OFFICE OF FOOD FOR PEACE

Bureau for Democracy, Conflict and Humanitarian Assistance
DCHA

Strategic Plan for 2006-2010

May 2005

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I.   Executive Summary

During this Strategy period (2006-2010), the Office of Food for Peace (FFP) will continue to use Title II food resources to contribute to its vision of *"a world free of hunger and poverty, where people live in dignity, peace and security"* and to the goals and objectives of the U.S. Government (USG), the U.S. Agency for International Development (USAID) and the Bureau for Democracy, Conflict and Humanitarian Assistance (DCHA). In pursuing this vision, Food for Peace proposes to focus its efforts during this Strategy on the "**in**" in food insecurity, adopting as its new single Strategic Objective (SO) – *Food insecurity in vulnerable populations reduced*.

FFP expects to face increased challenges over the next five years. Food insecurity is still a serious problem in the developing world, even though some progress has occurred at the global level with reductions in global estimates of hunger and poverty. If one excludes China, however, progress has been uneven across the developing world, with some countries in all regions gaining and others losing ground. The Title II program is also operating in an environment characterized by increased frequency and severity of natural and manmade disasters; the heightened diplomatic, military and humanitarian demands on the United States, including the war on terrorism; and the destabilizing potential of HIV/AIDS, corruption, conflict, and increased numbers of refugees and internally displaced persons.

These challenges have led FFP and its partners to the strategic decision to focus Title II resources on reducing risk and vulnerability. The concept of risk is implicit in the USAID definition of food security, but operationally the program has focused on raising the levels of food availability, access and utilization, with less emphasis placed on the risk of losing the ability to obtain and use food. Under the new FFP Strategy, food security will remain the cornerstone of the Title II program in accordance with the 1990 Farm Bill which made "enhancing food security in the developing world" the overriding objective for the entire PL 480 program. However, FFP has expanded the basic food security conceptual framework to include a fourth pillar to make explicit the risks (economic, social, health and political risks as well as natural shocks) that impede progress toward improvements in food availability, access and utilization. This also has operational implications and will result in the Title II programs in the field being reoriented so that the vulnerability of food insecure individuals, households and communities is addressed more directly.

FFP decided to frame its new strategic objective in terms of reducing food insecurity (rather than increasing food security), because this formulation puts the focus where it should be – on those populations already food insecure or vulnerable to food insecurity. These are the target groups under the new Strategy – populations who are at risk of food insecurity because of their physiological status, socioeconomic status or physical security and/or people whose ability to cope has been temporarily overcome by a shock.

This formulation represents a significant change from the previous strategic framework, which focused primarily on the implementation of FFP programs in the field and which

had separate objectives for the emergency and non-emergency or development programs. FFP sees an advantage in having one strategic objective that encompasses both emergency and non-emergency (development and transition) programs, expecting it to help break down the existing artificial distinctions between these programs.   FFP also believes that the single SO focused on reducing food insecurity is more aligned with the Administrator's vision of "developmental relief." The focus on vulnerability will make it easier for programs dealing with emergencies to encompass activities that address the underlying causes of emergencies and for development programs to incorporate activities that will help vulnerable people improve their ability to prevent and cope with future emergencies. The new Strategy also represents a clear choice on the part of FFP to focus on higher order results that will have resonance with a wide audience, although the achievement of these results will require the Office to commit to a more active "global leadership" role in the future.

FFP will have to exercise more leadership globally to achieve its new SO as well as increase the impact of the Title II program in the field. These two intermediate results (IRs) are necessary to achieve the SO, and they complement and reinforce each other. This formulation also is consistent with the view prevailing within DCHA senior management that the Bureau plays a dual role, providing intellectual leadership in its substantive areas of influence and implementing large programs in the field. This Strategy also places much more emphasis on integrating the work priorities of FFP with the rest of the DCHA Bureau, and indeed with the rest of the Agency, especially the field missions and the Bureaus for Economic Growth, Agriculture and Trade (EGAT) and Global Health (GH).

The first IR – *FFP's global leadership in reducing food insecurity enhanced* -- adds a major new dimension to the Office's strategic framework – a dimension that responds to the recognition that FFP will need the strategic support of a more active and expanded set of partners in order to reduce food insecurity.   FFP plans to enhance its relationships with its major implementing partners – the private voluntary organizations (PVOs) and the World Food Programme (WFP). However, FFP and its current implementing partners cannot achieve this objective by themselves. FFP has to play a more active role in framing and advocating for a new food security agenda both within USAID and with the broader international community. Plus, it needs to be more active and exercise more leadership to galvanize increased attention and support – including financial resources and technical expertise -- from other USG sources, other donors and the private sector to the problems of the food insecure. This IR also will help facilitate the integration of food with other resources, promote more synergies and help insure more coherence among policies as well as interventions and programs, sponsored by other donors as well as the USG, and within countries and internationally. It will also help improve the evidence base for more effective policy and program approaches and support technical excellence and innovation.

The second IR – *Title II program impact in the field increased* -- reflects the decision to focus the Title II program on enhancing the ability of individuals, households and communities to cope with shocks in order to reduce their vulnerability. The concept of

"protection" is also included in this formulation to capture an important function of the program during emergencies, when protecting lives, livelihoods and community resiliency is the first concern. However, in both emergency and non-emergency programs, the ultimate objective must be leaving people and communities better off – to "enhance" human capabilities, livelihood capacities and the resilience of communities. The importance of improved governance, especially the need for communities to have greater "capacity to influence factors (decisions) that affect their food security," is also included as an important contributor to increasing program impact.

The Title II program is the largest source of resources within the USG available to focus on the problem of food insecurity, and the main resource that is available to the Title II program is food. Making effective use of this food, therefore, is key to the successful implementation of this Strategy. To be consistent with the new Strategy, food will be used to have an immediate impact – protecting lives and maintaining consumption levels – while also contributing to longer term impacts – enhancing community and household resilience to shocks, helping people build more durable and diverse livelihood bases (enhancing assets, resources and infrastructure), and enhancing the capabilities of individuals through improvements in health, nutrition and education. This approach means that food aid-supported activities will constitute a means to reduce vulnerability over the longer-run and are not merely and end in themselves, even in an emergency environment.

Distributing food by itself, however, is of limited use in reducing food insecurity. Food needs to be combined with other non-food (cash and in-kind) resources – another key approach -- to insure that it has an impact beyond just feeding people. This is true even in the case of emergencies when food alone, in the absence of potable water and health and sanitation, for example, may not be sufficient to save lives. FFP recognizes, however, that mobilizing sufficient non-food resources, whether from its expanded 202 (e) authority, monetization, and/or increased access to other resources through improved collaboration and integration with other USAID and other donor programs, will be one of its greatest challenges under this Strategy.

Other key approaches include targeting resources to the vulnerable, building capacity, measuring impact and learning what works, and solving problems. FFP will continue to target resources to the most vulnerable countries and communities within these countries, but it will develop new criteria to identify these countries and populations under this new Strategy. These criteria and indicators will be more consistent with the focus on food insecurity and vulnerability in the new strategic framework and DCHA Bureau's focus on fragile states. Enhancing the capacities of the vulnerable – individuals, households and communities – is a central focus of FFP's new strategic framework. Helping build the capacity of FFP's partners in the field also is a part of this formulation and essential to increasing the impact of the Title II program. Efforts to improve the measurement of Title II impact also will continue under this Strategy. This will include activities to assess the impact of the program on the Millennium Development Goal (MDG) goal to reduce the prevalence of underweight children under five and improve the measures of food access and community coping capacity. FFP also plans to put more emphasis on

knowledge management under this Strategy, expanding its knowledge of what works and why and using this knowledge to influence policy and improve program impact in the field. FFP also believes that better problem assessments will result in better programs, and plans to take further steps under this Strategy to improve its own assessments and those carried out by its partners.

FFP also plans to be more strategic in how it manages its program and to introduce numerous changes designed to streamline its management processes. This will include improving the allocation of food resources to insure they are being directed to the most vulnerable countries and populations through the development and use of improved criteria as discussed earlier. FFP also plans to focus more of its staff time and attention on a smaller set of strategic countries and to implement country-specific strategies for enhancing the impact of programs on reducing food insecurity working in close cooperation and consultation with regional bureaus, USAID missions, cooperating sponsors, other donors and the private sector.

To implement this Strategy, FFP plans to establish five regional offices in Asia, East Africa, West Africa, Southern Africa and Latin America and the Caribbean, to strengthen its field presence and to work more closely with field missions. These offices will be headed by senior FFP officers with substantial field and management experience and will include sufficient surge capacity to meet the objectives in the President's National Security Strategy as outlined in the State/USAID Strategic plan and its Development Readiness Initiative. The FFP Office in Washington also will be reorganized to more closely integrate emergency and development assistance programs and to reflect the proposed field structure. This will include establishing two new regional divisions, one to cover programs in Africa with separate teams responsible for East and Central Africa, West Africa and Southern Africa and the second, also with three teams, to cover Asia, Latin America and the Caribbean, and the Near East and Eurasia. These teams, which will include both emergency and development program specialists, will be responsible for programming all resources, as well as providing technical and management support to the regional offices in their respective regions. This reorganization will be accomplished through a realignment of existing staff and is not expected to require additional staff. To insure that the Title II program, which is expected to grow to $1.7 billion by 2010, is being efficiently and effectively managed, FFP will make an assessment after one year to determine whether further organizational adjustments need to be made.

FFP is requesting $7.8 billion in Title II resources for the Strategy period, which is somewhat less than the amount approved in the parameters memo (the parameters memo had approved $8.335 billion in Title II resources over the five year life of the Strategy). The Title II amounts are somewhat notional, since they are usually supplemented with other additional funds for emergencies during the year. FFP is requesting minor increases in DA and OE resources in order to support the activities that are needed under IR-1 – *Global leadership in reducing food insecurity enhanced*. So FFP is requesting $52 million in DA and $3 million in OE for the five years of the Strategy. In the draft documents submitted for the Parameters Meeting, considerably larger amounts were

proposed, and indeed authorized at that time. However, in recognition of the current budget restrictions, FFP has reduced the proposed levels for DA and OE.

Many of the activities to be funded by DA and OE funds have been developed in response to recent developments, including in the World Trade Organization (WTO), the OECD's Development Assistance Committee (DAC) and the Food Aid Convention (FAC), for example, and could not have been fully anticipated at the time the Concept Paper was developed and approved. Many also are in response to requests by USDA, State and OMB for USAID to assume an increasingly pro-active role in addressing the many food security issues that are of political, strategic and foreign policy importance to the USG.

II. Background

This Strategy addresses the problem of food insecurity, in accordance with the Title II Program's authorizing legislation. The 1990 Farm Bill made enhancing food security in the developing world the over-riding objective for the Public Law 480 (PL480) food assistance programs, and the Title II program now represents the largest single source of resources within the USG available to focus on the problem of food insecurity internationally.

This Strategy draws on the years of experience that FFP and its partners have in managing the Title II food assistance program, and on the most recent successes in using Title II resources to help reduce food insecurity in the developing world. Both the Strategy and the concept paper on which it builds were developed in an open and participatory manner with guidance from a working group with representation from within FFP, other USAID offices, FFP's contractors and cooperators, and its PVO and NGO cooperating sponsors.   Both documents were reviewed by a broad set of partners and stakeholders and extensive consultations were held. (See Section VIII on "Participation and Consultation in Strategy Development" for further details.)

FFP is increasingly concerned about the persistent high levels of hunger and undernutrition in the developing world. Plus, recent trends in food insecurity coupled with significant changes in its operating environment, mean that FFP and its partners will face increasing challenges in addressing the problems of food insecurity over the next five years.

A. The Development Challenge – Continuing Food Insecurity

For the United States, reducing the number of people in the world suffering from hunger and undernutrition and threatened by famine is both a humanitarian concern and a development challenge.

Hunger and the threat of famine remain serious problems. – According to information provided by the United Nations Food and Agriculture Organization (FAO) in its 2004 report on "The State of Food Insecurity in the World:"

- **The numbers of hungry people in the world are still too high.** According to FAO, 852 million people were undernourished (a FAO measure of national-level food adequacy) in 2000-2001, 815 million in the developing countries. Plus, almost half of the developing countries included in FAO's assessment (46 out of 94 countries) continued to have a relatively high percentage of their population (20 percent or more) suffering from undernourishment, with the countries on this list coming from all the developing regions.

- **Progress has been made in reducing the proportion of people in the world who are hungry but the numbers of hungry actually increased during the second half of the 1990s. --** According to FAO, the proportion of people who are chronically

undernourished continued to fall slowly between 1995-1997 and 2000-2002, but the numbers of hungry actually increased by 18 million. This means that efforts to reduce hunger are falling short of the pace required to meet the World Food Summit target, which was to reduce the number of hungry people by half no later than the year 2015.

- **Some countries have made progress in reducing hunger, while hunger has worsened in others.** -- More than 30 countries, with a total population of over 2.2 billion people, have reduced the prevalence of undernourishment by 25 percent and have made significant progress towards reducing the numbers of hungry people by half by 2015. Countries in Asia account for the largest drop by far in the numbers of hungry people. But, Sub-Saharan Africa boasts the most countries that have brought the prevalence of hunger down by 25 percent or more, although often from very high initial levels. Countries that have achieved rapid

> **Types of Hunger**
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> - **Chronic hunger --** occurs when people do not get sufficient nutrition (i.e., they suffer from undernourishment but are not starving) throughout the year or on a seasonal basis. Chronic hunger results in children who suffer from chronic undernutrition (stunting) and high rates of child mortality due to hunger related diseases.
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> - **Acute hunger** – occurs when people become severely undernourished, often as a consequence of a sudden shock or emergency. Acute hunger is reflected in acute undernutrition (wasting) and starvation.
>
> - **Hidden hunger** – refers to micronutrient and/or vitamin deficiencies found in vast numbers of people who otherwise have access to adequate calories and protein.

economic growth are prominent in this group. According to FAO, several of the successful African countries also "demonstrate another key lesson – that wars and civil conflict must be regarded as major causes not only of short-term food emergencies but of widespread chronic hunger." (Annex I provides more details on FAO's assessment of individual country performance during the 1990s)

Progress in reducing poverty and undernutrition – important causes and consequences of hunger – also has been mixed.

- **Poverty** -- Global poverty declined during the 1990s by around 20 percent. If China is excluded from the analysis, however, the rate of poverty reduction in the world has been less than half the rate needed to meet global targets. Further, the number of people living on $1 per day or less in sub-Saharan Africa, South Asia and Latin America increased by 10 million each year during the 1990s. (UNDP 2002)

- **Undernutrition** – The number of children in the world suffering from chronic undernutrition (indicated by low height-for-age or stunting) fell from 220 million to 184 million during the 1990s. However, the prevalence of both stunted and under-

weight children increased in both sub-Saharan Africa and Central America. (ACC/SCN 2002)

HIV/AIDS will pose an increasing challenge. -- HIV/AIDS, which threatens to be as devastating to the 21st century as famine was for the 19th and 20th centuries, undermines household food security in a variety of ways, including by eroding the capacity of households to attain food security and/or to withstand shocks. In addition to infecting and killing individuals in the most productive 15 to 45 year age group, AIDS morbidity and mortality reduce households' ability to produce and buy food, deplete savings and assets, and reduce the insurance value of social networks as increasing numbers of households call in favors simultaneously. Morbidity affects agricultural productivity by reducing labor availability and efficiency, pushing households to reallocate labor from productive activities to patient care, and by shifting income-earning responsibilities to the elderly and the young. At national levels, government investments in human capital development (education, training, health) are all at risk, while future economic growth, tax income and the inter-generational transfer of skills and knowledge (cultural capital) all become less certain.

Crises resulting from human conflict and natural disasters will continue to add to the problems caused by chronic food insecurity, can trigger famine, and will place additional pressure on food assistance resources. -- Manmade and natural disasters took a tremendous toll during the 1990s, with over three million lives lost to these events. Three times as many natural disasters were reported in the 1990s as in the 1960s, and it is predicted that the number and scale of natural disasters will continue to increase. The number of manmade disasters also grew during the 1990s, killing three times as many people as natural disasters, with countries in every region affected. Conflict played a central role in these manmade disasters. By the end of 2000, internal conflict and repression had generated 14.5 million refugees and asylum seekers worldwide and nearly 25 million people displaced within their own countries.

Urban food insecurity will grow. -- The developing world is continuing to urbanize, and the proportion and number of urban poor are increasing. Still, in many developing countries, poverty remains primarily a rural problem, extreme poverty in particular.

Meeting the Millennium Development Goals (MDGs) will be a challenge. – The first Millennium Development Goal (MDG), which is to "eradicate extreme poverty and hunger," has two targets – to halve the proportion of people living in poverty between 1990 and 2015 and to halve the proportion of people suffering from hunger.[1] Achieving the MDG hunger reduction target will be a challenge,[2] but this target is less ambitious than the World Food Summit target because it is couched in terms of reducing by half the proportion of the population that is hungry rather than halving the absolute number.

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[1] The poverty reduction target is being measured using World Bank data on the proportion of people living on less than $1 per day. The hunger reduction target is being measured using two indicators: (1) the prevalence of underweight children under five years of age (UNICEF-FAO data) and (2) the proportion of population below a minimum level of dietary energy consumption (FAO data on undernourishment).

[2] The contribution that the Title II program can make to the MDGs is discussed in Section IV. E. 4.

Continuing hunger and undernutrition can also undermine the ability to meet other MDGs, including the goal of reducing the under-five mortality rate in children by two-thirds by 2015. Given evidence that undernutrition contributes to 60 percent of the deaths among children under five, it is difficult to see how the mortality goal can be achieved as long as so many children remain hungry and suffer from undernutrition. Similarly, good nutrition is linked to maternal health, and adequate food and good nutrition is now widely accepted as the first line of defense and the first line of attack against HIV/AIDS.

Poverty is the root cause of hunger in many countries so economic growth is key but also not sufficient as a response to the consequences of hunger in the short term. – Economic growth is important, but it will not by itself completely eradicate poverty and hunger. Economic growth is necessary to reduce the size of the problem and it will help provide the resources needed to address residual poverty and hunger. The nature of growth also is important, with growth that is more broad-based with high rates of job creation having a bigger impact on poverty reduction. The immediacy of hunger also necessitates other responses, however, including improving access to key health services and the creation of social safety net programs. Poverty reduction can be achieved in the medium-term, but in the short-term, people go hungry and young children become vulnerable to the short and longer-term consequences of undernutrition.

B.   The Assistance Environment – Changes and Challenges

1.   The Legislation and USAID's Food Aid and Food Security Policy

The 1990 Farm Bill made major changes in the PL 480 food assistance program, starting with the designation of improved food security in the developing world as the program's over-riding objective. This legislation included addressing "famine or other urgent or extraordinary relief requirements" and carrying "out feeding programs" as two of the uses of food under the Title II program. But it went beyond these activities, which are focused on the more immediate satisfaction of food needs, to identify a number of broader, longer-term uses. These include combating "malnutrition, especially in children and mothers," carrying out "activities that attempt to alleviate the causes of hunger, mortality and morbidity," promoting "economic and community development," and promoting "sound environmental practices."

In 1990, many still thought of food security in very narrow terms, as dependent primarily on the availability or supply of food at the national level. The definition of food security in the legislation was much broader, however, as was the definition that USAID issued in a 1992 policy paper:

> "Food security exists when all people at all times have both physical and economic access to sufficient food to meet their dietary needs for a productive and healthy life." (USAID Policy Determination Number 19, April 1992)

This definition focuses on three distinct but interrelated elements. All three are essential to achieving food security and form the basis of the conceptual framework that underlies the current Title II program.

- **Food availability**: sufficient quantities of food from household production, other domestic output, commercial imports or food assistance.[3]

- **Food access**: adequate resources to obtain appropriate foods for a nutritious diet, which depends on income available to the household, on the distribution of income within the household and on the price of food.

- **Food utilization**: proper biological use of food, requiring a diet providing sufficient energy and essential nutrients, potable water and adequate sanitation, as well as knowledge within the household of food storage and processing techniques, basic principles of nutrition and proper child care and illness management.

In 1995, USAID issued a major new policy on "Food Aid and Food Security." This policy was designed to bring the Title II program into better conformity with the purposes laid out in the 1990 Farm Bill and to guide program development and resource allocations. The Policy recognized the importance of complementary resources – cash in particular – to the success of the emergency programs, as well as to achieving food security on a sustainable basis, and encouraged more integration of Title II and mission programs. This document also identified new geographic and programmatic priorities for the Title II emergency and development food aid programs. However, its primary purpose was to refocus the Title II program on the principal causes of food insecurity among the poor in the most food insecure countries.

FFP used the 1995 Policy as a basis for making a series of major changes in the Title II program, particularly the development program. The nature of these changes and their impact were documented in the 2002 "Food Aid and Food Security Assessment" (FAFSA)[4] and are summarized in the following box.

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[3] This is the definition of food availability included in USAID's Policy Determination (PD) Number 19. Some prefer the definition of food availability included in the U.S. Position Paper for the 1996 World Food Summit, because it excludes food assistance from the calculation of food availability. Technically, if one's objective is to determine the amount of food available in a country, one should include food assistance, because it does add to overall food availability. However, if one's objective is to get a better idea of countries' relative levels of food insecurity, then it is better to exclude food assistance from the calculations. This latter approach is the one that the U.S. Department of Agriculture's Economic Research Service (USDA/ERS) takes when it makes its annual calculations of food needs. FFP is considering including food availability as one of several indicators it will use to identify the most food insecure countries. (See discussion in Annex IV.) This indicator would not be used in isolation, however, but would be combined with other indicators reflective of food utilization, access and vulnerability. FFP also can make adjustments in the calculations of food availability to eliminate the effects of food assistance.

[4] Patricia Bonnard, Patricia Haggerty and Anne Swindale, "Report of the Food Aid and Food Security Assessment: A Review of the Title II Development Food Aid Program," (FAFSA), A report prepared by the FANTA (Food and Nutrition Technical Assistance) Project of the Academy for Educational

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The Impact of the 1995 Food Aid and Food Security Policy on the Title II Development Program

A 2002 assessment of the Title II development program identified a number of major changes made in the program as a result of the 1995 Policy, including the following:

- **Geographic priorities** – FFP now gives more priority to programs in countries where food insecurity is greatest.

- **Sectoral priorities** – FFP has placed more priority on "improving household nutrition, especially in children and mothers, and on alleviating the causes of hunger, especially by increasing agricultural productivity." Plus, programs are increasingly able to demonstrate measurable success in both sectors.

- **Managing for results** – FFP has placed greater emphasis on monitoring and evaluating the food security impacts of the Title II program.

- **Expanding complementary activities** – Much of the success in the health and nutrition and agricultural sectors, within the development program, was achieved through increases in complementary inputs, financed largely by monetization.

- **Sustainability** – The Title II program has shifted its emphasis from feeding people in the short-run to trying to improve the food security of the more food insecure populations over the medium and longer-term.

- **Integration with mission strategies** – Some progress has been made, but more at the conceptual level than in terms of the operational integration of mission and Title II resources.

- **Strengthening food aid partner capacity** – The cooperating sponsors have increased their capacity, including the capacity to assess problems, manage programs in the field and monitor and report on performance.

- **Strengthening the food aid partnership** – FFP also made progress in strengthening its partnerships with internal (i.e., USAID's regional bureaus and missions) and external partners (primarily the cooperating sponsors). However, additional improvements are needed in the areas of transparency, consistency, flexibility, communications and consultation.

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2. FFP's Operating Environment

The environment in which the Title II program operates has changed dramatically since the mid-1990s. Current challenges include the increased frequency and severity of natural and manmade disasters; the heightened diplomatic, military and humanitarian demands on the United States; and the destabilizing potential of HIV/AIDS and the persistent high levels of corruption, conflicts and refugees and internally displaced persons.

Development for the Office of Food for Peace and the Office of Program Policy and Management of the Bureau for Democracy, Conflict and Humanitarian Assistance, Washington, DC, March 2002.

The integration of the Office of Food for Peace into the Bureau for Democracy, Conflict and Humanitarian Assistance (DCHA) has also brought changes, including the decision that fragile, failed and failing states should be the organizing principle for the Bureau (see box for definitions). This decision raises the question of how the Title II program, which typically has worked in two basic types of environments -- emergencies and non-emergency or development environments – fits within this new optic. (See the following section on FFP's "Expanded Conceptual Framework" for a discussion of fragile, failed and failing states in a food security context.) The Fragile States Strategy recently released by the Agency, with its focus on failing, failed and recovering states, is a critical element in the evolution of the DCHA Bureau and by extension of the FFP Office. In addition, as noted below, the joint USAID/Department of State Strategy and the USAID White Paper on operationalizing the joint Strategy also portend significant changes in the operating environment for the Office.

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DCHA's Definitions of Fragile, Failed and Failing States

Fragile States: States that are at lower levels of development, and particularly states that exhibit weak or corrupt governance systems, are "fragile." They are more vulnerable to shocks, such as massive political change, poor harvests or economic performance, ethnic conflict, or natural disasters, than are more developed nations with sound democratic governance.

Failing States: Countries whose governments are steadily losing the ability to perform basic functions of governance and are losing legitimacy are characterized as "failing." Present in failing states to varying degrees are conditions that may lead to civil and communal strife, or that may have resulted from such conflict; humanitarian crises, such as starvation and mass refugee movements; and increasing criminality and widespread corruption.

Failed States: State failure is a slow process of decay ending in the total breakdown of good governance, law and order. The basic functions of the state are no longer performed. As the decision-making center of government, the state is paralyzed and inoperative; laws are not made, order is not preserved, and societal cohesion is not enhanced. A failed state cannot assure its territorial integrity nor provide security for its citizens. It has lost legitimacy, and therefore, its right to command and conduct public affairs. As the government superstructure implodes, societal infrastructure breaks down as well. Power moves to the periphery, to clans or tribes, which then become the primary source of identity. (From Zartman's *Collapsed States*)

SOURCE: DCHA, Strategic Planning Framework, 2003-2010, August 14, 2003.

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The Farm Bill makes the emergency and non-emergency distinction, and this is the way that the Office of Food for Peace has been organized since the mid-1990s. However, concern has been growing about the utility of making such clear distinctions between emergencies and non-emergencies. For example, the 1995 "Food Aid and Food Security Policy" recognized the need to develop a better understanding of the relationships between relief and

development and USAID Administrator Andrew Natsios makes frequent reference to "development relief."

3.   The Domestic Policy Environment

The Title II program operates within a complex policy environment that is influenced by numerous U.S. government and external stakeholders, with common and differing interests.

External Stakeholders -- The PL 480 food assistance program has enjoyed substantial support over the years from a unique combination of political, agricultural, commercial and civil society interests. Supporters include farmers; other agricultural interests such as food processors and producers of nutrient supplements, transporters and shippers; private voluntary organizations; and the American public more generally. These groups have had a powerful influence on the Title II program, working together to expand the size and complexity of the program.

These stakeholders also have their own and sometimes differing interests, many of which are reflected in the legislation and in the manner in which the program is implemented. The most recent example of these diverging interests has resulted from the large increase in monetization in the latter years of the 1990s. USAID and the PVO community supported the expansion of monetization under the Title II program as a way to obtain the cash resources needed to achieve the food security objectives of their programs. However, this expansion also resulted in changes in the relative demand for bulk versus processed products, which raised concerns among those who perceived that their markets had been adversely affected. More specifically, the increased emphasis on monetization resulted in an increase in the demand for bulk commodities, because they tend to be easier to monetize, and a decrease in the demand for processed commodities. Agricultural processors became concerned about the decline in demand and the reduced predictability of purchases of their products. Plus, exporters also became increasingly concerned that these high levels of monetization could be displacing commercial sales. These concerns registered with Congress and in the Administration.

Congress and the Legislation – The Title II program, which is authorized by the Farm Bill, has a legislative history that is very different from the rest of the foreign assistance program. The program is under the jurisdiction of the agricultural committees in Congress, and its budget is included in the budget of the U.S. Department of Agriculture (USDA), although the budget totals are now included in the International Affairs (150) account.

Although Congress originally created the PL 480 food assistance program in 1954 as a way to use U.S. agricultural surpluses, over the years legislative amendments have given the program a more development orientation. The 1990 Farm Bill heralded a number of important changes, including making improved food security the over-riding objective of the program. In the 1990 Farm Bill, Congress also called for increased coordination and integration of food aid with U.S. development assistance, and facilitated this integration

by giving USAID sole responsibility for managing the relief and economic development programs (i.e., Titles II and III of Public Law 480).

Since then, Congress has also added provisions that recognize the increased costs of managing the program and the need for complementary resources to effectively carry out food aid-related development activities. The 1986 Farm Bill introduced the process of monetization into the Title II program, as a means of making additional cash available for transporting and handling commodities. The 1990 Farm Bill increased the monetization minimum to 10 percent of the total value of non-emergency commodities and expanded the uses of these proceeds to include income generation, health, nutrition and agricultural activities. The 1996 Farm Bill raised the minimum to 15 percent.

Over the years, additional provisions have enabled USAID to use more of its budget to directly support costs associated with specific program operations. The 1990 Farm Bill, for example, authorized USAID to use part of its total budget to provide dollar grants to the cooperating sponsors under Section 202 (e) (not less than $10 million or more than $13.5 million per year), which they could use to pay for administrative and support costs. These amounts were increased in 1996 and expanded to include the World Food Program (WFP). The 2002 Bill converted the specific amounts to percentages -- not less than 5 percent or more than 10 percent of the total program budget. Given the size of the program, this has resulted in an amount that is considerably above the fixed dollar amounts specified earlier. The 2002 legislation also authorizes USAID to use some of its budget to pay for internal transportation, shipping and handling (ITSH) for non-emergency programs in least developed countries, extending a provision that was already available to emergency programs.

Numerous amendments have been added to the legislation over the years, often at the behest of stakeholders. These amendments have added to the complexity of the program and, according to USAID, also introduced some inconsistencies. The minimum and sub-minimum and value added requirements were added through amendments, for example.[5] The 2002 Farm Bill also called for important reforms to "streamline" the management of the program and extended the authorization of the program to 2007, eliminated the $1 billion cap on spending for Title II and expanded the program objectives to include "conflict prevention."

The Executive Branch – The President's Management Agenda, published by the Bush Administration in 2001, identified the USG food assistance program as a reform priority. The Administration created an interagency committee, chaired by the National Security Council, to undertake a review of the entire U.S. food program, Title II included. The review proposed the following reforms:

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[5] The legislation establishes a minimum quantity of commodities that have to be programmed each year and a second minimum (referred to as the sub-minimum) for the quantity of commodities that are required to be used in non-emergency (development) programs each year. The Administrator can waive both the minimum and sub-minimum on an annual basis. The legislation also requires that 75% of the quantity of non-emergency commodities required to be distributed each year must be in the form of "processed, fortified or bagged commodities" and that at least 50% of these commodities must be bagged in the United States.

- Making the direct feeding of genuinely hungry populations the primary goal of USG food assistance programs.
- Reducing bureaucratic duplication and inefficiency in Washington and overseas.
- Reducing the proportion of the total food aid program that relies on unpredictable surplus commodity availability.
- Improving safeguards to avoid any potential displacement of U.S. or third country commercial sales.

The amount of food made available through the USDA-managed surplus disposal program [Section 416 (b)] expanded dramatically during the latter part of the 1990s. The Administration proposed eliminating this expanded program to reduce the proportion of the U.S. food aid program that is dependent on unpredictable commodity surpluses and to gain more control over the budget. The elimination of this program, however, resulted in a decline in the overall amount of food aid resources available and additional pressures to re-direct Title II non-emergency program resources to emergency programs.

USAID Policies and Priorities – The 1992 definition of food security and the 1995 "Food Aid and Food Security Policy" (discussed earlier) continue in effect as the basic Agency-level policy documents for the program. USAID remains committed to better integrating the Title II program with other Agency programs. With the inclusion of the Food for Peace (FFP) Office within the Bureau for Democracy, Conflict and Humanitarian Assistance (DCHA), there is a need to integrate the food assistance programs within the DCHA strategic framework and strengthen the links with the other DCHA programs. The Title II program will be expected to help DCHA address the problems of "fragile, failed and failing states," which DCHA has identified as a central organizing principle for the Bureau in its "Planning Framework for 2003-2008." The Administrator's concern that there be "No famines on my watch" is also a priority for FFP, which will have a role to play in supporting new initiatives on famine prevention as well the "President's Initiative to End Hunger in Africa" (IEHA) and the "President's Emergency Plan for AIDS Relief" (PEPFAR). In addition, FFP will be called on to help achieve the goals and objectives of the Department of State/USAID Strategy as well as the priorities laid out in the USAID White Paper.

4. The International Environment

The United States is the major food aid donor in the world, accounting for over 62 percent of total donations in 2002. Food assistance still enjoys strong support in the United States from a broad coalition of stakeholders, and food aid represents the major source of resources available within the USG to devote to the problem of reducing food insecurity in the developing world.

Attitudes are changing elsewhere, however, with other donors becoming less supportive of food as a development assistance tool. Critics argue that food aid is an inferior resource, less efficient than cash and more likely to distort markets and local economies. These changes in attitudes are reflected in the positions that other donors are taking in a

number of international fora as well as in a reduction in food aid donations, with global food aid donations declining by 5 percent between 1992 and 2002. This change in attitude is particularly clear in the European Union (EU), which now limits its food assistance primarily to emergencies and uses cash to support an active food security-oriented development program, even using cash to purchase food locally when a food distribution component seems warranted.

Questions also are being raised about the international governance of food aid, with some in the international community arguing for reforms designed to streamline processes and improve the predictability, accountability on the part of donors that volumes are appropriate to need, and timely delivery of food aid. Some are recommending that food aid be considered in the current round of the World Trade Organization's (WTO) negotiations (the Doha Round) and that the utility of the Food Aid Convention (FAC) be reassessed. The FAC, which was developed to provide a framework for international cooperation among food aid donors, is due for renegotiation. Critics are arguing, however, that it has not been effective in reducing fluctuations in food aid or in setting minimum levels of food aid and should be replaced by a new type of "Food Aid Compact" that could be brought under the auspices of the WTO. Other efforts are underway in a variety of international fora to assess donor performance with respect to humanitarian assistance more generally and to improve coordination and increase transparency and accountability. The Organization for Economic Cooperation and Development's Development Assistance Committee (OECD/DAC), as part of its reviews of the effectiveness of development assistance and donor programs, recently initiated an assessment of the developmental effectiveness of food aid and the effects of so called "tied food aid" (see further discussion below).[6] Plus, the humanitarian assistance community, as part of its implementation plan for "Good Humanitarian Donorship" has agreed to ask the DAC to include more humanitarian assistance programs in its peer reviews of donor performance.

Food assistance programs are already being discussed in the Doha Round in the context of reducing agricultural trade distortions. Draft texts call for additional disciplines on food aid to insure that it does not interfere with commercial sales and to avoid its use as a means for disposing of agricultural surpluses. The EU has proposed that food donations be "untied" from donor countries and is promoting the elimination of "in-kind" donations for non-emergency programs. Instead of providing food directly, donors would provide recipients with funds that they could use to procure commodities on the open market. Other countries have suggested that bilateral food aid agreements be eliminated and have recommended that only multi-lateral government bodies, such as the United Nations, be able to decide when food aid is needed. These proposals have clear implications for U.S. program food aid programs,[7] particularly on the amount of food aid that could be made available through them in the future.

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[6] Although the Title II program is not usually thought of as a tied aid program in the traditional sense, the program is doubly tied, both to the source – the United States – and the type of aid – food commodities.
[7] Under the PL 480 Titles I and III programs, which are referred to as "program" food aid in contrast to Title II which is considered to be "project" food aid, commodities are provided as a grant or are sold under

The United States recognizes that food donations have the potential to have a negative impact on agricultural production and marketing in recipient countries and on commercial imports. This is why Public Law 480 was amended years ago to add a section that requires that food donated under the Act "will not result in a substantial disincentive to or interference with domestic production or marketing in that country" – a requirement that is now referred to as a Bellmon analysis after the legislator that introduced the amendment. In conformance with international agreements, U.S. law also subjects monetization programs to a "Usual Marketing Requirements" test designed to protect normal commercial imports. Bringing the Title II program under the discipline of the WTO would likely require more rigorous analyses and establish penalties for failure to keep the programs trade neutral. The push to "untie" foreign assistance that is now underway in the DAC also could have a serious negative effect on the food assistance program whose existence, many believe, depends on remaining tied to U.S. agricultural commodities.

Some of these developments could pose serious challenges to the Title II program – challenges that FFP needs to recognize and be better prepared to deal with. A major constraint on the development of a coherent USG policy response is the fact that different organizations within the USG (and also within USAID) have the lead in these different international fora.   This means that, as explained below in the description of Intermediate Result (IR) 1, FFP will have to play a more proactive role in preparing and helping others prepare responses to the issues that are being raised and recommendations that are being proposed that could impact the U.S. food assistance programs. This is necessary to insure that the USG policies and positions with respect to food aid and the reduction of food insecurity among vulnerable populations are consistent and coherent across issues and fora and that these positions are well understood and articulated by different parts of the USG bureaucracy.

III.   Food for Peace's New Strategic Directions

A.   FFP's Vision, Mission and Governing Principles

As a first step in developing this Strategy, the Office and its partners[8] articulated the following vision and mission statements and principles. Although new, these statements articulate core values that FFP and its partners and other stakeholders have long shared. The vision of a world "free from hunger" has been a core value since the beginning of the program in 1954, for example, as has the vision of a world where "people live in peace" -- hence the "food for peace" label.

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long-term loan agreements with low interest rates to recipient country governments who generally sell the commodities to generate local currencies.

[8] In the spring of 2002, FFP created a working group to oversee the development of this strategy. This group worked on the development of FFP's vision and mission statements and governing principles as well as the concept paper and strategy. (See Section VII. for further details on the participatory manner in which this strategy was developed.)

Vision

> *The USAID Food for Peace Program envisions a world free of hunger and poverty, where people live in dignity, peace and security. (November 12, 2002)*

Mission

> *The USAID Office of Food for Peace and its partners work together to reduce hunger and malnutrition and assure that all people at all times have access to sufficient food for a healthy and productive life. We are committed to contributing to the achievement of the Millennium Development Goal to cut world hunger and poverty in half by 2015.*

> *Expressing the compassion and goodwill of the people of the United States, Food for Peace mobilizes America's resources to predict, prevent, and respond to malnutrition and potential famine overseas. Our programs address the root causes of food insecurity, poverty and conflict in emergency and development situations and in transitional periods of instability. FFP programs help minimize the long-term need for food aid by strengthening the capacity of developing societies to ensure access to food by their most vulnerable communities and individuals, especially women and children. (November 12, 2002)*

Principles

In dealing with communities, we will strive to uphold these program principles:

- *Do no harm in the process of providing food or other assistance resources.*
- *Strive to keep the interests of the beneficiaries at the center of the FFP program.*
- *Adhere to the highest standards of human rights and dignity in our provision of assistance.*
- *Provide access to food to those in greatest need in an impartial manner, without bias or prejudice.*
- *Enable communities to find durable means to meet their own needs.*

In dealing among ourselves as Title II partners, we will strive to uphold these operating principles:

- *Keep our vision and mission at the heart of our daily operations.*
- *Be respectful and make full use of our complementary strengths and contributions toward achieving our strategic objective.*
- *Be fair and accurate in our assessment of need and its representation within USAID and the U.S. government.*
- *Be open, sensitive, and transparent in developing and implementing policies and program directions.*

B.   An Expanded Conceptual Framework

FFP and its partners also developed an expanded conceptual framework that adds the dimension of risk and vulnerability to the conceptual framework that was laid out in the 1995 "Food Aid and Food Security Policy." The conceptual framework laid out in the 1995 Policy, with its focus on food availability, access and utilization, provided a good

underpinning for the new directions that were given to the program at that time. It also was a useful place to start in the development of this Strategy. However, this basic framework does not provide a way to take into account the vulnerability of countries, communities and households to risk -- a shortcoming that seems particularly serious in retrospect, in the aftermath of the many natural and manmade disasters that characterized the 1990s.

The dimension of risk is implicit in USAID's definition of food security. That is, the inclusion of the phrase "at all times" in the definition suggests that food security can only be achieved when the risk of falling below adequate levels of availability, access and utilization is very low. Operationally, however, the focus has been on increasing the levels of food availability, access and utilization – with less emphasis given to the risk of losing the ability to obtain and use food. In contrast, this Strategy will require FFP and its partners to pay more attention to addressing food insecurity through a focus on reducing vulnerability and risk.

Vulnerability means that food security can be lost as well as gained. Vulnerability also can be thought of as the inability to manage risk. When countries, communities and households are unable to cope effectively with shocks or hazards, in fact or potentially, they are vulnerable and potential candidates for assistance. Reducing exposure to risks, such as shocks that affect the many (e.g., droughts or floods) or shocks that affect the individual (e.g., death of the head of a household) can help reduce vulnerability. Increasing the ability to manage risks also reduces vulnerability. (See Annex II for a further discussion of vulnerability and its relationship to food secure, fragile, failing and failed states).

All states are subject to shocks – occasional and recurrent. What distinguishes a food secure state from fragile, failing or failed states is its ability to cope with these shocks. The level of economic development has a major influence on a country's ability to cope. Wealthier countries normally cope better with shocks than poorer countries, for example, but wealth or income alone is a poor indicator of vulnerability. Other political, social, and economic factors also are important. States where large inequities in incomes and assets (access to resources) exist are likely to be more vulnerable, as are states with large ethnic populations (also religious groups) that are not well integrated economically, politically or socially. Weak institutions, or the absence of key institutions, also increase vulnerability, as does poor governance. Armed conflict can also be an indicator as well as a consequence of the failure of countries to deal effectively with shocks, and it also increases the vulnerability of countries, communities and households to future shocks. In a food security context, in other words, states can be fragile as a result of underlying political, social and economic factors, and not just weak institutions.

High levels of chronic under-nutrition can also be an indicator of the vulnerability of countries, communities and households to shocks. During emergencies the focus is on acute undernutrition -- i.e., people who are wasted (too thin for their height). This form of undernutrition is a serious problem because individuals who are severely wasted, particularly young children, can easily die. But chronic undernutrition, which is the term

used to describe people who are stunted (i.e., too short for their age), can also be a serious problem. Chronic undernutrition reduces people's ability to cope because it reduces their productivity while increasing their vulnerability to illnesses. Children who are chronically undernourished are also more vulnerable to illness and death. In addition, when chronic undernutrition affects children early in life (between six and 24 months), it will also reduce their ability to cope as adults, make them more vulnerable to chronic illnesses throughout their lives, and impair their motor skills, cognitive abilities and productivity.
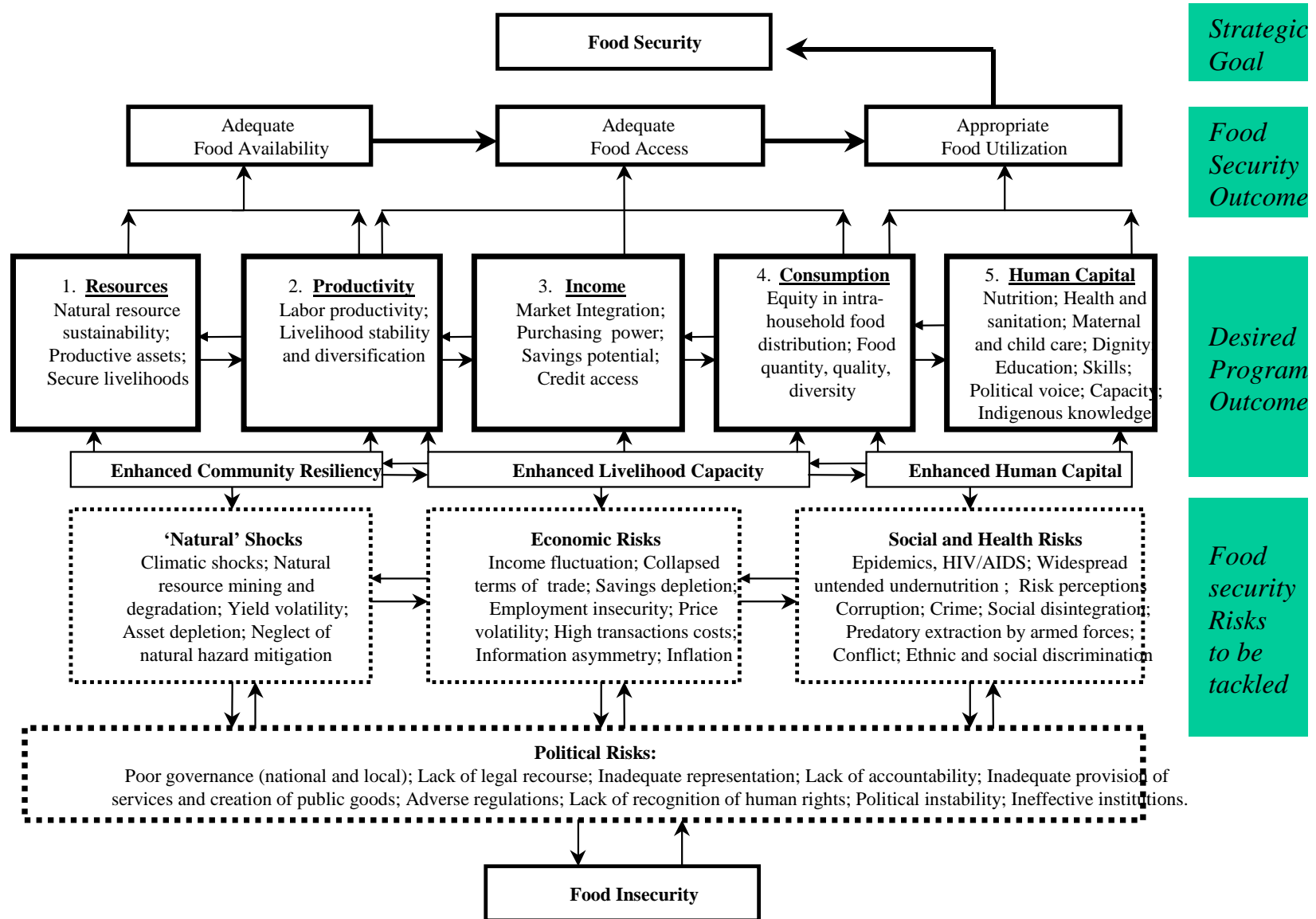
This focus on vulnerability helps clarify the rationale for assistance prior to, as well as during and immediately after, a shock. Countries, communities and households will need assistance when they are in the midst of an emergency, overwhelmed by a shock (e.g., a hurricane, drought, or financial or political crises). But for the more vulnerable, assistance *prior* to major shocks is also needed to help them take preventative actions to reduce risk, increase coping capacity and reduce the likelihood that they will be overwhelmed by the next shock and need emergency assistance.

To rectify this shortcoming, and after extensive technical analyses and stakeholder consultations, FFP is proposing to add the dimension of vulnerability to this Strategy. Conceptually, this will mean expanding the basic food security framework to include a new dimension – risk – that makes explicit the risks that constrain or threaten food availability, access and utilization. Operationally, this will mean reorienting programs so that the vulnerability of food insecure households and communities is addressed more directly, focusing more on prevention and helping countries, communities and households cope or manage risk better.

This expanded framework is laid out in Figure 1. The basic food security framework is presented in the upper part of the diagram, with the desired food security outcomes leading to the goal of improved food security. And, the major risks that must be tackled to achieve food security and their links to the desired program and food security outcomes are identified in the bottom of the framework. As this expanded conceptual framework demonstrates, understanding risk is essential to understanding the concept of food security – it underlies everything. Unmanaged risk leads to food insecurity, while managing risks can protect and enhance food security.

Risks, as the expanded framework makes clear, come from many sources. Food supply can be affected by climatic fluctuations, for example, depletion of soil fertility, or the loss of a household's productive assets. Factors that can disrupt access to markets include changes in policies or global terms of trade, a disruption of markets during crises, or risks stemming from the insecurity of non-farm incomes. Food access can be negatively affected by physical insecurity stemming from conflict, for example, loss of livelihood or coping options (such as border closings that prevent seasonal job migration) or the collapse of safety-net institutions that once protected people with low incomes. Factors that can impair food utilization include epidemic diseases, lack of appropriate nutrition knowledge or socio-cultural practices that affect access to nutritious foods according to

Figure 1:An Expanded Conceptual Framework for Understanding Food Insecurity

Food Security → *Strategic Goal*

Adequate Food Availability	→	Adequate Food Access	→	Appropriate Food Utilization	*Food Security Outcome*

1. **Resources** Natural resource sustainability; Productive assets; Secure livelihoods	2. **Productivity** Labor productivity; Livelihood stability and diversification	3. **Income** Market Integration; Purchasing power; Savings potential; Credit access	4. **Consumption** Equity in intra-household food distribution; Food quantity, quality, diversity	5. **Human Capital** Nutrition; Health and sanitation; Maternal and child care; Dignity Education; Skills; Political voice; Capacity; Indigenous knowledge	*Desired Program Outcome*

Enhanced Community Resiliency	**Enhanced Livelihood Capacity**	**Enhanced Human Capital**

'Natural' Shocks Climatic shocks; Natural resource mining and degradation; Yield volatility; Asset depletion; Neglect of natural hazard mitigation	**Economic Risks** Income fluctuation; Collapsed terms of trade; Savings depletion; Employment insecurity; Price volatility; High transactions costs; Information asymmetry; Inflation	**Social and Health Risks** Epidemics, HIV/AIDS; Widespread untended undernutrition ; Risk perceptions Corruption; Crime; Social disintegration; Predatory extraction by armed forces; Conflict; Ethnic and social discrimination	*Food security Risks to be tackled*

Political Risks:
Poor governance (national and local); Lack of legal recourse; Inadequate representation; Lack of accountability; Inadequate provision of services and creation of public goods; Adverse regulations; Lack of recognition of human rights; Political instability; Ineffective institutions.

Food Insecurity

age or gender. Political risks, including the lack of good governance, can exacerbate natural, economic, social and health risks.

The expanded conceptual framework encourages a stronger emphasis on livelihoods and assets, and the need to support consumption indicators and invest in nutrition, education and skills development, roads and other public works, and social capital. It also encourages a greater focus on prevention, including prevention of damage to physical assets and livelihoods. The focus on prevention also has a generational dimension, encouraging early investment in infant nutrition to prevent undernutrition. The expanded framework also provides a logic for providing emergency assistance to food secure states, as well as emergency and non-emergency assistance to fragile, failing and failed states. In addition, it incorporates a rationale for responding to HIV/AIDS and for interventions targeted to food insecurity in urban areas, if analyses of risk and vulnerabilities indicate that these are the areas where the new priorities lie.

IV.   The New Strategic Objective

A.   Statement of the Strategic Objective

Food insecurity in vulnerable populations reduced

The Office of Food for Peace proposes to focus its efforts during this strategy period (2006-2010) on the reduction of food insecurity in vulnerable populations (See Figure 2). FFP decided to frame the new strategic objective (SO) in terms of reducing food insecurity (rather than increasing food security), because this formulation puts the focus where it should be -- on those populations already food insecure or vulnerable to food insecurity.

The new strategic framework includes two intermediate results (IRs) – one on global leadership and a second on program impact in the field. This formulation is consistent with the view of senior DCHA management that the Bureau plays a dual role, providing intellectual leadership in its substantive areas of influence and implementing large programs in the field.   Both IRs are necessary to achieve the strategic objective, and they complement and reinforce each other.

This formulation represents a significant change from the 1997-2001 strategic framework, which had separate objectives for the emergency and non-emergency programs.[9]   It also represents a clear choice on the part of FFP to focus on higher order results that will resonate with a wide audience, even though the achievement of these

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[9] The 1997-2001 strategic framework has two SOs. SO #1 is *Critical food needs of targeted groups met* and SO #2 is *Increased effectiveness of FFP's partners in carrying out Title II development activities with a primary focus on household nutrition and agricultural productivity.*

Figure 2: FFP's Strategic Framework

Strategic Objective
Food insecurity in vulnerable populations reduced

IR 1:
Global leadership in reducing food insecurity enhanced

IR 2:
Title II impact in the field increased

IR 1.1: FFP's role in U.S. and multilateral policy development increased

IR 1.2: National and global partnerships strengthened

IR 1.3: Evidence base for more effective policy and program approaches improved

IR 1.4: Technical excellence and innovation supported

IR 2.1: Human capabilities protected and enhanced

IR 2.2: Livelihood capacities protected and enhanced

IR 2.3: Community resiliency protected and enhanced

IR 2.4: Community capacity to influence factors (decisions) that affect food security increased

Contributing Result:*
Country enabling environments conducive to reduced food insecurity promoted

Contributing Result:*
Improvements in governance and conflict mitigation in a broader country context achieved

IR 1.5/2.5: Strategic and streamlined management approaches implemented

*Key to Results:

Food for Peace responsible

Other USAID offices or partners responsible

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results will require the Office to commit itself to a more active leadership role.

FFP considered several options before selecting this formulation, including a SO related to the food security results achieved by the FFP programs in the field, an SO focused on improving the capacity of its implementing partners to achieve results, and an SO focused on office management processes. The option selected captures dimensions of all three of these alternatives.

FFP also sees an advantage in having one strategic objective that encompasses both the emergency and development programs. The intent is that this new formulation will break down artificial distinctions between the emergency and non-emergency (development and transition) programs – distinctions that have encouraged the stovepiping of these programs. FFP also believes that the single SO focused on reducing food insecurity is more aligned with the Administrator's vision of "development relief." The focus on vulnerability will make it easier for emergency programs to incorporate activities that address the underlying causes of emergencies and for the development programs to incorporate activities that will help vulnerable people improve their ability to prevent and cope with future emergencies.

B.   Critical Assumptions

The Office of Food for Peace makes the following assumptions about the environment in which the Title II program will operate during this strategy period:

- Despite declining support for food assistance programs among other donors, support for the Title II program will continue among the U.S. public and its external stakeholders. As explained in more detail in the following section on "Projected Resource Requirements," resources available to the program also are likely to continue to grow at a modest rate.

- Food aid resources will continue to be needed for emergencies due to manmade and natural disasters. This will require FFP to continue to make the case for using food resources in non-emergency (development) settings as well as to help vulnerable groups enhance their capacities and coping abilities and to reduce the likelihood that they will need emergency assistance in the future.

- The U.S. and global economies will not undergo major contractions during this strategy period.

- The negotiations underway in the WTO will not have a major negative impact on the implementation of the Title II program, although they will require constant attention and considerable input from FFP staff to ensure that result.

C.   Target Groups

By framing the new SO in terms of reducing food insecurity, this formulation focuses the program where it should be -- on those populations already food insecure or vulnerable to food insecurity. These are the target groups for the program – populations who are at risk of food insecurity because of their physiological status, socioeconomic status or physical security and/or people whose ability to cope has been temporarily overcome by a shock. (More detailed definitions are provided in the accompanying box.)

D.   Partners

In implementing this Strategy, FFP will continue to work with and rely on a broad range of partners. These include the U.S. Department of Agriculture (USDA), the State Department, other USAID offices, PVOs/NGOs, the United Nation's World Food Programme (WFP), universities, American businesses, international agencies, other governments (both donor and beneficiary) and indigenous organizations.

Definitions Related to Target Groups

Vulnerable populations – people who are at risk of food insecurity because of their physiological status, socioeconomic status or physical security; also people whose ability to cope has been temporarily overcome by a shock.

Physiological status – includes people who are undernourished, suffering from HIV/AIDS, pregnant and lactating women, children under two.

Socioeconomic status – includes the poor (those who by definition do not have sufficient income to purchase an adequate diet and other basic necessities) as well as those who suffer from economic and social discrimination due to ethnicity, gender or other characteristics, and many who live in environmentally marginal regions.

Physical security – includes refugees, internally displaced persons (IDPs), victims of war.

FFP relies heavily on the WFP to distribute food to refugees and during emergencies to meet USAID's famine mitigation objectives. For example, FFP provided over $344 million worth of resources (in-kind contributions and cash) to the WFP in FY2001 and over $508 million in 2002, making the WFP its most important individual partner. Over 80 percent of these resources were used to respond to emergencies, and the WFP receives 70 percent of FFP's emergency resources on average, with FFP's PVO and NGO cooperating sponsors receiving the remainder. WFP, in turn, makes frequent use of PVOS and NGOS to implement its emergency programs in the field. FFP also relies heavily on its PVO and NGO cooperating sponsors to implement its development (non-emergency) programs. In 2001, for example, 19 PVO and NGO cooperating sponsors were responsible for implementing over $414 million in development programs in 33 countries, representing 90 percent of FFP's total development program, with the remaining 10 percent implemented by the WFP.

FFP will continue to work closely with USDA, the Department of State, other USAID offices and field missions to insure that the Title II programs – both the development and the emergency programs – are coordinated and effective. The emphasis on program integration, which began under the 1997-2001 strategy, will continue, with FFP working closely with USAID regional bureaus and missions to integrate programs and resources. As part of the strategic management approach that will be adopted under this Strategy, FFP and its USG partners will intensify this emphasis on resource integration in a smaller set of strategic countries. (For further details, see the discussion on strategic management countries in the section on Sub-IR 1.4) During this new Strategy, FFP also plans to work more closely with USDA on several important issues on the international policy agenda, including the renegotiation of the Food Aid Convention (FAC). (For further details, see the section on Sub-IR 1.1: "FFP's role in U.S. and multilateral policy development increased.") Plus, FFP plans to collaborate more closely with other DCHA offices and the State Department – the Bureau of Population, Refugees and Migration and its partner the United Nations High Commissioner for Refugees (UNHCR) – on issues and programs related to refugees and internally displaced populations.

In the past few years, USAID has promoted the development of public-private alliances as a principle business model for the Agency and found it to be an effective way to expand and deepen the impact of its development and humanitarian assistance programs and to achieve USG foreign policy objectives. FFP also plans to make greater use of this business model, which mobilizes the ideas, efforts and resources of governments, businesses and civil society, promoting the use of this model by its implementing partners, in order to extend the Office's reach and increase its effectiveness. FFP expects that these alliances will enable it to access significant additional resources – new ideas and technologies as well as financial resources – and new partners. The resources that will become available through these alliances are expected to be diverse, including technology and intellectual property rights, market creation, best practices, policy influence, in-country networks, Diaspora mobilization, and expertise in addressing relief, reconstruction and development challenges in countries that require food assistance. Because official development assistance accounts for only a minority of the share of resources flowing from the United States to developing countries, FFP recognizes that public-private alliances represent a more efficient "way of doing business." Like all investments in development, however, FFP also recognizes that alliance activities at the country level that actively involve local beneficiaries in their design and implementation are the ones most likely to be successful and sustainable, which means local ownership, leadership and beneficiary participation will still be keys to success.

E.   Linkages

The new FFP Strategy, with its focus on reducing food insecurity within vulnerable populations, is consistent with U.S. foreign policy interests and the vision of foreign assistance articulated in the USAID document on "Foreign Aid and the National Interest."[10] This Strategy also contributes to the broader State/USAID strategic

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[10] U.S. Agency for International Development, "Foreign Aid in the National Interest: Promoting Freedom, Security and Opportunity," January 2003.

objectives and goals, USAID's White Paper, "U.S. foreign aid: meeting the challenges of the twenty-first century," operationalizing the joint State/USAID strategy, and the goals of the DCHA Bureau and has important links to other key USG and USAID strategies and initiatives. This is particularly true of the recently released Fragile States Strategy, as well as the Agency's new Agricultural Policy and the Internally Displaced Person's Policy. These links should facilitate contributing and linking to the program components and generic indicators in the new Agency Strategic Planning Guidance in the ADS.

1.   To State/USAID Strategic Objectives and Goals

The new FFP Strategy will contribute to at least two of the strategic objectives and at least four of the strategic goals that are identified in the joint U.S. Department of State/USAID Strategic Plan.[11]   This Plan has four strategic objectives in total, and each strategic objective has one or more strategic goals, each with its own subsidiary performance goals. (See Figure 3) The Title II program is most closely linked to the second strategic objective -- "Advance Sustainable Development and Global Interests," – as are most other USAID programs, and to three of its subsidiary strategic goals:

- Economic Prosperity and Security,
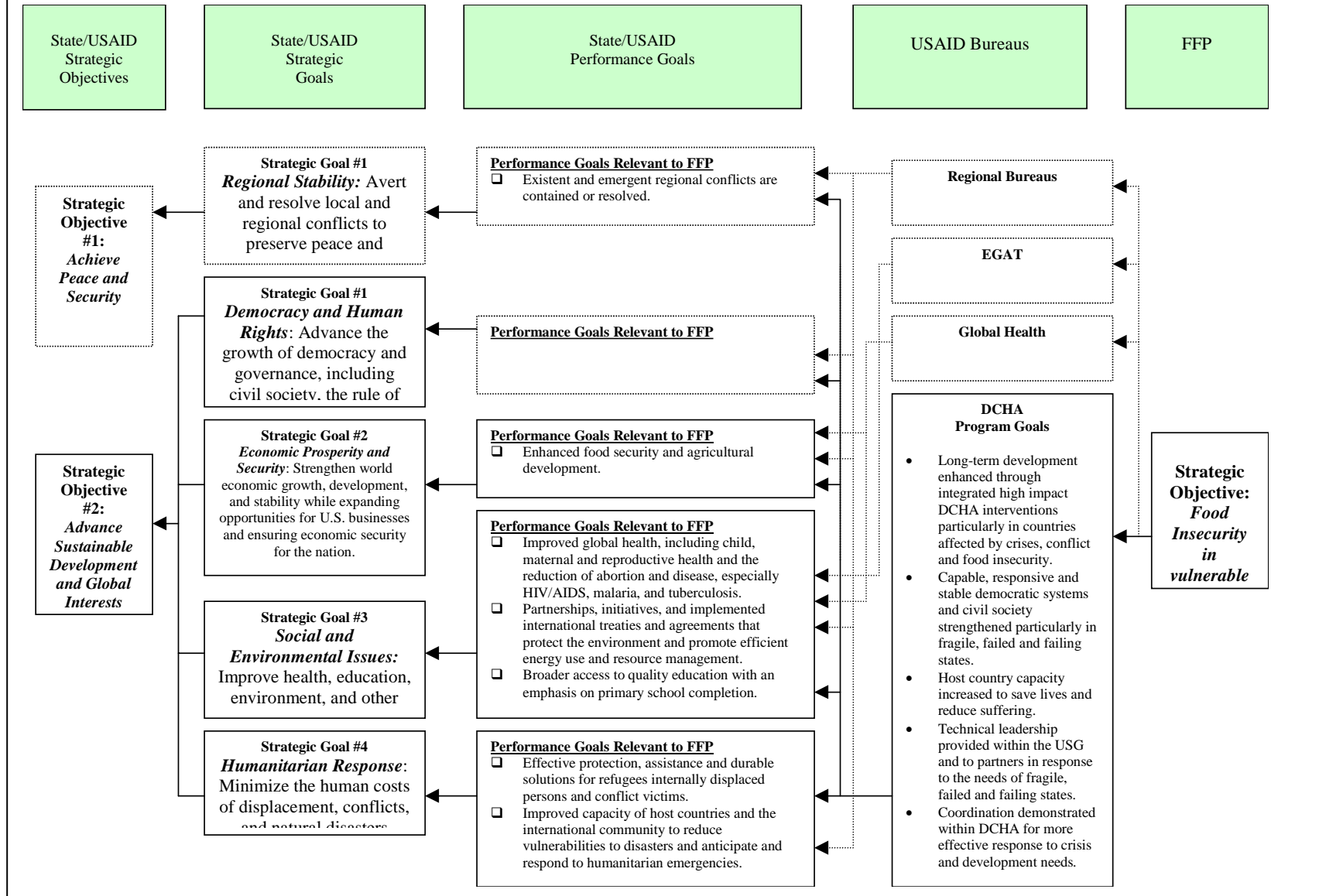- Social and Environmental Issues, and
- Humanitarian Response.

The goal of "Humanitarian Response" – to "minimize the human costs of displacement, conflicts, and natural disasters" – has been a motivation for the Title II program since its inception. These links are well understood, both within State and USAID and by the general public, and the Title II program will continue to play an important role in helping provide "effective protection, assistance, and durable solutions for refugees, internally displaced persons, and conflict victims." Plus, under this Strategy, FFP will place more emphasis on the second performance goal articulated under this strategic goal – to helping improve the "capacity of host countries and the international community to reduce vulnerabilities to disasters and anticipate and respond to humanitarian emergencies."

What is less well understood by many is that a significant portion of Title II resources are now allocated to programs devoted to improving household nutrition and increasing agricultural productivity. This change occurred in response to changes in the 1990 authorizing legislation, with its emphasis on food security as the overarching rationale for the program, and the 1995 "Food Aid and Food Security Policy." These sectoral foci will continue under this Strategy with additional emphasis placed on increasing human capabilities and household livelihood capacities and helping individuals, households and communities reduce their vulnerability to food insecurity. This means that the Title II

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[11] U.S. Department of State and U.S. Agency for International Development, "Strategic Plan, Fiscal Years 2004-2009, August 2003.

Figure 3: Contribution of FFP's Strategic Objective to State/USAID and DCHA Bureau Strategic Objectives and Goals

State/USAID Strategic Objectives	State/USAID Strategic Goals	State/USAID Performance Goals	USAID Bureaus	FFP

Strategic Goal #1
Regional Stability: Avert and resolve local and regional conflicts to preserve peace and

Performance Goals Relevant to FFP
❑ Existent and emergent regional conflicts are contained or resolved.

Regional Bureaus

Strategic Objective #1:
Achieve Peace and Security

Strategic Goal #1
Democracy and Human Rights: Advance the growth of democracy and governance, including civil society, the rule of

Performance Goals Relevant to FFP

EGAT

Global Health

Strategic Goal #2
Economic Prosperity and Security: Strengthen world economic growth, development, and stability while expanding opportunities for U.S. businesses and ensuring economic security for the nation.

Performance Goals Relevant to FFP
❑ Enhanced food security and agricultural development.

DCHA Program Goals

- Long-term development enhanced through integrated high impact DCHA interventions particularly in countries affected by crises, conflict and food insecurity.
- Capable, responsive and stable democratic systems and civil society strengthened particularly in fragile, failed and failing states.
- Host country capacity increased to save lives and reduce suffering.
- Technical leadership provided within the USG and to partners in response to the needs of fragile, failed and failing states.
- Coordination demonstrated within DCHA for more effective response to crisis and development needs.

Strategic Objective #2:
Advance Sustainable Development and Global Interests

Strategic Goal #3
Social and Environmental Issues:
Improve health, education, environment, and other

Performance Goals Relevant to FFP
❑ Improved global health, including child, maternal and reproductive health and the reduction of abortion and disease, especially HIV/AIDS, malaria, and tuberculosis.
❑ Partnerships, initiatives, and implemented international treaties and agreements that protect the environment and promote efficient energy use and resource management.
❑ Broader access to quality education with an emphasis on primary school completion.

Strategic Objective:
Food Insecurity in vulnerable

Strategic Goal #4
Humanitarian Response: Minimize the human costs of displacement, conflicts, and natural disasters

Performance Goals Relevant to FFP
❑ Effective protection, assistance and durable solutions for refugees internally displaced persons and conflict victims.
❑ Improved capacity of host countries and the international community to reduce vulnerabilities to disasters and anticipate and respond to humanitarian emergencies.

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program will also make important contributions to the State/USAID strategic goals related to "Economic Prosperity and Security" and "Social and Environmental Issues" and to a number of their performance goals:

- Enhanced food security and agricultural development.
- Improved global health, including child, maternal, and reproductive health, and the reduction of abortion and disease, especially HIV/AIDS, malaria.
- Partnerships, initiatives, and implemented treaties that protect the environment and promote efficient energy use and resource management.
- Broader access to quality education with an emphasis on primary school completion.

With the new emphasis in this Strategy on enhancing the capacities of communities and civil society to deal more effectively with their own food insecurity problems, the Title II program also will become more supportive of the "Democracy and Human Rights" strategic goal. And, this contribution will be enhanced by the closer collaboration between FFP and the Democracy Office, which is one of the DCHA Bureau goals (See discussion in the next section).

Other linkages are less direct but still important. In supporting other DCHA offices in their efforts to "avert and resolve local and regional conflicts," this Strategy will also contribute to "Regional Stability," another State/USAID strategic goal, and to the first State/USAID strategic objective related to "Peace and Security." Because of its focus on improving livelihoods and increasing community resiliency in the countries and communities most vulnerable to food insecurity, the Title II program will also contribute to the "Counterterrorism" strategic goal and to "Stable political and economic conditions that prevent terrorism from flourishing in fragile or failing states."

A "Humanitarian Response" policy council has been established to help coordinate State and USAID activities that fall under this specific strategic goal and as a mechanism for addressing "forward looking policy concerns and any persistent unresolved operational issues." FFP will participate actively in this policy council along with staff from OFDA and OTI. FFP also plans to participate actively in the policy councils that are being established to deal with the "Economic Prosperity" and the "Social and Environmental Issues" strategic goals along with representatives from the Bureaus for Global Health (GH) and Economic Growth, Agriculture and Trade (EGAT).

FFP also will consult closely and coordinate with PPC to insure that this Strategy is consistent with and supports the principles laid out in USAID's new White Paper and the Fragile States Strategy. These consultations have taken place throughout the approval process and are expected to continue into the implementation stage of the Strategy.

2.   DCHA Bureau Goals

FFP also will contribute to the mission and goals of the DCHA Bureau. (See Figure 3) If FFP is successful in increasing "Title II impact in the field" (IR-2), this will help DCHA

achieve its first goal – "Long-term development enhanced through integrated high impact DCHA interventions, particularly in countries affected by crisis, conflict and food insecurity." The new FFP Strategy also will place more emphasis on "strengthening community capacity to influence factors that affect food security," which will support DCHA's focus on "strengthening civil society" (DCHA Goal 2) and "increasing host country capacity to save lives and reduce suffering" (DCHA Goal 3). Plus, by adding IR 1 – "Global leadership in reducing food insecurity enhanced" – to this Strategy, FPP will be better able to "provide technical leadership within the USG and its partners" (DCHA Goal 4), in this case with respect to food insecurity and food aid.

Goal 5 calls for more coordination within DCHA "for more effective response to crisis and development needs." FFP plans to undertake more joint planning and evaluation exercises with other DCHA offices, in response to this goal, and to work toward a greater integration of programs and resources, especially in those special opportunity countries that also meet FFP's food insecurity criteria. FFP and OFDA have a history of close coordination in response to emergencies with FFP supplying the food and OFDA the other resources needed to save lives including water, medicine and temporary shelter. However, FFP has recently begun to work more closely with the Democracy Office, beginning with the joint development of an assessment framework for "Understanding the Governance Obstacles to Achieving Food Security." Closer collaboration with the Democracy Office in DCHA and with democracy offices in missions will be essential under FFP's new Strategy because of the important role that improved governance can play in helping FFP increase the impact of its programs in the field (IR-2). (See second contributing result under IR-2 in FFP's proposed Strategic Framework).

DCHA's Goal 5 addresses the issue of perception that DCHA offices do not coordinate their responses with each other and the missions/bureaus where they operate. The goal is for DCHA offices to tailor their programs to meet DCHA strategies rather than individual office objectives. The newly formed DCHA Management Council is overseeing the first case study for a DCHA-wide country strategy so that DCHA will have a coordinated Bureau approach, can quickly report on all Bureau programs in a country and avoid the possibility of major gaps and/or overlaps within its programming.

3. To Other USG/USAID Strategies and Initiatives

This Strategy will also benefit from and contribute to a number of other strategies and initiatives underway within USAID, or to which USAID is expected to contribute, that have similar or complementary objectives and foci. FFP will work with the relevant agencies, bureaus and offices to share information and experience and strengthen working relationships and promote collaboration.

Several of these initiatives are designed to operate at the country level using eligibility criteria tailored to the specific objectives of each initiative. Because the eligibility criteria differ, the sub-set of countries associated with each of these initiatives also differs. The Title II program, which will also have its own unique set of eligibility criteria related to food insecurity, will not be active in all the countries included in these

initiatives.[12] However, in cases where one or more of these initiatives is active in a Title II country, FFP will work with the relevant organizations to make sure that, at a minimum, programs complement each other and, where possible, to promote fuller program and resource integration. This will include working with the regional bureaus and with the missions to improve coordination and work toward greater program and resource integration. The aim is to insure that the Title II program contributes to goals and objectives articulated in the mission strategies and embassy country plans at the same time that it contributes to FFP's own objective to reduce food insecurity in vulnerable populations.

- **DCHA's Special Opportunity Countries** -- FFP will work closely with the other DCHA offices to better coordinate existing programs and work toward more joint planning and better integration of programs and resources in those Special Opportunity countries that also meet FFP's food insecurity criteria.

- **The Millennium Challenge Corporation (MCC)** – In cases when countries selected to participate in this program are also food insecure, FFP and its partners will explore the possibilities for collaboration, including the possibilities of using MCC resources to complement food resources and vice versa to achieve common objectives. Twelve of the 16 countries that have been selected for participation in the MCC program currently have Title II non-emergency (development) programs.[13] By helping to stabilize countries that fall into the fragile states category and reduce their vulnerabilities to food insecurity, the Title II program also can help strengthen these states and ready them for future development and eventual qualification for the MCC program.

- **USAID's Agricultural Strategy –** FFP plans to strengthen its links with the agricultural community within the Agency, within EGAT as well as at the mission level, and to contribute to and benefit from the Agency's agricultural programs and goals as articulated in the Agricultural Strategy. A significant portion of Title II development resources is devoted to small holder agricultural programs within the most vulnerable countries and populations. These programs, which range from production to post-harvest handling, marketing and processing, will benefit from stronger working relationships with EGAT's offices of agriculture and natural resources management. Plus, EGAT's programs, particularly those programs with the international and national agricultural research centers, can also benefit from the additional ground-truthing that stronger links with the Title II program and its cooperating sponsors can provide. For example, the Title II programs, because they work so closely with communities and farmers, can provide agricultural research organizations with additional opportunities for getting farmer input into their research

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[12] See table in Annex III for information on the eligibility criteria for the DCHA, MCC, IEHA and PEPFAR initiatives and the countries that have been selected. These criteria can be compared with the criteria that are likely to be used by FFP to determine whether a country is food insecure which are discussed in Annex IV.

[13] These countries include Benin, Cape Verde, Ghana, Lesotho, Madagascar, Mozambique, Armenia, Georgia, Sri Lanka, Bolivia, Honduras and Nicaragua.

agendas. FFP also plans to work more closely with EGAT on a broader set of food security issues within the Agency, the USG and internationally, especially those related to the food access, nutrition and vulnerability dimensions of food insecurity.

- **Fragile States Strategy –** This new strategy focuses specifically on those countries which are failing, failed or recovering and therefore are the main emphasis for the DCHA Bureau and the FFP program. By definition, they are the countries which are the most food insecure and have the problems which most lead to food insecurity. The FFP Strategy has been intentionally developed with the Fragile States Strategy in mind, in order to work within its overall framework and to complement the activities of other

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Key USG/USAID Strategies and Initiatives

- **DCHA's Special Opportunity Countries** -- DCHA has identified a set of countries where there is an "identifiable opportunity to achieve meaningful progress in areas such as conflict mitigation, food security, improved governance…." DCHA will focus its resources in these countries.

- **Fragile States Strategy –** This new Agency strategy is redefining how USAID will work in states which are failing, failed or recovering, which includes most of the countries where FFP is engaged. The strategy outlines four major elements required to meet the demands of fragile states: a) better monitoring and analysis, b) priorities responding to the realities on the ground, c) programs focused on the sources of fragility, and d) streamlined operational procedures to support rapid and effective response.

- **The Millennium Challenge Corporation (MCC)** – This new Presidential Initiative provides additional resources to a limited number of relatively needy countries which also are good performers with a demonstrated commitment to ruling justly, investing in people and encouraging economic freedom.

- **USAID's Agricultural Strategy** – This new Strategy focuses USAID's agricultural development efforts in four strategic areas: expanding global, regional and domestic trade opportunities and improving the capacity of farmers and rural industries to act on them; improving the social, economic and environmental sustainability of agriculture; mobilizing science and technology and fostering a capacity for innovation; and broadening agricultural training and education, outreach and adaptive research.

- **President's Initiative to End Hunger in Africa (IEHA) –** This new program designed to cut hunger in Africa will be concentrated to begin with in six focus countries – Mozambique, Zambia, Uganda, Kenya, Mali and Ghana. These countries were selected because they are among the better performers and have the potential to grow and to influence regional agricultural production and economic growth.

- **USAID's Nutrition Operational Plan (GH NOP) –** This new plan will focus the Agency's nutrition activities in six priority areas: micronutrients, infant and child feeding, women and adolescent girls, hygiene improvement, food aid, and epidemics and emergencies.

- **The President's Emergency Plan for AIDS Relief (PEPFAR)** – This new five-year, $15 billion initiative to battle HIV/AIDS will be initiated in 14 countries in Africa and the Caribbean with a focus on prevention, care and treatment.

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offices involved in implementing the Fragile States Strategy. The four main elements of the Fragile States Strategies emphasize the very same focus that this FFP Strategy

emphasizes: (a) better monitoring and analysis,)b) priorities responding to the realities on the ground, (c) programs focused on the sources of fragility, and (d) streamlined operational procedures to support rapid and effective response.

- **President's Initiative to End Hunger in Africa (IEHA) –** Under this initiative, USAID is investing heavily in small holder agriculture, which is also a focus under the Title II program. Plus Title II programs are already underway in four of the IEHA focus countries -- Mozambique, Uganda, Kenya, and Ghana. FFP proposes to work with the Africa Bureau and the missions in these countries to identify areas where there are common objectives and to better integrate the two programs. FFP will participate on the IEHA steering committee and also work with the Africa Bureau to help them better define and operationalize their concerns with improving the livelihoods and resiliency of small holders and other vulnerable populations. [14]

- **USAID's Nutrition Operational Plan (GH NOP)** -- The Title II program represents the largest source of resources available within USAID for improving the nutrition of vulnerable populations. Under this new Strategy, FFP will continue to collaborate closely with GH, including under the implementation of its Nutrition Plan to improve problem assessment and program design and performance reporting. Specific activities will include focusing increasing attention on strategies for improving women's nutrition; identifying appropriate uses of food in programs for the treatment, care and support of HIV/AIDS-affected populations; and helping to validate and disseminate improved indicators of better infant and child feeding, access to food and women's nutrition.

- **The President's Emergency Plan for AIDS Relief (PEPFAR)** – In countries that meet FFP's food insecurity criteria and for populations that are food insecure, Title II food resources will be available to complement the cash resources from this initiative and contribute to its HIV/AIDS prevention, care and treatment objectives. This will include support to orphans and vulnerable children, and the households and communities caring for them. FFP already is working closely with GH and the HIV/AIDS office in the Department of State (O/GAC) to address food security concerns within this initiative. FFP also will remain actively engaged in the discussions concerning and guidance associated with private sector initiatives to develop specialized food for people living with HIV and AIDS.

4.   To the Millennium Development Goals (MDGs)

The Title II program with its emphasis on reducing food insecurity among vulnerable populations also contributes to the Millennium Development Goals (MDGs), and in particular to the first goal which is to "eradicate extreme hunger and poverty." For example, there is now evidence that the Title II program can help reduce the prevalence

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[14] The Africa Bureau describes these concerns as including "(a) helping the chronically poor and hungry in rural Africa find viable paths out of poverty by accumulating assets, (b) reducing the vulnerability of poor people to weather-, market- and conflict-induced shocks, and (c) enhancing the capacity of countries to manage shocks that have regional and national impacts."

of undernutrition among children under five years of age, which is one of two indicators being used to measure progress toward the hunger reduction target. More specifically, a recent analysis of the impact of the Title II Maternal, Child Health and Nutrition (MCHN) programs on child nutritional status provides evidence that these programs are reducing undernutrition among young children in their target populations. More than 80 percent of the 33 programs analyzed were able to reduce the prevalence of undernutrition between their baseline and final evaluations (usually over a period of four to five years). On average, the Title II MCHN programs reduced the prevalence of stunting (chronic undernutrition) by 2.4 percentage points per year (from an average baseline of 53 percent) and underweight by 1.9 percentage points per year (from an average baseline of 42 percent). This analysis also suggests that the total impact of the MCHN programs on the prevalence of stunting and underweight increases with the length of time that a community is able to benefit from an intervention. The rate of change also appears to increase with the length of the intervention, with the reduction in the prevalence of stunting increasing dramatically when program length is longer than three years.[15]

This impact is significant -- approximately 6.6 million children benefited from the Title II MCHN programs included in this assessment alone. However, these numbers are not large enough by themselves to show up in a reduction of the prevalence of undernutrition at the global level or even in the national statistics for the individual countries. Better targeting to the more vulnerable countries and populations within these countries, which is part of FFP's new commitment to a more strategic approach to the management of the Title II program, could help enhance the impact of these programs. This also is an example of an area where FFP needs to exercise more leadership domestically and internationally to attract more support for programs like the Title II MCHN programs that have proven successful in reducing undernutrition among young children. (See section on IR-1 in for a more complete discussion of the global leadership role that FFP needs to play in order to achieve its strategic objective.)

F. Performance Indicators at the SO Level

FFP proposes to measure the overall success of the Title II program using three people-level impact indicators – two that measure utilization and one that measures access.[16] These indicators are summarized in Figure 4 (See page 37), along with the indicators that are being proposed to measure performance under IRs 1 and 2. (More details about the indicators that are being proposed to measure performance at the SO-level can be found in the Performance Indicator Reference Sheets in Annex V.)

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[15] Anne Swindale, et.al. "The Impact of the Title II Maternal Child Health and Nutrition Programs on the Nutritional Status of Children," Occasional Paper No. 4, A report prepared by the FANTA (Food and Nutrition Technical Assistance) Project of the Academy for Educational Development for the Office of Food for Peace in USAID's Bureau for Democracy, Conflict and Humanitarian Assistance, Washington, DC, March 2004.

[16] These indicators were developed by a FFP working group and were based on prior work done by FANTA, Food Aid Management (FAM) and the FAM M&E Working Group on Indicators.

The first indicator has been defined to accommodate a variety of indicators that reflect anthropometric measurements of child or adult growth. This will enable FFP to track and report on the ability of a wide range of individual Title II programs with nutritional objectives to maintain or improve the nutritional status of their targeted beneficiaries, including WFP and PVO emergency and PVO non-emergency programs and is consistent with the progress made under the SMART Initiative. It also will provide FFP's partners with the flexibility to select annual indicators that reflect their individual program approaches and can be accommodated within routine information systems. Maintenance" of nutritional status also will be counted as a positive outcome, because being able to maintain nutritional status in the face of shocks is a positive outcome in many cases.

FFP also proposes to track and report on a second indicator of nutritional status so that the Office and its partners can demonstrate more clearly how the Title II program contributes to the Millennium Development Goals (MDGs) – to reduce the prevalence of underweight in children under five by half by 2015. This indicator will measure improvements in nutritional status directly. Because of the difficulty of insuring consistent reporting of high quality, comparable indicators across countries and programs, however, this indicator will be limited to FFP's strategic management countries.

These two indicators build on the experience that FFP and its partners gained with nutritional status performance indicators during its last strategy. Additional work will still be needed under this Strategy, however, to improve the quality of these indicators and the data.   The nature and extent of this work will be laid out in more detail in the final Performance Management Plan (PMP), which will be completed within one year of the approval of this Strategy. Regular data quality assessments during the life of this Strategy also will enable FFP to exercise its quality control responsibilities and insure that its performance reports and those of its partners meet quality standards.

FFP also decided to adopt a third people level impact indicator designed to measure maintenance or improvement in household food consumption so that it and its partners can capture the food security impacts of Title II programs that aim to protect and enhance the access component of food security. This will include programs with significant agricultural development programs. Like the first nutritional status indicator, this indicator has been defined to accommodate several food access indicators, including measures of dietary diversity and food gaps. Also, "maintenance" of household food consumption will be counted as a positive outcome along with "improvements" in consumption, which is the same approach being taken with respect to the first nutrition indicator.

FFP will have to implement this access indicator in stages, however, because only 25 percent of current Title II development programs with access activities include indicators of household food access in their monitoring and evaluation systems. During this Strategy period (2006-2010), data from the evaluations of this more limited set of programs will be used to report on this indicator. At the same time, FFP will change its guidance to require that by FY 2005 all new programs with access objectives will include

Figure 4: FPP Strategic Objective and Proposed Indicators

Strategic Objective
Food Insecurity in vulnerable populations reduced

Proposed Indicators

- *Applicable programs reporting maintenance or improvement in nutritional status*
- *Prevalence of underweight children under 5 years of age in FFP strategic management countries*
- *Programs that have established the basis for measuring impact on food access*
- *Evaluated programs reporting maintenance or improvement in household food consumption*

IR 1:
Global leadership in reducing food insecurity enhanced

IR 2:
Title II impact in the field increased

- Illustrative Indicators
- *Improvements in WFP's operations in areas of priority interest to the USG*
- *International arrangements exist which enable food aid donors to coordinate their actions and commitments and enable the Title II program to remain a grant program using primarily U.S. food commodities.*
- *Key USAID documents adequately reflect FFP's strategy and programs.*
- *Improvements in the Food Aid Consultative Group (FACG) that increase its effectiveness as a mechanism for building consensus on approaches to resolving key issues*
- *Rigorous evidence of impact of Title II programs produced by new "gold standard" evaluations*
- *Evidence on effective program approaches produced by operations research program*
- *# of new Title II proposals that incorporate promising new approaches.*
- *# of PVOS that make better use of their M&E information to improve program implementation.*

Illustrative Indicators
- Percent of targeted population reached
- Percent of targeted population adopting improved practices/behaviors
- Percent of communities with enhanced capacity

Cross-cutting Sub-intermediate Result: Strategic management and streamlining approaches implemented

Illustrative Indicators
- *Improvements in FFP's information management system.*
- *Updates in FFP's regulations and procedures.*
- *Increased efficiency in key FFP operations*

access indicators in their monitoring and evaluation plans. FFP is also proposing a fourth indicator, which will enable it to report on whether the number of programs able to report on their success in improving household food consumption is actually increasing. FFP also will need to provide its cooperating sponsors with an explicit methodology for collecting and analyzing data on the three measures of access that are being considered. Plus, it will need to make sure that its cooperating sponsors receive the training they need to better understand and use these measures of access. These activities will be spelled out in more detail in the final Performance Management Plan (PMP).

G.   Gender Analysis

The Title II program is not gender neutral. Women are generally recognized as being among the most vulnerable to food insecurity along with young children and the elderly. This is taken into account in the design and implementation of programs that focus on the protection and enhancement of human capabilities. Women, for example, are the major participants in and beneficiaries of the community-based maternal child health and nutrition programs, which are among the most important Title II interventions in the health (and nutrition) sector.   Improving women's health and nutrition is important because it increases their productivity and improves their quality of life.   These programs also focus on women in their role as caregivers for young children, who are at risk of undernutrition, and because of the impact that women's health and nutrition has on the birth weight of their babies, recognizing that low birth weight is a significant determinant of undernutrition in young children.

Women's roles with respect to household livelihoods and in community organizations vary greatly across countries and regions depending on culture and tradition. So, more care will need to be taken to insure that women are involved to the maximum extent possible as participants as well as beneficiaries in programs designed to enhance livelihoods and community capacities. Most of the development programs that were examined as part of the FAFSA review of the experience in implementing the 1995 "Food Aid and Food Security Policy," for example, claimed to be "gender sensitive and inclusive of women." However, the assessment criticized performance in the field, concluding that the cooperating sponsors, with few exceptions, "need to place more emphasis on overcoming the obstacles to incorporating women as active economic agents and full participants in their programs." Under this Strategy, cooperating sponsors will need to make sure that their program designs include strategies for addressing gender issues and objectives. Plus, all livelihood programs, agricultural programs in particular, will need to be designed and implemented in ways that recognize women as producers and economic agents in their own right with their own unique constraints and opportunities.

V.   The Full Strategic Framework

To achieve its new SO – *food insecurity in vulnerable populations reduced* – FFP will have to exercise more leadership globally and to increase the impact of the Title II

program in the field. These two intermediate results (IRs) are necessary to achieve the strategic objective, and they complement and reinforce each other. This formulation also is consistent with the view prevailing within DCHA senior management that the Bureau plays a dual role, providing intellectual leadership in its substantive areas of influence and implementing large programs in the field.

The previous section provided an overview of the proposed strategic objective and framework.[17] This section provides the details – on the approaches that FFP proposes to use in implementing this Strategy and on the substance of the two proposed IRs and the full set of sub-intermediate results (sub-IRs) that have been developed for each IR.

A.   Approaches

Using Food in Direct Distribution Programs -- The Title II program is the largest source of resources within the USG available to focus on the problem of food insecurity, and the main resource that is available to the Title II program is food. FFP expects the direct distribution of food to play an important role under its new strategic framework. Food aid is a resource that can be sold, as well as conveyed in kind. What differentiated the Title II program from the Title I and Title III programs (which are basically government to government sales programs) for many years was its use of food in direct distribution programs. Sales of food, under the right circumstances, can be structured so that the sale itself will have a food security impact, through helping to strengthen a country's food markets, for example. Some argue that this also is a good example of the use of food to further food security objectives. However, in most cases, monetization has had its greatest impact on food security through the activities that are funded with the proceeds from the sales of the commodities.

The use of food in on-site feeding programs during humanitarian relief efforts is the use that is probably the best known to the general public. However, food also can be used to help people in need in non-emergency situations – to help improve the diets of the chronically food insecure and to smooth the consumption[18] of those facing bouts of transitory food insecurity that do not reach the level of an emergency. FFP will continue to emphasize these uses of food.

FFP will also emphasize using food in ways that have positive impacts beyond the immediate act of feeding people – in both the emergency and non-emergency (development) programs. Reorienting the program to emphasize helping communities and households reduce their vulnerability to food insecurity, the focus of the new conceptual framework, is expected to expand opportunities for using food in distribution programs. Protecting and enhancing assets – both physical and human – becomes key under this new Strategy to help communities, households and individuals increase their

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[17] The full strategic framework is also laid out in graphic form in the previous section in Figure 2 on page 24.

[18] Smoothing consumption is a term used to describe an action that helps even out the fluctuations in food consumption or stabilizes food consumption over time. One can also talk about income smoothing.

ability to cope with risks/hazards. Food-for-work programs, which in the past have been hard to integrate into programs focused on increasing agricultural productivity, if implemented in ways that follow best practices, are tailor-made for helping communities and households protect and enhance their physical assets. In addition, there is growing evidence that take-home rations tied to specified behaviors such as participation in health and nutrition education programs, for example, and/or keeping a child in school are effective approaches to enhancing human capital that also help reduce vulnerability.

Food is a unique resource and one that is complex and costly to manage, with extensive and detailed rules, regulations and procedures affecting its purchase, shipping, handling, storage, and delivery. Basic to meeting the objectives of the program, for example, is the requirement that the right food be shipped and delivered at the right time to the right people in the right place. However, the legislation also requires that food aid be delivered in such a way that it does not disrupt local markets, depress local prices, or discourage local agricultural production. This makes the task of managing the food resource even more complicated. Among the food management items on FFP's agenda during this strategy period will be more timely processing of commodity requests, and improvements in the commodity management system. (Also see discussion of illustrative activities under Sub-IR 1.5: "Strategic and streamlined management approaches implemented.")

Issues related to the appropriateness of specific foods, their safety, quality, and nutritional value are another dimension of the uniqueness of the food resource. In the last several years, FFP has worked with USDA to improve the quality assurance of fortified foods. During this Strategy, FFP will continue to work with a range of partners, including USAID/GH, USDA and the private sector, to develop new foods designed to be more responsive to the needs of specific vulnerable populations. For example, currently considerable attention is being paid to the development of specialized foods for people living with HIV/AIDS (PLWHA) and HIV/AIDS households that are finding it difficult to obtain monthly rations from distribution points or to prepare unprocessed basic grains. (Also see the discussion and illustrative activities under the following section on Sub-IR 1.2: "National and global partnerships strengthened.") The Office also expects to continue to deal with the controversies surrounding the use of bio-engineered foods.

Another challenge will be learning how Title II food resources can help vulnerable people deal with the impact of HIV/AIDS. Creative new approaches are needed to ensure that food transfers will be used to their best effect in buffering the economic costs of the infection to individuals, households and communities without stigma and without high administrative screening costs. The role of food in providing nourishment that helps protect against or delays the progress of the disease itself is another issue that remains contentious and poorly understood empirically. This too is an area in which the Agency will need to invest in documenting impacts and best practices.

Combining Food with Other Resources – Distributing food by itself, however, is of limited use in reducing food insecurity; food needs to be combined with other non-food (cash and in-kind) resources to insure that it has an impact beyond just feeding people.

This is true even in the case of emergencies when food alone, in the absence of potable water and health and sanitation, for example, may not be sufficient to save lives. Similarly, food rations alone also do not insure improvements in child nutrition unless accompanied by access to key health inputs including immunizations and specific nutrition messages designed to educate and motivate caregivers to adopt improved child feeding practices. In the agricultural sector, technical assistance and training are essential to increasing agricultural productivity. Plus, to be effective, food-for-work programs also require complementary resources to make sure that the proper engineering work is done, the necessary tools are available, and workers receive proper supervision and training, including on how to properly operate and maintain the infrastructure once built. Cash, in other words, is necessary for capacity building, which is key to this Strategy and to sustainability. Cash also is needed to pay for the transportation and handling of the food – costs that can be substantial when programs target the most vulnerable, who are often located in isolated areas. (Further examples of how food needs to be combined with other resources to achieve food security objectives are provided in the illustrative activities sections under IR-2: *Title II impact in the field increased*.)

Mobilizing sufficient non-food resources to complement food aid will be one of FFP's greatest challenges under this Strategy. These complementary resources are critical for the achievement of the new Strategic Objective. Fortunately, the 2002 legislation will enable USAID to increase the amount of Section 202 (e) dollar funding the Agency can make available to partners to pay for administrative and support costs and for internal transportation, shipping and handling (ITSH) costs for development programs in the least developed countries. FFP also will continue to look at monetization as an important tool to ensure the effectiveness of the food resources and its food security impacts and it will continue to use monetization in accordance with the monetization plan it laid out with OMB in 2003.

To gain access to additional complementary resources, FFP will continue to focus on integrating Title II programs with other DCHA and other USAID programs and resources wherever possible. FFP is already making progress at the mission level, for example, in Zambia with a joint FFP/Africa Bureau assessment of the food security conditions and the development of a plan to integrate FFP resources with the mission strategy and resources. FFP will repeat this strategic assessment and integration process in the strategic management countries to ensure full strategic and resource integration. (See further discussion of strategic management countries under the discussion of Sub-IR 1.5: "Strategic and streamlined management approaches implemented" and in Section VI. on "Program Management and Innovations.") This emphasis on maximizing resources through improved integration also will help achieve the DCHA goal of more coordinated, high impact interventions. Due to the problems experienced during the 1997-2001 strategy, the Office also plans to undertake a systematic assessment of the constraints to program and resource integration both at the Washington and mission levels leading to a more comprehensive plan of action.

FFP will also explore other creative ways to access additional resources to complement its food resources, looking for opportunities to work more closely with other donors such

as the World Bank on safety-net programs and the Japanese to leverage their expertise in infrastructure with FFP's expertise in food aid. (Also see discussion under Sub-IR 1.2. on "National and global partnerships strengthened.") Opportunities also may exist to develop special campaigns, combining food with complementary resources to support HIV/AIDS-affected food insecure households, individuals and communities under the "President's Emergency Plan for AIDS Relief" (PEPFAR) and to support the President's "Initiative to End Hunger in Africa" (IEHA). Food could also be combined with complementary resources in a campaign to expand the access of the rural poor to improved water and sanitation. Plus, there also may be opportunities to do more to improve the nutrition of young children by combining food with better-targeted and appropriate nutrition messages focused on improving child feeding practices financed with complementary resources from the health sector.

During the mid- to late-1990s, some cooperating sponsors also were able to get access to local currencies generated by the commodity sales conducted under the PL 480 Title III government to government program to complement their Title II-supported food security interventions. The Title II and Title III programs had to be operating in the same country, and the Title III program had to be set up so that at least a portion of the local currencies generated were distributed under a competitive grants program. Because the Title III program provided the food to governments as a grant, it was also used to encourage recipient governments to improve their food security-related policies, which meant the Title III program provided the added advantage of helping improve the enabling environment in which the Title II programs operated. The Title III program is still authorized under the current farm legislation. However, neither the Administration nor Congress has demonstrated much interest in funding this program during the last several years. Plus, the draft texts that are being discussed in the Doha round that call for additional disciplines on food aid have clear negative implications for the future of the Title III program (also the Title I program).

Targeting Resources to the Vulnerable -- FFP will continue to target resources to the most vulnerable countries and communities within these countries, but it will develop new criteria to identify the target countries and populations under this new Strategy. These criteria and indicators will be more consistent with the focus on food insecurity and vulnerability in the new strategic framework and DCHA's decision to focus on "fragile, failing and failed states." For example, income poverty is not by itself a sufficient indicator of vulnerability to prioritize countries or populations within countries. Nor is the Low Income Food Deficit Country (LIFDC) formulation, which combines a per capita income indicator with a measure of aggregate annual net food exports, a sufficient indicator, since neither one of its components provides much insight into vulnerabilities or risks.

The new set of criteria that FFP will develop will take into account a country's vulnerability to food insecurity as well as how it ranks in terms of the three basic food security outcomes -- food utilization, access and availability. Further details on the types of criteria that FFP will use to determine relative levels of food insecurity among countries are provided in Annex IV. This work, which is seen as part of FFP's effort to

manage its program more strategically, will be completed within the first six months after this Strategy is approved. (See following section on Sub-IR 1.5 for more details.)

The new focus on vulnerability will also require giving priority to highly vulnerable areas and population groups within countries, which could result in changes in how resources are targeted within some countries. Improved targeting within countries will require a greater investment in problem analysis at the local level, including vulnerability assessments and monitoring, and the expanded use of indicators of risk as well as levels of need. Focusing more on risk and vulnerabilities will lead to greater similarities between the approaches used to assess food insecurity in both emergency and development settings. Another advantage is that better problem analysis should result in a better program design, greater synergy, and increased impact.

The assumption underlying the 1995 "Food Aid and Food Security Policy" was that food insecurity is primarily a rural problem. Now, with many developing countries rapidly urbanizing and urban poverty increasing, there will be cases when strong arguments can be made for supporting urban-based activities. However, increased urban poverty in itself will not cause a structural reorientation of Title II activities away from rural areas if country-specific analyses of risks and vulnerabilities indicate that this is where the priorities still lie.

Building Capacity -- Enhancing the capacities of the vulnerable – individuals, households and communities – is a central focus of FFP's new strategic framework. Implicit in this formulation and essential to increasing the impact of the Title II program is the need to help build the capacity of FFP partners in the field. Therefore, the Office plans to continue its focus on building the capacity of its partners, expanding the focus to include local cooperators. The commitment to capacity building is also implicit in the Office's commitment to "support technical excellence and innovation." As in the past, FFP will use a combination of approaches, including funding individual cooperating sponsor grants, the development of guidance and standards, the identification of best practices, and training. With more attention being paid to exit strategies and sustainability, building capacity at all levels will be essential in order to maintain the positive changes initiated by FFP programs. (See section on Sub-IR 1.4 for further discussion of the types of activities that FFP may undertake to help build the capacity of its partners.)

The commitment to capacity building as an approach extends to the local groups and organizations, especially community groups, that are taking on increasing responsibility for the implementation of Title II activities at the community level. FFP's cooperating sponsors frequently assume responsibility for program implementation at the beginning of a program, including providing many of the essential educational and technical assistance activities themselves. However, these functions ultimately have to be taken over by local organizations, in some cases by the government and/or local NGOs, but in many cases by organizations within the communities themselves.

This transfer of functions is essential if the activities initiated under the Title II program are to continue to have an impact after the program ends.   However, this will not happen automatically. Infrastructure built under the Title II program, for example, has to be managed and maintained. Plus, other infrastructure needs will still exist. Children may be treated for acute undernutrition under the project and the prevalence of chronic undernutrition in the community reduced. However, the educational messages provided under the Title II program need to be reinforced and communicated to additional households and counseling of parents and other caregivers needs to continue beyond the life of the Title II program. Also, lead farmers, farmer groups and marketing associations need to continue to extend new knowledge and facilitate innovation. To insure that these functions are transferred successfully, the Title II cooperating sponsors need to spend considerable time and effort on training and technical assistance to build the capacity of these local organizations to take over these responsibilities. This includes training the individuals and groups responsible for providing individualized counseling to caregivers on appropriate infant and child feeding and health practices, for example, as well as those involved in providing farmers with information on new agricultural technologies and farming practices. In other words, building the capacity of local organizations, community organizations in particular, to take over the responsibilities for providing food security related services initially provided by the cooperating sponsors is key. In sum, capacity building underlies all field activities and is essential to the success of the Title II program and its continuing impact on reducing food insecurity over the longer term.

Measuring impact and learning what works – The 1995 policy committed USAID to re-orient its own and its partners' programs to "manage for results." FFP and its cooperating sponsors now report annually on results, and all new proposals include results frameworks. The Office and its partners have made a considerable effort to adopt a results orientation, with the Office providing technical assistance through the Food and Nutrition Technical Assistance (FANTA) project[19] with joint funding from GH and with the assistance of Food Aid management (FAM) and its M&E working group. Generic indicators have been identified, manuals and guidance developed and technical assistance and training provided. As the FAFSA pointed out, however, there is still a need to reduce the variability in how indicators are defined, measured and reported; to provide more guidance on data collection methods, analysis and use; and to improve monitoring of program management. Plus, additional progress also is needed in identifying appropriate indicators for some key intermediate results such as capacity that have been difficult to measure.

Efforts to improve the measurement of Title II impact will continue under this Strategy. This will include FFP activities to assess the impact of the program on the MDG goal to reduce the prevalence of underweight children under five and improve the measures of food access and community coping capacity. (See sections on "Performance Indicators at the SO Level" and for the two IRs for further details.)   FFP also plans to put more emphasis on knowledge management under this Strategy, expanding its knowledge about what works and why and using this knowledge to influence policy and improve program

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[19] The Food and Nutrition Assistance (FANTA) project is implemented under a cooperative agreement between USAID/GH and the Academy for Educational Development (AED).

impact in the field. (See discussions under Sub-IR 1.3 and 1.4 for more details on the types of activities that FFP will take to improve the "evidence base for more effective policy and program approaches.")

Solving problems – FFP is committed to using the Title II resource to help solve the problem of food insecurity in the world. This focus on food security was introduced in the 1990 authorizing legislation. However, the Title II program had already taken on a problem oriented approach and stopped being a surplus disposal program, when the funding for the PL480 program became subject to the same budget constraints as other forms of international assistance. USAID's 1995 policy reinforced this problem focus. It also stressed the importance of good problem assessments, arguing that it is "essential" to understand the food security problems in recipient countries and made the link between initial problem assessments and the selection of "specific program interventions most likely to succeed."

FFP recognizes the importance of good problem assessments and plans to take further steps under this strategy to improve its own assessments and those carried out by its partners – both the PVOs and the WFP. In the future, problem assessments will need to be based on credible livelihood and market analyses and include estimates of needs and program approaches that recognize when and where food is needed and when and where non-food resources are needed, alone or in combination with food.

FFP expects that this commitment to better problem assessments will result in more effective programs. Better assessments of emergency needs, for example, should result in interventions that support livelihood systems that are essential for economic growth and development as well as saving lives. And, better assessments of chronic needs should result in development interventions that strengthen livelihoods systems in ways that also help households and communities better withstand the effects of future shocks. Better problem assessments, in other words, will help FFP and its partners improve the design and implementation of their own programs and will contribute to IR 2 – *Title II impact in the field increased.*

FFP also expects that improved problem assessments will help the USG garner additional support from the international donor community by making it clearer that food aid is genuinely needed and is being appropriately targeted. (See further discussion under Sub-IR 1.1) This should increase the likelihood that food aid will be available when needed and encourage donors to undertake more joint activities combining food and non-food interventions to reduce food insecurity.

B.   Intermediate Results

1.   Intermediate Result 1: Global leadership in reducing food insecurity enhanced

This intermediate result adds a major new dimension to the Office's strategic framework, which previously focused primarily on the implementation of FFP programs in the field.

The IR reflects the importance of FFP playing a more active role in framing a new food security agenda and providing methods as well as mechanisms for collaborating across the Agency to operationalize this agenda. It also recognizes that FFP will need the strategic collaboration of a more active and expanded set of partners in order to reduce food insecurity. Increasing the impact of Title II programs in the field (IR 2) is important to the achievement of the SO, but USAID and its PVO partners cannot do it alone. FFP needs to be more active and exercise more leadership to galvanize increased attention and resources from other USG sources and other donors to the problems of the food insecure – those living with chronic food insecurity as well as those living in the midst of an emergency. This includes both food and non-food resources. This IR also will help facilitate the integration of food with other resources, promote more synergies and help insure more coherence among policies as well as interventions and programs, sponsored by other donors as well as the USG, and within individual countries and internationally.

This IR also will contribute to IR 2 -- *Title II impact in the field increased* – for example, by facilitating the adoption of standards and best practices in FFP's and other programs. USAID, as the leading food aid donor, has the obligation and the opportunity to make its own programs the best they can be and by doing so it also will influence the quality of food aid and food security programs globally. Of course, the Office already plays a role in U.S. and global deliberations on food security and food aid issues. The advantage of this new formulation is that it integrates these types of activities, including those related to U.S. policy and relationships with the WFP and other donors and international organizations, into a comprehensive framework. The leadership IR also will facilitate coordination and linkages with other DCHA offices, thereby supporting DCHA's coordination goal. Plus, it will encourage better collaboration on food security issues within USAID with other pillar and regional bureaus and facilitate mobilization of the complementary inputs that are so important to increasing the impact of the Title II program in the field (IR-2).

a.   **Sub-Intermediate Results**

The new strategic framework also lays out a set of outcomes (sub-IRs) that the Office will need to achieve in order to reach the global leadership intermediate result (See Figure 2 on page 24 for the complete strategic framework). The first two sub-intermediate results identified under this IR relate to the fora and partnerships in and through which the Office plans to act. The second two sub-IRs reflect the need for intellectual content to

> **IR 1: Global leadership in reducing food insecurity enhanced**
> **Sub-intermediate Results**
>
> 1.1:   FFP's role in U.S. and multilateral policy development increased.
> 1.2:   National and global partnerships enhanced.
> 1.3:   Evidence base for more effective policy and program approaches improved.
> 1.4:   Technical excellence and innovation supported.
> 1.5:   Strategic management and streamlining approaches implemented.

legitimize FFP in these fora and to strengthen these partnerships.   Finally, the fifth sub-IR recognizes that FFP will need to adopt a more strategic approach to management and leadership (IR-1). Since these steps also are necessary to accomplish the second IR – *Title II impact in the field increased* – this sub-IR is also labeled as Sub-IR 2.5 and in the framework a line is drawn also connecting it to IR 2.

All five sub-IRs are mutually reinforcing. To expand its leadership in a global environment, FFP will have to increase "its own role in U.S. and multilateral policy development" (Sub-IR 1.1) and work to strengthen its "national and global partnerships" (Sub-IR 1.2). However, the Office also recognizes that leadership is more effective when supported by knowledge and experience. So, the Office also has identified the importance of "technical excellence and innovation" (Sub-IR 1.4) coupled with policies and programs that are "evidence-based" (Sub-IR 1.3) as necessary to the success of this IR. In other words, increased substance will give FFP the direction and legitimacy it will need to perform a more effective role in "U.S. and multilateral policy development" and to strengthen its "national and global partnerships." And, these fora and partnerships are necessary for the Office to expand the impact of its knowledge and expertise beyond its own programs.

Sub-IR 1.1: FFP's role in U.S. and multilateral policy development increased.

Important issues with potentially serious implications for the Title II food assistance program and its food security objectives are under discussion in numerous international fora. The USG has strong vested interests in the outcomes of these discussions, and FFP has an important role to play in this process. In some fora and on some issues, FFP plans to play a leadership role (See table on following page). This includes playing a leadership role in the renegotiation of the Food Aid Convention (FAC) and the implementation of WFP's new strategy and business model. In other fora and on other issues, FFP plans to be more actively involved than it has in the past, as a technical resource for the negotiators involved in the current WTO negotiations involving food aid, for example. And, on other issues and in other fora, the implementation of the Cartagena Protocol on bio-safety, for example, FFP will need to follow developments more closely – to play a monitoring role -- so that it will be in a position to become more actively involved if and when conditions warrant. To play all three roles more effectively, FFP will have to collaborate more strategically with PPC's Office of Donor Coordination and Outreach.   Being more proactive on important policy issues is important, because USG successes in this multilateral policy environment will increase the likelihood that FFP will be able to achieve its new SO.

The USG would like to see an expansion in the amount of resources available to help reduce food insecurity in the world, both food and non-food, and to work more closely with other donors to increase the effectiveness of the international institutions that deal with the problems of food insecurity. The USG has a vested interest in insuring that the international food aid donor community continues to have a framework such as the FAC in which it can coordinate its actions and commitments. The USG also has an interest in making sure that the commitments that are made by the international donor community as

a whole are sufficient to meet all the legitimate food aid needs in the world, both now and in the future. Achieving this objective could be difficult given recent trends, i.e., a decline in supplies of food aid at the global level and an increase in food aid needs, for emergencies in particular.

Priority Issues and Fora where FFP plans to:		
Play a Leadership Role	Be Actively Involved	Play a Monitoring Role
RE: • The Food Aid Convention (FAC), including its renegotiation • The World Food Programme (WFP), including the implementation of its new strategy and business model • The G-8 Famine Initiative • Legislative modifications, including to increase the flexibility of Title II funds	RE: • The WTO negotiations related to food aid • HIV/AIDS issues and fora, including programming implications • The OECD/DAC work on food aid • Improving working relationships with other major food aid donors	RE: • The Implementation of the Cartagena Protocol on bio-safety • Issues and fora related to humanitarian assistance, including the Consolidated Inter-Agency Appeals Process (CAP) and the UN Interagency Standing Committee (IASC) which provides a forum for key UN and non-UN partners to coordinate their humanitarian assistance • Issues and fora related to improving donor performance, including best practices in good donorship • The SPHERE guidelines related to food aid and food security

Getting others in the international donor community to increase their donations of food will be difficult, in part as a result of the negative perceptions that other donors have about food aid in general and about the U.S. food aid program in particular. These perceptions already get in the way of donor deliberations within the FAC and divert attention from the more pressing challenges, including ensuring that adequate levels of food aid are available globally and that this aid is effectively used. Food aid, especially when it is used for development purposes, is viewed as less efficient than cash and more likely to create trade and production disincentives. Plus, as long as other donors continue to believe that the amount of U.S. food aid is determined primarily by U.S. domestic interests rather than realistic estimates of actual food needs they are going to question U.S. arguments about food aid needs, both globally and in specific countries.

To counter these perceptions, the USG will need to make a stronger case to the international donor community that food aid is a resource that is both necessary and useful in attacking the problems of food insecurity, in both its acute and chronic forms. FFP is in the best position within the USG to articulate these arguments and to provide

the supporting evidence. To be effective in this leadership role, however, FFP will have to demonstrate that its own programs are based on real needs, are sensitive to the potential disincentive effects of the resource and take markets into account. This means that FFP will have to devote more attention and resources to improving problem and needs assessments, insuring among other things, that they are based on credible livelihood and market analyses. (See the discussion on "Solving Problems" in the previous section on "Approaches" for more details on this issue.)   FFP also will have to provide the rest of the donor community with more concrete evidence on the positive impacts that food assistance programs can have on reducing food insecurity and when, where and how this aid can be used most effectively. This means that FFP also will have to devote more attention and resources to building a better evidence base on food aid. (See further discussion of the type of evidence base that is needed under sub-IR 1.3).

The USG also has a vested interest in a stronger and more effective World Food Programme (WFP), and FFP has an important leadership role to play in the achievement of this objective. The WFP, as indicated earlier, is one of FFP's most important partners. So, FFP and the USG more broadly have a strong interest in influencing the WFP – its objectives, where it operates, how it operates and the effectiveness of these operations. In recent years, FFP and the USG have encouraged the WFP to concentrate more on what the United States considers that the WFP does best, i.e., emergency response programming. The USG also has encouraged the WFP to improve its food needs assessments and early warning systems, improve its partnerships with NGOs, concentrate its programs in the countries that need food the most, and close out small programs. These concerns have been raised in position papers prepared for the U.S. delegations to the WFP Executive Board and at annual meetings. However, they have not been articulated as part of a longer-term USG strategy for the organization.

Now that the WFP has begun to implement its own new strategic plan, it is even more important that FFP be more strategic in its thoughts and actions. This means that FFP needs to develop a plan of action that clearly articulates U.S. objectives and priorities for the WFP and lays out the various steps that the Office plans to take to achieve these objectives. Additional issues on the agenda for the next several years, for example, include providing leadership with respect to the development of WFP's management plan, completion of its business process review, adoption of results-based management approach, and the development of GMO guidelines.

FFP will continue to use the U.S. position on the Executive Board to exercise influence in these areas of priority interest. However, it will also consider using other options, including making more strategic use of the FFP-funded representative in the U.S. Mission to WFP in Rome and working more closely with WFP staff on joint activities and with other donor members on the Executive Board, including the EU, on common objectives. FFP also will examine the possibility of using some of the Section 202 (e) funding it makes available to the WFP in a more strategic manner. One option that FFP will explore will be the use of direct grants to the WFP to build capacity in specific areas of interest to the United States. This would be similar to the program that the United Kingdom's Department for International Development (DFID) has initiated, which

provides additional resources to the WFP to improve its emergency assessments. These new grants could be provided in addition to or as a substitute for part of the current support grant that FFP provides to the WFP.

The USG also has a vested interest in the outcome of the current round of trade negotiations with respect to food assistance. The leadership role with respect to trade negotiations resides elsewhere in the USG, and PPC is the main point of contact within USAID on trade issues. However, the decisions made as part of the Doha negotiations could have significant effects on the size and nature of the food assistance programs in the future. So this is an example of an issue where FFP needs to become more actively involved than it has in the past. FFP has an important role to play in providing information and helping educate the U.S. and other negotiators about the differences between program and targeted food aid, explain needs assessments and how Title II is targeted and the steps that are taken to assess and mitigate market impacts. FFP's objective will be to help the negotiators reach a clear understanding of the role of targeted food aid and to insure that the quest for greater trade discipline does not undermine trade-neutral uses of food aid. This will require FFP to monitor the progress of the negotiations and work actively within the U.S. policy development process and other appropriate fora, including the food security community within the EU, to build an understanding of food aid issues. The unique role that FFP can play in these fora is as a consistent and committed advocate for the hungry poor.

Illustrative Activities – In a Multilateral Context

- Develop and implement a U.S. plan of action for working with the WFP as it begins to implement its new strategic plan to insure that U.S. objectives and priorities are fully reflected. This could include making more strategic use of the USAID staff person located in the U.S. Mission to the UN food and agricultural agencies in Rome (FODAG), working more closely with the WFP to expand capacity in key areas, and working more closely with the EU and other donor members on the Executive Board to build consensus and achieve common objectives.
- Develop an action plan to increase FFP's ability to influence multilateral policy-making related to food aid and food security. This will include identifying the other donors and organizations with which FFP wants to work more closely (e.g., the WFP, EU, FAO, DAC, FAC, UNICEF, UNHCR), the objectives it wants to achieve and the approaches its needs to adopt and steps to take to achieve these objectives.
- Participate more actively and strategically in the internal USAID and USG working groups that help set the agendas and determine USG priorities for these international policy-setting fora. This includes collaborating more closely with USDA and State in the FAC and with State on humanitarian assistance and refugee and internally displaced persons issues.
- Increase FFP participation in important international fora as members of USG delegations and, in particular, as members and active participants in key international working groups such as the Food Security Sub-group of the United Nation's Standing Committee on Nutrition and groups dealing with needs and vulnerability assessments and early warning.

FFP also intends to become more active in fora and on issues in USAID and elsewhere in the United States relevant to its food security objectives, to sensitize people to the problems of the food insecure and to advocate devoting more attention and resources to reducing food insecurity among vulnerable populations. This includes becoming more involved within USAID in the development and review of concept papers and strategies for the countries in which it has Title II programs and for sectors relevant to food security including agriculture and health and nutrition. It also includes operationalizing the linkages to other USG and USAID strategies and initiatives that were identified in Section IV. E. on "Linkages."

The new directions taken in 1995 with the issuance of the "Food Aid and Food Security Policy" transformed the Title II program, the development program in particular. However, these changes were not widely understood beyond FFP and its PVO partners. To succeed in implementing this Strategy, FFP also will need to become more active in informing a broader range of partners and stakeholders, including many within USAID itself, about the program's objectives and how food, if coupled with sufficient non-food resources, can have a sustainable impact on reducing food insecurity in vulnerable populations.

Illustrative Activities – Within USAID and the USG more broadly

- Participate in the development and review of concept papers and strategic plans, especially those developed for relevant programs, e.g., agriculture and nutrition, and for priority countries to insure that food insecurity problems are recognized and addressed. This will include participating in the development of integrated famine prevention strategies for famine prone countries based on the Ethiopian Famine Prevention Framework model.
- Participate in the development and implementation of special initiatives that will contribute to reducing food insecurity, such as the "President's Initiative to End Hunger in Africa" (IEHA). This also will include working closely in the field with missions, partners and other donors to integrate strategies, programs and resources at the country level.
- Play a lead role in crafting policy and establishing programming principles for the use of food aid to address HIV/AIDS. This will include providing guidance to the field on how to integrate food aid resources with other resources.
- Participate in other key fora where relevant policies, programs, strategies and special initiatives will be considered to insure that food insecurity problems are recognized and addressed. This includes participating in USAID's sector councils dealing with economics, agriculture and nutrition, the Interagency Food Aid Policy Council, and the State/USAID policy councils that will implement the new State/USAID Strategic Plan – those dealing with economic prosperity and social and environmental issues as well as humanitarian response.
- Develop and implement a strategy for informing and educating key partners and stakeholders on critical food aid and food security issues and how FFP is using food

assistance to address these problems and to promote more complementarities and synergies among Title II food assistance and other USAID and USG programs.

Sub-IR 1.2: National and global partnerships strengthened

Food for Peace needs the involvement and support of its partners to accomplish this Strategy's SO. To achieve the Strategic Objective, FFP will enhance its relationships with key partners, including its cooperating sponsors, the WFP, USDA and the State Department, other USAID offices and USAID missions, other bilateral and multilateral donors, commodity groups and host governments. Two of the Office's most important partnerships are with its PVO and NGO cooperating sponsors and the WFP Programme – the two groups that FFP relies on most heavily to carry out its field programs. FFP also needs to strengthen relationships with other current partners and expand into new partnerships to build additional knowledge and expertise.

To strengthen partnerships with its cooperating sponsors, FFP will consider conducting more joint activities, including joint field visits, needs and vulnerability assessments and evaluations. Joint activities with the WFP are another option, as was discussed under sub-IR1.1. FFP will also make more effective use of the Food Aid Consultative Group (FACG), which was established under the 1990 Farm Legislation, to strengthen its relationships with a broader set of its domestic partners. FFP has used this group as a means of disseminating information and consultation on the Title II program. However, it could make more effective use of the group as a means for sharing experiences and working together to identify emerging issues, build consensus and develop joint solutions.

In the last several years, the Office has worked with USDA to improve the methods used to assure the quality of fortified foods. During this new Strategy, FFP plans to continue to work with a range of partners, including USAID/GH and USDA, to develop new foods designed to respond to the needs of specific vulnerable populations. These initiatives will be undertaken in close cooperation with the private sector and will include the development of foods for use by displaced people in emergencies and the development of therapeutic milk for use in therapeutic feeding centers.

Opportunities also exist to develop new partnerships to bring more resources and expertise to bear on the problem of food insecurity. (See the discussion on "Combining Food with Other Resources" in the previous section on "Approaches" for a further elaboration of these opportunities.) For example, FFP will consider expanding its recent consultations with the World Bank on the role that food assistance could play as part of a Bank-supported safety net program in Ethiopia to other regions and countries and with other donors. Many donors, the World Bank included, now recognize that safety nets are an important and necessary component of an effective development strategy. However, these donors tend to have a bias against food distribution programs, except perhaps when food is provided as an incentive to encourage parents to send their children to school. Food, which is a form of income transfer, can be used effectively in a much broader

range of safety net programs ranging from food-for-work on public infrastructure to programs that distribute food to poor families to encourage them to participate in maternal and child health programs. However, further donor consultation combined with evidence from the Title II program coupled with other evidence will be needed in order for FFP to make an effective case.

Illustrative Activities

- Make more effective use of the Food Aid Consultative Group (FACG) as a mechanism for consulting with key partners and building consensus, including by making greater use of current and additional working groups to identify emerging issues and to work jointly on solutions.
- To strengthen partnerships with the WFP and the cooperating sponsors, conduct joint activities (e.g., field visits, assessments, and evaluations) and commission jointly authored occasional papers.
- Enhance existing partnerships within DCHA and USAID, including with OFDA, OTI and GH. Also develop new partnerships, including with the DG Office focusing on governance and food security and with the poverty office in EGAT on safety nets and an asset-based approach to reducing poverty and food insecurity.
- Develop public-private partnerships to build synergies and attract resources and technical support for field programs. This could include attracting additional resources from foundations sponsored by private sector companies and technical expertise in areas ranging from commodity logistics to software.
- Expand current consultations with the World Bank on the role that food assistance can play as a part of a safety net program in Ethiopia to other regions and countries and to other donors.

Sub-IR 1.3: Evidence base for more effective policy and program approaches improved

FFP will make a concerted effort over the life of this new Strategy to learn more from its experiences and will develop an analytical agenda within the first six months of implementation to guide this process. Enhanced knowledge about what works and why will help FFP exercise more effective leadership in the domestic and international policy environment (IR-1), influencing FFP's policy positions and enabling it to lead with ideas. Plus, by putting these lessons into practice in the field, FFP will be able to improve the impact of its programs in the field (IR-2) and, improvements in its field programs will enhance its ability to lead through programmatic excellence (IR-1).

To expand the evidence base for its programs, FFP will support selected research activities to validate best practices, especially those related to improving problem analysis and program design and implementation, and clarify key theoretical models of food aid and food security. Areas of focus will include looking at how best to assess risks/hazards, vulnerabilities and household and community coping capacities and the impact of HIV/AIDS (also to identify critical needs due to HIV/AIDS at the individual,

household, community and national levels). Since knowledge gaps also exist with respect to program performance, FFP will also assess what types of program interventions work best to reduce vulnerabilities to food security shocks and to protect and enhance food security among HIV/AIDS populations.

As part of this effort, FFP plans to participate more in the current empirical debate, including by partnering with applied research organizations to update its thinking on key concepts such as vulnerability, targeting, livelihoods, governance, and social capital, and to provide the research community access to operational experiences. This will help stimulate a culture of critical empirical inquiry and learning throughout the program. FFP also will take steps to insure that the results of its research are disseminated broadly. This will include promoting and facilitating dialogue and exchanges of ideas and experiences widely within USAID and its field missions, its PVO and NGO partners and others within the wider community with interests in the fulfillment of FFP's SO – *Food insecurity in vulnerable populations reduced.*

FFP will also undertake a more strategic approach to evaluations, focusing its efforts in the more strategic countries and undertaking "gold standard" evaluations to improve the evidence available on program impact. Under this sub-IR, FFP also will identify and document credible success stories, which are needed to maintain continued support for the program at a political level. FFP also will take under consideration IFPRI's recommendation that the Office help improve the quality and quantity of information that is available on food insecurity in the world. The basic data – FAO's data on undernourishment – are flawed. Yet these and other flawed data are used to influence major resource allocation decisions. All these are examples of the types of analytical efforts necessary for the Office to develop the evidence base that it needs for "more effective policy and program approaches."

FFP and its partners will also do much more to assess the impacts of food aid – both direct distribution and monetization – on product and labor markets and what needs to be done to avoid and/or mitigate any negative effects. The potential negative effects of food aid on markets – domestic and international – was raised as an issue during the review of the concept paper and could become a major issue in the context of the new WTO negotiations. Making the case for project food aid within the context of the WTO may also require that FFP and its partners improve and refine the techniques used to conduct Bellmon and Usual Marketing Requirements (UMR) analyses.

Illustrative Activities

- Sponsor desk reviews, case studies and other assessments of Title II programs to identify, document and refine best practices related to improving problem analysis (e.g., how best to assess (1) risks/hazards, vulnerabilities and household and community coping capacities, (2) the impact of HIV/AIDS and identify critical needs at the individual, household, community and national levels, (3) food insecurity in an urban context) and program design and implementation (e.g., what types of program interventions work best (1) to reduce vulnerabilities to food security shocks, (2) to

protect and enhance food security among HIV/AIDS populations, (3) in an urban environment).

- Develop new monitoring and evaluation tools, including those that will enable program managers to better assess program progress in addressing food security shocks and the HIV/AIDS pandemic in both rural and urban settings.
- Conduct "gold standard" evaluations of a select set of programs over the new strategic plan period to rigorously document their results in terms of their effectiveness in reducing food insecurity and vulnerability to food insecurity and increasing resiliency.
- Assess and document lessons learned on program and resource integration.
- Assess the food security impacts of monetization and direct distribution.
- Assess the impacts of directly distributed and/or monetized food aid on product markets (domestic and international) and labor markets to better understand the conditions that can lead to negative as well as ameliorate negative effects. This could also include working with USDA to improve and refine the techniques used to conduct Bellmon and Usual Market Requirements (UMR) analyses.
- Insure access to the cutting edge and innovative theoretical and programmatic information produced under the FFP research agenda, by disseminating results of FFP-supported research through:
  - ❑ Publication of occasional papers, technical notes and briefs,
  - ❑ Presentations at domestic and international fora,
  - ❑ Organization of seminars and workshops for FFP partners and stakeholders,
  - ❑ Joint training activities for FFP and other USAID staff,
  - ❑ Improvements in the FFP website.

Sub-IR 1.4: Technical excellence and innovation supported

FFP will use a combination of approaches to support technical excellence and innovation among its core partners, including by continuing to fund individual cooperating sponsor capacity building grants but focusing them more on key technical areas. FFP also will develop new guidance and standards and training programs relying heavily on the results of its research agenda and its identification and validation of best practices. FFP also plans to support more collaboration and knowledge sharing among its PVO and NGO partners, including by sponsoring annual meetings and workshops where they can document and share excellence and innovation in programs. The Office also will consider ways that it could support innovation and risk taking among its implementing partners. With increased technical excellence and innovation, the impact of the Title II program in the field should increase (IR-2). Plus, the strengthened partnerships (Sub-IR 1.2) will provide another mechanism for supporting technical excellence and innovation.

Illustrative Activities

- Support the application of this new knowledge by FFP's partners through capacity building activities, including:

- ❑ Developing and disseminating new guides, manuals and tools (e.g., a manual on the best practices for assessing risks, hazards and vulnerabilities, a guide to developing graduation and exit strategies, a tool kit for assessing the impact of HIV/AIDS on food insecurity and vulnerability).
  - ❑ Developing and implementing new training courses and providing technical assistance.
  - ❑ Continuing the Institutional Capacity Building (ICB) grant program and focus it more on strengthening PVO capacity in key technical areas.
- Support more collaboration and knowledge sharing among FFP's PVO partners, including by sponsoring annual meetings and workshops where they can document and share excellence and innovation in programs.
- Support more innovation and risk taking among FFP's implementing partners, including by making modifications in current guidance and selection criteria. FFP could also consider awarding a prize annually for the best case study as another way to support technical excellence and innovation.
- Support the pilot testing of new models of assistance, for development relief, for example.

Sub-IR 1.5: Strategic management and streamlining approaches implemented

During this Strategy, FFP also plans to be more strategic in how it manages its program and to introduce numerous changes designed to streamline its management processes. FFP needs to manage its portfolio more strategically both to enhance its global leadership (IR-1) and to increase the impact of its programs in the field (IR-2). Thus, this sub-IR is conceived as contributing to both of these intermediate results.

One of the first steps FFP will undertake in implementing this Strategy will be to improve the allocation of its food resources to insure that they are being directed to the most vulnerable countries and populations. This will require that FFP develop and implement a new set of criteria that do a better job of capturing the relative vulnerability of countries as well as their performance with respect to food utilization, access and availability. (See previous section on targeting and Annex IV for more information on the potential criteria and their use.) FFP also will take steps to improve the geographical targeting and timing of its food resources within countries. This will entail fully integrating the FEWS-NET program within FFP, completing the expansion of the geographical coverage of the FEWS-NET program, and supporting improvements in early warning and vulnerability assessment techniques.

FFP also plans to focus more of its staff time and attention, and perhaps resources, on a smaller set of strategic countries and to develop and implement a strategy in each of these countries for enhancing the impact of the Title II program on reducing food insecurity. In these strategic management countries, FFP will work in partnership with the missions, cooperating sponsors, and other relevant parties to collect food security data, conduct food security assessments, integrate food security concerns and objectives into mission

strategic plans, and develop and implement strategies and programs that integrate resources and promote complementarities and synergies.

The "Famine Prevention Framework" that was recently developed for Ethiopia provides an excellent example of what FFP means by saying that it wants to take a more strategic approach to how it manages its programs.   This "Framework," which was put together by a joint team that included staff from FFP, other USAID/Washington offices, REDSO and the Ethiopian Mission, was designed to reverse the trends that have led Ethiopia to become one of the most famine prone countries in the world and it lays out what needs to be done to shift the paradigm so that USAID assistance can move from continued relief to recovery to sustainable development.

These strategic management countries, which will be identified during the first year of this Strategy, are expected to include some of the most food insecure, according to the new criteria for determining the most vulnerable to food insecurity as discussed in the previous section on targeting. FFP will give priority to countries with large needs/programs and where FFP has a history of being actively involved.   Other things being equal, priority also will be given to countries that have been identified as priorities for other USAID initiatives – a fragile country, for example, or one of DCHA's Special Opportunity countries, or one of the countries included in the "President's Initiative to End Hunger in Africa" (IEHA). (See Section VI. on "Program Management and Innovation" for a further discussion of these countries, including how FFP plans to select and work with them.) Taken together, these countries are expected to account for a significant share of the total resources made available through the Title II program.

Illustrative Activities – Strategic Management

- Develop a new set of criteria for identifying countries, areas and populations eligible for and in the greatest need of food aid resources and the level and type of resources needed and use them to improve the allocation of Title II resources.
- Identify strategic management countries for the Title II program and develop and implement a strategy for enhancing the impact of the Title II program on the reduction of food insecurity in these countries. This will include conducting food security assessments in these countries and integrating food security concerns and objectives into mission strategic plans.
- Improve the timing and targeting of food resources within countries, including by expanding the coverage of the FEWS Net program and improving early warning and vulnerability assessment techniques.
- Create a position within FFP to manage on-going communications and relationships with stakeholders and partners outside the Agency. The position would serve as the first point of contact on crosscutting policy, program or procedural issues that do not relate to a specific program or project.

The Office also will continue its efforts to streamline program management and improve program management and operations. This will include working on streamlining overall guidance and procedures for the program; streamlining procedures for resource requests;

improving the program review and approval processes; and providing greater flexibility for making program modifications. These improvements also should provide FFP with greater flexibility and facilitate more collaboration and integration with other offices and organizations and resources. These improvements will contribute to both IRs – *Global leadership in reducing food insecurity enhanced* and *Title II program impact in the field increased* -- and are in response to streamlining recommendations included in the 2002 Farm Bill. The Office has already initiated some of the priority changes recommended in the recent assessment of FFP's operating systems and procedures. These include: revising the DAP guidelines, in close consultation with the PVO community, and converting to an on-line submission; revising the Section 202 (e) guidelines to provide more flexibility and clarity in the use of these funds; issuing new ITSH (internal transportation, shipping and handling) guidance, removing the ambiguities in the old guidance and clarifying appropriate and legitimate uses of these funds; and developing and putting in place a system to ensure that all new DAPs are reviewed, approved and Transfer Agreements signed within the 120 days as mandated by Congress.

During this Strategy, FFP will give priority to updating Regulation 11 and adding a section on the Title II program to the Agency's Automated Directives System (ADS) – an additional recommendation of the recent management assessment. Regulation 11, which provides the basic regulatory guidance for the Title II program, has not been reviewed in over ten years and is seriously outdated. FFP also will give priority to improving the Office's information technology (IT) systems in conformance with federal e-government goals and to improve program management. FFP's current Information System (FFPIS) is antiquated, cannot interact with other USAID and USDA systems, lacks backup and is in need of a major redesign to be more user-friendly and responsive. FFP will develop a new IT system, which the Office can use as a management tool for tracking actions from proposals to awards to commodity procurement to program implementation in the field, beginning this process with an in-depth assessment of its IT systems and needs. (This topic is also discussed in Section VI. on "Program Management and Innovation.")

Illustrative Activities - Streamlining

- Revise Regulation 11 (22CFR 211) to clarify processes and standards to enable USAID and its partners to better manage the risk associated with implementing Title II programs.
- Add a section on the Title II program to the Agency's Automated Directives System (ADS) to ensure better integration of Agency programming.
- Review and up-date FFP's information technology (IT) systems to create a useful management tool that provides accurate user friendly, web-based secure information.
- Reduce time-cycles for FFP operations through the use of procedure manuals, training and appropriate staffing.
- Improve results reporting guidelines, reporting requirements and processes.

b.   Performance Measurements

Because of its complexity and diverse nature, FFP plans to measure performance under the global leadership IR using a combination of indicators drawn from each of the four sub-IRs. These are presented in the following box. These are still illustrative, however, and will be refined and developed in more detail (with baselines and targets) in the final Performance Management Plan (PMP), which will be completed within one year of the approval of this Strategy.

Illustrative Performance Indicators for IR 1
(Sub-IRs 1.1. through 1.4.)

Sub-IR1.1: FFP's role in U.S. and multilateral policy development increased:
- **Indicator**: *Improvements in WFP's operations in areas of priority interest to the USG:*
- ❑ *Utilization of donor resources-- # of WFP offices with unspent budgets.*
- ❑ *Relationships with NGOS -- # of WFP programs paying start-up costs for NGOS and paying 75% on presentation of invoices.*
- ❑ *Conduct and content of needs assessments -- # of WFP food needs assessments meeting USG specifications.*
- ❑ *Effectiveness of emergency operations -- % of WFP emergency operations (EMOPS) funded at 80% or more of their request level.*
- **Indicator**: *International arrangements exist which enable food aid donors to coordinate their actions and commitments, are outside the WTO and enable the Title II program to remain a grant program using primarily U.S. food commodities.*
- **Indicator**: *Key USAID documents adequately reflect FFP's strategy and programs, i.e. USAID's annual performance report, key sectoral strategies, and key policy and management documents (e.g. the White Paper and subsequent documents).*

Sub-IR 1.2: National and global partnerships enhanced:
- **Indicator**: *Improvements in the Food Aid Consultative Group (FACG) that increase its effectiveness as a mechanism for building consensus on approaches to resolving key issues -- % of FACG working groups' terms of reference (TOR) achieved.*

Sub-IR 1.3: Evidence base for more effective policy and program approaches improved:
- **Indicator**: *Rigorous evidence of impact of Title II programs produced by new "gold standard" evaluations (specific milestones achieved).*
- **Indicator**: *Evidence on effective program approaches produced by operations research program:*
- ❑ *Annual research agenda developed and vetted with partners.*
- ❑ *# of studies completed with effective program approaches identified for dissemination.*

Sub-IR1.4: Technical excellence and innovation supported:
- **Indicator**: *# of new Title II proposals that incorporate promising new approaches.*
- **Indicator**: *# of PVOS that make better use of their M&E information to improve program implementation.*

Additional indicators will be used to measure performance under Sub-IR 1.5 (2.5) – "Strategic management and streamlining approaches implemented." Examples of potential indicators are provided in the following box. These include quantitative as well as qualitative indicators, such as milestone indicators that identify a combination of specific actions FFP expects to accomplish during the life of the Strategy. Again, these indicators are still illustrative and will be refined and developed in more detail (with baseline data and targets) in the final Performance Management Plan (PMP).

Illustrative Performance Indicators for IR1
Sub-IR 1.5./2.5. -- Strategic management and streamlining approaches implemented

- **Indicator:** *Improvements in FFP"s information management system:*
  Milestones
- ❑ *Detailed assessment of system problems and a plan for redesigning the system completed.*
- ❑ *Plan approved and funding obtained.*
- ❑ *Plan implemented with benchmarks identified in the plan used to assess performance.*
- **Indicator**: *Updates in FFP's regulations and procedures:*
  Milestones
- ❑ *Regulation 11 up-dated.*
- ❑ *FFP section in the ADS completed.*
- ❑ *FFP policies and procedures manual developed.*
- ❑ *FFP staff trained and demonstrate knowledge of new up-dated regulations and procedures.*
- **Indicator**: *Increased efficiency in key FFP operations (to get the right food to the right people at the right time):*
- ❑ *Timely issuance of program guidelines – program guidelines issued within X days OR by Y date.*
- ❑ *Timely and transparent approval of programs -- # OR % of non-emergency programs (DAPS and CSR4s) approved in the mandated period of time.*
- ❑ *Timely processing of commodity requests -- # OR % of commodity requests processed within X days.*

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2. Intermediate Result #2: Title II program impact in the field increased

a. Sub-Intermediate Results

This IR appears to be a more straightforward evolution from the 1997-2001 strategy than the first IR. However, the sub-intermediate results that have been identified clearly reflect the influence of the expanded conceptual framework and FFP's decision to reorient the Title II program to focus on enhancing the ability of individuals, households and communities to cope with shocks in order to reduce their vulnerability. The first three sub-intermediate results, in fact, come directly from the expanded conceptual framework which identified three categories of actions to help increase coping capacity – actions designed to enhance (1) human capabilities, (2) livelihood capacities, and (3) community resiliency.

FFP has added the concept of "protection" to the strategic framework in order to capture an important function of the Title II program during emergencies, when protecting lives, livelihoods and community resiliency is the first concern. However, in both an emergency response as well as a non-emergency response, the ultimate objective is to leave people and communities better off – to "enhance" human capabilities, livelihood capacities and the resilience of communities. FFP also has

> **IR 2: Title II program impact in the field increased**
> **Sub-intermediate Results**
>
> 2.1:   Human capabilities protected and enhanced.
> 2.2.   Livelihood capacities protected and enhanced.
> 2.3.   Community resiliency protected and enhanced.
> 2.4.   Community capacity to influence factors that affect food security increased.
> 2.5.   Strategic management and streamlining approaches implemented.

added a fourth sub-IR, which reflects the importance of improved governance, another priority within DCHA and the Agency as a whole, and the need for communities to increase their "capacity to influence factors (decisions) that affect their food security."

In the context of the new strategic framework, food aid can be seen as having an immediate impact – protecting lives and smoothing consumption. But food aid can also have a more lasting impact -- to enhance communities' and households' resilience to shocks, to help people build more durable and diverse livelihood bases (enhancing assets, resources and infrastructure), and to enhance the capabilities of individuals through improvements in health, nutrition and education. In other words, while there are immediate welfare benefits to food aid-supported activities, these activities should also provide opportunities to increase the ability of communities, households and individuals to cope with risk in the future. This means that food-supported activities need to be seen as a means to reduce vulnerability over the longer–term and not merely as an end in themselves, even in an emergency environment.

The adoption of this new strategic framework does not mean a shift away from "development" to "emergency" responses. What it will require, however, is a reorientation of both the emergency and development programs so that the risks inherent in the development process are more fully understood and addressed. On the development side, it means becoming more shock conscious and paying more attention to prevention and the sustainability of progress within shock prone environments. In emergency settings, this means becoming more development conscious in order to help people cope better with the next crisis. For this reason, FFP believes this Strategy is well aligned with the concept of development relief. The adoption of this new strategic framework also will require utilizing early warning approaches (such as the Famine Early Warning System (FEWS-NET)) and integrating vulnerability assessments across the board in all programs.

Normally, FFP and its Title II cooperating sponsors rely on other partners – USAID missions, other USAID offices and other donors – for improvements in the enabling environment, at the national level in particular, that will help increase the impact of FFP programs. In order to give explicit recognition of this broader context in which the Title II programs work, FFP added two contributing sub-intermediate results to the results framework. The first underscores the importance of the broader enabling environment, which includes both economic and social policies. The second reflects the positive impact that "improvements in governance and conflict mitigation in a broader country context" can have on the program. These two contributing IRs are shaded, with a dotted line connecting them to the intermediate result. This indicates that other USAID operating units and other donors will be responsible for achieving these results (as noted in the box labeled "Key to Results"). By recognizing these contributing results in its new strategic framework, FFP reinforces the importance of strengthening the linkages identified in Figure 3 with other DCHA offices and the EGAT and GH pillar bureaus. The inclusion of these contributing results also is an indication that FFP recognizes and will take into account the fact that the countries in which it works can differ considerably in terms of the broader enabling environment, with some countries much more difficult to work in than others.

Illustrative activities are provided for Sub-IR 2.1 through Sub-IR 2.4 in the following sections. Within each sub-IR, activities are organized into separate sets distinguished by purpose – to prevent hunger and undernutrition in complex emergencies, for example, or to reduce the prevalence of chronic undernutrition among young children, or to help households reduce production risks during the agricultural cycle. By presenting the activities that use food separately from those that require cash, these sets of activities also make it clear that some cash resources are needed to achieve each of the identified purposes. Food alone, as these sets of activities illustrate, is never sufficient and needs to be combined with other resources in order to achieve the specific purposes identified under each sub-IR and ultimately, the strategic objective itself. As these illustrative activities also indicate, the Title II program has been and will have to continue to be the source of a sizable portion of the cash resources that are required to insure project impact. And, when it cannot be, the program needs to insure their provision from other sources.

Actual programs are likely to combine several purposes and activities reflective of more than one of the first four sub-IRs, as implementing partners tailor their programs to the specific needs and problem in the areas where they are proposing to work. Many current Title II development programs, for example, combine activities focused on reducing the prevalence of chronic undernutrition among young children using community-based MCHN approaches (to increase human capabilities) with activities focused on developing small holder agriculture in the same communities (to enhance household livelihoods). These types of programs are expected to continue under this Strategy. Activities focused on helping communities strengthen existing or develop new food security early warning systems and disaster preparedness and mitigation plans and the capacity to implement them also are expected to be popular, as are activities focused on helping communities develop the "capacity to influence factors that affect food security." Combinations of

purposes and activities also are expected to differ from country to country and over time. For example, more emphasis is likely to be given to protecting lives and livelihoods in programs initiated in the immediate aftermath of a shock with activities designed to enhance household livelihoods and community resiliency added to programs and/or given increasing importance over time.

Some activities are crosscutting, i.e. they are common to all sets of activities. Examples include building the capacity of local organizations (especially community organizations) to eventually assume responsibility for many of these activities, the non-food activities in particular. Most of these capacity building activities are omitted from the lists of illustrative activities to avoid repetition, but they are essential to increasing the impact of the Title II program in the field, especially over the longer term. (Also see the discussion of "Capacity Building" in the previous section on "Approaches.") Other concerns can also be seen as crosscutting, including concerns about targeting women of childbearing age and young children. Since these populations are frequently among the most vulnerable, components reflecting their special needs may need to be included in many programs reflecting other purposes and technical foci.

Most of these illustrative activities are already being implemented under current Title II programs. What is different under the new strategic framework is that these actions are expected to address the vulnerability of food insecure households and communities more directly. In other words, most of the activities that are included in current Title II programs will align with this new Strategy. But the amount of emphasis given to certain activities relative to others may change and some activities will need to be re-oriented to focus more on helping people manage risks and opportunities better. For example, the focus in this Strategy on enhancing human capabilities provides an even clearer and stronger rationale for the importance of reducing chronic undernutrition among young children. Plus, it reinforces the importance of training and education. The framework also gives explicit support to the importance of working with communities to help them protect and enhance their coping capacity and to increase their "capacity to influence factors that affect their food security."

The relative importance given to certain activities within a sector and how activities are designed and implemented will also change. For example, a focus on agriculture will still be an important component of food security programs in rural areas, as will efforts to increase household incomes. However, under this Strategy, FFP will place more emphasis on activities that help reduce risk and vulnerability. This includes more emphasis on the construction of cisterns and irrigation systems to help farmers manage their water resources better and reduce the risk of crop losses due to drought. Agricultural technology transfer programs will focus more on reducing production risks, e.g., through the dissemination of new seeds and agricultural practices selected because they are more drought and pest resistant as well as higher yielding. To help families reduce the risk of running out of food during the lean season between harvests, more agricultural programs will include the dissemination of improved storage technologies and practices. Plus, crop and income diversification activities will receive added attention under this Strategy because supporting more diversified livelihoods is an

important risk reducing as well as income increasing strategy. (See discussion under Sub-IR 2.2.)

Sub-IR 2.1: Human capabilities protected and enhanced

Food can be used in a variety of ways and settings to protect and enhance human capabilities from saving lives in the aftermath of a natural disaster, to helping reduce chronic undernutrition among young children, improving women's nutrition, helping prevent and treat HIV/AIDS and improving education levels. In all cases food may be an important contribution, but cannot alone insure success.

Using food to prevent hunger and undernutrition in the immediate aftermath of a natural disaster or in response to a complex emergency is the best known use and most closely associated with saving lives. In the first case, food is usually provided for a limited time period until other safety net programs can take effect and/or people's livelihoods are restored. In the latter case, feeding programs may be continued for longer periods until people can be resettled, for example, or the conflict ends and people's livelihoods are restored. In both cases, non-food resources, such as potable water, sanitation, temporary shelter and medicines, may also need to be made available to protect lives and prevent hunger.

Food also can be used to treat and prevent the recurrence of acute undernutrition (wasting) and reduce the prevalence of chronic undernutrition (stunting) among young children. The importance of identifying, treating and preventing the recurrence of acute undernutrition is obvious – people who suffer from acute undernutrition, young children in particular, can easily die. However, chronic undernutrition also is a serious problem, because it increases people's vulnerability to illness and other shocks and reduces their productivity and incomes both in the short and longer term. Although less obvious than acute undernutrition, high rates of chronic undernutrition among young children in particular need to be addressed before shocks occur. Children that suffer form chronic undernutrition are more vulnerable to acute undernutrition, illness and death in the aftermath of shocks. Plus, if chronic undernutrition is not dealt with at an early age, it will have a pernicious affect on these children later in their lives, on their ability to cope as adults, and on the economic, social and political development of their communities and countries.

Again, food is only a part of the solution. In very poor communities, families may need a food or an income transfer to be able to feed their young children adequately. But in most cases, the food transfer serves as an incentive to encourage parents to participate in a community-based maternal child health and nutrition (MCHN) program and to offset the opportunity costs of participation. What is essential is that such programs provide them with education and counseling on how best to feed their young children and provide or facilitate their access to other essential services such as growth monitoring and promotion, health and nutrition education and immunizations. In other words, the provision of food is a facilitator, but it is the latter set of interventions that are essential if

the objective of reducing the prevalence of chronic undernutrition among young children is to be achieved.

Illustrative Activities: To prevent hunger and undernutrition in the immediate aftermath of a shock

Non-food Assistance	*Food Assistance*
The Title II Program: • Coordinates with host country governments, USAID offices and international entities to insure the provision of resources other than food needed to protect lives and prevent undernutrition (e.g., water, medicine, temporary shelter) in combination with food for a limited time period.	The Title II Program: • Provides food through direct distribution programs for a limited time period until other safety net programs can take effect and/or livelihoods are restored. • Sells food using market mechanisms to increase food availability.

Illustrative Activities: To prevent hunger and undernutrition in complex emergencies

Non-food Assistance	*Food Assistance*
The Title II Program: • Provides and/or coordinates with host country governments, USAID offices and international entities to insure the provision of resources other than food needed to protect lives and prevent undernutrition (e.g., water, medicine, temporary shelter) in combination with food for a longer time period. • Provides health and nutrition education to affected families and communities.	The Title II Program: • Provides food through direct distribution programs until people can be resettled and/or livelihoods restored. Food can be provided as a direct transfer. Or it can be provided through other mechanisms including food for work, food for farming and training, in which cases it can also help enhance livelihood capacities and/or add to community assets. • Sells food using market mechanisms to increase food availability.

Illustrative Activities: To identify, treat and prevent recurrence of cases of acute undernutrition

Non-food Assistance	*Food Assistance*

The Title II Program:
• Develops and uses surveillance systems to identify cases of acute undernutrition.
• Educates and supports mothers, families and communities in changing critical feeding and care practices for infants and young children.
	The Title II Program:
	• Provides food as part of:
	  ❑ Community-based therapeutic feeding programs, or
	  ❑ Therapeutic feeding center programs.

Illustrative Activities*: To reduce the prevalence of chronic undernutrition among young children*

Non-food Assistance	*Food Assistance*
The Title II Program: • Provides individualized counseling to caregivers on appropriate infant and child feeding and health seeking practices. • Provides and/or facilitates access to other essential services such as growth monitoring, health education and immunizations. • Educates parents and caregivers about how to improve the nutritional status of their children. • Provides training and supports the implementation of community-based nutritional rehabilitation activities (e.g., Hearth approach). • Promotes and supports peer-networks to sustain positive infant and child feeding behaviors and. prevent recurrence of negative behaviors.	The Title II Program: • Provides food as an incentive to encourage parents to participate in the community-based MCHN programs and to offset the opportunity costs of participation. • Provides food to supplement inadequate diets.

Illustrative Activities*: To help prevent, treat and mitigate the impact of chronic diseases such as HIV/AIDS and TB*

Non-food Assistance	*Food Assistance*
The Title II Program: • Incorporates HIV/AIDS prevention education as a crosscutting theme in community-level activities. • Provides training to village health workers and caregivers in home-based care and support, including preventing mother to child transmission (PMCT) of HIV/AIDS. • Provides training and supports the implementation of community-based nutrition recuperation programs. • Coordinates with HIV/AIDS services providers to increase access to critical HIV/AIDS services such as voluntary testing and counseling and antiretroviral therapies. • Educates women with HIV/AIDS about appropriate breastfeeding practices to prevent mother to child transmission.	The Title II Program: • Provides food as an incentive for people to get tested for HIV/AIDS and to get counseling. • Provides food transfers as part of home-based care services. • Provides food as part of community-based nutrition recuperation programs. • Provides food as an incentive for directly observed treatment (DOT) of TB patients.

Illustrative Activities*: To enhance the nutritional status of women*

Non-food Assistance	*Food Assistance*
The Title II Program: • Educates women, families and communities on how to improve the nutritional status of women. • Enhances access to micronutrient supplements by women in communities with high prevalence of iron deficiency anemia and Vitamin A deficiency. • Promotes the consumption of iodized salt. • Provides improved household technology to reduce excessive energy expenditure on food processing and production tasks by women. • Provides and/or facilitates access to other essential services for comprehensive care during pregnancy, at birth and post-partum; treatment of infections; improved hygiene and sanitation; and nutrition information and counseling for adequate quantity and diversity of diets. • Educates families and communities about the importance of delaying the age of marriage and first pregnancy for adolescent girls.	The Title II Program: • Provides food to non-pregnant adolescent girls to improve pre-pregnancy Body Mass Index (BMI). • Provides food to pregnant women to insure adequate weight gain during pregnancy. • Provides food to women during lactation and inter-pregnancy intervals to insure maintenance or achievement of adequate BMI.

Illustrative Activities*: To improve health status and contribute to improved household nutrition through improved water and sanitation infrastructure and practices*

Non-food Assistance	*Food Assistance*
The Title II Program: • Provides and/or coordinates the provision of the complementary inputs needed for the successful completion of the water and sanitation infrastructure such as engineering drawings and services and cement and pipes. Also provides or insures the provision of technical assistance and training to enable communities to properly operate and maintain the new/rebuilt facilities. • Provides people with education and training that encourages them to adopt critical hygiene practices such as hand washing.	The Title II Program: • Provides food through public works programs for repairing and/or building/rebuilding water and sanitation facilities. (These programs can also be viewed as helping increase community assets.)

Illustrative Activities: To improve education

Non-food Assistance	*Food Assistance*
The Title II Program: • Provides technical assistance and training to improve the quality of education especially through increasing parent and community involvement in their local schools. • Coordinates with governments and other donors to increase the likelihood that other improvements in the quality of education also are taking place in the schools that the food aid recipients are attending. • Coordinates the provision of the complementary inputs needed for the successful completion of the education infrastructure such as engineering drawings and services and cement. Also provides or insures the provision of technical assistance and training to enable communities to properly operate and maintain the new/rebuilt facilities.	The Title II Program: • Provides food through food for education programs or as take home rations as an incentive for parents and caregivers to send/keep children in school. • Provides food as an incentive for adults to participate in education activities (both formal and non-formal) including adult literacy and numeracy courses and health and nutrition education. • Provides food through public works programs for repairing and/or building schools and other educational infrastructure. (These programs can also be viewed as helping increase community assets.)

Sub-IR 2.2: Livelihoods capacities protected and enhanced

Food also can be used in a variety of ways and settings to protect and enhance livelihood capacities. This includes providing direct food transfers to households in the aftermath of a shock as a bridge until their new or reestablished livelihoods become productive (e.g., food for farming) or through a variety of public works programs, including for building or repairing roads, water reservoirs, irrigation systems and soil conservation structures.

Public works programs are particularly attractive ways to use food under this Strategy because they can be designed to have multiple effects. The income transfer from the food provides a safety net for vulnerable households, while the infrastructure creates assets that can help households increase their productivity and incomes and/or reduce their vulnerability to risk during the agriculture production cycle. Having access to a more assured source of water, through the construction of water cisterns and irrigation systems, has a number of benefits, for example. It means farmers will be less exposed to the effects of a drought and more likely to be able to increase current crop yields as well as diversify into higher yielding and higher value crops. However, food is only part of the solution. Non-food inputs are necessary to insure the successful completion of public works programs, with the Title II program providing or insuring the provision of the necessary complementary inputs, including engineering drawings and services and cement, for example, and that workers get proper supervision and training, including on how to properly operate and maintain the infrastructure once built.

Most of the livelihoods activities implemented under the 1997-2001 strategy relied primarily, or even exclusively, on non-food assistance to increase agricultural productivity and diversify production. These programs concentrated on providing farmers with information about new agricultural technologies and farming practices, including information on new higher-yielding varieties, new higher valued crops, fertilizers and pesticides. Over time, the cooperating sponsors became more aware of the importance of markets and began providing farmers with information on markets and with technical assistance and training to increase their capacities to identify and access markets. Some programs also provided or coordinated the provision of credit to enable participant farmers to buy the new seeds and other inputs that were being recommended.

These types of livelihood enhancing programs will continue under this Strategy, but, as indicated earlier, with more focus on helping farmers manage risk, including during the agricultural production cycle. This will include providing technical assistance and training on soil and water conservation techniques, agricultural technologies that reduce risk (e.g., drought-resistant crops, low-external input agriculture) and improved post-harvest handling to reduce post harvest losses. Crop and income diversification activities also will receive added attention under this Strategy, because, as indicated earlier, supporting more diversified livelihoods is an important risk reducing as well as income enhancing strategy. This latter focus will necessitate paying more attention to markets and market demand and working more closely with the private sector, helping support as well as take advantage of mission and other USAID market strengthening activities where possible.

Food can also be provided as an incentive and to offset the opportunity costs for participating in these training and technical assistance activities. However, food may not be necessary to insure participation, particularly if the programs are well designed so that people can see their economic benefits. Plus, there is also the danger that food could distort behaviors, encouraging farmers to adopt new farming practices that are not profitable or sustainable and/or attracting participants away from other agricultural development programs that do not have a subsidy component.

Illustrative Activities: *To help households protect their productive assets and reduce their need to resort to harmful survival strategies in times of severe stress*

Non-food Assistance	*Food Assistance*
The Title II Program: • Builds community capacity to identify and provide support to meet the needs of their most vulnerable households. • Provides and/or coordinates the provision of the complementary inputs needed for the successful completion of the relevant public works such as engineering drawings and services and cement. Also provides or insures the provision of the technical assistance and training needed to	The Title II Program: • Provides food transfers to households under severe stress. (This food could be used for human consumption and/or to feed livestock which, in a drought environment, for example, might otherwise have to be sold cheaply and/or killed.) • Provides food through pre-programmed public works activities to increase access to food during periods of food scarcity and stress.

Non-food Assistance	Food Assistance
ensure that the public works are operated properly and maintained. • Provides or coordinates the provision of training and credit to assist households with diminished labor capacity to maintain or establish new livelihoods.	• Provides a food for work fund to enable households affected by HIV/AIDS to access labor needed to maintain agricultural production, household infrastructure, etc.

Illustrative Activities: *To support households to establish or reestablish livelihoods after a shock*

Non-food Assistance	*Food Assistance*

The Title II Program:
• Provides and/or coordinates the provision of:
  ❑ Productive inputs such as seeds and tools,
  ❑ One time cash grants for the purchase of productive assets,
  ❑ Credit programs to provide loans for the purchase of productive assets and other costs of production.
• Provides and/or coordinates the provision of the complementary inputs needed for the successful completion of the relevant infrastructure such as engineering drawings and services and cement. Also provides or insures the provision of the technical assistance and training needed to ensure that the public works are operated properly and maintained.
• Provides training and technical assistance in activities to increase and diversify household incomes and reduce the effects of recurrent risk.
	The Title II Program:
	• Provides food transfers to households as a bridge until their new or reestablished livelihoods become productive (e.g., food for farming).
	• Provides food through public works programs for building or rehabilitating productive infrastructure such as drainage ditches, irrigation canals and soil conservation structures, or for land clearing.
	• Provides food as an incentive and to offset the opportunity costs of participation in training activities.

Illustrative Activities*: To help households reduce risks during the agricultural production cycle*

Non-food Assistance	*Food Assistance*
The Title II Program: • Provides and/or coordinates the provision of the technical inputs needed for the successful completion of the relevant infrastructure such as engineering drawings and services and cement. Also provides or insures the provision of the technical assistance and training needed to ensure that the public works are operated properly and maintained. • Provides technical assistance and training on soil and water conservation techniques,	The Title II Program: • Provides food through public works programs for constructing water reservoirs and irrigation systems and applying improved soil and water conservation techniques. • Provides food as an incentive and to offset the opportunity costs of participation in training activities.

agricultural technologies that reduce risk (e.g., drought-resistant crops, low-external input agriculture) and improved post-harvest handling to reduce post harvest losses.	

Illustrative Activities: To increase agricultural productivity and diversify production

Non-food Assistance	*Food Assistance*
The Title II Program: • Provides and/or coordinates the provision of the complementary inputs needed for the successful completion of the relevant infrastructure such as engineering drawings and services and cement. Also provides or insures the provision of the technical assistance and training needed to ensure that the public works are operated properly and maintained. • Provides training and technical assistance on new agricultural technologies (including storage and agro-processing). • Provides information on markets and technical assistance and training to increase capacity to identify and access markets. • Provides or coordinates the provision of credit to finance agricultural activities.	The Title II Program: • Provides food through public works programs to construct water reservoirs and irrigation systems (which also helps reduce production risks and adds to community assets). • Provides food through public works programs to rebuild/build roads and improve market access. • Provides food as an incentive and to offset the opportunity costs of participation in training activities.

Illustrative Activities: To increase and diversify non-agricultural income sources

Non-food Assistance	*Food Assistance*
The Title II Program: • Provides information, training and technical assistance to help build capacity to undertake non-farm income generation activities. • Provides information on markets and technical assistance and training to increase capacity to identify and access markets. • Provides or coordinates the provision of credit to finance income generating activities. • Provides adult education courses, including courses on literacy, numeracy and business practices.	The Title II Program: • Provides food as an incentive and to offset the opportunity costs of participation in training activities. • Provides food for training to expand the livelihood skills of youth (orphans and other vulnerable children). • Provides food through sales or on credit to local small and medium value-added industries to expand income earning and employment opportunities.

Sub-IR 2.3: Community resiliency protected and enhanced

Food provided through public works programs to build community infrastructure will help communities protect and enhance their resiliency. Building cyclone shelters, flood embankments, gully plugs and other soil and water conservation structures can help communities reduce damage due to tropical storms and floods. And, repairing and building roads can help connect communities to markets, expanding economic opportunities and increasing the competitiveness of local markets. But non-food assistance also is needed to help communities do a better job of predicting and responding to shocks. Here technical assistance and training is essential, (1) to develop (or improve) early warning and food security information systems and (2) to develop (or improve) disaster preparedness and mitigation plans and the capacity to implement them. These training programs can be effective in the absence of food, or they can be integrated into public works activities and given a more hands-on focus.

Illustrative Activities: To help communities build/rebuild community physical assets to expand economic opportunities and improve access to and increase competitiveness of markets

Non-food Assistance	*Food Assistance*
The Title II Program: • Provides and/or coordinates the provision of the complementary inputs needed for the successful completion of the relevant infrastructure such as engineering drawings and services and cement. Also provides or insures the provision of the technical assistance and training needed to ensure that the public works are operated properly and maintained.	The Title II Program: • Provides food through public works programs (food for work) to build community infrastructure including roads, markets and other public goods. • Monetizes food through small lot sales to support small traders and increase market competition.

Illustrative Activities: To help communities design and implement a safety-net program to assist their members who are vulnerable to chronic food insecurity

Non-food Assistance	*Food Assistance*
The Title II Program: • Provides technical assistance and training to help communities: ❑ Develop and use methods for identifying the most vulnerable households. ❑ Plan and implement a strategy for assisting these households, including by encouraging their participation in Title II supported public works programs and activities within the community to increase human capabilities and livelihood	The Title II Program: • Provides food as an income transfer to vulnerable households. • Provides food through public works programs (food for work) to build community infrastructure including roads, markets and other public goods. (These programs can also be viewed as increasing community assets and depending on the program could also contribute to reducing production risks and reduce the damage caused by shocks)

capacities.	
• Provides and/or coordinates the provision of the complementary inputs needed for the successful completion of the relevant infrastructure such as engineering drawings and services and cement. Also provides or insures the provision of the technical assistance and training needed to ensure that the public works are operated properly and maintained.	

Illustrative Activities: *To help communities increase their capacity to predict and respond to shocks*

Non-food Assistance	*Food Assistance*

The Tile II Program:
• Provides technical assistance and training to help communities:
  ❑ Strengthen existing or develop new early warning and food security information systems.
  ❑ Strengthen existing or develop new disaster preparedness and mitigation plans and the capacity to implement them.
• Provides technical assistance and training to help communities organize and maintain buffer stocks and grain banks.
• Provides and/or coordinates the provision of the complementary inputs needed for the successful completion of the relevant infrastructure such as engineering drawings and services and cement. Also provides or insures the provision of the technical assistance and training needed to ensure that the public works are operated properly and maintained.
	The Title II Program:
	• Provides food through public works programs, including for constructing community grain banks.

Illustrative Activities: *To help communities reduce the damage caused by shocks*

Non-food Assistance	*Food Assistance*
The Title II Program: • Provides and/or coordinates the provision of the complementary inputs needed for the successful completion of the relevant infrastructure such as engineering drawings and services and cement. Also provides or insures the provision of the technical assistance and training needed to ensure that the public works are operated	The Title II Program: • Provides food through public works programs (food for work) to build community infrastructure that helps buffer shocks, including flood embankments; cyclone shelters; terraces, gully plugs and other soil and water conservation techniques.

properly and maintained.	

Sub-IR 2.4: Community capacity to influence factors that affect food security

This sub-IR reflects the importance of improved governance, a priority within DCHA and the Agency as a whole, to reducing food insecurity. Here the focus is on the community level, because that is the level at which most of the Title II partners work. And, it will include activities designed to strengthen communities' capacities to organize, plan, implement and represent their interests in broader fora – all by necessity non-food interventions. FFP also recognizes, however, that there will be occasions when the Office and its partners can usefully work at higher levels such as the district, provincial and even at the national level.

Illustrative Activities: To help communities better understand their food security situation and take more effective steps to deal with their problems

Non-food Assistance	*Food Assistance*

The Title II Program:
• Provides training and technical assistance to help communities:
  ❑ Conduct food security needs assessments.
  ❑ Obtain and make effective use of information about the nature and causes of their own food security (including early warning systems) within their own communities.
  ❑ Plan, organize and implement food security related activities.
  ❑ Manage and mitigate the effects of conflict.
  ❑ Advocate for the resources needed to improve food security.
  ❑ Become more active and influential participants in the decision making process beginning at the local level.	

b.   Performance Measurements

FFP has identified three indicators to capture progress toward IR 2 – *Title II impact in the field increased.* This too was a challenge, because of the wide range of activities that can be undertaken in the field under the auspices of a Title II program. However, indicators

were identified that measure dimensions that are common across a variety of different types of activities.

The first indicator – percent of targeted population reached – is really an output indicator. However, knowing what percent of the target population is being reached is important, especially for emergency programs where "getting the right food to the right people at the right time" is fundamental. The second indicator measures the extent to which programs are successful in achieving changes in behaviors that are clearly linked to reductions in food insecurity. Title II activities may differ when it comes to their objectives but still rely on a common approach – using communications techniques, including technical assistance and training, to get participants to change their behaviors. Most agricultural programs, for example, provide technical assistance and training in order to encourage participant farmers to adopt new agricultural practices and technologies. And, MCHN programs provide a variety of services, including health and nutrition education and individual counseling, in order to encourage parents and other caregivers to change their infant and child feeding and health seeking practices. The third indicator will measure programs' successes in increasing community capacity using a community capacity index, building on the AFRICARE experience in developing their "Food Security Community Capacity Index." To 'tell the story" accurately, FFP also will have to work with its partners to improve a number of key output indicators, including the number of beneficiaries reached, the number of people trained and the number of communities reached. Again these indicators are still illustrative and will be refined and developed in more detail (with baseline data and targets) in the final Performance Management Plan (PMP), which will be completed within one year of the approval of this Strategy.

> **Illustrative Performance Indicators for IR 2**
>
> **Indicator 1:** *Percent of targeted population reached.*
>
> **Indicator 2:** *Percent of targeted population adopting improved practices/behaviors.*
>
> **Indicator 3:** *Percent of communities with enhanced capacity.*

VI   Program Management and Innovation

The Office of Food for Peace manages the largest budget of any office in USAID, regularly obligating well over $1 billion every year, and FFP expects this to continue during the period of this Strategy. Since FFP deals with commodities as well as dollars, the management of these resources also comes with many complications and regulations that other USAID offices do not have to deal with. These resources have to be programmed with and through other USG agencies, such as USDA. Plus, FFP faces intense, frequent – at least weekly – scrutiny by OMB. FFP staff also work with the full range of programs, from short-term disaster response to long-term development activities.

This places a unique and heavy burden on FFP, requiring a full team of highly qualified and specially trained individuals.

In 2003, FFP arranged for two independent consultants to undertake a comprehensive assessment of its management and operations in response to the Congressional mandate in the 2002 Farm Bill to streamline and improve Title II management. As also discussed in the previous section on IR 1.5, FFP has already initiated and in some cases completed some of the priority changes recommended in this assessment. These include the:

- Revision of Policy and Program Guidelines to streamline and improve the process that PVOs and missions need to follow to submit Development Assistance Program (DAP) proposals and the process used by FFP to approve these proposals.
- Revision of and enhancements to Section 202(e) and ITSH guidelines to include the uniform and expanded authorities introduced in the 2002 Farm Bill.
- Revision, now under way, of 22 CFR 211 (Regulation 11) to better guide and manage risks associated with implementation of Title II programs in the field.
- Addition of a new section to the Agency's Automated Directive System (ADS) to better integrate Title II programming with Agency programming and to serve as a standard reference to all USAID personnel in Washington and the field.
- Development of a clear, written process and procedures manual for internal FFP use to reduce processing time and to improve Title II operations and management.
- Improvement of results reporting guidelines, reporting requirements and processes
- Development and enhancement of FFP's information technology (IT) systems to make them more user-friendly and web-enabled, with secure back up, and to serve as a management tool for decision-making.

As indicated in IR. 1.5, FFP also will take steps during the Strategy period to help it be more strategic in how it manages its resources. A major first step will be to improve the allocation of Title II resources to ensure that they are being directed to the most vulnerable countries and populations. This will require FFP to develop and implement a new set of criteria that will do a better job of capturing the relative vulnerability of countries, as well as their performance with respect to food utilization, access and availability.   FFP will also improve the geographic targeting and timing of food resources within countries. This will entail fully integrating FEWS-NET within FFP, completing the expansion of the geographic coverage of the FEWS-NET program and supporting improvements in early warning and vulnerability assessment techniques.

FFP also will focus more of its staff time and analysis on a smaller set of strategic countries (to be known as "FFP Strategic Management Countries") in which it will implement country-specific strategies for enhancing the impact of programs on reducing food insecurity, in close cooperation and consultation with regional bureaus, USAID missions, cooperating sponsors and international financial institutions and organizations. These strategic management countries will be identified during the first year of this Strategy giving priority to countries with large needs and large programs and where FFP

has a history of being actively involved (See the accompanying box for more details). Priority also will be given to countries that have been identified as priorities for other USAID and Presidential Initiatives, including to ensure close coordination and linkage of Title II programs with these Initiatives, which was a key requirement in the Parameters Memo.

Based on these criteria, seven countries have been identified **tentatively** to serve as FFP Strategic Management Countries. They are: Angola, Burundi, Congo, Ethiopia, Kenya, Sudan, and Uganda. In addition, countries of

> **Potential Criteria for Selection of FFP's Strategic Management Countries**
>
> - Large percentage of children suffering from undernutrition (food utilization),
> - Large percentage of population living in poverty (food access),
> - Large percentage of population undernourished (food availability),
> - Among the top 15 recipients of emergency food aid over the past decade,
> - Priority country for other USAID and Presidential Initiatives, for example:
>   - DCHA Special Opportunity country,
>   - Presidential Initiative to End Hunger in Africa (IEHA) country; and
>   - Presidential Emergency Plan for AIDS Relief (PEPFAR) country.

strategic importance to the USG, such as Haiti, will be added to the list, based on analysis and discussions currently underway. FFP will give priority to these countries when allocating Title II resources and assigning FFP Officers in the field.

FFP will develop cross-sectoral working groups to address these Strategic Management Countries. As a country is identified, FFP will form a working group to provide strategic guidance for the activities in that country, ensuring proper balance between development and relief programs, focus on important sectoral issues such as HIV/AIDS, and linkages with other offices in DCHA and other bureaus. The actual day-to-day programming of food assistance will still be the responsibility of the individual country backstop officer, but the working group will provide the strategic guidance necessary to enhance impact.

FFP also plans to establish five regional offices, each with essential surge capacities to meet the objectives in the President's National Security Strategy as outlined in the STATE/USAID Strategic Plan and its Development Readiness Initiative. To the extent possible, these regional offices will be co-located with other DCHA or USAID regional offices in Asia, East Africa, West Africa, Southern Africa, and Latin American and the Caribbean. Three of these FFP regional offices are already functioning, but without adequate staff or essential surge capacity. The FFP regional offices will be headed by senior FFP officers with substantial field and management experience. Also, Backstop (BS) 15 NEPs will be assigned to these regional offices for broader field training and experience across countries.

The regional offices will be provided expanded and re-delegated authorities, consistent with P.L. 480 and USAID regulations. FFP has already re-delegated certain authorities to its existing regional offices based on their capability to take on the additional responsibilities. FFP will continuously strive to re-delegate authorities to the field,

especially to its regional offices, as and when they are capable. This makes it all the more important that FFP establishes and develops strong regional offices, staffing these offices with senior FFP officers and providing them with adequate training. These offices also are expected to enhance coordination with the USAID missions and ensure that FFP programs are well integrated within missions' portfolios.

FFP also will reorganize its Washington office to more closely integrate emergency and development assistance programs and to reflect the proposed field structure. This reorganization will include establishing two new regional divisions, one to cover programs in Africa (the AFR division) with separate teams responsible for East and Central Africa, West Africa and Southern Africa and the second (the A&A division), also with three teams, to cover Asia, the Americas, and the Near East and Eurasia. These teams, which will include both emergency and development program specialists, will be responsible for programming all resources as well as providing technical and management support to the regional offices in their respective regions. This reorganization will be accomplished through a realignment of existing staff and is not expected to require additional staff.

In other words, FFP plans to adopt a regional approach under its new Strategy, replacing its Emergency Programs Division and its Development Programs Division with two regional divisions. This will help FFP respond more comprehensively, efficiently and effectively to differing regional needs. It also will help reduce the inconsistencies and fragmentation that can occur when country programs can be divided among two divisions – one dealing with emergencies and the other with non-emergencies (development).

The decision to create two regional divisions was based on an analysis of the workload in the Office conducted in early 2004. This analysis made clear how difficult it would be for a single division chief to adequately concentrate on all global operational issues of a multi-billion dollar portfolio. It was also clear, based on this analysis, that Africa needs its own division given the magnitude of the resources required in the region and the regional nature of its many of the issues. The resource requirements of Asia, Latin America, the Middle East, Europe and Eurasia also are significant when combined, although the issues that will have to be dealt with in this division will be more diverse. FFP still plans to assess the administration and management of these portfolios after the first year of the Strategy, however, to determine if further organizational adjustments will need to be made. This is necessary for the Office to be able to assure that it can manage efficiently and effectively a program that is expected to grow to $1.7 billion by 2008 and to ensure continued professional growth and career advancement for its BS-15 FFP Officers, as well as its new BS-76 Crisis, Stabilization and Governance (CSG) Officers.

The proposed reorganization recognizes the "development relief" paradigm of the new Strategy. The improved programming will enhance and protect livelihoods, community resiliency and capacity in shock prone environments while also helping to insure beneficiaries are able to cope better during the next crisis. The intermediate results and indicators in the new Strategy no longer differentiate between emergency and non-emergency programs. The two new regional divisions – FFP/AFR and FFP/A&A – will

approve activities that directly address the food insecurity of vulnerable populations. There will be one food security strategy for a country, not two (development and emergency), which will also facilitate integration of activities and resources. This should greatly enhance closer cooperation and coordination with other DCHA offices, which are also structured along geographical lines. Plus, USAID missions and cooperating partners will get one message from FFP, assuring greater consistency in the management of programs.

VII.   Projected Resource Requirements

A.   Workforce Requirements

USAID and FFP, in particular, have been most vulnerable on the issue of management of P.L. 480 Tile II programs due to an inadequate number of staff available, both in Washington and the field, to meet Agency and USG-wide financial and performance management standards and requirements.   The Title II food-aid program is one of the largest USAID programs worldwide and constitutes more than one-quarter of the Agency's resources. Annual Title II funding has more than doubled from $820 million in FY1995 to $1.88 billion in FY2003 and $1.66 billion in FY2004. Yet, the staff, DA and OE resources available to FFP have been limited, as compared with other Agency offices and programs. For example, on average, the dollar value of programs managed by a BS-15 Food for Peace Officer is over $34 million (per full-time equivalent), compared with other backstop categories ranging from $10-15 million and the Overseas Workforce Group recommendation of one full-time equivalent for every $8 million.   This situation, if continued, will jeopardize the integrity of the Title II program and leave the Agency vulnerable to criticism.

Recognizing this fact, a modest increase in FFP staffing was approved during the past few years, with the addition of 14 full-time program-funded personal services contractor (PSC) positions, mostly in Washington due to increasing emergencies. However, to fully implement the new strategy which calls for greater integration of emergency and development programs, create essential surge capacities in the field and meet expectations under the Development Readiness Initiative in the USAID/State Strategic Plan and the President's National Security Strategy, a minimum of eight additional program-funded PSC positions in Washington (previously approved) and nine program-funded USDH and PSC positions in the field are needed over the life of the Strategy:

Workforce Requirements by Funding Source

Funding Source		Washington-based		Field-based	
		Current	Add. Needs	Current	Add. Needs
OE	USDH	30	--	12	--
Program	USDH	--	--	6 (1)	--
	PSC	27	8	2	5 (2)
	RSSAs/Fellows	7			
NEPS			--	4	4 (3)
TOTAL		64	8	24	9

(1) PSCs currently being converted to limited career positions under new authority
(2) Positions needed to staff critical food aid countries and establish surge capacity in Regional FFP Offices under the Development Readiness Initiative
(3) Positions needed to absorb two New Entry Professionals (NEPs) per year in 2006 and 2008.

The eight new PSC positions in Washington were recommended as part of the streamlining process mandated by Congress for FFP. The increase has been discussed with the Administrator and approved within DCHA. The global leadership activities enumerated in this Strategy, plus the proposed $300 million shift from Title II to IDFA (International Disaster and Famine Assistance) reinforces the need for these positions.

The FFP Backstop 15 is being merged into the larger BS-76 CSG officer backstop, along with other DCHA backstops. This is an important and positive development, which will help to integrate FFP work with the rest of the DCHA Bureau and the Agency as a whole, and thereby further the objectives of this Strategy. BS-76 officers will be given a broad training program, and will be expected to develop a range of skills. Nevertheless, it is expected that within that broader backstop, individual officers will focus on certain areas, such as disaster assistance, food aid, democracy and governance, or transition initiatives. The NEPs mentioned in the chart above would be BS-76 officers, focusing on food assistance programs, at least for their initial assignments.

B.   Program Resource Requirements

The following program funding requirements over the Strategic Plan period were discussed in the Agency-wide Parameters meeting in September 2003 and then subsequently approved in the Parameters Memo:

Fiscal Year	Title II	DA
2004	$1.185 billion	$12.0 million
2005	$1.500 billion	$16.8 million
2006	$1.750 billion	$18.0 million
2007	$1.900 billion	$20.0 million
2008	$2.000 billion	$22.0 million
Total	$8.335 billion	$88.80 million

In FY2004, a total of $1.66 billion in Title II resources and $17.8 million in DA funding were made available to FFP.   The DA funding included approximately $11.0 million for FEWS ($2 million from FFP DA resources and $9 million from other offices and bureaus) and $5.6 million to fund the new innovative Institutional Support Agreements (ISA) and the technical assistance (FANTA) and administrative support (AMEX) institutional contracts.

Although the Parameters Memo authorized relatively large increases in both Title II and DA, FFP is cognizant of the need to lower its sights and expectations in the current budget environment. FFP is therefore proposing a total of only $7.8 billion in Title II funding, $52 million in DA and $3.15 million in OE resources. In addition, since this is now FY2005, the five-year Plan period will be FY2006 to FY2010, rather than the dates shown above from the Parameters Memo.

Budget Summary ($millions)

Fiscal Year	Title II/IDFA	DA*	OE	Total
FY2006	1,350	9.0	0.3	1,359.3
FY2007	1,500	10.0	0.4	1,510.4
FY2008	1,600	10.0	0.5	1,610.5
FY2009	1,650	11.0	0.4	1,661.4
FY2010	1,700	12.0	0.4	1,712.4
Total	7,800	52	2	7,854

* The DA numbers do not include the funding currently received from other offices and regional bureaus for FEWS-NET activities. In FY2004 that was about $9 million.

Only a minimal increase in Title II funding is planned, although the year-end actual number can vary widely. The initial amount authorized at the beginning of the fiscal year for the last few years has been straight-lined at about $1.2 billion; however, almost every year it has increased with ad hoc additions, including supplementals, Bill Emerson Humanitarian Trust releases, Marine Administration reimbursements, etc. in response to emergency needs. So the number shown in the chart is somewhat notional, based on recent historical trends.

The Administration has proposed in the FY2006 budget submission that $300 million of Title II funding be transferred to IDFA funding to facilitate local purchases of agricultural products produced by developing countries. The net effect on the FFP budget is a wash, so this action will not require any adjustment in the budget. However, if this transfer is approved, it is anticipated that FFP will have more flexibility to provide more food to more people more quickly, and also support and encourage local economies. FPP would also propose to use small amounts of the funding for analyses and assessments to ensure that the Title II and IDFA funding is being utilized in the most effective and efficient manner.

The primary justification for the minor increases in DA requirements is to support the activities under IR 1 -- *Global leadership in reducing food insecurity enhanced*. USAID and FFP are uniquely placed to plan and undertake the activities described under IR1, in close concert and cooperation with USDA, OMB, STATE, and the NSC. Indeed, FFP has already begun to take on these activities, as a result of recent developments in the WTO, DAC/OECD, and the Food Aid Convention (FAC), and requests by USDA, STATE and OMB for USAID to assume an increasingly pro-active role in addressing these issues of political, strategic and foreign policy importance to the USG.

The increased DA funding will cover the core costs of FEWS-NET (the remainder is covered by funds from regional bureaus) and critical technical and institutional support needs within the office. It will also support the implementation of priority recommendations from the Congressionally-mandated streamlining and management improvement assessment, which the office has already begun.

This budget actually has very little increase in DA funding over the FY2004 budget. Indeed, FFP's ability to fully implement the objectives of IR1 will be very limited with

this level of DA funding. FFP sincerely believes that additional DA funds will be required to fully accomplish those objectives at the desired levels. However, given the current budget climate, FFP realizes that the desired levels of funding will not be available, and it has lowered its expectations and therefore its budget request. As required under this Strategy, the specific targets for each sub-IR will be established in the Performance Monitoring Plan, and of course, will be set in accordance with the resources available. If additional DA funding were to be provided over the life of the Strategy period, it would be focused on IR1, and FFP could raise those targets.

The OE funding will cover Direct Hire staff travel related to IR1.1 -- "FFP's role in U.S. and multilateral policy development enhanced" -- and to perform essential program monitoring and management that cannot be performed by either program-funded USDH or PSC staff. OE funding will also be used to provide essential training for Direct Hire staff. This represents a small increase over the current levels, in order to focus attention on the important food aid issues arising at meetings in Europe, Asia and Africa. FFP sees this effort building up to a climax in FY2008 and then leveling off, as reflected in the proposed amounts. These activities are more fully described in Section V.B.1 above, relating to IR 1. It should be noted that the proposed OE level is equivalent to less than 4 percent of DA and well under 0.5 percent of the total budget.

VIII.   Participation and Consultation in Strategy Development

The Office of Food for Peace has adopted an open and participatory approach to the development of this Strategy. In the spring of 2002, FFP created a working group to oversee the development of the concept paper and the Strategy. This group enjoyed broad participation from within FFP as well as other USAID offices (DCHA's Office of Program, Policy and Management and the regional and pillar bureaus), FFP's contractors and cooperators (its Institutional Support Project, the Food and Nutrition Technical Assistance Project (FANTA), and IBM), Food Aid Management (FAM) the Coalition for Food Aid, and its Title II cooperating sponsors. Both the concept paper and the Strategy were developed under the auspices of this working group. Both documents were informed by and extensively reviewed by this group and reflect their considered inputs. Both documents also were distributed in draft within USAID (to missions, PPC and regional and pillar bureaus) and to other FFP partners, including the PVOs and the WFP, and this Strategy reflects the many comments and recommendations that were received.

To help inform the preparation of this Strategy, FFP also commissioned several technical papers. This included an assessment of the Title II program to determine the extent to which the regional, sectoral and management objectives laid out in the 1995 policy had been achieved and to recommend future program and legislative objectives (the FAFSA). The Office also commissioned two reviews of recent trends in food insecurity (one by IFPRI[20] and the other by Tufts University[21]) and an assessment of food security impacts

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[20] Patrick Webb and Beatrice Rogers, "Addressing the "In" in Food Insecurity," Occasional Paper No. 1. A report prepared by the FANTA project of the Academy for Educational Development (AED) for the Office of Food for Peace, February 2003.

of monetization in several African countries by Michigan State University[22]. The working group also was able to solicit inputs from a much broader set of partners, USAID mission staff in particular, during the June 2001 worldwide Food for Peace Conference. More than 200 participants attended the three-day conference, representing an array of stakeholders: USAID (FFP/Washington, the regional bureaus and USAID missions); Title II PVOs and NGOs; commodity and industry groups; other USG agencies; and representatives of International Organizations.

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[21] Lawrence Haddad and Tim Frankenberger, "Integrating Relief and Development top Accelerate Reductions in Food Insecurity in Shock Prone Areas, Occasional Paper No.2. A report prepared by the FANTA project of the Academy for Educational Development (AED) for the Office of Food for Peace, June 2003.
[22] David Tshirley and Julie Howard, "Title II Food Aid and Agricultural Development in Sub-Saharan Africa: Toward a Principled Argument for When, and When Not, to Monetize." A report prepared by the Department of Agricultural Economics and the Department of Economics of Michigan State University for the Office of Agriculture and Food Security in USAID's Bureau for Economic Growth, Agriculture and Trade (EGAT) and the Office of Food for Peace, April 2003.

ANNEXES

ANNEX I. Country Performance in Reducing Hunger During the 1990s

Trends in the Numbers of Hungry During the 1990s		Countries
1990/92 to 1995/97	1995/97 to1999/01	
Numbers Decreased	Numbers Decreased	• Nineteen countries succeeded in decreasing the number of undernourished people during both halves of the 1990s. The countries in this category come from all the developing regions and include both large and relatively prosperous countries like Brazil and China, where levels of undernourishment were moderate at the outset, and smaller countries, where hunger was more widespread, such as Chad, Guinea, Namibia and Sri Lanka. China accounted for almost three-quarters (58 million) of the 80 million person reduction in the number of hungry. Progress in China has slowed, however, as the prevalence of undernourishment has been reduced.
Numbers Increased	Numbers Decreased	• Twenty-two countries, including Bangladesh, Haiti and Mozambique, succeeded in reducing the numbers of hungry during the latter half of the 1990s, after seeing numbers increase during the first half.
Numbers Decreased	Numbers Increased	• Seventeen countries experienced the opposite trend, i.e., the numbers of hungry increased during the latter half of the 1990s. This group includes a number of countries with large populations such as India, Indonesia, Nigeria, Pakistan and Sudan.
Numbers Increased	Numbers Increased	• Twenty-six countries saw the numbers of hungry increase throughout the 1990s. In most of these countries, the prevalence of undernourishment was already high (greater than 20 percent) at the beginning of the decade. The countries in this category also come from all the developing regions, and include Afghanistan, Democratic Republic of the Congo, Yemen, Philippines, Liberia, Kenya, Iraq, Guatemala and Panama.

SOURCE: FAO, State of Food Insecurity in the World, 2003.

ANNEX II.   Vulnerability and Food Secure, Fragile, Failing And Failed States

Vulnerability can be thought of as the ability to manage risks. When an entity is unable to cope effectively with a shock or hazard it is vulnerable.   This relationship can also be expressed as a formula, as in Figure 1, where vulnerability is equal to a shock (or hazard) minus coping ability. The larger the shock is in relationship to the ability to cope, the greater the degree of vulnerability.

This model helps depict vulnerability as it applies to countries, communities, households and individuals. In this model, vulnerability can be reduced by (1) reducing exposure to risks, such as shocks that affect the many (e.g., droughts or floods) or shocks that affect the individual (e.g., death of the head of a household); (2) increasing the ability to manage such risks; or (3) both. This model takes into account numerous sources of risk – political, economic, social, health, production and natural. A number of factors are recognized as influencing the ability of countries, communities and households to cope, including economic, social and political factors. Governance also plays an important role in this model, influencing both the risks and the ability of countries and communities to cope with these risks.

The relationship between risk and ability to cope, and how it plays out over time, also can be portrayed graphically (See Figures 2 through 4), with risk and coping ability represented by separate lines with independent trajectories over time. Countries (also communities and households) are vulnerable when the line representing the magnitude of a hazard or risk is located above the line representing the ability to cope, with the degree of vulnerability measured by the distance between the two lines.

The first diagram provides an example of low vulnerability or high resiliency. Here, the entity (which is labeled a state, but could also represent a community or household) is unable to cope with only one of the several shocks that it faced during ten years. In the second diagram, the line representing the ability to cope lies far below the line representing the severity of the shock over the entire time period, indicating a complete failure to cope. This situation of high vulnerability is characteristic of a failed state. In the third diagram, the entity is able to cope with some shocks but not the majority, which results in its being characterized as "fragile." In this last example, the degree of vulnerability is relatively high in some years, but even lesser amounts of vulnerability, if frequent enough, can be destabilizing and result in reduced ability to cope with future shocks. This decline in ability to cope is also represented in the third figure and could be characteristic of an entity that is failing, for example, a failing state.

These diagrams are meant to be illustrative and do not capture all the possible variations. Coping ability may also vary in the first and second cases, increasing or decreasing over time, for example, as a result of increased investments in disaster prevention, the cumulative negative effects of a series of disasters, or with the nature of the disaster. Investments can also reduce risk: investments in river embankments to reduce the risk of

flooding, for example, and reforestation and live barrier and rock to reduce the risk of landslides.
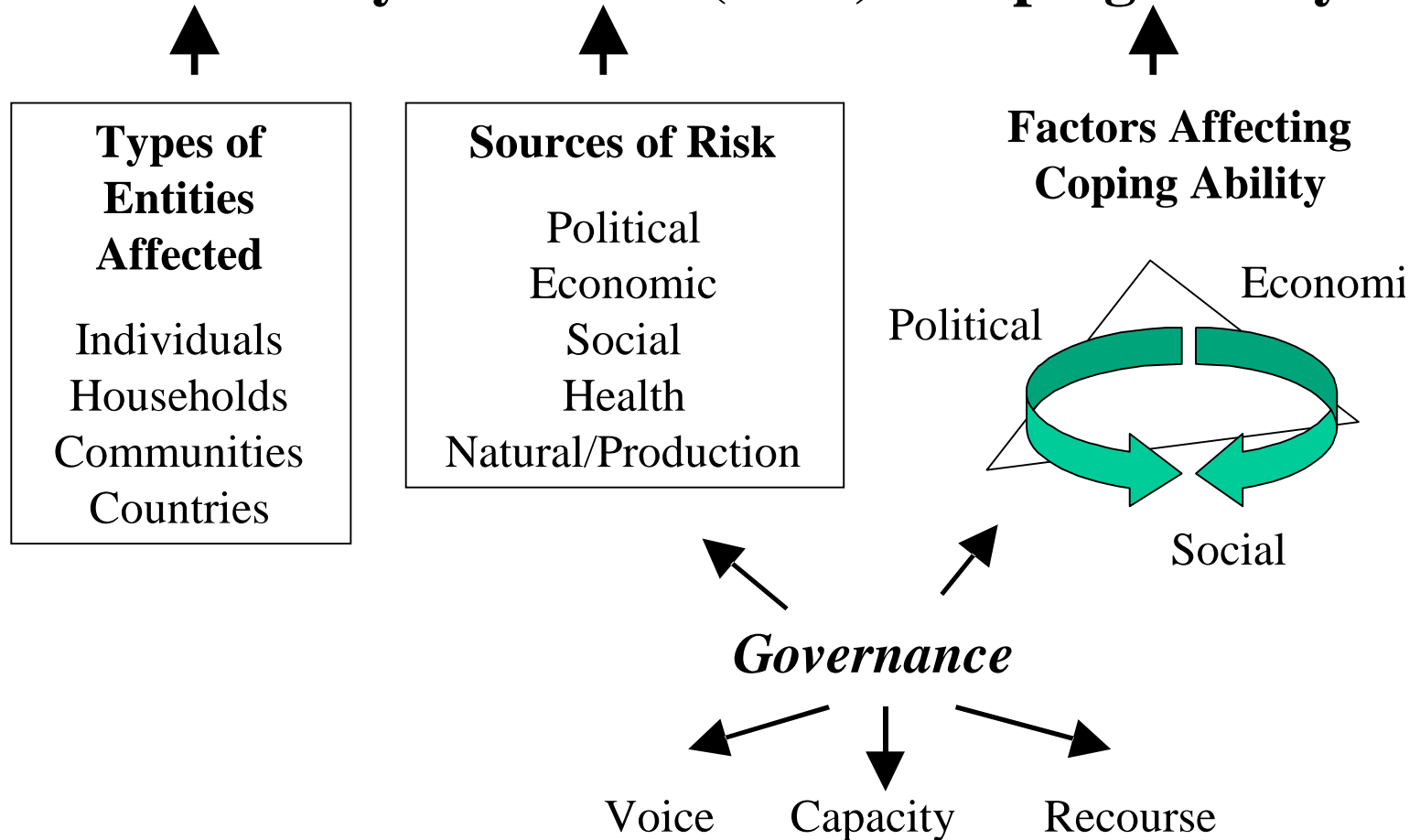
All states are subject to occasional and recurrent shocks. It is primarily their ability to cope with these shocks that determines whether they are food secure or fragile, failing and failed states. At a country level, countries can be thought of as food secure when they are able to cope with most hazards they encounter even though not all communities and/or households within their borders will be able to cope. This is true of most developed countries. The United States, for example, is able to deal with the vast majority of hazards it faces, although regions and communities within the United States frequently need assistance from the federal government to deal with the effects of hurricanes, floods, droughts, etc.

The level of development and capacity of the national and local governments and other political and social institutions also plays a major role. Developing countries can also fall into the food secure classification, such as Brazil and Mexico. Together, these two countries account for the majority of the poor and food insecure people living in the LAC region. Yet both have reached the level of political and economic development that should enable them to finance and implement the safety net programs necessary to assist their poor and food insecure to cope with the shocks that confront them. Mexico and Brazil should also be able to cope with other more transitory hazards that are likely to affect other segments of their populations, but even these countries may need additional assistance to cope with major shocks. Indonesia is another example of a state that was food secure during most of the 1990s, because it was able to reduce its vulnerability to food insecurity through policies that promoted increases in the production of its major staple food crop and a dramatic reduction in poverty. When a major financial crisis hit at the end of the 1990s, however, Indonesia too was overwhelmed and needed food assistance to help it cope with this economic shock.
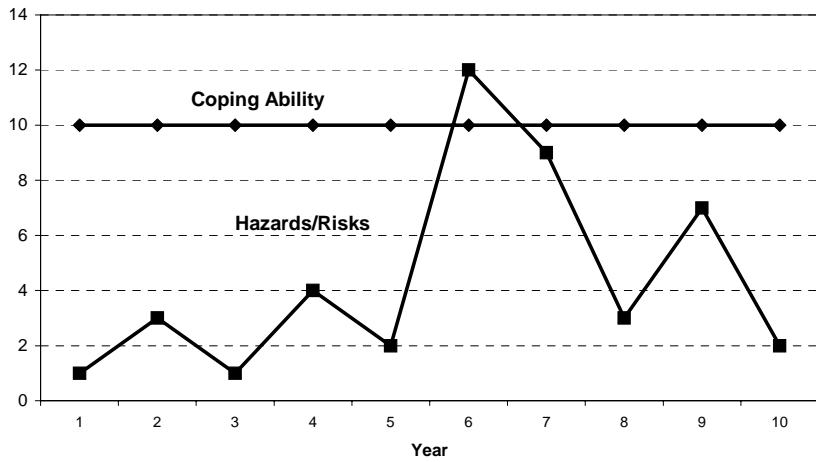
Figure 1: Defining Vulnerability

Vulnerability = Hazard (Risk) - Coping Ability

Types of Entities Affected

Individuals
Households
Communities
Countries

Sources of Risk

Political
Economic
Social
Health
Natural/Production

Factors Affecting Coping Ability

Political
Economi
Social

Governance

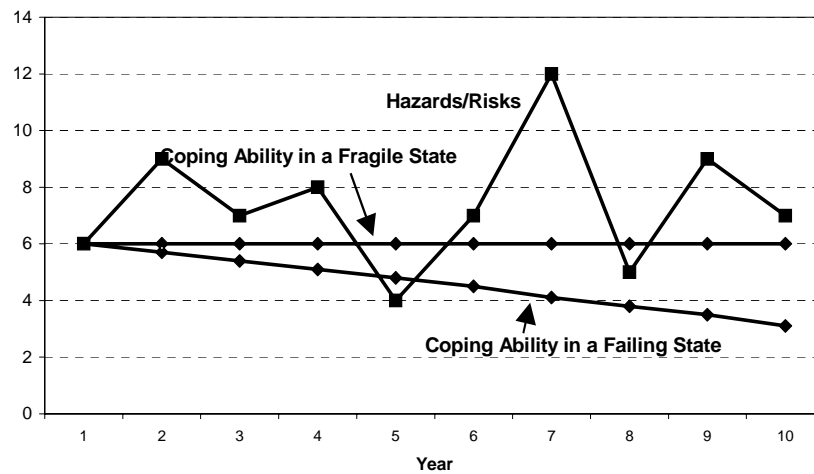Voice   Capacity   Recourse

Figure 2: A Food Secure State

Figure 3: A Failed State
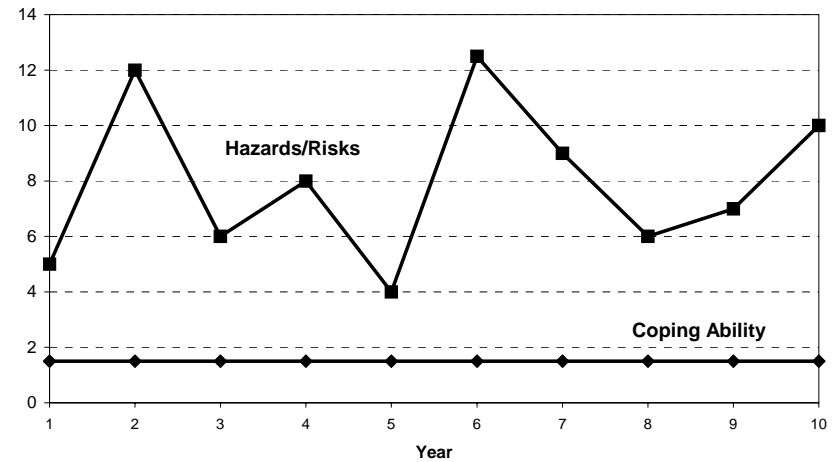
Figure 4: A Fragile and A Failing State

ANNEX III. Other Strategies and Initiatives: Country Criteria and Focus Countries

Strategies and Initiatives	Criteria for Country Selection	Focus Countries		
		Africa	Asia and the Near East	Latin America and the Caribbean
DCHA Special Opportunity Countries	Countries in which there is (1) a identifiable opportunity to achieve meaningful progress in areas such as conflict mitigation, food security, improved governance, or advancing the was on terrorism and/or (2) a concern about renewed conflict or food security	Angola Burundi DRC Ethiopia Sudan Uganda	Nepal Sri Lanka Philippines	Nicaragua
Millennium Challenge Account (MCA)	Poor countries that have demonstrated a commitment to (1) ruling justly, (2) investing in people, and (3) encouraging economic freedom. (These countries are illustrative)	Benin Cape Verde Ghana Lesotho Madagascar Mali Mozambique Senegal	Armenia Georgia Mongolia Sri Lanka Vanuatu	Bolivia Honduras Nicaragua
USAID's Initiative to End Hunger in Africa (IEHA)	Countries that (1) are leaders in policy reform, public investment, and government commitment to agricultural growth and poverty reduction and (2) have the greatest potential for rapidly influencing regional agricultural production and economic growth through trade and technology diffusion.	Mali Mozambique Uganda Ghana Kenya Zambia		
President's Emergency Plan for AIDS Relief (PEPFAR)	Countries that have (1) a high HIV burden, (2) resources available within the country to devote to the problem, plus (3) commitment on the part of the host country and civil society	Botswana Ivory Coast Ethiopia Kenya Mozambique Namibia Nigeria Rwanda South Africa Tanzania Uganda Zambia	Vietnam	Guyana Haiti

ANNEX IV.   New FFP Criteria to Determine Relative Levels of Food Insecurity among Countries

FFP plans to develop a new set of criteria for identifying the most food insecure countries. These criteria will take into account countries' vulnerability to food insecurity as well as how they rank in terms of the three basic food security outcomes -- food utilization, access and availability.

Some potential indicators already have been identified, based on early analyses of food insecurity and some of the composite indicator work that was done by IFPRI to assist the Africa Bureau identify countries for the "Presidential Initiative to End Hunger in Africa" (IEHA). However, more time is needed to compile the data that is available on the potential indicators (variables), to assess and select indicators, and to determine what method(s) to use to group countries according to their levels and patterns of food insecurity. [23]

The indicators that are likely to be used to measure food security outcomes are fairly clear. Some measure of nutritional status – either undernutrition (low weight-for-age) or chronic undernutrition (low height-for-age) -- is likely to be one of the most important indicators used to assess countries' relative levels of food insecurity. Nutritional status is one of the best indicators of food utilization, but it is much more than that. For example, many argue that chronic undernutrition, which is the term used to describe children that are stunted (i.e., too short for their age) is one of the best indicators of overall levels of development in a country. The most straightforward indicator of lack of access to food is likely to be the percent of people living below the poverty line. The World Bank's estimates of the percent of people living below $1 dollar a day is conceptually similar to the concept of extreme food insecurity[24] and is available for a large number of countries. The indicator that is most frequently used to measure food availability is the FAO's calculation of the number of calories available at the country level per person per day. Like the World Bank's estimate of poverty, these estimates are available for a large number of countries and are comparable across countries. Each of these indicators could be used alone or in combination with an indicator of the change in the variable over time.

More thought and creativity will be needed to identify the factors to use to determine countries' relative levels of vulnerability to food insecurity.   FFP will need to consider two dimensions – the risks countries face and their coping capacity. Factors that could be used as indicators of risk include a history of climate related shocks, on-going conflict or a history of conflict in the recent past and the presence of refugees and displaced populations.   Factors that could be used as indicators of a country's coping capacity

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[23] For example, all the countries in a selected universe could be ranked according to how they scored with respect to each of individual measures of food insecurity and then a simple average could be taken of these individual scores to get a composite ranking. One could also decide to give more weight to some indicators than others, i.e. develop a weighted index. Or one could use regression analysis or factor and cluster analysis to group countries.

[24] People are considered to be extremely food insecure when their income is not sufficient to enable them to access a nutritionally adequate diet.

include per capita income, some measure of the level of the country's indebtedness, and some indicator of recent economic trends, e.g., whether the economy is deteriorating. In this context, per capita income would be used to provide an indication of whether a country was wealthy enough to be able to afford to fund a safety net for its own vulnerable populations.

Examples of Criteria FFP Could Use to Determine Relative Levels of Food Insecurity among Countries

Dimensions of Food Insecurity		Potential Indicators
Levels of Food Insecurity	Utilization	• Percent of children under five suffering from undernutrition (low weight-for-age) or chronic undernutrition (low height-for-age). *
	Access	• Percent of population living under $1 per day. *
	Availability	• Number of calories available per capita per day or the proportion of the population below a minimum level of dietary energy consumption.*
Vulnerability to Food Insecurity	Risks	• Composite indicator of physical security (could include share of refugees and internally displaced populations, years of civil war in the past 30 years and military expenditure as a percent of GNI). • Composite indicator of exposure to natural disasters (could include number of droughts over a given time period, number of floods, number of insect infestations, and number of hurricanes). • Composite indicator of disease exposure (could include percent of population living in areas with malaria, and percent of population with HIV/AIDS). • Composite indicator of cultural homogeneity (could include size of largest ethnic group and language and religion as a percent of total population).
	Country Coping Capacity	• Some measure of a country's capacity to fund its own safety net program (e.g. per capita income). • Some measure of economic trends and whether conditions are deteriorating (e.g., rate of growth of GDP). • Some measure of country indebtedness (e.g., debt as a percent of GDP). • Some measure of governance.

* This indicator also could be combined with an indicator of the change in this variable over time.

ANNEX V. **Performance Indicator Reference Sheets for the Strategic Objective**

Performance Indicator Reference Sheet
Name of Strategic Objective: Food insecurity in Vulnerable Populations Reduced
Name of Intermediate Result: n/a
Name of Indicator: Applicable programs reporting maintenance or improvement in nutritional status
Is this an Annual report Indicator?   No   Yes X, for Reporting Year(s) 2006 – 2010
DESCRIPTION

Precise Definition(s):

Applicable programs - - Title II programs that have nutritional objectives, both emergency (WFP and PVO) and non-emergency (PVO).

Acceptable indicators for reporting - - Indicators reported by applicable programs will be acceptable if they reflect anthropometric measurements of child or adult growth. These will include indicators of: prevalence of stunting (height for age - HfA), underweight (weight for age - WfA), wasting (weight for height WfH), weight gain, growth faltering (trend of weight gain), body mass index (BMI), middle-upper arm circumference (MUAC); average HfA Z score (HAZ), WfA Z score (WAZ), WfH Z score (WHZ), BMI, MUAC; proportion of children/adults recuperating to defined cutoffs (e.g. 80% WfA).

Maintenance of nutritional status - - Nutritional status is "maintained" when the value of the indicator from the previous reporting year is the same as the current reporting year.

Improvement of nutritional status - - Nutritional status is "improved" when the value of the indicator from the previous reporting year is less than the current reporting year.(for indicators that measure positive nutritional outcome e.g. % of children 0-59 months with adequate weight gain for the previous 2 months) or when the value of the indicator from the previous reporting year is greater than the current reporting year.(for indicators that measure negative nutritional outcome– e.g. % of children 0-59 months with <-2 WAZ)).

Program reports maintenance or improvement in nutritional status - - If a program reports on more than one acceptable indicator, they will be considered as having maintained or improved nutritional status if at least 50% of the applicable indicators show maintenance or improvement of nutritional status. When data are reported for consortia – If data is only reported disaggregated by consortia members, then the consortia will be considered to have maintained or improved nutritional status if at least 50% of the applicable indicators reported by the consortia members show maintenance or improvement of nutritional status. If the consortia reports consortia-level indicators, those will be used to determine maintenance or improvement of nutritional status.

Unit of Measure: %

Disaggregated by: Emergency and non-emergency programs (developmental relief programs will be included in the non-emergency universe.)

Justification and Management Utility: The indicator was selected because it will capture information from a wide range of programs, and data should be available on an annual basis for reporting. "Maintenance" of nutritional status is included in addition to improvement because, in many instances, maintenance of nutritional status in the face of shocks is a positive outcome, especially if the program is able to compare the findings with other areas outside of program areas and in emergency situations. While this indicator does not measure the nutritional status of the target population directly, FFP will use this indicator in the Annual Report to make describe the overall achievements of the programs (e.g. with statements such as: "More than 76% of Title II programs were successful in maintaining or improving the nutritional status of vulnerable populations targeted) then complement the quantitative data with specific examples (e.g. "Program X in Country Y, where a community-based growth monitoring and promotion program decreased the rate of growth-faltering among participating children by more than 50%. The rapid response by Program A to population displacement in Country B helped prevent a deterioration in the levels of acute malnutrition observed in this very vulnerable population."). This SO Indicator 1 will be complemented with SO Indicator 2, which will provide a direct measure of nutritional status for the target population of FFP strategic management countries.

PLAN FOR DATA ACQUISITION BY USAID

Data collection method: Review of Title II implementing partners' (WFP and PVOs) annual results reports
Data Source: Annual results reports of Title II implementing partners (WFP and PVOs.).
Method of Data Acquisition by USAID: Review of Title II implementing partners' (WFP and PVOs) annual results reports
Frequency & Timing of Data Acquisition by USAID: Annual
Estimated Cost of Data Acquisition: $10,000
Individual Responsible at USAID: Carell Laurant
Individual Responsible for Providing Data to USAID: Title II implementing partners' (WFP and PVOs)
Location of Data Storage: AMEX/FANTA
DATA QUALITY ISSUES
Date of Initial Data Quality Assessment: TBD during PMP development
Know Data Limitations and Significance (if any): The SO indicator is defined to accommodate a range of acceptable indicators, therefore, by definition, the annual indicators included do not consistently use the same measure and/or age range. The quality of the routine project information systems that provide the data for annual reporting of nutrition indicators is likely to be variable. However, the SO indicator is defined to facilitate FFP's ability to report results from a large proportion of the programs, without requiring the same annual reporting indicator from all of them. FFP is reluctant to require all programs to report the same annual indicator, because experience has shown that the implementing partners need flexibility to select annual reporting indicators that reflect their program approaches and are accommodated within their routine information systems. Requiring all programs to report the same annual indicator reduces the utility of the indicator for implementing partner program management. The data for the baseline for emergency programs comes from a standardized questionnaire. Implementing partners are asked whether nutritional status of program beneficiaries was maintained or improved; they are not required to report data from the indicator they used to determine maintenance or improvement of nutritional status. The FFP PMP for the FY04-08 strategy will include efforts to improve the transparency and quality of the indicators and data reported by emergency programs.

PERFORMANCE INDICATOR VALUES			
Year	**Target**	**Actual**	**Notes**
2003		91	Baseline - Emergency programs
		79	Baseline - Non-emergency programs
2004	80		
2005	80		
2006	80		
2007	80		
2008	80		
2009	80		
2010	80		

Notes on Targets: -
Baseline – Data from 43 emergency programs and 23 non-emergency programs included in baseline. The 42 emergency programs represent 56% and the 23 non-emergency programs represent 43% of applicable programs
FFP recognizes that it can not control all of the factors the influence the nutritional status of program beneficiaries, so setting targets of 100% across all programs is unrealistic. The targets set reflect the minimum level of effectiveness that the program strives for in both emergency and non-emergency contexts.

Performance Indicator Reference Sheet			
Name of Strategic Objective: Food insecurity in Vulnerable Populations Reduced			
Name of Intermediate Result: n/a			
Name of Indicator: Prevalence of underweight children under 5 years of age in FFP strategic management countries			
Is this an Annual report Indicator? No X Yes for Reporting Year(s) 2006 - 2010			
DESCRIPTION			
Precise Definition(s): The indicator measures the % of children under 5 years of age (0-59 months) who are underweight (weight for age Z score <-2) in the FFP strategic management countries. The FFP strategic management countries include: Angola, Burundi, Congo (DRC), Ethiopia, Mali, Mozambique and Sudan			
Unit of Measure: %			
Disaggregated by: Country			
Justification and Management Utility: This indicator allows FFP and its partners to show the contribution of the Title II programs to the Millennium Development Goals (one of the MDG goal indicators is the prevalence of underweight in children under 5.) However, by restricting the indicator to strategic management countries, FFP will be able to ensure the highest quality data collection. FFP plans to focus special attention on this set of strategic countries with large vulnerable populations subject to recurring shocks that have contributed significantly to the growth in the need for emergency response. Given the magnitude and complexity of the problems faced by these countries, FFP will develop comprehensive strategies for the use of Title II resources to address the food insecurity challenges. [Ideally, there would be a comprehensive strategy for the use of Title II resources in every country that has a Title II program, but this clearly is not realistic given the number of countries and the management resources available to FFP.] This approach of concentrating strategic planning resources on a set of strategically identified countries is congruent with approaches being used by the rest of the agency. The approach will also facilitate the identification of linkages and integration of resources among the Title II program and other Agency Strategies and Initiatives in the selected countries through the strategic planning process.			
DATA QUALITY ISSUES			
Know Data Limitations and Significance (if any): One of the challenges faced by FFP under the FY96-03 strategy was obtaining consistent reporting of high-quality, comparable indicators across the entire portfolio. By focusing this SO indicator on a smaller set of countries and programs (which will likely represent, however, a significant proportion of Title II resources and FFP/partner effort), FFP will be able to directly support the collection, and verify the quality, of the data needed to report on the indicator. Good data describing the food security situation is necessary in order to develop good strategies. Options for ensuring high quality data are to: 1) include the collection of this data as a separate exercise as part of the country strategy (e.g. by buying into existing data collection efforts such as the DHS, or by funding the implementation of a survey of the Title II program areas directly) or 2) provide technical and financial support for joint data collection by the Title II implementing partners.			
PERFORMANCE INDICATOR VALUES			
Year	Target	Actual	Notes
2005			**Baseline**
		41	Angola
		45	Burundi
		34	Congo (DRC)
		47	Ethiopia
		22	Kenya
		11	Sudan
		23	Uganda
2006			

2007			
2008	35		Angola
	39		Burundi
	28		Congo (DRC)
	41		Ethiopia
	16		Kenya
	5		Sudan
	17		Uganda
2009			
2010	31		Angola
	35		Burundi
	24		Congo (DRC)
	37		Ethiopia
	12		Kenya
	1		Sudan
	13		Uganda

Notes on Baseline/Targets: Source of data for baseline – MDG Goal 1 database (http://ddp-ext.worldbank.org/ext/MDG/homePages.do). Targets are set based on analysis of the nutritional impacts of Title II development programs carried out by DCHA/PPM that indicates that average annual reductions in underweight of approximately 2 percentage points per year should be achievable. The timing of data collection and therefore reporting of "actuals" in each strategic management country may vary; the data collection plan for each country will be finalized during development of the full PMP.

Performance Indicator Reference Sheet
Name of Strategic Objective: Food insecurity in Vulnerable Populations Reduced
Name of Intermediate Result: n/a
Name of Indicator: Programs that have established the basis for measuring impacts on food access
Is this an Annual report Indicator? No   Yes X, for Reporting Year(s) 2006 – 2010
DESCRIPTION

Precise Definition(s):

Programs: Title II development programs that have activities related to food access such as agricultural production, agricultural product processing, agricultural product marketing, micro-credit and other income- and employment-generation activities.

Establish the basis for measuring: Programs that completed their baseline data collection on food access indicators within one year of program implementation

Food access indicators: As measured by either household dietary diversity (# of food groups consumed in the last twenty four hours) or # of months of inadequate household food provisioning)

Unit of Measure: %
Disaggregated by:

Justification and Management Utility: Until recently, there has been little agreement on appropriate indicators for household food access. During 2004, discussions between FFP and Cooperating Sponsors (CS) have resulted in the agreement that household dietary diversity and months of inadequate household food provisioning are both appropriate indicators to measure the impact of access-related activities on household food insecurity. The use of these indicators by all programs that have access-related activities will encourage programs to focus on food security more directly. For example, programs with agricultural production activities often measure only the increase in production, which does not show if the household is actually more food secure. Because of the importance of measuring the impact of programs on household food consumption, FFP has identified two SO indicators related to this: the first (SO Indicator 3) captures the increased ability of the CSs to demonstrate the impacts of Title II programs on household food consumption, and the second (SO Indicator 4) captures whether the programs have indeed been successful in maintaining or improving household food consumption.

Currently, only 25% of development programs with food access components have included these indicators (household dietary diversity and/or months of inadequate household food provisioning) in their baseline data collection. It is not practical to request that the CSs add these indicators to already operationalized M&E plans, since no baseline data will be available for them.   As part of the PMP for the FY06-10 Strategy, FFP will require that all programs with access-related activities include these two indicators at baseline, starting in FY05. The total numbers of programs will change each year as programs are completed and new ones are initiated, however the percentage of programs able to report should increase over the life of the Strategy. As the use of these indicators increases, FFP will be able to better show how Title II programs contribute directly to the reduction of food insecurity.

DATA QUALITY ISSUES
Know Data Limitations and Significance (if any): There are often factors that influence whether or not a program is able to complete a baseline, that cannot be planned for. Targets may not be met due to the fact that a baseline has been delayed. The data for those programs will be included in the next year.

PERFORMANCE INDICATOR VALUES			
Year	**Target**	**Actual**	**Notes**
2003		30/71 = 42%	Baseline: 71 DAPs with access components, 28 with access indicators, 30 with baseline for those indicators
2004	42		
2005	45		
2006	60		
2007	75		
2008	80		
2009	90		
2010	100		
Notes on Baseline/Targets: Source of data are the Indicator Reporting Tracking Tables from the FY03 CS Results Reports			

Performance Indicator Reference Sheet	
Name of Strategic Objective: Food insecurity in Vulnerable Populations Reduced	
Name of Intermediate Result: n/a	
Name of Indicator: Evaluated applicable programs reporting maintenance or improvement in household food consumption	
Is this an Annual report Indicator? No Yes X, for Reporting Year(s) 2006 – 2010	

DESCRIPTION
Precise Definition(s): **Evaluated:** Data provided from a mid-term or final evaluation **Applicable programs**: Title II development programs with access components **Maintenance or improvement**: Household food consumption is maintained when the value of the indicator from the reporting year is the same as the baseline. Household food consumption is improved when the value of the indicator from the reporting year is greater than the baseline. If the program reports on both household dietary diversity and months of inadequate household food provisioning, the program is considered to have maintained or improved household food consumption if either of the measures meets the requirements for maintenance or improvement. **Food consumption:** As measured either by household dietary diversity or months of inadequate household food provisioning
Unit of Measure: %
Disaggregated by: n/a
Justification and Management Utility: This indicator represents a direct measure of the impact of Title II programs on food insecurity by showing the extent to which programs are successful in assisting household to reduce their vulnerability to shocks that in the past have forced households into food deficit. The indicator is stated as "maintenance or improvement" because the level of vulnerability of the target populations to risk factors is such that the maintenance of household food consumption levels, in the face of poor rainfall for example, could represent an improved level of resiliency. While months of inadequate household food provisioning is a relatively new indicator, dietary diversity has been shown to be a fairly robust measure of the status of household food security. It is relatively simple and inexpensive in terms of data collection. Work is going on currently regarding the standardization of the months of inadequate household food provisioning measure. It is expected that within a year or two, there will be a standardized methodology for collecting information on this indicator that will also be relatively simple and inexpensive.

DATA QUALITY ISSUES			
Know Data Limitations and Significance (if any):			

PERFORMANCE INDICATOR VALUES			
Year	**Target**	**Actual**	**Notes**
2006		TBD	Baseline
2007			
2008			
2009			
2010			

Notes on Baseline/Targets: There are not enough programs currently using household food consumption indicators to establish a baseline in FY05. By FY06, sufficient programs (minimum of 12) will have begun reporting on the standard household food consumption indicators so that a relevant baseline can be established.