Contribution to WFP valued at \$30.1 million providing 160,000 MT of wheat for feeding Afghan refugees. <b>TOTAL:</b> \$30.1 million
<u><b>Albania</b></u>	<b>Title II:</b> Emergency agreement through PVO valued at \$439,300 providing 476 MT of vegetable oil and pinto beans. <b>TOTAL:</b> \$439,300 million
<u><b>Angola</b></u>	<b>Title II:</b> Emergency programs through PVOs and WFP valued at \$15.1 million providing 26,974 MT of food for relief programs. <b>TOTAL:</b> \$15.1 million
<u><b>Bangladesh</b></u>	<b>Title II:</b> PVO and WFP programs valued at \$27.7 million providing 145,505 MT of wheat for use in Food for Work projects employing 6.9 million recipients and for monetization. <b>Title III:</b> One-year private sector and economic policy reform program valued at \$69.6 million providing 392,000 MT of wheat. <b>TOTAL:</b> \$97.3 million
<u><b>Benin</b></u>	<b>Title II:</b> PVO and WFP programs valued at \$2.2 million providing 4,021 MT of food for feeding programs. <b>Section 416(b):</b> Contribution of 500 MT of sorghum, valued at \$95,700, through WFP. <b>TOTAL:</b> \$2.3 million
<u><b>Bhutan</b></u>	<b>Title II:</b> Contribution to WFP valued at \$606,200 providing 1,280 MT of food for school feeding and other nutrition programs. <b>TOTAL:</b> \$606,200
<u><b>Bolivia</b></u>	<b>Title II:</b> PVO and WFP programs valued at \$25.7 million providing 56,099 MT of food for regular and emergency feeding programs and Food for Work. <b>Title III:</b> One-year agricultural program valued at \$21.4 million providing 174,000 MT of wheat. <b>TOTAL:</b> \$47.1 million
<u><b>Brazil</b></u>	<b>Title II:</b> Contribution to WFP valued at \$1.8 million providing 7,332 MT of food for school feeding programs with 2.6 million recipients. <b>Section 416(b):</b> Contribution of 5,238 MT of corn, valued at \$927,200, through WFP. <b>TOTAL:</b> \$2.7 million

<u><b>Bulgaria</b></u>	<p><b>Section 416(b):</b> \$16.5 million agreement providing 100,000 MT of corn.</p> <p><b>TOTAL:</b> \$16.5 million</p>
<u><b>Burkina Faso</b></u>	<p><b>Title II:</b> PVO emergency and regular programs and contribution to WFP valued at \$14.6 million providing 30,292 MT of food for feeding and relief programs and Food for Work.</p> <p><b>Section 416(b):</b> Bilateral agreement providing 22,000 MT of sorghum and separate agreement providing 3,756 MT of sorghum through WFP, valued at \$8 million.</p> <p><b>TOTAL:</b> \$22.6 million</p>
<u><b>Burundi</b></u>	<p><b>Title II:</b> Contribution to WFP valued at \$16,900 providing 45 MT of bulgur wheat for use in Food for Work projects.</p> <p><b>TOTAL:</b> \$16,900</p>
<u><b>Cape Verde</b></u>	<p><b>Title II:</b> Contribution to WFP valued at \$463,000 providing 1,217 MT of food for school feeding programs.</p> <p><b>Section 416(b):</b> Agreement providing 18,000 MT of corn valued at \$2.9 million.</p> <p><b>TOTAL:</b> \$3.4 million</p>
<u><b>Central African Republic</b></u>	<p><b>Title II:</b> Contribution to WFP valued at \$586,600 providing 1,600 MT of corn meal for Food for Work projects.</p> <p><b>TOTAL:</b> \$586,600</p>
<u><b>Chad</b></u>	<p><b>Title II:</b> Contribution to WFP valued at \$2.2 million providing 6,118 MT of CSB, rice, SFCM, and SFSG.</p> <p><b>Title III:</b> One-year food security improvement program valued at \$5.1 million providing 11,022 MT of wheat flour.</p> <p><b>Section 416(b):</b> Two agreements providing 15,000 MT of sorghum valued at \$6.6 million.</p> <p><b>TOTAL:</b> \$13.9 million</p>
<u><b>Congo</b></u>	<p><b>Title I:</b> \$2 million program providing 7,000 MT of rice.</p> <p><b>Title II:</b> Contribution to WFP valued at \$59,500 providing 175 MT of rice for Food for Work.</p> <p><b>TOTAL:</b> \$2.1 million</p>
<u><b>Costa Rica</b></u>	<p><b>Title I:</b> \$15 million program for 101,000 MT of wheat</p> <p><b>TOTAL:</b> \$15 million</p>
<u><b>Cote d'Ivoire</b></u>	<p><b>Title I:</b> \$10 million program providing 30,000 MT of rice.</p> <p><b>Title II:</b> Contribution to WFP valued at \$2.3 million providing 5,000 MT of rice for feeding programs.</p> <p><b>TOTAL:</b> \$12.3 million</p>

**Dominican Republic**

**Title II:** PVO and WFP programs valued at \$1.6 million providing 3,171 MT of food for feeding programs and Food for Work and for monetization.

**TOTAL:** \$1.6 million

**Ecuador**

**Title II:** Contribution to WFP valued at \$901,000 providing 5,000 MT of corn for feeding programs.

**Section 416 (b):** \$4.5 million agreement providing 36,000 MT of sorghum.

**TOTAL:** \$5.4 million

**Egypt**

**Title I:** \$165 million program providing 1.3 million MT of wheat and wheat flour.

**Section 416(b):** \$67.1 million agreement providing 405,785 MT of butter/butter oil, corn, and sorghum.

**TOTAL:** \$232.1 million

**El Salvador**

**Title I:** \$35 million program providing 177,000 MT of wheat, vegetable oil, and tallow.

**Title II:** PVO and WFP programs valued at \$5.1 million providing 11,736 MT of food for feeding programs and Food for Work.

**Section 416(b):** \$3.1 million agreement providing 6,762 MT of non-fat dry milk.

**TOTAL:** \$43.2 million

**Ethiopia**

**Title II:** PVO and WFP regular and emergency programs valued at \$117.2 million providing 227,455 MT of food for relief feeding programs and Food for Work, and for monetization.

**TOTAL:** \$117.2 million

**Gambia**

**Title II:** PVO and WFP programs valued at \$1.7 million, providing 4,503 MT of food for feeding and relief programs and Food for Work.

**TOTAL:** \$1.7 million

**Gaza**

**Title II:** PVO program valued at \$1.1 million providing 2,439 MT of food for general relief and feeding programs.

**TOTAL:** \$1.1 million

**Ghana**

**Title II:** PVO and WFP programs valued at \$5.9 million providing 21,336 MT of food for feeding and relief programs, Food for Work, and monetization.

**Title III:** One-year policy reform/fertilizer marketing privatization program valued at \$10 million providing 49,000 MT of wheat.

**TOTAL:** \$15.9 million

<u><b>Guatemala</b></u>	<p><b>Title I:</b> \$18 million agreement providing 142,000 MT of wheat and rice.</p> <p><b>Title II:</b> PVO and WFP programs valued at \$11.5 million providing 30,383 MT of food for feeding programs, Food for Work, and monetization.</p> <p><b>Section 416(b):</b> \$3.2 million agreement providing 20,000 MT of corn.</p> <p><b>TOTAL:</b> \$32.7 million</p>
<u><b>Guinea</b></u>	<p><b>Title III:</b> One-year agricultural market liberalization program valued at \$10 million providing 22,058 MT of rice.</p> <p><b>TOTAL:</b> \$10 million</p>
<u><b>Guinea-Bissau</b></u>	<p><b>Title II:</b> Contribution to WFP valued at \$95,600 providing 271 MT of food for feeding programs.</p> <p><b>TOTAL:</b> \$95,600</p>
<u><b>Guyana</b></u>	<p><b>Title I:</b> \$7 million program providing 57,000 MT of rice.</p> <p><b>TOTAL:</b> \$7 million</p>
<u><b>Haiti</b></u>	<p><b>Title II:</b> Bilateral, PVO, and WFP programs valued at \$12.5 million providing 28,470 MT of food for feeding and relief programs and Food for Work.</p> <p><b>Title III:</b> One-year policy reform program valued at \$20.3 million providing 45,745 MT of wheat flour, soybean meal, and pinto beans.</p> <p><b>TOTAL:</b> \$32.8 million</p>
<u><b>Honduras</b></u>	<p><b>Title II:</b> PVO and WFP programs valued at \$7.5 million providing 19,964 MT of food for feeding programs, Food for Work, and monetization.</p> <p><b>Title III:</b> One-year agricultural policy reform program valued at \$13.1 million providing 92,645 MT of wheat.</p> <p><b>TOTAL:</b> \$20.6 million</p>
<u><b>India</b></u>	<p><b>Title II:</b> PVO and WFP programs valued at \$112.9 million providing 230,213 MT of food for feeding and relief programs, Food for Work, and monetization.</p> <p><b>Section 416(b):</b> Agreement through WFP valued at \$5.3 million providing 3,000 MT of butter oil.</p> <p><b>TOTAL:</b> \$118.2 million</p>
<u><b>Indonesia</b></u>	<p><b>Title II:</b> PVO program valued at \$7.1 million providing 20,444 MT of food for feeding programs, Food for Work, and monetization.</p> <p><b>TOTAL:</b> \$7.1 million</p>

**Jamaica**

**Title I:** \$40 million program providing 271,000 MT of wheat, rice, and corn.

**Title II:** PVO program valued at \$4.7 million providing 31,000 MT of corn for monetization.

**Section 416(b)** valued at \$2.6 million providing 3,100 MT of butter/butter oil.

**TOTAL:** \$47.3 million

**Jordan**

**Section 416(b):** \$30.5 million agreement providing 241,000 MT of corn and sorghum.

**TOTAL:** \$30.5 million

**Kenya**

**Title II:** PVO program valued at \$2.6 million providing 6,856 MT of vegetable oil and wheat for feeding and relief programs, Food for Work, and monetization.

**Title III:** Three-year agricultural policy reform program valued at \$30 million providing \$10 million of wheat per year (47,300 MT during 1991).

**TOTAL:** \$12.6 million

**Lebanon**

**Title II:** PVO emergency program valued at \$15.4 million providing 22,421 MT of food for refugee feeding programs.

**TOTAL:** \$15.4 million

**Lesotho**

**Title II:** Contribution to WFP valued at \$2.1 million providing 4,995 MT of corn meal for Food for Work projects.

**TOTAL:** \$2.1 million

**Liberia**

**Title II:** PVO and WFP emergency programs valued at \$76.3 million providing 132,711 MT of food for refugees and displaced persons.

**TOTAL:** \$76.3 million

**Madagascar**

**Title II:** PVO and WFP programs valued at \$11.2 million providing 21,780 MT of food for feeding and relief programs and Food for Work.

**TOTAL:** \$11.2 million

**Malawi**

**Title II:** Bilateral and WFP emergency programs valued at \$10.3 million providing 23,000 MT of corn for feeding programs.

**Section 416(b):** \$26.5 million through WFP providing 45,000 MT of corn.

**TOTAL:** \$36.8 million

**Mali**

**Title II:** Bilateral, PVO, and WFP programs valued at \$6 million providing 13,554 MT of food for feeding programs, Food for Work, and relief activities.

**Title III:** Two-year agricultural policy reform program valued at \$13.3 million, of which \$6.2 million approved for FY 91 providing 10,512 MT of rice.

**TOTAL:** \$12.2 million

**Mauritania**

**Title II:** PVO and WFP programs valued at \$8.1 million providing 23,098 MT of food for feeding and relief programs and Food for Work.

**TOTAL:** \$8.1 million

**Mauritius**

**Title II:** Contribution to WFP valued at \$33,200 providing 102 MT of food for feeding programs.

**TOTAL:** \$33,200

**Mexico**

**Title II:** WFP programs valued at \$692,900 providing 1,325 MT of food for emergency feeding activities.

**Section 416(b):** Agreements providing 227,408 MT of corn, butter oil, and non-fat dry milk valued at \$29.7 million.

**TOTAL:** \$30.4 million

**Mongolia**

**Title II:** Bilateral agreement valued at \$8.6 million providing 30,000 MT of wheat.

**TOTAL:** \$8.6 million

**Morocco**

**Title I:** \$35 million agreement providing 203,000 MT of wheat and vegetable oil.

**Title II:** PVO programs valued at \$5.3 million providing 13,925 MT of rice, vegetable oil, and wheat flour for feeding programs.

**TOTAL:** \$40.3 million

**Mozambique**

**Title II:** Bilateral, PVO, and WFP programs valued at \$21.8 million providing 94,875 MT of food for feeding and relief programs and Food for Work.

**Title III:** Two-year food security policy reform program valued at \$46 million, of which \$18.9 million approved in FY 1991 providing 80,000 MT of corn, wheat, and rice.

**Section 416(b):** \$11.5 million agreement through WFP providing 30,000 MT of corn.

**TOTAL:** \$52.2 million

<u><b>Nepal</b></u>	<p><b>Title II:</b> Contribution to WFP valued at \$1.8 million providing 3,000 MT of wheat-soy blend.</p> <p><b>Section 416(b):</b> \$890,000 agreement providing 1,700 MT of non-fat dry milk and butter oil.</p> <p><b>TOTAL:</b> \$2.7 million</p>
<u><b>Nicaragua</b></u>	<p><b>Title I (Food for Progress):</b> \$32.5 million agreement providing 143,000 MT of wheat, rice, vegetableoil, soybeans, tallow, and dry edible beans.</p> <p><b>Title II:</b> PVO emergency program valued at \$2.2 million providing 2,625 MT of vegetable oil for disaster relief.</p> <p><b>TOTAL:</b> \$34.7 million</p>
<u><b>Niger</b></u>	<p><b>Title II:</b> Contribution to WFP valued at \$1.8 million providing 6,060 MT of food for relief programs.</p> <p><b>Section 416(b):</b> \$12.2 million agreement providing 35,000 MT of sorghum.</p> <p><b>TOTAL:</b> \$14 million</p>
<u><b>I anama</b></u>	<p><b>Title I (Food for Progress):</b> \$15 million agreement providing 28,000 MT of vegetable oil.</p> <p><b>Title II:</b> Contribution to WFP valued at \$40,600 providing 350 MT of corn for feeding programs.</p> <p><b>TOTAL:</b> \$15 million</p>
<u><b>Pakistan</b></u>	<p><b>Title II:</b> Contribution to WFP valued at \$522,000 providing 1,200 MT of wheat-soy blend for feeding programs.</p> <p><b>TOTAL:</b> \$522,000</p>
<u><b>Persian Gulf Region</b></u>	<p><b>Title II:</b> WFP program valued at \$27.9 million providing 47,757 MT of food for disaster relief and refugee feeding programs in the region.</p> <p><b>TOTAL:</b> \$27.9 million</p>
<u><b>Peru</b></u>	<p><b>Title II:</b> PVO and programs valued at \$55.8 million providing 145,244 MT of food for feeding programs, Food for Work, and monetization.</p> <p><b>Title III:</b> One-year policy reform program valued at \$29.4 million providing 176,000 MT of wheat.</p> <p><b>Section 416(b):</b> \$17.5 million program providing 116,500 MT of corn and sorghum.</p> <p><b>TOTAL:</b> \$102.7 million</p>
<u><b>Philippines</b></u>	<p><b>Title I:</b> \$15 million program providing 67,000 MT of oilseeds.</p> <p><b>Title II:</b> PVO programs valued at \$22.3 million providing 54,612 MT of food for feeding programs.</p> <p><b>TOTAL:</b> \$37.3 million</p>

<u><b>Romania</b></u>	<p><b>Section 416(b) (Food for Progress):</b> \$36.5 million agreement providing 207,500 MT of butter/butter oil and corn.</p> <p><b>TOTAL:</b> \$36.5 million</p>
<u><b>Sao Tome &amp; Principe</b></u>	<p><b>Title II:</b> Contribution to WFP valued at \$634,500 providing 2,104 MT of food for feeding activities and Food for Work.</p> <p><b>TOTAL:</b> \$634,500</p>
<u><b>Senegal</b></u>	<p><b>Title II:</b> Contribution to WFP valued at \$2.6 million providing 8,271 MT of corn meal and rice for feeding programs and Food for Work.</p> <p><b>Section 416(b)</b> agreement through WFP valued at \$1.5 million providing 7,000 MT of sorghum.</p> <p><b>TOTAL:</b> \$4.1 million</p>
<u><b>Sierra Leone</b></u>	<p><b>Title I:</b> \$5 million program providing 29,000 MT of wheat and rice.</p> <p><b>Title II:</b> PVO and WFP programs valued at \$948,500 providing 2,168 MT of food for feeding and relief programs, Food for Work, and monetization.</p> <p><b>TOTAL:</b> \$5.9 million</p>
<u><b>Somalia</b></u>	<p><b>Title II:</b> WFP emergency program valued at \$5.7 million providing 12,210 MT of sorghum, wheat flour, and pinto beans for refugee feeding.</p> <p><b>TOTAL:</b> \$5.7 million</p>
<u><b>Sri Lanka</b></u>	<p><b>Title I:</b> \$12.3 million program providing 93,000 MT of wheat.</p> <p><b>Title III:</b> Three-year agricultural policy reform program valued at \$137.7 million, of which \$45.9 million is approved for FY 1991, providing 257,200 MT of wheat.</p> <p><b>TOTAL:</b> \$58.2 million</p>
<u><b>Sudan</b></u>	<p><b>Title II:</b> Bilateral, PVO, and WFP programs valued at \$87.3 million providing 239,794 MT of food for relief and feeding programs, Food for Work, and monetization.</p> <p><b>Section 416(b):</b> \$25.9 million agreement through WFP providing 55,940 MT of commodities.</p> <p><b>TOTAL:</b> \$113.2 million</p>
<u><b>Swaziland</b></u>	<p><b>Title II:</b> Contribution to WFP valued at \$434,600 providing 907 MT of CSB for relief programs.</p> <p><b>TOTAL:</b> \$434,600</p>

<b><u>Thailand</u></b>	<p><b>Title II:</b> Contribution to UNBRO emergency program valued at \$2.4 million providing 2,400 MT of vegetable oil for feeding Cambodian refugees along the Thai border.</p> <p><b>TOTAL:</b> \$2.4 million</p>
<b><u>Togo</u></b>	<p><b>Title II:</b> PVO and WFP programs valued at \$3.9 million providing 11,328 MT of food for feeding and relief programs, Food for Work, and monetization.</p> <p><b>Section 416(b):</b> Agreement through WFP valued at \$108,400 providing 600 MT of sorghum.</p> <p><b>TOTAL:</b> \$4 million</p>
<b><u>Tunisia</u></b>	<p><b>Title I:</b> \$15 million program providing 127,000 MT of wheat and corn.</p> <p><b>TOTAL:</b> \$15 million</p>
<b><u>Uganda</u></b>	<p><b>Title II:</b> PVO program valued at \$3.2 million providing 2,450 MT of vegetable oil for monetization.</p> <p><b>Title III:</b> One-year macroeconomic policy reform program valued at \$10 million providing 18,000 MT of tallow.</p> <p><b>TOTAL:</b> \$13.2 million</p>
<b><u>Yemen</u></b>	<p><b>Title I:</b> \$5 million program for 15,000 MT of rice.</p> <p><b>TOTAL:</b> \$5 million</p>
<b><u>West Bank</u></b>	<p><b>Title II:</b> PVO program valued at \$1.4 million providing 2,967 MT of food for feeding and relief programs and Food for Work projects.</p> <p><b>TOTAL:</b> \$1.4 million</p>
<b><u>Zaire</u></b>	<p><b>Title I:</b> \$16 million program providing 91,000 MT of wheat.</p> <p><b>Title III:</b> One-year program to improve health care access valued at \$7 million providing 34,600 MT of wheat.</p> <p><b>TOTAL:</b> \$23 million</p>

\*All dollar figures and commodity tonnages are for actual shipments during FY 1991.

\*\*Program figures include transportation costs, where applicable.