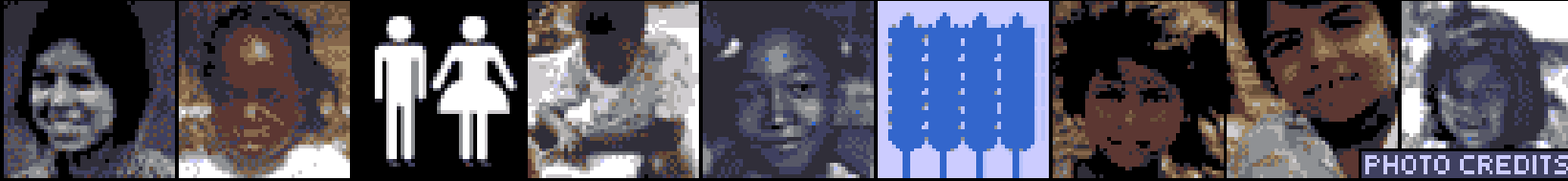


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FOOD AND
NUTRITION
TECHNICAL
ASSISTANCE



Global Food Security: US Food Aid from policy to programs to results

Bruce Cogill, Ph.D.

International Nutrition Class
Johns Hopkins University



US Food Aid: from policy to programs to results

Content of lecture

- ❖ **A Nutrition Policy and its intent --The U.S. Food Assistance Program**
- ❖ **How the Policy functions: Types of Food Aid-funded Development Programs (Title II) – focus on Maternal and Child Health and Nutrition Programs and HIV/AIDS**

What is a POLICY?

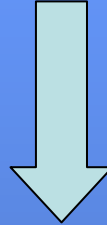
A statement by an authoritative body of an intent to act in order to maintain or alter a condition in society

Policy should have:

- 1. Statement: CLEAR, TRANSLATABLE, EVIDENCE BASED**
- 2. Authoritative body: GOVERNMENT, UN ORGANIZATION**
- 3. Intent: BACKED BY LEGISLATIVE & REGULATORY COMPONENTS**
- 4. Act: INFORM, GUIDE, INTERVENE IN AN “ENABLING” ECONOMIC, INFRASTRUCTURAL, SOCIAL AND POLITICAL ENVIRONMENT**
- 5. Alter: IMPROVE OR WORSEN**
- 6. Condition: TRADE, SECURITY, EDUCATION, or HEALTH, NUTRITIONAL, DIET, FOOD SECURITY**
- 7. Society: DEFINED IN TERMS OF STRATA WHO WILL BE AFFECTED, UNAFFECTED – WINNERS and LOSERS**

The Theory:

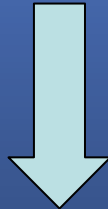
Evidence



Context



Process



Impact



The Practice:



PVOs Associations Millers

GUIDANCE

Reporting, Research



PVOs



Goals of the U.S. Food Assistance Program 1954 – 1990 - 2002

It is the policy of the U.S. to use its agricultural productivity to promote the foreign policy of the U.S. by enhancing the food security of the developing world through the use of agricultural commodities and local currencies accruing under the Act 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**
- **Foster and encourage the development of private enterprise and democratic participation in developing countries**

The Policy is:

- **Clear, translatable, evidence based (?) made by an authoritative body and is**
- **Backed by legislative and regulatory components**

How does it act?

Program -- Project -- Emergency

Program -Title I (FY 2004 ~ \$156 million) U.S. Department of Agriculture (USDA)

- Government to government long-term concessional commodity sales program
- Food for Progress
 - Projects support efforts to introduce or expand free enterprise elements in agricultural economies

Project - Title II (FY2004 > \$1.6 billion)

U.S. Agency for International Development

- **Emergency and Non-Emergency (Development) programs**
 - Implemented by Cooperatives & Private Voluntary Organizations (PVOs) and International relief organizations, including the World Food Programme (WFP)
- **FY 2003 value of commodities, freight and cash**
 - **Emergency** >\$1.3 billion to > 75 million beneficiaries
 - **Development** >\$400 million to > 20 million beneficiaries

Section 416(b) (FY2004 >\$172 million)

USDA

- **Surplus commodities, donated to PVOs, WFP and governments**
- **Proceeds from sale may be used to support agricultural, economic or infrastructure development programs**

McGovern-Dole International Food for Education and Child Nutrition Program (GFFEI)

(FY2004 > \$47 million)

USDA

- **Commodities used for school feeding (mainly) and maternal and child nutrition projects**
- **Direct distribution or sold**
- **Countries committed to universal primary education**

Program - Title III (FY2004 - \$0 million)

USAID

- **Bill Emerson Humanitarian Trust (USDA)** for emergency programming – reserve 500K tons wheat etc. No releases in 2004.

Tinbergem Rule requires optimal policy to have

What are the technical elements of the Food Aid Policy?

What is meant by Food Security?

BC2

Tinbergen Rule "optimal policy requires one policy instrument for each objective" - Does food aid policy serve one policy objective?

Bruce Cogill, 10/14/2004

USAID Definition of Food Security

When all people at all times have both physical and economic access to sufficient food to meet their dietary needs for a productive and healthy life

Three components +

- **Availability** – Sufficient quantities of appropriate, necessary types of food from domestic production, commercial imports, or donors are consistently available to the individuals or are in reasonable proximity to them or are within reach
- **Access** - Individuals have adequate incomes or other resources to purchase or barter to obtain levels of appropriate foods needed to maintain consumption of an adequate diet and nutritional level
- **Utilization** - Food is properly used, proper food processing and storage, adequate knowledge and application of nutrition and child care, and adequate health and sanitation services exist
- **+ Risk / Vulnerability / Resilience**

Priorities for Title II Development Food Aid Programs - Project

- Programmatic focus
 - Improving household nutrition, especially for children and mothers;
 - Increasing agricultural productivity to alleviate one of the leading causes of hunger;
 - Increasing incomes in rural and urban areas through economic and community development and by promoting sound environmental practices;
 - Building capacity

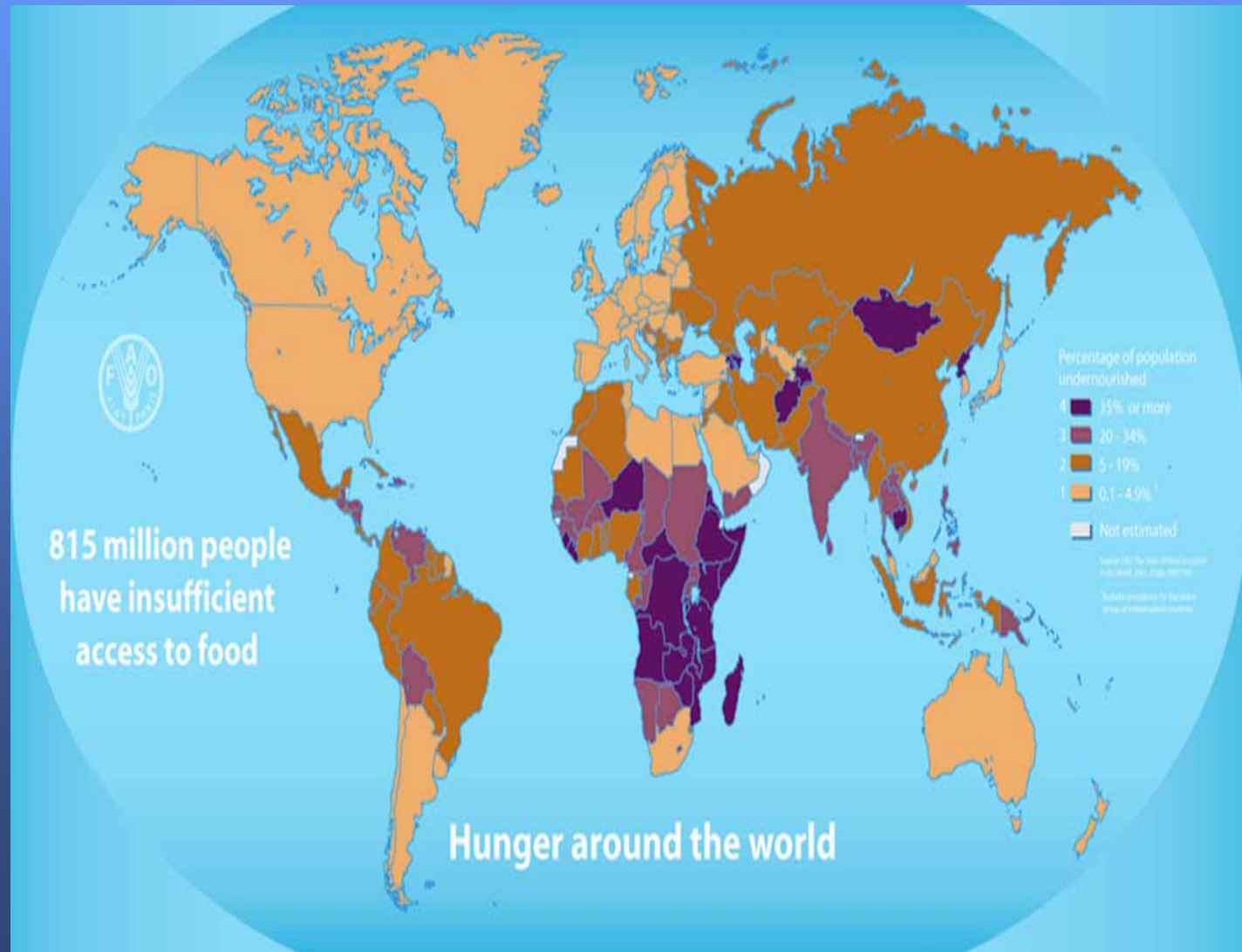
Priorities for Title II Development Food Aid Programs - Project

- **Target population**

- **Vulnerable populations** – people who are at risk of food insecurity because of their physiological status, socioeconomic status or physical security. Also people whose ability to cope has been temporarily overcome by a shock.
 - **Physiological status** –people who are malnourished, suffering from HIV/AIDs, pregnant and lactating women, children under two.
 - **Socioeconomic status** –the poor (those who by definition do not have sufficient income to purchase an adequate diet and other basic necessities) as well as those who suffer from economic and social discrimination due to ethnicity, gender or other characteristics, and many who live in environmentally marginal regions.
 - **Physical security** –refugees, internally displaced persons (IDPs), victims of war.

Priorities for Title II Development Food Aid Programs

- **Geographic focus**
 - **South Asia**
 - **Sub-Saharan Africa**



Technical focus –Title II Development Programs

Approximately 60% of the programs have integrated agriculture and health/nutrition components

Technical sector	% value FY 2004
Health and Nutrition incl. Water and Sanitation	41
Agriculture incl. Natural Resource Management	37
Non-emergency Humanitarian Assistance	9
Education	9
Microenterprise	5

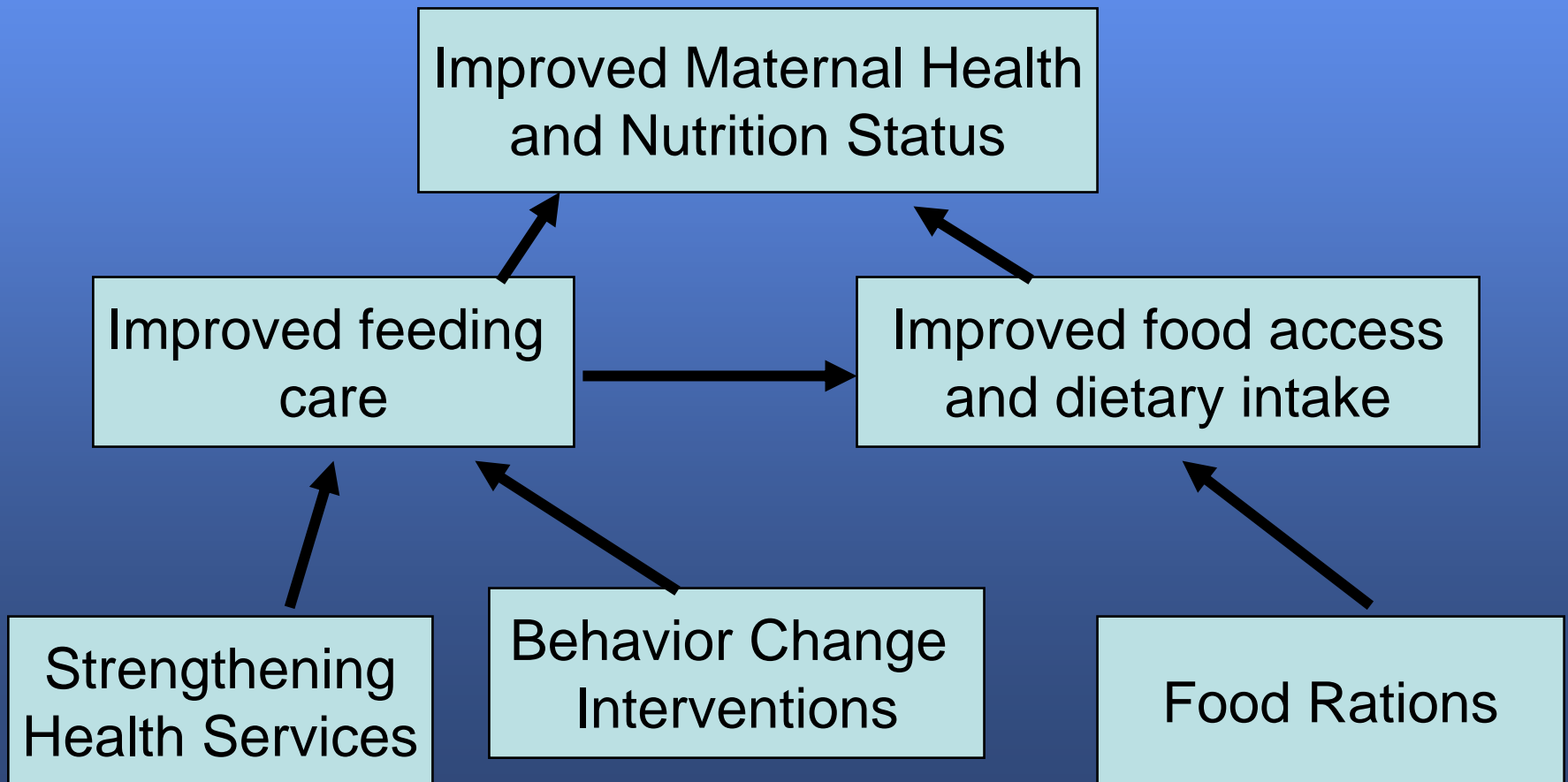
Integration of food aid and other resources

- Food aid is most effective when it is programmed in conjunction with funds for technical assistance and local currencies for logistical support and grassroots development.
- Food aid can also reinforce the positive impact of other development programs such as nutrition education, family planning, child survival and community development projects.

Uses of rations in MCHN programs

- **Recuperation:** Rehabilitate children suffering from malnutrition. Malnourished children (or their families) receive food as a dietary supplement to enable them to attain normal nutritional status
- **Prevention:** Food is provided to households that have vulnerable members at risk of malnutrition in order to prevent them from becoming malnourished
- **Incentive:** Food is used to motivate mothers to participate in educational activities aimed at improving maternal/child health and nutritional practices and at encouraging the use of health services. Food reduces barriers to participation in these activities, since it compensates for the time women spend attending the activities.

Maternal Child Health and Nutrition in Title II Programs



Title II Maternal and Child Health and Nutrition Activities

- **Behavior change interventions**
 - **Breastfeeding**
 - **Complementary feeding**
 - **Prevention and treatment of preventable childhood diseases**
 - **Increased micronutrient consumption**
 - **Hygiene**
- **Strengthening health services**
 - **Immunizations**
 - **Growth promotion**
 - **Control of diarrheal diseases**
 - **Pre- and ante-natal care**
- **Supplementary feeding**
 - **Take-home rations**
 - **On-site feeding**
 - **Nutritional recuperation**

Title II Maternal and Child Health and Nutrition & Food Commodities

- **Many Title II commodities are fortified and can act as a vehicle for micronutrient supplementation**
 - **Processed cereals (corn and wheat soy blends, wheat flour, soy-fortified cereals) fortified with vitamin and mineral premixes (A, B-12, C, D, E, folic acid, niacin, pantothenic acid, pyridoxine, riboflavin, thiamin, calcium, iodine, iron, phosphorous, sodium, and zinc)**
 - **Vegetable oil fortified with vitamin A**

higher priority

lower priority

Hierarchy of nutritional interventions

General
ration

Supplementary
feeding

CTC

Therapeutic
feeding

Increasing coverage and population level
impact

Better cost benefit

Increasingly intensive individual Rx

Poorer costs benefit

The progression...

SFP

OTP

CTC



Screen severely
malnourished
Identify & register
Wristband

Outpatient Therapeutic
Feeding
(OTP)

Ready to use therapeutic food

Systematic protocol

Antibiotic

Vit A, measles vaccination folic acid, mebendazole

Education

Increasing community involvement



What is the evidence base for the Policy?

The impact of title II maternal and child health and nutrition programs on the nutrition status of children

Swindale et al. Occasional Paper no. 4. USAID and FANTA March 2004

Title II Maternal and Child Health and Nutrition Impacts

- **Average annual percentage point reduction in stunting = 2.4**
- **Average annual percentage point reduction in underweight = 1.9**
- **Average annual reduction increases dramatically in programs greater than 3 yrs in length**

Title II Maternal and Child Health and Nutrition Universal Targeting of Children under Two

Prevention is better than cure

- Rate of increase in prevalence of malnutrition greatest between 6-24 months**
- Able to achieve catch-up growth through 24 months, ability diminishes through 36 months, quite low after 36 months of age**
- Both risk and potential benefit from the intervention are greatest for children < 24 months**
 - Applies not only to food supplementation but also health services and health and nutrition education**
 - High prevalence of malnutrition (assumed to exist because of focus of Title II funding on food insecure populations) indicates that most children are at risk, including yet to be born siblings**

Other Title II Activities

- **Title II Disaster Mitigation and Response Activities (Non-emergency)**
- **Title II Water and Sanitation Activities**
- **Title II Food for Education**
- **Title II Agriculture and Natural Resource Management Activities**
- **Title II Micro-enterprise Activities**

What are some of the challenges to achieving intent of the Policy?

Conflicting objectives and legislative mandates

- Title II resources will be used to increase food security and decrease malnutrition, particularly among women and children.
- 75% of programmed Title II resources will be processed, value-added, or bagged (FY03 51%)
- A minimum of 1.85 million MT (the sub-minimum) of Title II will be programmed for non-emergency (development) activities (FY03 1.06 million MT)
- At least 15% monetized (FY03 61%)

Challenges

Concerns about dependency – overstated concern

- **Clearly communicated time limit (e.g. receipt of welfare benefits is limited to 5 years total) is necessary to prevent dependence.**
- **Targeting by age of child (under 2s) allows for a clear time limit on receipt of ration that can be easily communicated to beneficiary.**
- **Permit only limited reentry into the food distribution component**
- **Programs with food distribution components should be integrated with other food security interventions (e.g. agricultural extension, infrastructure development, micro-credit programs)**
 - **Sustainable sources of resources needed to fill food deficit become available as MCHN food distribution winds down**

Challenges

Concerns about creating disincentives to local production

- Provide value-added, blended and fortified products that are not produced locally
 - But, ideally commodity should eventually be replaceable with local products for weaning recipes
- Provide micronutrients usually deficient and not available through locally produced products
- Commodity should represent a cash need of the households
- Food for work activities take seasonality of production into account
 - Also to avoid competing with local labor needs
- Monitor prices in local markets

US Food Aid Policy is Aimed at Reducing Hunger? According to Barrett and Maxwell (2004, Ch. 2 p. 27):

The United States government's food aid programs have always aimed to advance self-serving goals of surplus disposal, export promotion and geopolitical leverage to benefit privileged domestic interest groups. While the rhetoric of American food aid has always emphasized its altruistic appearance, the design and use of U.S. food aid programs have always been driven primarily by donor-oriented concerns, not by recipient needs or rights.

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