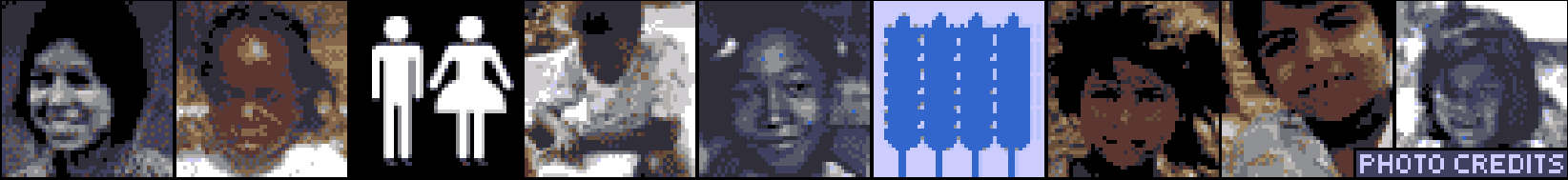


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FOOD AND
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US Food Aid: from policy to programs to results

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USAID
FROM THE AMERICAN PEOPLE

Food Aid After Fifty Years: Recasting Its Role. Christopher B. Barrett and Daniel G. Maxwell London: Routledge, May 2005

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U.S. Food Aid: Time to Get It Right. Sophia Murphy and Kathy McAfee. The Institute for Agriculture and Trade Policy. Minnesota, July 2005

[**http://www.iatp.org/**](http://www.iatp.org/)

US Food Aid: from policy to programs to results

Content of lecture

- ❖ **A Nutrition and Food 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**
- ❖ **Challenges in implementing sustainable food security programs with Title II resources**

❖-----

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Result

1. Familiarity with the extent to which the current food aid system does or does not improve food security of poor and vulnerable communities and countries
2. Role that donor supply-side influences determine food aid levels and commodity availability.
3. Understanding of the major stake-holders at the donor, middle-man and recipient country levels
4. Touch on positive and negative affects of food aid on the agricultural productivity of small farmers in poor countries.
5. Discuss ways being used to measure the "success" of food aid as a policy that promotes food security and other stated objectives of the food aid program.

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

**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**

Types of Food Aid (US)

- Program
- Project
- Emergency

Program --Title I (FY 2003 > \$218 million) USDA

- Government to government long-term concessional commodity sales program
 - Countries with food shortages
 - Taking measures to improve food security and promoting economic development
 - Potential market for US agricultural commodities
 - Proceeds contribute to mutually agreed development objectives
- Food for Progress (Project)
 - Projects support efforts to introduce or expand free enterprise elements in agricultural economies

Project and Emergency --Title II (FY2004 > \$1.67 billion) USAID

- Emergency and Non-Emergency (Development) programs including special appropriations
 - Implemented by Cooperatives & Private Voluntary Organizations (PVOs) and International relief organizations, including the 50% of World Food Programme (WFP) contributions
- Non-emergency (Development) - Distributed in-kind and monetized
- FY 2004 value of commodities, freight and cash
 - **Emergency** >\$1.2 billion to > 75 million beneficiaries
 - **Development** >\$403 million to > 20 million beneficiaries
 - In total = 2.1 million metric tons in 64 countries

Project -- Section 416(b) (FY2003 >\$159 million) USDA

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

Project -- McGovern-Dole International Food for Education and Child Nutrition Program (GFFEI) (FY2003 >\$42 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 (FY2003 - \$0 million) USAID

- Government-to-government multi-year grant mechanism
- Identify key policy constraints to improved food security
 - e.g. land tenure, export constraints, budgetary policies
- Negotiate policy conditionalities

Emergency -- Bill Emerson Humanitarian Trust (USDA) food reserve for emergency programming – reserve 500K tons wheat etc.

- **June 22, 2005**: Release of up to 500,000 metric tons is authorized for use in P.L. 480, Title II, to relieve suffering and avert famine in Africa, especially Ethiopia and Eritrea.
- **Dec. 3, 2004**: Release of 200,000 metric tons is authorized for use in P.L. 480, Title II, to further respond to emergency food needs in Sudan.

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

- **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

- **Target population**

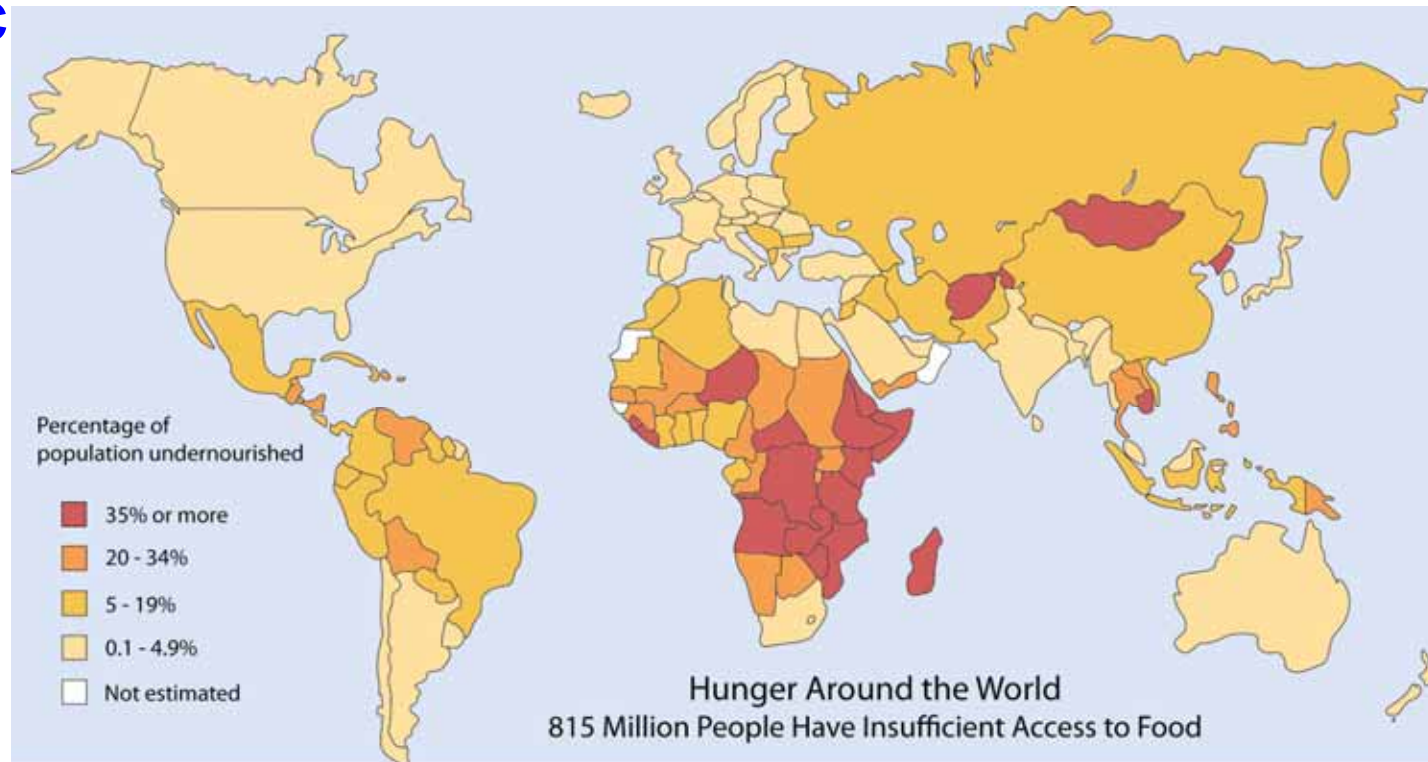
- **Vulnerable populations** – people who are at risk of food insecurity because of their physiological status, socioeconomic status or physical security. Also people whose ability to cope has been temporarily overcome by a shock.
 - **Physiological status** –people who are malnourished, suffering from 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**



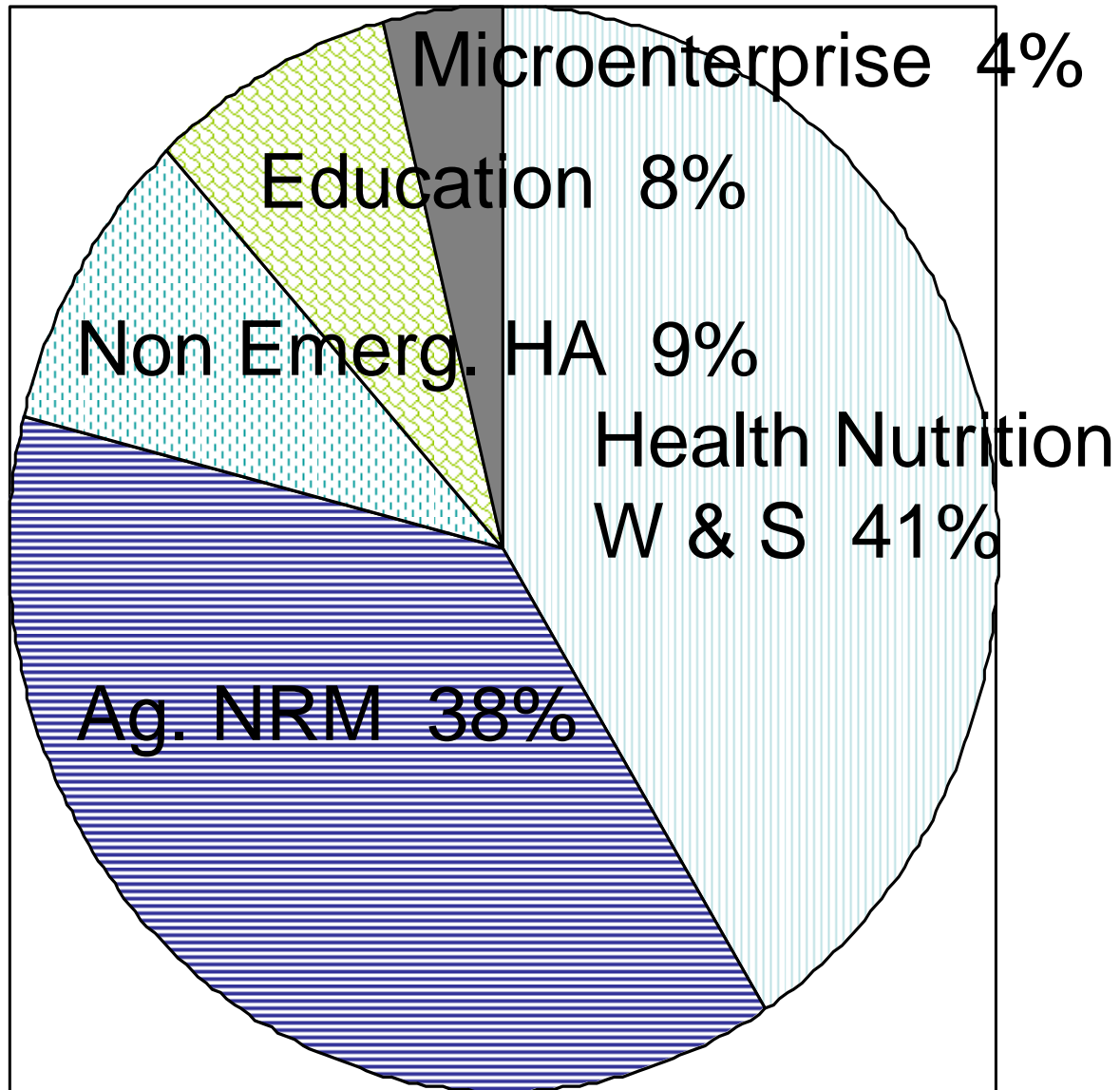
Integration of food aid and other resources

- 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.

Technical focus –Title II Development Programs
Approximately 60% of the programs have integrated
agriculture and health/nutrition components

Technical sector	% value FY 2003
Health and Nutrition incl. Water and Sanitation	41
Agriculture incl. Natural Resource Management	38
Non-emergency Humanitarian Assistance	9
Education	8
Microenterprise	4

Technical focus – Title II Development Programs



FY2003

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

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**

Title II Maternal and Child Health and Nutrition Family Rations

- **Size of ration based on estimate of household calorie deficit**
- **Universality of intrahousehold sharing of food**
 - Reasonable for food insecure households to share a food resource provided to the household
 - Results in target mother or child not receiving additional food required

Title II Maternal and Child Health and Nutrition Family Rations

- **Prior attempts to address sharing**
 - **“Self-targeted” foods**
 - **Shown to be consumed by all family members**
 - **Inferior foods**
 - **Difficult to identify among Title II commodities**
 - **On-site feeding**
 - **Results in child not being fed at home**
 - **Increase frequency of distribution?**
 - **Would greatly increase logistic burden on both implementers and participants**
 - **Likely to end up increasing total size of ration anyway (e.g. by providing 9 kgs 3 times a month instead of 24 kgs once a month)**

Title II Maternal and Child Health and Nutrition Family Rations - Assumptions

- An absolute food deficit exists at the household level (rationale for providing food ration)**
- The household needs additional food resources in order to translate knowledge into practice**
- Therefore, base ration size calculation on an estimate of family calorie deficit (not total requirements), not on the deficit or requirement of target individual child or pregnant/lactating woman**
 - Increased probability that target individual will receive the additional food needed**
 - Increased probability to nutritional results will be achieved**

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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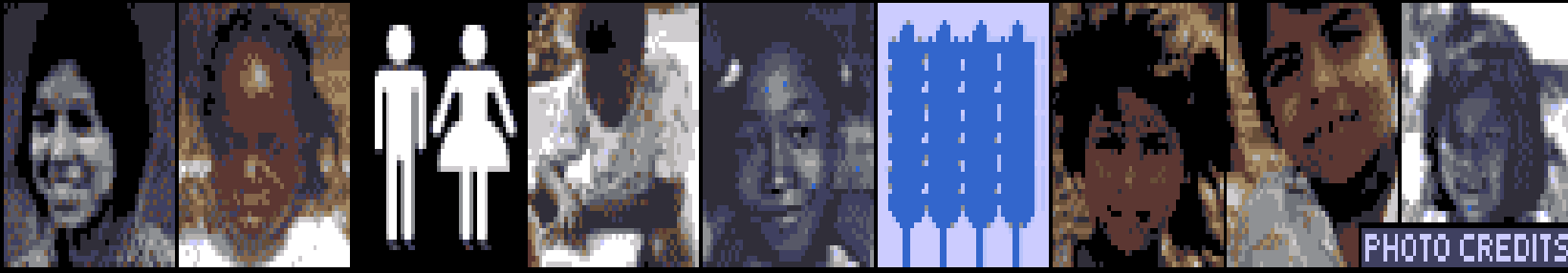


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Thank you



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