

U.S. INTERNATIONAL FOOD ASSISTANCE  
REPORT 1997

United States Agency for International Development

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**LIST OF ACRONYMS**

BHR	Bureau for Humanitarian Response
CCC	Commodity Credit Corporation
CDO	Cooperative Development Organization
CFW	Cash-for-Work
CIDA	Canadian International Development Agency
CMR	Child Mortality Rate
CS	Cooperating Sponsor
DA	Development Assistance (funds)
DAP	Development Activity Proposal
ERS	Economic Research Service (USDA)
EU	European Union
FAC	Food Aid Convention
FAC	Food Aid Coordinating Committee/Sierra Leone
FACG	Food Aid Consultative Group
FAMP	Food Aid Management Plan
FAO	Food and Agriculture Organization of the United Nations
FFE	Food-for-Education
FFP	Office of Food for Peace (in USAID/BHR Bureau)
FFP/DP	Development Programs Division in FFP
FFP/ER	Emergency Response Division in FFP
FFPO	Food for Peace Officer
FFPr	Food for Progress Program of P.L.480 Title I
FFW	Food-for-Work
FTE	Full-time equivalent (direct-hire staff)
GDP	Gross domestic product
GHAI	Greater Horn of Africa Initiative
GNP	Gross national product
ICRC	International Committee of the Red Cross
IFPRI	International Food Policy Research Institute
IGAD	Inter-Governmental Authority on Development
IMR	Infant mortality rate
IO	International organization
IR	Intermediate Result
ISG	Institutional Support Grant
LAC	Latin America and Caribbean Bureau (USAID)
LB	Live Births
LBW	Low Birth Weight
LDC	Least developed country
LIFDC	Low-Income Food-Deficit Country
MCH	Maternal-child health
M&E	Monitoring and evaluation
MOU	Memorandum of Understanding
MT	Metric ton(s)
NIS	Newly Independent States of the Former Soviet Union
NGO	Non-Governmental Organization
OCF	Other child feeding

OFDA	Office of U.S. Foreign Disaster Assistance (USAID)
OE	Operating Expense (funds)
OYB	Operating Year Budget
PAA	Previously Approved (Title II) Activity
P.L. 480	U.S. Public Law 480
PVO	Private voluntary organization
R4	USAID's Results Report and Resources Request
REDSO	Regional Economic Development Support Office/USAID
Section 202(e)	Section of USAID's P.L. 480 authorizing funds to support Title II activities
SD	Standard Deviation
SF	School feeding
SO	Strategic Objective
SO1	BHR/FFP's Strategic Objective #1
SO2	BHR/FFP's Strategic Objective #2
SPO	Special Objective
UNDP	United Nations Development Program
UNHCR	United Nations Office of the High Commissioner for Refugees
UNICEF	United Nations Children's Fund
USAID	United States Agency for International Development
USDA	United States Department of Agriculture
WFP	United Nations World Food Program
WFS	World Food Summit
WHO	World Health Organization

**LIST OF FY 1997 COOPERATING SPONSORS**

ACDI/VOCA	Agricultural Cooperative Development International/ Volunteers in Overseas Cooperative Assistance
ADRA	Adventist Development and Relief Agency
AFRICARE	Africare
AG.FOUND	Agricultural Foundation
AGUDATH	Agudath Israel of America, Inc.
AIA	American International Association of the Hematologists of the World for Children, Inc.
AKF	Aga Khan Foundation
ARC	American National Red Cross
CARE	Cooperative for Assistance and Relief Everywhere, Inc.
CARITAS/Bolivia	Caritas Bolivia
CARITAS/Peru	Caritas Peru
CFI	COUNTERPART FOUNDATION INC.
CHAMAH	Chamah
CITIHOPE	CitiHope International
CNFA	Citizens Network for Foreign Affairs
CRM	Christian Rescue Mission
CRS	Catholic Relief Services – USCC
DOULOS	Doulos Community, Inc.
DPPC	Disaster Prevention and Preparedness Commission/Ethiopia
EOC	Ethiopian Orthodox Church
FAR	Fund for Armenian Relief
FHI	Food for the Hungry, Inc.
FTC	Feed the Children
GJARN	Global Jewish Assistance Relief Network
IOCC	International Orthodox Christian Charities
IPHD	International Partnership for Human Development
LEA	Lishkas Ezras Achim
MCI	Mercy Corps International
NCBA/CLUSA	National Cooperative Business Association
NPA	Norwegian Peoples' Aid
OICI	Opportunities Industrialization Centers International, Inc.
PCI	Project Concern International
PRISMA	Projects in Agriculture, Rural Industry, Science & Medicine, Inc./Peru
PROJECT AID	Project Aid
REST	Relief Society of Tigray
RFCP/CBI	Russian Farm Community Project, Inc./Cooperative Business International
SALESIANS (SSI)	Salesian Missions
SAWSO	Salvation Army World Service Office
SCF	Save the Children Federation, Inc./USA



SHARE	World SHARE
TECHNOSERVE	TechnoServe
UMCOR	United Methodist Committee on Relief
WFP	World Food Program
WINROCK/WI	Winrock International Institute for Agricultural Development
WVRD	World Vision Relief and Development, Inc.

## PREFACE

This report provides an overview of United States (U.S.) Government food assistance activities through Public Law 480 (P.L. 480) and related statutes during FY 1997. The United States Agency for International Development (USAID), which administers P.L. 480's Title II and Title III programs, is responsible for the bulk of U.S. food aid assets. The U.S. Department of Agriculture (USDA) administers Title I and Food for Progress (FFPr) projects. Despite budgetary constraints, the United States (U.S.) remains the world's major provider of food assistance. Moreover, given the legal framework of the Government Performance and Results Act, we are committed to continually looking at ways to improve food aid programs: planning strategically, relating budgets to a performance plan, evaluating and compiling accomplishments, evaluating them and reporting to the public.

Chapter I, "The Challenge: Global Hunger and Food Insecurity," focuses on the more than 800 million people today who are chronically undernourished including over 180 million underweight children. It analyzes the growing need for food aid resources in the face of their declining global availability and the rising requirements for emergency food aid. The growing mismatch between food aid supply and demand emphasizes the need for more focussed geographical targeting of food assistance and directed use of food aid in projects which have as their goals and objectives sustainable development leading to the alleviation of food insecurity.

Chapter II, "The Response: Focusing the U.S. P.L. 480 Food Aid Program on Food Security," reviews the policy framework through which the U.S. Government is improving its food aid programs to more efficiently respond to emergencies and help food insecure populations reach the point where they can feed themselves.

Chapter III, "Highlights: The Program in Numbers," provides an overview of the FY 1997 program in terms of resources allocated to each program component, as illustrated by graphs and figures.

Chapter IV, "Accomplishments 1997: Improved Management of the U.S. P.L.480 Food Aid Program for Impact on Food Security," reports on progress through systematic review of program performance indicators, documenting both people-level impacts and improvements in food aid management and the technical capacity of USAID, its cooperating partners and sponsors. Continuous needs assessments; integration of Food Aid resources with other assistance resources (particularly USAID resources); reinforced donor coordination; and refined performance indicators to better track results – provide a snapshot of how food aid is presently organized and used.

This report constitutes the Administration's Annual Report to Congress on progress toward food security in countries receiving U.S. food assistance.

## EXECUTIVE SUMMARY

United States support for worldwide food assistance was first formalized in the Agricultural Trade Development and Assistance Act of 1954, also known as Public Law 480 (P.L. 480). Since its inception, some 375 million metric tons, valued at well over \$50 billion, have been distributed through P.L. 480 and other U.S. food assistance instruments. In 1996, Congress updated P.L. 480 legislation through the Federal Agricultural Improvement and Reform Act, reasserting the intent of the United States to use its agricultural productivity to enhance food security in the developing world. Programs were reauthorized to:

- combat world hunger and malnutrition and their causes;
- promote broad-based, equitable and sustainable development, including agricultural development;
- expand international trade;
- develop and expand export markets for U.S. agricultural commodities; and
- foster and encourage the development of private enterprise and democratic participation in developing countries.

U.S. food aid responds to food emergencies, nutritional inadequacies and longer-term food security issues, working with a variety of partners. In Fiscal Year (FY) 1997, the United States provided 2.84 million metric tons, valued at \$1.1 billion, to 63 developing and re-industrializing countries, reaching millions of people. The United States Agency for International Development (USAID) directly manages the bulk of food assistance. Title II activities, valued at \$821 million, moved a total of 1.66 million metric tons and assisted a total of 43 million beneficiaries in 53 countries in 1997. Title II funding also included \$10.9 million to support the Farmer-to-Farmer (FTF) program – technical assistance by U.S. volunteers to developing countries and emerging democracies in agriculture and agribusiness. USAID also manages Title III programs – bilateral grant food assistance for policy reform. It totaled \$40.4 million in FY 1997, assisting five least developed countries (LDCs) which demonstrated a substantial need for food assistance, the capacity to use the assistance effectively, and a commitment to long term policies to promote food security. USDA-administered Title I and Food for Progress Programs provided \$232 million in resources (1.05 million metric tons).

There is a growing mismatch between the amount of food assistance available from the United States and the international community versus the amount of food aid required by the chronically malnourished, the victims of natural disasters, and those affected by complex emergencies. At this time of constrained budgets, USAID is committed to working closely with all of its food assistance partners to:

"(Individual) governments have the primary responsibility for creating an economic and political environment that assures the food security of their citizens, involving for this purpose all elements of civil society."

(World Food Summit's Plan of Action)

- better target food aid activities so that assistance reaches the most vulnerable groups without disrupting local production;
- work closely with host country counterparts and non-governmental organizations to ensure sustainability through increased local capacity and program ownership;
- continue efforts to better understand the people-level impact of food aid programs;
- continue forward momentum on common, generic food aid performance indicators and mutually acceptable methodologies that partners and USAID can use in measuring the impact of food aid; and
- improve sound monitoring and evaluation systems.

During FY 1997, Title II became a more tightly focussed program with a coherent set of development-oriented food security objectives, increasingly directed to the most food insecure and disadvantaged population groups. USAID developed for the Title II Program two Strategic Food Assistance Objectives. Progress was made on improving targeting through continuous needs assessments; documenting change in nutritional status of target groups; integration of Title II food aid resources as components of USAID Mission strategic planning; collaboration with other donors; and progress on emplacement of measurable performance indicators.

On the broader issue of food security, donor-supplied food aid, while critical for emergencies and other direct feeding programs, is but one element of response. In the long-term, each country must develop its own policies to increase food and agricultural productivity and increase access to food, particularly for the lowest income populations. Specifically, the World Food Summit (Rome, November 1996) encouraged donors to sharpen the focus of their food aid on the most chronically food insecure countries and regions, provide an appropriate volume of food aid on the basis of need, establish incentives to encourage the best use of food aid, and strive to ensure that food assistance reaches those who have the most responsibility for household food security, especially women. To better address these challenges, the United States is in the process of revisiting the objectives of P.L. 480, to improve both its effectiveness in helping food insecure populations reach the point where they can feed themselves, and its efficiency in responding to emergencies— all in an era of changing agricultural trade and production circumstances.

"Compassion is not weakness, and concern for the unfortunate is not socialism."

Hubert Humphrey

All of the options under discussion in the proposed U.S. Action Plan for Food Security call for a continuing U.S. leadership role. As USAID Administrator, J. Brian Atwood expressed in a recent address to the Overseas Development Council:

*"Programs that save children, and educate them, give economic opportunity and dignity to the poor and strengthen civil society are not merely humanitarian, they contribute to the productive capacity of society. They contribute to sustainable growth with equity."*

## INTRODUCTION

### OVERVIEW OF THE U.S. FOOD AID PROGRAM

Public Law 480 (P.L. 480) was enacted in 1954 as the United States primary food assistance legislation. Since then, P.L. 480 has provided about 375 million metric tons (MT) of commodities valued at over \$50 billion. The legislation and its three “Titles” define the programs and objectives authorized.

Three other U.S. Food Aid Authorities are available to support international food assistance:

Food for Progress Act of 1985

Food Security Commodity Reserve Act of 1996 which provides up to 4 million MT for urgent humanitarian assistance.

Section 416 (b) of the Agricultural Act of 1949.

- Title I provides for the sale of agricultural commodities to developing countries and private entities for long-term concessional dollars credit. \$245 million is approved for FY 1998.
- Title II provides emergency & development assistance in partnership with PVOs, NGOs and the World Food Program (WFP). \$837 million is approved for FY 1998.
- Title III provides government-to-government commodity donations to developing countries, tied to policy reforms. \$30 million is approved for FY 1998.

United States policy has evolved to reflect the concern of its citizens for the less fortunate, tempered by the realization that such concern can be effectively expressed only by maintaining U.S. strength and global leadership, particularly in the agriculture sector. Food assistance is implemented largely by Cooperating Sponsors (CS), mainly U.S. private voluntary organizations (PVOs), the World Food Program (WFP), cooperative development organizations (CDOs), and non-governmental organizations (NGOs).

*Public Law 480 (P.L. 480) was enacted in 1954, and amended by the Federal Agriculture Improvement and Reform Act of 1996 (FAIR), commonly referred to as the “1996 Farm Bill”. This food aid legislation states:*

*“It is the policy of the United States to use its abundant agricultural productivity to promote the foreign policy of the United States by enhancing the food security of the developing world through the use of agricultural commodities and local currencies accruing under this Act to—*

- 1. combat world hunger and malnutrition and their causes;*
- 2. promote broad-based, equitable, and sustainable development, including agricultural development;*
- 3. expand international trade;*
- 4. develop and expand export markets for United States agricultural commodities; and*
- 5. foster and encourage the development of private enterprise and democratic participation in developing countries.”*

## THE FOOD SECURITY CONCEPT IN P.L. 480

P.L. 480 has been modified over the years to reflect changes in U.S. foreign and domestic policy, the latest being in the Federal Agriculture Improvement and Reform (FAIR) Act of 1996. The FAIR Act re-asserted the U.S. policy of using its agricultural productivity to enhance food security in the developing world.

*"Food security" has gone through a number of iterations.*

### DEFINING FOOD SECURITY

"Food security," as defined in the *U.S. Position Paper for the World Food Summit* (November 1996), has been accepted by most nations. It encompasses the three dimensions of access, availability and utilization of food for all, that are necessary to achieve food security. There is a recognition that nations must provide the social and economic conditions to enable their citizens to produce food and/or earn sufficient money to buy food to meet their needs, and the Declaration from the World Food Summit includes seven agreed upon commitments "to reinforce national actions to implement sustainable food security policies."

*In the 1990 Farm Bill, it was defined simply as "access by all people at all times to sufficient food and nutrition for a healthy and productive life."*

*That definition was expanded by USAID in 1992 in PD-19; in its Food Aid and Food Security Policy Paper, 1995; and further refined in the U.S. Position Paper for the World Food Summit, November 1996*

Linking food aid to food security and nutrition is critical. The "food security" concept now serves as a planning tool and framework for the conceptualization and design of food-aid programs and projects and for measuring their "people-level" impact. While there remains to be accomplished a great deal in terms of wedding all food-aid practitioners to the overall goals, objectives, focus, and strategy of U.S. food aid to promote food security, enormous strides have been taken. Significant progress has been made in the past several years to facilitate the use of food security as a framework for food aid programming, monitoring, evaluation and impact measurement; and in enhancing the management and monitoring capability of the cooperating sponsors and USAID.

**"Food security exists when all peoples at all times have physical and economic access to sufficient food to meet their dietary needs for a productive and healthy life. Food security has three dimensions:**

**AVAILABILITY of sufficient quantities of food of appropriate quality, supplied through domestic production or imports**

**ACCESS by households and individuals to adequate resources to acquire appropriate foods for a nutritious diet**

**UTILIZATION of food through adequate diet, water, sanitation, and health care."**

*(Source: The U.S. Position Paper Prepared for the World Food Summit, July 1996)*

## I. THE CHALLENGE: GLOBAL HUNGER AND FOOD INSECURITY

### **UNIVERSAL COMMITMENT TO FOOD SECURITY**

#### **Declaration of the World Food Summit (Rome 1996):**

#### **Seven Commitments to Food Security**

- 1. Create a peaceful enabling environment with full and equal participation of women and men to ensure food security & poverty eradication**
- 2. Reduce poverty & facilitate access to food**
- 3. Adopt sustainable policies for agriculture, forestry & rural development**
- 4. Facilitate trade, a key element in food security**
- 5. Improve forecasting and early response to prevent & resolve food security emergencies**
- 6. Promote optimal allocation and use of public & private investment for human resource development**
- 7. Implement, monitor & follow up the Summit's Plan of Action at all levels.**

The World Food Summit (organized by the UN Food and Agricultural Organization [FAO] in Rome in November 1996) focused the world's attention on the chronic problems of hunger and malnutrition, and warned of potential for increasingly acute food shortages in Africa and South Asia. While the Summit broadly recognized that food security incorporates not only the traditional idea of insuring adequate food availability, there is also the need to create the social and economic conditions which empower individuals to gain access to food, either by producing food themselves or earning income to buy it. Long-term political commitment and leadership will be essential to reach and sustain these goals and food aid will continue to play a critical role in emergencies, safety nets and other direct feeding programs. The Summit noted the increasing number of civil conflicts and the need to "meet transitory and emergency food requirements in ways that encourage recovery, rehabilitation, development and a capacity to satisfy future needs." Moreover, the World Food Summit affirmed that "the decision on measures concerning the possible negative effects of the Uruguay Round of trade talks reform program on least-developed and net food-importing developing countries, (Marrakech 1994), shall be fully implemented." As an immediate follow-up, the Singapore World Trade Organization Ministerial Meeting (December 1996) requested that recommendations be developed "with a view towards establishing a level of food aid commitments, covering as wide a range of donors and donable foodstuffs as possible, which is sufficient to meet the legitimate needs of developing countries during the reform program."

The U.S. reaffirmed its commitment and involvement to improve its food aid programs in terms of responding to emergencies and helping food insecure populations reach the point where they can feed themselves, all in an era of changing agricultural trade and production circumstances.

Addressing global food security is essential to U.S. strategic interests as it promotes political and economic stability beyond its humanitarian goals. Simply providing food to hungry people will not be sufficient to achieve global food security – a more comprehensive, developmental, and targeted food safety-net strategy is called for.

## ***POVERTY AND OTHER CAUSES OF FOOD INSECURITY***

**A**pproximately 840 million people in the world, including 650 million children, are food insecure. Many live in Sub-Saharan Africa and South Asia. Chronic poverty, i.e. the persistent lack of economic opportunity either to produce adequate amounts of food or to exchange labor for income needed to purchase food in adequate amounts, is the chief cause of food insecurity. Among the factors that contribute to poverty in the developing world are low agricultural productivity, high rates of population growth, civil conflict, weak infrastructure, environmental degradation, inappropriate economic and environment policies, limited availability of arable land, lack of credit, inadequate personal security, low levels of education, and poor health status. Chronic poverty traps families in a cycle of food insecurity, vulnerability and dependency, which food aid alone cannot resolve.

**At current rates,  
global demand for  
food will almost  
double in 30 years**

## ***THE CONSTRAINTS FACING FOOD AID***

### **GLOBAL FOOD SUPPLY AND DEMAND**

The demand for food is increasing on a global basis, along with population, yet supply is not keeping pace everywhere. Global food stocks are reduced and emergency food needs are likely to double in the next ten years. This section summarizes several forecasts of the future world food situation. They use different methods and sometimes arrive at quite different conclusions, but agree that:

- world population will grow as predicted, i.e., double over the next 40 years, reaching approximately 7 billion persons by 2010 and 8.5 billion by 2025;
- global per capita income will continue to rise; and
- rural-to-urban migration and urbanization will continue at current rates.

The combined effect of these trends will result in an almost doubling of food demand over the next 30 years. While there is general agreement concerning projected demand for food, expert opinion differs concerning future international agricultural production and global food supply. The World Bank and FAO agree that there will be gains in production and no global shortfall of food supply. Real prices will remain constant and food imports by developing countries will increase.

Kane and Brown (1994, 1995) predict the opposite: increasing constraints on world agricultural production, with considerable grain exports going to China, destabilizing international markets and causing a decline in the availability of food for poorer countries.



**World Bank, FAO, and IFPRI foresee:**

- Small increases in cultivated area with production gains coming primarily from improved yields.
- No global shortfall in food supply, based on the premise that global demand for food will grow at approximately the same rate as supply.
- Real prices for food remaining constant (FAO) or declining in the future. Any decline will be at a lower rate than in the past. Variability of prices of basic grains is likely to be more of a factor in the future.
- Increased food imports by developing countries. Sufficient supply will exist to meet those import demands due to an increase in the amount of food available for export by developed countries. But the question remains as to whether or not the deficit countries will have the resources to pay for them.

(Sources: Inigco and Mitchell, 1993, FAO, 1995; IFPRI, 1995)

**PROJECTIONS OF FOOD AID NEEDS**

The U.S. Department of Agriculture (USDA) recently examined the long-term prospects for global food aid needs and the future availability of food aid, focusing in part on the need for food grains over the period 1996-2005 in 60 low-income, traditionally food-importing countries. For each country assessed, the food aid need was defined as the gap between the amount of grain needed to achieve a targeted level of consumption and the ability of the country to either produce grain domestically or commercially import any shortfall. The report concludes:

Total food aid needs to maintain consumption and to meet emergency needs was 15 million tons in 1996.

Food aid needs will increase to 27 million tons by 2005.

*“Estimated food aid needs, worldwide, for grain will nearly double over the next decade, even with reasonably optimistic assumptions about recipient countries’ ability to produce their own food or to have the financial capacity to import food commercially. Total food aid needs to maintain consumption and to meet emergency needs, about 15 million tons in 1996, will increase to 27 million tons by 2005. More food aid will be required if recipient countries’ financial capacity to import food commercially lags or if the consumption target is to meet minimum nutritional standards rather than to maintain per capita consumption at current levels.”*

*(USDA/ERS, October, 1995)*

## REGIONAL FOOD INSECURITY: WHERE ARE THE MOST FOOD INSECURE POPULATIONS CONCENTRATED?

### WORLD FOOD AID LEVELS FOR 1996 ALL SPONSORS (Cereals & Non-Cereals):

**Sub-Saharan Africa:**

2.5 million tons

**South & East Asia:**

2.0 million tons

**North Africa &**

**Middle East:**

0.7 million tons

**Latin America &**

**The Caribbean:**

0.8 million tons

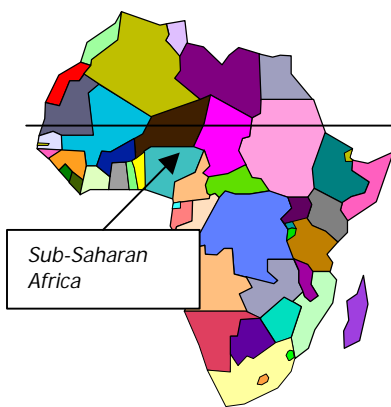
**Europe & NIS:**

1.5 million tons

**WORLD TOTAL:**

7.5 million tons

(Source: World Food Program *The Food Aid Monitor*, May 1997)



While it appears that there is and will continue to be enough food to feed the world's population in the near future, hunger and food insecurity will persist without substantial targeting of food and other resources. Acute hunger affects 30-50 million victims of disaster; 200-250 million women and children are chronically undernourished at critical times in their lives; and 840 million are chronically undernourished in the world. Indeed, while no region is immune to hunger and food insecurity, some are more prone than others to be food insecure. They are generally among the group of 87 low-income, food-deficit countries (LIFDCs), as defined by the Food and Agricultural Organization (FAO), into which are incorporated the 48 countries that fall into the UN's "least developed country" (LDC) category.

The two regions of Sub-Saharan Africa and South Asia are of particular concern, since food production is not expected to keep pace with population growth and, in all likelihood, there will not exist the financial wherewithal to meet food needs on a commercial import basis. Thirty-five percent of the African population and eighteen percent of the East and South Asian populations presently are hungry or chronically undernourished. These regions will, for the foreseeable future, remain food insecure and will require food aid resources, even in the absence of further natural disasters and other complex emergencies to which they are prone.

**Sub-Saharan Africa** Sub-Saharan Africa is the most vulnerable region. It is not self-sufficient in food production, and the continent relies on imported foodstuffs to close the gap. Generally, economic growth has not kept pace with population growth. Those countries with stagnant or slow growth in the past two decades are struggling the most to pay for their food imports.

*There are 87 Low-Income Food-Deficit Countries (LIFDCs) in the World:*

South & East Asia	21
Latin America & The Caribbean	9
North Africa & Middle East	6
Sub-Saharan Africa	41
Europe & NIS	10

*The United Nations defines LIFDCs as "all countries which are net importers of basic food-stuffs with per capita GNP not exceeding the level set by the World Bank to determine eligibility for soft loan (IDA- International Development Association) assistance.*

(Source: Food and Agriculture Organization, 1997)

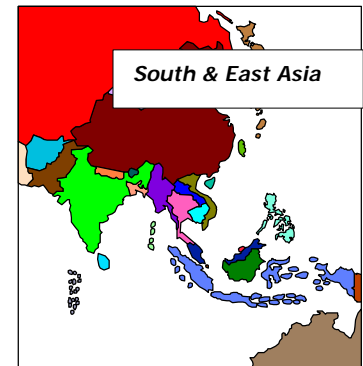
*“From 1996 to 2005, to maintain consumption, [food] needs of the Sub-Saharan countries will increase from 5 million tons to 12 million tons. In 1996, eight percent of total food requirements had to be supplemented by food aid to maintain per capita consumption, which already does not cover 100 percent of needs. This could increase to as much as 15 percent by 2005. In Sub-Saharan Africa, 26 of 36 countries are in need of food aid during the entire projection period, even under favorable financial conditions. Only seven countries in the region are projected to be able to use commercial imports to fill status quo food needs. Among the regions in Sub-Saharan Africa, East Africa, with 36 percent of the population, has the largest chronic food aid needs in 2005. Most of these countries are in the Greater Horn of Africa.”*

(USDA/ERS 1995)

*In Sub Saharan African, some 3 million preschool-aged children are significantly malnourished. Unless major improvements are made, there will be a dramatic increase in malnourished children by the year 2020.*

(IFPRI, 1997)

**South and East Asia.** While the economies of some South Asian countries, most notably India, have performed well, the countries of this region – Bangladesh, India, Pakistan, Sri Lanka, and South China – contain half of the world’s population, and the number of people considered food-insecure in the region is estimated at 252 million.



**CONSTRAINTS TO THE AVAILABILITY OF FOOD AID**

*INCREASED EMERGENCY FOOD AID REQUIREMENTS*

The Great Lakes region of Central Africa, Liberia and Sierra Leone, North Korea and the Horn of Africa all have experienced civil conflict, droughts, other natural disasters or emergencies in recent times. From 1989 to 1994, the number of complex emergencies soared from 17 percent to 41 percent of all emergencies worldwide. A response which in the early 1980’s cost \$300 million (in current dollars) had ballooned, by 1993, into a \$3.2 billion claim on global bilateral aid budgets. In 1994, an estimated 35 million “at risk” people consumed 4.5 million metric tons of emergency food aid. In 1995, there were 50 serious armed conflicts raging, contributing to the generation of 20 million refugees and an additional 20-25 million displaced persons.

The number of countries facing food emergencies increased to 31 from 25 in 1996

- 20 are in Africa
- 5 are in Asia
- 5 are in Eastern Europe/NIS
- 1 is in Latin America

(FAO, *Food Outlook Monitor*, Nov/Dec 1997)

During 1997, emergencies continued to place a strain on already-diminished global food aid resources, consuming 2.1 million metric tons valued at over \$1 billion, according to the World Food Program. Despite lower global food aid resource availability, USDA estimated that emergency food aid needs will increase from 4.8 million metric tons in 1996 to between 5.7-6.2 million metric tons by 2005 (USDA/ERS, 1995).

While representing only approximately 10 percent of total food aid in the 1970's, emergency food aid now approximates 35 percent of total food aid. Title II emergency assistance in FY 1997 (\$404 million) was almost half the total Title II budget.

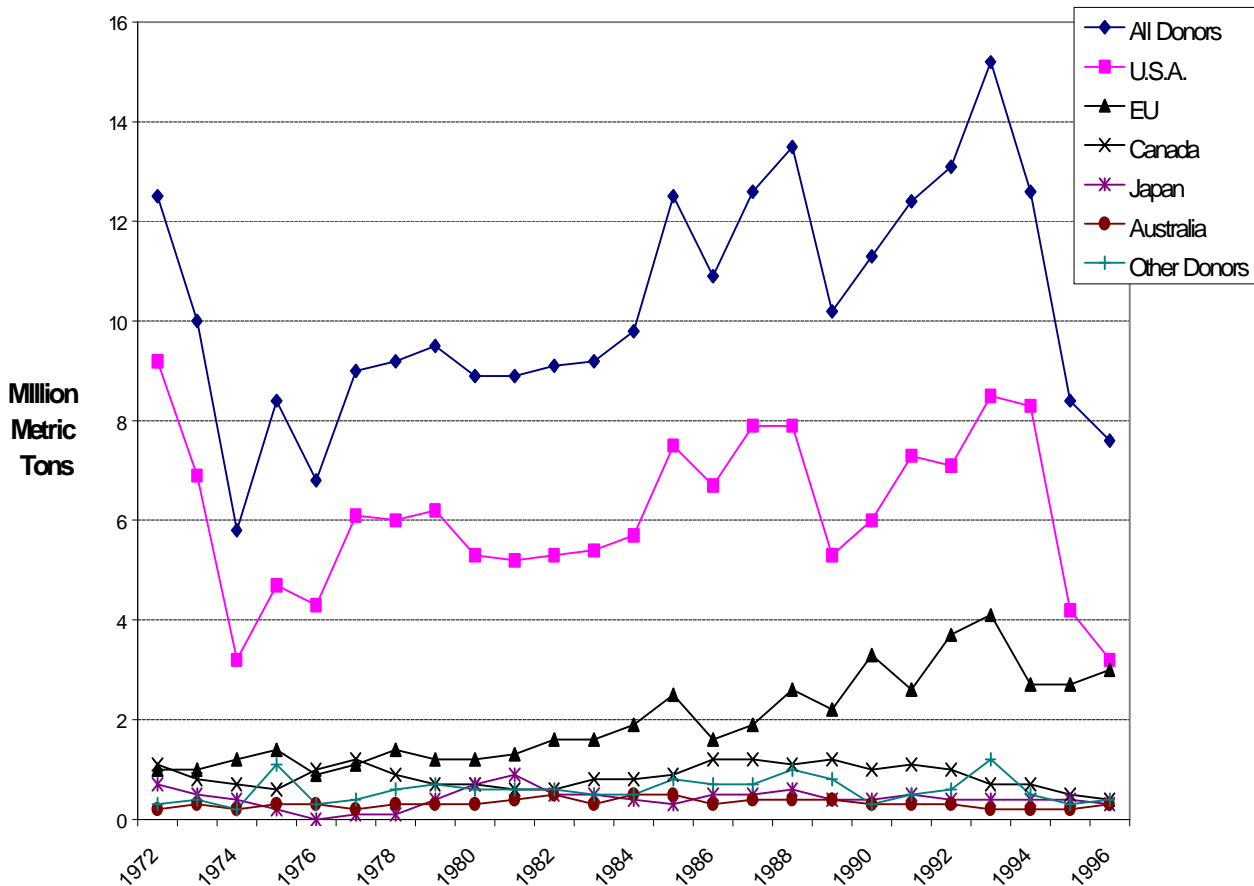
*Top Ten Contributors to the World Food Program, 1997:*

USA	\$363 million
EU	\$165 million
Canada	\$87 million
Germany	\$63 million
Australia	\$55 million
Netherlands	\$43 million
Denmark	\$38 million
Norway	\$38 million
Sweden	\$33 million
UK	\$31 million

(Source: WFP Yellow Pages, October 1997)

**Food Aid Shipments (Cereals) Trends by Donor 1971/72-1996/97**

(Sources: FAO Agrosstat & FAO Food Outlook Aug-Sep 1995; Food Aid Convention 1995 & Food Aid Committee Estimated Shipments 1993/94)



**In the ten years from 1986 to 1996, U.S. Government food aid levels fell from 8.3 million tons annually to 3 million tons, even as emergency food needs were increasing dramatically.**

(Source: U.S. Discussion Paper on International Food Security, October 16, 1997)

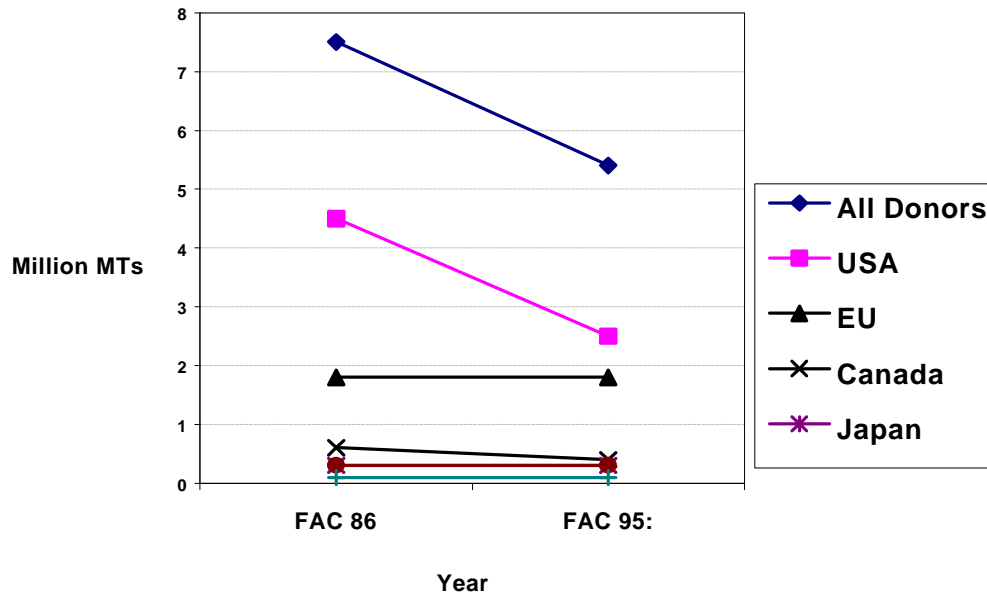
A dispassionate assessment of the current world situation in terms of the numbers and location of displaced persons and the convergence of high birth rates, severe environmental degradation, and chronic poverty suggests that humanitarian crises can be expected to continue. The incidence of complex disasters, particularly man-made, will persist until the root causes of chronic poverty are alleviated. As we write, the animosities behind the genocide in Rwanda and Burundi continue while serious flooding has hit much of East Africa. Data being collected by the National Oceanographic & Atmospheric Administration (NOAA) and other national and international scientific bodies predict that the weather pattern known as “El Niño” may be of an intensity surpassing that which caused billions of dollars worth of damage when the last such event occurred.

*DECLINING AVAILABILITY OF FOOD AID*

Global food assistance fell to an all time low of 6.7 million metric tons (MT) of cereals for relief and development activities in 1996/97, from 15 million MT in 1992/93. The Food Aid Convention (FAC), which is the legal instrument for ensuring a minimum flow of cereals and equivalents as food aid, has seen its minimum annual total food aid contributions, from all donors, decline from 11.6 million MT in 1990/91 to the commitment level of 6.5 million MT in 1995/96. The FAC estimate for 1996/97 is 5.1 million MT.

FAO’s recent forecast puts cereal food aid shipments in 1997/98 at 5 million tons, similar to the sharply reduced 1996/97 volume. Low-Income Food-Deficit countries received about 4 million tons of the 1996/97 total, which covered 6.5 percent of their estimated total imports compared to over ten percent on average over the past four years.

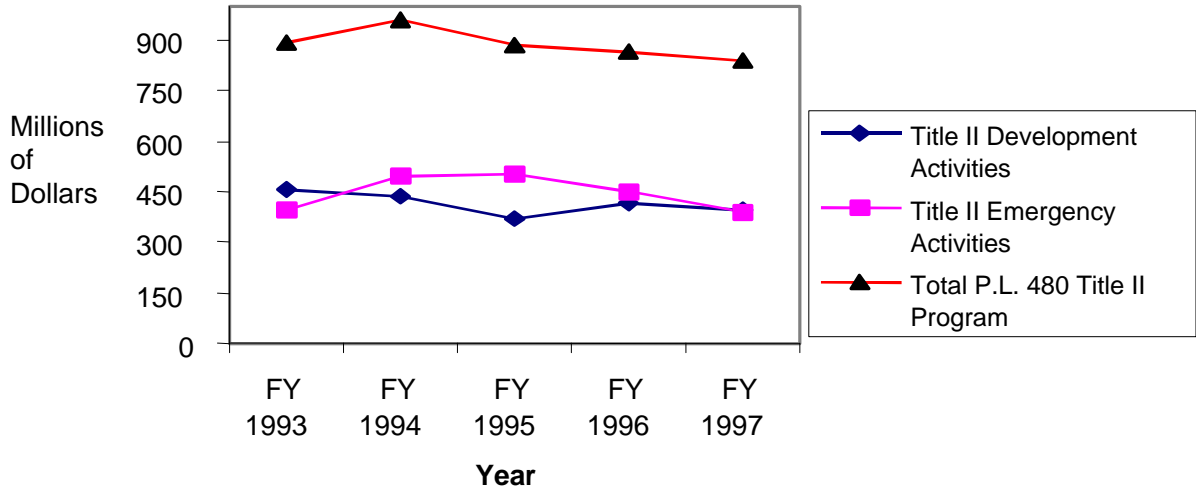
**Minimum Annual Food Aid Convention (FAC) Contributions  
by the Major Food Assistance Donors 1986-1995**



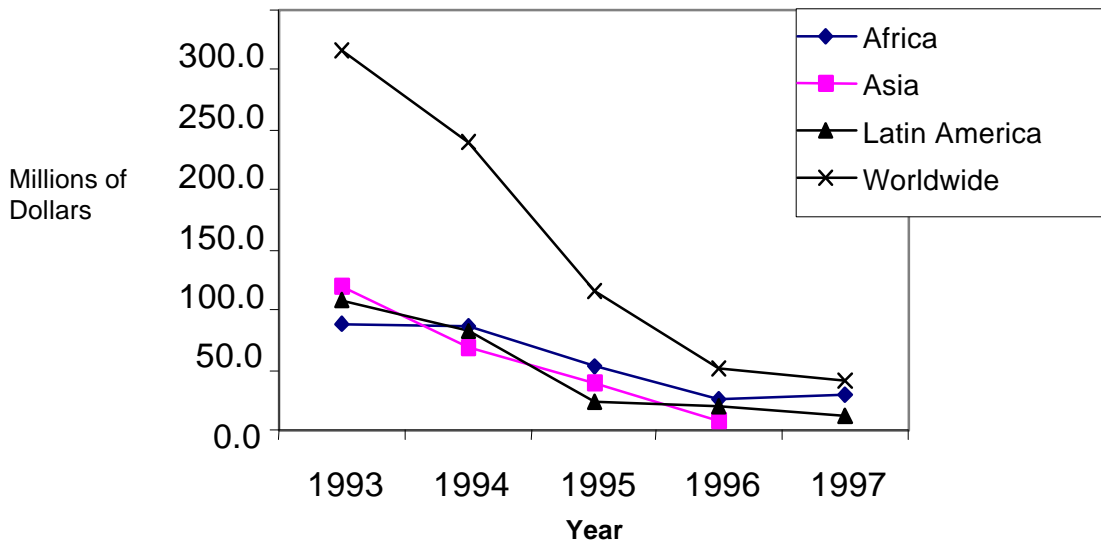
As part of across-the-board reductions in U.S. foreign assistance, the appropriation for U.S. food aid has been substantially cut. While Title II of P.L. 480 has been maintained at close to previous levels, Title I and Title III have been drastically reduced during the past few years. Title III assistance levels were cut from \$300 million to \$40 million over a four year period.

Of related food aid programs, Food for Progress and Section 416(b), both of which are administered by USDA, only Food for Progress is operational, since commodities were not available under Section 416(b) during FY 1996 and FY 1997, and only miniscule amounts are expected to be available for FY 1998. In sum, the amount of food aid made available by the U.S. has dropped from 8.3 million metric tons in FY 1986 to 3 million metric tons in FY 1996. The total amount of U.S. food assistance was 2.84 million metric tons in FY 1997.

**USAID P.L. 480 TITLE II PROGRAM TREND ANALYSIS  
FY 1993-1997**



**USAID P.L. 480 TITLE III PROGRAM TREND ANALYSIS  
FY 1993 - 1997**



*THE MISMATCH BETWEEN SUPPLY AND DEMAND:  
THE NEED TO BETTER TARGET FOOD AID*

It is obvious that there exists a severe and widening mismatch between the amount of food aid available and that required by the chronically poor, the victims of natural disasters, and those affected by complex emergencies. This has partially given rise to a gradually developing international consensus that, given the shortfall in food aid levels, its high cost, and its programming complexities, available food aid would be better used by more focused geographically targeted projects promoting sustainable development.

**We pledge our political will and our common and national commitment to achieving food security for all and to an ongoing effort to eradicate hunger in all countries, with an immediate view to reducing the number of malnourished people to half their present level no later than 2015.**

(World Food Summit, Rome, 1996)



## II. THE RESPONSE: FOCUSING THE U.S. P.L. 480 FOOD AID PROGRAM ON FOOD SECURITY

*“Food insecurity is not going to go away without American leadership... Now is the time to stay the course that has served us so well – constructive engagement to make the world more prosperous and food secure.”*

– J. Brian Atwood, USAID Administrator 1997

### Nine of the Top Ten Agricultural Importers of U.S. Products Are Prior Food Aid Recipients

Mexico  
Korea  
Philippines  
Thailand  
Turkey  
Colombia  
Pakistan  
Dominican Republic  
Peru

(USDA/FAS 1996)

Given the problems the U.S. faces at home, some may question the desirability of a continued U.S. commitment to international food assistance. To them, we cite the 1961 Inaugural Address of President John F. Kennedy. As to why the U.S. should assist the needy overseas, President Kennedy responded:

*“...Because it is right. If a free society cannot help the many who are poor, it cannot save the few who are rich.”*

There are pragmatic reasons for addressing food insecurity abroad. The cost of responding to disasters and emergencies is much greater than the cost of their prevention. Healthy, food-secure, and productive societies are stable and tend to be democratic. And, in a number of cases like Korea, India, Pakistan and Egypt, the recipients of U.S. food aid and related technical assistance go on to become commercial importers of U.S. agricultural commodities, other goods, and services. Egypt and Korea received food aid in the past and have become significant agricultural trade partners with the U.S. In 1995, Egypt bought \$1.4 billion worth of agricultural products, and Korea \$3.6 billion. Providing food aid in the short term makes good business sense in the long term.

*“Democracy is the biggest guarantee against famine. Indeed, in the long history of famines in the world, there has never been a famine in an independent democratic country... Democratic political processes are very important in putting pressure on the government to do things quickly; both ensuring rapid transmittal of information and making it imperative for the government to undertake quick and effective action.”*

(Source: A. Sen, *Entitlement Perspectives of Hunger* WFP/UN University Seminar 5/31/97)

## U.S. FOOD AID POLICY AND STRATEGY

### U.S. FOOD AID POLICY

**Food Aid:**

- Helps avoid starvation (Rwanda, Haiti)
- Buys time to create food reserves (Ethiopia)
- Introduces new crops & expands agricultural production (Bolivia, Guatemala, Peru)
- Improves nutrition in food deficit countries (Bangladesh, Ethiopia, Nicaragua & Peru)
- Supports U.S. PVOs (CARE, CRS) in strengthening maternal & child health programs (India, etc.)

The sustained improvement in food security through the effective and efficient use of food aid resources is the policy of the United States (1996, 1997). Achievement of that goal implies a thorough understanding of the food security and nutrition situation of the population targeted by a food aid project, prior to undertaking that project.

The management of food aid resources has been radically transformed in recent years. The concept of “food security” provides a framework within which to more effectively target food aid, optimize its impact, measure its results, and report on its achievements. All Title II projects designed after 1996 must obtain baseline information by which to gauge success on midterm and final impact evaluations. USAID and the Cooperating Sponsors are beginning to systematically conduct joint assessments of the food security and nutrition situation facing the targeted population prior to project implementation. USAID is not alone in promoting the baseline framework. WFP, UNICEF, and UNHCR follow a similar assessment procedure (codified in various memoranda of understanding) when they program jointly.

For victims of disasters and emergencies, the goal of U.S. food aid programs is more immediate – to save lives and minimize suffering. Even for emergency response, USAID is attempting a new strategy: one that takes a farther-reaching view of each emergency and encompasses interventions designed to lead to recovery and, later on, to the long-term development of the affected population.

This strategy, “linking relief and development,” entails providing humanitarian assistance which reinforces longer-term development goals, and deploying development assistance in such a

*Food Aid supports the U.S. Economy:*

- 80-90 percent of program funds used to procure and ship U.S. food commodities
- Overall Agricultural exports, some \$51 billion in 1995, are critical to U.S. farm income
- In the U.S., for every \$1 billion in additional farm exports, an estimated 25,000 to 30,000 jobs are created.

manner as to prevent or reduce potential crises and the attendant need for humanitarian assistance. It also aims to ensure that transitions are better understood and more effectively supported.

**U.S. FOOD AID STRATEGY**

*“The only lasting solution to hunger is sustainable food security based on investments of a developmental nature.”*

*– Tackling Hunger in a World Full of Food: Tasks Ahead for Food Aid, WFP, January 1996*

2.84 million metric tons of commodities were procured through USDA for Food Aid Programs in FY 1997:

Linking Relief & Development:  
U.S. Principles & Operating Guidelines

1. Countries have primary responsibility for their transition from relief to development
2. International partners are responsible for assuring the positive impact of their programs through effective strategic coordination upholding the Principles
3. Relief programs shall reinforce development objectives
4. Programs shall be designed to help prevent or mitigate disasters

An international consensus is emerging on the need to use food aid to attack the causes of hunger and food insecurity. Accordingly, USAID gives priority to allocating food aid resources to projects that:

- Operate in the most food insecure countries.
- Are primarily rural based.
- Seek to improve household food security for poor families.
- Address issues related to agricultural productivity, particularly by subsistence farmers.
- Combine food aid with other resources and development instruments.

In particular, the Food for Peace Office of USAID’s Bureau for Humanitarian Assistance (USAID/BHR/FFP), has developed a streamlined strategy to guide USAID’s Title II program for 1997-2001.

Food Aid Programs are implemented through a partnership between USAID and its Cooperating Sponsors, who administer food aid at the country level on a day-to-day basis. This implies the full commitment of those Cooperating Sponsors to a food security policy and strategy. Hence, BHR/FFP’s two strategic objectives focus on strengthening the Cooperating Sponsors’ and USAID’s capability to program, manage, and evaluate food aid projects to obtain results of improved household, regional, or national food security.

	Thousand Metric Tons
BEANS	26
BULGUR	68
CORN	269
CORN SOY MASA FLOUR	1
CORN SOYA BLEND	211
CORNMEAL	24
COTTON	6
LENTILS	20
PEAS	30
RICE	218
NONFAT DRY MILK	1
SORGHUM	44
SOYBEAN MEAL	108
SOYABEANS	10
Soya-Fortified BULGHUR	60
Soya-Fortified CORNMEAL	43
Soya-Fortified SORGHUM	
GRITS	14
TALLOW	2
VEGETABLE OIL	184
WHEAT	1,329
WHEAT FLOUR	161
WHEAT SOY BLEND	9
WHOLE DRY MILK	3
<b>TOTAL:</b>	<b>2,841</b>

(Source: USDA/FAS/11-18-97)

Finally, the strategy will bear fruit only where there exists the will and a sincere effort on the part of host governments to work toward the creation of a policy and physical environment conducive to the improvement of the household food security of their most food insecure populations. Countries such as Ethiopia, Mozambique, and Peru that have or are developing sound national food security policies and strategies, provide the appropriate frameworks and partnerships within which U.S. food assistance can be more effectively programmed.

## ***A GLOBAL PARTNERSHIP TO ACHIEVE FOOD SECURITY***

U.S.-EU Food Security Cooperation focuses on 7 countries to promote the formulation of national food security strategies:

Angola  
Bangladesh  
Bolivia  
Eritrea  
Ethiopia  
Haiti  
Malawi

Wherever feasible, the U.S. Government seeks to work in close partnership with other bilateral, international, regional and sub-regional organization on food assistance-related issues. Such cooperation is essential to the support of national food security efforts. The next section describes some of these partnerships.

### **U.S. PREPARATION & RESPONSE TO THE WORLD FOOD SUMMIT**

FY 1997 saw FAO convening the World Food Summit in Rome, Italy (November 1996). This Summit provided a global framework for international discussion of country food-security policies and programs. In preparation for the Summit, the U.S. established a high-level interagency working group to oversee and guide the process for U.S. participation, prepared a U.S. Government position paper, prepared a U.S.-Canada position paper, and invited PVOs and the general public to provide input to the process. Early on, the U.S. Government designated USDA as the lead agency and established a “core group” comprised of representatives from USDA, State Department, USAID, and Department of Commerce to ensure the preparation of necessary documents.

After a series of discussion meetings and public hearings, the U.S. issued *The U.S. Contribution to World Food Security: The U.S. Position Paper Prepared for the World Food Summit* (July 1996). It confirmed the intent of the U.S. to continue to play a major role in promoting global food security here and abroad. The U.S. is committed to:

- Share its expertise with selected countries wishing to review and change their national policies to improve food security.
- Enhance U.S. government support for research and technology development in agriculture and related sectors, both at home and abroad.
- Continue support for food security through the use of agricultural programs, development assistance, and food aid. Employ an integrated approach to sustainable development, with a strong emphasis on those countries that show a good-faith willingness to adopt necessary policy reforms.
- Work with countries to achieve freer trade and to assure that the benefits are equitably realized.

- Continue support for international efforts to respond to and prevent humanitarian crises that create emergency food aid needs.
- Continue efforts to encourage and facilitate implementation of food security-related actions adopted at recent international conferences or established in recently agreed conventions.
- Work within the multilateral system to improve global approaches to food security.
- Continue to work toward food security for all Americans.

A U.S. Plan of Action on Food Security, describing how the U.S. intends to fulfill these commitments, is to be issued in the Spring of 1998.

## ***GLOBAL FOOD SECURITY PARTNERS***

### **UNITED STATES-EUROPEAN UNION (U.S.—EU) COOPERATION**

**A**s the two largest food aid donors, the United States and the European Union (EU) have developed a Food Security Coordination Program for 1995-1997. This program is grounded in agreement concerning the developmental use of food aid to address the root causes of food insecurity. It seeks to mutually reinforce food security policy and increase coordination between the agencies charged with implementing food aid programs within the two entities.

A joint plan for coordination has been developed, consisting of the following points:

- Promote the formulation of National Food Security Strategies and Action Plans in Angola, Bolivia, Eritrea, Ethiopia, and Malawi. In October 1997, Haiti and Bangladesh were added to the list.
- Donor forum: the periodic convening of food aid donor forums involving the major food aid donors.
- Information exchange: review with an aim to facilitate the exchange and access to documentation between and by the institutions.
- Strategy in relation to WFP: periodically review WFP's development project portfolio with an aim of strengthening its food security objectives; hold preparatory meetings prior to WFP Executive Board sessions.
- Crop assessment: develop strategy to increase involvement by the two entities in national crop assessment missions.

## U.S. SUPPORT OF REGIONAL EFFORTS: GREATER HORN OF AFRICA

The U.S. supports the **Inter-Governmental Authority on Development (IGAD)**, a sub-regional organization covering seven drought prone Horn of Africa countries, which was revitalized in 1996. Its priorities are:

1. Food security and environmental protection.
2. Conflict prevention, management and resolution and humanitarian affairs.
3. Infrastructure development.

IGAD covers  
Seven Horn of  
Africa  
countries:

Djibouti  
Eritrea  
Ethiopia  
Kenya  
Somalia  
Sudan  
Uganda

The IGAD has under discussion a **Code of Conduct for Food Aid** within the context of food security for the IGAD subregion. The Code recognizes, among other principles: the importance of food aid as one resource to address hunger and disease due to food shortages; long-term food security efforts and their role in mitigating emergencies; food aid as a flexible resource which must be programmed carefully so as not to interfere with long term food self-reliance; full integration of food aid with complementary investments, regional trade policies and market fluctuations and other resources. Periodic joint assessments by donor governments, multilaterals and national governments of the IGAD sub-region will help ensure the establishment of prevention and preparedness strategies in a timely fashion.

For too long, emergency relief has competed with funding for development programs and depleted food aid resources. In an attempt to break that cycle and begin a process linking relief and development, the President launched the **Greater Horn of Africa Initiative (GHAI)** in 1994.

Founded on the assumption that while drought and other natural disasters may be beyond our control, famine is not. The Initiative has two strategic objectives (SO) and a third "Special Objective":

- Strengthened African capacity to enhance regional food security.
- Strengthened African capacity to prevent, mitigate and respond to crisis.
- Increased access to regional analytical information.

Ten governments in the Greater Horn of Africa region, representing 22 million people, are working in partnership with development agencies through the Initiative. They are refining and establishing early warning systems to more quickly identify potential food crisis areas; pre-positioning food stocks to minimize the social disruptions caused by famine, particularly movements of refugees; and supporting regional approaches to crisis management.

## **USAID-ADMINISTERED FOOD AID**

**U**SAID administers Title II and Title III activities including the Farmer to Farmer Program.

### **P.L. 480 TITLE II: EMERGENCY AND DEVELOPMENT ASSISTANCE PROGRAMS**

Title II, the flagship of the U.S. food aid program, is implemented through a partnership between USAID and U.S. 501(c)(3) private voluntary humanitarian relief and development organizations (PVOs), a number of NGOs (international and local private voluntary relief and development organizations), and IOs (international organizations), the most important of which, in terms of the amount of food aid delivered, is the World Food Program. As discussed earlier, the World Food Program is USAID's major implementing partner for delivering emergency food assistance. Over the past five years, Title II assistance through WFP has averaged over \$400 million per year. Worldwide, it is noted that approximately 70 percent of all WFP food assistance is emergency-related.

#### *STRATEGIC PLAN 1997-2001*

The development of a USAID Strategic Plan for P.L. 480 Title II began in 1994 with the USAID "Food for Peace Transformation Program." Its goals were to strengthen the capabilities of food aid managers and managing organizations.

In order to achieve the goals and objectives of the Transformation Program, the following comprehensive actions were undertaken and accomplished by USAID:

- redefined and more precisely focused food security strategic objectives;
- issued a food aid and food security policy;
- created new, streamlined food aid proposal design and review processes;
- increased the efficiency and effectiveness of the management of food aid;
- developed new food aid monitoring and evaluation systems;
- developed a core set of food aid performance indicators to better assess the impact of food aid on food insecurity; and
- pursued the establishment of a professional development program and career path for food aid managers within USAID.

Based on achievement of the objectives listed above and in conformity with reengineering directives, USAID/FFP subsequently developed a strategic plan specifically for the Agency's Title II program. It defines Strategic Objectives (SOs) and Intermediate Results (IRs) which provide

a framework within which to measure progress and impact. Results for 1996/1997 will be discussed in Section III.

**P.L. 480 TITLE III: FOOD FOR DEVELOPMENT**

In FY 1997, the Title III program provided 151,000 metric tons of commodities, having a commercial value of \$40.4 million, which were used to support policy reform programs in Eritrea, Ethiopia, Haiti, Mozambique and Nicaragua. Funding for Title III has been severely reduced in recent years. Wheat and/or wheat flour was provided for sale in local markets to generate local proceeds which are used for economic development activities.

Worldwide  
Farmer-to-  
Farmer  
Program  
Partners (1997-  
2002):

ACDI/VOCA

Citizens  
Network

Land O'Lakes

Partners of the  
Americas

Winrock  
International  
Peace Corps

**THE FARMER-TO-FARMER PROGRAM**

The Worldwide Farmer-to-Farmer (WW-FTF) Program is financed through P.L. 480 and has the overarching goal of improving the production, marketing, and distribution of agricultural commodities by developing nations. Strictly speaking, not a “food aid” but a “technical assistance” program, the WW-FTF is administered by the USAID/Bureau for Humanitarian Response/Office of Private and Voluntary Cooperation (USAID/BHR/PVC). Initiated in 1985, WW-FTF has completed over 1,200 assignments in 77 countries with U.S. volunteers from 49 states during the FY 1991- FY 1996 cycle.

The WW-FTF program is designed to provide expertise of U.S. farmers on a volunteer basis to farmers in food-assistance countries.

In recent years, there has been a shift in emphasis from assistance to individual farmers, government organizations and agricultural education institutions to support more farmers’ cooperatives and associations, agribusinesses and agricultural credit and financial institutions. NIS-FTF volunteers have helped form private farmer cooperatives, open supermarkets, improve food processing, start radio programs for farmers, develop commodity exchanges, and build farmers’ associations. Moreover, FTF has helped strengthen private banking, establish land appraisal and mortgage systems, identify project financing, advise on land reform and create extension services.



## ***USDA-ADMINISTERED FOOD AID PROGRAMS***

USDA administers the Title I and Food for Progress (FFPr) Programs.

### **P.L. 480 TITLE I: TRADE AND DEVELOPMENT ASSISTANCE**

**T**he Title I program provides for the sale of agricultural commodities to developing countries and private entities on concessional credit terms. The U.S. government negotiates an agreement with the recipient government for payment in dollars. Repayment terms vary depending on the financial position of the recipient country, but may provide credit terms up to 30 years, with a grace period of up to five years and interest rates ranging from about 2 to 4 percent. Commodities are purchased in the U.S. market and sold by the recipient government in its local markets. The sale proceeds are used to support the agricultural and food security development objectives in the agreement. As will be discussed in the section dealing with the Food for Progress program, a portion of Title I funds may be shifted to the Food for Progress grant program. In fiscal year 1997, 12 countries received Title I assistance. The commodities included in this program are primarily bulk, mainly wheat, soybeans and rice (see Annex).

### **FOOD FOR PROGRESS**

Food for Progress assists developing countries, and particularly emerging democracies “that have made commitments to introduce or expand free enterprise elements in their agricultural economics through changes in commodity pricing, marketing, input availability, distribution, and private sector involvement.” Food for Progress can be implemented through agreements with governments (including those of the Newly Independent States of the former Soviet Union) or with private voluntary organizations, non-profit agriculture organizations, cooperatives, intergovernmental organizations, or other private entities. Food for Progress is funded through two mechanisms, via transfer of Title I funds or via Commodity Credit Corporation (CCC) funds. The program is authorized through FY 2002 at an annual level of 500,000 metric tons of food commodities and up to \$30 million in CCC-funds for non-commodity costs.

### III. HIGHLIGHTS: THE PROGRAM IN NUMBERS

In 1997, the U.S. P.L.480 Program and CCC-funded Food for Progress cost \$1.1 billion and moved about 2.84 million metric tons (MT) of commodities. A detailed breakdown of the dollar and tonnage amounts for the 112 country activities is provided in the Annex.

#### ***TITLE I***

**Title I** accounted for \$167 million worth of commodities: 873,780 metric tons for 15 countries, including 3 NIS countries through Title I-funded Food for Progress. Additionally, USDA's Food for Progress activities with commodities obtained directly from the Commodity Credit Corporation (CCC) funded \$64.3 million (179,140 metric tons) in 14 countries.

#### ***TITLE II - OVERVIEW***

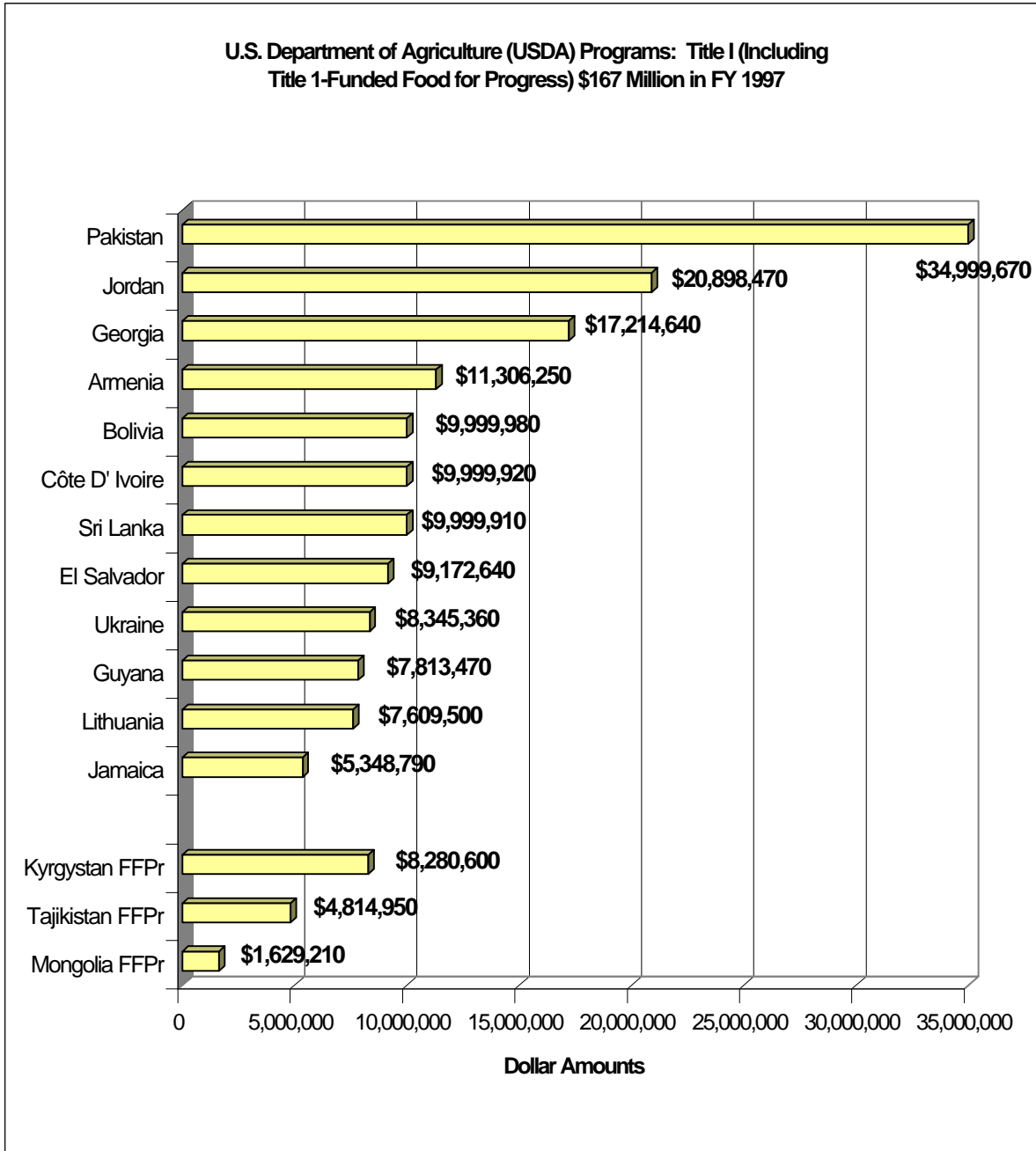
The \$821 million **Title II** program was divided almost equally into Development and Emergency activities (\$403.9 million vs. \$404.1 million) which translated into 93,000 more metric tons for the former (884,000 metric tons vs. 781,000 metric tons). Typically, emergencies are less predictable and hence commodities are purchased as needed, rather than on a predetermined schedule.

#### **TITLE II DEVELOPMENT ACTIVITIES**

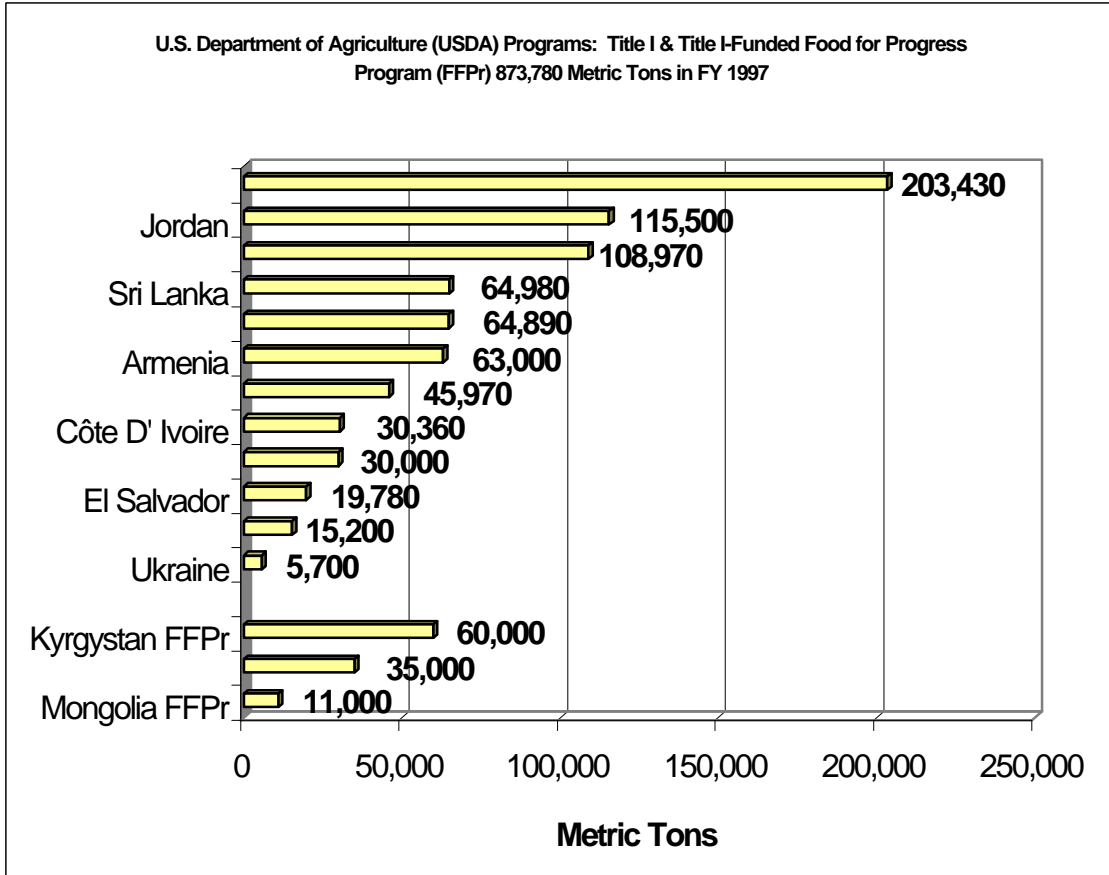
FFP currently supports 53 Title II development activities, operating in 24 countries in 3 regions (Africa, Asia and Latin America/Caribbean). The greatest number of these activities (31) are located in Africa, though the largest share of resources (about 40 percent) is allocated to activities in Asia, due primarily to the large size of the India and Bangladesh programs.

Title II development activities support several components related to food security and disaster prevention/mitigation. Most activities are multi-dimensional, integrating a number of the following types of components: (1) health and nutrition; (2) water and sanitation; (3) agricultural productivity; (4) natural resource management; (5) education; (6) humanitarian assistance; (7) roads and infrastructure; and (8) microenterprise development. Nonetheless, health/nutrition and agricultural productivity are the two primary focal areas of Title II.

U.S. INTERNATIONAL FOOD ASSISTANCE REPORT, 1997

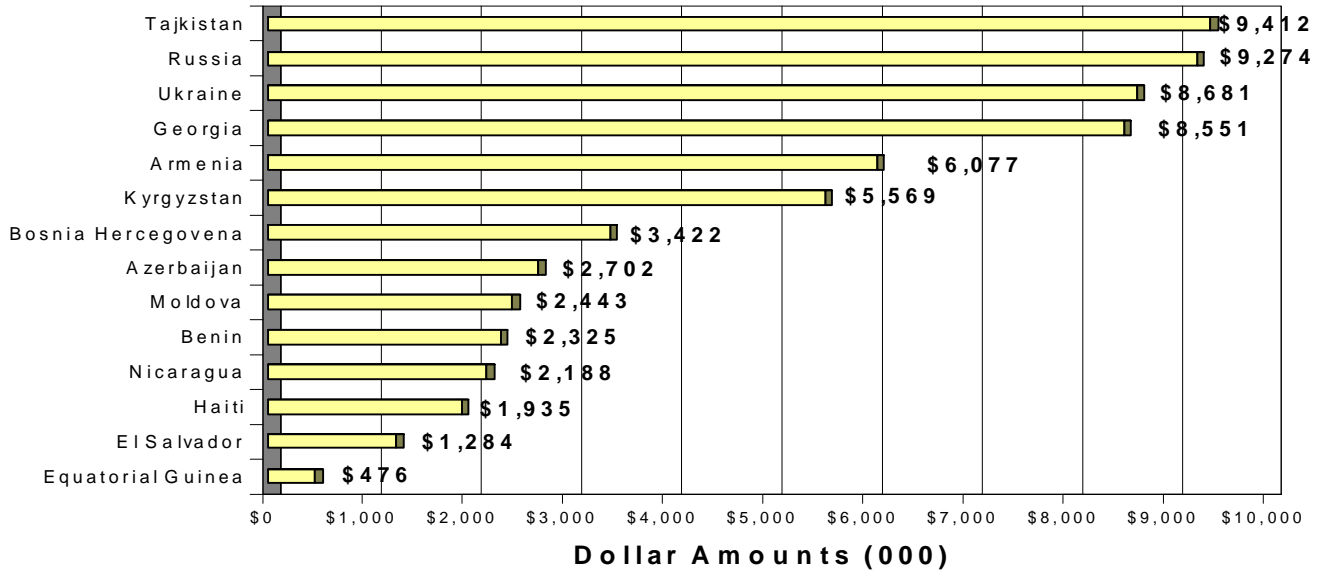


U.S. INTERNATIONAL FOOD ASSISTANCE REPORT, 1997

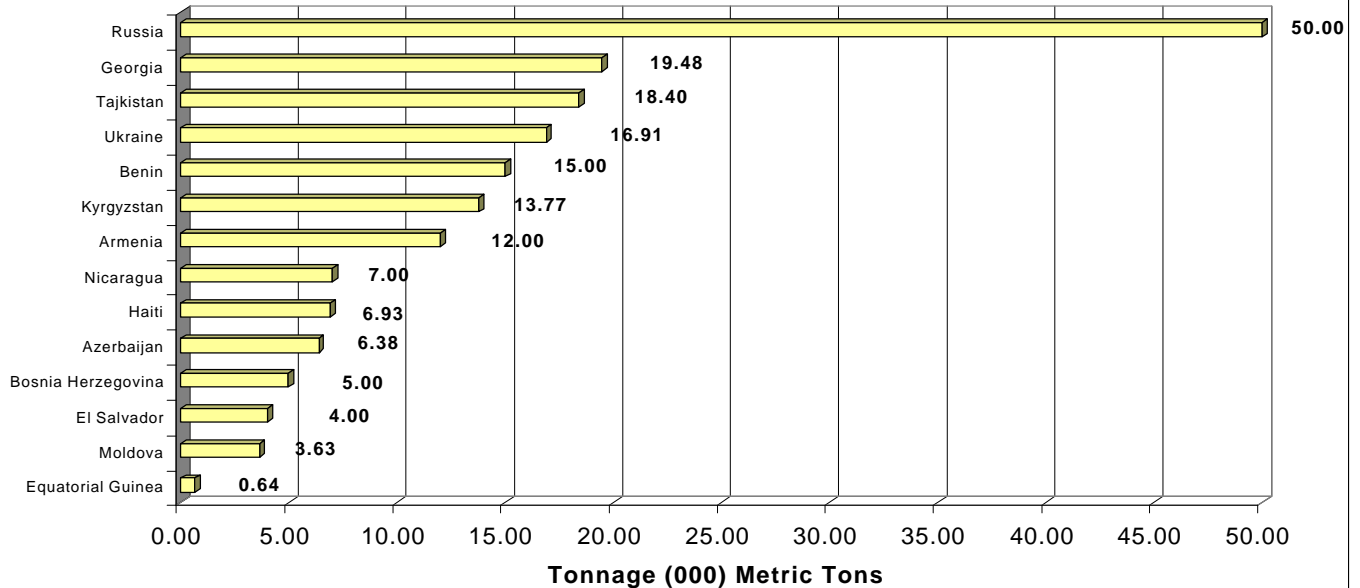


U.S. INTERNATIONAL FOOD ASSISTANCE REPORT, 1997

**U.S. Department of Agriculture (USDA) Programs:  
Commodity Credit Corporation (CCC)-Funded Food for Progress Program  
(FFPr)  
\$64.3 Million in FY 1997**



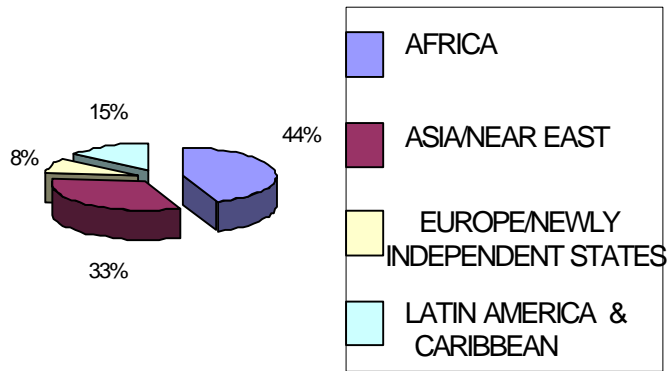
**U.S. Department of Agriculture (USDA) Programs: Commodity Credit Corporation  
(CCC)-Funded Food for Progress Program (FFPr)  
179,140 Metric Tons in FY 1997**



**USAID P.L. 480 TITLE II PROGRAM FY 1997**

**Regional Breakdown**

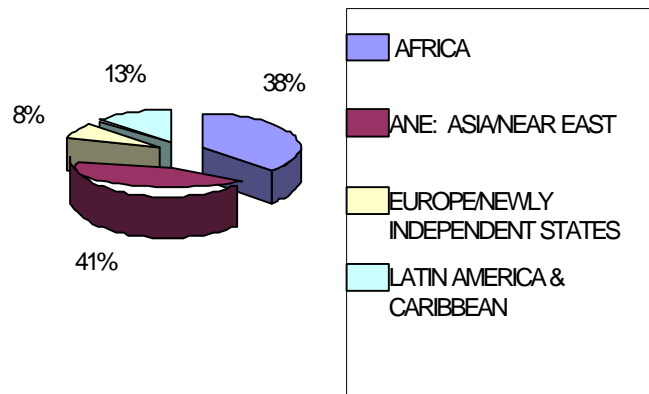
**Total Program Level \$821 Million**



**USAID P.L. 480 TITLE II PROGRAM FY 1997**

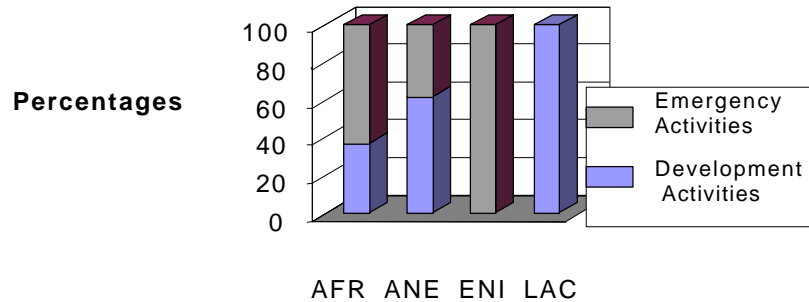
**Regional Breakdown**

**1.66 Million Metric Tons**



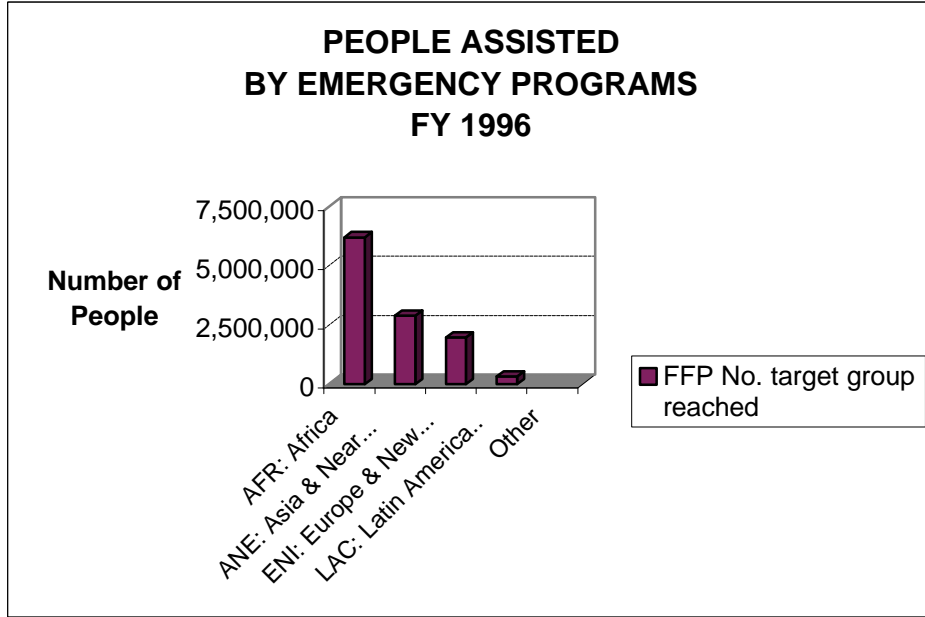
Approximately 80 percent of Title II activities include a health and nutrition component, and 70 percent include an agricultural productivity component. In the last two years most of the portfolio has been turned over, as almost 90 percent of current activities were approved in either FY 1996 or FY 1997, with 5-year project life spans extending through FY 2000 or FY 2001. The Annex provides a summary Table with FY 1997-approved Title II development activities, the countries where they operate, the implementing partners, approximate resource levels, and the types of interventions. In addition to the Title II development food aid resources managed by PVOs/NGOs, USAID provided \$49.4 million in Title II development resources in FY 1997 to the World Food Program.

**USAID P.L. 480 TITLE II PROGRAM FY 1997  
Development vs. Emergency Activities  
\$403.9 million vs. \$404.1 million  
(Dollar Amounts)**



**TITLE II EMERGENCY ACTIVITIES**

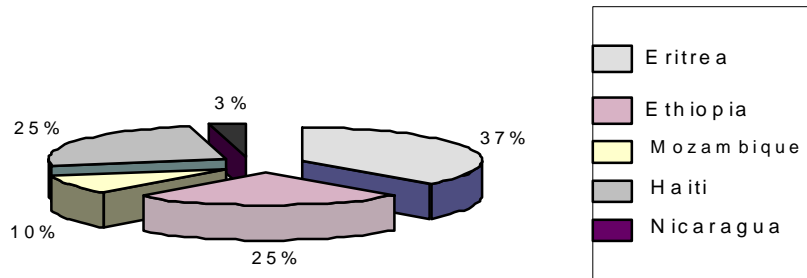
USAID currently supports 49 WFP and PVO/NGO-implemented Title II emergency activities, operating in 22 countries in 3 regions (Africa, Asia and Europe/Newly Independent States). The greatest number of these activities (34) are located in Africa as are the largest share of dollar resources (about 56 percent), followed by Asia (24 percent). In FY 1996, the Title II Emergency Program reached 11.4 million people, estimated at 67 percent of the 21.8 million targeted (USAID/CDIE, October 14, 1997). By far, the largest group reached was in Africa (over 6 million or 52 percent); next came Asia and the Near East with 2.9 million (or 25.4 percent); Europe and the Newly Independent States with 1.9 million (or 17 percent); and finally Latin America/Caribbean with 320,000 (or 3 percent).



**TITLE III**

**Title III** whose funding level dropped to \$40.4 million in FY 1997, had activities in only 5 countries (Eritrea, Ethiopia, and Mozambique in Africa; Haiti and Nicaragua in Latin America/Caribbean).

**USAID PL480 Title III FY 1997  
Total Program Level  
\$ 40.4 Million**

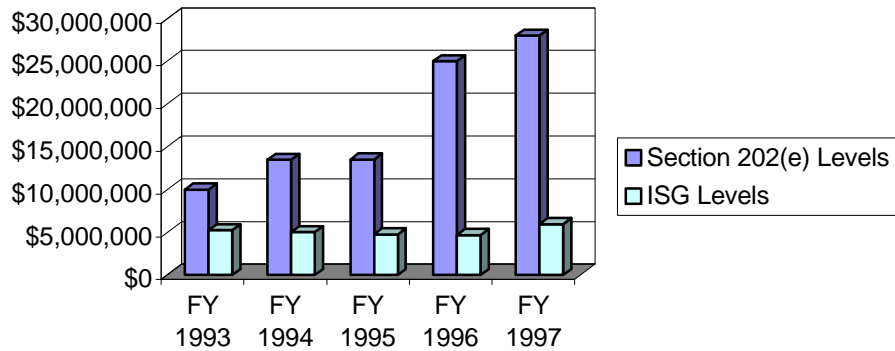




**SECTION 202(E) AND INSTITUTIONAL SUPPORT GRANTS**

USAID is committed to increasing the capacity of its Missions and cooperating sponsors to manage food aid programs, through its Section 202(e) and Institutional Support Grant (ISG) Programs. Section 202(e) funding has almost tripled from \$10 million in FY 1993 to \$28 million in FY 1997. ISG funding, in FY 1997, totaled \$4.8 million (see Table in Annex).

**USAID/BHR/FFP Section 202(e) & Institutional Support Grant (ISG) Funds Allocation FY 1993-1997 (Development & Emergency Activities)**



#### IV. ACCOMPLISHMENTS 1997: IMPROVED MANAGEMENT OF THE U.S. P.L.480 FOOD AID PROGRAM FOR IMPACT ON FOOD INSECURITY

USAID, along with other Government agencies, has undergone a serious process of self-examination and re-engineering during the past few years. The food assistance program has been almost entirely transformed as a result. In that metamorphosis, P.L.480 Title II has become a more-tightly focused program, with a coherent set of development-oriented food security objectives, increasingly directed to the most food insecure and disadvantaged population groups. The impact of the transformation of the Title II portfolio on food security and nutrition will become more easily measurable in future years. For now, program achievements are being assessed annually, through focus on the intermediate indicators of improvements in food aid management and the technical capacity of USAID, its cooperating sponsors and partners. For its Title II activities, USAID has two Strategic Food Assistance Objectives (SOs) (see Annex for description):

***SO1: Emergency Food Aid Strategic Objective.***

Meeting critical food needs of targeted groups.

***SO2: Development Food Aid Strategic Objective.***

Increasing the effectiveness of USAID's partners in carrying out Title II development activities with measurable results related to food security with a primary focus on household nutrition and agricultural productivity.

In FY 1996, USAID initiated major changes to improve the way it supports Title II emergency and development activities, yielding a revised Strategic Plan in FY 1997. A key change is that FFP's performance indicators are defined by the degree to which its Mission and PVO partners are able to achieve the people-level targets they set. The revised strategic plan has made strides in bringing Title II emergency and development activities in line with USAID's re-engineering and results-based management principles. The first set of results is now available on baseline surveys and targets established for emergency and development Title II activities that began in FY 1996. A summary of the SO1 and SO2, Strategic Objectives and Intermediate Results (IRs) indicators, is provided in the Annex.

The information and case examples presented here illustrate progress achieved to date with respect to these indicators in key areas. They are based on the systematic review of available information on individual Title II development and emergency activities during the FY 1996 cycle, compiled in the Results Reports prepared during FY 1997 (Ralte, 1997; Impact, 1997) and completed with additional information from interviews and other sources. We have attempted to highlight "best practices," successful or innovative approaches and lessons learned in 1997 from USAID's long experience administering food assistance worldwide.

## ***CURRENT TITLE II EMERGENCY AND DEVELOPMENT OPERATING FRAMEWORK***

**F**actors affecting USAID's ability to meet its emergency and development performance targets include:

1. linking emergency to development to assist countries as they move out of emergency modes;
2. the need for close collaboration between the USAID and its partners, including integration of food aid resources in Mission strategic objectives and further consensus on which indicators need to be reported and targeted;
3. the critical need for increased workforce, Operating Expense (OE) and Development Assistance (DA) resources available for managing Title II development activities. Note: these are discussed in detail in the FY 1997 Results Reports and Resource Request R4 documents; and
4. the need to consolidate and report on the overall effect of food aid in addressing food security. Note: while a set of generic Title II development performance indicators has been developed collaboratively by USAID and Title II partners (see Annex), and the partners are being encouraged to use them, further consensus is still needed on their application, as some partners prefer to develop their own indicators and are reluctant to change indicators previously adopted for long-standing projects.

### **1. LINKING RELIEF AND DEVELOPMENT**

Title II activities increasingly are directed to help countries transition from relief to development. USAID is encouraging effective "relief exit" strategies for its emergency activities and providing support to Title II partners and Missions in the design of new activities in countries that are ready to move into a development phase. Title II programs in Mozambique are now firmly oriented towards development while country programs in Angola and Rwanda should follow in the near future.

### **WFP WORKERS RISK LIFE AND LIMB IN RESETTLEMENT AND FEEDING EFFORTS IN ANGOLA**

Emergency activities are often quite dangerous and sometimes fatal. Landmine accidents, attacks against villages, ambushes, restrictions and harassment of UN and humanitarian organizations continue to rise. In Angola, six people were killed when unidentified gunmen ambushed a UN Observer Mission for Angola (MONUA) and a vehicle of the German demining non-governmental organization, the Saint Barbara Foundation (SBF). As they approached a road block near Bolonguera in Benguela province on 23 October, two international staff members of SBF, two national police officers, an official of the Bolonguera administration and one Angolan paramedic, were killed. The team was assessing the security situation for SBF to resume demining in the area. SBF and World Food Program (WFP) had stopped demining activities earlier along this road, when SBF deminers were threatened by armed men only 17 km from Bolonguera village. The WFP-contracted NGO is clearing the 50-km road from Chongoroi town to Bolonguera village, facilitating resettlement of 18,200 displaced persons in Lobito and Benguela towns to Chongoroi municipality. Demining activities by SBF are currently suspended. This led to the death of a WFP driver on 30 October 1997 when a truck in a convoy of 50 WFP transport vehicles, struck a newly planted anti-tank mine, which was positioned under a paved road. The driver was killed instantly. The roads and fields, which were previously cleared, appear to have been remined, setting back years of work to open roads to allow free movement of goods, ruining the fields which people had begun to plant.

WFP has been supporting demining in Angola, since 1994, to open up roads into the interior, as corridors for humanitarian relief. WFP is also demining roads in high priority areas of resettlement, in support of the peace process. Mines continue to maim and kill innocent civilians, mostly women and children. Since the beginning of the year, WFP has funded demining of secondary roads in Benguela and Bengo provinces and has supported demining brigades in several other provinces through food-for-work. In Bengo province, WFP funded the demining of feeder roads to facilitate the resettlement of 40,000 internally displaced persons (IDPs), from Boa Esperanca and Acucareira camps in Caxito to their areas of origin in Nambuanguo municipality. This important agricultural area in the past once supplied markets in Luanda. Caxito has begun the organized resettlement of displaced persons, from the Caxito camps to demined areas and to others as they soon as they are cleared. 10,000 IDPs have already resettled spontaneously in the cleared areas. In Bie and Huambo provinces, cleared areas have also allowed a safer fuel wood collection and access to new water sources.

(Sources: WFP *Emergency Report No. 44* of 1997 - Oct 31, 1997 & USAID Cable November 4, 1997)

## **2. EMERGENCY AND RELIEF ACTIVITIES: BETTER TARGETING CRITICAL NEEDS OF VULNERABLE GROUPS**

USAID has made a commitment to manage food aid emergencies for results. A system for reporting and measuring results is now in place. Because of the complex nature and unpredictability of emergency situations, the difficulties of collecting data in dangerous or politically sensitive areas, the often sudden and massive movements of beneficiaries, and the short time frame (one year or less) for implementation, it is difficult to measure impact and results accurately. For these reasons, resource allocation for emergency activities is not tied, in the first instance, to results reporting, but is based on criteria of need and urgency. Despite the evident constraints, this section details achievements in meeting emergency program objectives and relies on specific descriptions

of country cases for illustration, since the results and reporting framework is new.

During 1996 and 1997, Emergency programs targeted multiple vulnerable groups in the following order: (a) children, orphans, preschoolers and school-age children and unaccompanied minors; (b) women, including pregnant, lactating and war widows; (c) malnourished, including children under five years old; (d) handicapped, disadvantaged, and socially-destitute; (e) internally-displaced persons and refugees; (f) elderly; (g) hospitalized people; (h) demobilized soldiers; and (I) flood-affected farmers.

In 1997, USAID made progress towards meeting its Strategic Objective (SO1) for the Title II Emergency activity portfolio, which *targets meeting the critical needs of target groups*. Performance on this objective is met through: (1) the percentage of targeted populations reached by the program as well as (2) the impact on nutritional status of beneficiaries. The Intermediate Results (IRs), supporting the achievement of this strategic objective, are:

1. improved food aid targeting to the most vulnerable populations;
2. food aid delivered to target groups on schedule;
3. improved planning to link relief activities to development; and
4. strengthened capabilities of cooperating sponsors and host country entities to manage emergency food aid.

**Sierra Leone.** In 1996, 840,000 internally displaced persons (IDPs), almost half of the 1.8 million total population, needed emergency food aid. USAID provided food to an estimated 239,000, playing a major role in establishing the Food Aid Coordinating Committee (FACC), which included the Government of Sierra Leone, World Food Program (WFP), United Nations Office of the High Commissioner for Refugees (UNHCR), PVOs and other donors. The Committee developed a strategy whereby mass distribution could be replaced by targeted feeding in previously inaccessible areas. Guidelines have been developed for standard ration size and distribution frequency, as well as criteria for categorizing beneficiaries. This strategy allowed for resettlement of the IDPs and rehabilitation of their villages and local infrastructure. Complementary resources, such as food-for-work programs, are also contributing to development in Sierra Leone.

#### *DOCUMENTING CHANGE IN NUTRITIONAL STATUS OF TARGET GROUPS*

Emergency programs have begun systematically to document program impact on beneficiaries. During FY 1996, 37 percent of emergency programs reported contributing to change in or maintenance of nutritional status.

***In Angola***, USAID programs kept thousands of Angolans alive during and after the war. Malnutrition rates decreased to 8.7 percent at the end of 1996, from 15.2 percent in 1994, with the most severe cases going from 4.4 percent to 2.3 percent. Throughout 1996, nutritional status improved rapidly in areas that had been previously cut off from humanitarian assistance for security reasons. The program is effectively linking relief to development with the simultaneous rehabilitation of infrastructure, which is likely to accelerate in the next year. The provision of basic health services, through complementary USAID health inputs along with emergency relief activities, provided the necessary synergy for a dramatic decline in severe malnutrition. In Ndalatanando, malnutrition rates dropped to 3.9 percent, from 12 percent of children under five years of age.

#### *IMPROVING TARGETING THROUGH CONTINUOUS NEEDS ASSESSMENTS*

USAID has instituted a more effective and continuous targeting process in several countries. *PVO Guidelines for Title II Emergency Food Proposals and Reporting* was issued in 1997, to assist PVOs in conducting needs assessments and installing systems to recalibrate target groups on a periodic basis. In 1996, 53 percent of programs reported having instituted some form of periodic needs assessment or consultation with other agencies in order to fine-tune its beneficiary numbers.

***In Bosnia-Herzegovina***, through a joint needs assessment with WFP, UNHCR, FAO and the European Commission Humanitarian Office (ECHO), USAID discovered that a significant amount of food assistance was necessary to maintain social stability, improve household purchasing power and assist with overall rehabilitation. Most importantly, this assessment led to USAID's reorienting its approach from global distribution to targeted feeding relying on better identification of vulnerable groups. Similar efforts are underway in ***Somalia***, where USAID is collaborating with the Food Security Task Force, to develop early warning indicators and identify groups vulnerable to drought and flood, for inclusion in the program.

***In Afghanistan***, assessment of coping mechanisms and vulnerabilities identified gender and ethnic issues as key factors to move from relief to development. USAID reached an estimated 1.6 million beneficiaries through WFP, providing assistance to refugees, IDPs, returnees and victims of natural disasters. Specifically, 750,000 internally-displaced, urban poor and widows were targeted through a bakery program. It provided flour and small grants to women to produce bread, which then was distributed to urban poor and other vulnerable groups. Fifty percent of the 140,000 beneficiaries in Kabul were women and half of those were widows.

***In Rwanda***, USAID assisted over two million victims of the Rwanda-Burundi ethnic strife, through WFP. Beneficiaries included those located in refugee camps in Zaire, Uganda and Tanzania, as well as first-stage returnees in Rwanda and Burundi.

***North Korea***. The case of North Korea illustrates how scores of donors are joining forces to mitigate the food shortage while working towards more effective coordination and monitoring.

#### North Korea (DPRK)

Some 35 donors (including 19 countries plus NGOs, private enterprises and individuals) have pledged resources to the WFP emergency operation in DPR Korea since November 1995. From the beginning of the operation, a total of about 638,000 metric tons have been distributed, including some 150,000 metric tons from the EU and U.S., supplied on a bilateral basis, and implemented by WFP. Of the total, 237,000 metric tons were delivered between May and September 1997. In October, some 163,000 metric tons were scheduled to arrive at DPRK ports, and 90,000 metric tons in November. From December 1997 to February 1998, taking into consideration already confirmed contributions, 86,000 Metric tons will arrive. In addition to the above WFP emergency operation figures, some 376,000 metric tons have been supplied to DPRK on a purely bilateral basis, with no WFP involvement. This amount reflects those deliveries known to WFP. The ongoing FAO/WFP Crop and Food Supply Assessment mission has been able to move throughout the country according to the planned itinerary. WFP has, so far, monitored activities in 109 counties, covering all provinces except Ryanggang and part of Chagang. With the additional international project staff, and the introduction of a detailed consignment notes system to follow each consignment from the port to the ultimate distribution point, closer monitoring of the donated food will become possible.

(Source: WFP *Emergency Report No. 44* of 1997 - October 31, 1997)

### 3. INTEGRATION OF TITLE II FOOD AID RESOURCES AS COMPONENTS OF USAID MISSION STRATEGIC PLANNING

There is substantial evidence that food aid, programmed by itself, does not achieve the maximum impact possible. It is more effective when used in conjunction with other resources in order to promote agricultural productivity and improve household nutrition. This includes complementary dollar-funded technical assistance, training and other resources that food aid alone cannot provide. Food aid activities should also be coordinated with host country policy reforms to maximize their impact on food security. USAID's *Food Aid and Food Security Policy Paper* (1995) emphasizes that food aid "*should be integrated to a greater extent with other USAID assistance resources.*"

Improved coordination, among USAID Missions and Title II partners, has been achieved on country food security assessments, program design, program monitoring and evaluation. Examples include development of joint strategies and memoranda of understanding (MOUs) by USAID, PVOs/NGOs and the World Food Program (WFP) and donors, such as the European Union (EU). Title II partners are working with, and

strengthening host country institutions, government and non-government organizations, as well as private sector entities. Such linkages are supported by a combination of food and non-food resources with dollar or local currency resources, available through USAID Missions, PVOs (from non-AID sources), monetized food aid, and Section 202(e) and ISG grants. However, the level of these integration efforts in some instances has been constrained by a lack of cash resources.

USAID has made strides in the area of integrating Title II-supported activities with other in-country development interventions, Mission objectives and other donor strategies. The following section documents progress on four intermediate results (IR) indicators:

1. integration of Title II with other host country development activities (IR2.1a),
2. monitoring and evaluation of Title II in coordination with other Mission-supported activities (IR2.1b);
3. integration of Title II with other Mission strategic objectives (IR2.2a); and
4. inclusion of Title II in Mission results reporting (R2) procedures (IR2.2b).

All USAID Missions running Title II programs have been requested to assess their level of integration in the context of the four IR indicators. A survey indicated that Title II integration has succeeded where strong technical assistance has been provided by the Missions, Title II cooperating sponsors (CS), BHR/FFP and its technical consultants.

#### **Integration of Title II: Questionnaire Responses**

**IR2.1a** Integration with other host country development activities: 11 of the 12 Previously Approved Activities (PAAs) scored by Missions as being implemented in coordination with host government activities to a great extent or better (i.e., score of 3 or 4 out of a possible 5).

**IR2.1b** Numbers of countries with jointly coordinated Monitoring and Evaluation (M&E) systems: Title II cooperating sponsors in five of the 24 countries implementing Title II development activities (i.e., Bangladesh, Bolivia, Ethiopia, Honduras, and Mozambique) have set up joint program monitoring and evaluation. Countries with more than one Title II program are in varying stages regarding joint evaluations, ranging from thinking about setting one up, to actually doing so. This group includes Ghana, Guatemala, India, Haiti, Kenya, Madagascar, Nicaragua and Peru.

**IRs 2.2a and 2.2b** Integration with Mission objectives & results reporting: Six of the 12 PAAs were well-integrated (CARE/India and ADRA/Haiti programs scored 4 out of 5 and 5 out of 5). For the other six countries, either the Mission did not have a food security-related objective or it did not perceive the Title II activity as relevant to its country strategy focus.

**IRs 2.3a and 2.3b** Measure the level of Title II country programs' integration with joint U.S.-EU and U.S.-WFP strategies. The U.S. and EU have been promoting the formulation of national food security strategies in Angola, Bolivia, Eritrea, Ethiopia, and Malawi. In FY 1998, this IR will be expanded to include Bangladesh and Haiti.



While integration of Title II resources with other USAID, donor, and host country development efforts should be encouraged and rewarded, much remains to be done by way of ensuring an adequate level of technical assistance to both enhance Title II integration and improve data gathering.

*COUNTRY CASES – SUCCESSFUL TITLE II DEVELOPMENT ACTIVITY  
INTEGRATION*

The following synopsis illustrates where Title II activities are moving towards, or have already achieved levels of integration with Mission, host country and other donor development interventions.

**Bangladesh.** Although the Agency's strategic planning and results reporting/resource request processes were instituted after CARE's five-year Food for Development (FFD) Activity was approved, its Title II program (FY 1997 level of 132,850 metric tons, valued at \$34 million), has been integrated into the Mission's country development strategy. CARE received Mission DA funds to support FFD and its complementarity with other donor programs such as the Canadian International Development Agency's (CIDA) Rural Roads Maintenance Program. CARE's FFD objectives: 1) protecting livelihoods of vulnerable rural households by providing income to over 100,000 participants; 2) promoting self-employment through savings and skills training; and 3) mitigating the effects of floods on livelihoods of vulnerable households – are clearly linked with USAID/Bangladesh's objective of improving food security for the country's poorest.

**Bolivia.** Despite continued improvements arising from far-reaching economic and social reforms, Bolivia remains one of the poorest nations in the Western Hemisphere. One of every three Bolivians live in extreme poverty without sufficient income to assure a minimally adequate diet. Food insecurity, along with inadequate housing, poor health and insufficient education, is one of the primary manifestations of poverty in Bolivia. Fighting poverty means attacking the root causes of food insecurity. USAID/Bolivia is well positioned to support the government's poverty alleviation agenda. With Title II resources constituting 27 percent of the Mission's OYB resources, Title II has become a key element of USAID programming. In the new 1998-2002 Strategic Plan, Mission Title II activities and results are fully integrated into both its Economic Opportunities and Health Strategic Objectives. Title II Cooperating Sponsors are using the same indicators and have the same expected development results as grantees and contractors funded from Development Assistance resources. For example, Title II Cooperating Sponsors are working to increase household incomes in food-insecure, rural areas through improved access to markets, technology and productive infrastructure. At the same time, and in these same communities, the Mission is programming DA resources to supplement Title II activities. Yet the Mission also recognizes the unique characteristics of food aid, and that coordinating Title II activities across

two or more Strategic Objectives can be problematic. As a result, the Mission has created a Food Security Coordinating Unit that is answerable to two Strategic Objective Teams and charged with achieving the Title II program results in the context of these two Strategic Objectives.

**Ghana.** In FY 1997, 48,880 metric tons valued at \$14.5 million were programmed for Title II. Two of USAID/Ghana's three Title II partners, CRS and TechnoServe, ran activities that were well integrated with the Mission's Strategic Objectives. CRS modified its food for education (formerly school feeding) activity to complement the Mission's SO of increasing the effectiveness of the primary education system. TechnoServe's Title II monetization activity provided credit for small-scale cereal storage and marketing, which is also closely linked with the Mission's objective aimed at increasing revenues from selected goods and services. TechnoServe also actively participated in USAID/Ghana's Trade and Investment Program. Although the Mission does not have an agriculturally-related objective to which ADRA's work in enhancing agricultural production could be linked, this project does indirectly support agricultural enterprise development.

**India.** The majority of Title II resources available through CARE and CRS (214,900 metric tons valued at \$95.8 million for FY 1997) supported maternal child health activities. These were linked to the Mission's Child Survival objective and to its Special Objective (SPO) of expanding the role and participation of women in decision making. CRS' Title II program was also closely linked through its child survival grant-funded intervention in Bihar, one of the country's most nutritionally vulnerable states. CARE and WFP supported India's Integrated Child Development Services (ICDS) Scheme, which, for well over a decade, has been the largest child survival activity in the world. CRS' own child survival activities, through indigenous non-governmental organizations, also complemented ICDS objectives. CRS' Human Capacity Development Program, under which its Food for Education activity is being restructured, indirectly supports the Mission's objective of fertility reduction, by increasing enrollment and retention of girls in school. It is noted that while CRS' rural assets improvement (formerly Food-for-Work) and general relief activities do not fit within the Mission's strategic plan, they were strongly supported by both USAID/India and USAID's Asia/Near East (ANE) Bureau, since they were viewed as contributing to the reduction of food insecurity among the most vulnerable of India's poor majority.

**Kenya.** The FY 1997 Title II level was 27,400 metric tons, valued at \$11.8 million. USAID/Kenya and its six active and prospective Title II partners made significant strides in linking all food aid activities to its sub-goal of increasing food security. This supports a strategic objective of encouraging Kenya's transition from relief to development by raising marginal communities' participation in child survival and small producer household income-generating schemes. On-going Title II-supported PVO activities included CRS' Food-Assisted Child Survival Activity, and

WVRD's Morulem Irrigation Scheme. Four FY 1998 off-cycle Development Activity Proposals (DAPs), all supporting the Mission's relief to development objective, are currently being examined in USAID/Washington Team-coordinated reviews. These are: ADRA's Agricultural and Natural Resource Management Practices Program; CARE's Improved Farm Management and Agroforestry Activity; Food for the Hungry's Marsabit Food Security Program and TechnoServe's Dairy Development Project.

**Peru.** The FY 1997 Title II level of 93,900 metric tons was valued at \$55.2 million. Title II activities were designed to effectively reach and improve the capacity of the very poor and food insecure populations in Peru. The focus was on investments in basic infrastructure; appropriate technological improvements; growth of small-scale income generation activities; skills enhancement; and training for mothers, other community members, and Ministry of Health personnel on health and nutrition practices and nutritional rehabilitation.

USAID/Peru's Title II partners, ADRA, CARE, Caritas/Peru and PRISMA (the latter two are indigenous cooperating sponsors), implemented activities which were fully integrated with the Mission's objective of increasing the incomes of the poor and its intermediate result aimed at improving the food security enhancing capacity of the extremely poor. The Mission's Food for Development and Health, Population and Nutrition Offices participated on each other's strategic objective teams leading to standardization of Mission-supported health and nutrition investments, through Title II and DA-supported activities. Both teams were closely involved in the design and technical supervision of each other's results packages and took advantage of the extensive geographic coverage of Peru's Title II cooperating sponsors to strengthen the impact of USAID's nutrition and other food security-related activities serving acutely malnourished children.

#### 4. IMPROVED TECHNICAL CAPACITY OF PVOs/NGOs, FFP AND MISSIONS

The technical capacity of Title II PVOs/NGOs to implement, monitor and evaluate their programs continues to improve.

##### ***Strengthening Capabilities of the Doulos Community Program in Mauritania***

*The Doulos Community Title II activity in Mauritania has been able to operate successfully in a "non-presence" country, through effective capacity strengthening efforts. Doulos has faced the challenge of implementing its activity without USAID Mission support through the skills of a highly experienced staff. Salaries and training were supplied through 202(e) grants and technical support provided by USAID. Technical expertise was also provided to assist Doulos in the design of its current Title II activity, largely through detailed comments on its proposal. This revised activity began in 1996 as a well-integrated supplemental feeding, health and nutrition program. Its thorough targeting, supervision, client responsiveness and community partnerships are contributing to its success. Doulos also implemented a coherent monitoring and evaluation system, which is expected to yield useful information over the life of the activity. The activity will be closely reviewed, with USAID participation, at its planned midterm evaluation in 1998.*

##### ***INSTITUTIONAL SUPPORT GRANTS AND SECTION 202(E) SUPPORT FOR PVO/NGO/IO STRENGTHENING.***

USAID administers the Institutional Support Grants (ISGs) and Section 202(e) programs to strengthen the capacities of its cooperating partners. These grants have led to significant improvements in the design and execution of Title II programs and in the documentation of results, including the following:

- improvement of food delivery logistics and accountability for commodities;
- needs assessments to identify vulnerable groups and appropriate interventions;
- design of technically-sound activities;
- skills and expertise transfer to country program staff;
- definition of impact indicators and establishment of impact monitoring and evaluation systems;
- development of computer-based information systems;

- improvement of programming efficiency and consistency among partners;
- participation in strategic planning efforts with FFP, Missions and other donors; and
- development of conceptual models for guiding food aid activities, (such as CARE's food and livelihood security model, which has become the central strategy for all CARE programming).

USAID Missions have also made strides to improve food aid management capability. Consistent with the decentralization element of its re-

**Redelegation of Authority Is Underway in Bangladesh, Ethiopia and Peru**

Memoranda of Understanding (MOUs) are currently being developed between FFP and Missions in Bangladesh, Ethiopia and Peru, to redelegate management authority for Title II development activities. These countries were selected because they have Title II development programs that are well-integrated with Mission objectives, demonstrate sound management of Title II programs and have qualified food aid management staff to support the activities. Initially, the MOUs will only delegate approval authority for ongoing activities (PAAs).

Eventually, approval authority for new activities is expected to be extended as well. The MOUs will establish standards for USAID Mission capabilities and will document the degree of Title II integration with Mission Strategic Plans. They will require Missions to ensure the continuing provision of adequate staff and resources for effective oversight of Title II food aid activities.

engineering strategy, USAID is delegating decision-making and Title II development resources allocation to selected USAID Missions.

Better coordination among partners has been an area of USAID focus in 1997. Mozambique provides a good example of how joint M&E activities (e.g., joint baseline data collection, joint mid-term evaluations) can

*Joint Monitoring & Evaluation (M&E) System Developed by Six PVOs in Mozambique*

*USAID has approved activities in Mozambique for six different Title II partners, which involve a joint process of planning and evaluation. Title II partners in Mozambique have conducted a joint baseline, using standardized M&E indicators and methods. These joint activities will continue through FY 2001.*

increase M&E efficiency, improve communication among Title II partners and encourage better coordination of overall programming.

## 5. COLLABORATION WITH OTHER DONORS

USAID and the European Commission, the world's two largest food aid donors, agreed in September 1995 to promote the formulation of national food security strategies in five pilot countries – Ethiopia, Eritrea, Malawi, Angola and Bolivia. In late 1997, Bangladesh and Haiti were added to this list. An indicator of improved integration among food aid donors, therefore, will be continued intensive dialogue with field offices and delegations on the application of appropriate instruments to support food security objectives in developing countries.

### **CARE and WFP Coordination in India**

In India, CARE and WFP worked closely to coordinate their food aid development activities. These two organizations are major partners with the Government of India in the implementation of its Integrated Child Development Services Scheme (ICDS – the world's largest child survival program). All parties have recognized a "convergence of interest." Both WFP and CARE have begun to work together on standardization and improvement of generic ICDS training materials and refinement of the scheme's monitoring and evaluation system.

WFP has programs in many of the same countries as other Title II partners. USAID allocated \$49.4 million in Title II development resources in FY 1997 to WFP. WFP is also eligible for up to \$10 million of 202(e) funding annually, resulting from modifications to the 1996 Farm Bill. While there has been relatively good integration between WFP and

### **EC-USAID Coordination in the Horn of Africa**

*Better integration among donors and sub-regional entities is being achieved through regional food aid Codes of Conduct. These "codes" seek ratification by donors and recipient governments of a set of coordinated and mutually supportive food security strategies to maximize the impact of food assistance. A draft Code for the Horn of Africa is presently under review by the member states of the Intergovernmental Authority on Development (IGAD).*

Title II partners in some countries, including Bangladesh and India, greater integration is being encouraged throughout the portfolio. Examples include coordinated host country institutional strengthening and training efforts and better communication of lessons learned. An indicator of such integration will be the number of countries in which

USAID's PVO partners develop formal joint food-security strategies with WFP. It should be noted here that, in response to FAO/WHO initiatives resulting from the International Conference on Nutrition (1992), WFP is in the process of working with governments worldwide to develop national plans of action for health and nutrition. USAID partners are strongly encouraged to meld their efforts into these plans, wherever appropriate.

## 6. PERFORMANCE INDICATORS AND MEASUREMENT

How effectively Title II programs can demonstrate measurable impacts depends foremost on whether appropriate measurable indicators are identified in the activity design. Baseline data, in addition to providing a standard against which to measure impact, allows for more reasonable identification of performance targets.

### **Baseline Study and Target Setting by Honduras/CARE**

The multisectoral Title II activity initiated by the Cooperative for Assistance and Relief Everywhere (CARE) in Honduras during FY 1996 is the type of baseline study being promoted in all Title II activities. An integrated team of professionals with expertise in health, nutrition, economics, agroforestry and social work reviewed the project's logical framework and determined the types and sources of information needed for each activity and the methodology to be implemented. The baseline included data on targeted households, as well as a non-targeted household control group. It defined both impact and annual monitoring indicators. Emphasis on quality in the baseline study design and data collection, clear identification of performance targets and a detailed description of its data collection methods, will allow data from midterm and final evaluations to be compared to the baseline.

Title II partners, in the past, have often lacked the resources to conduct full baseline studies prior to their project approval. Beginning in 1997, they are expected to complete baseline data collection and set performance targets during the initial year of implementation. A review of this year's PVO Results Reports and PAAs for FY 1996-2000 activities indicated that 39 percent of the activities had completed collection of baseline data and established targets consistent with this data. This low percentage is due to the newness of the managing-for-results system, the constrained technical and financial capacity of some partners, and the

limited USAID staff capacity to support partner monitoring and evaluation efforts.

## 7. PARTNER STRENGTHENING

Performance is assessed in terms of how effectively USAID's partners achieve the specific targets they set. USAID and its partners are still in the early stages of creation of a comprehensive baseline. However, a number of partners have already developed objectively verifiable indicators, completed comprehensive surveys and are demonstrating results. A system for consolidating the results data, from the Results Reports into a database, is being developed during 1997. A key to the success of this data consolidation effort, however, will be the degree to which Title II partners agree and adhere to the use of generic performance indicators for development activities (see Annex for description and list).

### ***Improved Performance Indicators for Cape Verde/ACDI***

*The transition to a managing-for-results system began in FY 1996, with the collaborative development of generic Title II development performance indicators. In addition, a more rigorous review of indicators and monitoring and evaluation (M&E) plans in the FY 1997-2001 development activity proposals (DAPs), was instituted. This has led many Title II partners to refine their performance indicators and measurement plans. While the overall quality of the Cape Verde/ Agricultural Cooperative Department International (ACDI) DAP was assessed favorably by reviewers, the monitoring and evaluation system required strengthening. Subsequently, ACDI made a major and highly successful effort to redesign the M&E plan.*

Training and guidance has been provided to strengthen monitoring and evaluation, use of indicators (including DAP and PAA/R2 reviews) for the 1997/8-2001/2 cycle and preparation of Guides for Measurement of P.L. 480 Title II Core Impact and Monitoring Indicators.



In-country technical assistance to Missions and partners helped:

- develop Measurement Pilots related to PVO Title II development activities in Madagascar, Mozambique and Ethiopia;
- design and implement baseline studies in Honduras, Mozambique and Nicaragua; and
- develop programmatic modifications for partners to maximize the consumption and nutrition impacts of activities in the agriculture and natural resource management sectors (Peru, Madagascar, Honduras, Nicaragua, Mozambique, India, Ethiopia and Eritrea).

**Field Guides for Measurement of Title II Core Impact and Monitoring Indicators Prepared in 1997:**

Swindale, A.J., Ohri-Vachaspati, P. *Household Food Consumption Indicators Measurement Guide*. Arlington VA: Food Security and Nutrition Monitoring (IMPACT) Project, for USAID. Draft. December, 1997.

Cogill, B. *Anthropometric Indicators Measurement Guide*. Arlington VA: Food Security and Nutrition Monitoring (IMPACT) Project, for USAID. Draft. December, 1997.

Diskin, P. *Agricultural Productivity Indicators Measurement Guide*. Arlington VA: Food Security and Nutrition Monitoring (IMPACT) Project, for USAID. December, 1997.

Lung'aho, M.S. *Infant and Child Feeding Indicators Measurement Guide*. Arlington VA: Food Security and Nutrition Monitoring (IMPACT) Project, for USAID. December, 1997.

Magnani, R. *Sampling Guide*. Arlington VA: Food Security and Nutrition Monitoring (IMPACT) Project, for USAID. December, 1997.

The capabilities of partners, USAID Missions and FFP to design, manage, monitor and support programs were strengthened through numerous institutional reinforcement and training activities. Examples include an annual Food Aid Managers Course for all Washington-based and overseas USAID staff managing food aid activities; on-going FFP officers' training; on-going workshops and meetings with partners on food security issues and strategic planning; work with Title II partners in the field and at their headquarters; and interaction through the Food Aid Consultative Group (FACG) and Food Aid Management (FAM), on issues of partner strengthening and support.

## **IMPROVED RESULTS IN TITLE II PROGRAMS**

### **Achievement of Targets by Peru/PRISMA**

PRISMA is currently implementing a Title II activity in Peru which includes health and nutrition interventions, microenterprise development and agricultural productivity. This activity was initiated in FY 1996 and continues through FY 2000. In its FY 1996 Results Report, PRISMA carefully documented its achievements with respect to the targets (both input-oriented and results-oriented) it had set the previous year. PRISMA demonstrated that it fully achieved 55 percent of them. In addition, 82 percent were almost entirely achieved including:

- more than 55 percent of families in the MCH program within six months meeting graduation criteria of: (a) no child suffering from acute malnutrition during the previous three months, (b) all children having complete vaccination schedules, (c) pregnant women receiving regular ante-natal care, and (d) all mothers receiving family planning counseling;
- 95 percent repayment rate for microenterprise development loans; and
- agricultural production increased by more than 1000 metric tons.

### **Results of Infrastructure Projects Demonstrated by Bangladesh/CARE.**

The CARE activity in Bangladesh, which was initiated in FY 1994 and continues through FY 1999, has also measured and documented the degree to which it has met its targets. CARE initiated and has successfully established a monitoring and evaluation system for measuring and reporting on performance. In the rural infrastructure component of its activities, CARE reported that in FY 1996 it exceeded its targets for infrastructure development for businesses and irrigation, and achieved over 90 percent of its target levels for making roads more passable. Furthermore, CARE reported that the increased road passability, resulting from their road improvement activities, had led to an increase in vehicular traffic of 22 percent over baseline levels.

### **Results Demonstrated by Multiple Title II Partners in Ethiopia**

A number of Title II partners have been implementing and demonstrating results of Title II development activities in Ethiopia. In particular, FY 1996 Results Reports submitted by CARE, CRS and WVRD indicated the degree of achievement of both output-oriented and impact targets. CARE, for instance, reported that the introduction of improved agronomic packages resulted in yields 2 to 3 times higher for participating farmers. As another example, CRS was able to report an increase of 10 to 20 percent in income as a direct result of their credit and savings project. WVRD also provided a table in its Results Report which clearly linked its targets, accomplishments and the degree to which it reached its targets.

### **Achievement of Results Targets by Peru/CARE**

CARE's Title II activity in Peru demonstrated achievement of targeted results. Examples in FY 1996 included: (1) 75 percent of targeted children rehabilitated from acute malnutrition; (2) 80 percent of targeted children immunized by 12 months of age; and (3) over 7,000 hectares under improved natural resource management practices.

### ***TITLE III***

**T**itle III, USAID's government-to-government food assistance program, has accomplished much to improve food security. Even though the program has been drastically cut over the past few years and only provided new resources to five countries (Eritrea, Ethiopia, Haiti, Mozambique and Nicaragua) in 1997, it continues to record program impact. The achievements cited in this section include those in countries like Bangladesh, Honduras and Bolivia, which did not receive Title III resources in FY 1997, but which had ongoing carryover activities during the year.

USAID's Title III food policy focus has the following priorities:

- Countries most in need of food, which can demonstrate that the program will be part of a strategy to establish/enhance long-term food security.
- Programs with direct links to increased agricultural production and local consumption.

Title III is USAID's major food assistance instrument for policy dialogue. Examples of policy focus included: changing agricultural price policies which are unfavorable to producers or discourage productivity; enhancing technologies; ending export and import policies that hinder investment in agricultural enterprises and generating investments in rural infrastructure, which support economic growth. Local currency generated from Title III programs is also used to advance food security objectives.

In FY 1998, \$30 million in Title III resources (25 percent less than in FY 1997) will be allocated to continue to support policy reform and democratization (in Haiti), and to strengthen food security in other LDCs. It will also complement USAID's pilot food security project in Africa entitled "Promoting Food Security: Africa and Beyond" (in Mozambique and Ethiopia), assisting with agricultural production, technology and rural infrastructure construction.

**Title III Achievements in FY 1996/FY 1997 include:**

***In Bangladesh***, the Title III program continued to increase food access to the poor through improved public investment and income growth. With the support of Title III wheat, the percentage of total public food distribution going to the most vulnerable sectors under the Government's targeted food safety net program increased from 39 percent in 1992 to 68 percent in 1995. Three nutritional status indicators – weight for height, weight for age and heights for age – all have improved over the past four years. No new Title III resources were allocated to Bangladesh in FY 1997.

***In Bolivia***, which “graduated” from the Title III program in 1996, Title III sales proceeds combined research, extension, credit and marketing services to expand production of domestic wheat. Through this successful intervention, Bolivia reduced its dependence on imported wheat by 25 percent. Title III proceeds also helped finance the country's successful national immunization program, significantly improving coverage.

***In Ethiopia***, USAID used Title III wheat to capitalize an emergency grain reserve. This helped stabilize the grain markets and provided a buffer against drought and addresses the food needs of the vulnerable. Significant impacts from the program's policy reform agenda include:

1. new legislation to establish private rural banking operations;
2. withdrawal by the Ethiopian fertilizer parastatal from 54 percent of its Marketing Centers, so that the bulk of retail fertilizer sales now are through private sector retailers or farmer cooperatives;
3. government deregulation of fertilizer retail prices, including pan-territorial pricing, which encourages delivery to more remote areas; and
4. government continuing to increase its budget allocations to rural road rehabilitation and construction.

Title III continues multi-year activities, building sustainable food security through support of agricultural policy reforms designed to reduce government interventions in the agriculture and food sectors, and creating an enabling environment for private sector agricultural intervention.

***In Eritrea***, Title III supported the Government's policy to reduce its involvement in domestic transport and marketing of food. Title III wheat filled part of the food shortfall experienced in 1997 resulting from poor domestic production. Title III wheat was monetized through a network of retail outlets organized by the Eritrean Grain Board (EGB), which has increased competition in local markets. The program generates local currency to support the Government's rural roads and improves market access to both agricultural inputs and products. The program is based on the Government's demonstrated commitment to a national food security strategy with specific performance indicators for: 1) decreasing total quantity of food aid; 2) increasing total domestic food grain production; 3) increasing rural wage rates; and 4) increasing quantity of food in the national strategic reserve.

***In Honduras***, the Title III program continued to improve food security availability and access through land tenure reforms, liberalization of agricultural trade, creation of market information systems, strengthening agricultural research and extension, privatizing state enterprises and improving management of strategic food reserves.

***In Mozambique***, the Title III program continues to focus on policy change such as liberalized prices for key agricultural commodities. It has helped privatize a government marketing agency, simplified registration procedures for small and micro-enterprises and promoted the implementation of regulations of the Land Law which provides tenure security to small business holders.

## ***THE FARMER-TO-FARMER PROGRAM***

### **WW-FTF Assignments Completed in FY 1997:**

Bangladesh	3
Bolivia	22
Cambodia	2
Ecuador	6
El Salvador	2
Ethiopia	21
Ghana	4
Guatemala	5
Guyana	3
Haiti	2
Honduras	3
India	10
Jamaica	5
Mexico	6
Nepal	5
Nicaragua	2
Philippines	9
Uganda	4
Zimbabwe	5

(Source: USAID 1997)

**F**unding for the Farmer-to-Farmer Program (FTF) from P.L. 480 sources amounted to \$10.9 million in 1997. Other USAID funds provided for programs in Bolivia, Eastern Europe, Egypt, Russia, Uganda and Ukraine.

FTF completed 418 assignments in 12 Newly Independent States (NIS) of the former Soviet Union during FY 1997. The FTF has been able to leverage resources such as credit funds from Mercy Corps International, grant funds from Eurasia Foundation, and training opportunities through the Cochran Program and other donors, since no funding is included in FTF for U.S. training. Note: Over 800 NIS citizens have received training since the program's inception. FTF is going electronic, posting FTF reports from Russia on the Internet through the USDA's WebPage

Examples of FTF impact in FY 1997 include:

1. five regional credit union training workshops which spawned twelve new credit unions in Uzbekistan;
2. collaboration with the World Bank on drafting rural financial and credit union legislation for the Russian Parliament;
3. institutional strengthening of a local NGO in Armenia, to the point that its specialists are now being recruited by local and international agencies to provide technical assistance;
4. formation of an association of young farmers in southern Russia modeled after the U.S. Future Farmers of America (FFA) organization; and
5. assistance in the creation of a national park in Kazakhstan, including the establishment of relevant policies, training in park management, budgetary expansion and improved environmental legislation.

### ***NIS-FTF Assignments Completed in FY 1997:***

<i>Armenia</i>	16
<i>Azerbaijan</i>	13
<i>Belarus</i>	16
<i>Georgia</i>	14
<i>Kazakhstan</i>	49
<i>Kyrgystan</i>	30
<i>Moldova</i>	25
<i>Russia</i>	142
<i>Tajikistan</i>	13
<i>Turkmenistan</i>	20
<i>Ukraine</i>	65
<i>Uzbekistan</i>	15

(Source: USAID 1997)

## USDA-ADMINISTERED PROGRAMS

In FY 1997, USDA programmed bilaterally, or through cooperation with private humanitarian relief and development organizations, 1.05 million metric tons of Title I, including Title I-funded Food for Progress (FFPr), and Commodity Credit Corporation (CCC)-funded FFPr resources, valued at \$232 million in 23 countries. The majority of programs (\$167 million), was administered through Title I and Title I-

### **Specific achievements of Food for Progress Programs in FY 1997 included support of:**

1. a 10-month nutritional supplementation project for 60,000 pregnant and lactating women through the Ministry of Health in **Tajikistan** using CARE-administered donated wheat;
2. privatization of large stores and other agribusinesses as well as commencement of credit assistance offers to private farmers in **Tajikistan**;
3. rural credit and agriculture education initiatives for private sector traders, through the proceeds of commodity sales via sealed-bid auctions in **Georgia**;
4. relief to victims of civil war, economic deterioration and food shortages through the Aga Kahn Foundation in **Tajikistan**;
5. soup kitchens, counseling centers, homes and orphanages through the sales of soybean meal by Feed the Children (FTC) to the **Russian Flour Shareholders Corporation (ROSMUKA)**;
6. monetization of flour through the Cooperative League of the USA/National Cooperative Business Association and the **Russian Farm Community Project Inc**;
7. distribution of various donated commodities to needy segments of the elderly, child and handicapped population in **Armenia**; local currency provided to support local food industries;
8. community and microenterprise development programs, strengthened through monetization of sunflowerseed oil, donated to Mercy Corps International (MCI) and sold to private traders in **Bosnia-Herzegovina**;
9. assistance to small holder farmers, women in agriculture and local NGOs, through Winrock International, in **Benin, Côte d'Ivoire, Mali and Senegal**;
10. nutrition and health education, nurses' training and soup kitchens through monetization of vegetable oil donated through International Partnership and Human Development (IPHD) in **Moldova**, which included direct distribution of other commodities through local NGOs for clinics, dispensaries, hospitals, orphanages and schools.

funded FFPr projects in 15 countries. CCC-funded commodities amounted to 179,140 metric tons valued at \$64 million (14 countries). USDA has expanded its geographical focus beyond the former Soviet Union to food-insecure populations in countries such as Benin, El Salvador, Equatorial Guinea, Haiti and Nicaragua, which are undergoing transformation from command economies with state purchasing and control of basic commodities, to more open and competitive markets. Additionally, USDA issued comprehensive guidance on its proposal, submission and approval process, priorities, and financing. Food for

Progress food aid is used to both liberalize trade and develop markets, with a particular focus on those countries where other assistance instruments have diminished, but where market reforms have begun.

### ***LONG-TERM LESSONS LEARNED FROM FOOD AID***

As part of USAID's efforts to document the impact of its food assistance programs, the Center for Development Information and Evaluation (CDIE) is producing a series of evaluations. In 1997, it published two

#### **Lessons Learned from Long Term U.S. Food Assistance Programs**

##### **Indonesia:**

1. ***Economic policy.*** Food aid can make a significant contribution to sustainable development when it is provided in support of a sound macroeconomic policy environment.
2. ***Monetization.*** Local currency generated from the sale of food aid can contribute to sustainable development when the money is used to support a sound, development oriented budget or when qualified NGOs use the money to fund high-priority development activities.
3. ***Political stability.*** When political stability in the short run depends on an adequate food supply at reasonable prices, food aid can provide the critical margin.
4. ***Equity.*** Food aid can be an important vehicle for supporting growth strategies and public resource strategies and public resource transfers that differentially benefit lower income group.
5. ***Nutrition.*** In the short term, food aid appeared to contribute indirectly to nutritional improvement by stimulating attendance at community health posts in poor communities.
6. ***Two pitfalls:*** Reliability and commodity selection. Food aid is not always a reliable source of food. Some food aid commodities unknown in the recipient country may be accepted only reluctantly.

##### **Bangladesh:**

1. ***Food policy reform.*** Food aid can be the basis for policy dialogue on issues critical to achieving food security.
2. ***Food policy analysis.*** Sound policy analysis is fundamental to successful policy reform.
3. ***Political risk reduction.*** Food aid of significant magnitude can give policymakers a sense of "peace" and act as a cushion, reducing the risk a government faces when undertaking politically sensitive changes in food policy.
4. ***Targeting.*** Food aid programs can be targeted to reach the poor- and to avoid reaching the rich.
5. ***Relief versus development.*** In principle, food for-work projects can achieve two objectives simultaneously: short term relief and long term development. But in practice they often do not.
6. ***Efficiency of food aid.*** Food aid is a relatively inefficient vehicle for funding activities that require cash.
7. ***Agricultural and rural development.*** Food aid and the local currency generated from the sale of food aid can support public sector investments needed to boost food production, improve access to social services and alleviate poverty.

(Source: *Food Aid in Indonesia, Food Aid in Bangladesh.* CDIE Impact Evaluations Nos.4 & 5)

studies, which detailed long-term food assistance investments in Bangladesh and Indonesia. These experiences show that food assistance can have a lasting impact on food policy reform and sustainable development, but that food, generally, is an inefficient instrument in supporting activities that require cash assistance. Rice and other foodstuffs contributed to promoting equitable growth in Indonesia. Other factors prevented the aid from directly reducing child malnutrition, which

still affects large numbers of the population. In Bangladesh, historically USAID's second largest food aid program, food assistance helped reduce poverty and improve productivity through policy dialogue. Structural factors and the propensity for natural disasters in the country, impede reaching the goal of long-term food security.

The studies demonstrate that food aid is but one component in national and global food security strategies. Emphasis on rigorous program planning, implementation, monitoring and evaluation, as well as innovative approaches are necessary to maximize the impact of food aid.



## AFRICA: MOZAMBIQUE CASE REPORT

### COUNTRY SITUATION

#### Vital Statistics:

#### Population:

16.5 Million

#### Income:

<\$100/capita (1995)

Poverty Level: 95%

#### Rural Sector:

Constitutes 80% of total employment;

80 percent of population lives in rural areas;

70 percent of rural population live in absolute poverty (World Bank);

only 30 percent have access to clean water

#### Health:

IMR: 162/1000 Live Births (LB)

CMR: 277/1000 LB

Maternal Mortality

Rate: 600-

1,100/100,000 LB

(Sources: World Bank:

World Development

Report 1997; UNICEF

State of the World's

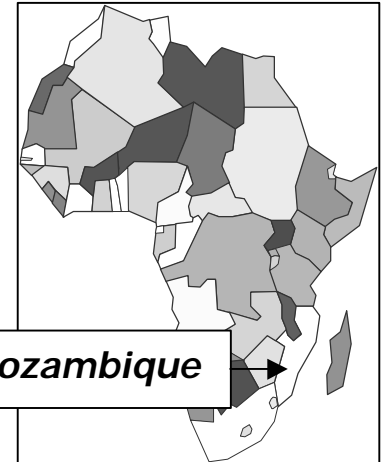
Children 1996; MACRO:

Demographic & Health

Surveys 1991, 1996)

**M**ozambique, a former Portuguese colony, recently emerged from a decade and a half of civil war and a stretch of periodic droughts. The country is one of the poorest in the world, with a GDP of less than \$100 per capita income and over 65% of the budget dependent on foreign sources of funding.

Mozambique has high mortality rates, with diarrhea, malaria, malnutrition and respiratory infections being the major contributors to infant and child mortality. Chronic malnutrition (-2SD height for age) and underweight (-2SD weight for age) were found to be 50% and 25-30% respectively in Zambezia and Nampula provinces, according to the Mozambican Ministry of Health and UNICEF. Low-birth-weight (LBW) newborns represent 20% of all births. Barely 65-75 percent of caloric requirements (2,000 Kcal/day, per WHO/FAO) is being met on average. Visible hunger and malnutrition are compounded by micronutrient deficiencies. In Zambezia province, approximately 50% of reproductive-age women and 57% of school children were anemic (hemoglobin level <11 g/dl), which contribute to the high maternal mortality rate of 600-1,100/100,000 live births (LB).



### FOOD SECURITY IN MOZAMBIQUE

Mozambique is on the verge of completing its transition from war to peace. Basic food security for the majority of the population is now a reachable national goal. Many former USAID activities were focused on emergency food aid because of the civil strife-induced internally displaced and refugee populations. A 1996 food security assessment found several types of food insecure populations in Mozambique, most of whom live in rural areas. Also, in 1996, the World Food Program (WFP) estimated that emergency food assistance reached on average 650,000 per month with up to 1.4 million displaced people and refugees suffering from transitory food insecurity due to flooding and crop loss. Lack of inputs and inadequate physical security contribute to ineffective land use, even among populations with sufficient access to land. Chronic food insecurity affects both rural and urban households. In 1993, over 50 percent of the 3 million urban dwellers did not have enough income to cover their minimum daily requirements and 30 percent could not meet two-thirds of this requirement. Over 70 percent of the urban population is women, children or elderly, with approximately a quarter of households designated as female-headed.

**USAID STRATEGIC OBJECTIVES: INTEGRATION OF FOOD SECURITY IN THE MISSION PORTFOLIO**

**PVOS IMPLEMENTING  
TITLE II PROJECTS IN  
MOZAMBIQUE  
FY 1997**

- ADRA
- 
- AFRICARE
- CARE
- FHI
- SCF
- WVRD

WFP and allied food security assessments prompted the USAID Mission to make improving national food security a sub-goal of its Country Strategic Plan (CSP) for 1996-2001. The Mission has laid the groundwork for this new phase of activities. The Mission recognizes that a combination of policy dialogue, technical assistance, problem-focused research, commodity import support, land mine clearance and infrastructure rehabilitation is critical to facilitating the return and incorporation into the national fabric of both refugees and internally displaced people. The Mission is also focused on ensuring the movement of agricultural inputs and surpluses. The Mission's food security strategy, which includes two strategic objectives (SOs) will directly improve food security:

- **SO1:** Increased rural household income in targeted areas
- **SO3:** Increased use of essential maternal and child health services with its two highest level intermediate results (IRs) of increased access to and demand for community-based services contributing directly to improved food utilization.

Food security is integrated into the Mission strategic objectives and is addressed via food assistance and cash inputs (a balanced mix of dollar-denominated non-food-aid resources and local currencies originating with food monetization). Programming includes interalia nutrition and road rehabilitation, agricultural production and processing. Linking food aid to other USAID developmental programs is a key principle of the Agency's food aid policy; enhanced food security also will indirectly support the Mission's democracy and governance objective.

Mozambique is one of only five countries to receive both Title II and Title III assistance in FY 1997. Total P.L. 480 funding amounted to \$26.7 million, with \$4 million provided through Title III. Most of the absolute poor living in the urban centers of Maputo and Beira have been the target of past Title III programs. Six U.S. PVOs administers Title II assistance in 1997. The USAID Mission coordinated with its Title II partners the development of a joint monitoring and evaluation (M&E) plan, with one coherent set of food security and nutrition indicators.

**Root Causes of Food Insecurity in Mozambique**

*A 1996 food security assessment identified the following causes of food insecurity.*

- Lack of food availability:*
- Drought
  - Low-input agriculture
  - High market costs
  - Scarce foreign exchange
  - Land tenure insecurity

*Insufficient Access to Food:*

- Low incomes
- High food costs

*Poor Food Utilization:*

- High levels of morbidity
- Micronutrient deficiencies

## INTEGRATING AND FOCUSING PVO ACTIVITIES

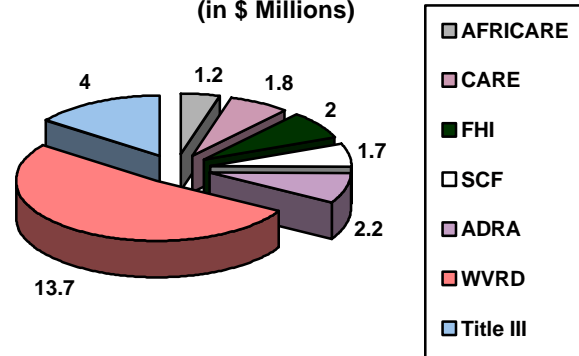
### WHERE IS USAID TARGETING?

In the maize-cropping system areas from the Beira Corridor, Zambezia and Nampula provinces and the cashew tree cropping systems of the coastal regions of the latter provinces.

Key marketing corridors may be expanded to the northeastern corner of Tete province

Because of Mozambique's large geographic size and logistical challenges, USAID is focusing all of its interventions in specific geographic areas populated by poor, but potentially very productive farmers. While these parts of the country are not the most chronically food insecure, they have the largest concentrations of people living in poverty and hold the most promise for enhancing national food security. The USAID area of intervention (Northern Manica, and Sofala, Zambezia and Nampula) has some surplus production of cereals and other crops in all years, since it is in the zone of reliable rainfall. This zone is at the crossroads of north-south and east-west transport, but is poorly served with transportation networks and poorly linked with the rest of the country. The Mission now has the opportunity to meld enhanced production and redistribution from surplus areas with market integration and infrastructure development. All six PVOs are concentrating their efforts in Zambezia and Nampula and in districts with acute food insecurity along the coast.

**Title II Development & Title III Projects  
Mozambique FY 1997  
Total: \$26.7 Million  
(in \$ Millions)**



### PVOs COMBINE P.L. 480 FOOD AND FUNDS WITH OTHER RESOURCES

All PVOs rely on a mix of Development Assistance (DA) dollars and local currency funding from monetized P.L. 480 Title II food. Mission DA resources are available from the PVO Support II and Rural Access projects. Section 202(e) Grants are being sought by all PVOs beginning in FY 1997 for institutional strengthening. WVRD has the largest Title II project (\$13.7 Million) and serves as the umbrella agency for all the PVO monetization activities. CARE, Africare and WVRD plan to use monetized food to strengthen the country's edible oil sector. Food for the Hungry International (FHI) is already operating an edible oil processing activity, but not with P.L. 480 resources. WVRD conducts limited institutional feeding to discrete food insecure populations and is exploring, along with SCF, food-for-work (FFW) opportunities to rehabilitate roads. A prime consideration will be whether to use FFW or cash-for-work (CFW), which appears to be preferred.

### SPECIAL ROLE FOR TITLE III RESOURCES

Title III wheat and vegetable oil resources (1997-1999) promote long-term policy changes, including the simplification of licensing and registration, privatization, elimination of price controls and the emergence of a private sector. Policy measures supported under Title III to improve the health sector relate to health care financing, cost recovery at major health care facilities, liberalization of the import and distribution of pharmaceuticals and making more local resources available for primary health care.

## LATIN AMERICA: PERU CASE REPORT

### COUNTRY SITUATION

**P**eru continues to make progress in building economic and political stability and in alleviating poverty. Its constitutionally elected government has worked to bring inflation, narco-trafficking and terrorism under control. The Government of Peru (GOP) has accelerated opening the economy and expanding citizen participation. However, there remains a significant income inequality and many social indicators remain stagnant.

#### Vital Statistics:

**Population: 24 Million**

(1994)

**Income:**

<\$2,000/capita (1995)

**Poverty Level:**

20 percent have incomes

<\$200/capita

**Health:**

<5 yr old malnutrition

rate: 27 percent (1996)

**IMR: 43/1000 Live**

**Births (LB)**

**CMR: 59/1000 LB**

**Maternal Mortality Rate:**

200/100,000 LB

(1980-1992)

**Fertility Rate dropped**

from 3.5 to 3.1 births

(1996)

(Sources: World Bank: World Development Report 1997; UNICEF State of the World's Children 1996; MACRO: Demographic & Health Surveys 1991, 1996)

Peru continues to transform into a market economy with key sectoral reforms: nearly \$6 billion in state enterprises have been privatized since 1990 and non-tariff trade barriers removed. Simultaneously, Peru created one of the most open foreign investment climates in the world, leading the country to have fewer market distortions than other members of the Andean Pact.

Peru's economy grew nearly 9 percent per year during the period 1993-1995, with inflation at 10 percent. A more sustainable rate for GDP was set for 1997 and 1998. Continued support to the health and education sectors is underscored by almost 10,000 schools and 1,100 health centers built or rehabilitated between 1991 and 1996, mainly in rural and smaller urban areas, in an effort to address extreme poverty.



### FOOD SECURITY IN PERU

On average, from 1988 to 1990, the population consumed 87 percent of daily caloric requirements. About 18 percent of the country's population is too poor to afford a basic food basket that would meet the international energy and protein requirement standard. This estimate includes about 806,000 children under five years of age living in extreme poverty. However, due to emphasis on the health sector and general improvement in economic conditions, chronic malnutrition rates dropped dramatically among under five-year olds, from 34 percent to 27 percent between 1991 and 1996.

#### PVOS/NGOS IMPLEMENTING TITLE II PROJECTS IN PERU FY 1997

- ADRA
- CARE
- Caritas Peru
- PRISMA

### USAID STRATEGIC OBJECTIVES: INTEGRATION OF FOOD SECURITY IN THE MISSION PORTFOLIO

USAID/Peru received approval for its new five-year strategy (FY 1997-FY 2001) which has the following Strategic Objectives and one Special Objective (SPO):

**SO1:** Broader citizen participation in the democratic process.

**SO2:** Increased incomes of the poor.

**SO3:** Improved health, including family planning of high risk populations.

**SO4:** *Improved environmental management in targeted sectors.*

**SPO:** *Reduce illicit coca production in target areas.*

Improving food security directly supports SO2 and SO3.

### ***IMPROVED MANAGEMENT AND FOCUS OF PVO/NGO ACTIVITIES***

Approximately 60 to 70 percent of the Mission portfolio is implemented through private voluntary organizations/non-governmental organizations. This includes the Title II program, which provided almost 670,000 metric tons, worth \$308 million, from FY 1992 through FY 1996. Moreover, from FY 1990 through FY 1995, food aid comprised between 45 and 80 percent of USAID/Peru's overall assistance program. It was recently redesigned to better address food security needs of the extreme poor. Four private voluntary organizations implement Peru's Title II activities: the Adventist Development and Relief Agency (ADRA), Cooperative for Assistance and Relief Everywhere (CARE), Càritas del Peru, and Proyectos en Informatica, Salud, Medicina y Agricultura (PRISMA).

#### **Title II Food Resources**

##### **Provided to Peru:**

<b>FY 1992:</b>	<b>\$68.8 million</b>
<b>FY 1993:</b>	<b>\$68.6 million</b>
<b>FY 1994:</b>	<b>\$73.1 million</b>
<b>FY 1995:</b>	<b>\$46.2 million</b>
<b>FY 1996:</b>	<b>\$51 million</b>
<b>TOTAL:</b>	<b>\$307.7 million</b>

These programs were refocused in FY 1996 to support *the Food Security Strategy for Peru* (1994), sponsored by the USAID Mission to focus food resources on the neediest areas of the country. The programs now also support the framework laid out in USAID's *Food Aid and Food Security Policy Paper* (February 1995) which gives the highest priority to programs that: increase agricultural productivity, particularly of small farmers and the poor; and improve household nutrition, especially of poor mothers and children.

USAID's Title II partners have made a considerable effort to improve program management and implementation. Baseline surveys were completed in FY 1996 and they are consolidating their indicators (process and impact) in order to develop comparable monitoring and evaluation systems, which will track progress towards impact on food security and nutrition variables. This is the first step towards a consolidated monitoring and evaluation system, a trend in other countries (see Mozambique). Additionally, Title II partners are tightening their graduation/exit criteria and making their rations and targets for the food-for-work projects more consistent among programs.

*(Source: Performance Audit of USAID/Peru's Non-Emergency Title II Food Aid Programs, IG Report No. 9-527-96-007, 9/20/96)*

### ***MAJOR FOOD SECURITY ACHIEVEMENTS IN 1997***

According to *USAID/Peru's Results Review and Resources Request (R4) FY 1996 – FY 1999* (April 28, 1997), Title II food assistance has helped about one million extremely poor Peruvians to improve their health and nutritional status, to acquire new skills in technology, gain access to productive infrastructure in order to enhance income-earning opportunities and improve chances of getting out of extreme poverty over time. USAID interventions generated 14,000 new jobs in agriculture and micro-enterprises. The majority of the micro-enterprise jobs went to women. Over 20,000 small farmers, and over 2,000 micro-entrepreneurs increased their incomes significantly. Average small-farmer increases in the coastal, highland and jungle regions were \$1,050, \$550 and \$1,050 respectively. Micro-entrepreneurs increased their incomes by an average of \$1,100.

## ASIA & NEAR EAST: BANGLADESH CASE REPORT

### COUNTRY SITUATION

**B**angladesh is the world's most densely populated agricultural country and remains one of the poorest, least developed in the world. With a population of 123 million, some 50 million people live below the poverty line. The per capita GDP is equivalent to about \$220 and the literacy rate is 24.8 percent. Women are particularly disadvantaged, as seen in mortality rates, health conditions and inadequate access to labor markets.



#### Vital Statistics:

##### Population:

123 million

##### Income:

\$220/year/capita

##### Literacy Rate:

24.8 percent

#### Health/Nutrition:

##### Stunting:

Rural 64 percent

Urban 74 percent

##### Underweight:

Rural 65 percent

Urban 72 percent

##### Infant Mortality:

77 per 1000 (1994)

##### Life Expectancy:

58 years

##### Fertility:

3.4 children (1994)

Road construction/Food-for-Work (FFW) activities have been the major focus of USAID Title II development inputs. According to a World Bank study (1990), the greatest and most sustainable gains in poverty alleviation have come not from employment generation in road building, but from the roads themselves. In areas where transport facilities were developed by FFW projects, poverty decreased by 8 percent and extreme poverty decreased by 6.2 percent. Conversely, where transport facilities were less developed, extreme poverty increased by 5 percent over the same period.

### FOOD SECURITY IN BANGLADESH

Stunting, a measure of long term nutritional deprivation in children, was 64 percent in the rural areas and 74 percent in urban areas. Insufficient dietary intake and poor child health are the two most significant immediate causes of child malnutrition in Bangladesh. Increased household-level income and food consumption do not always translate into improved children's nutrition because of the high incidence of illness, inappropriate child-care and poor feeding practices. Non-governmental organizations (NGOs), USAID and other International Organizations (IOs) are addressing these factors through their programming. For instance, a strong health clinic-based Vitamin A-capsule distribution program and the increased seasonal availability of micronutrient rich foods have reduced the prevalence of night blindness, among children 24-59 months olds, to a low 0.7 percent by the end of 1996.

Bangladesh is the second largest long-term U.S. food aid recipient worldwide; U.S. assistance began in 1972. The U.S. has provided over \$2.3 billion in food assistance over the period of 1972-1994. In 1997, WFP began a new, multilateral food assistance initiative amounting to \$158 million over four years (\$40 million, 160,000 MT of wheat annually). Preliminary analysis of food and nutrition data from a survey carried out by the Helen Keller International (HKI) Nutritional Surveillance Project (NSP), shows significant trends in both seasonality and regional variations of food aid. Almost all of the indicators showed that food aid was properly targeting specific populations, with the poorer, more food insecure and less educated households being more likely to have received aid. Female-headed households are almost eight times more likely to have received food aid than male-headed households.

(Sources: World Bank, 1997; USAID/CDIE, 1997)

The Bangladesh experience with long-term food assistance offers several important lessons, according to the 1997 USAID/Center for Development Information and Evaluation's (CDIE) Bangladesh Impact Evaluation. Historically, food aid provided the basis for policy dialog on issues critical to achieving food security by reducing the risk of undertaking politically sensitive changes in food policy. The evaluation confirmed that sound policy analysis is fundamental to successful policy reform, and illustrated how food aid can be successfully targeted to effectively reach the extreme poor.

The evaluation concluded that local currency, generated from the sale of food aid (monetization), was effectively used to support public sector activities needed to boost food production, improve access to social services and reduce poverty.

### ***USAID STRATEGIC OBJECTIVES: INTEGRATION OF FOOD SECURITY IN THE MISSION PORTFOLIO***

"Improved Food Security for the Poor" is one USAID Mission Strategic Objective. In 1997, the Mission began monitoring Intermediate Results (IRs), which included: "Nutritionally Enhanced Diets of the Poor," "Increased Agricultural Productivity" and "Increased Real Household Incomes." More work with NGO partners is also being planned to achieve the objectives.

In the past 5 years a continual (average 2 percent per year) reduction in stunting has been measured in children 6-59 months old. USAID-supported activities have contributed to enhancing the diets of the poor through increases in the production of fish and vegetables. In 1996, increased production of these foods contributed to a 5 percent increase in national average consumption. USAID plans to expand the existing fisheries activities through sustainable harvests in open-capture fisheries.

Since the late 1970's, USAID has been contributing to the improvement of market efficiency and the promotion of entrepreneurship, via Fertilizer Distribution Improvement (FDI) projects, with the Government of Bangladesh (GOB). Rice is a major staple, which represented 40 percent of Bangladesh's food in 1995. Farm households, using fertilizer to grow high-yielding rice in the *aman* season, earned 40 percent more per hectare than households growing traditional varieties without fertilizer. In general, the FDI program showed that improving the policy and regulatory environment, privatizing parastatals, disengaging government from direct participation in agribusiness activities and developing infrastructure, help expand agribusiness more than direct assistance to firms.

Multiyear food aid agreements allowed USAID to progressively address economic policies which have adversely affected the food sector and to introduce new policies to enhance food security. The reforms included gradual elimination of much of the urban-biased food subsidy system, introduction of a buffer stock plan to stabilize rice prices, encouragement of private traders to market food grains and of NGOs to carry out agricultural extension, and the strengthening of government food policy analysis. These reforms affected the entire grain sector in Bangladesh, even though U.S. food aid was less than 4 percent of the food grain supply in all but two years – a clear demonstration of food aid's use as an efficient development tool.

### ***INTEGRATING AND FOCUSING PVO ACTIVITIES***

CARE is the only Title II U.S. PVO currently working in Bangladesh, but other PVOs/NGOs are working in the country to meet food security objectives. CARE is monetizing approximately 85 percent of the Title II food in order to finance construction of bridges and culverts for existing roads, as well as to meet operational expenses.

All food aid partners now are being required by the GOB to intensify their focus on development objectives. The emphasis of Title II has shifted from short-term relief to long-term development. In 1991, CARE managed a cyclone response effort, which was one of its largest response programs ever. Out of that experience, CARE created the Disaster Management Unit (DMU) in 1993, with the financial support of USAID. The DMU is working to improve the disaster management capabilities of CARE/Bangladesh, expand the role of its partner NGOs and reduce the vulnerability of the rural poor to rapid-onset natural disasters. National and local NGOs are pre-qualified in disaster management and registered as official CARE partners in order to expedite the transfer of funds to the grassroots level. The pre-qualified NGOs are also eligible to receive Disaster Assistance Funds from USAID's Office of Foreign Disaster Assistance (OFDA) through CARE.

### ***SPECIAL ROLE FOR TITLE III RESOURCES***

Although Bangladesh did not receive Title III assistance in 1997, the legacy of past Title III-funded activities continues to be felt. Title III served to improve market-oriented food policies, increase food security and reduce Bangladesh's vulnerability to disasters. The efforts of Title III, combined with inputs from the Bangladesh Food Policy Project, led to the introduction of the Food-for-Education (FFE) program in 1989. FFE has proven its effectiveness in promoting primary education among poor households (school enrollment rose by 27 percent overall and 31 percent for females; overall dropout rates decreased from 18 percent to 11 percent, and from 19 percent to 10 percent among females).

The combined effort of the Title III program and the food policy project brought about the following results:

- 40 percent increase in foodgrain production since the early 1980s.
- Targeted distribution up from 30 percent of the total Public Food Distribution System (PFDS) in the 1980s to nearly 70 percent at present.
- Annual food subsidy down from approximately \$150–200 million to \$50 million over the corresponding period.
- Nearly half of the total food grain now imported through the private sector.

In short, the Title III program has leveraged increased investments in poor people. It contributed to eliminating subsidized sales channels for the middle class (since 1990), and has increased targeted programs to reach the poor. Title III also contributed to improving nutrition of very poor families through the Food-for-Education program. It is noted that U.S. commercial wheat exports to Bangladesh have also increased.



## **ANNEXES**

1. Basic U.S. Food Aid Programs: Descriptions
2. List of Title I, II & III Countries
3. Summary Budget, Commodity and Tonnage Tables for USDA Title I, Title I-Funded Food for Progress Activities & USAID Title III Programs
4. Summary Budget, Commodity and Tonnage Tables for USDA CCC-Funded Food for Progress Activities
5. Summary Budget, Commodity, Recipient and Tonnage Tables for USAID Title II Development and Emergency Activities
6. Title II Strategic Objectives (SO1 and SO2) and Intermediate Results (IRs) Frameworks
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## Basic United States Food Aid Programs

Programs	Sponsor	Purpose
TITLE I	USDA	Concessional commodity sales through long-term loans
TITLE II	USAID	Development and Emergency Relief Programs in partnership with PVOs, NGOs and the WFP
TITLE III	USAID	Government-to-Government commodity donations to least developed countries linked to policy reforms
Section 416(b)	USDA	Surplus commodities to PVOs, NGOs and WFP, donated to accomplish foreign food aid objectives. No commodity available in FY 1997
Food for Progress	USDA	Commodities offered to emerging democracies/developing countries that have made commitments to introduce or expand free enterprise elements in their agricultural economies
Food Security Commodity Reserve	USDA	A four million metric ton reserve that can be tapped to meet emergency humanitarian food needs in developing countries

**COUNTRIES INVOLVED IN APPROVED U.S. FOOD ASSISTANCE PROGRAMS**  
*Title I, Title II, Title III & Commodity Credit Corporation Funded*  
**FY 1997**

<b>Title I (12 countries)</b>	<b>Title II (50 countries)</b>	<b>Title III (5 countries)</b>
Armenia	Afghanistan	Eritrea
Bolivia	Albania	Ethiopia
Côte d'Ivoire	Angola	Haiti
El Salvador	Bangladesh	Mozambique
Georgia	Benin	Nicaragua
Guyana	Bolivia	
Jamaica	Bosnia-Herzegovina	
Jordan	Bulgaria	
Lithuania	Burkina Faso	
Pakistan	Cape Verde	
Sri Lanka	Chad	
Ukraine	Côte D'Ivoire	
	Dominican Republic	
<b>Title I Food For Progress (3 countries)</b>	Egypt	
	Eritrea	
	Ethiopia	
	Gambia	
	Ghana	
Mongolia	Guatemala	
Kyrgyzstan	Guinea	
Tajikistan	Guinea Bissau	
	Haiti	
<b>Title I CCC-Funded Food For Progress (14 countries)</b>	Honduras	
	India	
	Iraq	
	Jordan	
	Kenya	
Armenia	Lesotho	
Azerbaijan	Liberia	
Benin	Madagascar	
Bosnia-Herzegovina	Mali	
El Salvador	Mauritania	
Equatorial Guinea	Morocco	
Georgia	Mozambique	
Haiti	Nepal	
Kyrgyzstan	Nicaragua	
Moldova	Niger	
Nicaragua	North Korea	
Russia	Pakistan	
Tajikistan	Peru	
Ukraine	Rwanda	
	Senegal	
	Sierra Leone	
	Somalia	
	Sudan	
	Tajikistan	
	Tunisia	
	Uganda	
	Yemen	
	Zambia	

## Public Law 480 Title I and Title III Programs, FY 1997

Title I Programs*			
Country	Commodity	Metric Tons	Value
Armenia	Wheat	63,000	11,306,250
Bolivia	Wheat	64,890	9,999,980
Côte D' Ivoire	Rice	30,360	9,999,920
El Salvador	Soy Bean Meal, Tallow, Veg.	19,780	9,172,640
Georgia	Wheat	108,970	17,214,640
Guyana	Wheat	45,970	7,813,470
Jamaica	Rice	15,200	5,348,790
Jordan	Rice	115,500	20,898,470
Lithuania	Soy Bean Meal	30,000	7,609,500
Pakistan	Soy Bean Meal, Wheat	203,430	34,999,670
Sri Lanka	Wheat	64,980	9,999,910
Ukraine	Cotton	5,700	8,345,360
<b>Total Title I</b>		<b>767,780</b>	<b>\$152,708,600</b>

Title I Programs: Food for Progress*			
Country	Commodity	Metric Tons	Value
Mongolia	Wheat Flour	11,000	1,629,210
Kyrgystan	Wheat	60,000	8,280,600
Tajikistan	Wheat	35,000	4,814,950
<b>Total Title I: Food for Progress</b>		<b>106,000</b>	<b>\$14,724,760</b>

Title III Programs**			
Country	Commodity	Metric Tons	Value
Eritrea	Wheat	59,540	15,000,000
Ethiopia	Wheat	42,000	10,000,000
Haiti	Wheat Flour	26,000	10,000,000
Mozambique	Wheat	16,500	4,000,000
Nicaragua	Wheat	7,000	1,400,000
<b>Total Title III</b>		<b>151,040</b>	<b>\$40,400,000</b>

\*Source: USDA/ERS/12/31/97

\*\*Source: USAID/BHR/FFPIS/12/31/97

**U. S. Department of Agriculture (USDA) Programs: FY 1997  
Commodity Credit Corporation (CCC)-Funded  
Food for Progress Program**

Country	Sponsor	Commodity	Metric Tons (000)	Value (000)
Armenia	AIA	Beans, Bulgur, Dry Whole Milk, Lentils, Peas, Rice, Veg. Oil, Wheat, Wheat Flour, Rice Soy Blend, Beans	12.00	\$6,077
Azerbaijan	ADRA	Rice, Veg. Oil, Wheat Flour, Beans	6.38	\$2,702
Benin	Winrock	Wheat	15.00	\$2,325
Bosnia Hercegovena	UMCOR	Veg. Oil, Wheat Flour	5.00	\$3,422
El Salvador	PCI	Soybean Meal	4.00	\$1,284
Equatorial Guinea	IPHD	Beans, Rice, Veg. Oil	0.64	\$476
Georgia	ACDI/VOCA CARE IOCC SAWSO	Soybean Meal Wheat Wheat Flour, Rice, Beans, Veg. Oil Whole Dry Milk	19.48	\$8,551
Haiti	Salesians	Beans, Veg. Oil, Wheat Flour	6.93	\$1,935
Kyrgyzstan	AIA ACDI/VOCA ARC MCI	Wheat Flour, Rice, Veg. Oil Wheat Wheat Flour, Rice, Veg. Oil Rice, Veg. Oil	13.77	\$5,569
Moldova	IPHD	Veg. Oil, Beans, Bulgur, Wheat Soy Blend	3.63	\$2,443
Moldova	LEA	Wheat Flour, Whole Dry Milk, Rice		
Nicaragua	TechnoServe	Soybean Meal	7.00	\$2,188
Russia	Chamah FTC NCBA/RFCP	Beans, Rice, Veg. Oil, Wheat Flour, Nonfat Dry Milk Soybean Meal Wheat & Corn	50.00	\$9,274
Tajkistan	AKF CARE MCI STC	Lentils, Veg. Oil, Wheat Flour, Whole Dry Milk Wheat Flour Rice, Veg. Oil Veg. Oil, Whole Dry Milk	18.40	\$9,412
Ukraine	AGUDATH CitiHope CFI	Rice Rice, Salmon, Veg. Oil, Wheat Flour, Whole Dry Milk Soybeans	16.91	\$8,681
<b>Program Total</b>			<b>179.14</b>	<b>\$64,339</b>

Values do not include Ocean Freight cost based on program summary of October 30, 1997

Source: USAID/BHR/FFPIS, 12/31/97

## TITLE II DEVELOPMENT PROGRAMS IN FY 1997

COUNTRY	SPONSOR	COMMODITY	RECIPIENTS (000)	TONNAGE (MT)	VALUE (\$000)
Bangladesh	CARE	Wheat	651	120000	\$28,800.00
	WFP	Wheat, Veg. Oil	1869.7	12850	\$5,219.30
Benin	CRS	Bulgur, Veg. Oil, Wheat Soy Blend, Cornmeal, Soy-Fort. Cornmeal	54.6	4680	\$1,911.90
	WFP	Veg. Oil	57	200	\$183.80
Bolivia	ADRA	Lentils, Peas, Soy-fortified (SF) Bulgur, Wheat flour, Corn Soya blend (CSB)	73.8	13480	\$6,193.90
	CARITAS	Wheat Flour, CSB, SF Bulgur, SF Cornmeal, Peas	115	17960	\$8,522.20
	FHI	Wheat Flour, CSB, SF Bulgur, SF Cornmeal, Peas, Wheat Soy Blend	31.4	7500	\$3,417.20
	PCI	Wheat Flour, CSB, SF Bulgur, SF Cornmeal, Lentils, Peas	34.2	5050	\$2,394.30
Burkina Faso	CRS	Beans, SF Bulgur, Veg. Oil	370.2	19780	\$11,417.20
	WFP	Veg. Oil	185	140	\$142.70
Cape Verde	ACDI	Corn, Rice		7710	\$3,197.60
	WFP	Veg. Oil	70	200	\$183.80
Chad	AFRICARE	Wheat Flour		3600	\$1,342.80
	WFP	Veg. Oil	152.6	300	\$275.70
Cote D'Ivoire	WFP	Rice	210	4200	\$2,293.20
Dominican Republic	WFP	Wheat	100	1350	\$391.50
Egypt	WFP	Wheat Flour, Veg. Oil, Beans	14.4	6250	\$2,649.80
Eritrea	AFRICARE	Veg. Oil		800	\$735.20
Ethiopia	CARE	Veg. Oil, Wheat	50.2	7630	\$4,423.10
	CRS	Veg. Oil, CSB, Wheat, Bulgur, Rice, Wheat Flour	143.3	19060	\$10,577.50
	FHI	Veg. Oil, Wheat	9.7	3910	\$2,292.30
	REST	Veg. Oil, Wheat	45.8	8090	\$3,796.70
	SCF	Veg. Oil		370	\$377.00
	WFP	Veg. Oil, Wheat	930	2440	\$965.40
	WVRD	Veg. Oil, Wheat	196.2	5260	\$2,472.80
Gambia	CRS	CSB, Veg. Oil	25.9	3710	\$1,863.60
Ghana	ADRA	Wheat, Rice, SF Bulgur, Wheat Soy Blend	35.3	16360	\$4,168.50
	CRS	SF Sorghum Grits, Veg. Oil, CSB	221.4	15480	\$5,036.10
	TECHSRV	Wheat		16000	\$3,840.00
	WFP	Beans, Veg. Oil	113.3	1040	\$798.60
Guatemala	CARE	Rice, Veg. Oil, CSB, Veg. Oil, Soybean Meal	162.5	11470	\$5,177.90
	CRS	Beans, Rice, Veg. Oil, Corn Soya Blend, Soybean Meal	18.2	5480	\$2,492.50
	FTC	Beans, CSB, Rice, Veg. Oil, Soybean Meal	12	930	\$475.90
	SHARE	Beans, Rice, Veg. Oil, CSB, Soybean Meal	85	4840	\$2,333.00
	WFP	Veg. Oil, Corn w/bnt	75	5140	\$1,388.00
Guinea	AFRICARE	Veg. Oil		640	\$588.20
	OICI	Veg. Oil		610	\$566.80
Guinea Bissau	AFRICARE	Veg. Oil, Wheat Flour		1280	\$770.60
	WFP	Rice	36.1	2080	\$1,135.70
Haiti	ADRA	Wheat Flour, SF Bulgur, Veg. Oil, Peas, Wheat Soy Blend	190.6	9790	\$4,110.80
	CARE	Peas, SF Bulgur, Veg. Oil, Wheat Flour	416.5	9740	\$3,959.90
	CRS	Wheat Flour, Peas, SF Bulgur, Veg. Oil, Wheat Soy Blend	158.5	8580	\$3,627.50
	WFP	Bulgur, Wheat, Beans, Veg. Oil	155.8	2510	\$891.40
Honduras	CARE	Benas, Corn Soya Blend, Rice, Veg. Oil, Wheat	90.4	7340	\$1,918.50
	WFP	Corn, Wheat	17	7400	\$1,803.10
India	CARE	CSB, Veg. Oil	6605	153050	\$69,524.30
	CRS	Bulgur, Veg. Oil, CSB	648.6	47770	\$18,789.70
	WFP	CSB, Veg. Oil	2230	14080	\$5,397.20
Jordan	WFP	Wheat	12.5	10950	\$2,628.00

COUNTRY	SPONSOR	COMMODITY	RECIPIENTS (000)	TONNAGE (MT)	VALUE (\$000)
Kenya	CRS	CSB, Veg. Oil, Wheat	25	2430	\$634.90
	WFP	Veg. Oil, Corn	350	4890	\$1,107.70
	WVRD	Wheat		2910	\$698.40
Lesotho	WFP	Veg. Oil, Cornmeal	727.6	3240	\$1,611.40
Madagascar	CRS	Rice, SF Bulgur, CSB	78.9	7280	\$3,750.50
Mali	WFP	Cornmeal, Veg. Oil	520	4070	\$1,920.40
Mauritania	DOULOS	SF Sorghum Grits, Veg. Oil, Wheat Soy Blend	23.3	1460	\$641.70
	WFP	Wheat, Veg. Oil, Rice	152.2	3660	\$1,575.90
Morocco	WFP	Wheat, Veg. Oil, Wheat w/ bnt	3	13510	\$4,046.90
Mozambique	ADRA	Wheat		7850	\$1,897.60
	AFRICARE	Wheat		4620	\$1,116.50
	CARE	Wheat, Veg. Oil		5890	\$1,620.90
	FHI	Wheat		7850	\$1,896.10
	SCF	Wheat		6490	\$1,570.90
	WFP	Beans	659.8	250	\$181.20
WVRD	Wheat, Veg. Oil		35870	\$12,897.10	
Nepal	WFP	Wheat SB	200	480	\$272.60
Nicaragua	ADRA	CSB, Veg. Oil	5.1	550	\$228.50
	PCI	CSB, Veg. Oil	9.3	1450	\$604.90
	SCF	CSB, Veg. Oil	10.6	1500	\$656.30
Niger	WFP	Veg. Oil, SF Sorghum Grits	75.9	2410	\$1,123.00
Peru	ADRA	Lentils, Peas, SF Bulgur, Veg. Oil, Wheat Flour, Corn Soya Masa Flour	189.7	18590	\$10,402.40
	CARE	Lentils, Rice, Veg. Oil, Wheat Flour, Beans	286.2	28910	\$17,778.90
	CARITAS	Bulgur, Peas, Veg. Oil, Wheat Flour, Corn Soya Blend	399.6	24360	\$12,975.60
	PRISMA	Bulgur, CSB, Peas, Veg. Oil	74	22040	\$12,708.50
Rwanda	WFP	Beans, Cornmeal, Veg. Oil	6	6190	\$3,129.20
Senegal	WFP	Veg. Oil	11.8	80	\$73.50
Tunisia	WFP	Wheat,	214.5	11660	\$2,798.40
Uganda	ACDI	Veg. Oil	110	4000	\$4,301.60
	AFRICARE	Wheat		4530	\$1,685.20
	WFP	Corn, Wheat	283.6	3970	\$1,272.40
Yemen (ROY)	WFP	Beans, Wheat, Veg. Oil	100	11360	\$3,731.30
Zambia	WFP	Veg. Oil	41	150	\$163.30
<b>TOTAL</b>			<b>21230.8</b>	<b>883580</b>	<b>\$358,536.40</b>
<b>ADJUSTED TOTAL VALUE OF TITLE II DEVELOPMENT ACTIVITIES</b>					<b>\$403,900.00</b>

\*Includes Section 202(e) funds and other inputs

Source: USAID/BHR/FFPIS, 12/31/97

## P.L. 480 TITLE II EMERGENCY PROGRAMS IN FY 1997

COUNTRY	SPONSOR	COMMODITY	RECIPIENTS (000)	TONNAGE (MT)	VALUE (\$000)
Afghanistan	WFP/PRO	Wheat		70,000	
Albania	WFP/IEFR	Wheat Flour	143.2	5,000	\$2,114.40
Angola	CARE	Beans, Corn, Veg. Oil	184.7	9,940	\$3,968.90
	CRS	Corn, Lentils, Veg. Oil	109.7	5,860	\$1,555.70
	SCF	Wheat		15,180	\$3,643.20
	WFP/IEFR	Beans, Corn Soya Blend (CSB), Corn, Veg. Oil	315.0	8,880	\$3,156.90
	WFP/PRO	Corn, Lentils, CSB, Veg. Oil		32,000	\$20,679.50
Bangladesh	WFP/PRO	Wheat		4,660	\$1,605.30
Bosnia-H	ADRA	Wheat, Beans, Veg. Oil	54.5	11,920	\$5,620.90
	ARC	Wheat, Beans, Rice, Veg. Oil	239.0	10,480	\$6,501.50
	CRS	Wheat	48.0	14,000	\$4,430.70
	IOCC	Beans, Veg. Oil, Wheat	45.4	7,600	\$3,935.00
	WFP/IEFR	Wheat, Beans, Veg. Oil	1.9	52,600	\$23,524.20
Bulgaria	ARC	Wheat, Beans, Veg. Oil	100.0	4,900	\$3,098.80
	CRS	Wheat Flour	20.0	3,600	\$1,594.10
Chad	WFP/IEFR	Corn	356.0	5,380	\$3,357.10
Ethiopia	DPPC	Wheat	1,338.7	20,000	\$7,494.40
	WFP/PRO	Sorghum, Veg. Oil		12,000	\$6,316.90
Iraq (Northern)	WFP/IEFR	Lentils, Wheat Soy Blend, Wheat	666.0	19,900	\$7,529.20
Kenya	WFP/IEFR	Lentils, Sorghum	1,600.0	5,800	\$2,520.10
	WFP/PRO	Wheat, Veg. Oil		11,370	\$6,508.20
Liberia	CRS	Bulgur, CSB, Veg. Oil	1,000.0	9,450	\$5,197.20
	WFP/PRO	CSB, Cornmeal, Peas, Soy-fort. Bulgur, Veg. Oil	2,130.0	32,610	\$17,712.40
Mali	WFP/PRO	Cornmeal		3,000	\$1,969.40
Mauritania	DOULOS	Soy-fort. Sorghum Grits, Veg. Oil, Wheat Soy Blend	36.0	360	\$183.50
	WFP/IEFR	Sorghum	200.0	4,000	\$1,625.50
Niger	CRS	Bulgur	225.0	1,500	\$909.50
North Korea	WFP/IEFR	CSB, Corn, Rice	8,005.0	177,000	\$49,838.30
Pakistan	WFP/PRO	Veg. Oil, Wheat		11,000	\$4,817.40
Rwanda	CRS	Beans, CSB, Cornmeal, Soy-fort. Cornmeal, Veg. Oil	4.0	650	\$564.30
	WFP/IEFR	Beans, CSB, Corn, Lentils, Peas, Soy-fort. Cornmeal, Veg. Oil	1,954.5	92,260	\$66,956.20
Sierra Leone	CARE	Bulgur, Lentils, Soy-fort. Bulgur, Veg. Oil	200.0	6,000	\$3,021.10
	CRS	Bulgur, CSB, Lentils	307.3	7,370	\$3,926.30
	WFP/PRO	CSB, Peas		6,000	\$3,634.70
	WVRD	Bulgur, CSB, Lentils, Veg. Oil	1.8	10,000	\$5,739.80
Somalia	WFP/IEFR	Cornmeal		3,620	\$2,248.00
Sudan	ADRA	Lentils, SF Sorghum Grits, Veg. Oil	105.6	11,890	\$6,692.10
	CRS	Lentils, Sorghum, Veg. Oil	205.3	12,360	\$9,077.80
	NPA	Lentils, Sorghum, Veg. Oil	78.0	6,620	\$3,418.40
	WFP/IEFR	Lentils, Sorghum, Corn	1,110.0	4,570	\$7,610.70
	WFP/PRO	Veg. Oil		420	\$433.40
Tajikistan	WFP/IEFR	Veg. Oil, Wheat Flour	885.0	16,200	\$9,476.90
Uganda	WFP/IEFR	Cornmeal, Peas, Veg. Oil, Sorghum, Corn, Cornw/BNT	110.0	3,410	\$2,375.90
	WFP/PRO	Corn, Sorghum		30,000	\$15,437.00
<b>Total</b>			<b>21,779.6</b>	<b>781,360.0</b>	<b>\$342,020.80</b>
<b>ADJUSTED TOTAL VALUE OF TITLE II EMERGENCY ACTIVITIES*</b>					<b>\$404,100.00</b>

\* Includes Section 202(e) funds and other inputs

Source: USAID/BHR/FFPIS, 12/31/97



**P.L. 480 Title II  
FY 1997 Congressional Mandates**

	<b>Subminimum</b>	<b>Minimum</b>	<b>Monetization</b>	<b>Value-added</b>	<b>Bagged in US</b>
<b>FY 1997 Target</b>	1,550,000	2,025,000	15.0%	75.0%	50.0%
<b>Final Status Sept. 1997</b>	1,039,846	1,947,137	39.6%	73.3%	48.0%

- Subminimum:** Metric tons programmed for non-emergency program through PVOs/CDOs and the WFP. Metric Ton Grain Equivalent (MTGE) used to report against target.
- Minimum:** Total metric tons programmed under Title II. MTGE used to report against target.
- Monetization:** Percentage of non-emergency programs that are PVO Monetization programs.
- Value-added:** Percentage of non-emergency program food commodities that are processed, fortified, or
- Bagged in U.S.:** Percentage of bagged commodities that are whole grain to be bagged in the United State

**Source: USAID/BHR/FFP 10/15/97, updated 12/03/97**

**USAID BUREAU FOR HUMANITARIAN RESPONSE/FOOD FOR PEACE OFFICE**  
**Section 202(e) & ISG Funds Allocation**  
**FY 1993 - 1997 (Development & Emergency Activities)**

	<b>FY 1993</b>	<b>FY 1994</b>	<b>FY 1995</b>	<b>FY 1996</b>	<b>FY 1997</b>
<b>Section 202(e) Levels</b>	\$10,000,000	\$13,458,009	\$13,500,000	\$25,000,000	\$28,000,000 (a)
<b>Section 202 (e) Funds for ISGs</b>	\$0	\$2,750,000	\$1,362,095	\$1,934,829	\$3,158,874 (b)
<b>DA Funds Used for ISGs</b>	\$5,242,000	\$2,250,000	\$3,400,000	\$2,747,154	\$2,776,762
<b>ISG Levels</b>	\$5,242,000	\$5,000,000	\$4,762,095	\$4,681,983	\$5,935,636 (c)
<b>FFP DA Levels</b>	\$5,486,000	\$3,325,000	\$5,507,000	\$4,157,000	\$4,840,000

(DA funds support not only ISGs, but also the Institutional Support Contract, IMPACT, etc.)

a - The 1996 amended Farm Bill increased the Section 202(e) level from \$13.5 million to \$28 million.

b - \$1,418,657 was obligated for new ISG requests, while \$1,740,217 was obligated for on-going ISG mortgages.

c - New ISGs - \$1,418,657. On-going ISG mortgages - \$4,516,979.

Source: USAID/BHR/FFP 10/29/97; revised 12/12/97

## Title II Generic Performance Indicators for Development Activities

Having Title II partners and Missions measure and report on standardized indicators is critical for successfully implementing the SO2 Strategic Plan. Therefore, partners using Title II food aid for development activities will be expected to carefully measure and report impacts, using, as far as possible, appropriate indicators from the list of Title II Generic Indicators. The use of these indicators will allow USAID and its partners to measure the impact of similar interventions in a standardized way and to better judge which interventions are more effective in improving household food security. Use of these indicators will also enable USAID and the cooperating sponsors to consolidate data, and thus more effectively meet Agency and Congressional requirements to demonstrate the impacts of Title II activities on food security objectives.

The core generic indicators are focused on the major categories of Title II activities and are divided into two types: (1) impact indicators, which will be carefully measured at the midpoint and at the end of activities; and (2) annual monitoring indicators, which will be measured using routine records or with brief surveys. All will be measured against data collected in baseline surveys that will be carried out at the start of all Title II activities.

(1) Impact Indicators – The measurement of impact indicators will require cooperating sponsors to carry out high quality baseline, midterm (where possible), and end-of-activity surveys. This will require use of appropriate sampling techniques and, where possible, include measurement of control groups in non-intervention areas. Due to the relatively high cost of their measurement, USAID will not require that these indicators be measured every year. However, USAID will support selected Operations Research Cases designed to better answer some generic impact questions. In these cases, partners may be asked to carry out more extensive measurements at the midpoint of a five-year activity. In addition, USAID Missions and relevant offices in USAID's Global Bureau will be encouraged to invest resources to demonstrate the impact of food aid-supported interventions.

(2) Annual Monitoring Indicators – In years in which impact data are not collected, annual results reporting will consist of monitoring intermediate results and selected impact measures that can be routinely collected. In addition, qualitative methods such as focus group discussions and key informant interviews may be used to capture process and contextual data. This annual data may indicate trends, constraints, and external factors influencing activity performance. For example, in the case of agricultural activities, annual yield data needs to be collected over the life of the activity to help distinguish effects of climatic variability from effects of the food-supported interventions.

The following table provides a summary of the Title II generic indicators. As much as possible, partners will be encouraged to choose indicators from this list which are relevant to their programs.

## Summary of Title II Generic Indicators

Category	Level	Indicator
Health, Nutrition, & Population	Impact	% stunted children (height/age z-score)
		% underweight children (weight/age z-score)
		% infants breastfed w/in 8 hours of birth
		% infants under 6 months breastfed only
		% infants 6-10 months fed complementary foods
		% infants continuously fed during diarrhea
		% infants fed extra food for 2 weeks after diarrhea
	Annual monitoring	% eligible children in growth monitoring/promotion
		% children immunized for measles at 12 months
		% of communities with community health organization
% children in growth promotion program gaining weight in past 3 months		
Water and Sanitation	Impact	% infants with diarrhea in last two weeks
		liters of household water use per person
		% population with proper hand washing behavior
		% households with access to adequate sanitation (also annual monitoring)
	Annual monitoring	% households with year-round access to safe water
		% water/sanitation facilities maintained by community
Household Food Consumption	Impact	% households consuming minimum daily food requirements
		number of meals/snacks eaten per day
		number of different food/food groups eaten
Agricultural Productivity	Impact	annual yield of targeted crops
		yield gaps (actual vs. potential)
		yield variability under varying conditions
		value of agricultural production per vulnerable household
		months of household grain provisions
		% of crops lost to pests or environment
	Annual monitoring	annual yield of targeted crops
		number of hectares in which improved practices adopted
Natural Resource Management	Impact	imputed soil erosion
		imputed soil fertility
		yields or yield variability (also annual monitoring)
	Annual monitoring	number of hectares in which NRM practices used
		seedling/sapling survival rate
FFW/CFW Roads	Impact	agriculture input price margins between areas
		availability of key agriculture inputs
		staple food transport costs by seasons
		volume of agriculture produce transported by households to markets
		volume of vehicle traffic by vehicle type
	Annual monitoring	kilometers of farm to market roads rehabilitated
		selected annual measurements of the impact indicators

**FOOD AID SHIPMENTS (CEREALS) BY DONOR, 1971-1997  
AND OBLIGATIONS UNDER  
THE FOOD AID CONVENTION (FAC), 1986-1997**

(Figures given in million metric tons)

YEAR	Donors	U.S.A.	EU	Canada	Japan	Australia	Other Donors
1972	12.5	9.2	1.0	1.1	0.7	0.2	0.3
1973	10.0	6.9	1.0	0.8	0.5	0.3	0.4
1974	5.8	3.2	1.2	0.7	0.4	0.2	0.2
1975	8.4	4.7	1.5	0.6	0.2	0.3	1.1
1976	6.8	4.3	0.9	1.0	0.0	0.3	0.3
1977	9.0	6.1	1.1	1.2	0.1	0.2	0.4
1978	9.2	6.0	1.4	0.9	0.1	0.3	0.6
1979	9.5	6.2	1.2	0.7	0.4	0.3	0.7
1980	8.9	5.3	1.2	0.7	0.7	0.3	0.6
1981	8.9	5.2	1.3	0.6	0.9	0.4	0.6
1982	9.1	5.3	1.6	0.6	0.5	0.5	0.6
1983	9.2	5.4	1.6	0.8	0.5	0.3	0.5
1984	9.8	5.7	1.9	0.8	0.4	0.5	0.5
1985	12.5	7.5	2.5	0.9	0.3	0.5	0.8
1986	10.9	6.7	1.6	1.2	0.5	0.3	0.7
1987	12.6	7.9	1.9	1.2	0.5	0.4	0.7
1988	13.5	7.9	2.6	1.1	0.6	0.4	1.0
1989	10.2	5.3	2.2	1.2	0.4	0.4	0.8
1990	11.3	6.0	3.3	1.0	0.4	0.3	0.3
1991	12.4	7.3	2.6	1.1	0.5	0.3	0.5
1992	13.1	7.1	3.7	1.0	0.4	0.3	0.6
1993	15.2	8.5	4.1	0.7	0.4	0.2	1.2
1994	12.6	8.3	2.7	0.7	0.4	0.2	0.5
1995	8.4	4.2	2.7	0.5	0.4	0.2	0.3
1996	6.5	2.8	2.4	0.4	0.5	0.3	0.1

**Minimum Annual Contributions:**

FAC 1986	7.5	4.5	1.8	0.6	0.3	0.3	0.1
FAC 1995	5.4	2.5	1.8	0.4	0.3	0.3	0.1
*FAC 1997	5.4	2.1	1.8	0.5	0.3	0.3	0.1

\* Provisional Estimate

(Sources: FAO Agrostat and FAO Food Outlook, Aug/Sept 1995;  
Food Aid Convention 1995 & Food Aid Committee)