

***THEMATIC EVALUATION OF  
FOOD-AID POLICY AND FOOD-AID  
MANAGEMENT AND SPECIAL OPERATIONS  
IN SUPPORT OF FOOD SECURITY***

Synthesis Report - Annexes  
Final Version

Volume 3

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*Evaluation for the European Commission*





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<b>The opinions expressed in this document represent the authors' points of view, which are not necessarily shared by the European Commission or by the authorities of the countries concerned.</b>
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EUROPEAN COMMISSION  
EuropeAid Co-operation Office

General affairs

### **Evaluation**

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# **EVALUATION OF FOOD-AID POLICY AND FOOD-AID MANAGEMENT AND SPECIAL OPERATIONS IN SUPPORT OF FOOD SECURITY**

## **TERMS OF REFERENCE**

*Third Draft*

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## TERMS OF REFERENCE FOR AN EVALUATION OF FOOD-AID POLICY AND FOOD-AID MANAGEMENT AND SPECIAL OPERATIONS IN SUPPORT OF FOOD SECURITY

### MANDATE

- 1.1. Systematic and timely evaluation of its expenditure programmes is an established priority for the European Commission (EC), as a means of accounting for the management of allocated funds and as a way of promoting a lesson-learning culture throughout the organisation, particularly in a context of increased focus on results-based management.
- 1.2. During its meeting of 29 November 2001, the Board of the EuropeAid Co-operation Office requested the Evaluation Unit to undertake an evaluation of Food-Aid policy and management as well as special operations in support of Food-Security under Regulation No.1292/96.<sup>1</sup> This evaluation was originally scheduled to take place in 2005 for the implementation of the 1996 Regulation to have progressed significantly after the previous evaluation of 2000.<sup>2</sup> However, it was decided to bring it forward at the request of the Commission's services since, in its Communication on the evaluation and future of Regulation No.1292/96, the Commission took on board the recommendation put forward by the 2000 evaluation report that a second overall evaluation should be carried out in 2003-2004.<sup>3</sup> This recommendation was then endorsed by the Council of Ministers in December 2001.<sup>4</sup>
- 1.3. Further to the 2000 evaluation report and the subsequent Communication of the Commission and Conclusions of the Council of Ministers on the future of Regulation No.1292/96, the Court of Auditors produced a special report<sup>5</sup> in 2003. Whilst both the Commission and the Council considered that, although progress still remained to be achieved, there was no need to alter the content of Regulation No.1292/96, the Court of Auditors proposed to discontinue it in its present form and to integrate all food-aid and food-security development activities in a limited number of comprehensive Regulations.

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<sup>1</sup> See *Evaluation Strategy (2002-2006) for the Relex Family* (p.3) as in annex to Commissioner Nielson's note of December 14, 2001, on [www.europa.eu.int/comm/europeaid/evaluation/index.htm](http://www.europa.eu.int/comm/europeaid/evaluation/index.htm).

<sup>2</sup> *Evaluation of EC Food-aid, Food- security, Food-aid management and programmes in support of Food-security (Regulation No.1292/96 of 27 June 1996)*, on [www.europa.eu.int/comm/europeaid/evaluation /reports/sector/951569\\_en.pdf](http://www.europa.eu.int/comm/europeaid/evaluation /reports/sector/951569_en.pdf)

<sup>3</sup> Communication from the Commission to the European Parliament and the Council, *Evaluation and future orientation of Council Regulation (EC) No. 1292/96 on Food Aid Policy and Food Aid Management and Special Operations in Support of Food Security*, COM(2001) 473 final/2, p.5.

<sup>4</sup> 2402<sup>nd</sup> meeting of "Agriculture" Council. Brussels, 19/12/01 – Approval of the list of "A" Items: Draft Council conclusions on the evaluation and future orientation of Council regulation (EC) No.1292/96 of 27 June 1996 on Food aid policy and food aid management and special operations in support of food security.

<sup>5</sup> Special report No 2/2003 *the implementation of the food security policy in developing countries financed by the general budget of the European Union, together with the Commission's replies*. OJ C 93 of 17 April 2003.

## THE POLICY BACKGROUND

- 1.4. The *EC Regulation No.1292/96 of 27 June 1996* marked a turning point in *EC food aid/security policy* by more systematically integrating EC's food-aid instrument into a general development framework. This new approach reflects a conceptual shift by way of which food-insecurity, rather than being addressed in terms of food availability, is treated as a dimension of poverty and enters a larger framework of sustainable rural development integrating economic, social, gender and environmental aspects.<sup>6</sup> Thus, the overall objective of operations undertaken under the 1996 Regulation is "to promote food-security geared to alleviating poverty"<sup>7</sup> by targeting simultaneously (i) food supply (increasing agricultural production and/or imports); (ii) food demand (diversification and increase of family incomes; access of vulnerable groups to basic social services) and (iii) crisis prevention (early warning system; restructuring of buffer stocks). In line with the aim of poverty reduction, priority is given to the poorest sections of the population and to low-income countries with serious food shortages.
- 1.5. Besides designing food-aid as an instrument -- amongst others -- likely to contribute to the improvement of food-security (i.e., permanent access to long-term food supply of good quality), *the 1996 Regulation also brought some changes in allocation of instruments*. Although *food-aid in kind* remains an important component in terms of allocated funds,<sup>8</sup> it is being increasingly confined to the situations of emergencies and extended emergencies, as well as post-crisis and rehabilitation. Given the lack of sufficient management capacity in recipient countries, this aid tends to be replaced by: *operations in support of food-security* (institutional strengthening, development of agricultural production, support for marketing, safety nets, etc.) and *currency facility* made available to governments in order to relieve the constraints connected with balance of payment. Finally, the EC also allows for early warning systems and storage instrument which, however, accounts for a small proportion of the allocated budget since these programmes have traditionally been addressed by other instruments (such as EDF).
- 1.6. For each of these instruments, the European Commission has at its disposal *two channels of implementation*: (i) *direct aid* which is integrated in the broader budget of the recipient country and administered by its government under the framework of a pre-established national support strategy; (ii) *indirect aid*, on the other hand, is provided within the framework of a contract between the EC and implementing organisations (including UN agencies and NGOs). Despite an increasing trend in favour of direct aid, maintaining this twofold channel of implementation allows the EC to respond flexibly to the wide diversity of food-security problems and situations in developing countries.
- 1.7. One of the significant features of the period in which Regulation No.1292/96 was first implemented is the *restructuring of the EC services* responsible for managing external relations and development co-operation with third countries, the purpose of which was to improve the quality and management of aid programmes. The first restructuring of the Commission services took place in 1998, with a separation of

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<sup>6</sup> This more comprehensive food-security policy (the purpose of which is ultimately to reduce food-aid) was further stressed in the Communication on *The European Community's Development Policy*, COM(2000) 212 final, p.26.

<sup>7</sup> See Chapter I, Art.3 of Regulation No.1292/96.

<sup>8</sup> Food-aid in kind represented 90% of allocated fund in 1993 and decreased to 40% in 1999.

responsibilities between policy and programming up to the Financing Phase (remaining in the hands of DGs DEV and RELEX) and management of project implementation (i.e. procurement), which was placed in the hands of the newly-created Common Service for External Relations (SCR).<sup>9</sup> In 2000, this structure was further reorganised, with the creation of the “RELEX family” of DGs and services, comprising: the SCR, responsible for management of project implementation; DG Development (DG DEV), responsible for development co-operation policy and programming in general and with specific responsibility for ACP countries, plus project preparation; DG External Relations (DG RELEX), responsible for programming and project preparation (covering ALA, MED, TACIS, CARDS); the Humanitarian Aid Office (ECHO); DG Trade and DG Enlargement responsible for PHARE countries. Also in 2000, a further phase of reform took place with the creation of the EuropeAid Co-operation Office (AIDCO),<sup>10</sup> replacing the former SCR and taking responsibility for the entire project cycle (except programming). Last but not least, the year 2000 also marked the start of a substantial process of deconcentration to, and reinforcement of EC Delegations in third countries.

- 1.8. This restructuring of the Commission’s external services weighed heavily on the implementation of EC Regulation No.1292/96 on Food-Aid and Food-Security since it led to a profound re-organisation of tasks and responsibilities, which, in turn, entailed a certain amount of uncertainties, and difficulties as reflected within the 2000 evaluation report. Furthermore, given the fact that the evaluation was undertaken relatively soon after the adoption of Regulation No.1292/96, it failed to provide the Commission with either an in-depth analysis of the conceptual and strategic framework of food-aid and food-security activities, or a substantial analysis of impact and sustainability since too few projects and programmes had, at the time, been fully implemented.

## CURRENT DEVELOPMENTS

Following the 2000 evaluation report, both the Commission and the Council of Ministers considered that Regulation No.1292/96 did not need to be subject to any modification. The report underscored indeed the relevance of this Regulation, yet it also put forward a number of recommendations regarding, in particular, the necessity to:

- 1.9. *Clarify Objectives*: several instances of conflicts of objectives were identified due mostly to the large number of programmes and attached procedures, of which food-aid is only one. The diversity of objectives pursued through EC programmes can lead to confusions that could be avoided through both streamlining of rules and procedures and strengthening of local implementation capacities. The report also pointed out at higher policy issues regarding a lack of consistency and coherence of food aid policy with general EC agricultural and trade policies, and also raised the question of maintaining the existence of a stand-alone food-security programme. Finally, it

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<sup>9</sup> Until 1998, EC development co-operation was managed by several Directorates-General, with responsibilities divided on geographical grounds: DG VIII, responsible for co-operation with African, Caribbean and Pacific (ACP) countries, including South Africa; DG I responsible for China, DG IA, responsible for co-operation with TACIS, PHARE and Balkan countries; and DGIB, responsible for co-operation with Asian, Latin America and Mediterranean (ALA/MED) countries. In addition, there also existed the Humanitarian Office (ECHO, responsible for Humanitarian Aid) and DG II, which was responsible for macro-financial assistance.

<sup>10</sup> The newly created AIDCO then became part of the so-called “RELEX Family”, made up of five other DGs: ECHO, Enlargement, DEV, RELEX, TRADE.



proposed to strengthen the role of RESAL (European Food Security Network) in order to increase the Commission's capacities for diagnosis and analysis.

- 1.10. *Reinforce Coherence, Complementarity and Co-ordination*: while the food security programme links up with general development issues, other development programmes should also take into account the dimension of food-security. In this perspective, the overall political level and the specific level of strategies for regions and by country should aim at maximising synergies between all programmes and instruments covered (not just food-aid) in a coherent and complementary way. On the other hand, in a context in which food security objectives would be better incorporated into development programmes, the extent to which a specific Regulation and budget line are a vector of coherence and present an added-value (eg. flexibility in responding to a great range of food security problems and situations, etc.) in the realm of activities in support of food security must be analysed. Food aid and food security policy is also crucial to enable the gap between relief, rehabilitation and development to be bridged and the role of Regulation No.1292/96 in ensuring complementarity between those elements must be analysed. Finally, strengthening the role of Food-Aid and Food-Security Committee (particularly on strategic and sectoral issues) would also contribute to enhance co-ordination and complementarity between the EC and Member States.
- 1.11. *Improve Efficiency of the Commission's support to food-aid and food-security*: a weak institutional and management capacity that often resulted in various delays (of commitment and implementation) has seriously hampered the efficiency of the Commission in the food-aid and food-security sector. This lack of efficiency was exacerbated by the above-mentioned variety of instruments and budget lines involved as well as by a cumbersome chain of command from Brussels to the field level. In this context, financial resources made available by the EC often turned out to be disproportionate given the capacity of both the Commission to deliver them and of the recipient countries to absorb these resources.

## THE MAIN AIMS OF THE EVALUATION

- 1.12. The main aims of the evaluation are:

- (i) *to identify key lessons from the Commission's past co-operation in Food-aid and Food-security policy*, focusing on procedures and implementation issues and the way they affected the impact of specific actions against their objectives;
- (ii) *to assess and judge the current programming of food-aid actions and operations in support of food-security* at the light of the new policy framework (set out in particular by the Communication of September 2001) and in the new administrative context (reform of RELEX services and deconcentration), in particular with regard to lessons learned from the 2000 evaluation report and the integration of food-security in the overall EC development co-operation framework.
- (iii) *to make recommendations*. At the time of the previous evaluation, the implementation of Regulation No.1292/96 had not progressed sufficiently for its impact to be assessed. As a result, the report should focus on the impact of those actions undertaken on the basis of the Regulation and that can now be measured. The assessment and judgement of the current EC approach should also take account of the extent to which lessons have been learned from the past (the 2000

evaluation report and diverse monitoring reports), the effect of the reform of the RELEX services and the emergence of a truly integrated approach of Food-aid and Food-security into the EC development co-operation framework.

- 1.13. The evaluation will present its conclusions, along with a set of detailed and operational recommendations, in a report designed primarily to assist the Commission's policy makers and managers in the implementation of strategies.

## THE EVALUATION'S BASIC COMPONENTS

The basic approach to the evaluation will consist of **three main phases** in the course of which **four sequential methodological stages** will be developed. This approach will call upon **five key evaluation criteria**.

### Three Main Phases of Development

Desk Phase

Field Phase

Final Report-Writing Phase

### Four Methodological Stages

Structuring of the evaluation

Data Collection

Analysis

Judgements

### Five Key Evaluation Criteria

The set of evaluation questions (see below section 8) will call on the *five key evaluation criteria*: relevance, impact, effectiveness, efficiency and sustainability. The adopted approach should include the following basic elements:

Identify, explain and organise into a hierarchy the EC's Food-aid/Food-security strategy objectives in terms of their intervention context, logic and coherence. Identify key clusters or major areas of activity where Food-aid/Food-security support has been focused, with a view to subsequent analysis. Assess the **relevance** of Food-aid/Food-security objectives, programmes and actions, both to the Commission and EU's more general objectives and to the priorities and needs of beneficiary countries and regions.

Identify all recorded **impacts**. Assess the *intended impact* corresponding to each objective, indicating how these intended impacts fit within broader and changing (economic, political, sociological, cultural, environmental) contexts.

Identify *unintended impacts* or dead-weight/ substitution effects (and compare them to intended impacts).

Assess *effectiveness* in terms of how far the intended results were achieved (actual results).

To the extent that the interventions were effective, assess the *efficiency* of Food-aid/Food-security delivery in terms of how far funding, personnel, regulatory, administrative, time and other resources and procedures contributed to, or hindered the achievement of results.

Assess the *sustainability* of the strategy/strategies and their component programmes that is the extent to which their results and impacts are being, or are likely to be, maintained over time.

## SCOPE OF THE EVALUATION

1.14. The evaluation will cover the Commission's actions in the field of Food-aid actions and operations in support of Food-security set out in the general framework created by Regulation No.1292/96. The evaluation shall focus in particular on the changes introduced by the European Commission's Communication to the Council and European Parliament on *The Future of the Regulation No.1292/96*.<sup>11</sup> This document spells out new orientations for the Regulation consisting in a clarification of: (i) the role of the Regulation as well as its coherence and complementarity with other Commission's policies, programmes, and instruments; (ii) the specific objectives and applications of the various instruments within the Regulation; (iii) the measures required to improve the efficiency and the quality of programme management at all stages of the programming and project cycle.

1.15. Overall, the results of the present evaluation should be:

(i) – An *ex-post evaluation of the impact of the EC strategy and actions over the period 1997-2002* (taking account of implementation aspects and procedures), measured against policy objectives (notably of country and regional strategies) which applied during the period under study. It seems appropriate that the present exercise goes back to the early stage of the Regulation's implementation, since the 2000 evaluation report failed to identify and demonstrate any impact of the Regulation which, at the time, was still too young given that many proposed activities under Regulation No.1292/96 aim at establishing long term, structural solutions for food insecurity.

(ii) An assessment of the coherence and complementarity of the EC's strategy for Food-aid/Food-security, particularly in the light of the EC's Communication on the *Future of the Regulation*. For instance, the report should inform on: the level of integration of food security and objectives of Regulation No.1292/96 into the Commission's Development Co-operation Framework both at the overall policy level (EDF, ALA, MEDA, CARDS) and at the specific Country Strategy level (CSPs); the link between food-security instruments and the long-term regional development instruments; the added-value (if any) of this Regulation and associated budget line in a more food-security integrated context; the role of

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<sup>11</sup> COM (2001) 473 final/2

Regulation No.1292/96 in the on-going efforts to bridge the gap between relief, rehabilitation and development.

(iii) an assessment of the steps being taken by the Commission to improve the efficiency and quality management with regard to programming, targeting and handling of its Food-aid actions and operations in support of Food-security (within Brussels headquarters, at country level)

1.16. The *countries* covered by the evaluation will be based on the list of priority countries included, as an Annex to Regulation No.1292/96 and the choice among these will be made in order for the study to present a geographical balance of the Commission's activities. The specific Food-aid/Food-security programmes analysed within this report will be defined in agreement with the Steering Group after discussion of the budget lines and regulations that are involved. In choosing specific countries in which to examine Food-aid/Food-security policy and projects in more detail (including case studies during the field phase), the evaluators will act on the basis of rational criteria agreed with the Steering Group.

## MANAGEMENT AND SUPERVISION OF THE EVALUATION

1.17. The management and supervision of the evaluation will rest with the *Evaluation Unit* at EuropeAid Co-operation Office.

1.18. The progress of the evaluation will be followed closely by a Commission *Steering Group* consisting of members of the RELEX family services as well as other relevant Directorate Generals under the chairmanship of the Evaluation Unit.

1.19. The principal functions of this Steering Group will be:

- to discuss the Terms of Reference drawn up by the Evaluation Unit as well as the evaluation questions proposed by the consultants;
- to discuss the inception note and subsequent reports (see section 9 below) produced by the consultants;
- to act as interface between the consultants and Commission services;
- to provide the consultants with information and documentation on activities undertaken in the sector;
- to advise on the quality of work done by the consultants;
- to assist in feedback of the findings and recommendations from the evaluation into future programme design and delivery.

## EVALUATION QUESTIONS

1.20. The evaluation of the European Commission's strategy for Food-aid and Food-security shall be based on a *set of key questions*. These questions are intended to give a more precise and accessible form to the *evaluation criteria* (see §5.3 above) and to

articulate the key issues of concern to stakeholders, thus optimising the focus and utility of the evaluation.

- 1.21. Identified in the first instance by the evaluation team, these evaluation questions (of a *maximum of 10*) should be *grouped in thematic clusters* in accordance with the main issues relating to the Commission co-operation in the field of Food-aid and Food-security. The evaluation questions will be discussed with the Evaluation Unit, and finally debated within, and validated by the Steering Group.
- 1.22. For each Evaluation Question there should be at least one appropriate *Judgement Criterion*, and for each such criterion the appropriate quantitative and qualitative *Indicators* will be identified and specified. This, in turn, will determine the *appropriate scope and methods of data collection* (see §9.1.3 below).
- 1.23. Questions should be drafted in such a way that they clearly reflect an *evaluation exercise* (which calls for a judgement of quantity, quality and/or intensity). For instance, the evaluation question on implementation issues could be drafted as follow: *How far has the implementation and delivery of EU-supported activities, especially the choice of beneficiaries, funding instruments and donor mix, facilitated the achievement of specific objectives?*
- 1.24. Among the Evaluation Questions, at least one should be dedicated to assess how far the programme has integrated ***crosscutting issues*** (such as gender, environment, human rights, capacity building). Other question(s) shall also be dedicated to how far the programme under study took account of ***co-ordination, complementarity and coherence*** aspects (as mentioned in Article 177 of the Maastricht Treaty).

## THE EVALUATION'S THREE PHASES AND REPORTING

### Desk Phase

#### Starting the Evaluation and producing a Launch Note

Prior to embarking in the structuring phase of this study, members of the evaluation team will participate in a launching meeting with the Evaluation Unit. This meeting will be based on a *Launch Note* in which the team leader will have set out in full: (i) the team's understanding of the Terms of Reference, (ii) their proposed *general* approach to the work (methodology, scope, etc.), (iii) the proposed composition of the full evaluation team (with CVs), (iv) a budget proposal.

This Launch Note will be circulated to the Steering Group members for comments.

#### Structuring the Evaluation and drafting an Inception Note

Once the Launch Note has been circulated to the Steering Group and approved by the Evaluation Unit (after any agreed amendments have been made), the work will proceed with the *Structuring Stage* of the evaluation and shall lead to the production of an *Inception Note* for consideration by the Evaluation Unit and the Steering Group.

During this structuring stage, the evaluation team will hold exploratory meetings with the relevant Commission Services, discussing with individual desk officers in Headquarters the programmes for which they are responsible. The largest part of the work will be dedicated to the analysis of all relevant key documentation on recent and current Commission co-operation in the field of Food-aid and Food-security, including data on the pertinent policy and programming documents and instruments, and also taking account of any key documentation produced by other international donors and agencies.

On the basis of the data collected, the evaluation team will proceed, in the Inception Note, to an analysis which main aim is threefold: (a) deconstructing the intervention logic of the EC's Food-aid and Food-security policies, programmes and activities in different geographical regions; (b) drafting a set of Evaluation Questions.

- Deconstructing the *intervention logic* consists in setting out the key objectives of the Commission's strategy for Food-aid policy and management and for operations in support of Food-security, assessing the intended impacts related to the objectives. The evaluation team should point out their logic, context and overall coherence, including relevant aspects of the programme's external coherence in relation to other EU policies, the needs and policies of beneficiary countries, other donors' activities, and other geopolitical factors;<sup>12</sup>
- Once all objectives have been identified and ordered into a hierarchy, the team will draft the key *Evaluation Questions* (see above section 8).

### Desk Study and delivery of Desk Phase Report

Once the Inception Note has been debated within the Steering Group and that the Evaluation Questions have been validated, the team of consultants will proceed with the final stage of the Desk Phase of the evaluation. This final stage consists mainly in identifying and setting out proposals for the following:

- Identify, for each Evaluation Question, an appropriate *judgement criterion* (or criteria); and select relevant quantitative and qualitative *indicators* for each Judgement Criterion identified;
- Propose suitable methods of *data and information collection* both in Brussels and in proposed field trips - additional literature, interviews both structured and open, questionnaires, seminars or workshops, case studies, etc. - indicating any limitations and describing how the data should be cross-checked to validate the analysis;
- Present appropriate *methods of analysis* of the information and data collected, again indicating any limitations;
- Indicate the basis to be used for making the *judgements*, which should be directly related to the Judgement Criteria (set up during this first phase but adaptable should the field findings so dictate).

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<sup>12</sup> *Nota Bene:* Although the assumptions, conditionality and risks attached to each objective do not appear in this logical diagram they shall be assessed in the course of the analysis.

At the conclusion of this work, the evaluation team will present to the Evaluation Unit a *Draft Desk Phase Report* (following the structure set out in Annex 3). This report shall set out in full the results of this first Phase of the evaluation. It should also detail the consultants' proposed approach and methodology for the upcoming *Field Phase* of the evaluation (e.g. analytical grid for case studies, model for structured interviews, example of questionnaires, etc.), and final confirmation of the full composition of the evaluation team, including local consultants as appropriate. The analysis should include a proposed list of activities, projects and programmes for in-depth study in the field. The field mission should not start before the proposed approach and methodology have been approved by the Evaluation Unit.

After the Steering Group has discussed this Draft Report, the evaluation team will be given up to 10 working days to produce the *Final Desk Phase Report*.

### **Field Phase**

- 1.24.1. Following satisfactory completion of the Desk Phase, the evaluation team will proceed to the field missions (see calendar in section 12 below). The fieldwork, the duration of which shall be cleared with the Steering Group (it should typically last around three weeks), shall be undertaken on the basis set out in the Final Desk Phase Report and agreed by the Steering Group and by the Delegations of countries proposed for visits. Field visits should reflect the volume of resources devoted to Food-aid and Food-security in different regions, the need for geographical diversity, and the need to illustrate/validate preliminary evaluation findings through analysis of well-chosen case studies. If during the course of the fieldwork any significant deviations from the agreed methodology or schedule are perceived as being necessary, these should be explained to the Steering Group through the Evaluation Unit.
- 1.24.2. At the conclusion of the field study the team will (i) give a detailed on-the-spot *de-briefing to each Delegation in chosen countries* on their provisional findings; (ii) give a *general de-briefing (based on all missions) to the Steering Group* in Headquarters soon after returning from the field; and (iii) proceed to prepare the *Field Mission Report* for delivery to the Evaluation Unit no later than ten working days after de-briefing to the Steering Group. This report will be presented to, and debated within the Steering Group.

### **Final Report-Writing Phase**

- 1.24.3. The Final Report (as well as previous notes and reports) will be drafted in English, and be structured as set out in Annex 4.
- 1.24.4. The evaluation team will deliver a *Draft Final Report* to the Evaluation Unit no later than **June 2004**. On acceptance, the report will be circulated for comments to the Steering Group, which will convene to discuss it about 15 working days after circulation, in the presence of the evaluation team.
- 1.24.5. On the basis of comments received both from the Steering Group and the Evaluation Unit, the evaluation team will make the appropriate final amendments and submit their *Final Report* to the Evaluation Unit *within one month* of the last meeting. The evaluators may either accept or reject the comments made by the Steering Group members, Delegations' members, or relevant stakeholders, but, in

case of rejection, they shall motivate (in writing) their refusal and annex the relevant comments and their responses to the report.

- 1.24.6. The redaction of the Final Report (as well as previous reports and notes) must be of outstanding quality. The *findings*, *analysis*, *conclusions* and *recommendations* should be thorough. They should reflect a methodical and thoughtful approach, and finally the link or sequence between them should be clear.

## **DISSEMINATION AND FOLLOW-UP**

- 1.25. After approval of the final report, the Evaluation Unit will proceed with the Dissemination of the results (conclusions and recommendations) contained within this Report. The Unit will: (i) make a formal Judgement on the Quality of the evaluation; (ii) draft a 2-page Evaluation Summary; (iii) circulate a Fiche Contradictoire for discussion with the relevant Services. The Quality Judgement, the summary, and the Fiche Contradictoire will all be published on the Evaluation Unit's Web-site alongside the Final Report and the Field Phase Report.
- 1.26. Furthermore, the evaluation team (or selected members) may, on the basis of the Final Report, participate in a Seminar in Brussels during which they will make a presentation to the EC services and relevant stakeholders on the evaluation's findings, conclusions, and recommendations. The organisation of such event will depend on the expression of the Commission's interest and on the availability of sufficient time and resources.

## **EVALUATION TEAM**

- 1.27. This evaluation is to be carried out by a team with advanced knowledge of, and experience in at least the following fields: development co-operation policy, macroeconomics, agro-economy, rural and social development (including gender expertise), as well as NGO co-operation, with a strong in-depth knowledge of Food-aid and Food-security issues and the links with relief, rehabilitation and development. Consultants should also possess an appropriate training and documented experience in the management of evaluations, as well as evaluation methods in field situations. The team should comprise consultants familiar with the different regions covered by Regulation No.1292/96.
- 1.28. The Team composition should be agreed as indicated in §9.1.1, but may be subsequently adjusted if necessary in the light of the Evaluation Questions, once they have been validated by the Steering Group (see §9.1.2).
- 1.29. The Evaluation Unit recommends strongly that consultants from beneficiaries' countries be employed (particularly, but not only, during the Field Phase).



## TIMING AND BUDGET

### Calendar

The evaluation will start in **June 2003** with completion of the Final Report scheduled for **April 2004**. The following is the *indicative* schedule :

<i><b>Evaluation's Phases and Stages</b></i>	<i><b>Notes and Reports</b></i>	<i><b>Dates</b></i>	<i><b>Meetings</b></i>	<i><b>Dates</b></i>
<b>Desk Phase</b>		Starts in <i><b>mid-Sept 2003</b></i>		
Starting Stage	Launch Note	Due in <i><b>early Oct 2003.</b></i>	Launch Meeting (Evaluation Unit + Consultants)	In the <i><b>mid- Oct 2003.</b></i>
Structuring Stage	Inception Note	Due in <i><b>mid-Nov 2003</b></i>	Steering Group Meeting	In <i><b>end of Nov. 2003</b></i>
Desk Study	Draft Desk Report	Due in <i><b>mid-Dec 2003</b></i>	Steering Group Meeting	In <i><b>early January 2004</b></i>
	Final Desk Report	Due in <i><b>mid- January 04</b></i>		
<b>Field Phase</b>		Starts in <i><b>February 2004</b></i>		
	De-briefing post- Field Phase		Presented to the Steering Group	In <i><b>March 2004</b></i>
	Draft Field Phase Report	Due in <i><b>April 2004</b></i>	Steering Group Meeting	In <i><b>end of April 2004</b></i>
	Final Field Phase Report	Due in <i><b>May 2004</b></i>		
<b>Final Report- Writing Phase</b>	Draft Final Report	Due in <i><b>June 2004</b></i>	Steering Group Meeting	In the <i><b>end of June 04</b></i>
	Final Report	Due in <i><b>July 2004</b></i>		
<b>Dissemination</b>	Seminar	<i><b>Sept/Oct 2004</b></i>		

The dates mentioned in the above table may only be changed in view of optimising the evaluation performance, and with the agreement of all concerned. As mentioned in § 9.1.1, no Steering Group meeting is scheduled to take place at this stage. However the Inception Note will be circulated to the Steering Group members for comments. Subject to agreement by the Evaluation Unit (see above § 10.2).

**Cost of the Evaluation and Payment Modalities**

1.29.1. The cost of the evaluation should not exceed € 300.000

1.29.2. The Payments modalities shall be as follow: 30% at the acceptance of the Inception Note; 50% at acceptance of Draft Final Report; 20% at acceptance of Final report.

## **Annex 1 - TORs: Key official documentation for the evaluation**

### **Official Documents**

Commission Regulation (EC) No 2519/97 of December 16<sup>th</sup> 1997 laying down general rules for the mobilisation of products to be supplied under Council Regulation (EC) No 1292/96 as Community food aid [Official Journal L 346, 17.12.1997].

Commission Regulation (EC) No 2298/2001 of November 6<sup>th</sup> 2001 laying down detailed rules for the export of products to be supplied as food aid [Official Journal L 308, 27.11.2001].

Communication from the Commission relating to the characteristics of products to be supplied as Community food aid [Official Journal C 312, 31.10.2000].

Communication from the Commission to the European Parliament and the Council: Evaluation and future orientation of Council Regulation (EC) No. 1292/96 on food aid policy and food aid management and special operations in support of Food Security [COM (2001) 473 final/2].

Session of the committee on Agriculture: Note of the European Commission on Food Aid, December 2001.

Council Regulation (EC) 1292/96 of 27<sup>th</sup> of June 1996 on food aid policy and food aid management and special operations in support of Food Security [Official Journal L 166, 5.7.1996].

### **Food Aid on the Internet**

Information the European Commission's food-aid policy and food-aid management on the Internet: <http://europa.eu.int/scadplus/leg/en/lvb/r12504.htm>

USAID food aid policy document: <http://www.usaid.gov/pubs/ads/pps/foodsec/index.html>

Handbook on food aid: <http://www.sphereproject.org/handbook/foodaid.htm>

### **Selected Bibliography**

Boudreau, T. (1998): The Food Economy Approach: a Framework for Understanding Rural Livelihoods, RRN Network Paper 26: Relief and Rehabilitation Network/Overseas Development Institute, London.

Buchanan Smith, M and Davies, S. (1995): Famine Early Warning and Early Response - the Missing Link, Intermediate Technology Publications, London.

EuropeAid and Liaison Committee of Development NGOs to the European Union (1995): Code of Conduct on Food Aid and Food Security, The Hague/Brussels.

FAM (1993): Generally Accepted Commodity Accountability Principles, Food Aid Management, Washington DC.

FAO/WHO: Joint FAO/WHO Food Standards Programme, Volumes 1 to 14. Further information from [codex@FAO.org](mailto:codex@FAO.org).

Jaspars, S. and Young, H. (1995): Good Practice Review 3: General Food Distribution in Emergencies: From Nutritional Needs to Political Priorities, Relief and Rehabilitation Network/Overseas Development Institute, London.

MSF (1995): Nutrition Guidelines, Médecins Sans Frontières, Paris.

ODI Seeds and Biodiversity Programme (1996): Good Practice Review 4: Seed Provision During and After Emergencies, Relief and Rehabilitation Network/Overseas Development Institute, London.

OFDA: Field Operations Guide, Office for Disaster Assistance, USAID. Available from OFDA's Web site.

Overseas Development Institute / People In Aid (1998): Code of Best Practice in the Management and Support of Aid Personnel, ODI/PIA, London.

Riley, F. (1995): IMPACT Food Security Indicators and Framework for Use in the Monitoring and Evaluation of Food Aid Programs. A USAID supported project. (Available through USAID / Food for Peace).

Telford, J. (1997): Good Practice Review 5: Counting and Identification of Beneficiary Populations in Emergency Operations: Registration and its Alternatives, RRN / ODI, London.

UNHCR (1997): Commodity Distribution, a Practical Guide for Field Staff, UNHCR Division of Operational Support, Geneva.

UNHCR (1996): Partnership: A Programme Management Handbook for UNHCR's Partners, UNHCR, Geneva.

WCRWC/UNICEF (1998): The Gender Dimensions of Internal Displacement. Women's Commission for Refugee Women and Children, New York.

WFP/UNHCR (December 1997), Joint WFP/UNHCR Guidelines for Estimating Food and Nutritional Needs in Emergencies, WFP/UNHCR, Rome/Geneva.

WFP/UNHCR (1997): Memorandum of Understanding, WFP and UNHCR, Geneva.

Young, H (1992): Food Scarcity and Famine, Assessment and Response. Oxfam Practical Health Guide No 7, Oxfam, Oxford.

### **Evaluation and Monitoring reports**

European Commission, EuropeAid Co-operation Office D (2001) 32947: Report on the European Commission's External Assistance (Staff working Document), Section on Food Aid pp. 26-32.

Evaluation of EC Food Aid, Food Security Policy, Food Aid Management and Programmes in support of Food Security, Regulation No 1292/96 of June 27<sup>th</sup> 1996

European Court of Auditors, 2003/C 93/01 Special Report No 2/2003 on the implementation of the food security policy in developing countries financed by the general budget of the European Union, together with the Commission's replies.

## Annex 2- TORs: Outline Structure for the Reports

### Outline Structure of the Desk Phase Report

Part 1: Reconstruction of the hierarchy, logic, related assumptions and intended impacts of the **objectives of the EC's interventions** in Food-aid and Food-security, for the different periods as mentioned in §6.2.

Part 2: Presentation of the **key evaluation questions, judgement criteria** and associated **indicators**.

Part 3: **Analysis of the information and data** available at the end of the desk phase and indications of any missing data, so as to inform the work plan for the field phase.

Part 4: Proposed **field phase methodology** (methods of enquiry, data collection and sampling, etc. vis-à-vis the information sought) with concrete proposal and examples.

Part 5: Proposed **analysis methodology** based on sound and recognised methods used for evaluation.

### **Annex 3-TORs: Outline Structure of the Final Report**

*Length:* The Final Report should not be longer than 50 pages (including the executive summary). Additional information on overall context, programme or aspects of methodology and analysis should be confined to annexes.

#### **1. Executive Summary**

*Length: 5 pages maximum*

This executive summary must produce the following information:

- 1.1 – Purpose of the evaluation;
- 1.2 – Background to the evaluation;
- 1.3 – Methodology;
- 1.4 – Analysis and main findings for each Evaluative Question; short overall assessment;
- 1.5 – Main conclusions;\*
- 1.6 – Main recommendations.\*

*\* Conclusions and recommendations must be ranked and prioritised according to their relevance to the evaluation and their importance, and they should also be cross-referenced back to the key findings. Length-wise, the parts dedicated to the conclusions and recommendations should represent about 40 % of the executive summary*

#### **2. Introduction**

*Length: 5 pages*

- 2.1. Synthesis of the Commission's Strategies and Programmes: their objectives, how they are prioritised and ordered, their logic both *internally* (ie. the existence – or not – of a logical link between the EC policies and instruments and expected impacts) and *externally* (i.e. within the context of the needs of the country, government policies, and the programmes of other donors); the implicit assumptions and risk factors; the intended impacts of the Commission's interventions.\*
- 2.2. Context: very brief analysis of the political, economic, social and cultural dimensions affecting Food-aid actions and operations in support of Food-security in third countries. Well indicate the needs, potentials, and main constraints for the beneficiary country
- 2.3. Purpose of the Evaluation: presentation of the evaluative questions and of how they will permit to assess the EC's strategy and programmes.

#### **3. Methodology**

*Length: 10 pages*

In order to answer the evaluative questions a number of methodological instruments must be presented by the consultants:

- 3.1. Judgement Criteria: which should have been selected (for each Evaluation Question) and agreed upon by the steering group;

- 3.2. Indicators: attached to each judgement criterion. This in turn will determine the scope and methods of data collection;
- 3.3. Data and Information Collection: can consist of literature review, interviews, questionnaires, case studies, etc. The consultants will indicate any limitations and will describe how the data should be crosschecked to validate the analysis.
- 3.4. Methods of Analysis: of the data and information obtained for each Evaluation Question (again indicating any eventual limitations);
- 3.5. Methods of Judgement

#### **4. Main Findings and Analysis**

*Length: 20 to 30 pages*

Answers to each Evaluation Question, indicating findings and conclusions for each.

#### **5. A Full Set of Conclusions (including overall assessment) and Recommendations**

*Length: 10 pages*

A Full set of Conclusions\* and Recommendations\* (i) for each evaluation question; (ii) as an overall judgement of the EC strategy vis-à-vis the third countries' needs. In the Conclusions, the consultants should built upon the answers to the evaluation questions in order to provide the reader with an overall assessment of the EC's strategy in Food-aid and Food-security and its component programmes.

*\*All conclusions should be cross-referenced back by paragraph to the appropriate findings. Recommendations must be ranked and prioritised according to their relevance and importance to the purpose of the evaluation (also they shall be cross-referenced back by paragraph to the appropriate conclusions).*

## **Annex 2: Methodology for the evaluation**

### **1. APPROACH TO THE STRUCTURING PHASE**

This evaluation commenced with a structuring phase running from September 2003 to December 2003. During this phase, the following activities were undertaken:

- A review of relevant EC policy documents and a round of interviews with relevant EC staff in Brussels. The policy documents were obtained from two main sources: EC websites (especially the websites maintained by DG Development, DG Relex, and EuropeAid) and Commission services (especially during the course of interviews and during mission-preparation meetings). Other documents were selected from the information database maintained by Particip GmbH. Annex 14 presents the main documents that have been analysed for this evaluation. Specific country documents are listed in the various country reports.
- The team examined the overall EC's stated objectives on food aid and food security as well as the specific objectives of the FA-FS regulation and structured them according to main clusters (pre-conditions, operations and instruments; actions; outputs, outcomes, impact and implicit issues). The resulting impact diagram (see Annex 3) represents the overall strategy of EC food aid and food security.
- Based on this impact diagram, a set of twelve evaluative questions was drafted and discussed with the members of the Steering Group. For each of the EQ's, specific judgement criteria, indicators and data collection methods were defined. A full overview is given in Annex 4.
- A preliminary version of the FSBL project database was constructed and analysed to establish the character and volume of EC assistance within the FA-FS regulation.
- Based on the budget payment overviews based on the CRIS Saisie database and on the information from interviews with EC staff, a list of countries to be visited during the completion phase was proposed and discussed. The various steps of the selection process for the field visits are presented in annex 5. At the end of the Preparatory Phase, a final evaluative approach was suggested and agreed upon with the Evaluation Unit and the Steering Group. This final evaluative approach includes the 12 evaluative questions, the related criteria and indicators as well as other data collection methods for improving the quality of the evaluation (questionnaire, CSP analysis, field survey preparation).

### **2. APPROACH TO THE COMPLETION PHASE**

This completion phase was launched in January 2004 and ended early June 2004.

The proposed evaluative approach consisted in the following components:

- *Briefing seminar in Brussels.* A briefing seminar has been organised in Brussels Mid-January for all international and national experts. Aim of the seminar was to share main relevant information and documents, discuss all evaluative questions and prepare the field visits (work plan). After the seminar, meetings with EC staff have been organised. Annex 6 presents the programme of the seminar.

*Field visits (10 countries).* The specific objective of the country field visits is to assess to the impact of the regulation over the period 1997-2002, the coherence and complementarity of the various instruments and budget lines, as well as the added value of this Regulation and associated budget lines. Through consideration of the evaluative questions, the country evaluation teams have assessed the relevance, effectiveness, and coherence of EC FA-FS strategy(ies) and programmes. The increase of the field visits from five



(originally planned) to ten broadened the representativeness of the results from the field phase. This approach has allowed the evaluators to select countries that represent the use of various instruments and food aid and food security operations in a range of development contexts. The following countries were included: Bangladesh, Burkina Faso, Ethiopia, Gaza, Kyrgyzstan, Malawi, Mozambique, Nicaragua, Peru and Zimbabwe. Field missions were carried out from January to March 2004. Each mission was carried out by a senior international consultant together with a national expert. In two countries, a junior expert joined the team. Each country visit lasted 15 days. For every country, there were two days briefing seminar, one days mission preparation, and five days for report drafting. Documentation was collected prior to the mission in Brussels from relevant DG Relex and EuropeAid staff. During the field visits, approximately 10 days were dedicated to meeting different stakeholders (in the EC Delegation, in partner organisations (line-ministries, NGO's, multilateral and bilateral funders, etc.) and national actors involved in FA-FS issues). Other donors (both multilateral and bilateral) as well as major NGO's involved in FA-FS have been interviewed as well for benchmarking of the EC approach to FA-FS. A mixture of participatory techniques, including face-to-face interviews and focus group discussions has been used. Approximately five days were spent on field visits to selected programmes and projects. Techniques included interviews and focus groups with beneficiaries (women and men), local implementers and other key stakeholders. At the end of each country mission, an "aide mémoire" (ca 5 pages) was drafted as input for a final feed-back/discussion session organised for the EC Delegation and its key partners. Separate reports were made for each country according to a standard framework, referring to the Evaluative Questions and the associated judgement criteria. Draft country reports were finalised in April and sent to Delegations for comments. The final country reports in Volume 4 of this report incorporate these comments (unless otherwise stated).

- *Deepen the analysis of the food aid and food security budget commitments and payments based on the CRIS database and other EC financial information sources.* During the desk phase, the analysis focused on the regulation 1292/96. Given the later added need for a comparative analysis of the various instruments dealing with FA and FS, the financial analysis was extended to the other EC instruments as well. An overall analysis of FA-FS relevant projects was been made of the following financial instruments: EDF, MEDA, ALA, TACIS, CARDS, ECHO, Rehabilitation, NGO co-financing). The administration of a questionnaire to 30 EC Delegations (see below) has provided an opportunity to crosscheck and debug the financial database, thus giving a more representative picture of EC global activities in FA and FS. The financial analysis was far more complex than planned, and was finalised in May 2004. Annex 7 presents the results of the statistical analysis.
- *Document review and interviews with relevant resource persons in Brussels.* The majority of the relevant documents were already collected and analysed during the desk phase. During the completion phase, various new documents were included, especially those concerning the other EC instruments and the national strategies. The interviews with resource persons served to deepen specific issues or questions in relation to the country field visits.
- *Comparative analysis of national strategy documents.* The aim of this comparative analysis of national strategies documents (CSP's, PRSP's, sectoral strategies relevant to food security, etc.) was to assess the interrelations between the various processes (role of the regulation in the CSP; role of EC in the elaboration of PRSP etc.). This was mainly done in the form of a desk study. However, contributions from field surveys have been integrated where relevant. This analysis has been carried out for 20 important recipient countries and was finalised in May 2004. Annex 8 presents the selection process and Annex 9 the results of this analysis.
- *Analysis of the importance of food security in the various relevant EC instruments.* The aim of this analysis was to assess the potential and existing linkages between the FA-FS regulation and other instruments such as the geographical instruments (EDF, MEDA,

ALA, TACIS, CARDS) and other relevant EC budget lines (ECHO, Rehabilitation, NGO co-financing). Again, this was primarily done as a desk study. Official EC regulations as well as evaluation reports have been analysed in April 2004. Annex 10 presents the results of this analysis.

- *A questionnaire survey of a sample of 30 Delegations.* The evaluative approach based on the twelve evaluative questions described above was translated into a structured questionnaire that was finalised at the beginning of the completion phase. A sample of FA-FS country programmes was taken with a wide geographical representation and including national FA-FS programmes of various sizes. The questionnaires were sent to the Delegations by the beginning of March 2004. Relevant Delegation staff was identified and contacted by telephone with a request to complete the questionnaire, as well as to check their FA-FS project database in an effort to improve the accuracy of the financial analysis part of this evaluation. Relevant Commission Desk Officers in Brussels were also contacted. This analysis has been finalised in May 2004. Annex 11 presents a summary of the questionnaire results while Annex 12 presents the various steps for the selection of countries and detailed questionnaire results.
- *Synthesis report.* A draft synthesis report was produced for discussion with the Evaluation Steering Group. The report integrates the main elements from the structuring phase, and presents new elements that were analysed during the completion phase. Thus, the report makes a synthesis of the main results from the country reports as well as from document analysis, former evaluation reports, delegation answer to the questionnaire and comparative analysis between instruments, and drafts overall conclusions and recommendations. After discussion with the Steering Group, it was decided to split the evaluation report into four volumes. Volume 1 is the main evaluative report. Volume 2 is a descriptive report that provides an overview of EC food security policies and operations, and the main relevant trends in EC cooperation. Volume 3 contains the annexes. Volume 4 consists of the ten country reports.
- All these information sources have been crosschecked before being integrated in the synthesis reports (evaluative and descriptive reports). Evaluation results are therefore not relying on only one information source.

### 3. APPROACH TO QUALITY ASSURANCE

The methodology is aiming at ensuring the highest quality of the evaluation report. This Chapter presents what has been planned and done in order to fulfil the quality criteria used by the evaluation unit to assess the evaluation reports.

Quality criteria	Methological answer
Meeting needs	<p>The evaluators paid a particular attention to the clear formulation of what should be achieved by this evaluation. Although the expectations from the various SG members were too ambitious given the limited resources allocated, the evaluators have given clear answers to all evaluative questions as well as to the major issues that needed clarification.</p> <p>The information needs from the commissioning body has been provided through the diversification of information sources.</p>
Relevant scope	<p>The rationale of EC strategy has been given a high attention. This can be seen in the high quality of the impact diagram, presenting all issues playing a role in food aid and food security, even issues that are outside the FS issue (as for example the various trends, which may influence the future of FS strategies).</p>

	<p>The intervention logic has been discussed and agreed upon with the SG meetings. Evaluative questions have been drafted by the evaluators and approved by the SG.</p> <p>The long descriptive reports is a sign of the importance that has been given to a detailed presentation of instruments, actors and trends.</p>
Defendable design	<p>A specific design has been developed in order to face the multiplication of expectations that appear by the first SG meeting.</p> <p>The major aspect of this design is the multi-angulation: diversification of information sources and crosschecking of various actors perceptions. Information has been gathered from:</p> <ul style="list-style-type: none"> <li>• EC staff in Brussels (through interviews with key persons, official documents, strategy papers, statistical analysis...),</li> <li>• Delegations (through questionnaire to the delegations, interviews during field surveys, analysis of CSPs),</li> <li>• State and non state actors (through field surveys and document review),</li> <li>• Government (through analysis of CSPs, PRSP and national documents),</li> <li>• Target groups (participatory field surveys)</li> </ul> <p>A particular focus has been put on capitalising existing experience and literature (evaluation reports on various issues and countries, thematic reports, comparative analysis of CSPs and PRSPs, comparative analysis of instruments, capitalisation on existing experiences and lessons learned), as well as taking profit from the own experience of the expert team (briefing and planning seminar in Brussels).</p> <p>The focus put on an increase of field surveys from 5 to 10 countries is also improving the consistency of the field findings.</p> <p>Transparent decision process have been used for delimiting the scope of the evaluation, defining the evaluative questions, and selecting the countries for the field surveys, the questionnaires and the comparative CSP and PRSP analysis.</p> <p>A briefing seminar in Brussels has ensured a common view of international and national experts on the work to be done. Standard documents for the field surveys have been elaborated.</p>
Reliable data	<p>As mentioned for the above criteria, primary and secondary data have been gathered in various ways and by different actors. The various perceptions of these actors (information sources) have been compared and crosschecked.</p> <p>The work on set up of a FS specific database is one example of the tremendous work that has been done in order to ensure reliable data.</p> <p>Primary data are presented in the annexes so as to allow the reader for controlling the analysis made in the synthesis report.</p> <p>As regard to the influence that delegation comments on country report could have on the synthesis report, please refer to the comments concerning the criteria "<i>validity of conclusions</i>".</p>

Sound analysis	<p>The report is composed of two parts: a descriptive part presenting in detail the various instruments, actors and relevant trends for FS, and an analytical part in the Chapter on evaluative questions and quality criteria.</p> <p>Main findings are presented for each EQ as well as the linkages between the various information sources. All information sources have been used (and quoted) for answering the various EQ. A box at the end of each EQ is resuming the major issues of the analysis.</p> <p>All information sources have been systematically analysed, cross checked and then integrated in the synthesis report.</p>
Credible findings	<p>Detailed information on main relevant issues (EC FS strategy, strategy and components FSBL, main geographical instruments and budget lines, main trends influencing FS) has been provided in the descriptive Chapters.</p> <p>Findings presented by each EQ are referring to the most important issues from the descriptive chapters and integrate results from other information sources (evaluation reports, field surveys, questionnaires...)</p> <p>The inconsistency of findings, conclusions and recommendations from former evaluation reports has also been analysed, in order to check the credibility of the findings presented in those reports.</p> <p>The consistency of the results from the country reports has been analysed. In case of inconsistency, country reports results have not been integrated into the synthesis report.</p> <p>The same structure has been used for the finding and analysis (EQ), the conclusions and the recommendations, so as to make the linkages between these issues very clear.</p>
Validity of the conclusions	<p>The analysis is based on relevant issues, which have been agreed upon by the SG. The scope of the evaluation has been validated by the SG and the evaluators has developed a specific design to ensure the full set of findings. A huge amount of work has been made to diversify primary and secondary data and to cross check it, so that data is highly reliable. Based on this cross checking, only relevant information has been selected and put in relation with the various issues to be studied (evaluative questions). The appropriateness of this information has been discussed and agreed upon by two experts (including the key expert). Main findings have been highlighted and have led to a specific conclusion. The structure of the conclusions is similar to the structure of the evaluative questions so as to make linkages very clear.</p> <p>The conclusions are not based on only one information source. They are the result of a systematic crosschecking of information.</p> <p>As regard to the influence that delegation comments on country report could have on the synthesis report, it is important to take into consideration following aspects:</p> <ul style="list-style-type: none"> <li>• The results of the various country reports constitute only one source of information for the synthesis report. Other sources of information shouldn't be underestimated, such as results from other evaluation, delegation questionnaires, interviews with resource persons, analysis of literature, comparative analysis of instruments, CSPs and PRSP, own experience.</li> </ul>

	<ul style="list-style-type: none"> <li>The results from country reports have been integrated in the synthesis report, only when these were judged to be relevant for the overall analysis and when they were also found in other country reports or other information sources.</li> </ul> <p>Finally, although delegation comments are numerous, they are focussing on minor issues, unclear formulation or factual findings so that the conclusions and recommendations of the country reports are still valid.</p>
Usefulness of the recommendations	<p>Each recommendation in turn derives from almost one conclusion.</p> <p>The process that has led to the formulation of recommendations is clearly presented.</p> <p>Recommendations are structured in a clearly way, giving a response to the main expectations from commissioners.</p> <p>Some recommendations that were too general have been rewritten so as to become more operational.</p>
Clearly reported	<p>The report is long due to the various expectations from the SG members. It is however clearly structured in two parts; a descriptive one and an analytical one.</p> <p>The information is not repeated in the various chapters, but it follows a "principe d'entonnoir", i.e. detailed information are first being presented, then relevant information has been underlined, then major lessons are presented.</p> <p>Primary information is being presented in annexes, country reports in a separate volume. All country reports do have the same structure so as to make the reading easier.</p>
Contextual constraints	<p>The evaluators have been highly flexible in order to adapt the planning to the increased expectations of SG members.</p> <p>The quality of the country reports should be assessed in relation with the number of days allocated for the writing (5 days) and the days spent in the field (14). There is a risk for commissioners not to take these limited resources into consideration and to assess the quality in a theoretical way.</p> <p>The commissioners should also consider the extreme short time devoted to this evaluation, beginning October 2003 and ending in June 2004, with two phases, ten country studies, the managing of questionnaires to delegations, the quality control of all reports (given 3 drafts version per country reports, it makes 30 reports to check within two months plus the synthesis reports).</p>

#### 4. CONSTRAINTS

The main problem confronted by the evaluation team was the breadth of the subject being evaluated. The later on added focus on the comparative analysis of various budget lines and geographical instruments widened the subject of the evaluation study a lot. This led to a very tight work plan, which was very hard to respect maintaining good quality of work. The lack of an integrated and consistent database was also a major difficulty to be overcome.

The impossibility for financial reasons to postpone the final delivery of this report to a later date has put a high pressure on the evaluation team. All activities mentioned in the above section on the evaluation methodology for the completion phase were carried out within four months only, which absolutely is a very short period for an evaluation with such a scope.

### **Annex 3: Impact diagram: Presentation and sources**

#### **1. Elaboration of the impact diagram**

The impact diagram that was developed for this evaluation presents a stylised overview of EC objectives and intended impacts, outcomes, outputs and actions in relation to food aid and food security operations. It details the intervention logic as perceived by the evaluators based on the most relevant official strategy documents of the EC on food aid and food security.

The impact diagram presented below was elaborated in two steps:

In a first step, the diagram was built on the two most important documents for this evaluation:

- The Council Regulation (EC) 1292/96 of 27<sup>th</sup> of June 1996 on food aid policy and food aid management and special operations in support of Food Security.
- The Communication from the Commission to the European Parliament and the Council: Evaluation and future orientation of Council Regulation (EC) No. 1292/96 on food aid policy and food aid management and special operations in support of Food Security [COM (2001) 473 final/2].

In the second step, the diagram was completed based on the following documents, of which the importance was stressed by the Steering Group members:

- The Special Report N°2/2003 from the Court of Auditors on the Implementation of the Food Security Policy in developing countries financed by the general budget of the European Union;
- The Commission's replies to the Special report n° 2/2003 from the Court of Auditors;
- The Draft Council Conclusions on the Special report n° 2/2003 from the Court of Auditors;
- The conclusions of the 2000 Evaluation of EC Food Aid, Food Security Policy, Food Aid Management and Programmes in support of Food Security, Regulation No 1292/96.

The results of discussions with officials from various units in the Commission services have been also integrated into this diagram. This led to a focus on:

- The range of instruments playing a role in food security. Apart from the regulation N° 1292/96, the geographical instruments and budget lines should be also analysed. The added value of the regulation compared to the other instruments should be assessed.
- The range of operations / components of the regulation. The regulation is composed of four components with specific programming and implementing modalities. Each of these components should be analysed.
- The range of issues influencing EC FA and FS policies and actions (now and in the future). In order to ensure the relevance of recommendations, actual changes and trends (such as the deconcentration process, the focus on budgetary support, the new financial regulation, the LRRD process) and especially their impact on FA and FS policies and actions should be integrated into the analysis.

It should be noted that the impact diagram is a representation of EC strategy, based on official documents. The elements listed in the diagram are taken from official documents. The role of the evaluators was to structure the various elements and to bring them together in one diagram.

The table in Annex xx presents the various issues mentioned in the impact diagram, the referring original text of the official documents, and the place where it can be found in the document.

## **2. Presentation of the impact diagram**

The diagram presented in Annex xx is a simplified version of the diagram presented at the SG meeting on November the 3<sup>rd</sup>. The linkages between the different elements of the various columns have been deleted to make the diagram more readable. Because the majority of actions can be financed by several of the components of the FA-FS regulation and by other instruments, presenting all linkages in the diagram is confusing. Thus, it is not possible anymore to analyse the cause-effect chains between specific actions, outputs and outcomes.

The impact diagram is composed of seven columns:

- The first column presents the pre-conditions of the regulation 1292/96. This column focuses on the most important conditions that should be fulfilled before using the aid instruments of the regulations (see Chapter 1, art 1 and 2). These conditions are important for the analysis as they provide information on the specificity of the regulation compared to the other instruments dealing with FA and FS. Coordination and complementarity between the regulation and the other instruments is already a major condition.
- The second column of the impact diagram presents a list of the various instruments dealing with FA-FS. On top, the various operations or components of the regulation are listed. These components (food aid, foreign currency facility, operations to support food security, and other) are presented in Volume 2 of this evaluation report. At the bottom, the other instruments dealing with FA and FS are listed: other geographical instruments (MEDA, EDF, ALA, CARDS and TACIS); other budget lines (ECHO, Rehabilitation, NGO co-financing). Apart from these instruments, other instruments from member states or from other donors (USAID) are also listed. These issues will be tackled by analysing the coordination between donors. Two major observations are made based on this column. First, as there are various components / operations within the regulation that in practice support the same type of actions, there is a need to analyse the specificity of each component. Second, there are several instruments that are dealing with FA and FS apart from the regulation, which stresses the need to analyse the coherence between the regulation and these other instruments and to assess the added value of the regulation in the EC FA and FS strategy.
- The third column presents the various actions that can be financed by the regulation 1292/96 (as well as by other instruments). These actions are described in the regulation (Chapter 1 art 2 to 8). It is important to keep in mind that, through the range of instruments, many different actions can be financed by the regulation, which also leads to many different outputs.
- The fourth column presents the various outputs of the EC interventions that are mentioned in the regulation 1292/96 and the COM 473.
- The Fifth and Sixth columns present the major outcomes (short-term and mid-term outcomes) derived from the outputs. This is based on the regulation (chap 1, Art 1) and on the European Commission's vision and approach of food security<sup>13</sup>. Outputs and outcomes are important as they can be used to assess the effectiveness of programmes or projects, as well as operational impacts.

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<sup>13</sup> Fighting Hunger: Food security at the heart of poverty reduction. The European Commission's vision and approach; September 2001

- The Seventh column presents the overall objective of EC interventions, focussing on poverty reduction (as the central objective of EC development cooperation) that will be reached by the achievement of outcomes, as well as by achievements in the three strategic areas deriving from the Treaty of the European Union (sustainable development; integration into the world economy; democracy, human rights, rule of law, peace making and conflict prevention).
- Finally, at the bottom of the diagram on the right side, there is a set of important issues influencing the overall management of FA and FS programmes (programming, Identification, appraisal, financing, implementation and evaluation). These issues include the deconcentration process, the specific attention for the link between relief, rehabilitation and development (LRRD), the discussion on the new aid convention, the increasing importance of budgetary support, and the new financial regulation). These issues have not been analysed in detail, but the influence of these processes on FA and FS programmes has been assessed in a general way in order to ensure the relevance of the recommendations of this evaluation study.



### 3. Sources of the impact diagram

<i>Pre conditions</i>		
Only after analysis of added value of regulation compared to other instruments	<p>Operations under this Regulation shall be appraised after analysis of the desirability and effectiveness of this instrument as compared with other means of intervention available under Community aid that could have an impact on food security and food aid, and in coordination with these means.</p> <p>Whereas the Community's support for the developing countries' efforts to achieve food security could be enhanced by greater flexibility in food aid, granting financial support for operations concerning food security, and in particular the development of farming and food crops, as an alternative to food aid in certain circumstances, while protecting the environment and the interests of small farmers and fishermen;</p> <p>Whereas, in order to ensure better management of food aid, aligning it more closely on the interests and needs of the recipient countries, and to improve the decision-making and implementing procedures,</p> <p>At this stage, the Commission concludes that the Regulation has distinct and specific attributes that are highly relevant to addressing food security as basic dimension of poverty in highly vulnerable and food insecure countries but that further analysis and thinking are required to fully integrate/merge both the food security objective and instrument into the Commission's overall development device.</p> <p>However, there is an immediate need to define more clearly the role of the Regulation and its various instruments in order to ensure coherence and complementarity with other Community policies and programmes. In addition, there is a need to strengthen the efficiency and the quality of programme management at all stages of the programming and project cycle.</p>	<p>Council Regulation N° 1292/96; Chapter 1, Article 1</p> <p>Council Regulation N° 1292/96; Chapter 1, Article 1</p> <p>Council Regulation N° 1292/96; Introduction</p> <p>COM 473, Ch. 2.3</p>
Specific list of eligible countries	<p>Whereas a list should be drawn up of the countries and bodies eligible for Community aid operations;</p> <p>The countries and organizations eligible for Community aid for operations under this Regulation are listed in the Annex. In this connection, priority shall be given to the poorest sections of the population and to low-income countries with serious food shortages.</p>	<p>Council Regulation N° 1292/96; Introduction</p> <p>Council Regulation N° 1292/96; Chapter 2, Article 9</p>

	<p>The selection of priority countries will be based on the following criteria:</p> <ul style="list-style-type: none"> <li>- Countries with a high incidence of poverty with a food security dimension measured by consumption and nutrition indicators;</li> <li>- The beneficiary country has a long term food security policy and conditions are in place for the effective utilisation of EC funds;</li> <li>- Food insecurity is addressed in the EC Country Support Strategy;</li> <li>- Countries where the EC has experience and a comparative advantage to intervene.</li> </ul> <p>In addition, priority may be accorded to any eligible country facing serious food crises or post-crisis situations.</p>	COM 473, Ch. 3.5
Focus on vulnerable groups	<p>Whereas, given the different responsibilities of men and women for the food security of households, systematic account should be taken of their different roles when drawing up programmes aimed at achieving food security;</p> <p>Whereas women and communities should be involved to a greater extent in efforts to achieve food security at national, regional or local level and at the level of households;</p> <p>In this connection, priority shall be given to the poorest sections of the population and to low-income countries with serious food shortages.</p>	<p>Council Regulation N° 1292/96; Introduction</p> <p>Council Regulation N° 1292/96; Introduction</p> <p>Council Regulation N° 1292/96; Chapter 2, Article 9</p>
Aid must not be liable to disrupt local market	<p>Whether sold or distributed free of charge, aid must not be liable to disrupt the local market.</p> <p>Whereas food aid must not have any adverse effects on the normal production and commercial import structures of the recipient countries;</p>	<p>Council Regulation N° 1292/96; Chapter 1, Article 1</p> <p>Council Regulation N° 1292/96; Introduction</p>
Close coordination with intervention by other donors	The Commission shall ensure that operations under this Regulation are appraised in close coordination with intervention by other donors.	Council Regulation N° 1292/96; Chapter 1, Article 1
Aid shall be integrated into the development policy particularly those on agriculture and agri-foodstuffs and the food strategies of the countries concerned	<p>The Community's aid shall be integrated as thoroughly as possible into the development policies, particularly those on agriculture and agri-foodstuffs, and the food strategies of the countries concerned.</p> <p>Whereas food aid and operations in support of food security are key features of Community development cooperation policy and must be taken into account as objectives in all Community policies likely to affect the developing countries, in particular</p>	<p>Council Regulation N° 1292/96; Chapter 1, Article 1</p> <p>Council Regulation N° 1292/96; Introduction</p>

	<p>from the point of view of economic reforms and structural adjustment;</p> <p>Whereas in determining the steps to be taken for the execution of food-aid operations the implementing procedures should be adjusted to the specific nature of each recipient area, although within the framework of a common policy and strategy;</p>	Council Regulation N° 1292/96; Introduction
No food aid of humanitarian nature	Food-aid operations of a humanitarian nature shall be carried out in the framework of the rules on humanitarian aid and shall not fall within the scope of this Regulation.	Council Regulation N° 1292/96; Chapter 1, Article 1
All instruments shall be implemented in close coordination	In the event of a serious crisis, all the instruments of the Community's aid policy shall be implemented in close coordination for the benefit of the population concerned.	Council Regulation N° 1292/96; Chapter 1, Article 1
<b><i>Operations – instruments</i></b>		
<b>Regulation 1292/96 (direct aid and indirect aid)</b>	<p>Whereas it is therefore necessary that the Community be able to provide a steady overall flow of aid and be in a position, in appropriate cases, to undertake to supply to the developing countries minimum amounts of products under specific multiannual programmes linked to development policies</p> <p>Whereas to that end provision should also be made for Community aid to be made available to international, regional and non-governmental organizations; whereas such organizations must satisfy a number of conditions guaranteeing the success of food-aid operations;</p> <p>Under its policy of cooperation with developing countries and in order to respond appropriately to situations of food insecurity caused by serious food shortages or food crises the Community shall carry out food-aid operations and operations in support of food security in the developing countries.</p> <p>Operations under this Regulation shall be appraised after analysis of the desirability and effectiveness of this instrument as compared with other means of intervention available under Community aid, which could have an impact on food security and food aid, and in coordination with these means.</p>	<p>Council Regulation N° 1292/96; Introduction</p> <p>Council Regulation N° 1292/96; Introduction</p> <p>Council Regulation N° 1292/96; Chapter 1, Article 1</p> <p>Council Regulation N° 1292/96; Chapter 1, Article 1</p>
Food aid in kind	<p><i>Title I Food aid operations</i></p> <p>Food aid shall primarily be allocated on the basis of an objective evaluation of the real needs justifying such aid,</p>	Council Regulation N° 1292/96; Chapter 1, Article 2

	<p>Food aid in-kind provided under the Food Aid/ Food Security Regulation and channelled mainly through direct government programmes, EuronAid/NGOs and WFP should be mobilised in the following situations:</p> <ol style="list-style-type: none"> <li>1. In complementarity with ECHO, to provide relief in cases of major crisis;</li> <li>2. As a contribution to strategic reserves and safety nets;</li> <li>3. Linking relief, rehabilitation and development</li> </ol>	COM 473, Ch. 3.3
Foreign currency facility	<p>Where a recipient country has partially or totally liberalized food imports, the mobilization of Community aid must be consistent with that country's policy and not distort the market. In such cases, the Community contribution may take the form of a foreign currency facility to be made available to private-sector operators in the country concerned, subject to the operation being part of a social and economic policy and an agricultural policy aimed at alleviating poverty (including the strategy on the importation of basic foodstuffs).</p> <p>In the case of countries undergoing structural adjustment, and in line with the relevant resolutions of the Council, the counterpart funds generated by the various development assistance instruments constitute resources which must be managed as part of a single and consistent budgetary policy in the context of a programme of reforms. This form of assistance is gradually replacing project aid and traditional food aid in-kind because it offers a number of important advantages</p>	<p>Council Regulation N° 1292/96; Chapter 2, Article 12</p> <p>Council Regulation N° 1292/96; Chapter 1, Article 2</p> <p>COM 473, Ch. 3.4</p>
Operation to support food security	<p><i>Title 2 Operations in support of food security</i></p> <p>Operations in support of food security shall take the form of technical and financial assistance</p> <p>The Commission will maintain project support in conditions where the policy environment does not permit budgetary aid,</p> <p><i>Title III Early-warning systems and storage programmes</i></p>	<p>Council Regulation N° 1292/96; Chapter 1, Article 5</p> <p>COM 473, Ch. 3.4</p> <p>Council Regulation N° 1292/96; Chapter 1, Article 6</p>
Others – Technical assistance Capacity building	Operations in support of food security shall take the form of technical and financial assistance	Council Regulation N° 1292/96; Chapter 1, Article 5

	<p>The Community contribution may also cover flanking activities necessary to make the operations under this Regulation more efficient and, in particular, supervision, monitoring and inspection, distribution and field training.</p> <p>Consequently, the Commission will attach greater importance to local capacity building through technical assistance support and national training and administrative reform programmes. Particular attention will be afforded to building local capacity to analyse and monitor national and regional food security situations and to formulate food security and poverty policies, strategies and programmes.</p>	<p>Council Regulation N° 1292/96; Chapter 2, Article 16</p> <p>COM 473, Ch. 3.4</p>
<b>Other instruments carrying out food security actions or having an influence on food security</b>		
Other budget lines (ECHO, NGO co-financing, Rehabilitation)	<p>Whereas food aid and operations in support of food security are key features of Community development cooperation policy and must be taken into account as objectives in all Community policies likely to affect the developing countries, in particular from the point of view of economic reforms and structural adjustment;</p> <p>Such operations shall be planned and appraised in the light of their consistency with, and complementarity to, the objectives and operations financed by other Community development-aid instruments. They must be part of a multiannual plan.</p> <p>It is necessary to clarify the division of responsibilities between the food security instrument and EC long term development instruments (EDF, ALA, MEDA, TACIS and macro financial lending) and between the food aid instrument managed by DEV / EuropeAid Cooperation Office and short term humanitarian relief programmes managed by ECHO.</p>	<p>Council Regulation N° 1292/96; Introduction</p> <p>Council Regulation N° 1292/96; Chapter 1, Article 3</p> <p>COM 473, Ch. 3.3</p>
Other regional instruments (FED, MEDA, ALA, TACIS, CARDS)	<p>Whereas food aid and operations in support of food security are key features of Community development cooperation policy and must be taken into account as objectives in all Community policies likely to affect the developing countries, in particular from the point of view of economic reforms and structural adjustment;</p> <p>Such operations shall be planned and appraised in the light of their consistency with, and complementarity to, the objectives and operations financed by other Community development-aid instruments. They must be part of a multiannual plan.</p>	<p>Council Regulation N° 1292/96; Introduction</p> <p>Council Regulation N° 1292/96; Chapter 1, Article 3</p>

	It is necessary to clarify the division of responsibilities between the food security instrument and EC long term development instruments (EDF, ALA, MEDA, TACIS and macro financial lending) and between the food aid instrument managed by DEV / EuropeAid Cooperation Office and short term humanitarian relief programmes managed by ECHO.	COM 473, Ch. 3.3
Compliance with WTO and EC agricultural, trade; human rights & good governance rules	<p>Whereas the Community, with its Member States, is a party to certain international agreements in this domain, and in particular the Food Aid Convention;</p> <p>Whereas it is therefore necessary that the Community be able to provide a steady overall flow of aid and be in a position, in appropriate cases, to undertake to supply to the developing countries minimum amounts of products under specific multiannual programmes linked to development policies as well as to enter into undertakings in relation to international organizations;</p> <p>In addition to these policies; the Regulation should also be consistent with the EC's external commitments, such as the obligations under the Food Aid Convention and associated Code of Conduct, the Commission's global network of development cooperation partnerships and trade relations under the WTO.</p>	<p>Council Regulation N° 1292/96; Introduction</p> <p>Council Regulation N° 1292/96; Introduction</p> <p>COM 473, Ch. 3.2</p>
Recipient country instruments and national strategies	<p>Whereas food aid must be integrated into the developing countries' policies for the improvement of their food security, in particular by the establishment of food strategies aimed at alleviating poverty and geared to achieving the ultimate goal of making food aid superfluous;</p> <p>Whereas Community food-aid policy must adjust to geopolitical change and the economic reforms under way in many recipient countries;</p> <p>to support the efforts of the recipient countries to improve their own food production at regional, national, local and family level,</p> <p>This change reflects the increasing importance of national development/food security strategies and EC Country Support Strategies (CSS) as the basis for the design of food security programmes.</p>	<p>Council Regulation N° 1292/96; Introduction</p> <p>Council Regulation N° 1292/96; Introduction</p> <p>Council Regulation N° 1292/96; Chapter 1, Article 1</p> <p>COM 473; Ch. 2.1</p> <p>COM 473; Ch. 3.4</p>

	Food security interventions will be designed and implemented so as to be consistent with EC Development Policy and country and regional support strategies (Country and Regional Strategy Papers);	
Other instruments from member states	<p>Whereas the Community and its Member States closely coordinate their development cooperation policies as regards food aid programmes and operations aimed specifically at enhancing food security;</p> <p>Whereas, in order to facilitate the application of certain of the measures envisaged and ensure that they mesh with the recipient country's food security policy, provision should be made for close cooperation between the Member States and the Commission within a Food Security and Food Aid Committee;</p> <p>In order to guarantee the principle of complementarity referred to in the Treaty and enhance the effectiveness and consistency of the Community and national food-aid provisions and operations in support of food security, the Commission shall seek to ensure that its own activities are as closely coordinated as possible with those of the Member States and with other policies of the European Union, both at decision-making level and on the ground, and may take any appropriate initiative in pursuit of this end.</p>	<p>Council Regulation N° 1292/96; Introduction</p> <p>Council Regulation N° 1292/96; Introduction</p> <p>Council Regulation N° 1292/96; Chapter 3, Article 28</p>
Other instruments from other donors (bilateral and multilateral)	<p>Therefore, in order to maximise coherence, complementarity and efficiency the Commission will fully integrate food security objectives and strategies into its Development Cooperation Framework both at the overall policy level and at the specific country strategy level (EC Country Strategy Papers).</p> <p>Food security interventions will be designed and implemented so as to be consistent with EC Development Policy and country and regional support strategies (Country and Regional Strategy Papers);</p>	<p>COM 473; Ch. 3.3</p> <p>COM 473; Ch. 3.4</p>
<b>ACTIONS</b>		
Allocation of basics foodstuffs from regional / national market	Products shall be mobilized on the Community market, in the recipient country or in one of the developing countries (listed in the Annex) if possible one belonging to the same geographical region as the recipient country.	Council Regulation N° 1292/96; Chapter 2, Article 11
Allocation of basics foodstuffs from Europe	Products shall be mobilized on the Community market, in the recipient country or in one of the developing countries (listed in the Annex) if possible one belonging to the same geographical region as the recipient country.	Council Regulation N° 1292/96; Chapter 2, Article 11
Allocation of extra basics	Products shall be mobilized on the Community market, in the recipient country or in one	Council Regulation N°

foodstuffs from Europe	of the developing countries (listed in the Annex) if possible one belonging to the same geographical region as the recipient country.	1292/96; Chapter 2, Article 11
Purchase of food from local markets	Products shall be mobilized on the Community market, in the recipient country or in one of the developing countries (listed in the Annex) if possible one belonging to the same geographical region as the recipient country.	Council Regulation N° 1292/96; Chapter 2, Article 11
Awareness actions	Besides the allocation of basic foodstuffs, aid may be used for the supply of seed, fertilizer, tools, other inputs and commodities, the creation of reserves, technical and financial assistance and awareness and training schemes.	Council Regulation N° 1292/96; Chapter 1, Article 2
Training for government staffs, actors and beneficiaries	Besides the allocation of basic foodstuffs, aid may be used for the supply of seed, fertilizer, tools, other inputs and commodities, the creation of reserves, technical and financial assistance and awareness and training schemes.	Council Regulation N° 1292/96; Chapter 1, Article 2
Supply of seeds, tools and inputs to produce food crops	Besides the allocation of basic foodstuffs, aid may be used for the supply of seed, fertilizer, tools, other inputs and commodities, the creation of reserves, technical and financial assistance and awareness and training schemes.  The supply of seed, tools and inputs essential to the production of food crops	Council Regulation N° 1292/96; Chapter 1, Article 2  Council Regulation N° 1292/96; Chapter 1, Article 5
Rural credit targeted particularly at women	Rural credit support schemes targeted particularly at women	Council Regulation N° 1292/96; Chapter 1, Article 5
Supply drinking water	Schemes to supply the population with drinking water	Council Regulation N° 1292/96; Chapter 1, Article 5
Storage schemes	Besides the allocation of basic foodstuffs, aid may be used for the supply of seed, fertilizer, tools, other inputs and commodities, the creation of reserves, technical and financial assistance and awareness and training schemes.  Storage schemes at the appropriate level,  Operations aimed at improving storage systems with a view to reducing waste or ensuring sufficient storage capacity for emergencies.	Council Regulation N° 1292/96; Chapter 1, Article 2  Council Regulation N° 1292/96; Chapter 1, Article 5



		Council Regulation N° 1292/96; Chapter 1, Article 8
Operation concerning the marketing, transport, distribution and processing of food products	Operations concerning the marketing, transport, distribution or processing of agricultural and food products	Council Regulation N° 1292/96; Chapter 1, Article 5
Support of private sector development for commercial development	Measures in support of the private sector for commercial development at national, regional and international level	Council Regulation N° 1292/96; Chapter 1, Article 5
Applied research and field training	Besides the allocation of basic foodstuffs, aid may be used for the supply of seed, fertilizer, tools, other inputs and commodities, the creation of reserves, technical and financial assistance and awareness and training schemes.  Applied research and field trainin  Preparatory studies and training schemes in connection with the above activities.	Council Regulation N° 1292/96; Chapter 1, Article 2  Council Regulation N° 1292/96; Chapter 1, Article 5  Council Regulation N° 1292/96; Chapter 1, Article 8
Strengthening production of food crops	Projects to develop the production of food crops while respecting the environment,  To support the efforts of the recipient countries to improve their own food production at regional, national, local and family level	Council Regulation N° 1292/96; Chapter 1, Article 5  Council Regulation N° 1292/96; Chapter 1, Article 1
Technical assistance for community based organisations	Besides the allocation of basic foodstuffs, aid may be used for the supply of seed, fertilizer, tools, other inputs and commodities, the creation of reserves, technical and financial assistance and awareness and training schemes.  Flanking, awareness, technical assistance and field training operations, in particular for women and producers' organizations and agricultural workers	Council Regulation N° 1292/96; Chapter 1, Article 2  Council Regulation N° 1292/96; Chapter 1, Article

		5
Support measures for women and producers' organisations	Whereas, given the different responsibilities of men and women for the food security of households, systematic account should be taken of their different roles when drawing up programmes aimed at achieving food security;  Whereas women and communities should be involved to a greater extent in efforts to achieve food security at national, regional or local level and at the level of households;  Support measures for women and producers' organizations	Council Regulation N° 1292/96; Introduction  Council Regulation N° 1292/96; Introduction  Council Regulation N° 1292/96; Chapter 1, Article 5
Production of fertilizer from raw materials found in recipient Country	Projects to produce fertilizer from raw materials and basic materials found in the recipient countries	Council Regulation N° 1292/96; Chapter 1, Article 5
Schemes supporting local food aid structures (training on the ground)	Schemes to support local food-aid structures, including training schemes on the ground.	Council Regulation N° 1292/96; Chapter 1, Article 5
Support national early warning systems	Early-warning systems and systems for gathering data on trends in harvests, stocks and markets, the food situation of households and the vulnerability of the population with a view to improving understanding of the food situation in the countries concerned.	Council Regulation N° 1292/96; Chapter 1, Article 8
Support to Food Security Information Systems	Early-warning systems and systems for gathering data on trends in harvests, stocks and markets, the food situation of households and the vulnerability of the population with a view to improving understanding of the food situation in the countries concerned.	Council Regulation N° 1292/96; Chapter 1, Article 8
Carry out preparatory studies	Preparatory studies and training schemes in connection with the above activities.	Council Regulation N° 1292/96; Chapter 1, Article 8
Support to national / regional food aid policy		
<b>Outputs</b>		
<b><i>The output have been deduced from the actions and are referring to similar paragraphs of the mentioned official document</i></b>		
Food reserves created		
Food availability improved		

Supply of drinking water improved		
Food production at regional, national, local, family level improved		
Involvement of women / communities in food security actions improved		
Input costs for food production diminished		
Export of non food stuffs improved		
Improved culture of traditional crops		
Awareness in hygiene and nutrition improved		
Increased opportunity for income generating activities		
Early Warning Systems established at national / regional level		
Functioning information systems on food security		
Expert Network to support		

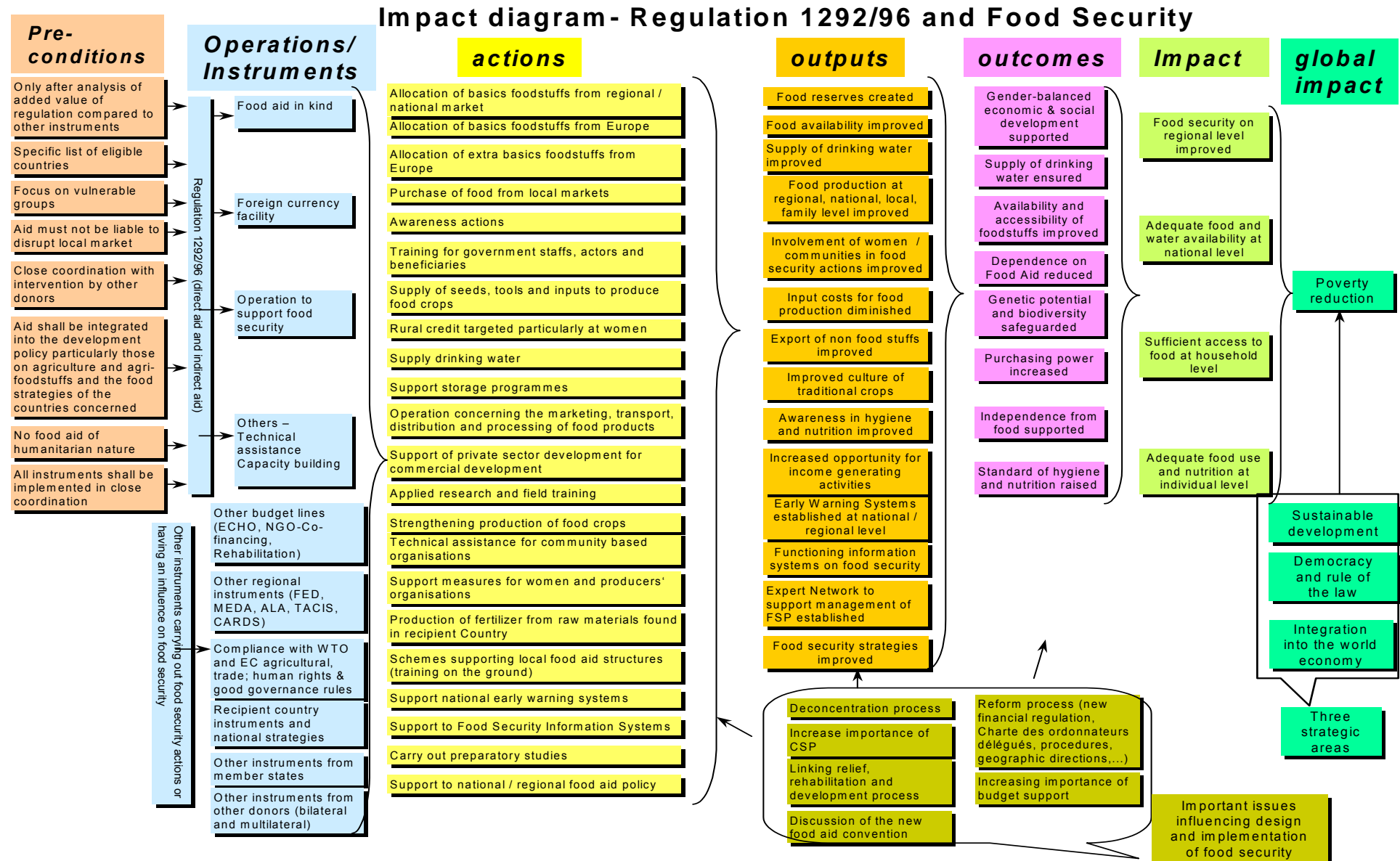
management of FSP established		
Food security strategies improved		
<b>Outcomes</b>		
Gender-balanced economic & social development supported	To contribute towards the balanced economic and social development of the recipient countries in the rural and urban environment, by paying special attention to the respective roles of women and men in the household economy and in the social structure	Council Regulation N° 1292/96; Chapter 1, Article 1
Supply of drinking water ensured	to take account of the concern to ensure the supply of drinking water to the population	Council Regulation N° 1292/96; Chapter 1, Article 1
Availability and accessibility of foodstuffs improved	To promote the availability and accessibility of foodstuffs to the public	Council Regulation N° 1292/96; Chapter 1, Article 1
Dependence on Food Aid reduced	To reduce their dependence on food aid	Council Regulation N° 1292/96; Chapter 1, Article 1
Genetic potential and biodiversity safeguarded	Whereas the genetic potential and bio-diversity of food production must be safeguarded	Council Regulation N° 1292/96; Introduction
Purchasing power increased	To encourage them to be independent in food, either by increasing production, or by enhancing and increasing purchasing power	Council Regulation N° 1292/96; Chapter 1, Article 1
Independence from food supported	To encourage them to be independent in food, either by increasing production, or by enhancing and increasing purchasing power	Council Regulation N° 1292/96; Chapter 1, Article 1
Standard of hygiene and	- To raise the standard of nutrition of the recipient population and help it obtain a	Council Regulation N°

nutrition raised	balanced diet	1292/96; Chapter 1, Article 1
<b>Impact</b>		
Food security on regional level improved	<p>Whereas regional, national and household food security, with the long-term aim of securing universal and constant access to a diet that will promote a healthy and active life, is an important element in the fight against poverty and whereas it is important for this to be emphasized in all programmes intended for developing countries;</p> <p>Whereas it is necessary to continue to support regional approaches to food security, including local purchasing operations in order to make use of the natural complementarity between countries belonging to the same region; whereas the policies conducted in the field of food security should be given a regional dimension in order to foster regional trade in foodstuffs and promote integration</p>	<p>Council Regulation N° 1292/96; Introduction</p> <p>Council Regulation N° 1292/96; Introduction</p>
Adequate food and water availability at national level	<p>To help the population of developing countries and regions, at household, local, national and regional levels,</p> <p>In this context, food security has evolved towards a much broader concept: Food insecurity at the national level is generally a problem of faltering development and a weak trade position.</p> <p>Food security interventions aim to tackle the underlying structural causes of food insecurity related to the following three levels:</p> <ol style="list-style-type: none"> <li>1. Inadequate food availability at the national level;</li> <li>2. Poverty resulting in insufficient access to food at the household level;</li> <li>3. Food use and nutritional adequacy at individual level.</li> </ol>	<p>Council Regulation N° 1292/96; Chapter 1, Article 1</p> <p>COM 473, Ch. 3.2</p> <p>COM 473, Ch. 3.3</p>
Sufficient access to food at household level	<p>To help the population of developing countries and regions, at household, local, national and regional levels,</p> <p>At household level, food insecurity is fundamentally an outcome of poverty.</p> <p>Food security interventions aim to tackle the underlying structural causes of food insecurity related to the following three levels:</p> <ol style="list-style-type: none"> <li>1. Inadequate food availability at the national level;</li> <li>2. Poverty resulting in insufficient access to food at the household level;</li> </ol>	<p>Council Regulation N° 1292/96; Chapter 1, Article 1</p> <p>COM 473, Ch. 3.2</p> <p>COM 473, Ch. 3.3</p>

	3. Food use and nutritional adequacy at individual level.	
Adequate food use and nutrition at individual level	<p>To help the population of developing countries and regions, at household, local, national and regional levels,</p> <p>Food security interventions aim to tackle the underlying structural causes of food insecurity related to the following three levels:</p> <ol style="list-style-type: none"> <li>1. Inadequate food availability at the national level;</li> <li>2. Poverty resulting in insufficient access to food at the household level;</li> <li>3. Food use and nutritional adequacy at individual level.</li> </ol>	<p>Council Regulation N° 1292/96; Chapter 1, Article 1</p> <p>COM 473, Ch. 3.3</p>
<b>Global impact</b>		
Poverty reduction	<p>To promote food security geared to alleviating poverty, to help the population of developing countries and regions, at household, local, national and regional levels,</p> <p>A focus upon poverty and the International Development Targets (IDTs) as overall objectives for development co-operation</p> <p>The overall objective of the Community's development policy is to encourage sustainable development that leads to a reduction in poverty in developing countries.</p>	<p>Council Regulation N° 1292/96; Chapter 1, Article 1</p> <p>COM 473, Ch. 3.2</p> <p>COM 473, Ch. 3.2</p>
<b>Three strategic areas</b>		
Sustainable development	Poverty reduction has been confirmed as the central objective of EC development cooperation along with three other strategic areas deriving from the Treaty of the European Union: (i) sustainable development, (ii) integration into the world economy, and (iii) democracy, human rights, rule of law, peace making and conflict prevention.	Food Security at the heart of poverty reduction; Chap. 5.1
Democracy and rule of the law	Poverty reduction has been confirmed as the central objective of EC development cooperation along with three other strategic areas deriving from the Treaty of the European Union: (i) sustainable development, (ii) integration into the world economy, and (iii) democracy, human rights, rule of law, peace making and conflict prevention.	Food Security at the heart of poverty reduction; Chap. 5.1
Integration into the world economy	Poverty reduction has been confirmed as the central objective of EC development cooperation along with three other strategic areas deriving from the Treaty of the European Union: (i) sustainable development, (ii) integration into the world economy, and (iii) democracy, human rights, rule of law, peace making and conflict prevention.	Food Security at the heart of poverty reduction; Chap. 5.1
<b>Important issues</b>		

<b>influencing design and implementation of food security</b>		
Deconcentration process	<i>Implicit issue</i>	
Increase importance of CSP	Food security interventions will be designed and implemented so as to be consistent with EC Development Policy and country and regional support strategies (Country and Regional Strategy Papers);	COM 473, Ch. 3.4
Linking relief, rehabilitation and development process	Whereas the food-aid instrument is a key component of the Community's policy on preventing or helping in crisis situations in the developing countries and whereas account should be taken in its implementation of its possible social and political effects;  In post crisis situations support to food security will be focused on linking humanitarian and relief aid and long-term development;	Council Regulation N° 1292/96; Introduction  COM 473, Ch. 3.4
Discussion of the new food aid convention	EC commitments to international agreements and multilateral initiatives that aim to establish strategic frameworks for tackling poverty. Principal amongst these are support to the achievement of the International Development Targets (IDTs) and the Food Aid Convention  Food aid interventions will be consistent with the Code of Conduct for Food Aid agreed between the EU and Member States.	COM 473, Ch. 3.3  COM 473, Ch. 3.4
Reform process (new financial regulation, Charte des ordonnateurs délégués, procédures, geographic directions...)	<i>Implicit issue</i>	
Increasing importance of budget support	This form of assistance is gradually replacing project aid and traditional food aid in-kind because it offers a number of important advantages.	COM 473, Ch. 3.4

#### 4. Impact diagram





#### **Annex 4: Evaluative questions, Judgment criteria and indicators**

The evaluation questions were drafted on the basis of the impact diagram.

Four sub-sets of evaluation questions (EQ) were drafted:

- A first set of questions analyses the strategy and policy level of food aid and food security. These questions address the issues of coherence, coordination and complementarity (the three C's) of the various operations and instruments dealing with food security (link between first and second column of the impact diagram, as well as linkages between the regulation and the other instruments within the second column):
  - EQ 1 is dealing with coherence at policy level between the regulations and the other EC instruments (geographical instruments and budget lines) dealing with food aid and food security.
  - EQ 2 is dealing with the coherence of EC strategy at national level, i.e. the linkages between the regulation, the other instruments and the EC national strategy (Country Strategy Papers).
  - EQ 3 is dealing with the linkages between EC strategy and national strategies, based on the Poverty Reduction Strategy Paper (PRSP) or on national priorities. This EQ analyses coordination mechanisms between the EC and the national government, as well as with other donors.
- A second set of questions focuses on the added value of the various operations / components of the EC Regulation 1292/96 as compared to the EC other instruments and budget lines (see part regulation in the second column of the impact diagram). EQ 4 is dealing with the added value of "food aid", EQ5 with the added value of the "foreign currency facility", EQ6 with the added value of "operations to support food security"; and EQ7 with the added value of the component "other/capacity building". Each instrument has been analysed independently from the others. The reason for this approach is that the various components have specific eligibility criteria, are very different from each other (there is for example specific criticism on food aid in kind which is not relevant at all for the other instruments), and despite their differences can also finance similar activities.
- A third set of questions deals with the analysis of FA/FS strategies and actions within the different phases of the Project Cycle Management:
  - EQ8 is focussing on the first phases of the PCM: from programming to financing. It covers the identification of priorities for the relevant FA-FS units, the selection of countries, the targeting of beneficiaries / vulnerable groups, the funding instruments, the identification and appraisal process, the multi-annual programming, etc.
  - EQ9 is focussing on the subsequent phases of the PCM, from implementation to evaluation. It includes implementation set-ups, M&E systems, division of work and responsibilities, coordination of actions, etc.
  - EQ10 is dealing with the phasing out of the FA-FS budget line, i.e. the exit of the project cycle.
- A fourth set of questions is focussing on specific issues mentioned in the COM 473:
  - EQ11 is dealing with the impact and the sustainability of FA-FS programmes. The impact assessment of the regulation is important (see the ToR) because it couldn't be analysed during the evaluation carried out in 2000.
  - EQ 12 is dealing with the role of the regulation in the context of the discussion on the link between relief, rehabilitation and development (LRRD).

In line with the ToR for this evaluation study, in the country studies, the 'regular' evaluative quality criteria have been assessed (relevance, effectiveness, efficiency, impact and sustainability) in addition to the evaluative questions.

Together, the analyses should give an answer to the question on the need to maintain a stand-alone regulation or the necessity to merge the regulation with existing instruments. In any cases, the recommendation will be issued from main conclusions and will take into consideration the impact of a change of the institutional set up on the other instrument (absorption capacity of taking over the tasks from the regulations).

### Evaluative questions

EQ1: What is the level of coherence between the food security policies, strategies and objectives of Regulation No.1292/96 and those from other geographical instruments (EDF, ALA, MEDA, TACIS, CARDS) and budget lines (ECHO, Rehabilitation, NGO co-financing)?

Judgment criteria	Indicators	Data collection / methods
Coherence of the overall objectives of the various instruments Agreement on a definition of food aid and food security concept Clear division of role between the various instruments Complementarities of the various instruments Coordination of the various DG/Units responsible for the implementation of the various instruments	Similar overall objectives Similar definition of FA-FS concept Pre conditions and specific modalities for the use of each instrument as regard food security Quality of cross-references in official documents Quality of proposed co-operation and co-ordination mechanisms between different instruments	Esp. Desk phase Document analysis of various instruments (CSP, Questionnaires to delegations (sample) Interviews with key actors at EC and country level

EQ2: What is the level of integration of the food security policy within the Commission's development strategy with the partner country concerned as laid down in the Country Strategy Paper (CSP)?

Judgment criteria	Indicators	Data collection / methods
Coherence of the overall objectives of the food security policy and the CSP Importance of FA-FS issue in CSP <sup>14</sup> . Clear definition of the role of the regulation within CSP Complementarities of the various EC instruments within CSP	Similar overall objectives Quality of cross-references in CSP with regard to FA and FS Pre-conditions and specific modalities for the use of the regulation and the other instruments and budget lines as regard to FA and FS Quality of proposed and operational co-operation and co-ordination of EC interventions Coordination mechanisms of EC	Esp. completion phase Document analysis of CSPs / Indicative programmes (sample – field visits) Questionnaires to delegations (sample) Analysis of relevant projects in the visited countries Interviews with key actors at EC and country level

<sup>14</sup> The valuation of the answer should be carefully analysed as it could have different meanings.

<b>Judgment criteria</b>	<b>Indicators</b>	<b>Data collection / methods</b>
Coordination of EC interventions	interventions (selection of intervention area, integration of interventions in global programming, monitoring system for implementation, follow-up meeting)	

EQ3: What is the coherence between EC food aid and food security policy and national strategies of beneficiary countries, especially the PRSP?

<b>Judgment criteria</b>	<b>Indicators</b>	<b>Data collection / methods</b>
Coherence of the overall objectives of CSP and PRSP or national strategies Importance of FA-FS issue in PRSP or national strategies <sup>15</sup> Clear definition of the role of EC within PRSP or national strategies <sup>16</sup> Rationale of EC intervention <sup>17</sup> Coordination mechanisms of donors and government interventions	Similar overall objectives Quality of cross-references in PRSP and national strategies with regard to FA and FS Specific domain of EC interventions as regard to FA and FS Quality of proposed and operational co-operation and co-ordination of donor interventions	Esp. completion phase Document analysis of PRSP and national strategies (field visits) Questionnaires to delegations (sample) Interviews with key actors at EC and country level

EQ4: What is the added value of Food Aid in kind (FA) for achieving the overall food security objectives set in the regulation?

<b>Judgment criteria</b>	<b>Indicators</b>	<b>Data collection / methods</b>
Relevance of FA strategies and actions Effectiveness of FA strategies and actions Efficiency of FA strategies and actions <sup>18</sup> Impact of FA strategies and actions <sup>19</sup> Sustainability of FA strategies and actions	Pre-conditions for the use of FA Modalities of implementing programmes Degree of achievement of objectives Cost-benefit ratio of FA Flexibility and rapidity of FA to respond to needs Degree of satisfaction of partners and beneficiaries (for example as regard to the appraisal process of	Desk phase and completion phase Document analysis of various instruments Evaluation and project reports Questionnaires to delegations (sample) Analysis of relevant projects in the visited

<sup>15</sup> It is a sensitive issue. What should EC do if a country is experiencing food insecurity and no mention is made on food security in the PRSP or in national strategies?

<sup>16</sup> Here again, the answer should be analysed carefully. As the PRSP is a national document, a strong implication of donors in this process could be a sign for a lack of governmental capacity.

<sup>17</sup> This issue is dealing with the reasons of EC interventions, It covers the case in which there is no coherence between CSP and national strategies, but there is a necessity for an intervention.

<sup>18</sup> - By analysing the purchase of food from local market, an attention should be put on which type of organisation has been involved (focus on small size organisations).

<sup>19</sup> For example long term impact on local production

<b>Judgment criteria</b>	<b>Indicators</b>	<b>Data collection / methods</b>
<p>Comparison with other instruments dealing with FA</p> <p>Coordination of the various types of operation (within the Regulation) and other instruments dealing with FA</p> <p>Quality of beneficiary targeting</p>	<p>food needs, the type of delivered food, the timeliness of the delivery...)</p> <p>Degree of ownership of FA actions</p> <p>Similar indicators as above for the other relevant instruments (ECHO)</p> <p>Quality of operational co-operation and co-ordination mechanisms between different instruments (including the various types of operations within the Regulation)</p>	<p>countries</p> <p>Interviews with key actors at EC and country level</p>

EQ5: What is the added value of the currency facility-CF / Budgetary Support-BS for achieving the overall food security objectives set in the regulation?<sup>20</sup>

<b>Judgment criteria</b>	<b>Indicators</b>	<b>Data collection / methods</b>
<p>Relevance of CF-BS strategies and actions<sup>21</sup></p> <p>Effectiveness of CF-BS strategies and actions</p> <p>Efficiency of CF-BS strategies and actions</p> <p>Impact of CF-BS strategies and actions</p> <p>Sustainability of CF-BS strategies and actions</p> <p>Comparison with other types of operation (within the Regulation) and other instruments dealing with BS</p> <p>Coordination of the various instruments dealing with BS</p> <p>Coherence between CF and the new financial regulation and EC guideline on budgetary support<sup>22</sup></p>	<p>Pre-conditions of using CF-BS</p> <p>Modalities of implementing programmes</p> <p>Degree of achievement of objectives</p> <p>Cost-benefit ratio of CF-BS</p> <p>Flexibility and rapidity of CF-BS to adapt to new context</p> <p>Progress made in supported sectors</p> <p>Degree of satisfaction of partners and beneficiaries (for example as regard to the pre-conditions of using CF, the implementing modalities etc.)</p> <p>Degree of ownership of CF-BS actions</p> <p>Similar indicators as above for the other relevant instruments (geographical instruments)</p> <p>Quality of operational co-operation and co-ordination mechanisms between different instruments</p>	<p>Desk phase and completion phase</p> <p>Document analysis of various instruments</p> <p>Evaluation and project reports</p> <p>Document analysis of CSPs / Indicative programmes (sample – field visits)</p> <p>Questionnaires to delegations (sample)</p> <p>Analysis of relevant projects in the visited countries</p> <p>Interviews with key actors at EC and country level</p>

<sup>20</sup> Within this question, analysis will be made on the new financial Regulation, the recent guidelines on Budget support as well as on the conditionalities on policy reform, which are normally attached to BS.

<sup>21</sup> One of the issues could be to analysed if CF is responding to the needs of the recipient countries.

<sup>22</sup> Some information can be found in the report of the Nairobi meeting.

EQ6: What is the added value of the operations to support food security (FS) for achieving the overall food security objectives set in the regulation?

Judgment criteria	Indicators	Data collection / methods
Relevance of FS strategies and actions Effectiveness of FS strategies and actions Efficiency of FS strategies and actions Impact of FS strategies and actions Sustainability of FS strategies and actions  Comparison with other types of operation (within the Regulation) and other instruments dealing with FS Coordination of the various instruments dealing with FS	Pre-conditions of using FS (including sub-components of FS such as project aid, NGO call for proposal, support to international organizations...) Modalities of implementing programmes Degree of achievement of objectives Cost-benefit ratio of FS Flexibility and rapidity of FS to respond to needs and adapt to new context Degree of satisfaction of partners and beneficiaries (for example as regard to their implication in the selection process, the implementing modalities, the timeliness of financing...) Degree of ownership of FS actions Similar indicators as above for the other relevant instruments (geographical instruments and other budget lines such as NGO co-financing , rehabilitation) Quality of operational co-operation and co-ordination mechanisms between different instruments	Desk phase and completion phase Document analysis of various instruments Evaluation and project reports Document analysis of CSPs / Indicative programmes (sample – field visits) Questionnaires to delegations (sample) Analysis of relevant projects in the visited countries Interviews with key actors at EC and country level

EQ7: What is the added value of the “other / Technical assistance and capacity building” component for achieving the overall food security objectives set in the regulation?

Judgment criteria	Indicators	Data collection / methods
Relevance of “other’s component” strategies and actions Effectiveness of “other’s component” strategies and actions Efficiency of “other’s component” strategies and actions Impact of “other’s component” strategies and actions	Pre-conditions of using the “other’s component” Modalities of implementing programmes Degree of achievement of objectives Cost-benefit ratio of “other’s component” Flexibility and rapidity of “other’s component” to respond to needs Specific ToRs for technical assistance	Desk phase and completion phase Data base Document analysis of various instruments Evaluation and project reports Document analysis of CSPs / Indicative programmes (sample – field visits) Questionnaires to

<sup>23</sup> By analysing actors and partners’ satisfaction with technical assistance, the reasons should be discussed in detail, referring to the ToR of the technical assistance.

Judgment criteria	Indicators	Data collection / methods
<p>Sustainability of “other’s component” strategies and actions</p> <p>Comparison with other types of operation (within the Regulation) and other instruments dealing with “other’s component”</p> <p>Coordination of the various instruments dealing with “other’s component”</p> <p>Empowerment role of technical assistance</p>	<p>Degree of satisfaction of partners and beneficiaries (for example as regard to the input of the technical assistance, the methodology use to empower the partners, the relevance and quality of CB actions...) <sup>23</sup></p> <p>Degree of “ownership” of “other’s component” actions</p> <p>Similar indicators as above for the other relevant instruments (geographical instruments and budget line such as ECHO)</p> <p>Quality of operational co-operation and co-ordination mechanisms between different instruments</p>	<p>delegations (sample)</p> <p>Analysis of relevant projects in the visited countries</p> <p>Interviews with key actors at EC and country level</p>

EQ8: To what extent has the design of supported actions (phasing in) facilitated progress towards the achievement of food aid and food security objectives? This includes the identification of priorities, the selection of countries, the targeting of beneficiaries / vulnerable groups, the funding operations - components, the identification and appraisal process, the multi-annual programming, etc.?

Judgment criteria	Indicators	Data collection / methods
<p>Quality of the overall programming of resources (identification of priority countries, eligibility criteria, focus on specific target groups...)</p> <p>Quality of the country level of programming (link to CSP and PRSP, actors participation in programming)</p> <p>Quality of the programme approval process</p> <p>Relevance of EC actions vis à vis beneficiaries needs</p> <p>Selection of adapted FA-FS component / channeling (added value of each component compared to the others)</p> <p>Clear division of responsibilities in the various PCM phases (programming to Financing)</p> <p>Integration of cross cutting issues in programme /</p>	<p>Criteria for the selection of priorities, countries and FA-FS component</p> <p>Characteristics of beneficiaries / groups (total number of various groups; areas to be covered...)</p> <p>Phasing in strategies prior to interventions</p> <p>Coordination mechanisms to programme resources and plan activities</p> <p>Decision flow chart between various relevant units and institutions (FA-FS committee)</p> <p>Flexibility and rapidity of FS budget line to respond to needs</p> <p>Quality of need assessment analysis</p> <p>Number of meetings and seminars with various types of actors</p> <p>Use of specific checklist by programme design (gender oriented criteria)</p>	<p>Document analysis of project proposals</p> <p>Questionnaires to delegations</p> <p>Analysis of relevant projects in the visited countries</p> <p>Interviews with key actors at EC and country level; People to be interviewed should include responsible staff in the Delegation, in the Government (Ministry of Finance, key line Ministries), and leading civil society organisations dealing with FA-FS as well as beneficiaries.</p>

Judgment criteria	Indicators	Data collection / methods
project design		

EQ9: To what extent have implementation set-ups (i.e. suitable structures for planning, implementation, monitoring and evaluation), management mechanisms / tools and processes (i.e. division of work and responsibilities, coordination of actions) facilitated the achievement of food aid and food security objectives?

Judgment criteria	Indicators	Data collection / methods
<p>Complementarity with other programmes</p> <p>Clear division of responsibilities in the various PCM phases (implementation and evaluation)</p> <p>Empowerment role of technical assistance</p> <p>Adapted procedures for programme management (In time delivery mechanisms)</p> <p>Adequate resources for programme (EC level) and project (country level) management</p> <p>Adequate monitoring and impact assessment system (Early warning systems and information systems, food security assessments, coordination mechanisms, impact assessment)</p> <p>Actor's participation in programme management</p> <p>Integration of cross cutting issues in programme / project implementation</p>	<p>References on other existing programmes and strategy of coordination</p> <p>Decision flow chart between various relevant units and institutions (FA-FS committee)</p> <p>Specific ToRs for technical assistance</p> <p>Procedures and monitoring systems</p> <p>Staffing for programme and project management</p> <p>Decentralized project selection process</p> <p>Small differences between planned and realized</p> <p>Quality of monitoring sheet and system</p> <p>Cost-benefit ratio</p> <p>Characteristics of beneficiaries / groups (total number of various groups; areas covered...)</p> <p>Capacity to integrate on going discussion in project implementation</p> <p>List of evaluations carried out</p> <p>List of recommendations taken into account</p> <p>Existing mechanisms to analyze and adapt project implementation</p> <p>Use of specific checklist by programme implementation (gender oriented criteria)</p> <p>Presence of men and women in the management team and / or belonging to various groups (ethnic groups, minorities...)</p>	<p>Document analysis of project proposals</p> <p>Data base</p> <p>Questionnaires to delegations</p> <p>Analysis of relevant projects in the visited countries</p> <p>Interviews with key actors at EC and country level; People to be interviewed should include responsible staff in the Delegation, in the Government (Ministry of Finance, key line Ministries), and leading civil society organisations dealing with FA-FS as well as beneficiaries.</p>

EQ10: To what extent has a phasing out of the supported actions been planned and what contribution did it have on the achievement of food aid and food security objectives?<sup>24</sup>

Judgment criteria	Indicators	Data collection / methods
Presence of a clear strategy to gradually reduce dependence on EC assistance and its effectiveness  Empowerment strategies of partners – actors (Capacity building)  Adequate procedures for smooth transition	Strategy document for phasing out  Training schemes  Flexibility of procedures  Impact assessment  Degree of satisfaction of partners, actors and beneficiaries	Esp. completion phase Analysis of documents Questionnaires to delegations Analysis of all projects in the visited countries Interviews with key actors at EC and country level and a sample of beneficiaries

EQ11: How sustainable are the effects and impacts of EC-supported policies and programmes in the field of food security, both at the level of target populations and at institutional and policy level in the partner countries?

Judgment criteria	Indicators	Data collection / methods
Presence of a clear strategy to gradually reduce dependence on EC assistance and its effectiveness  Ability of Government (and non-government) institutions to elaborate strategies and implement programmes as well as to continue to pursue programme objectives in all areas after EC assistance ceases  Ability of service providers to continue provision of services in the long term  Ability of beneficiaries to continue accessing the benefits of the EC-supported project after the EC grant has ended.  Ability of women and men of different ages, ability, ethnicity, income and religion to have equal	Strategy document to insure financial sustainability and access to services  Financial balance of costs and resources  How were the costs of the service covered once EC funding ended?  Government / other donor agencies have a long term financing plan in place  Food security data and analyses available at the appropriate time to policy and decision makers  Adoption of a national food security policy  Staff adequately skilled at different levels to provide relevant services on key areas, staff maintained and/or increased when required, and skills updating mechanisms in place  Number of EC delegation staff working on FA-FS  Linkages between various instruments  Number of EC headquarter staff working on FA-FS  Number of budget lines referring to FA-FS  Linkages between various units working on FA-FS  Ability of geographical instrument to finance	Esp. completion phase Analysis of documents Questionnaires to delegations Analysis of all projects in the visited countries Interviews with key actors at EC and country level and a sample of beneficiaries

<sup>24</sup> This question is mainly focusing on countries, which are not in a crisis situation. The analysis should be adapted to such country (for example no strategy document for phasing out at the beginning but position paper to link relief and development).



<p>access to the benefits of the EC projects</p> <p>Ability of EC delegation to manage programmes as well as to insure coherence between EC different instruments</p> <p>Ability of EC headquarter to define strategies as well as to insure coherence between EC strategy and international food security strategy</p>	<p>the TA actually financed by the FA-FS budget line</p>	
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EQ12: What is the role of Regulation No.1292/96 in the on-going efforts to bridge the gap between relief, rehabilitation and development?

<b>Judgment criteria</b>	<b>Indicators</b>	<b>Data collection / methods</b>
<p>Agreement on a definition of LRRD process<sup>25</sup></p> <p>Clear division of role between the various instruments involved in this process</p> <p>Complementarities of the various instruments relevant for this process</p> <p>Added value of the regulation to fulfill its role<sup>26</sup></p> <p>Coordination of the various instruments</p>	<p>Similar definition of LRRD process</p> <p>Specific modalities for the use of each instrument as regard to LRRD</p> <p>Comparative analysis of official documents</p> <p>Quality of proposed co-operation and co-ordination mechanisms between different instruments</p>	<p>Esp. Desk phase</p> <p>Document analysis of various instruments</p> <p>Evaluation reports</p> <p>Questionnaires to delegations (sample)</p> <p>Interviews with key actors at EC and country level</p>

<sup>25</sup> For more information on LRRD, refer to the FS deconcentration guideline.

<sup>26</sup> For example, capacity of budget line to respond quickly to a food crisis, flexible programming to adapt planning in case of an unforeseen crisis...)

## **Annex 5: Selection process for the field visits**

### **4.1. Selection of countries to be visited**

The following steps present the process for the selection of the countries to be evaluated.

#### **4.1.1. Step 1: Proposal of criteria for the selection of countries for the field evaluation**

The following criteria have been sent to the members of the steering committee, to have their comments and to have a first proposal of countries from their side.

##### **Criteria of selection:**

**1) Most important recipients of the budget line:** The evaluation should focus on the 20 most important countries in financial terms during the period 1997-2002.

**2) Balance of food security and food aid component** (given the statistical repartition, the 10 most important countries for food aid and the 10 most important countries for food security should be selected). Within food aid component, the various partners should be represented (WFP, EURONAIID, government). Within food security component, the various sub-components should be represented (Foreign currency facility, project aid with governments, FS project under the NGO call for proposals, support to international organisations)<sup>27</sup>.

**3) Geographical diversity:** Given the need to do a comparative analysis between the various geographical instruments, each zone should be represented by at least one country. Given the statistical repartition, following importance of the various zones could be made:

- ACP (4 countries could be evaluated as ACP represents 45 % of FA-FS annual budget),
- ALA (2 countries as 25% of annual budget),
- TACIS (2 countries as 15 % of annual budget),
- MEDA (1 country as 7,5 % of annual budget),
- CARDS (1 country as 7,5 % of annual budget).

#### **4) Fine tuning criteria**

- Several countries should also have experienced ECHO programmes
- Several countries should also have experienced programmes financed under the rehabilitation budget lines
- Several countries should also have experienced programmes financed under the NGO co-financing budget line
- Several countries should also belong to the selected LRRD countries: Selected LRRD are: Sierra Leone, Ethiopia, Burundi, Sudan, West Africa (epidemics), Caribbean (DPP), Cambodia, Tajikistan, Afghanistan, South Asia (DPP), Central America (LRRD + DPP), Andean Community (DPP).
- Priority will be given to the countries which haven't been evaluated in the past 2 years (but exceptions are possible due to the importance of the country):

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<sup>27</sup> Concerning the international organisations, and more specifically the FAO, there are « national » projects as well as thematic packages without geographical focus.

- Countries evaluated by the Court of Auditors in 2002-2003: Ethiopia, Bolivia, Peru, Georgia, Niger, Yemen, Madagascar, Honduras (financial audits for Peru and Honduras)
- Evaluations made by FS-budget line: Bolivia (2002); Ethiopia (2003); Green Cape (2003), Honduras (2002), Somalia (2002), Niger (2002), Nicaragua (2002), Malawi (on going)
- Evaluation made by evaluation unit: Honduras (on going); Bangladesh (on-going)

**Note:**

The disponibility and engagement of the delegation can't be a selection criterion but should be considered in the selection process. Given the short duration of the mission, a helpful delegation will have a positive impact on the quality of the field evaluation.

**4.1.2. Step 2: Synthesis of the SG comments**

Concerning the criteria, two types of comments have been made:

- Several comments focus on the fact that as no programme has been financed in the CARDS countries in the last years, there is no need to have one CARD country in the sample.
- Several comments also point out that there is no need to have 2 TACIS countries in the sample as these programmes are similar in these countries and that there have been often evaluated (twice a year, in the last years). The recommendation has been made to take only one country.
- Doing so, it will be possible to increase the number of countries in ALA (from 2 to 3) and in ACP (from 4 to 5)
- Some comments did also underline that the criteria "Priority will be given to the countries which haven't been evaluated in the past 2 years (but exceptions are possible due to the importance of the country)" should be taken with flexibility as some recently evaluated countries could be of high importance for this evaluation. Moreover, the former evaluation will not give an answer to the evaluative questions that build the core of this evaluation.

The following table gives an overview of the comments received so far as regard to the countries that should be selected for the field evaluations. (X means that the country has been listed but without any explanation).

Unit Countries	DEV B4	RELEX G1	AIDCO E1	AIDCO F5	RELEX E1	AIDCO A4
<b>ACP</b>						
Ethiopia	X			FA (WFP and Euronaid and direct aid); FS (direct and indirect aid); programme just partly covered by the 2003 evaluation		
Burkina Faso				National and regional programme (CILSS); direct and indirect aid: no evaluation		
Haïti	X					
Malawi	X					
Mozambique	X			Direct aid and indirect aid (NGO and FAO); programme with all FA-FS components; follow up of the 2000 evaluation		
Sudan				Euronaid and NGO; intervention ECHO and other budget lines; LRRD process; no evaluation		
Tanzania, Uganda or Zambia				Small programmes; in case of comparison with other budget lines		
Zimbabwe				Important programme; intervention WFP, Euronaid, CICR; intervention ECHO; LRRD process; no evaluation		

<b>ALA</b>						
Afghanistan				All components of FS and FA; other instruments but problem of security		
Central America - regional Programme (managed from Managua)		(Nicaragua) regional dimension		Regional dimension; LRRD process; ECHO intervention		
Bangladesh	X			Important programme; NGO call for proposals; coordination with other donors  On-going evaluation		
Bolivia	X	Most important programme	X idem relex	Programmes have been often evaluated; information could be taken from document analysis		
Ecuador				Interesting programme; direct and indirect aid; phasing out; but little disponibility of the delegation		
Nicaragua	X	X	(Regional and national programmes)			
North Korea				Interesting programme but difficulty of organising field surveys		
Peru		Discontinuity of aid		Important programme; phasing out; transition to ALA; disponibility of technical assistants		

<b>MEDA</b>						
Palestine				Important programme; all components; other instruments (ECHO, rehabilitation; NGO Co-financing, human rights)		
Yemen	X			Not necessary; recent evaluation		
<b>TACIS</b>						
One country TACIS				Similar programmes in all countries; many evaluations are available		
Armenia				Budgetary support; disponibility of technical assistant	Idem Aidco F5	
Azerbaijan						FA component
Georgia						FA and FS components
Kyrgyzstan				Budgetary support; proposal made by delegation of Kazakhstan	Idem Aidco F5	
Moldavia	X					Interesting programme
<b>CARDS</b>						
No country CARDS				Not necessary to include CARDS countries; no intervention in the recent years	Not necessary to include CARDS countries	Not necessary to include CARDS countries

#### 4.1.3. Step 3: Integration of comments and finalisation of the list

The comments on the geographical diversity have been integrated, so that the repartition of the 10 countries could be as follows:

- ACP (5 countries),
- ALA (3 countries),
- TACIS (1 county),
- MEDA (1 country),
- CARDS (0 country). The comparison between the regulation and the other instruments will be done based on the various existing evaluation reports and through interviews.

The first list presents the geographical repartition of the 20 most important countries, in financial terms.

ACP	ALA	MEDA	TACIS	CARDS
Ethiopia Malawi Angola Mozambique Zimbabwe Madagascar Eritrea Sudan	North Korea Bangladesh Afghanistan Bolivia Peru	Palestine Yemen	Armenia Georgia Kyrgyzstan Azerbaijan Tajikistan	No country

Note: Due to the political situation, field visits may not be possible in Afghanistan and North Korea. The evaluation team proposed not to include these two countries in the list 2.

The second list presents the countries that are belonging to list one and that have been recommended by the SG members

ACP	ALA	MEDA	TACIS	CARDS
Ethiopia Malawi Mozambique Zimbabwe Sudan	Bangladesh Bolivia Peru	Palestine Yemen	Armenia Georgia Kyrgyzstan Azerbaijan Tajikistan	No country

The third list integrates the regional component, which not appears in the list 1.

ACP	ALA	MEDA	TACIS	CARDS
Ethiopia	Bangladesh	Palestine	Armenia	No country
Malawi	Bolivia	Yemen	Georgia	
Mozambique	Peru		Kyrgyzstan	
Zimbabwe	Nicaragua (central America)		Azerbaijan	
Sudan			Tajikistan	
Burkina Faso (CILSS)				

The fourth list presents the specificities of the programmes in each country

Country	Regional component	FA	FS	ECHO	LRRD-Rehabilitation	NGO Co-financing
<b>ACP</b>						
Ethiopia		X (All sub-components)	X (all components)		X	X
Malawi		X	X			
Mozambique		X	X (all components, FAO)			X
Zimbabwe		X (WFP, Euronaid, CICR)		X	X	X
Sudan		X (Euronaid)	X (NGO)	X	X	X
Burkina Faso (CILSS)	X (CILSS)	X	X (NGO)			X
<b>ALA</b>						
Bangladesh		X	X			X
Bolivia		X	X		X	X
Peru		X	X		Phasing out	X
Nicaragua (central America)	X	X	X	X	X	X
<b>MEDA</b>						
Palestine		X	X	X	X	X



Country	Regional component	FA	FS	ECHO	LRRD-Rehabilitation	NGO Co-financing
Yemen		X	X			
<b>TACIS</b>						
Armenia			X			
Georgia		X	X			
Kyrgyzstan	X		X			
Azerbaijan		X	X			
Tajikistan			X			

The fifth list presents the countries, which could be finally selected.

ACP	ALA	MEDA	TACIS	CARDS
Burkina Faso (CILSS) Ethiopia Mozambique Zimbabwe Malawi	Nicaragua (central America) Peru Bangladesh	Palestine	Kyrgyzstan	No country

## Annex 6: Programme of the briefing seminar

### Programme for the briefing seminar in Brussels

#### Food Security Evaluation Phase 2

	<b>Monday 19.01.03</b>	<b>Tuesday 20.01.03</b>	<b>Wednesday 21.01.03</b>
<b>Morning</b> <b>9:00-12:00</b>	<p>Introduction</p> <p>ToR presentation</p> <p>Presentation of work done during phase 1</p> <p>Presentation of work to be done in phase 2 and 3 and planning for phase 2</p> <p>Presentation of impact diagram</p> <p>Presentation of evaluation questions</p> <p>Overall presentation of regulation by Eric Marin.</p>	<p>Presentation of available documentation and distribution of CD</p> <p>Presentation of evaluation questions</p> <p>Work repartition between experts</p> <p>Presentation on reporting structure for field report and country profiles</p> <p>Presentation of methodology for phase 2</p>	<p>Bilateral discussions with EC staff; DEV, Relex and ECHO</p>
<b>Lunch</b>			
<b>Afternoon</b> <b>13:30-18:00</b>	<p>13:30: Presentation of evaluation questions to task managers</p> <p>Bilateral discussions with desk officers</p> <p>17:30 Discussion avec Mme Hebberecht</p>	<p>Presentation of statistical results phase 1</p> <p>Presentation of delegation questionnaire</p> <p>Presentation of the synthesis on national strategies</p> <p>Analysis of FA/FS projects for each country</p> <p>Logistical issues (flights, per diem and other field costs)</p> <p>Open questions</p>	
<b>Evening</b>	Diner	Diner	

## **Annex 7: Statistical analysis**

### **QUANTITATIVE ANALYSIS OF FINANCING INSTRUMENTS OF THE EUROPEAN COMMISSION IN RELATION TO FOOD AID OPERATIONS AND OPERATIONS IN SUPPORT OF FOOD SECURITY**

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## 1. OBJECTIVE OF QUANTITATIVE ANALYSIS

The general objective of this analysis is to determine to what extent the EC cooperation budget lines are supporting activities in sectors that could be considered relevant for achieving the objective of food security.

Except for ECHO through food aid, LRRD and DPP processes and ALA through food security concerns, all other EC cooperation budget lines have an approach on food security that is mostly related to poverty reduction. These budget lines take an approach to food security via broader programs such as public health, education, rural development, sustainable use of natural resources and environmental protection.<sup>28</sup>

This survey consists in an analysis of support food security relevant activities of the FA/FS Budget line, ECHO, the NGO Co-Financing Budget line, the Rehabilitation Budget Line and the Geographical Instruments.

## 2. METHODOLOGY

### 2.1. FA / FS Budget Line

#### 2.1.1. Data demands for quantitative analysis

The evaluators were aiming at compiling the following data:

Data on financial commitments under the Food Aid / Food Security Budget Line (B7-20) for the time period 1997 - 2002, disaggregated by recipient country, programme year<sup>29</sup>, and type of support (food aid vs. food security).

Data on actual payments under the Food Aid / Food Security Budget Line (B7-20) for the time period 1997 - 2002, again disaggregated by recipient country, programme year and budget year and type of support (food aid vs. food security).

By examining commitments and payments, the evaluators were aiming at determining the speed of the actual disbursement of the funds, i.e. the time lag between the date of commitment creation and the actual disbursement of the resources. This kind of country-specific data for food aid and food security support can help to compare the speed of disbursement between countries and between the two broad types of support (food aid vs. food security).

#### 2.1.2. Choosing the source for budget figures

The evaluators consulted the following sources of information for data on commitments and expenditures for food aid and food security operations in the time period from 1997 - 2002:

- **AIDCO's & DG Dev's annual statistical reports** "Programme Communautaire de Sécurité Alimentaire et d'Aide Alimentaire en Chiffres"<sup>30</sup>;
- **Aidco's management information system / database CRIS Saisie**
- **The Court of Auditors report (2003)** on the implementation of Budget Line B7-20.

As explained in section 2.1.1, the analysis required commitment and payment data disaggregated by country, programme and budget year and type of support for each year between 1997 and 2002. The evaluators faced the following limitations in acquiring these data:

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<sup>28</sup> See also the logical diagram presenting a stylized overview of EC objectives and intended impacts, outcomes, outputs and actions in relation to food aid and food security operations (Desk Phase Report "Thematic Evaluation of Food Aid Policy and Food Aid Management and Special Operations in Support of Food Security"; November 2003; PARTICIP GmbH).

<sup>29</sup> i.e. the year in which the commitment was created.

<sup>30</sup> For the years 1997 - 1999, these reports were published by DG Dev. After the creation of AIDCO in 2003, they were published directly by AIDCO / the Food Security Unit (i.e. for the years 2000 - 2002).

- **AIDCO's & DG Dev's annual statistical reports "Programme Communautaire de Sécurité Alimentaire et d'Aide Alimentaire en Chiffres":** Statistical reports for all 6 years were available with the Food Security Unit that contained data on total resource allocations (commitments) per country. However, the reports provided information on differing levels of detail: Whereas the most detailed one (figures for 1998) provided data disaggregated in various ways (e.g. direct aid and indirect aid by country, delivery channel (WFP, EuronAid, etc.), the more recent ones displayed the data in a more aggregated ways (total commitment by country without any further disaggregation), which limited the possibility to compare the distribution of food aid vs. food security commitments over the years for the purpose of this evaluation. The statistical reports were mostly used to obtain regionally disaggregated data on resource commitments.<sup>31</sup>
- **The Court of Auditors report (2003) on the implementation of Budget line B7-20:** The report contains detailed (per country and programme year) data on cumulative payments for operations in support of food security and food aid. It also contains global commitments for the different programme years, distinguishing commitments towards food aid and commitments towards operations in support of food security. However, the report does not contain any country-level commitments, that would have allowed drawing conclusions on the regional distribution of resource commitments, and changes therein over the years<sup>32</sup>. Additionally, the (payment) figures in the Court of Auditors report are only accurate as of 31.12.2001 and therefore do not contain any payment figures for the last two years. Considering the usual time lag in the disbursement of funds, this would lead to an under-representation of the payments made for the more recent programme years.
- **AIDCO's new database CRIS Saisie:** This newly established database<sup>33</sup> provides access to information from two different sources:
  - *Data on AIDCO activities that have been entered by AIDCO staff on local systems (within Aidco), to be accessed through the decision/contract/invoice modules of CRIS Saisie:* As the use of CRIS Saisie is compulsory for AIDCO staff since the beginning of 2003, the database contains complete data for that year and the following year (2004). For the previous years, in particular the years 1997 - 2002, data were transferred from the previous AIDCO database CRIS Consultation<sup>34</sup> during the installation of the new system. However, not all data for the time period under consideration (1997-2002) were transferred (i.e. for ALA, MEDA, etc. only those projects were transferred for which at least one transaction was done in 2002 (except closure transaction)<sup>35</sup>: For this reason, data from the local systems (generated within Aidco) could not be used for the current analysis.
  - *Data on Commission activities (commitments and payments) from the EC accounting system Sincom 2.* This information can be accessed through the budget module of CRIS Saisie. In principle, the accounting data from Sincom contain specific enough information on the distribution of commitments and payments by country, region, type (food aid vs. food security) and programme

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<sup>31</sup> The reports did not contain any figures on cumulative payments.

<sup>32</sup> Only looking at cumulative payments when determining the regional focus of EC aid potentially distorts the overall picture, as some regions might disburse committed resources more quickly than others. These would show a higher share of cumulative payments than other, "slower" regions.

<sup>33</sup> Established in 2002.

<sup>34</sup> CRIS Consultation in turn integrates data from GRIOT, MIS, etc.

<sup>35</sup> For other instruments, the following rules apply: TACIS, CARDS and PHARE programmes: all historical data loaded from 1990 onwards, ONG-PVD & ONG-ED (B76000) grant contracts: all historical data loaded from 1991; others programs: MED & ALA, other horizontal lines (Democracy, Drugs, Health, Environment, etc.): historical data loaded if at least one transaction was done in 2002 (except closure transaction).

year. In order to crosscheck the accuracy of the data, the evaluators compared these data to the figures listed in the Court of Auditor report. The comparison showed that the annual figures were reasonably similar for the years 1998 - 2001 (i.e. within 3% of each other). However, the data for 1997 different from each other, in that the figures from the CoA showed a 17% higher level of commitments for the year compared to the figures that were generated for this report. The evaluators were not able to determine the cause for this difference.

- The comparison between the current figures and the CoA figures made another discrepancy evident, regarding the distribution of committed / paid funds to either food aid or operations in support of food security: Whereas the numbers generated for this evaluation show an increase of the share of **resources committed to food aid over time**, the commitment figures generated for the Court of Auditor report show **a steady decline in the amounts committed to food aid** under regulation 1292/96 between 1997 - 2001. As a result, figures from both sources are quoted below, and the consequences for reliable interpretation of the data are taken into account.

### 2.1.3. Preparing the data

When cleaning the data from CRIS Saisie, the following steps were taken to prepare the data for further analysis.

The following data entries were deleted from the data:

- ⇒ 1 entry for "Anguilla" (no payment was made)
- ⇒ Entries with the geographical information "Sincom CB/D '625'" amounting to total payments of € 2.7 Mio.

The recipient countries were assigned to geographic regions (based on the information the EuropeAid tendering webpage<sup>36</sup>. Geographic information not listed on the webpage were assigned as follows:

- ⇒ European Countries (Germany, Belgium, Italy, Denmark, Netherlands) became part of the "Other" category. Consequently, the countries in the "Other" category are no recipient countries for food aid and food security operations, but rather countries through which support has been channelled.
- ⇒ Entries with the geographical information "PAYS ET TERRIT. NON DETERMINES", "CC CONTRATS COMMUNAUTAIRES", "DIVERS-VENTILAT. NON POSSIBLE" were labelled "Non-Geographic". This category includes indirect aid delivered through WFP, EuronAid, CICR, etc.

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<sup>36</sup> <http://europa.eu.int/comm/europeaid/cgi/frame12.pl>



#### 2.1.4. Distinguishing food aid from operations in support of food security

The evaluators distinguished funds / payments made for food aid from payments made to operations in support of food security on the basis of the budget title under which the payment had been made. This is the approach taken by the Court of Auditors in its special report. The budget chapter considered for this analysis are the following

**Table 1: Budget chapters and sub-chapters considered in the quantitative analysis for the years 1997 - 2002.**

Budget Chapter	Title	Classification
<b>B7-20</b>	<b>Food Aid and Support Operations</b>	<b>Food Aid &amp; Food Security</b>
B7-200	Products mobilised under the Food Aid Convention	Food Aid
B7-201 <sup>37</sup>	Other aid in the form of products, support operations, early-warning systems and storage	Food Security
B7-202A	Transport, distribution, flanking measures and measures to monitor implementation - Expenditure on administrative management	Food Aid
B7-202	Transport, distribution, flanking measures and measures to monitor implementation	Food Aid

Note: The evaluators are aware that as of 2003 the budget-titles B7-202A and B7-202 are no longer in use and have been integrated in the other two budget-titles listed in the table (B7-200, B7-201). However, this quantitative analysis is examining historical data from previous years (1997 - 2002), for which the B7-202 budget-title was still valid. Therefore, the evaluators had to include data with from these titles and, for completeness, had to list them in the above table. However, users of this report should keep in mind that as of 2003, the Food Aid / Food Security budget line is only divided into the two sub-titles B7-200 and B7-201.

## 2.2. ECHO

This analysis is based on a list of ECHO food aid contributions for the years 1997 - 2002<sup>38</sup>. The list contains all individual contracts that have a food aid component either as primary or secondary type of aid<sup>39</sup>. The list specifies the contracted amounts and the amounts actually paid<sup>40</sup>

The amounts in the overall list have been weighted according to the classification of food aid as primary or secondary aid type, according to the following weights.

<sup>37</sup> As is noted in the Court of Auditors report, the budget heading B7-201 contained large amounts for food aid in the form of non-cereals (e.g. oils, milk powder), in particular in the years 1994 to 1996. Therefore only the years 1997 to 2002 can be compared with each other.

<sup>38</sup> The list was obtained directly from ECHO.

<sup>39</sup> Primary type of aid means that this is the biggest part of the contract. Secondary type of aid is the minor part of the contract. The amount given in the end of each line is the total for both types of aid. However, the specific distribution of funds between primary and secondary type is not known.

<sup>40</sup> paid as off 2/2004

Table 1: Weights for food aid as primary and secondary component of contracts.

Description	Weight
Assumed % food aid (Primary: "Food"; Secondary: Other)	51%
Assumed % food aid (Primary: Other; Secondary: "Food")	25%
Assumed % food aid (Primary: "Nutrition"; Secondary: "Food")	100%
Assumed % food aid (Primary: "Food"; Secondary: "Food" or "Nutrition")	100%
Assumed % food aid (Primary: "Food"; Secondary: Not indicated)	100%

It was assumed that payments on the contracts were done with the same speed for all aid types (i.e. "food" resources were disbursed as quickly as resources for "Water and Sanitation" or "Rehabilitation"), thus keeping the ratio between food aid and other aid types constant during the disbursement process<sup>41</sup>.

## 2.3. NGO Co-Financing

### 2.3.1. Methodology and Approach

The following steps were undertaken in the analysis:

All entries contained in CRIS for the budget-title B760 were extracted from the database. Double entries were deleted.

The sector labels contained in the database were checked to see if they corresponded with the DAC sector headings, that are the standard nomenclature for policy sector in development co-operation. If the labels did not correspond, they were adjusted accordingly.

Subsequently, the commitments per sector in the different groups were weighted according to their assumed relevance for food security. A list of sectors and their assigned weights can be found in ADDENDUM 1. The percentage weights expresses, what percentage of the resources committed under a given sector is assumed to be used to finance projects in support of food security. I.e. commitments to such as "Food Aid / Food Security Programmes" or "Food Crop Production") are counted at 100%. Commitments to sectors with less direct relevance for food security are counted to a lesser degree<sup>42</sup>. The analysis **considered two scenarios**, one with a more **conservative estimate** of the food security relevance of the individual sectors, and one with a **more progressive estimate** (i.e. with a higher share of each sector counted towards food security funds).

### 2.3.2. Limitations

The analysis is faced with the following limitations:

The quality of the data in CRIS Consultation is limited, in terms of completeness and accuracy.

Moreover, the information contained in the database is not specific enough to determine if a given project is addressing problems of food insecurity, i.e. is designed to achieve improved food security. Information such as project title, attribution to a specific sector, etc. are too ambiguous in order to authoritatively decide if a given initiative is relevant for food security.

Therefore, The analysis does not aim at producing a complete picture of the commitments under B7600 and their distribution to different sectors. Instead, it attempts to provide a rough overview of the sectors supported through the budget line and also attempts an assessment of the likely relevance of projects attributed to these sectors for achieving the goals of food security.

<sup>41</sup> In other words: if the contract was listed as containing "Food" as primary aid type (= 51% according to the current assumptions), then it was assumed that the total payments made under this contracts also 51% of food aid money.

<sup>42</sup> It has to be pointed out that for a large share of the B7-60 funds no information on the sector was available ("Sector not specified"; approximately 39% or 369.7 Mio Euro) or that they had been coded as "Multisector Aid" (approximately 12% or 113.8 Mio Euro). For these funds, the low estimate of food security relevant funds was set at 10%, and the high estimate at 40%.

## 2.4. Rehabilitation

Data for the statistical analysis of the regulation 2258/96 on rehabilitation have been extracted from the final report of the “**Evaluation des actions de réhabilitation et de reconstruction financées par la Communauté Européenne dans les pays ACP/ALA/ MED/TACIS** ».<sup>43</sup>

Part of the evaluation on rehabilitation activities was a statistical assessment of data from CRIS Consultation for the years 1996-2002. A subset of this data were used for further analysis for this evaluation, limiting the assessment to the years 1997 - 2002, in conformity with the assessment done for the other financing instruments.

The following budget lines are included in the statistical analysis on Regulation 2258/96:

**Table 2: Budget chapters and sub-chapters considered in the quantitative analysis for the years 1997 - 2002.**

Budget Chapter	Title
B7-3030	Rehabilitation and reconstruction operations in developing countries in Asia
B7-3130	Rehabilitation and reconstruction operations in developing countries in Latin America
B7-3210	Rehabilitation for south African countries
B7-4000	Cooperation with Mediterranean third countries
B7-4310	Rehabilitation and reconstruction operations in the Mediterranean and Middle Eastern countries
B7-5076	Rehabilitation and reconstruction for all PVD
B7-6410	Rehabilitation and reconstruction measures for the developing countries, particularly ACP States
B7-5220	Rehabilitation and reconstruction operations in the partner countries of eastern Europe and central Asia

Note: Basis for the extraction of relevant data have been the EC resources: CRIS, MIS and SINCOM.

Commitment figures from these budget titles have been weighted based on their assumed relevance for food security objectives. However, unlike in the analysis of the NGO Co-financing budget line and the geographical budget line, the rehabilitation commitments were **not** classified according to DAC sectors. Two scenarios were created when assigning weights: In one scenario it was assumed that 70% of all commitments under the above budget lines were made for projects with relevance for food security. In a second scenario, it was assumed that only 50% of commitments had relevance for food security. These percentages correspond to the weights assigned to the Refugee/Rehabilitation sector in the analysis of the NGO Co-financing budget line and the geographical budget lines.

## 2.5. Geographical Instruments

### 2.5.1. Level 1 – General analysis of FA/FS related sectors

In this general statistical analysis the commitments of 13 more or less food security related sectors and sub-sectors have been assessed to find out in how far the regional instruments support food security relevant activities. Basis for this analysis has been the EC database CRIS Consultation.

#### Step 1 Selection of data

All entries contained in CRIS Consultation for the following sectors and sub-sectors in the period from 1997-2002, for all regions and all budget lines were extracted from the database<sup>44</sup>.

<sup>43</sup> Source: Final report of the « Evaluation des actions de réhabilitation et de reconstruction financées par la Communauté Européenne dans les pays ACP/ALA/MED/TACIS » for the EC, prepared by PARTICIP GmbH, CIDEAL, ECDPM, IDC, SEPIA in November 2003

<sup>44</sup> A detailed list of the sub sectors and the accordant weighting of relevance in regard to FA/FS is to find in ADDENDUM 1

Table 3: Sectors and examples of sub-sectors used in the analysis of geographical instruments

Sector	Examples for sub-sectors under CRIS Consultation
Agriculture	Agricultural Development; Agricultural Education/Training
Education	Education, Training and Research; Education-Formation
Livestock	Livestock Research; Bétail/cheptel, service de l'élevage
Food Aid/Food Security	Food Crop Production; Humanitarian, Food and Critical Aid
Transport	Infrastructure (Energy, Transport, Telecom.); Infrastructure routière, transport
Water/Sanitation	Water and Sanitation; Protection des ressources en eau
Rural Development	Développement rural
Environment	Bio - Diversity; Protection de l'Environnement Général
Refugees	Aid to Refugees (in recip. country); Réinstallation de personnes déplacées
Health	Basic Health Care; Health Education
Civil Society	Civil Society and Democratisation; En faveur des ONG locales, régionales
Fishery and Forestry	Fishery Development; Forestry Education/Training
Industry/SME/Commerce	Développement des PME's; Industrial Crops/Export Crops

## Step 2 Cleaning of data

From this data the following entries were deleted:

- Double/multiple project entries
- Projects with the value "0" for *planned*, *contracts* and *paid*
- All PHARE projects<sup>45</sup>
- Projects financed through thematic budget lines

## Step 3 Grouping of data

Commitments per sector in the different groups were weighted according to their assumed relevance for food security. A list of sectors and their assigned weights can be found in ADDENDUM 1. The percentage weights expresses, what percentage of the resources committed under a given sector is assumed to be used to finance projects in support of food security. I.e. commitments to such as "Food Aid / Food Security Programmes" or "Food Crop Production") are counted at 100%. Commitments to sectors with less direct relevance for food security are counted to a lesser degree. The analysis **considered two scenarios**, one with a more **conservative estimate** of the food security relevance of the individual sectors, and one with a **more progressive estimate** (i.e. with a higher share of each sector counted towards food security funds).

### 2.5.2. Level 2 – Detailed analysis of FA/FS related sectors in 36 example countries

The second level presents a more detailed analysis of the commitments with relevance to food security. The analysis focuses on a limited number of countries: the countries covered by the questionnaire survey as well as the 10 countries, in which field missions were carried out (see Table 4). All these are target countries under the food aid / food security budget line, and thus merit special attention in the analysis of alternative financing instruments. As was the case in the level 1 analysis, all sectors have been weighted according to their relevance for Food Security (for a list of sectors and their weights please see ADDENDUM 1).

#### Step 1 Selection of countries

The following countries were selected:

<sup>45</sup> Financings and commitments for the former Yugoslavian states remain in the table because they were not financed through PHARE instruments in the relevant period.

Table 4: Countries selected for the level 2 analysis.

	Countries	Number
Questionnaire survey	Afghanistan, Angola, Armenia, Azerbaijan, Bolivia, Cape Verde, Ecuador, Eritrea, Georgia, Haiti, Honduras, Kenya, Liberia, Madagascar, Mauritania, Moldavia, Montenegro, Nicaragua, Niger, North Korea, Republic of Congo, Ruanda, Sierra Leone, Somalia, Sudan, Tajikistan, Yemen, Zambia	28
Country evaluations	Bangladesh, Burkina Faso, Ethiopia, Kyrgyzstan, Malawi, Mozambique, Nicaragua, Palestine, Peru, Zimbabwe	10
	Total	38

From the total of 38 countries two have been deleted:

Nicaragua (is appearing twice and included in the more detailed analysis under Level 3),  
Montenegro (in CRIS Consultation no projects financed by CARDS were found.)

## Step 2 Selection of data

All entries contained in CRIS Consultation for these countries in the period from 1997-2002 for all budget lines were extracted. (a detailed list of the sub-sectors and their weights can be found in ADDENDUM 1).

## Step 3 Cleaning of data

The following entries were deleted from the data:

- Double/multiple project entries
- Projects with the value "0" for *planned, contracts and paid*
- Projects financed through thematic budget lines

## Step 4 Grouping of data

Commitments per sector for above listed countries were weighted according to their assumed relevance for food security. A list of sectors and their assigned weights can be found in ADDENDUM 1. The percentage weights expresses, what percentage of the resources committed under a given sector is assumed to be used to finance projects in support of food security. I.e. commitments to such as "Food Aid / Food Security Programmes" or "Food Crop Production") are counted at 100%. Commitments to sectors with less direct relevance for food security are counted to a lesser degree. The analysis **considered two scenarios**, one with a more **conservative estimate** of the food security relevance of the individual sectors, and one with a **more progressive estimate** (i.e. with a higher share of each sector counted towards food security funds).

### 2.5.3. Level 3 – Detailed analysis of FA/FS related sectors in 10 example countries per year

The third level presents the most detailed part of this statistical analysis of the EC commitments in relevance to food security. Hereby the evaluators concentrated on the 10 countries that had been visited during the field phase of the evaluation and analysed the annual food security relevant commitments. As can be seen in ADDENDUM 1 as was done in the level 2 analysis, all sectors are included in the assessment and are weighted according to their relevance for Food Security.

## Step 1 Selection countries

The following countries were included in the level 1 analysis:

Table 5: Countries included in the level 1 analysis of geographical financing instruments

	Countries	Number
Country evaluations	Bangladesh, Burkina Faso, Ethiopia, Kyrgyzstan, Malawi, Mozambique, Nicaragua, Palestine, Peru, Zimbabwe	10

## Step 2 Selection of data

All entries contained in CRIS Consultation for the mentioned countries in the period from 1997-2002 for all budget lines were extracted from the database.

## Step 3 Cleaning of data

From this data the following entries were deleted:

- Double/multiple project entries
- Projects with the value "0" for *planned*, *contracts* and *paid*
- Projects financed through thematic budget lines, as they are covered by separate analyses.

## Step 4 Grouping of data

Commitments per sector for above listed countries were weighted according to their assumed relevance for food security. A list of sectors and their assigned weights can be found in ADDENDUM 1. The percentage weights expresses, what percentage of the resources committed under a given sector is assumed to be used to finance projects in support of food security. I.e. commitments to such as "Food Aid / Food Security Programmes" or "Food Crop Production") are counted at 100%. Commitments to sectors with less direct relevance for food security are counted to a lesser degree. The analysis **considered two scenarios**, one with a more **conservative estimate** of the food security relevance of the individual sectors, and one with a **more progressive estimate** (i.e. with a higher share of each sector counted towards food security funds).

# 3. PRESENTATION OF FINDINGS

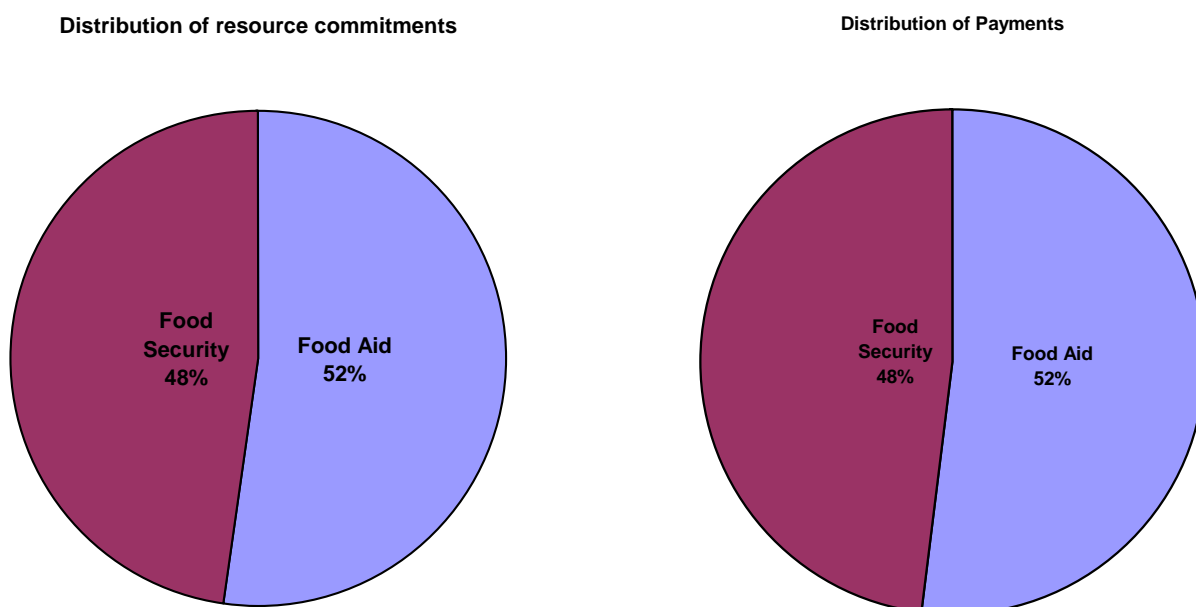
## 3.1. FA / FS Budget line

### 3.1.1. Overall distribution of resources between operations in support of food security and food aid (including transport)

As a whole, the resources<sup>46</sup> committed as well as spent under Regulation 1292/96 are relatively evenly distributed between operations in support of food security and food aid. The Court of Auditor report established, that for the programme years 1997 - 2001, 49% of the resources had been allocated to operations in support of food security, whereas 51% had been committed to finance food aid. The analysis conducted for this evaluation finds that 52% of the resources had been committed to food aid and 48% to food security. In terms of actual payments, also 52% of all payments have been made to finance food aid, whereas 48% of payments were made for operations in support of food security (see Figure 1).

<sup>46</sup> In terms of actual payments

Figure 1: Overall distribution of commitments and payments (only direct aid) under Regulation 1292/96 (Budget chapter B7-20) towards food aid and food security, 1997-2002



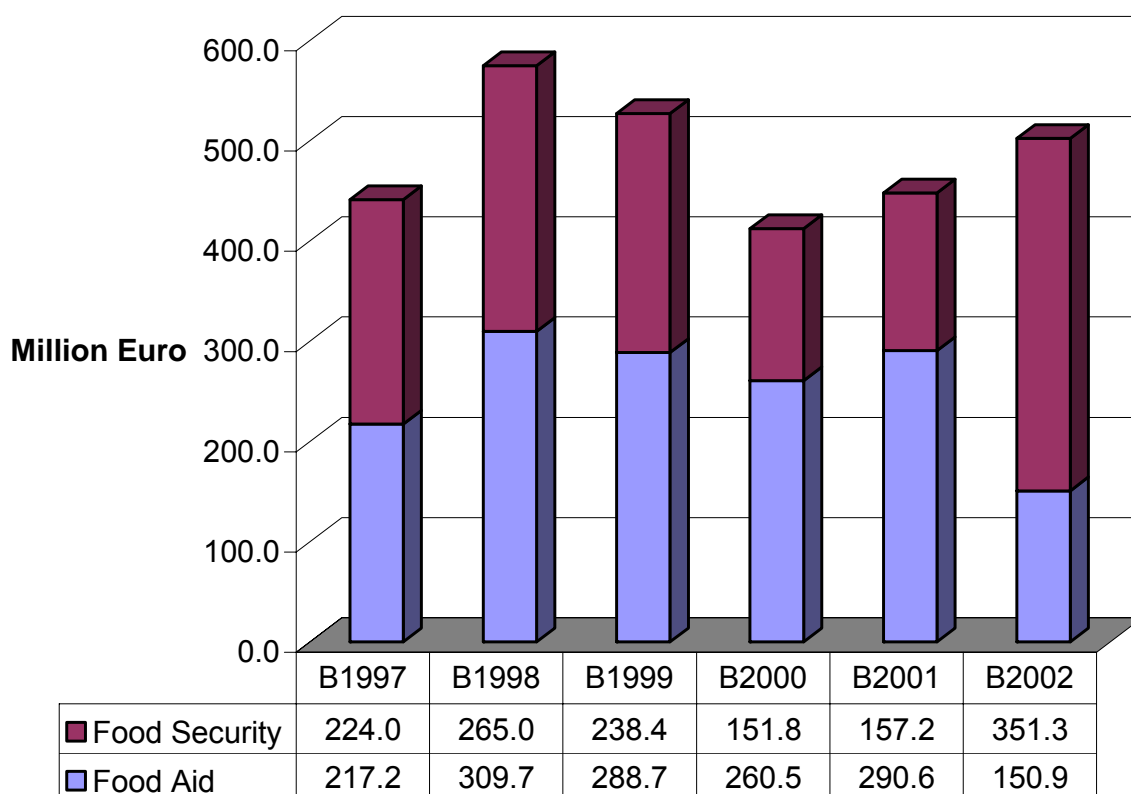
Source: CRIS Saisie, Budget Module, Date of Extraction: 24.03.2004

A look at resource commitments and payments over time renders a somewhat more differentiated picture. However, the annual analysis also **yields results that are at odds with the figures of the CoA:**

According to the numbers generated for this evaluation from CRIS Saisie (Figure 2), the share of **resources committed to food aid increases** in comparison to the share of resources committed to food security measures, from 49% in 1997 to 65% in 2001. Only in 2002 is this trend reversed, when the share of food aid resources drops to 30%, or about 151 Mio Euro in absolute terms.

The commitment figures generated for the Court of Auditor report, on the other hand (Figure 3), show **a steady decline in the amounts committed to food aid** under regulation 1292/96 from programme year 1997 (€ 339.2 Mio) to 2001 with only € 175.0 Mio committed to food aid (see Figure 5). According to these figures, food aid commitments under Regulation 1292/96 not only were reduced in absolute terms, but also in comparison to food security measures: the **share of resource commitments** to food aid under Regulation 1292/96 declined from 64% of total commitments in 1997 to only 40% of total commitments in 2001.

Figure 2: Distribution of resource commitments over programme years 1997 - 2002, situation as of 24.03.2004



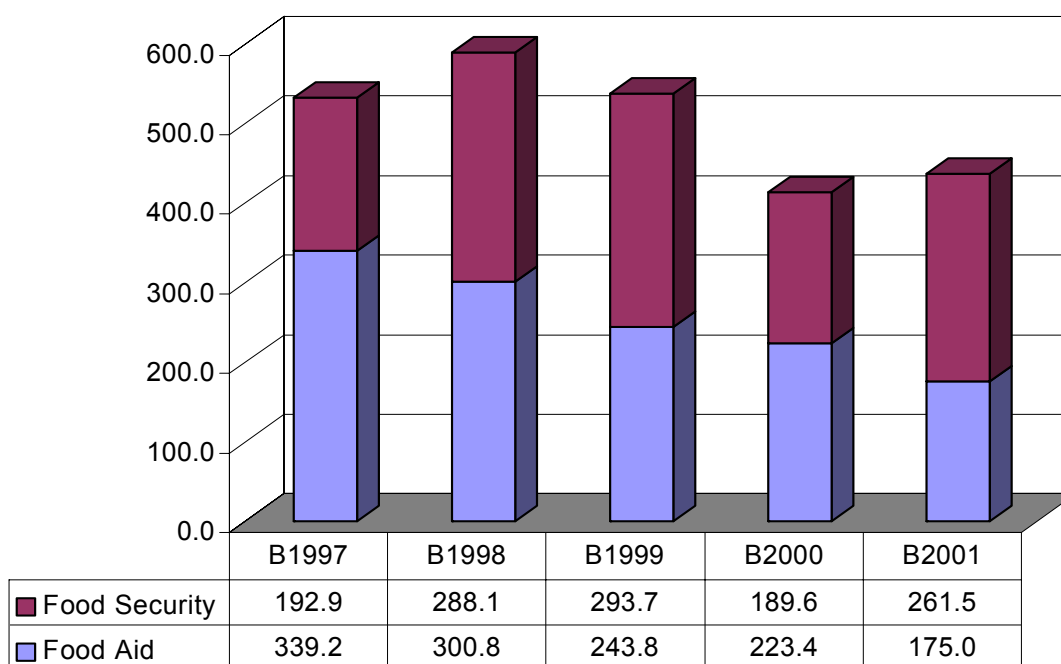
Source: CRIS Saisie, Budget Module, Date of Extraction: 24.03.2004

This difference is significant, because of its implications for assessing if the regulation in fact facilitated a shift from Food Aid to Food Security during the years under consideration. Whereas this is the case judged by the CoA numbers, this conclusion (i.e. that a shift from food aid to food security actually took place) is not supported by the numbers generated for this evaluation<sup>47</sup>.

<sup>47</sup> The evaluators attempted to clarify this issue, i.e. explain this difference in figures and findings, with representatives of the Food Security Unit (F-5). However, the evaluators were not able to completely clarify this issue. Possible explanations are the following: (1) The CoA took into account "crossfinancing" from the food aid / food security sub-budgetlines for either purpose, which led to the difference in numbers; (2) Commitments listed in Sincom are adjusted or re-assigned to different budget titles after not having been used for the purpose they were originally assigned for, which would lead to different commitments figures.



Figure 3: Distribution of resource commitments over programme years 1997-2001, Court of Auditors (in Mio €)



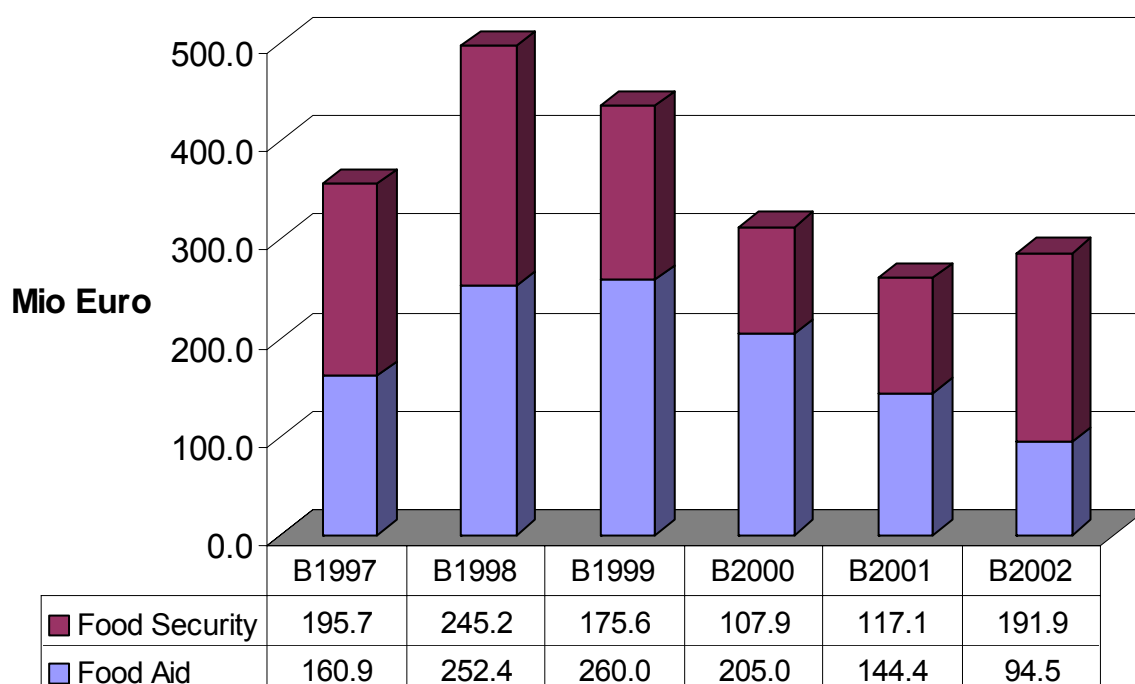
Source of data: Court of Auditor Special Report, 2003

The following presentation is taking the **current numbers** (i.e. those generated in the context of this evaluation) as a reference. However, mention of the CoA figures will be made when it is relevant (and in particular, when those numbers describe a situation that is markedly different from the one described by the more current numbers).

When looking at the distribution of the resources that have actually been paid out for each programme year, the first striking characteristic is a significant variation in the amounts that were actually disbursed each year. As can be seen in Figure 4, the absolute amounts paid for every programme year<sup>48</sup> vary considerably, ranging from € 497.7 Mio in 1998 to only € 261.5 Mio for programme year 2001, i.e. only 53% of the payments in 1998. In comparison, the maximum variation in annual commitments is only 72% (i.e. the ratio of 574.8 Mio Euro (1998) to 412.3 Mio Euro (2000)).

<sup>48</sup> The terms "programme year" and "year of commitment creation" are used here interchangeably. Both refer to the year, in which a pledge was made to finance a food security programme or food aid for a specific recipient country.

Figure 4: Payments for food aid and operations in support of food security under Regulation 1292/96 by year of commitment creation, 1997-2002 (Mio €)



Source of data: CRIS Saisie, Budget Module, Date of Extraction: 24.03.2004

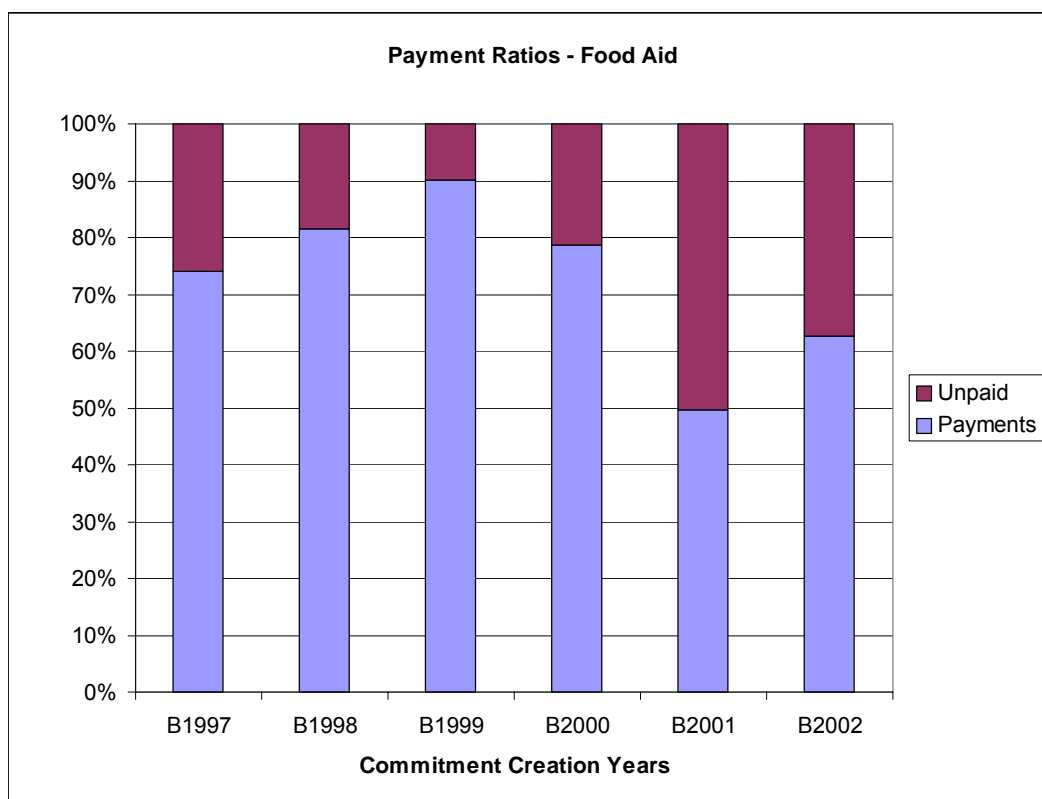
The cause for this variation remains unclear at this point. A certain time lag in the actual disbursement of committed funds is to be expected, which would translate in lower cumulative payments for the more recent programme years. As Table 6, Figure 5 and Figure 6 show, that overall, the payment ratios indeed dropped from 1997 until 2002, from 74.1 % to 62.6% for funds from budget titles B7-200 and B7-202 ("Food Aid") and from 87.4% to 54.6% for funds from budget title B7-201 ("Food Security"). However, the decline was not steady for either type of aid, but rather fluctuated around a general downward trend (i.e. see the fluctuation around the years 1998 and 2001 for food aid and around 2000 for food security).

Table 6: Commitments, Payments and Payment Ratios for Food Aid & Food Security

Commitment Creation Year	Food Aid				Food Security			
	Commitments	Payments	Unpaid	Payment Ratio	Commitments	Payments	Unpaid	Payment Ratio
B1997	217.2	160.9	56.3	74.1%	224.0	195.7	28.3	87.4%
B1998	309.7	252.4	57.3	81.5%	265.0	245.2	19.8	92.5%
B1999	288.7	260.0	28.7	90.1%	238.4	175.6	62.9	73.6%
B2000	260.5	205.0	55.5	78.7%	151.8	107.9	43.9	71.1%
B2001	290.6	144.4	146.2	49.7%	157.2	117.1	40.1	74.5%
B2002	150.9	94.5	56.4	62.6%	351.3	191.9	159.4	54.6%
<b>Grand Total</b>	<b>1517.7</b>	<b>1117.2</b>	<b>400.5</b>	<b>73.6%</b>	<b>1387.7</b>	<b>1033.4</b>	<b>354.4</b>	<b>74.5%</b>

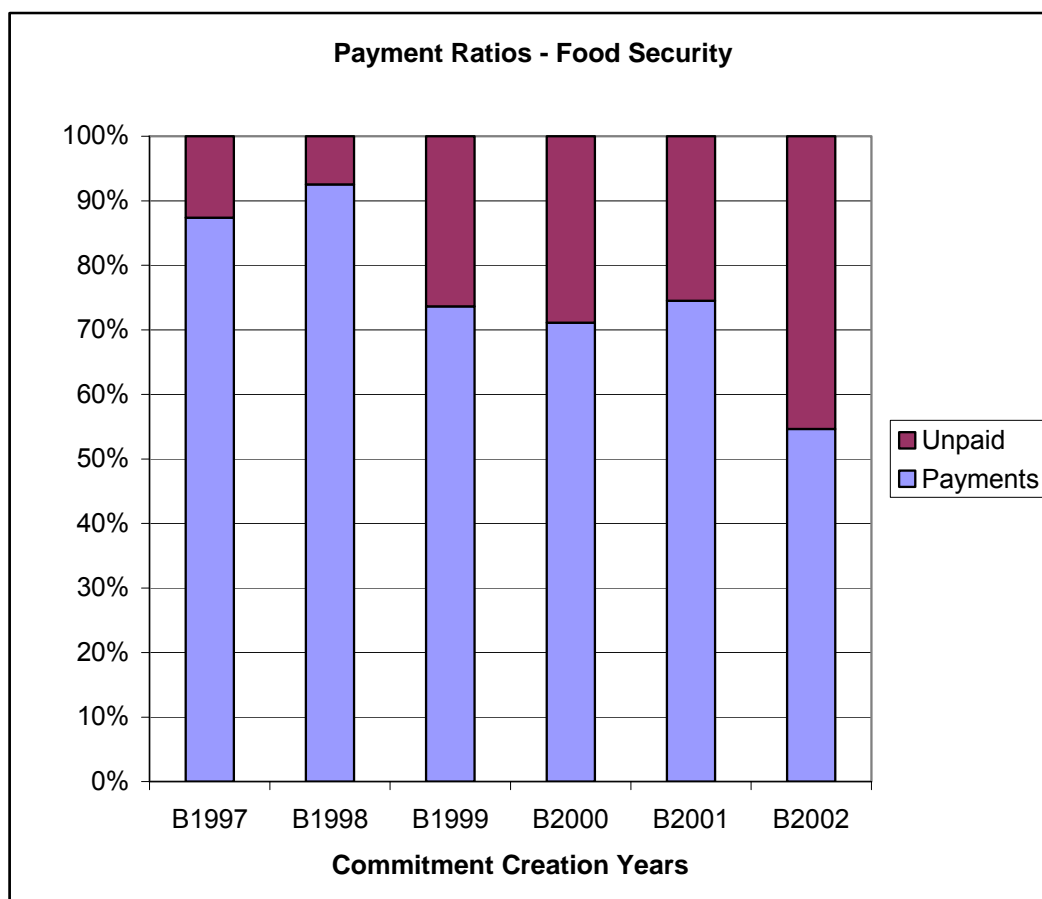
Source of data: CRIS Saisie, Budget Module, Date of Extraction: 24.03.2004

Figure 5: Payment Ratios Food Aid, 1997 - 2002, current data



Source of data: CRIS Saisie, Budget Module, Date of Extraction: 24.03.2004

Figure 6: Payment Ratios Food Security, 1997 - 2002, current data



Source of data: CRIS Saisie, Budget Module, Date of Extraction: 24.03.2004

According to the current data presented above, the overall payment ratio for the years is approximately the same for funds from B7-202 / 202 ("Food Aid") and B7-201 ("Food Security"). This is surprising as it contradicts the findings of the CoA report, which finds a considerably lower payment ratio for funds committed from budget title B7-201 (Food Security) than for funds from budget titles B7-202 / 200 (Food Aid) (see Table 7)<sup>49</sup>.

*Table 7: Payment Ratios for Food Aid and Food Security, Court of Auditors*

<b>Commitment Creation Year</b>	<b>Food Aid</b>	<b>Food Security</b>	<b>Total</b>
B1997	84.0%	78.1%	81.9%
B1998	84.2%	73.3%	78.9%
B1999	84.7%	50.9%	66.2%
B2000	54.3%	29.0%	42.7%
B2001	43.7%	11.1%	24.1%
<b>Grand Total</b>	<b>73.5%</b>	<b>48.5%</b>	<b>61.3%</b>

Source: Court of Auditor Report, 2003.

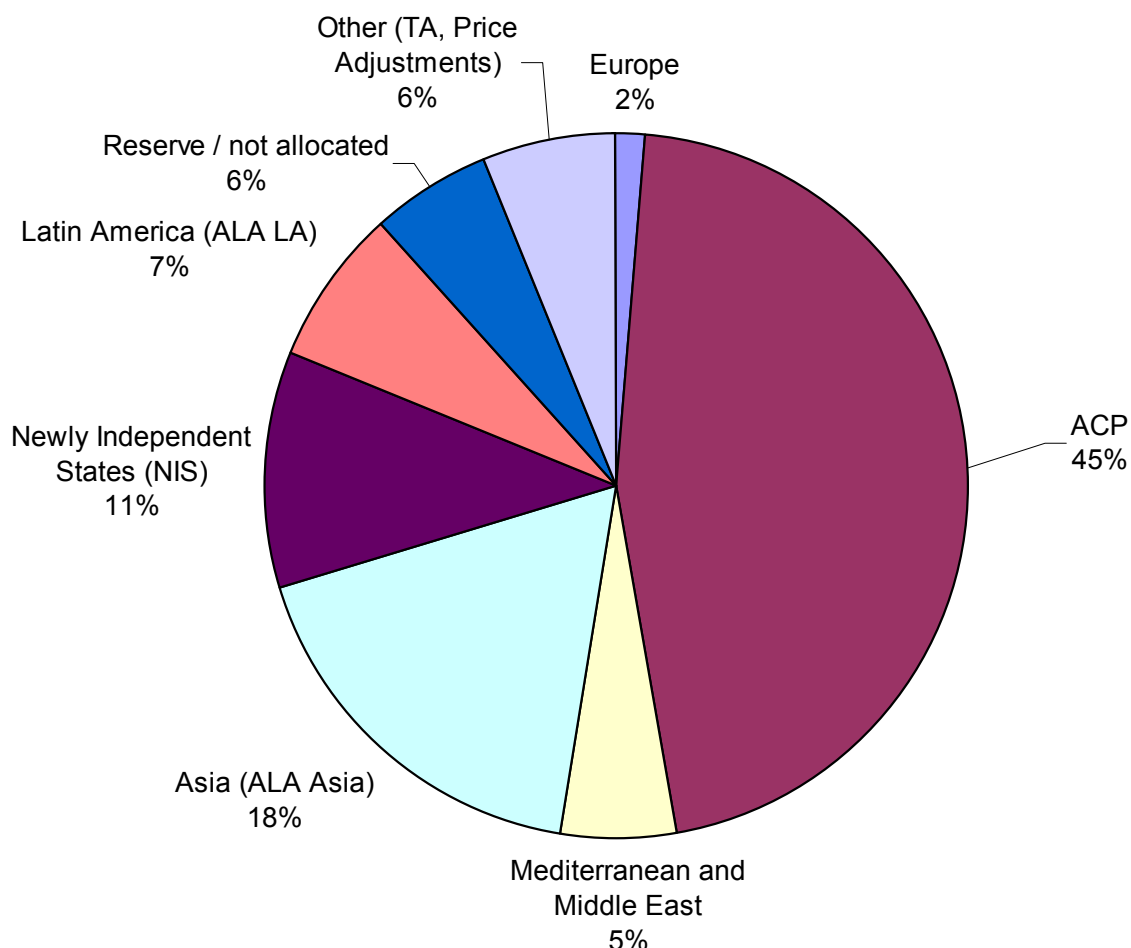
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<sup>49</sup> This discrepancy could again be explained by cross-financing from both budget title for either food aid operations or operations in support of food security. If funds from B7-201 (food security funds) had been used to finance food aid instead. Since committed food aid funds are generally paid out faster than food security funds this practice would have increased the overall payment rate for commitments under budget title B7-201. This could explain, why the payment ratios for both aid types appear to be nearly the same. As was mentioned above, the evaluators attempted to clarify the discrepancy with F-5.

### 3.1.2. Regional Distribution of Resources

With 45% of total resource commitments, ACP countries have received the largest share of resources in the period from 1997 - 2002 (see Figure 8)<sup>50</sup>. Asian countries received the second-largest share of commitments (18%). The group of Newly Independent States (NIS) received 11% of the overall commitments.

Figure 7: Overall regional distribution of resource commitments, 1997 - 2002



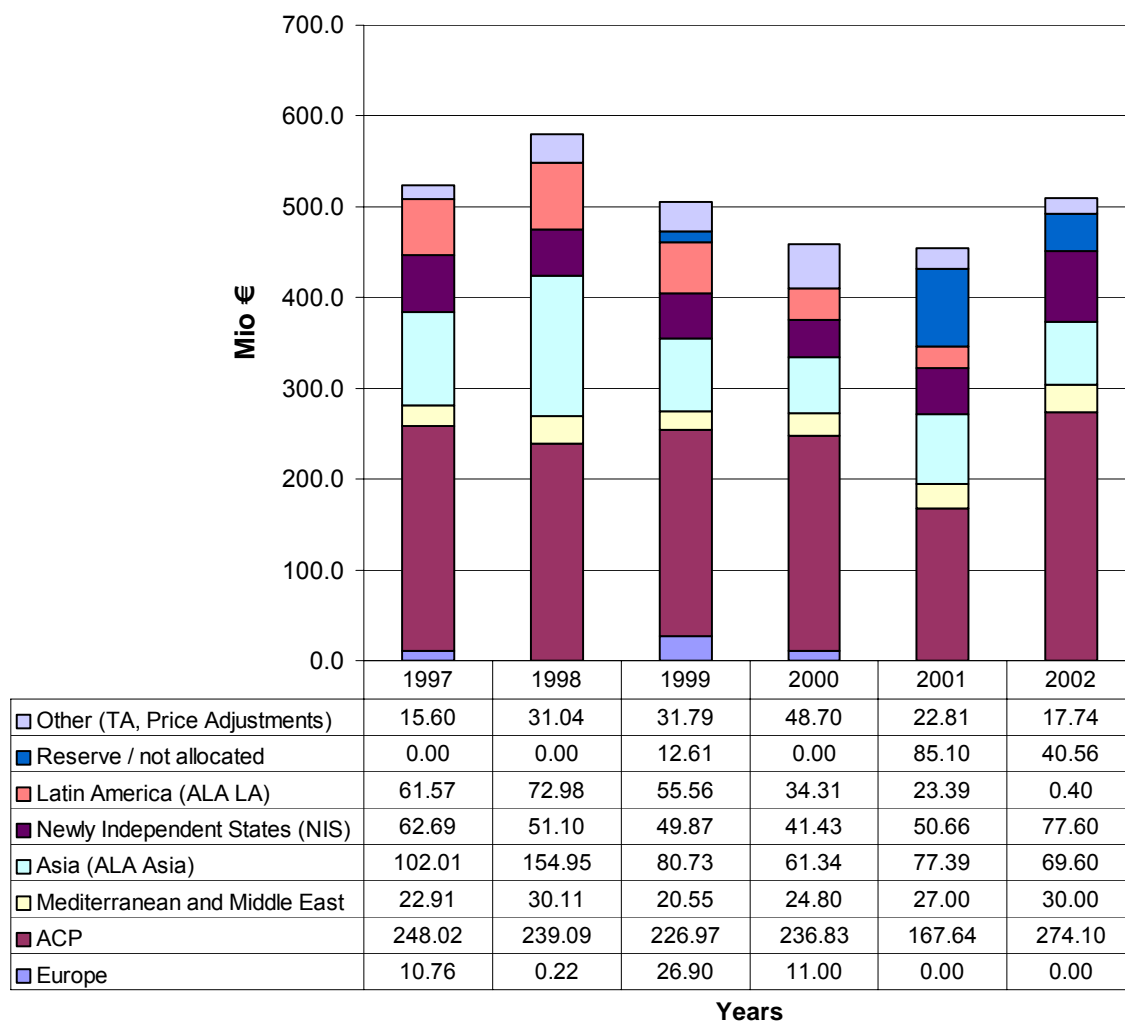
Source of Data: Annual Statistical Report, Food Security Unit, 2003.

The relative importance of the different geographical regions remained relatively stable over time. As can be seen in Figure 9, ACP remained the region that receives the largest share of resource commitments for every programme year between 1997 and 2001. The relative importance of Asia and the NIS as second and third largest recipients of commitments also remains relatively constant, with the NIS receiving a larger share of resource commitments than Asia for the first time in 2002. However, despite the continuity of resource commitments for the first three regions, the data show a relatively clear decline in resource commitments to Latin America over the years. Whereas Latin America still received 12% of the overall commitments in 1997, its share of resources as well as the absolute level of resource committed to the region

<sup>50</sup> For the years 1997 - 2002, the overall amount committed under the programme is € 2.51 billion. It is not clearly stated in the statistical report, if the years mentioned refer to budget years or programme years.

sank in subsequent years until 2002, when the resource commitments to Latin America in 2002 only represented less than 1% of the overall resources.

Figure 8: Regional distribution of resource commitments per year<sup>51</sup>



Source of data: Annual Statistical Report, Food Security Unit, 2003<sup>52</sup>

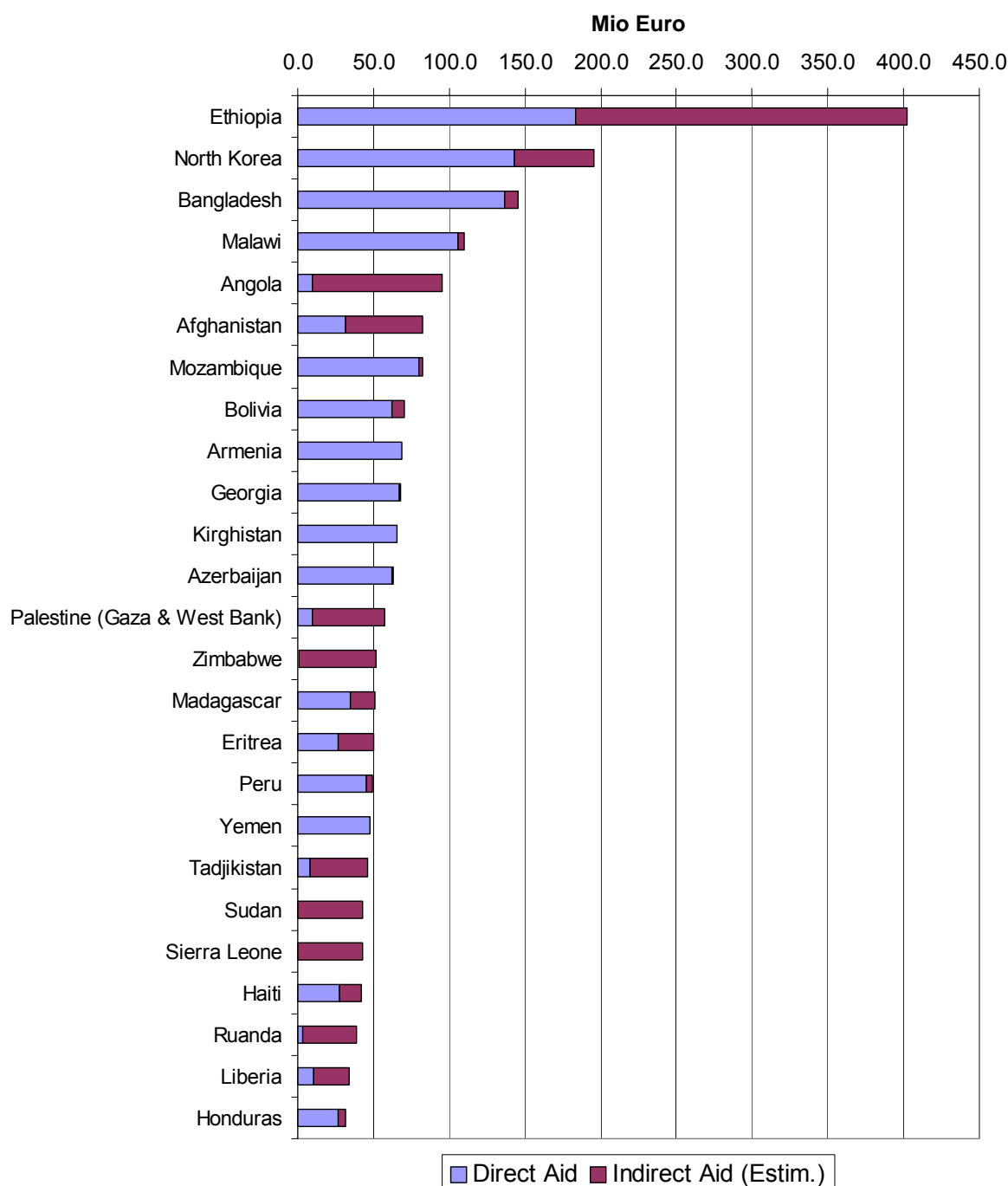
### 3.1.3. Primary recipients of aid under Regulation 1292/96

Figure 9 list the primary recipients of funds from budget line B7-20 for the budget years 1997 - 2002. According to these data, Ethiopia has clearly been the main recipient for funds from the FA / FS budget line in this time period, with approximately 402.2 Mio Euro committed in the time period. Ethiopia was also the biggest recipient of indirect as well as direct aid in these years. The second biggest recipient, North Korea, has already received only half as much aid in this time period (approximately 195.4 Mio Euro).

<sup>51</sup> As explained in footnote 50, the statistical report does not state if the years refer to budget years or programme years (years of commitment creation).

<sup>52</sup> Note: the Annual Statistical Report does not specify, which countries are included in the "Europe" category.

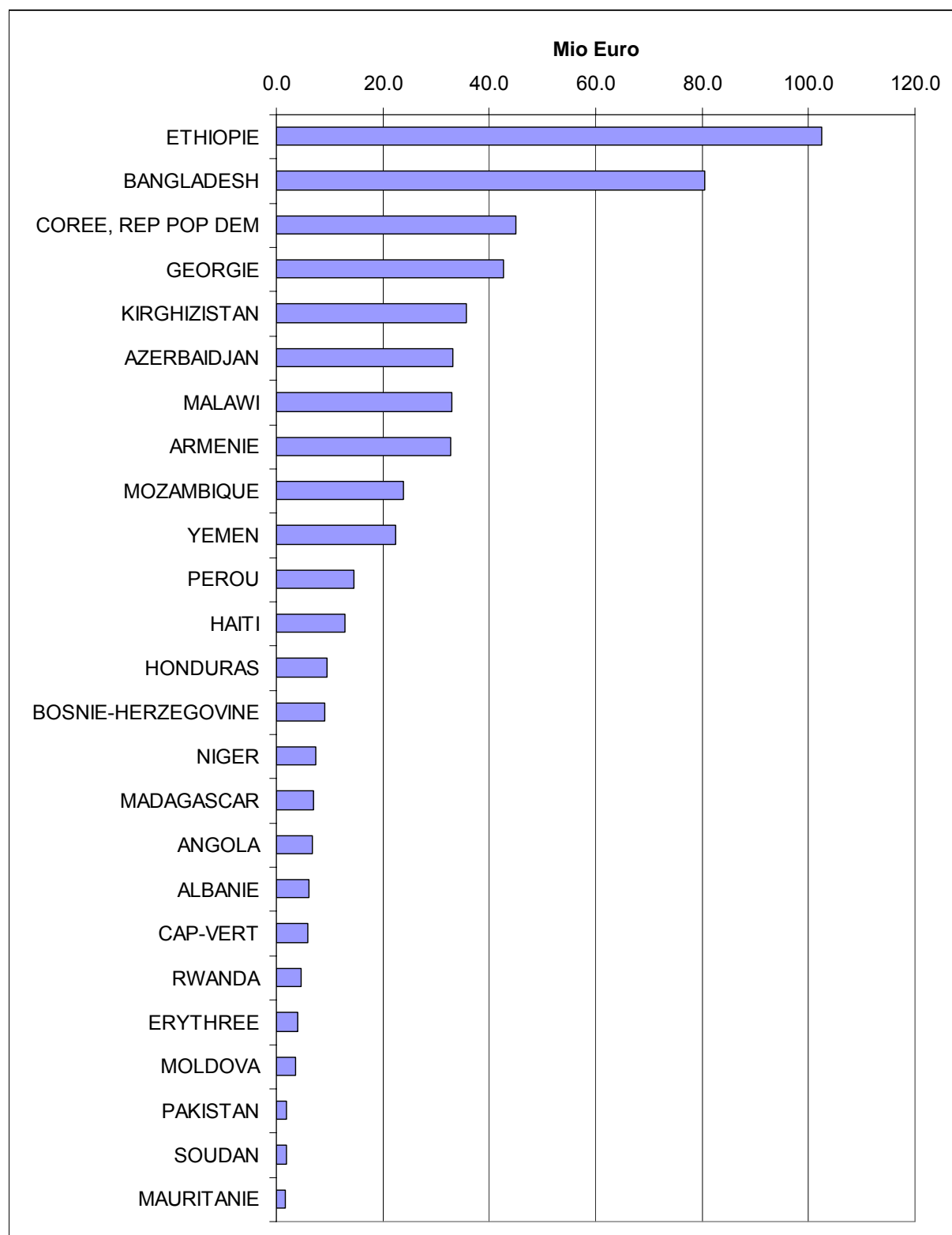
Figure 9: 25 Primary recipients of B720 funds (direct and indirect aid)



Source: Annual Statistical Reports, 1997 - 2002, Food Security Unit

In terms of direct food aid (i.e. funds from budget titles B7-200 / 201), the biggest recipients of funds for the time period 1997 - 2002 were Ethiopia, Bangladesh and North Korea (see Figure 10). The situation is slightly different for funds from budget title B7-201 (Food Security). Biggest recipients here are Bolivia, Bangladesh and Ethiopia (see Figure 11).

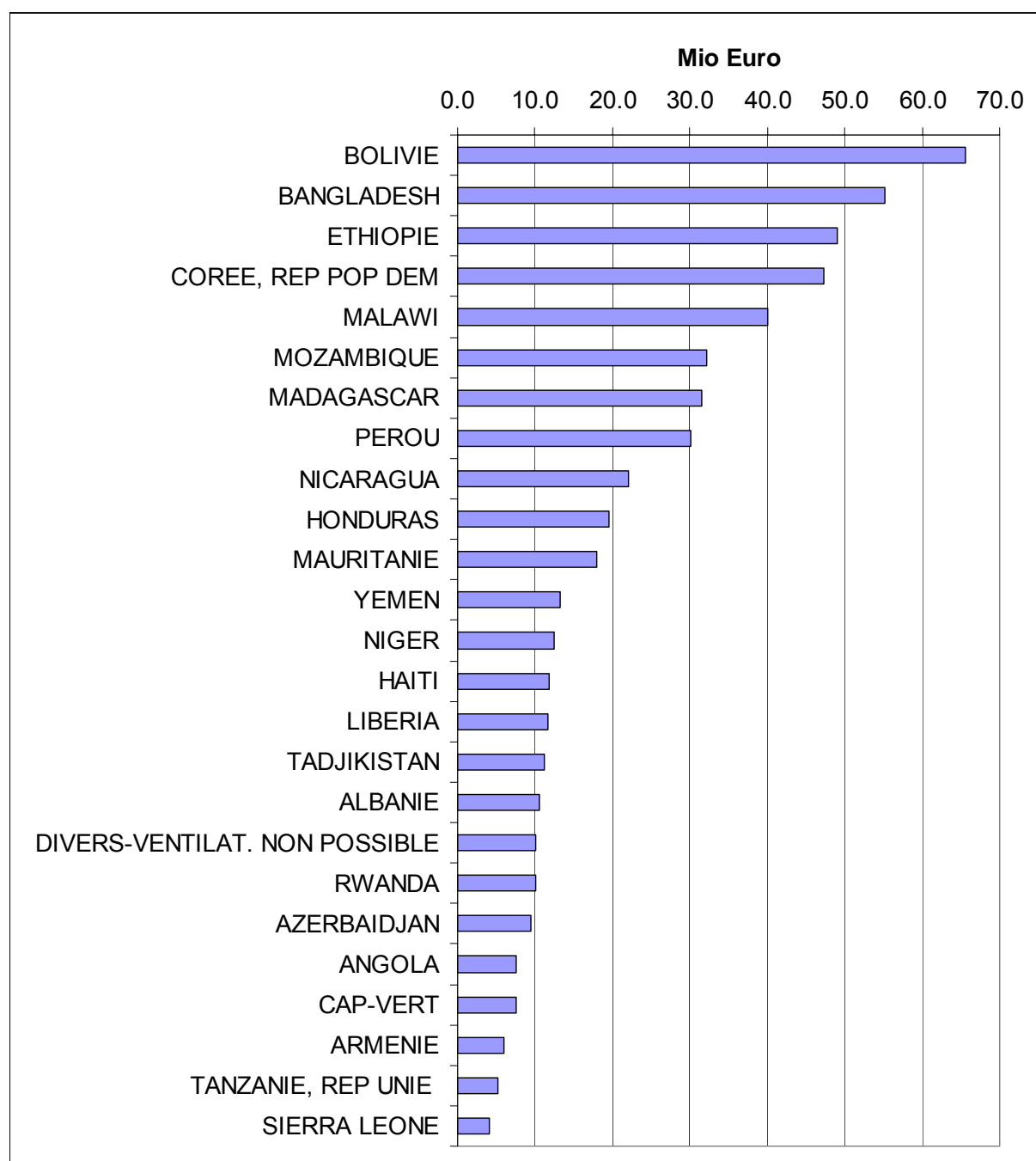
Figure 10: 25 primary recipients of direct commitments from budget title B7200 / 202 (Food Aid)



Source of data: CRIS Saisie, Budget Module, Date of Extraction: 24.03.2004



Figure 11: 25 primary recipients of direct commitments from budget title B7201 (Food Security)



Source of data: CRIS Saisie, Budget Module, Date of Extraction: 24.03.2004

### 3.1.4. Conclusions

The following conclusions can be drawn from the above analysis:

Overall, Food Aid has consumed a larger share of resources between 1997 - 2002 than operations in support of food security.

According to the CoA report, the share of food aid and thus the relative importance of this type of assistance has declined over the years. However, it is not clear to what extent this trend takes into account possible cross-financing, where funds from food aid budget titles (B7-200 / 202) have been used for operations in support of food security, and vice versa. Numbers generated for this report show an actual increase in the share of resources used for food aid resources over time.

According to the CoA report, commitments to food security have a significantly lower payment ratio than commitments to food aid, pointing to a lower absorption capacity of food security operations. However, as above, the numbers generated for this report show a different picture, in that they yield average payment ratios for both aid types that are close to similar.

Budget line B7-20 is predominantly supporting ACP countries and countries in the ALA regions (Latin America and Asia). Other regions (such as TACIS, MEDA) are significantly smaller recipients in the overall portfolio of the budget line. The distribution of funds over regions remains relatively stable.

### **3.2. ECHO**

The data were analysed based on the following criteria:

Distribution of contract amounts and payments over time

Distribution of contract amounts and payments over regions and countries

Distribution of contract amounts over B720 target countries.

#### **3.2.1. Variation of contracted and paid amounts over time.**

During the period from 1997 - 2002, ECHO contracted a total of 684.1 Mio € for food aid<sup>53</sup>. This translates into an average of 114 Mio € annually for food aid contracts from 1997 - 2002. As is shown by Figure 12 however, the actual annual resources contracted vary considerably: the contracted amounts and the paid amounts are distributed over the financial years 1997 - 2002, with the lowest contracted amount in the period of 75.7 Mio € for the year 1997 and the highest amount of 150.9 Mio € for 1999<sup>54</sup>. The graph shows a general upward trend in the contracting of resources, with a peak in 1999 and slight fluctuation in the following years<sup>55</sup>.

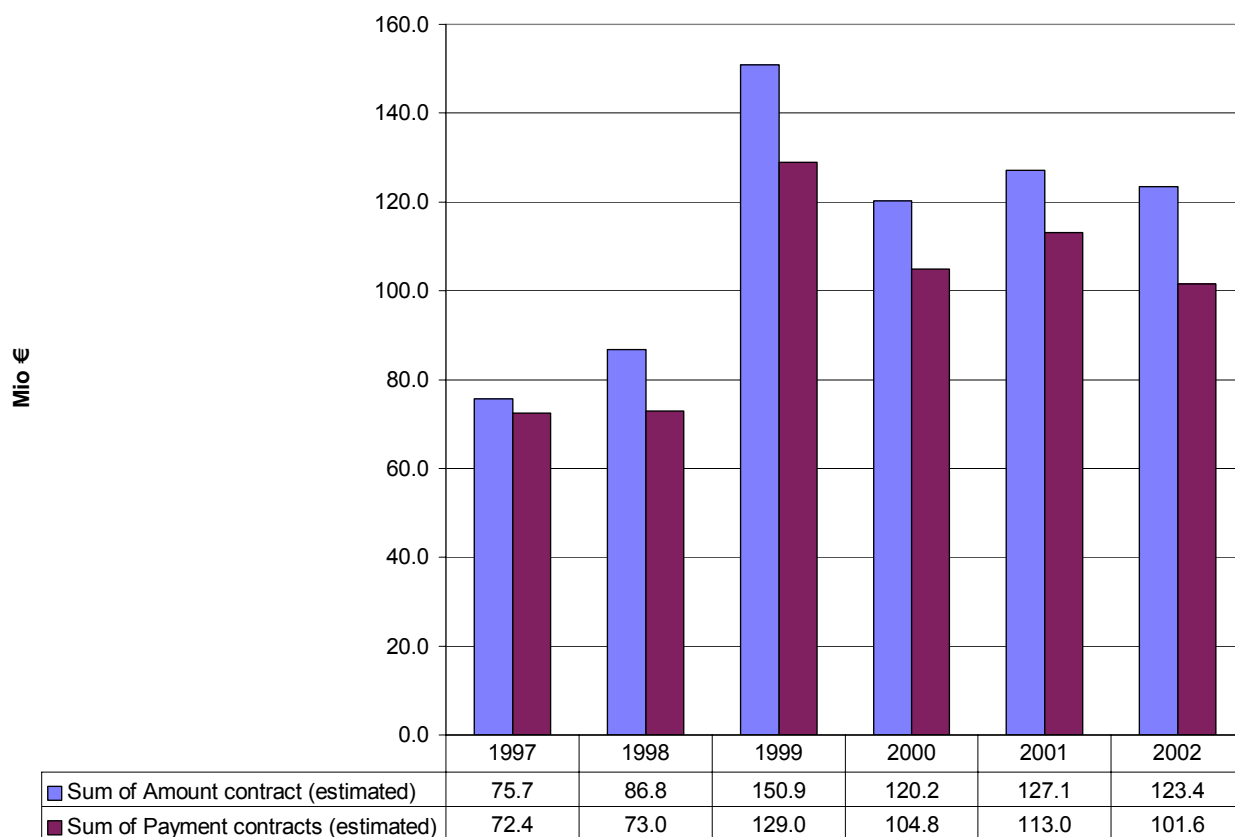
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<sup>53</sup> This figure includes contracts for PHARE countries.

<sup>54</sup> It should be noted that the high level of contracted resources in 1999 corresponds with a particularly high amount of resources for the PHARE region in 1999 (78.4 Mio € in 1999).

<sup>55</sup> The high contract amount in 1999 can be attributed to a particularly high amount going to PHARE countries in 1999 (see regional breakdown below).

Figure 12: Distribution of contracted amounts and paid amounts over financial years, 1997 - 2002 (in Mio €)



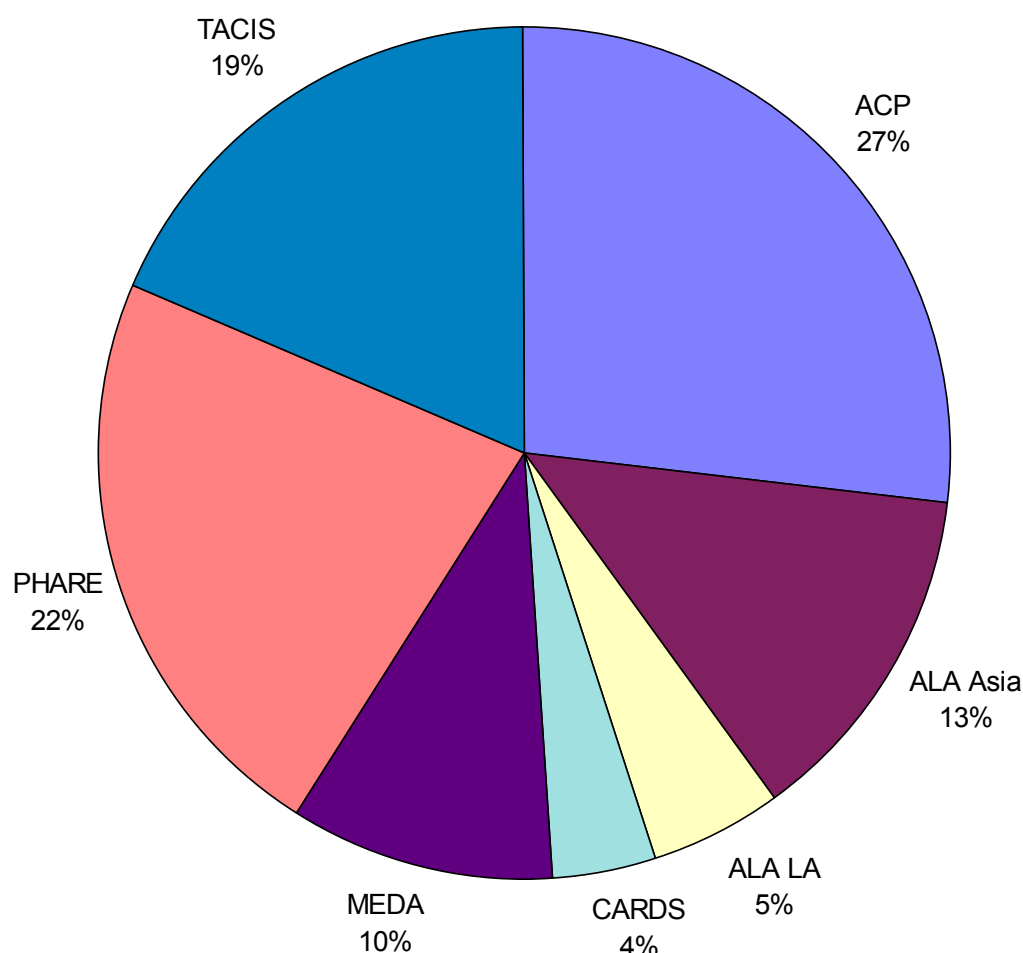
Source of data: CRIS Saisie, Budget Module, Date of Extraction: 24.03.2004

### 3.2.2. Geographical variations of ECHO resources for Food Aid

#### 3.2.2.1. Overall regional variations

During the period under examination, the ACP region has received the largest share of resources (contracts) with 27% of the resources committed, or an absolute value of 184.6 Mio Euro. The PHARE region is the second largest recipient of funds<sup>56</sup> with 22% of the overall resources (153.6 Mio Euro). TACIS and ALA follow with 19% (127.1 Mio Euro) and 18% for ALA overall (122.8 Mio Euro).

Figure 13: Overall regional variation of ECHO Food Aid resources (contracted amounts), 1997 - 2002.



Source of data: CRIS Saisie, Budget Module, Date of Extraction: 24.03.2004

As can be seen in Figure 14, the relative large share of resources that has been contracted in the PHARE region largely stems from a particularly large share the region received in 1999.

Table 8 shows that PHARE received over 50% of the contracted resources in that year. Excluding the year 1999, PHARE's average share drops to 14.0% for the remaining years<sup>57</sup>.

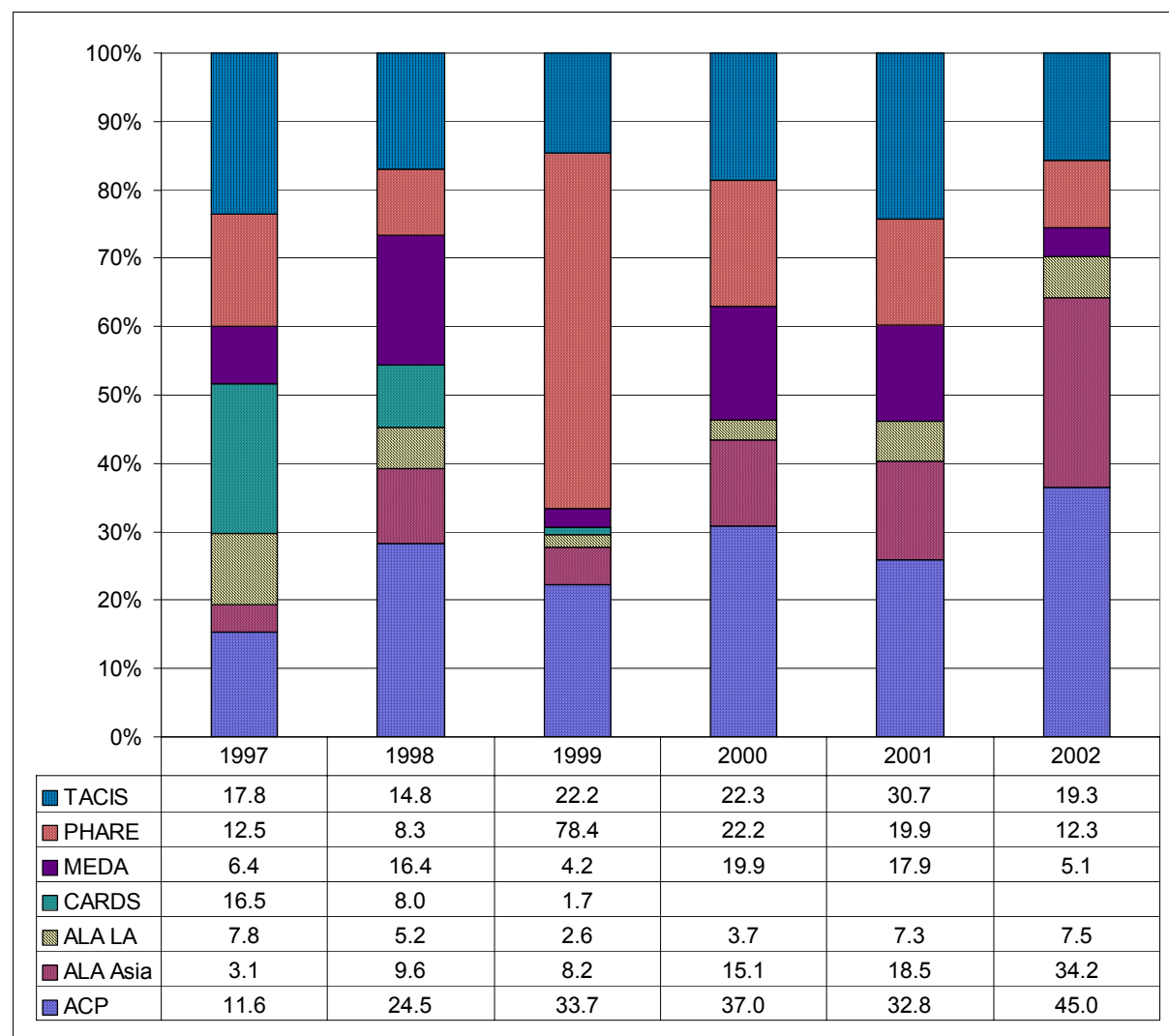
The share that ACP countries have received from the overall ECHO food aid resources has increased gradually over the years. Funds committed to the ACP countries have increased in absolute terms in all years between 1997 - 2002, with the exception of 2001, when the contracted resources dropped from 37 Mio Euro to 32.8 Mio Euro (see Figure 14). However, in 2002 the contracted amount in ACP countries increased again to 45 Mio Euro, and ACP

<sup>56</sup> For completeness, the PHARE region is included in this overview, however PHARE countries will not be considered in the rest of the analysis, as they fall outside of the regional framework of EC development cooperation.

<sup>57</sup> 1997, 1998, 2000, 2001, 2001.

countries received the largest percentage share (36.5%) of overall ECHO Food Aid funds in the years that are included in the annual comparison, up from a share of 15.3% in 1997. ALA Asia countries have seen a similar increase in contracted funds from ECHO. Whereas in 1997 ALA Asia countries only received 4.1% of overall ECHO Food Aid funds they received 27.7% (or 34.2 Mio Euro) in 2002. In this time period, ECHO funds contracted to the region increased steadily in absolute and relative terms, with the exception of 1999.

Figure 14: Regional variation of contracted amounts for Food Aid by financial years, 1997 - 2002, Mio €.



Source of data: CRIS Saisie, Budget Module, Date of Extraction: 24.03.2004

Table 8: Regional variation of contracted amounts for Food Aid by financial years, Percentage of annual totals, 1997 - 2002

Region	1997	1998	1999	2000	2001	2002	Grand Total
ACP	15.3%	28.2%	22.3%	30.8%	25.8%	36.5%	27.0%
ALA Asia	4.1%	11.0%	5.4%	12.6%	14.6%	27.7%	13.0%
ALA LA	10.3%	6.0%	1.8%	3.1%	5.7%	6.1%	5.0%
CARDS	21.8%	9.2%	1.1%	0.0%	0.0%	0.0%	3.8%
MEDA	8.4%	18.9%	2.8%	16.5%	14.1%	4.1%	10.2%
PHARE	16.5%	9.6%	51.9%	18.4%	15.6%	10.0%	22.4%
TACIS	23.5%	17.0%	14.7%	18.6%	24.2%	15.6%	18.6%
<b>Grand Total</b>	<b>100.0%</b>	<b>100.0%</b>	<b>100.0%</b>	<b>100.0%</b>	<b>100.0%</b>	<b>100.0%</b>	<b>100.0%</b>

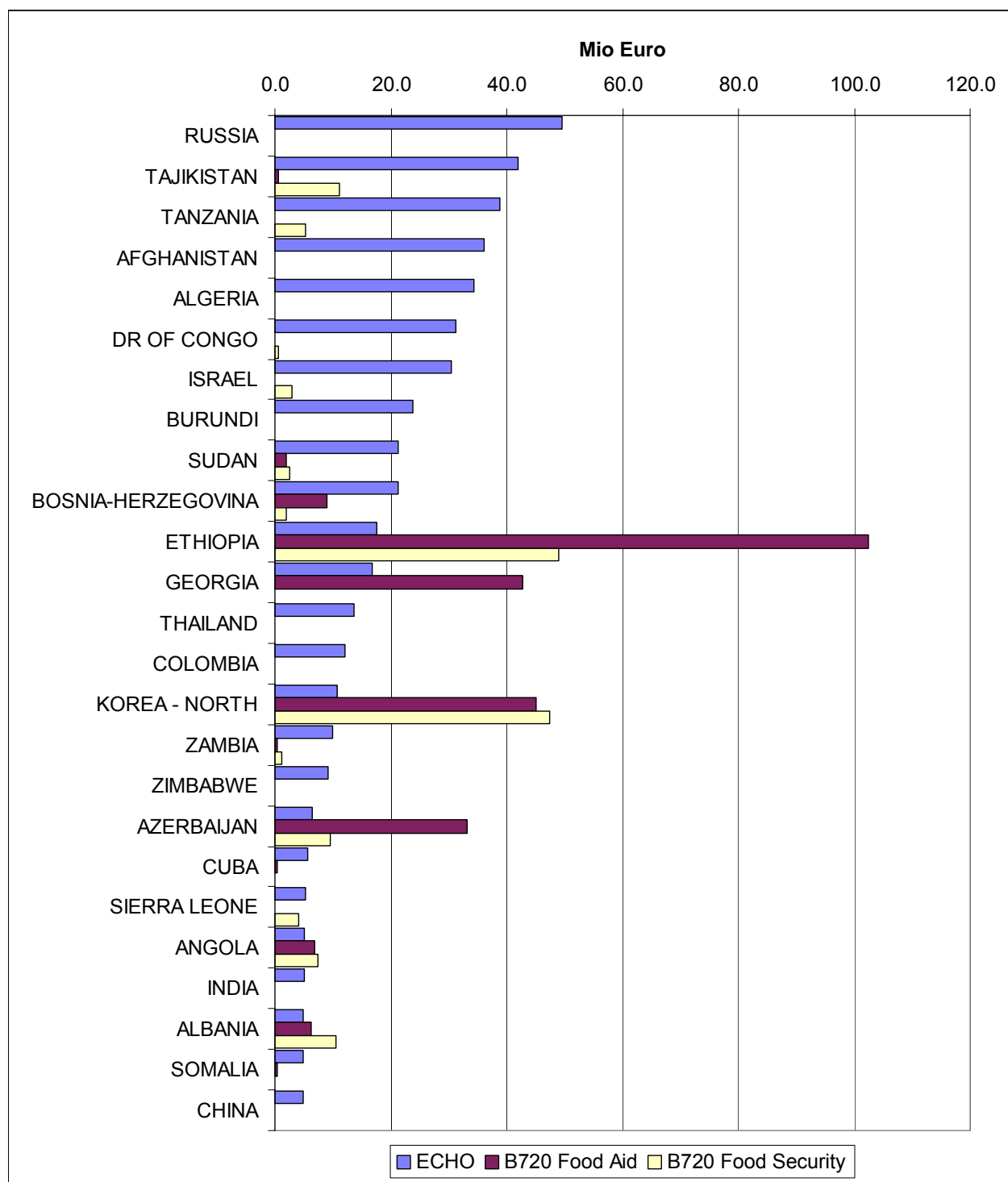
Source of data: CRIS Saisie, Budget Module, Date of Extraction: 24.03.2004

### **3.2.2.2. Main recipients of ECHO Food Aid resources**

Figure 15 shows the main recipient countries of food aid resources from ECHO. Russia and Tajikistan (TACIS) have received the largest shares of ECHO funding with 49.6 and 42.0 Mio Euro respectively. Afghanistan is another TACIS country that has received a comparably large amount from ECHO in this time period (36.0 Mio Euro). From the ACP region, the three most important recipients of ECHO funds are Tanzania (38.8 Mio Euro), Algeria (34.4 Mio Euro) and Congo (31.2 Mio Euro).

Figure 4 also shows the amounts that have been committed to those countries from the Food Aid / Food Security Budget line. The figure shows that only in a relatively small number of countries significant funds come from both sources (i.e. ECHO and B720). Among the 10 top recipients of ECHO food aid funds (all above 20 Mio Euro for the time period 1997 - 2002), only Tajikistan, Tanzania, Israel and Sudan have received notable amounts from B720 in addition to the funds received from B720. Among the remaining countries (ECHO contributions for food aid smaller than 20 Mio Euro), countries such as Ethiopia, Georgia North Korea and Azerbaijan have received considerable amounts from both instruments.

Figure 15: Main recipients of ECHO Food Aid resources - distribution of contract amounts, 1997 - 2002<sup>58</sup>.



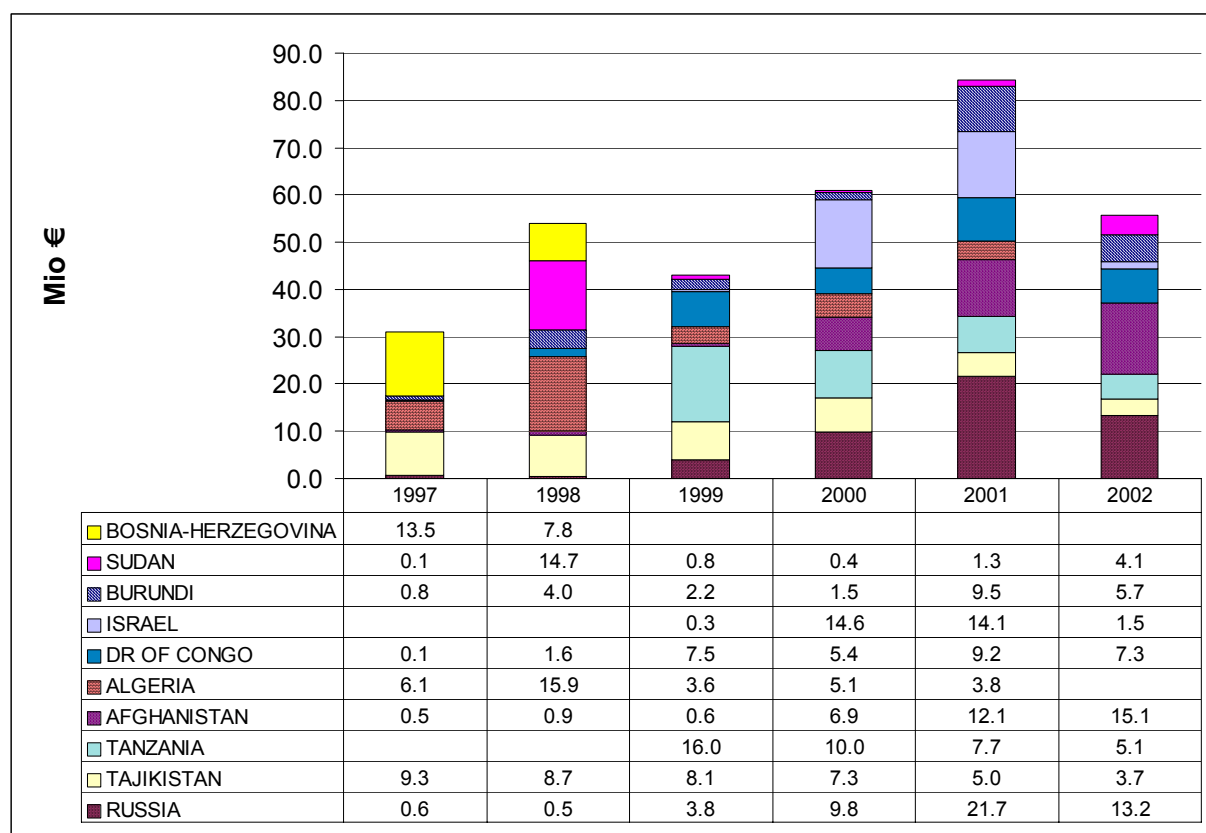
Source of data: CRIS Saisie, Budget Module, Date of Extraction: 24.03.2004

Funds distributed from ECHO underlie significant annual variations. Figure 16 shows that some of the main recipients have only been funded for a few selected years out of the time period under consideration. Russia, for example, as the most important recipients of ECHO funds received the bulk of its resources in the years 2000 - 2002, with the peak amount of 21.7 Mio Euro having been contracted in 2001. Afghanistan received funding from 2000 until 2002, with only insignificant amounts committed in the years before. Tanzania did not receive any food aid

<sup>58</sup> PHARE countries are excluded from this list.

before 1999, when 16 Mio Euro were contracted to the country. However, its absolute and relative share of overall ECHO funds has been declining since then.

Figure 16: Annual variation in distribution of food aid resources (contracts) of 10 main recipients, 1997 - 2002, Mio €.



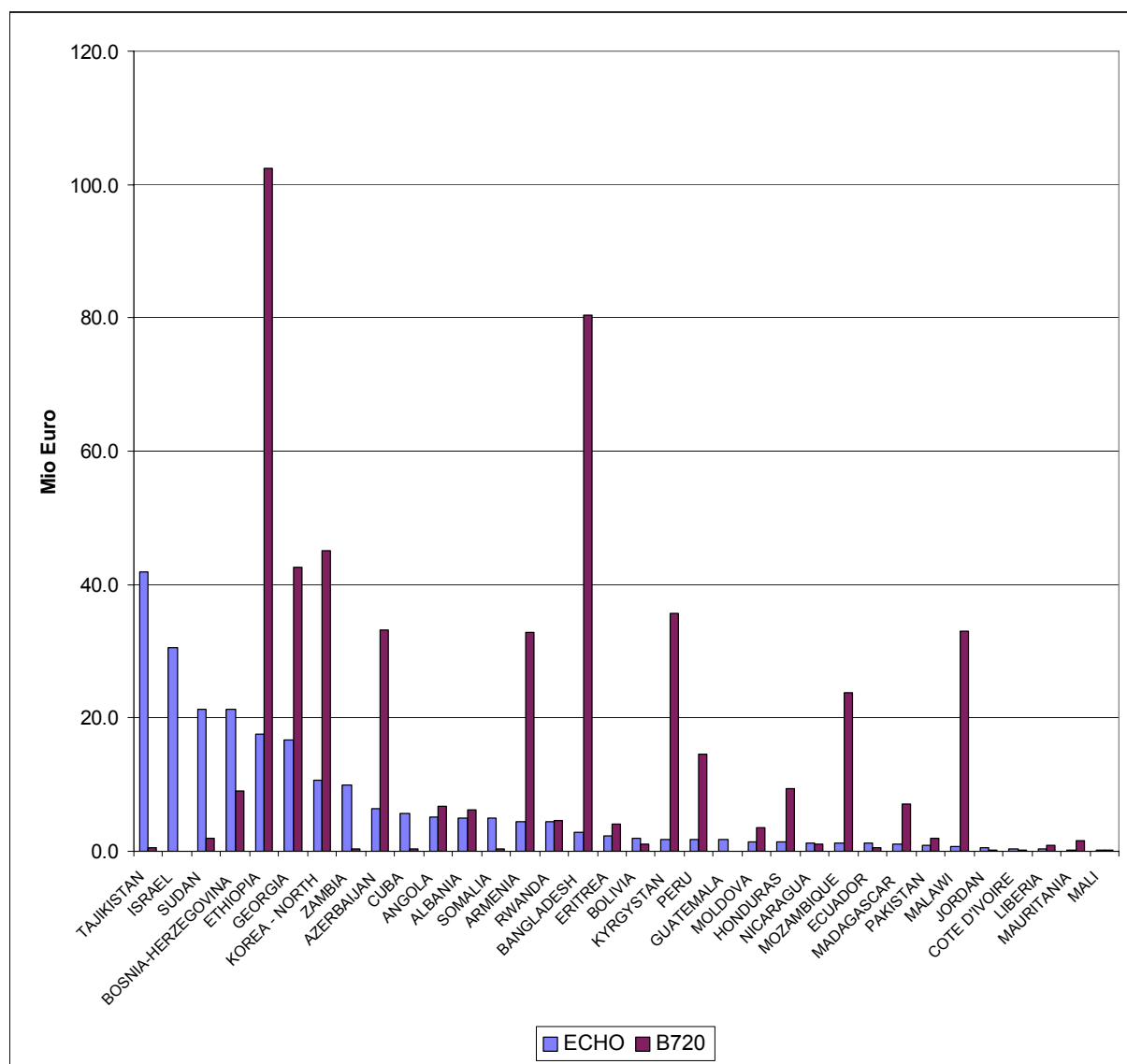
Source of data: CRIS Saisie, Budget Module, Date of Extraction: 24.03.2004

### 3.2.2.3. ECHO Distributions to B7-20 Target Countries

To get an overview to what extent B7-20 target countries (i.e. specifically recipients of food aid) have also received food aid from ECHO, Figure 17 displays the commitments to the countries that, in addition to receiving ECHO food aid, have also received (food aid) funds from B720. The figure shows that a number of countries have received funds from both sources. In particular Ethiopia, Georgia and North Korea rank relatively high as fund recipients from both instruments, Ethiopia having received 17.6 Mio Euro from ECHO in addition to the 102.4 Mio Euro from the FA / FS budget line. However, other countries that have received relatively large amounts in food aid from B720 have received only relatively small amounts from ECHO, such as Bangladesh, Kyrgyzstan or Armenia. Another group of countries have received virtually no funding from B720 and have received food aid almost exclusively from ECHO. This group includes countries like Tajikistan, Sudan and Bosnia-Herzegovina.



Figure 17: ECHO and B720 commitments to B7-20 Food Aid target countries



Source of data: CRIS Saisie, Budget Module, Date of Extraction: 24.03.2004

### 3.2.3. Conclusions

The quantitative data available for this evaluation offer only little basis for a comparison with the B720 budget line. A few conclusions that can be drawn are the following:

ECHO is committing resources in all geographical regions that are also the focus of the funds committed from the FA / FS budget line.

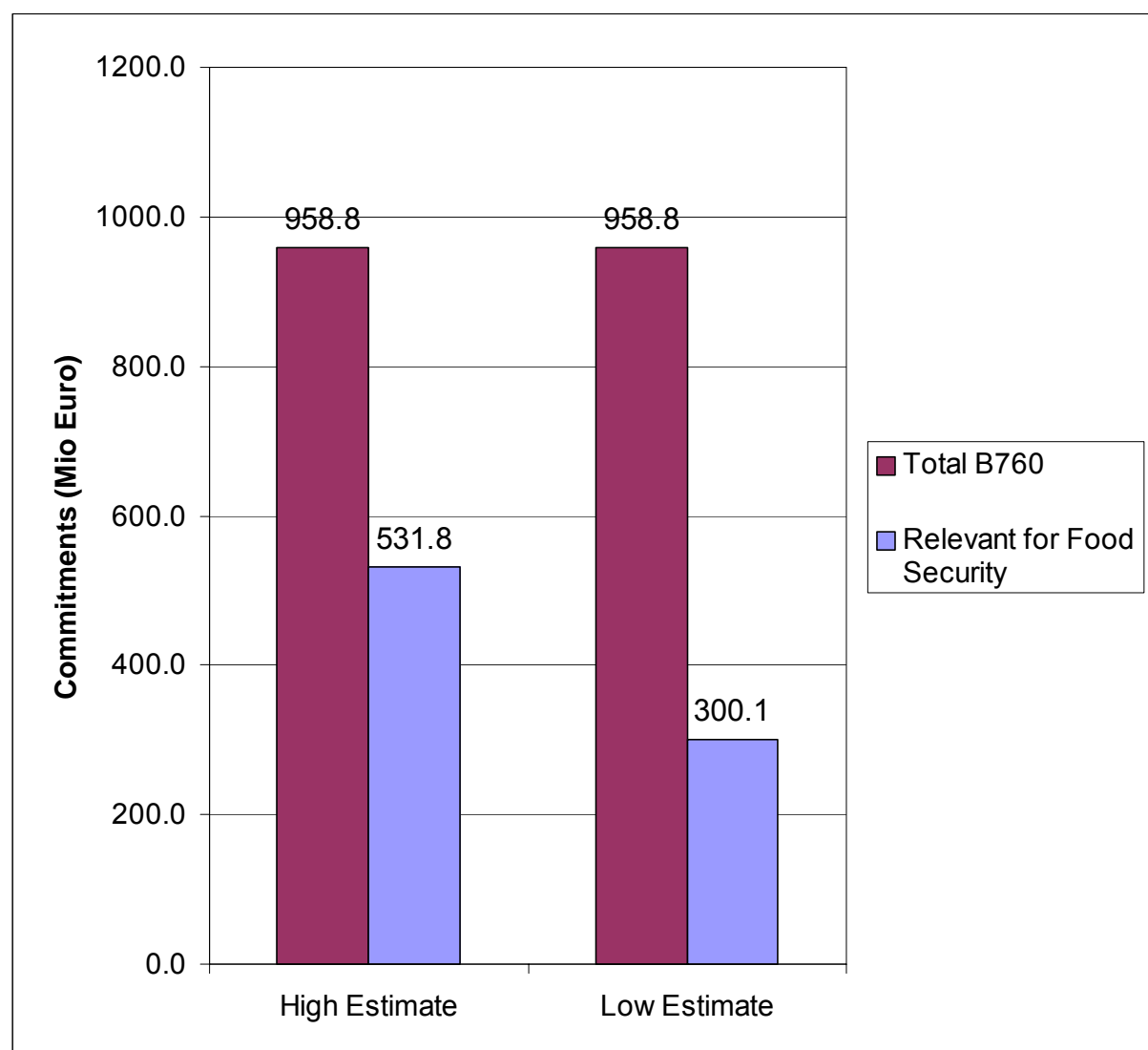
However, the level of commitments to the different regions and countries underlies relatively high fluctuations and might only be given for a limited number of years, which appears consistent with the primary purpose of ECHO funds as humanitarian relief instrument.

Although ECHO is distributing Food Aid in many of the same countries that are also supported with Food Aid through the FA / FS budget line, the situation of funds coming both of the two different instruments is relatively rare among the main recipients of ECHO Food Aid in the period from 1997 - 2002. Also, in the group of countries receiving Food Aid from B720, only a relatively small number of countries receive significant levels of funds from both instruments.

### 3.3. NGO Co-Financing

The data extracted from CRIS Consultation show a total commitment of resources through B7-60 between 1997 and 2001<sup>59</sup> of 961.8 Mio Euro. Figure 18 shows the total estimated commitments under B7-60 that are thought to finance projects supporting increased food security. According to the high estimate, approximately 56% of B7-60 funds (or 531.8 Mio Euro) support objectives linked to food security. If the more conservative numbers are applied, about 31% (or 300.1 Mio Euro) have been committed in support of projects with relevance for achieving food security.

Figure 18: Total estimated resource commitments in B760 with relevance for food security (low & high estimate)



Source of data: CRIS Saisie, Budget Module, Date of Extraction: 24.03.2004

#### 3.3.1. Commitments under B7-60 to relevant sectors

Figure 19 breaks down the overall commitments under B7-60 to the different sectors that have been supported between 1997 and 2001. The graph shows the actual distribution of funds to the different sectors, and **not** the estimated amount committed to food security.

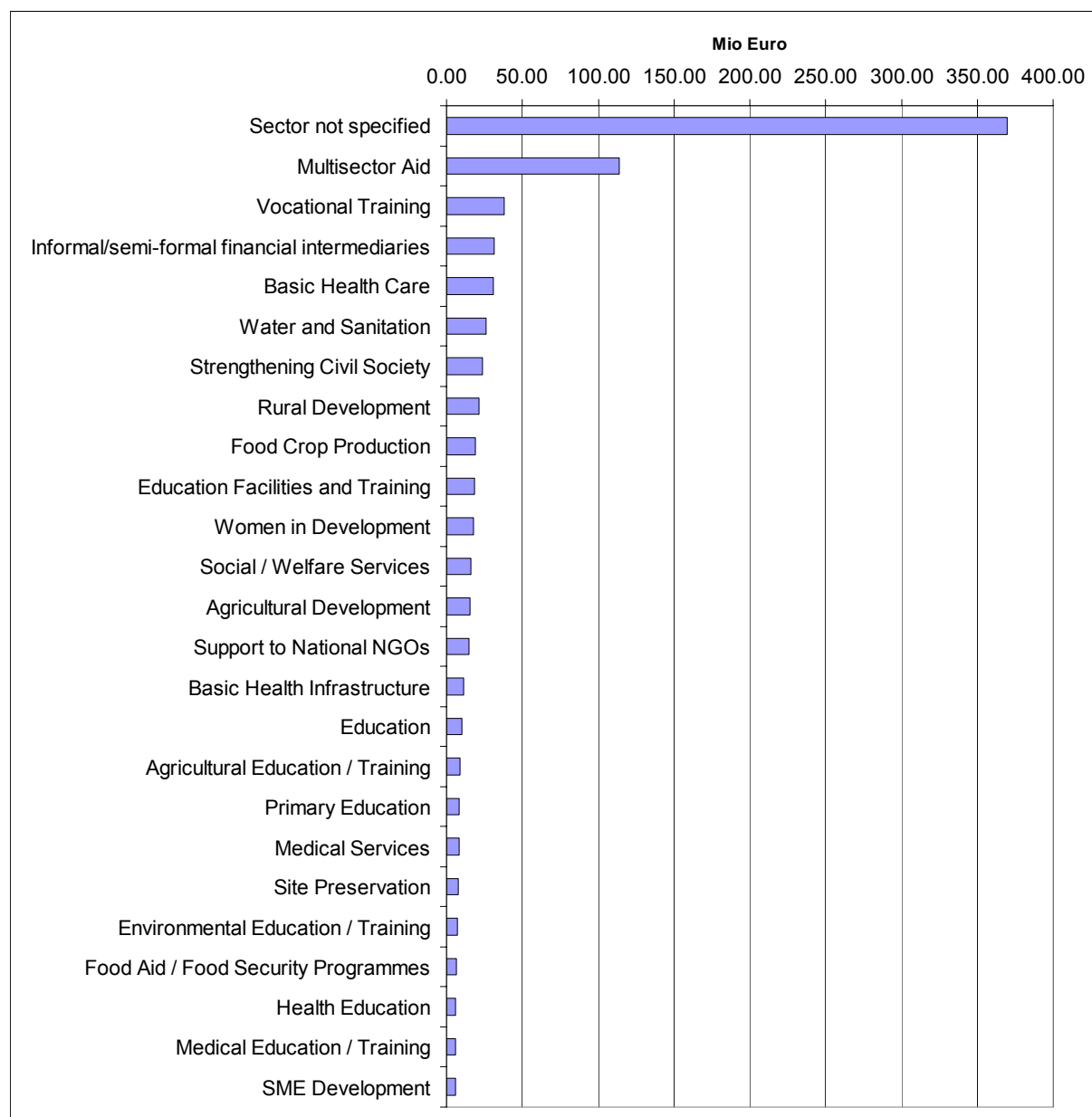
As can be seen in Figure 19, a large portion of the B760 funds, approximately 50% of the total, cannot be attributed to one particular sector. This is due to limitations of the data in CRIS

<sup>59</sup> For 2002 CRIS Consultation contained only one entry, a 3 Mio Euro commitment to South Africa. This commitment was omitted from the analysis.

Consultation and adds to the difficulty of answering the question to what extent B7-60 funds have been used to support food security-related objectives. Since over 50% of B7-60 resources cannot be attributed to one particular sector, the outcome of the overall assessment is influenced significantly by the weights that are attached to these sector-unspecific funds<sup>60</sup>.

Looking at the unweighted distribution of commitments of funds under B7-60 shows that food security core sectors, such as Rural Development, Food Crop Production or Basic Health Care are among the most significant thematic foci of NGO co-financing. Overall commitments to such sectors represent approximately 14% of the (unweighted) total commitments of funds under B7-60.

Figure 19: Distribution of overall B7-60 commitments (not weighted for food security relevance)



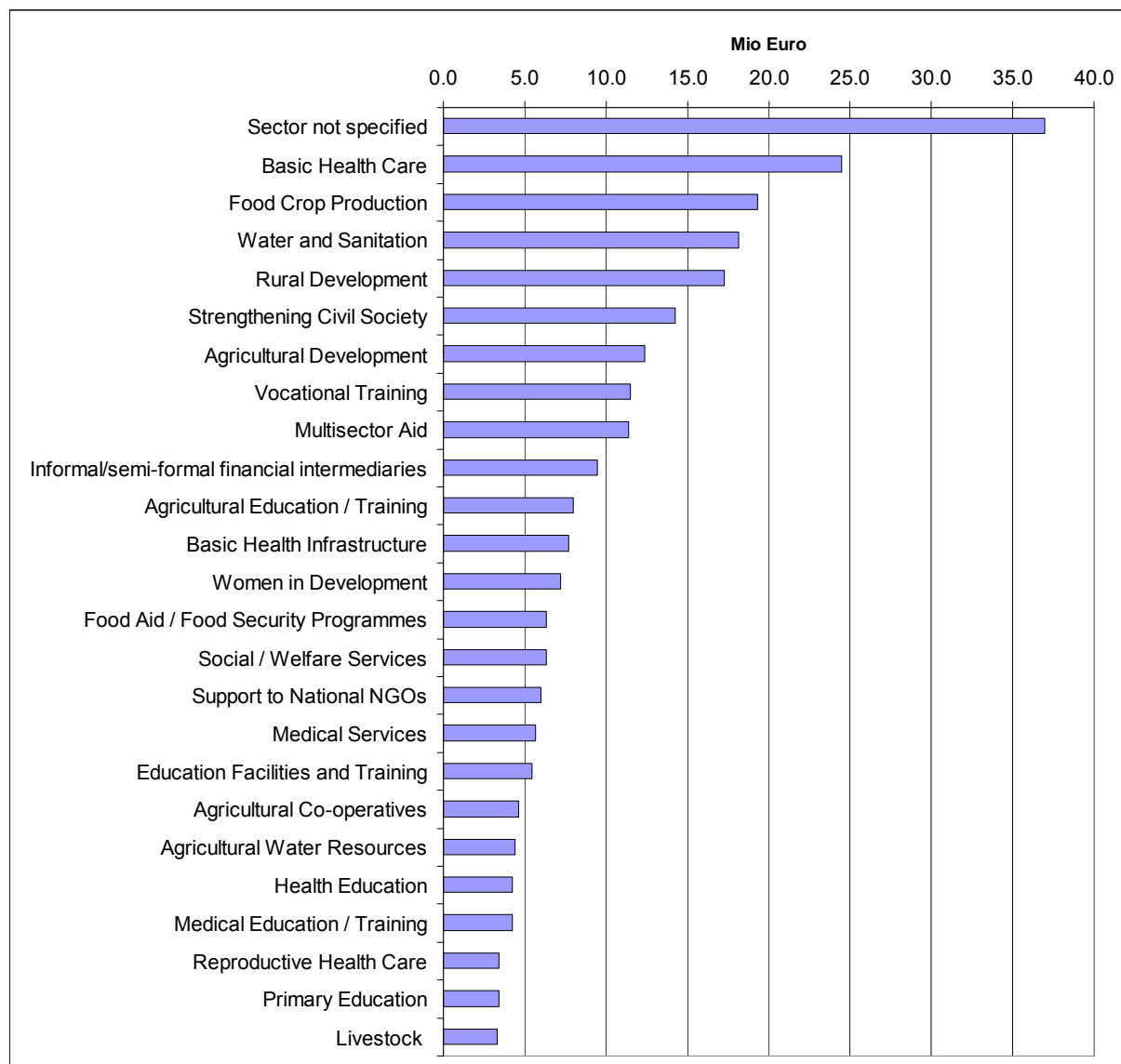
Source of data: CRIS Saisie, Budget Module, Date of Extraction: 24.03.2004

Figure 20 shows the distribution of **food security relevant commitments (low estimate)** over the 25 major sectors. It becomes apparent, that even after weighting the commitments per

<sup>60</sup> In this analysis, 10% (low estimate) or 40% (high estimate) of these sector unspecific commitments are considered to be relevant for food security.

sector based on their assumed relevance / importance for food security<sup>61</sup>, the sector unspecific funds ("Sector not specified") still represent the largest single share of food security relevant funds. Sectors such as Food Crop Production (counted at 100% of actual commitment), Rural Development and Basic Health Care (counted at 80%) and Agricultural Development (counted at 80%) are now the main sectors in the food security specific sector profile of B7-60 commitments.

Figure 20: Distribution of B7-60 food security-relevant commitments (low estimates) over 25 major sectors.<sup>62</sup>



Source of data: CRIS Saisie, Budget Module, Date of Extraction: 24.03.2004

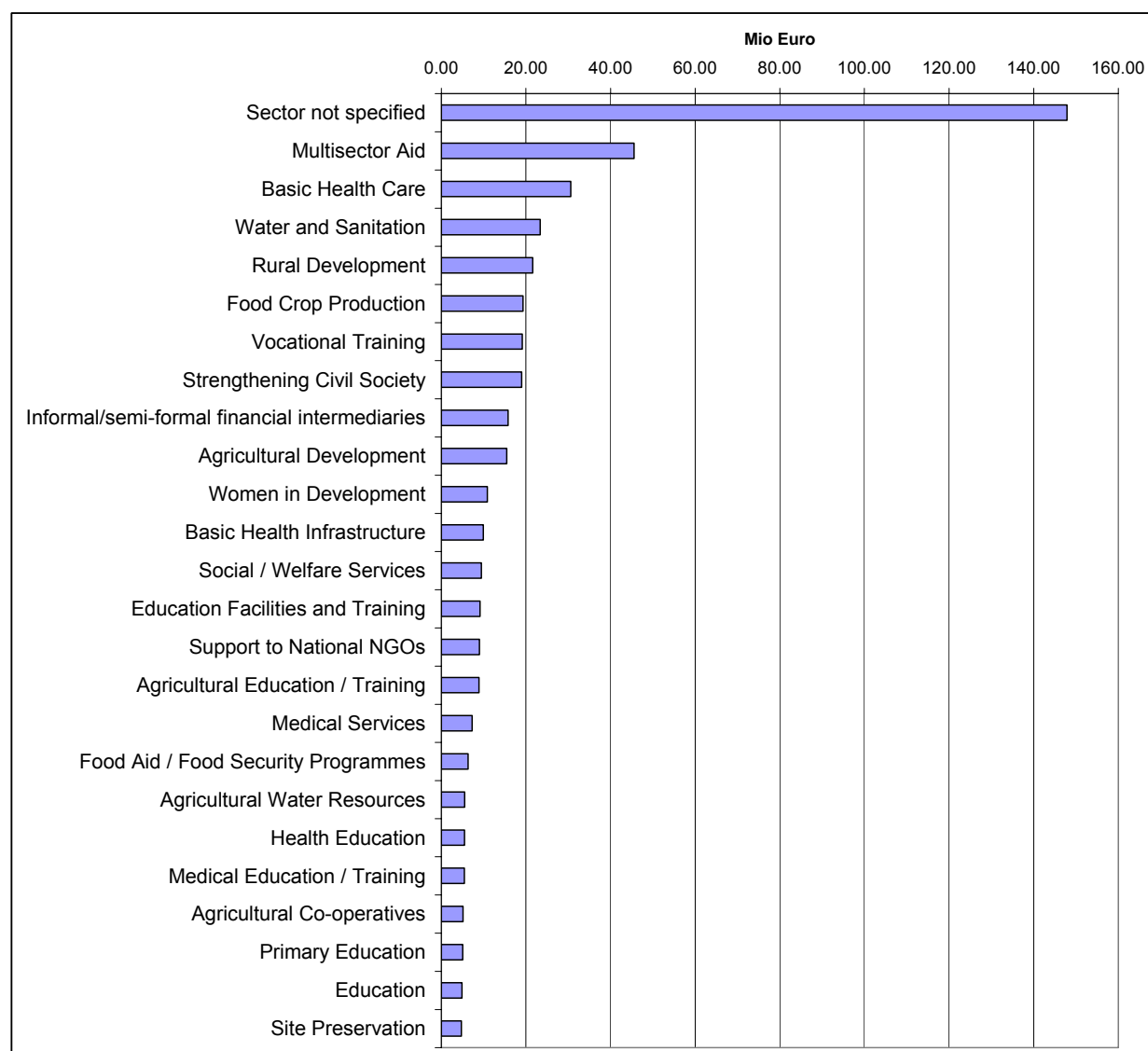
According to the high estimate scenario shown in Figure 21, 28% of food security relevant resources have been committed under the sector-heading "Multisector Aid" or have been not

<sup>61</sup> In this case this means that only 10% of the total commitments under "sector not specified" are shown in this figure.

<sup>62</sup> Note: The figure shows the already weighted commitments per sector. For example, in the case of "vocational training", the 12 Mio Euro shown in the figure are represent only 30% of the total B7-60 commitments for this sector, already taking into account that (according to the low estimate) only 30% of all vocational training financed under the budget line is relevant for supporting increased food security in EC partner countries.

been assigned to any sector in CRIS<sup>63</sup>. Still, sectors such as "Basic Health Care", "Rural Development" and "Food Crop Production" figure relatively prominent in the sectoral breakdown in the high estimate scenario<sup>64</sup>.

Figure 21: Distribution of B7-60 food security-relevant commitments (high estimates) over 25 major sectors<sup>65</sup>



Source of data: CRIS Saisie, Budget Module, Date of Extraction: 24.03.2004

### 3.3.2. B7600 Sector-profile of selected target countries of FA/FS Budget Line

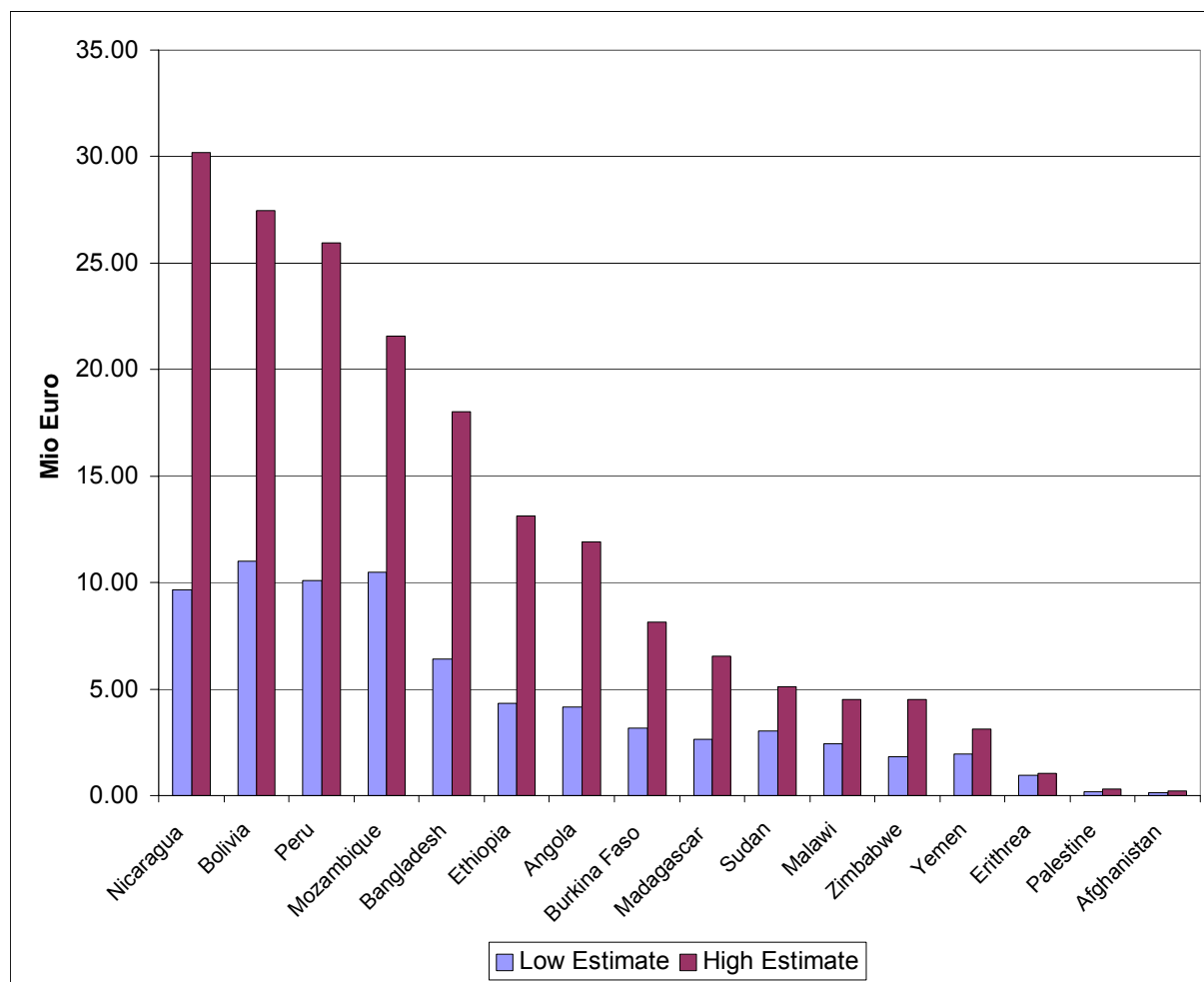
The following chapter examines the commitments from B7-60 to a selection of countries that are currently dealing with situations of food insecurity as these are the target countries of the FA / FS budget line.

<sup>63</sup> Both categories were counted at 40% in the high estimate.

<sup>64</sup> And which have not been discounted more than 20% in this analysis, translating in a relatively high certainty that the shown figure for those sectors is close to the actual one.

<sup>65</sup> Note: The figure shows the already weighted commitments per sector. For example, in the case of "vocational training", the 19 Mio Euro shown in the figure represent only 50% of the total B7-60 commitments for this sector, already taking into account that only an estimated 50% of all vocational training financed under the budgetline is relevant for supporting increased food security.

Figure 22: Estimated food security-relevant B7-60 commitments to target countries of the FA/FS budget line (low and high estimates)



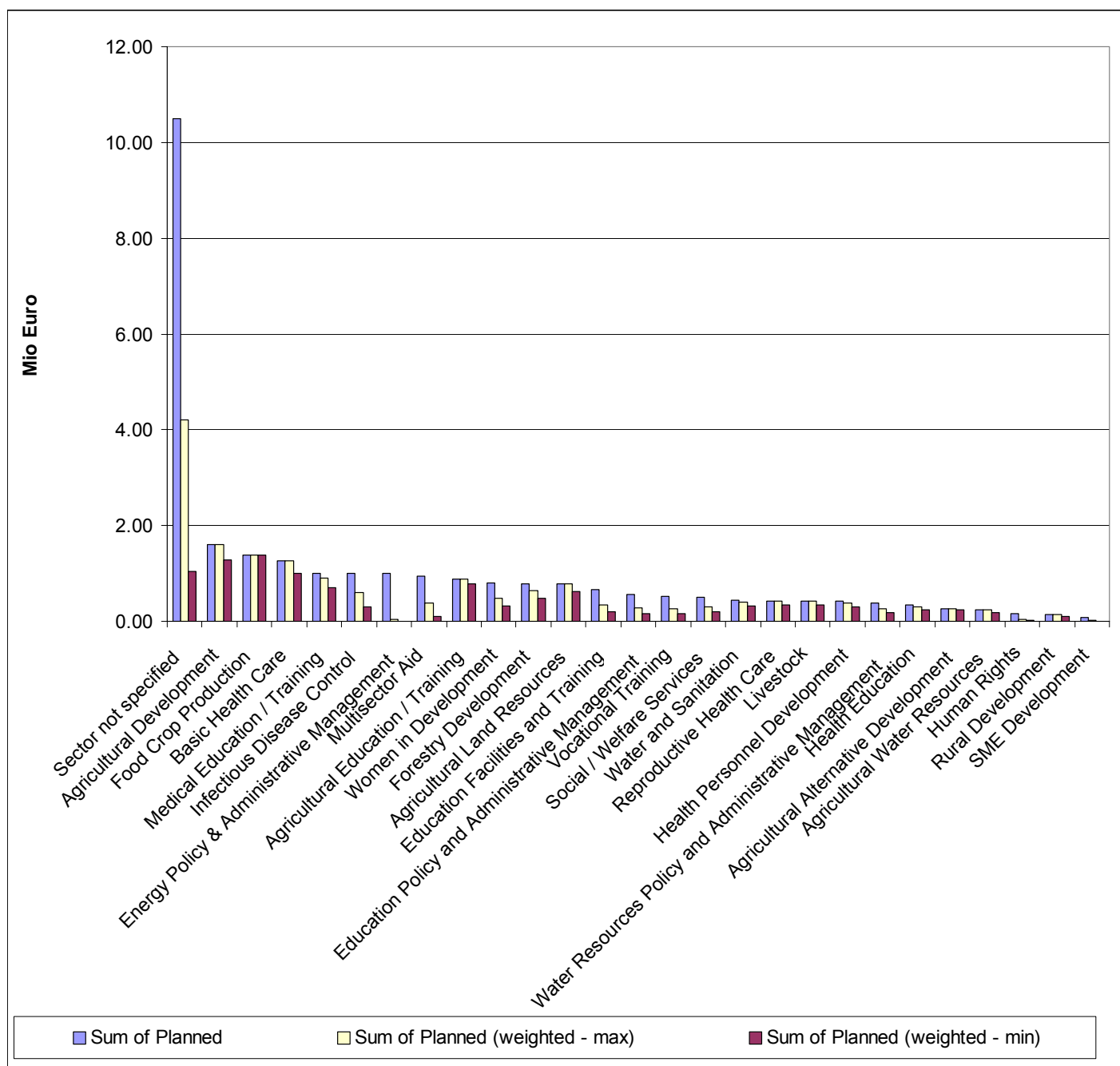
Source of data: CRIS Saisie, Budget Module, Date of Extraction: 24.03.2004

Figure 22 shows the estimated absolute food security commitments per country (low and high estimates). The graph suggests that the possibility for doubling of efforts (i.e. funding of similar projects with similar objectives from both instruments) is particularly high in countries such as Bolivia, Mozambique, Peru, Nicaragua and Bangladesh, as they are the countries with the highest estimated absolute receipts in food security commitments and are also target countries of the Food Aid / Food Security budget line.

Figure 23 to Figure 26 finally look at the situation in selected countries in more detail. Figure 23 breaks down the B7-60 commitments to Bolivia, detailing the overall commitments as well as the estimates (minimum and maximum) of the food security commitments to the country. The largest single share of the committed resources in Bolivia cannot be attributed to one single sector<sup>66</sup>. However, the second and third most important sectors in Bolivia are "Agricultural Development" and "Food Crop Production", both highly relevant for increasing food security. Overall, it seems that the funds committed to Bolivia from B7-60 are geared towards addressing the food (security) situation in the country.

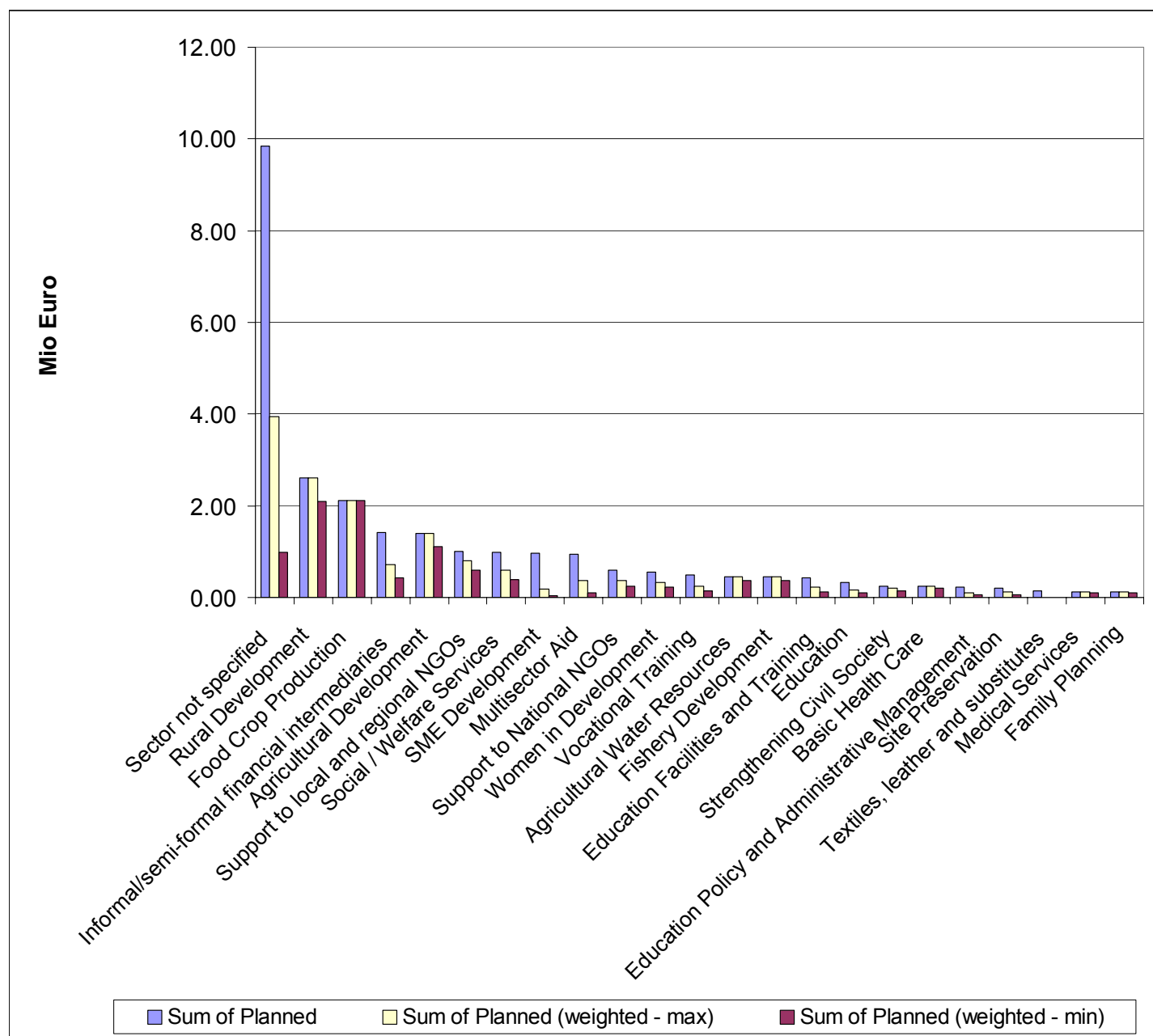
<sup>66</sup> Please note that based on the estimates, this share adds between 1.0 Mio Euro and 4.2 Mio Euro to the estimated country total of 11.0 Mio Euro (17.2 Mio Euro max) of food security commitments from B7-60.

Figure 23: Sector-profile Bolivia, B7-60



Source of data: CRIS Saisie, Budget Module, Date of Extraction: 24.03.2004

Figure 24: Sector-profile Peru, B7-60

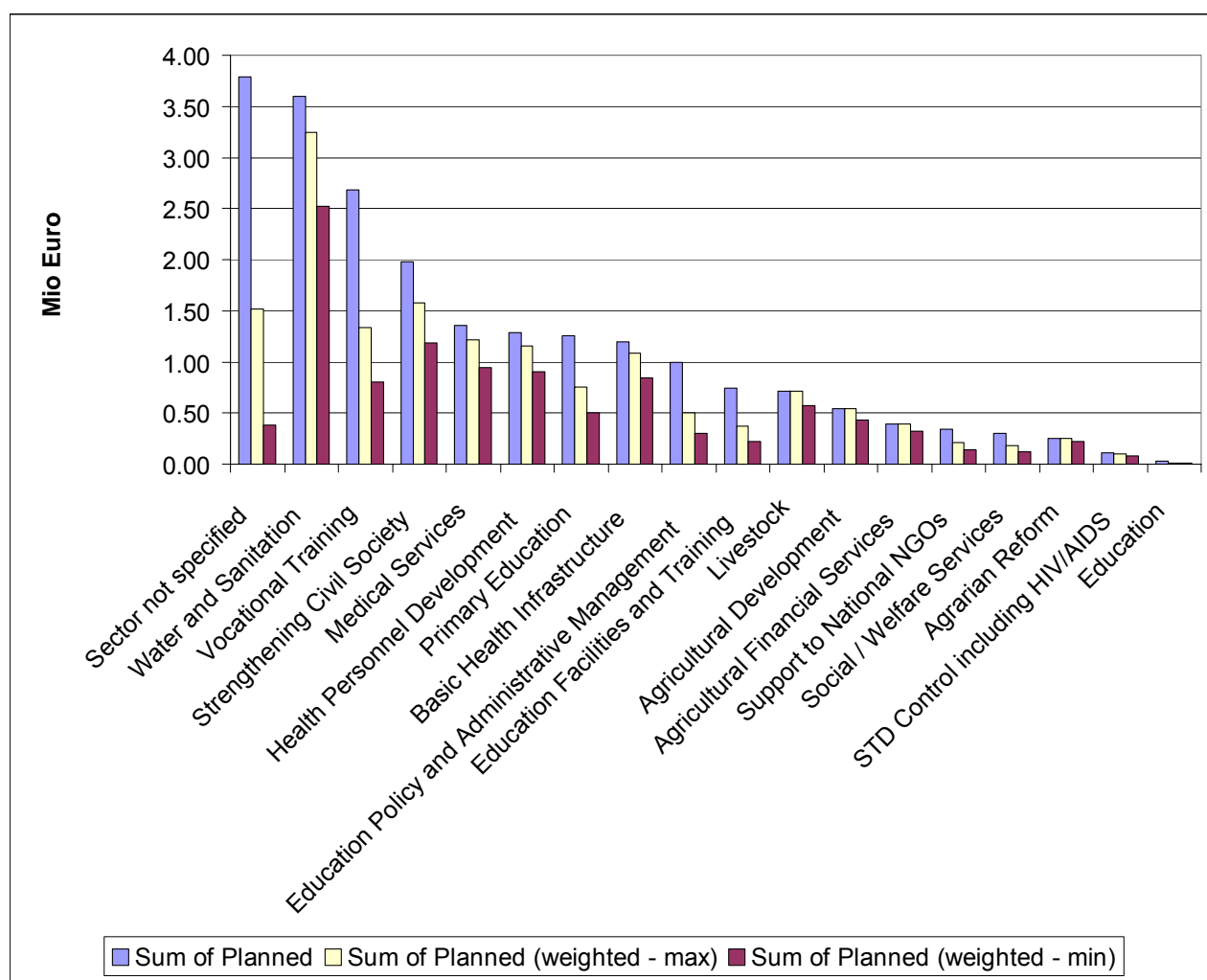


Source of data: CRIS Saisie, Budget Module, Date of Extraction: 24.03.2004

The situation is similar in Peru (Figure 24). Again, the largest single share of resources committed to the country from B7-60 cannot be attributed clearly, due to limitations of the available data. However, the sectors that have received the second and third largest shares of the budget line resources are again focal sectors for food security ("Rural Development" and "Food Crop Production"). Again, the overall picture can support the impression, that food insecurity in Peru is particularly targeted in the NGO co-financing budget line. Again, the question of co-ordination and / or possible overlap becomes particularly prevalent.



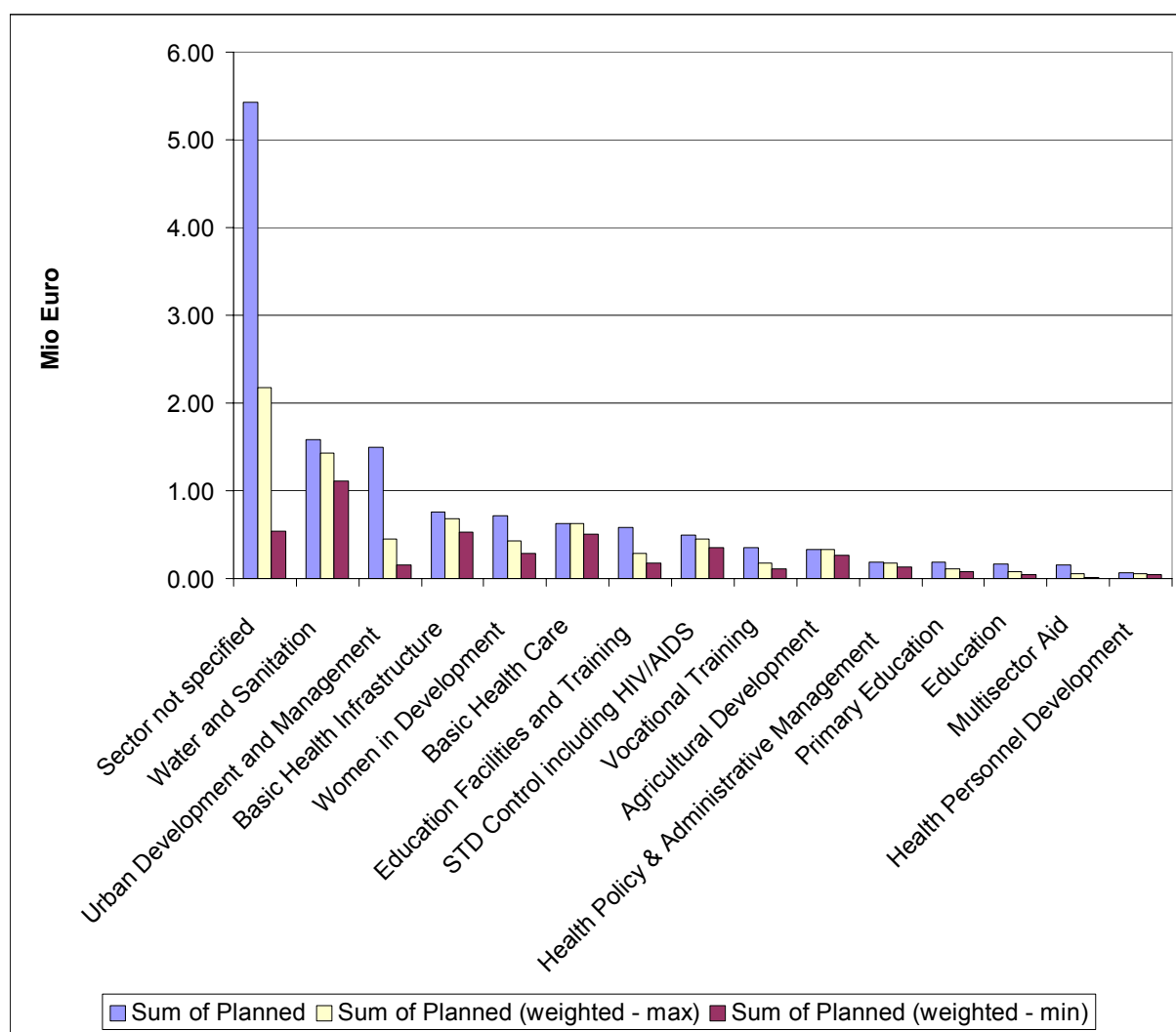
Figure 25: Sector-profile Mozambique, B7-60



Source of data: CRIS Saisie, Budget Module, Date of Extraction: 24.03.2004

In Mozambique, on the other hand (Figure 25), the situation is markedly different. Whereas the largest single amount is again not attributable to one single sector, the second and third largest commitments go to sectors such as "Water and Sanitation", "Vocational Training" and "Strengthening Civil Society". Although projects in these sectors arguably also can have relevance for the improvement of food security, their conceptual links to that objective are most likely less direct than is the case for the main sectors of B7-60 in Peru and Bolivia.

Figure 26: Sector-profile Ethiopia, B7-60



Source of data: CRIS Saisie, Budget Module, Date of Extraction: 24.03.2004

In Ethiopia (Figure 26), with an overall lower commitment level from B7-60, the situation is similar to the one in Mozambique. The identifiable main sectors that are being supported are "Water and Sanitation", "Urban Development and Management" and "Basic Health Infrastructure". Overall, the profile is less geared towards food security focal sectors than is the case in either Peru or Bolivia. It suggests that overlapping of financing for similar objectives might be less of a problem for Ethiopia than for Peru or Bolivia.

### 3.3.3. Conclusions

Given the limited level of detail in the data, only few conclusions can be drawn:

B7-60 most likely contributes funds to the promotion of increased food security in EC partner countries on the global level. However, the exact amount that it contributes remains a matter of speculation.

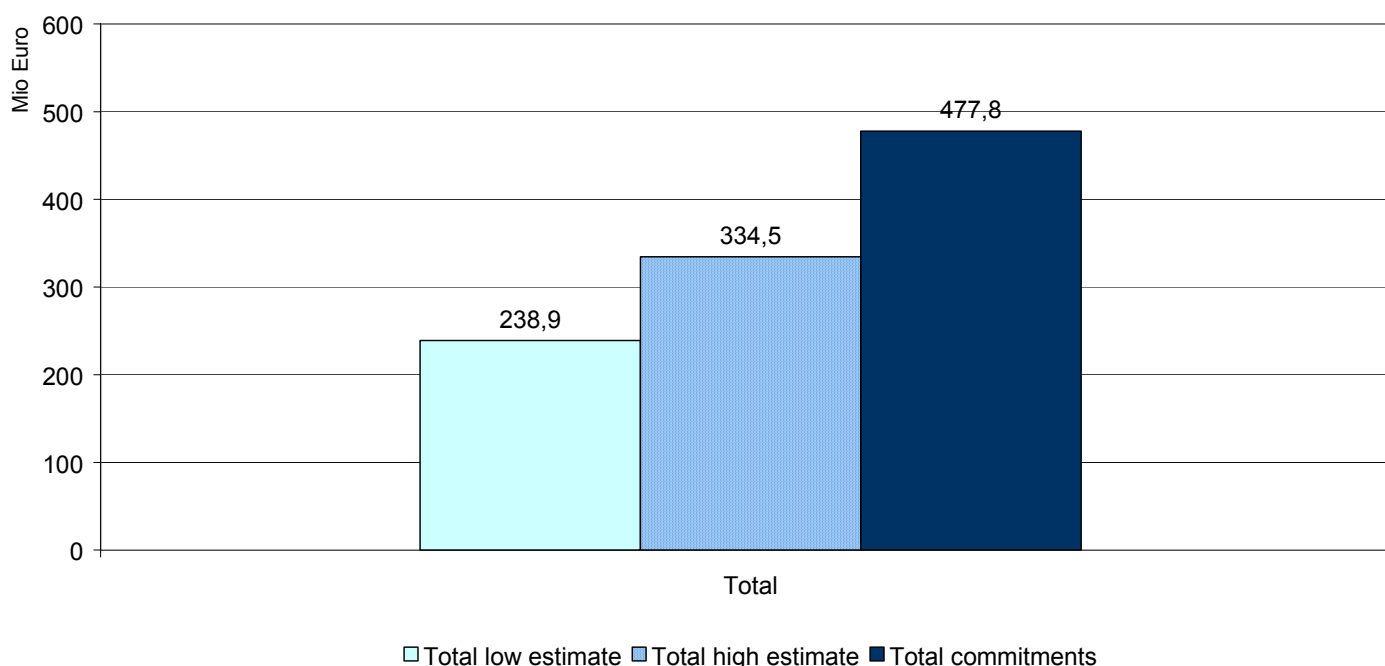
The data allow the tentative interpretation that overlapping of efforts (i.e. doublefunding from the FA/FS budget line and B7-60) is possible.

However, the potential for overlapping objectives (and consequently the need for greater coordination between the financing instruments) differs among the FA / FS target countries. Whereas the sector profile in Bolivia and Peru make such an overlap appear likely, the overall sector structure of aid to Bolivia and Mozambique (as examples) under B7-60 makes an overlap and doubling of efforts less likely.

### 3.4. Rehabilitation

The data extracted from the EC databases CRIS, MIS, SINCOM show a total commitment of resources through the rehabilitation budget lines of 477.84 Mio Euro between 1997 and 2002. Figure 27 presents the total commitments from these budget titles and compares them with the estimated support to food security relevant measures. According to the high estimate of 70%, approximately 334.5 Mio Euro support objectives linked to food security. If the more conservative numbers are applied, about 238.9 Mio Euro (50%) were committed in support of projects with relevance for achieving food security.

Figure 27: Total EC contribution 1997-2002

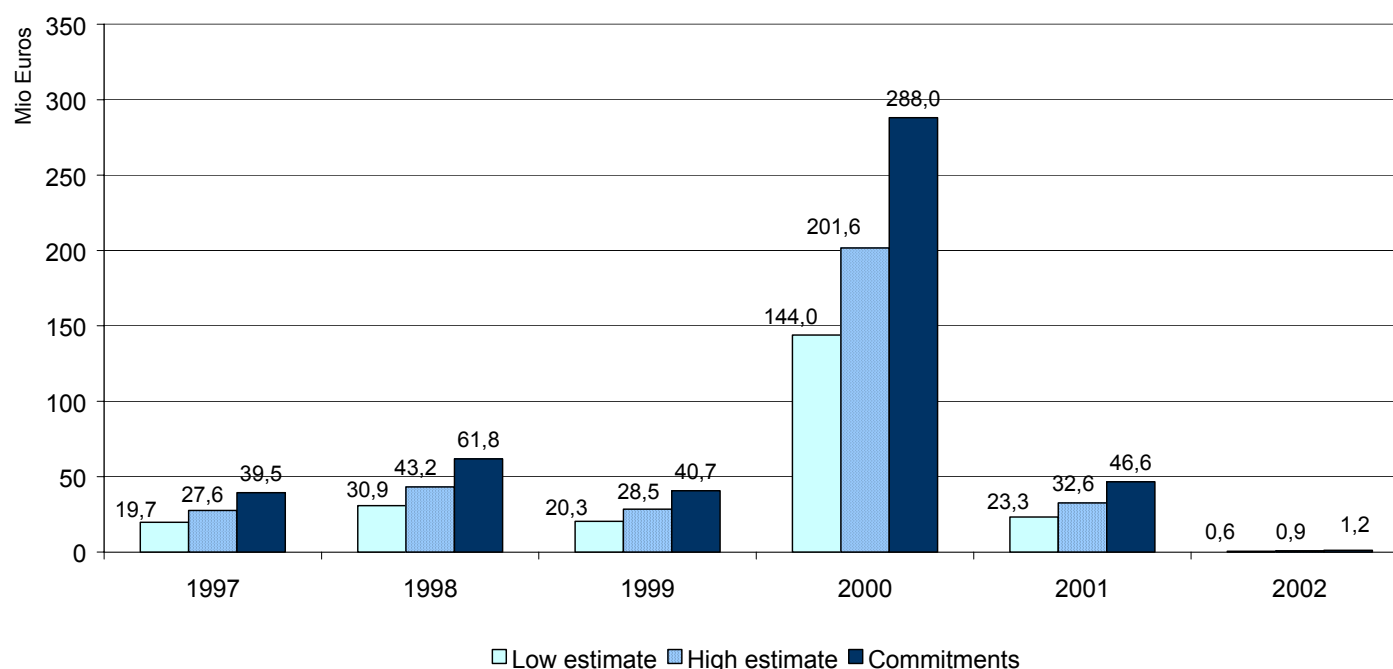


Source of data: Final report of the "Evaluation des actions de réhabilitation et de reconstruction financées par la Communauté Européenne dans les pays ACP/ALA/MED/TACIS"

The following Figure 28 shows the annual resources of rehabilitation activities. Overall, the graph shows relatively little variation in commitments from year to year, with the important exception of budget year 2000, when commitments increased approximately 7 fold in comparison to the previous year, and then were reduced again in 2001 to approximately the level of 1999. The graph also shows considerably lower commitments for 2002 (the latter might be cause from insufficient entries under CRIS Consultation). The significantly higher commitments in 2000 result mainly from the PRRAC fund<sup>67</sup>.

<sup>67</sup> It should be noted that in this figure the low and high estimates are fixed at 50% and 70% because the analysis of the rehabilitation sector from which these data are drawn did not distinguish between sub-sectors.

Figure 28: Distribution of commitments, rehabilitation budget lines by budget year, 1997 - 2002.



Source: data bases CRIS, MIS, SINCOM, Synthesis of data of rehabilitation budget lines

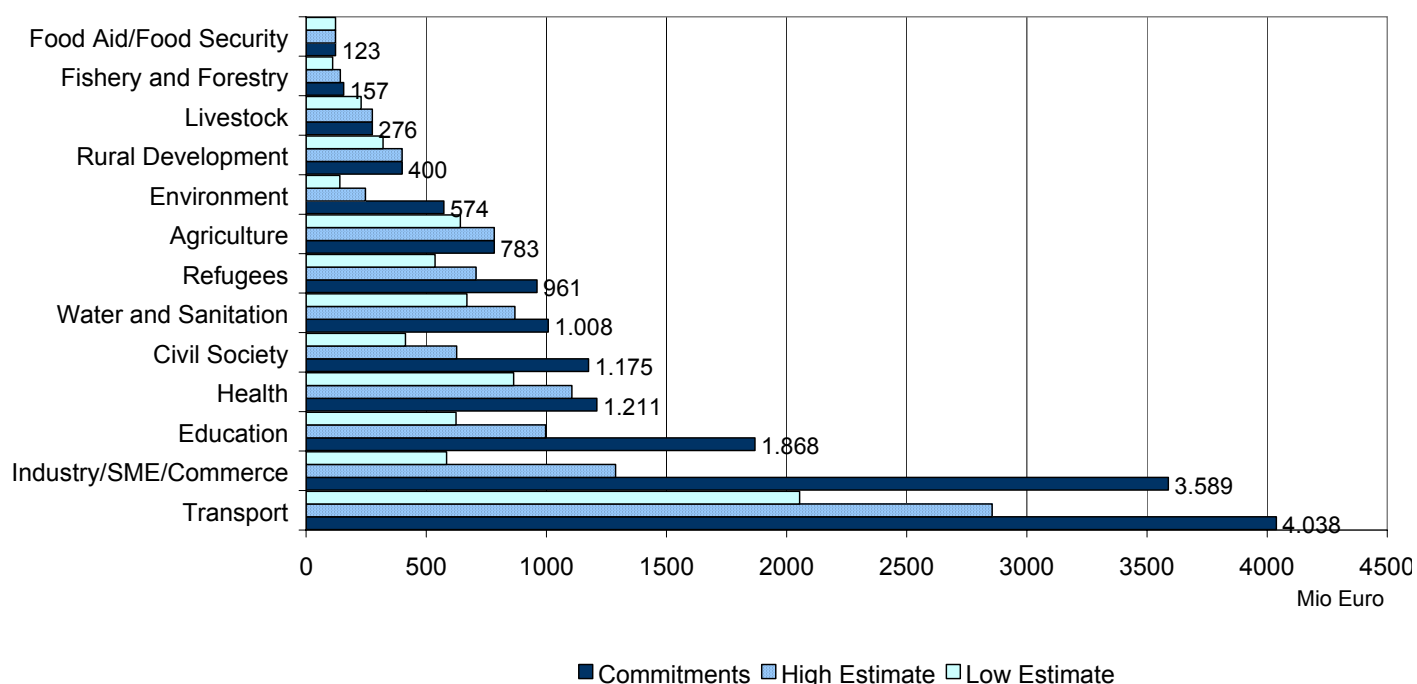
### 3.5. Geographical Instruments

#### 3.5.1. Level 1 – General analysis of FA/FS related sectors

The general statistical analysis of commitment data from CRIS Consultation examines the overall commitments under the geographical instruments to a selection of 13 policy sectors and sub-sectors that were considered to be potentially relevant for food security. The main sectors that were considered in this analysis were Agricultural Education, Livestock, Food Aid/Food Security, Transport, Water/Sanitation, Rural Development, Environment, Refugees, Health, Civil Society, Fishery and Forestry, Industry/SME/Commerce). Commitments to these sectors were weighted according to the sectors assumed degree of relevance for food security. Again, two scenarios were created (low and high estimates).

Figure 29 breaks down the overall commitments under the regional instruments to the different sectors that have been supported between 1997 and 2002. The graph shows the actual distribution of funds to the different sectors, as well as the estimated amount committed to food security.

Figure 29 Commitments of the geographic budget lines and estimated relevance for food security (low and high estimate) per analysed sector



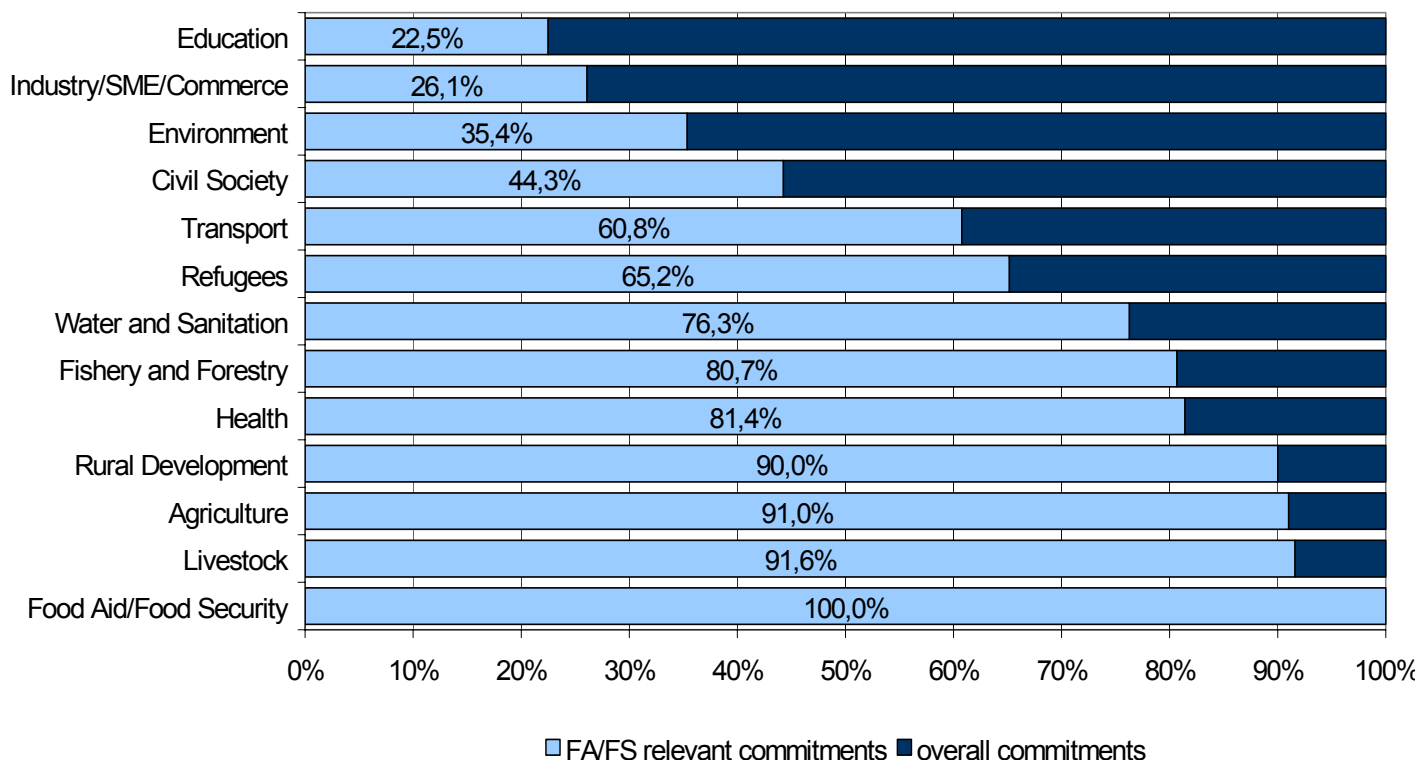
Source: CRIS Mai 2004; synthesis of figures from the various geographical instruments (EDF, MEDA ALA, TACIS, CARDS)

As was to be expected, Figure 29 shows a larger difference between total commitments and food security relevant commitments in sectors such as Industry/SME/ Commerce or Transport that have a lower assumed relevance for contributing to food security in EC partner countries. The FA/FS sector appears with the relative small amount of 123 Mio € committed because most of the Food Aid programmes are financed under the thematic budget line described above, and a lot of Food Security oriented projects are integrated in agricultural or rural development programmes and are classified under respective sectors<sup>68</sup>.

In order to clearly show the relation between food security relevant commitments (average of high and low estimated commitments of sub-sectors) and overall commitments per sector the following figure (Figure 30) gives an overview of the distribution in percent.

<sup>68</sup> That means in practice for example: a project aiming at increasing results in rice production, although aiming at food security, might well be categorised under the Agricultural sector.

Figure 30 Share of the estimated food security relevant commitments (average between high and low estimate) in relation to the total commitments per sector for the geographical instruments

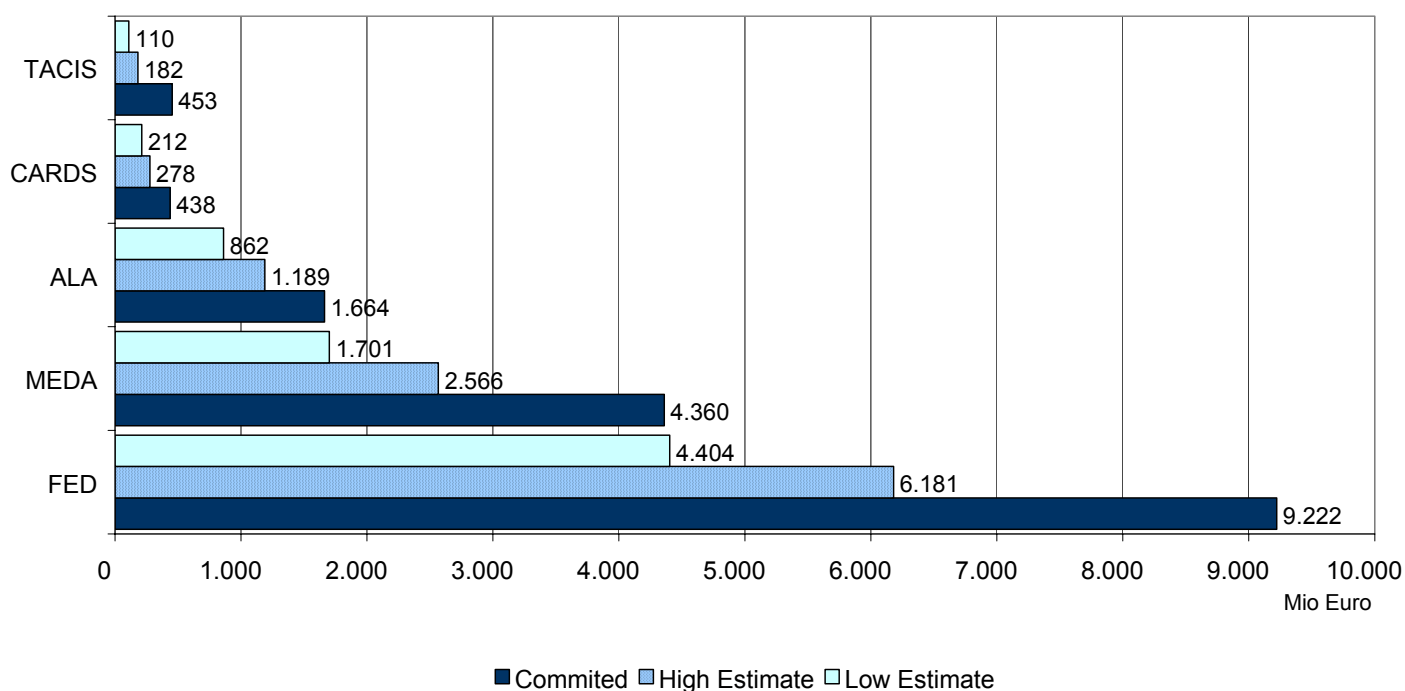


Source: CRIS Mai 2004; synthesis of figures from the various geographical instruments (EDF, MEDA, ALA, TACIS, CARDS)

It should be noted that the estimated share of food security relevant commitments in the different sectors (i.e. education, environment, etc.) is significantly influenced by the weights assigned to the various sub-sectors under one particular sector heading. The *Environment* sector, for example contains sub-sectors like *Bio-Diversity* that has been assigned a relatively high weight, but also sub sectors like *Nuclear safety* that has received a very low weight but has received a relatively large share of financial commitments in comparison to other Environment sub-sectors. As a result, the overall relevance of the environment sector for food security is comparably low (see Figure 30). What might distort the overall impression.

Figure 31 breaks down the overall commitments and food security relevant commitments by the different geographical financing instruments.

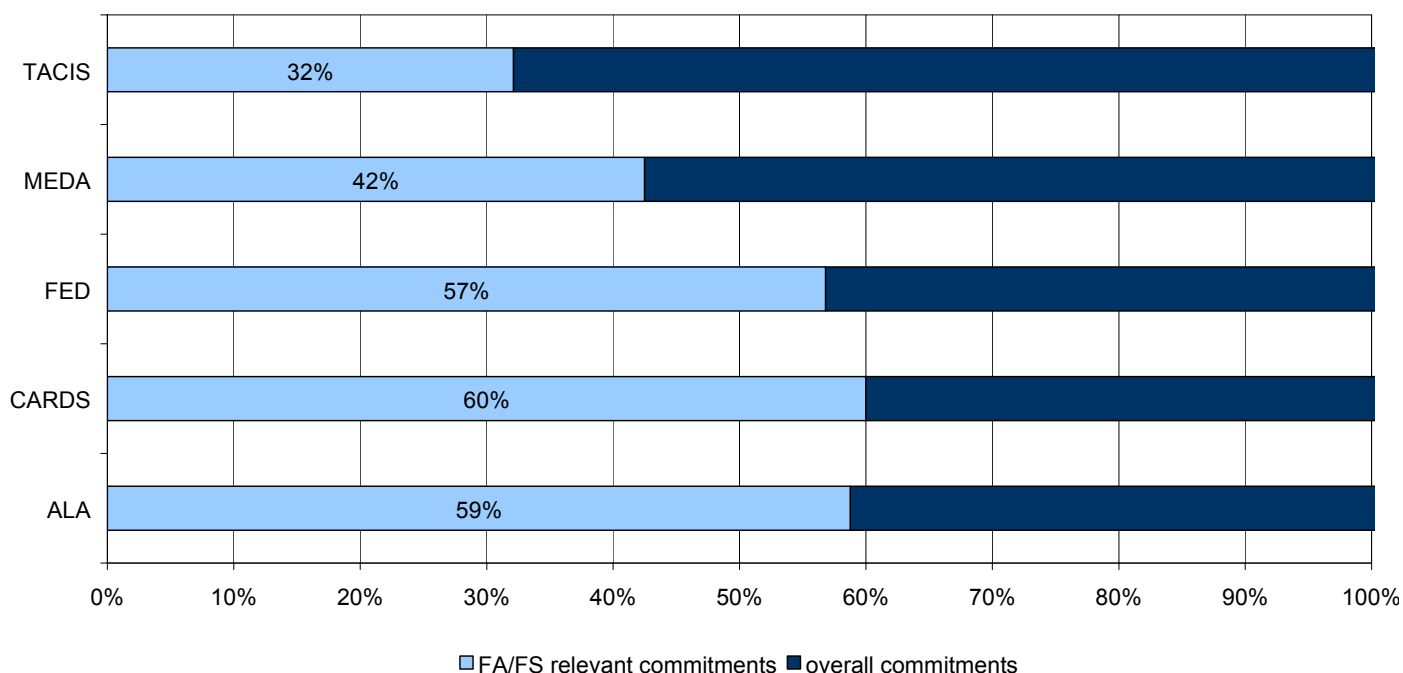
Figure 31 Overall commitments and food security relevant commitments by geographical instruments



Source: CRIS Mai 2004; synthesis of figures from the various geographical instruments (EDF, MEDA, ALA, TACIS, CARDS)

As to be seen in Figure 31, the total commitments vary strongly between the different sectors. The following figure shows the **percentage** of the food security relevant commitments (average of high and low estimations) and overall commitments by regional instrument.

Figure 32 Share of the estimated food security relevant commitments (average between high and low estimate) in relation to the total commitments per instrument

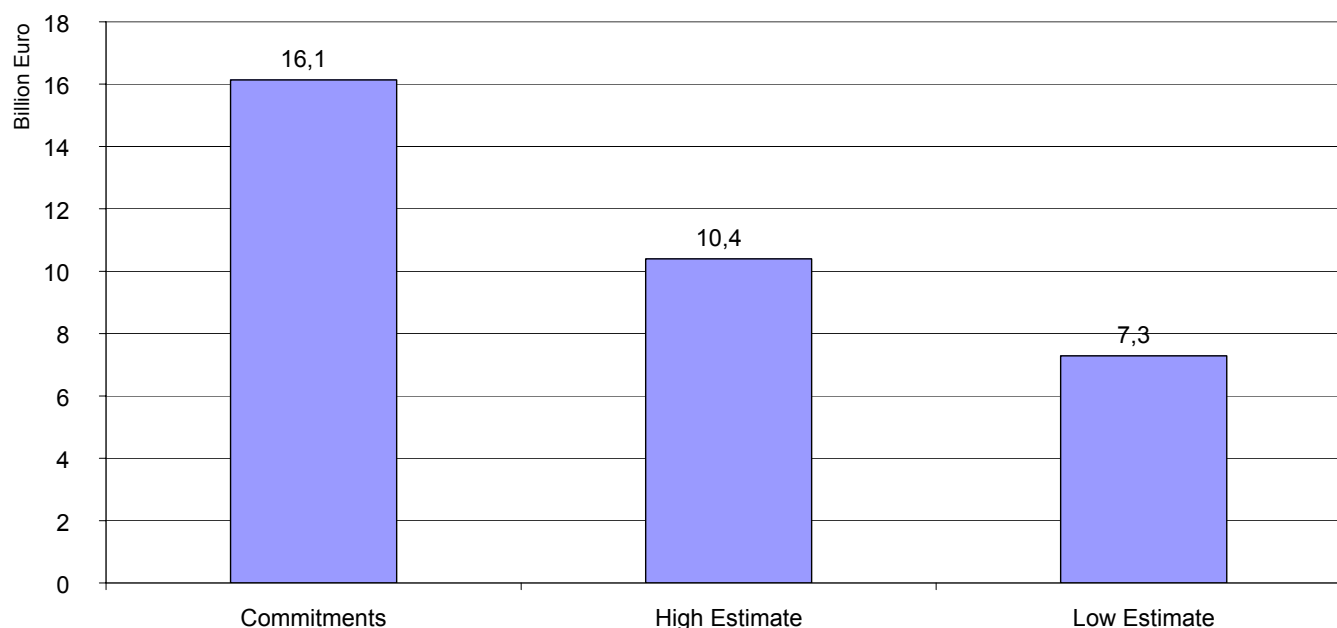


Source: CRIS May 2004; Synthesis of figures from the various geographical instruments (EDF, MEDA, ALA, TACIS, CARDS)

The relative high percentage of food security relevant commitments in the CARDS region results primarily from the intensive support of sectors that are assumed to be particularly important for food aid and food security, for example *Agriculture* (mainly Albania and Bosnia-Herzegovina) and *Humanitarian, Food and Critical Aid* (mainly Albania and Macedonia).

The following figure shows the total overall commitment and the high and low estimates for food security relevant resources.

Figure 33 Overall commitments between 1997-2002 in the selected sectors and estimated relevance for food security (low and high estimate)



Source: CRIS Mai 2004; synthesis of figures from the various geographical instruments (EDF, MEDA, ALA, TACIS, CARDS)



To get an impression about the distribution of food aid and food security relevant commitments as part of the overall funding under the geographical instruments, the graphic below shows the average of low and high estimated amounts (8,843 Billion Euro) as a **percentage** of the overall commitments.

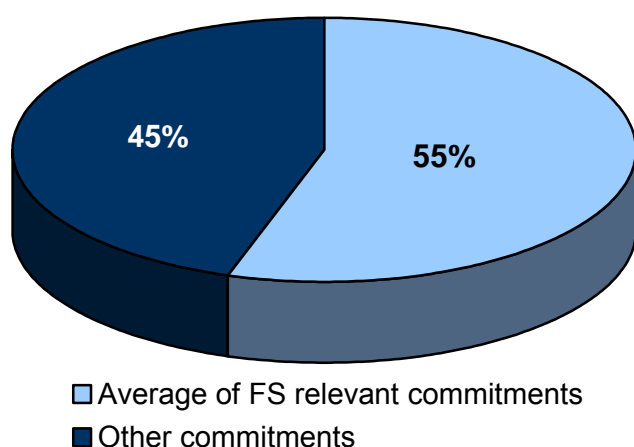


Figure 34 Quotation of the estimated commitments (average between high and low estimate) in relation to the total commitments

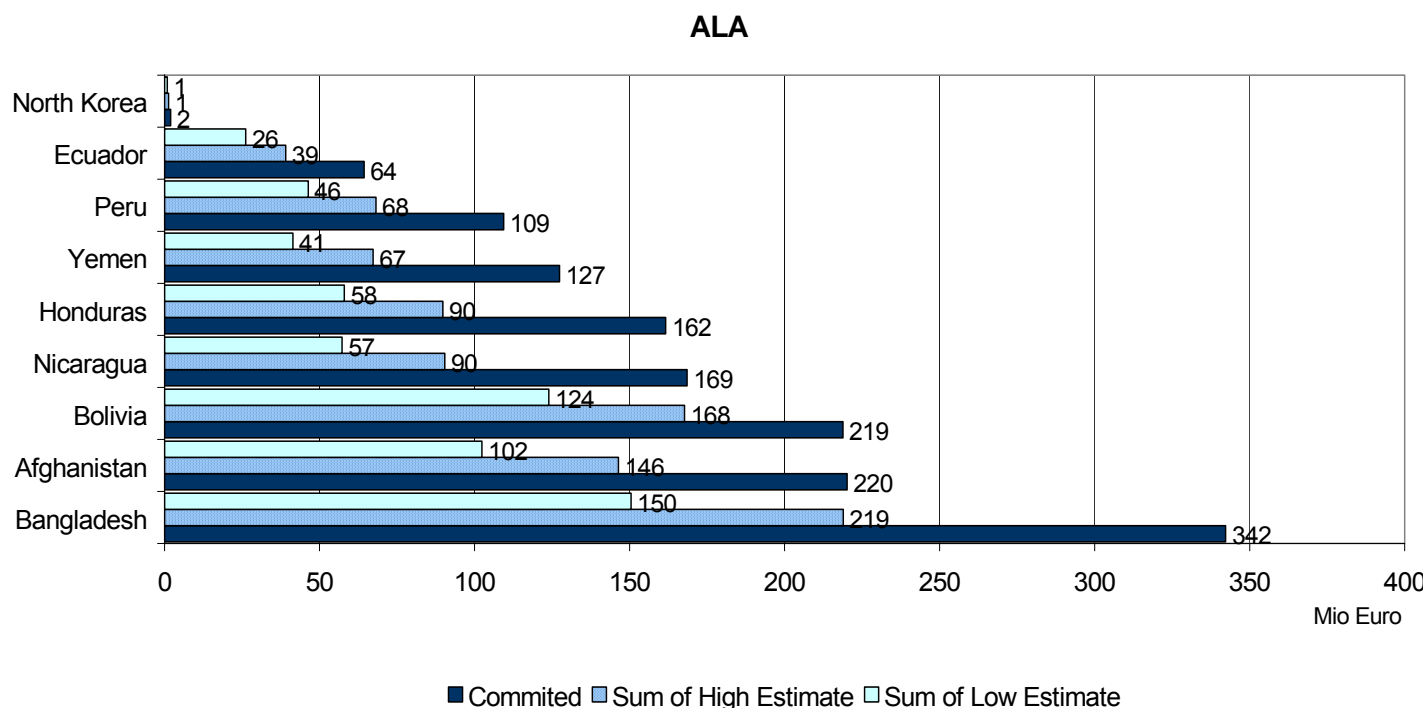
Source: CRIS Mai 2004; synthesis of figures from the various geographical instruments (EDF, MEDA, ALA, TACIS, CARDS)

As can be seen in the figure above the average of low- and high-calculated food security relevant commitments is estimated with 55% of the total commitments, which translates into an **estimated food security relevant commitment of 8,843 billion Euro from the geographical financing instruments**. However, it has to be stressed, that it cannot be assessed to what extent this number reflects the actual situation, as the figure has been generated based on far-reaching assumptions concerning the relevance of individual sectors for food security.

### 3.5.2. Level 2 – Detailed analysis of FA/FS related sectors in 36 example countries

After the general analysis presented above, the following tables show a more detailed investigation for every regional instrument. As described in section 2.5.1, the evaluators selected 36 countries to be analyzed in this more detailed assessment and broadened the research by taking into account **all** project entries between 1997-2002. The weighting of sectors based on their relevance is also described in ADDENDUM 1.

Figure 35 Overall commitments and food security relevant commitments under ALA (1997-2002)

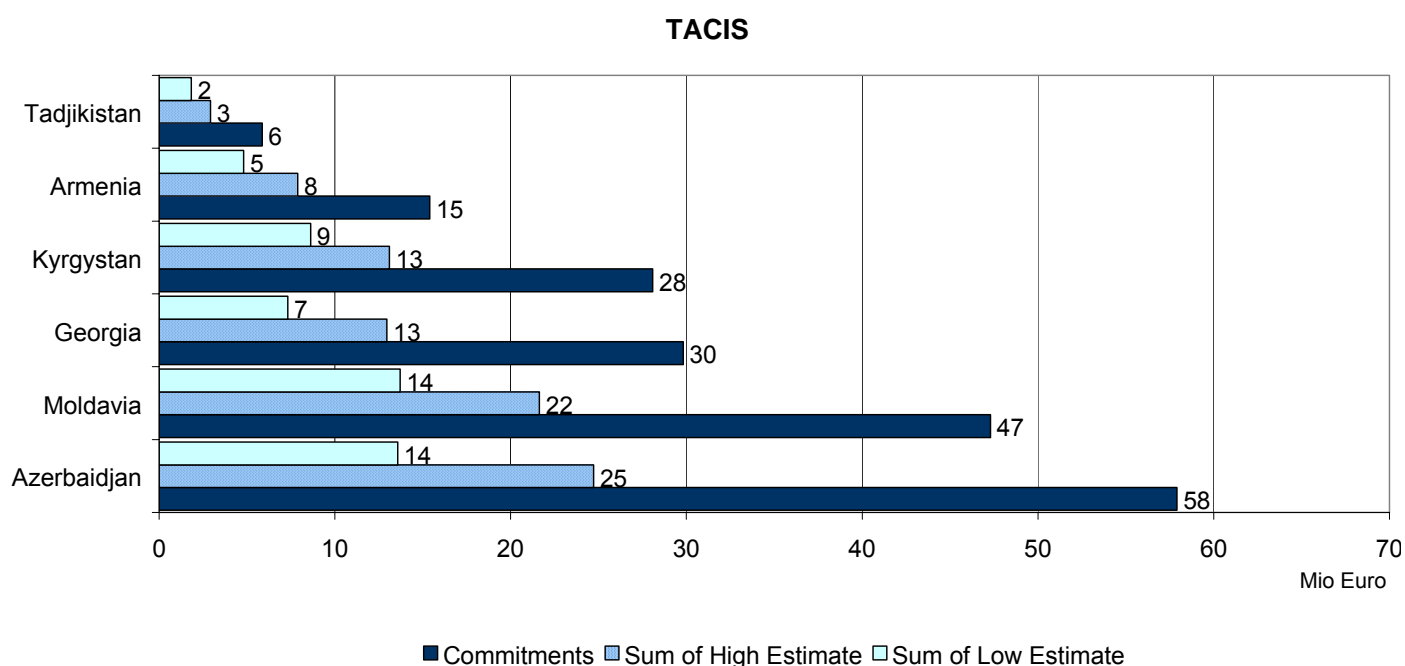


Source: CRIS Mai 2004; synthesis of figures from ALA budget lines

In the above figure the minimal and maximal estimated amount of food security relevant payments for North Korea are indicated each with 1 Million Euro. This results from the rounding of 897.000 Euro (minimum) and 1.295.800 Euro (maximum).

The total commitments between the different selected countries vary significantly from country to country, ranging from 2 Million Euro for North Korea to 342 Million Euro for Bangladesh. The variation results among other things from the support aimed at flood rehabilitation measures in Bangladesh and refugee and rehabilitation activities in Afghanistan. For North Korea just two projects were listed under CRIS Consultation in this period and supported by regional instruments.

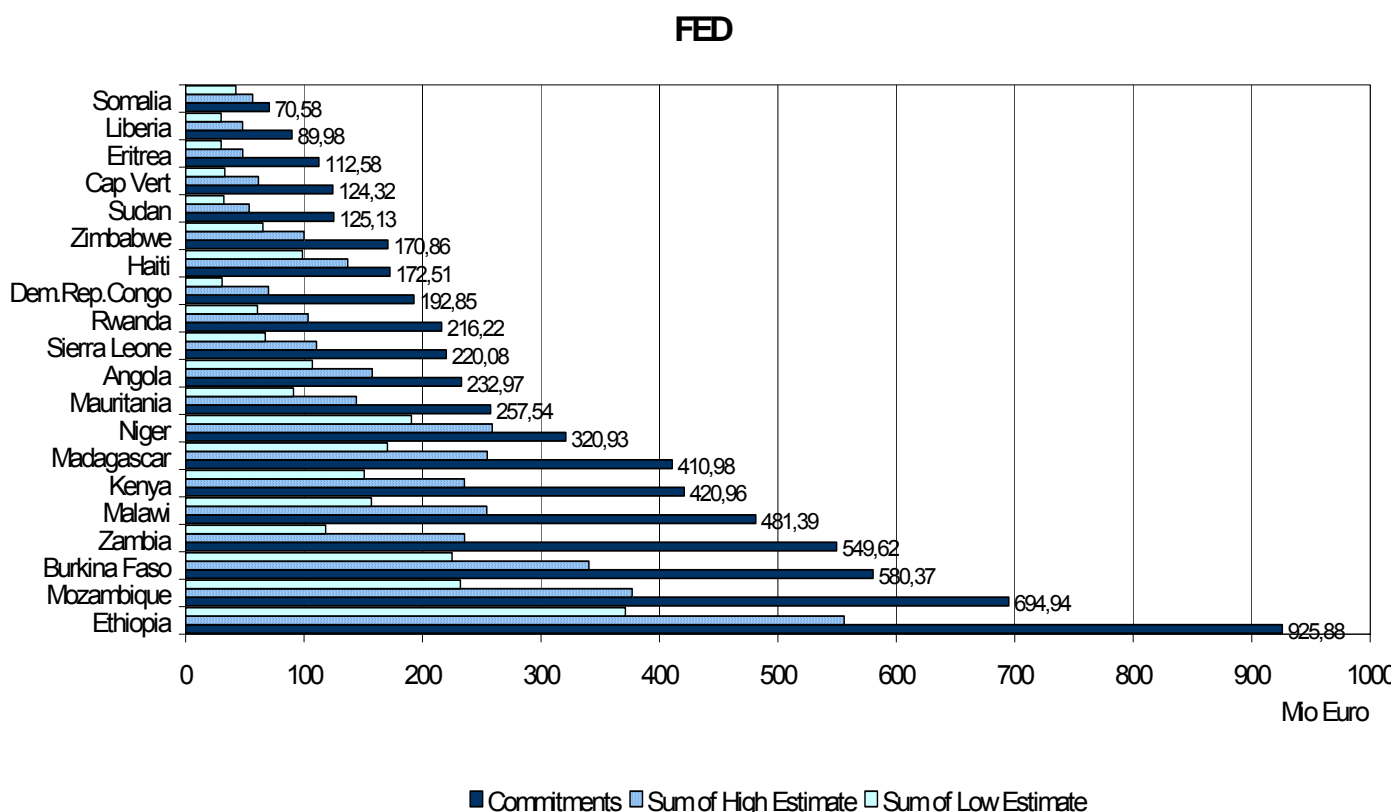
Figure 36 Overall commitments and food security relevant commitments under TACIS (1997-2002)



Source: CRIS Mai 2004; synthesis of figures from CARDS and TACIS budget lines

As already demonstrated in Figure 32, TACIS is the geographic instrument with the lowest share of food security relevant commitments in relation to the overall support. A lot of activities in this region are based in the sectors *infrastructure/telecommunication, industrial development* and *not specified areas* (indicated with “other”) in ADDENDUM 1. The more food security relevant sectors such as Rural Development, Agriculture etc. are not so much supported in this region as for instance under ALA or FED.

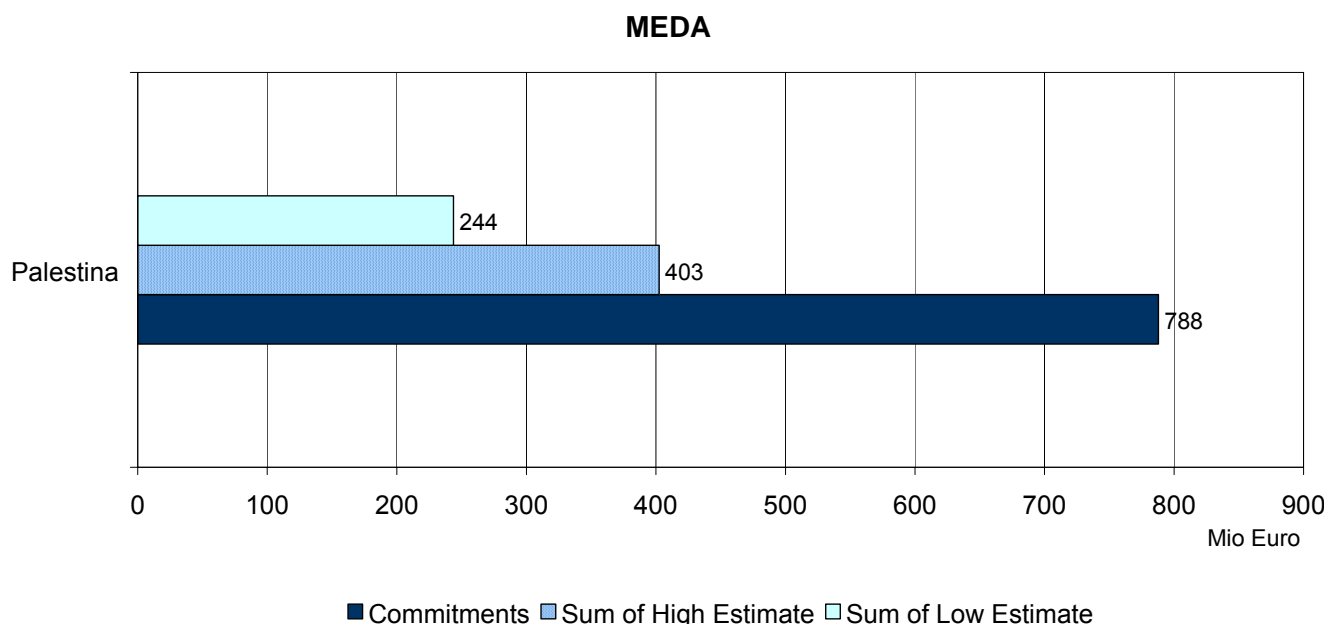
Figure 37 Overall commitments and food security relevant commitments under FED



Source: CRIS Mai 2004; synthesis of figures from FED

FED is the geographical instrument with the highest amount of food security relevant commitments within the regional instruments. The food security relevant commitments for Somalia are relatively high (70%) because the projects found under CRIS Consultation are based in sectors like agriculture, livestock and strengthening civil society. The percentage of food security relevant support is also relative high for Ethiopia (ca 50%), Angola (ca 58%), and Haiti (ca 55%).

Figure 38 Overall commitments and food security relevant commitments under MEDA



Source: CRIS Mai 2004; synthesis of figures from MEDA budget lines

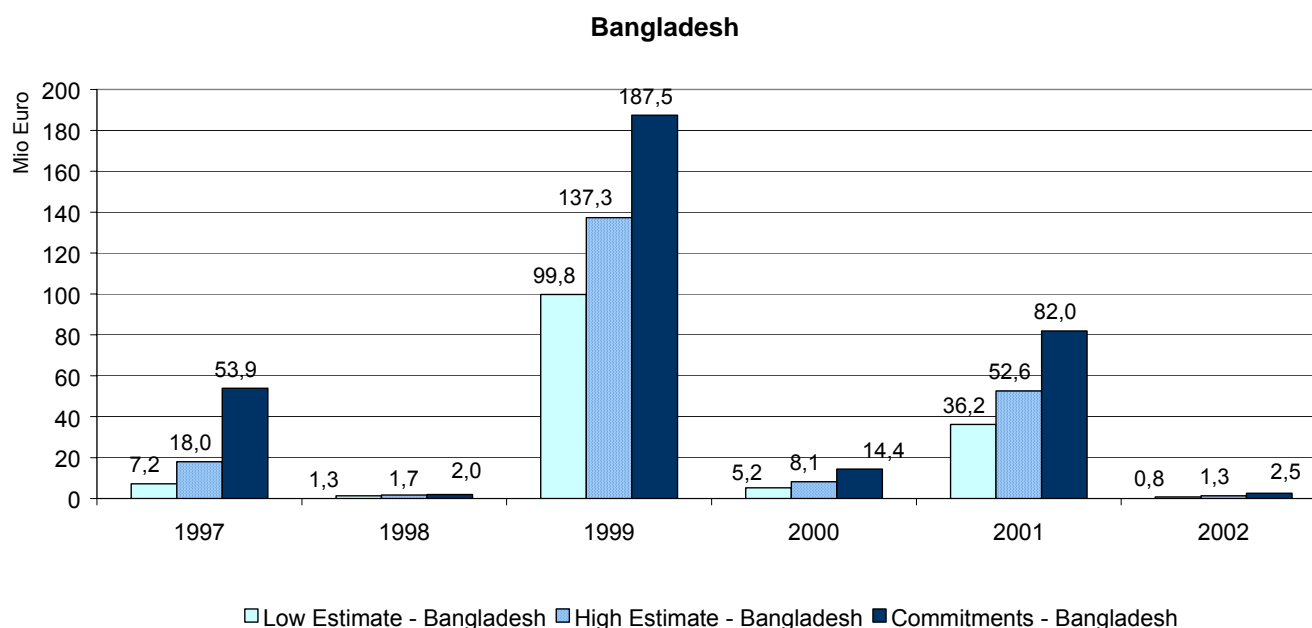
In the framework of this analysis just one country is representing the MEDA region: Palestine. For that reason this chart is not sufficient to give a general overview of the region. The percentage of food security relevant commitments in Palestine is approximately 41% (average of low estimation and high estimation). The supported activities in Palestine are relatively wide ranged in various sectors as Health, Water and Sanitation, Refugees, Civil society, Industrial support and others.

### 3.5.3. Level 3 – Detailed analysis of FA/FS related sectors in 10 example countries per year

The level 3 statistical analysis is concentrating on 10 countries: Bangladesh, Burkina Faso, Ethiopia, Kyrgyzstan, Malawi, Mozambique, Nicaragua, Palestine, Peru and Zimbabwe. Again, all projects financed under the geographical budget lines were considered and weighted based on their relevance for food security. The analysis also examines the distribution of commitments over budget years (1997 - 2002).

The 10 following figures show the total and food security relevant commitments for every country.

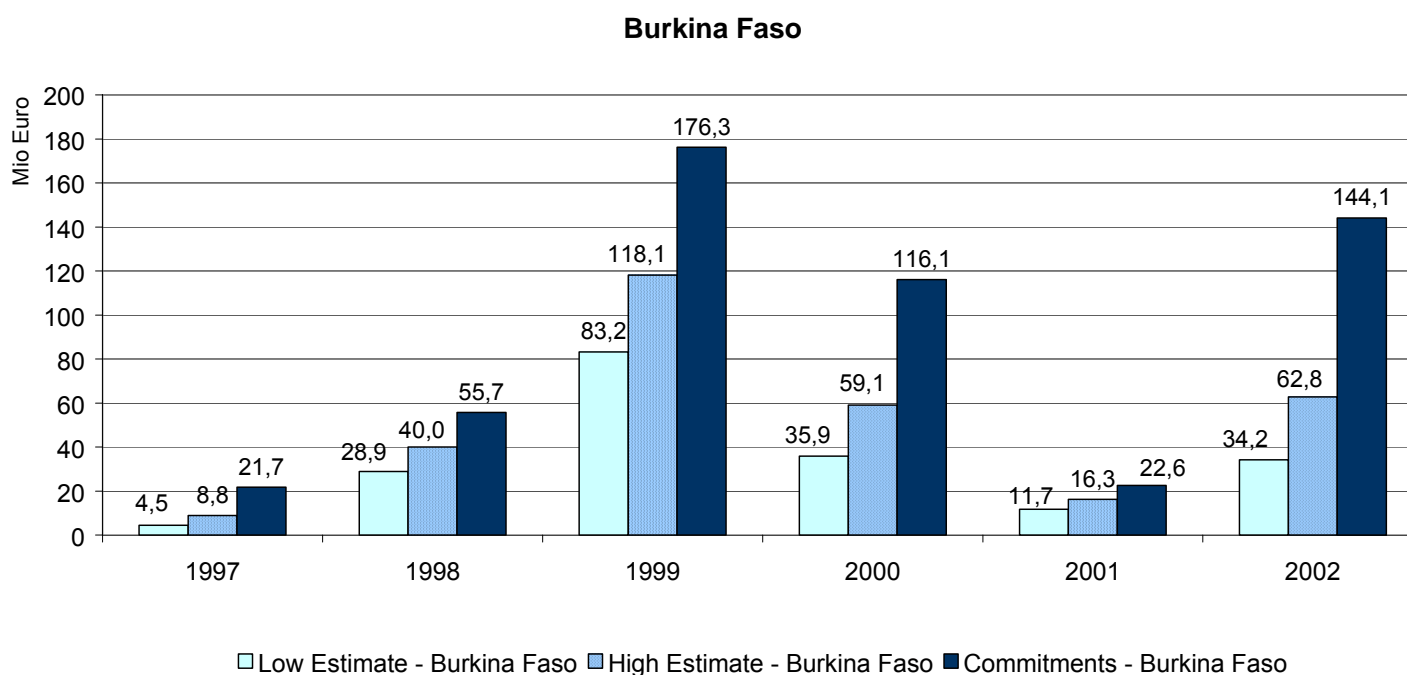
Figure 39 Overall commitments and food security relevant commitments in Bangladesh per year through ALA



Source: CRIS Mai 2004; synthesis of figures from ALA budget lines for Bangladesh

As already mentioned under 3.5.2, there were significant commitments in Bangladesh after the flood catastrophe in 1998 ("Post 1998 Floods Micro-credit rehabilitation programme"). For 1998 just two entries were found under CRIS Consultation financed through ALA budget lines and only one for 2002.

Figure 40: Overall commitments and food security relevant commitments for Burkina Faso per year through FED

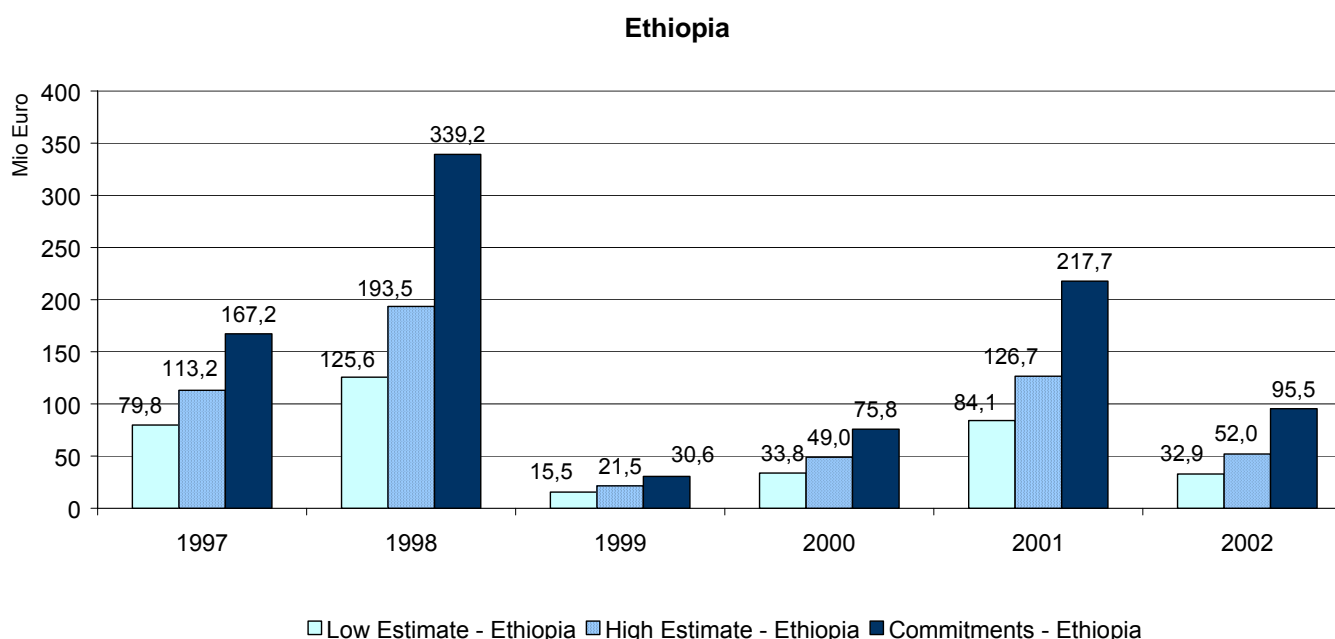


Source: CRIS Mai 2004; synthesis of figures from FED for Burkina Faso

Between 1997-2002 around 536 Million Euro were committed for Burkina Faso through FED. Nearly 47% of this amount can be estimated as food security relevant (the average between high and low estimated commitments for Burkina Faso amounts to nearly 252.0

Million Euro). In comparison to the other years it can be seen that in 2002 the food security relevant support is quite low even according to the maximum estimate. The reason for this is a considerable support of sectors that are less weighted in their relevance to food security, for example *Culture, Transport Policy and Administrative Management and structural assessment*. In the years before the commitments were more aimed at food security related activities.

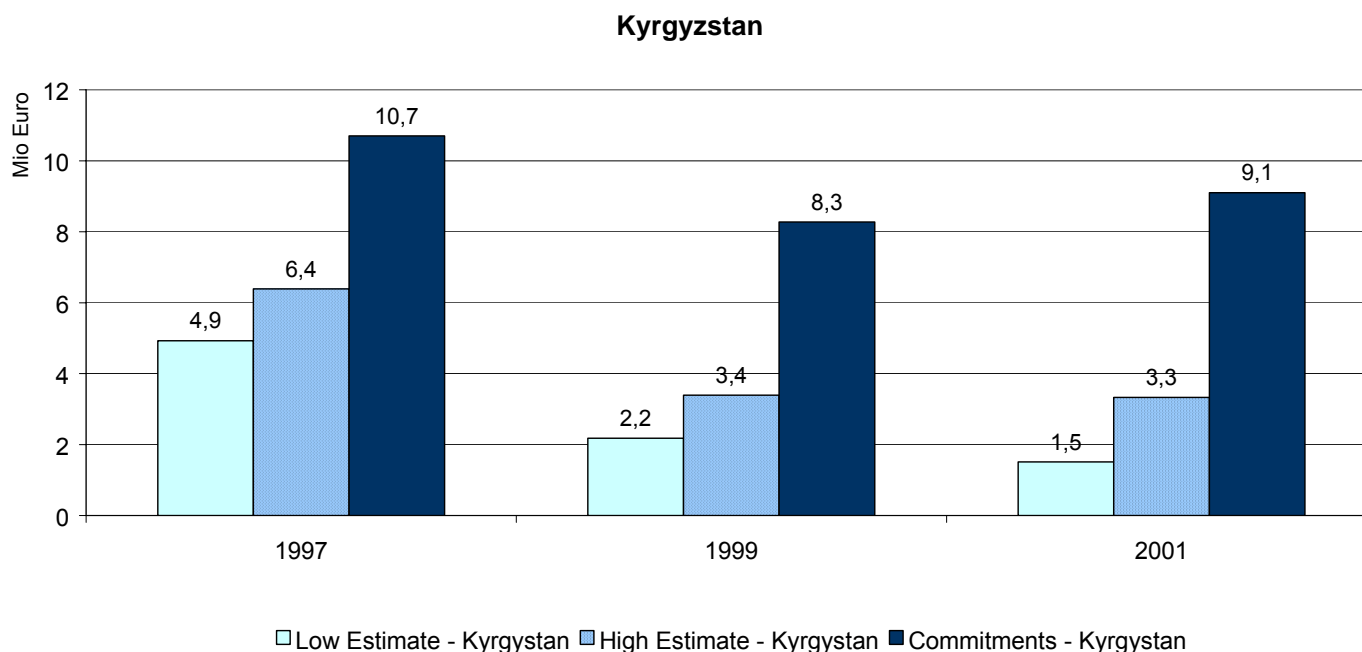
Figure 41 Overall commitments and food security relevant commitments for Ethiopia per year



Source: CRIS Mai 2004; synthesis of figures from FED for Ethiopia

In 1998 the planned financial support for Ethiopia amounts to around 339 Million Euro. A significant part of these commitments is flowing into the water and sanitation sector, which had received a relatively high weight, based on its high relevance for food security.

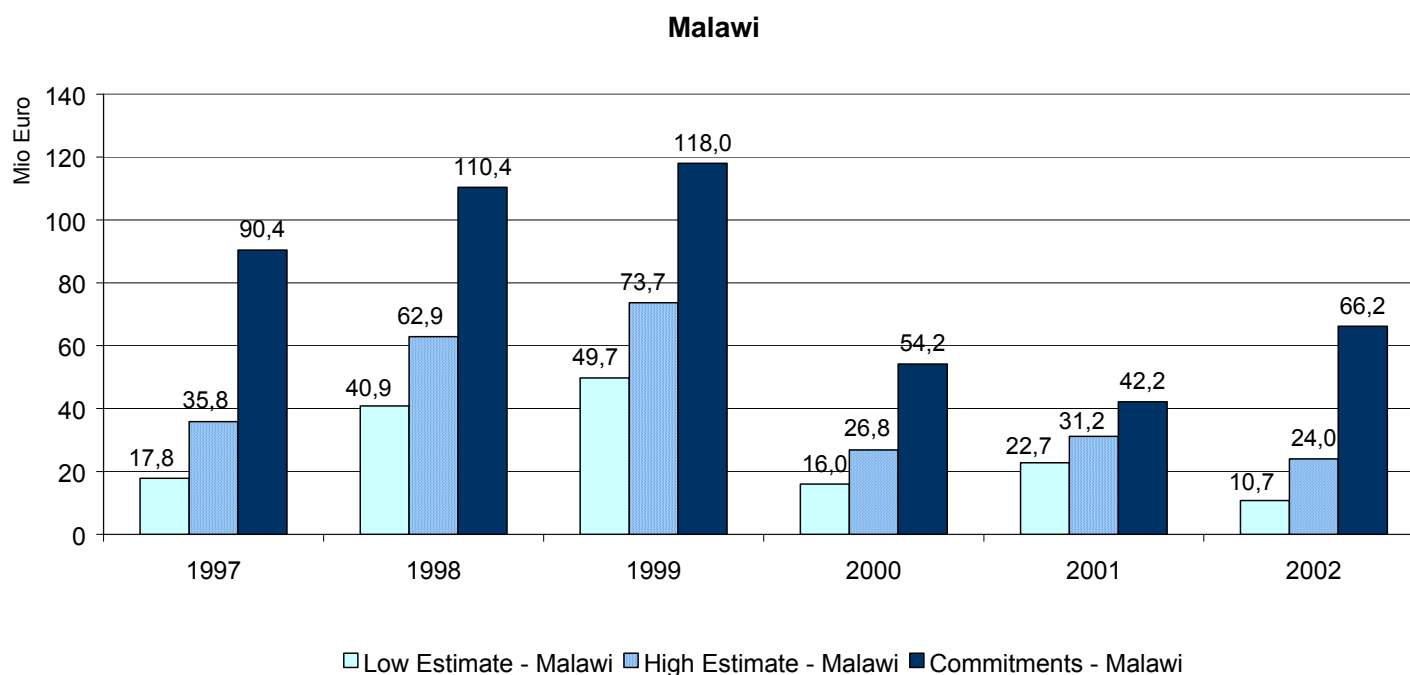
Figure 42 Overall commitments and food security relevant commitments for Kyrgyzstan per year



Source: CRIS Mai 2004; synthesis of figures from TACIS for Kyrgyzstan

As can be seen in Figure 42 CRIS Consultation does not contain any commitments for Kyrgyzstan from TACIS for the years 1998, 2000 and 2002. For the remaining years, the food security relevant commitments are decreasing continuously from 1997 to 2001.

Figure 43 Overall commitments and food security relevant commitments for Malawi per year

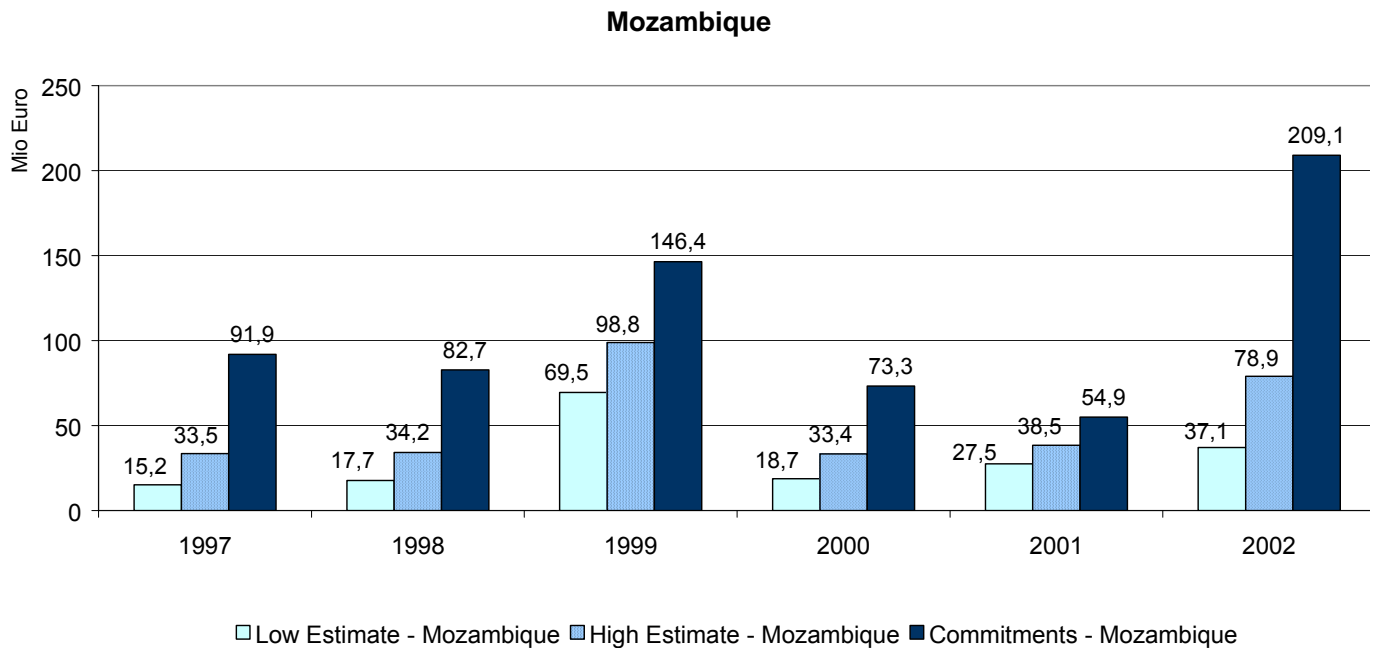


Source: CRIS Mai 2004; synthesis of figures from FED for Malawi

The figure above shows relatively small food security relevant commitments for Malawi in 1997 and 2002. This results primarily from low weighted support to sectors such as *structural adjustment measures* (1997) and *multisector aid* (2002).



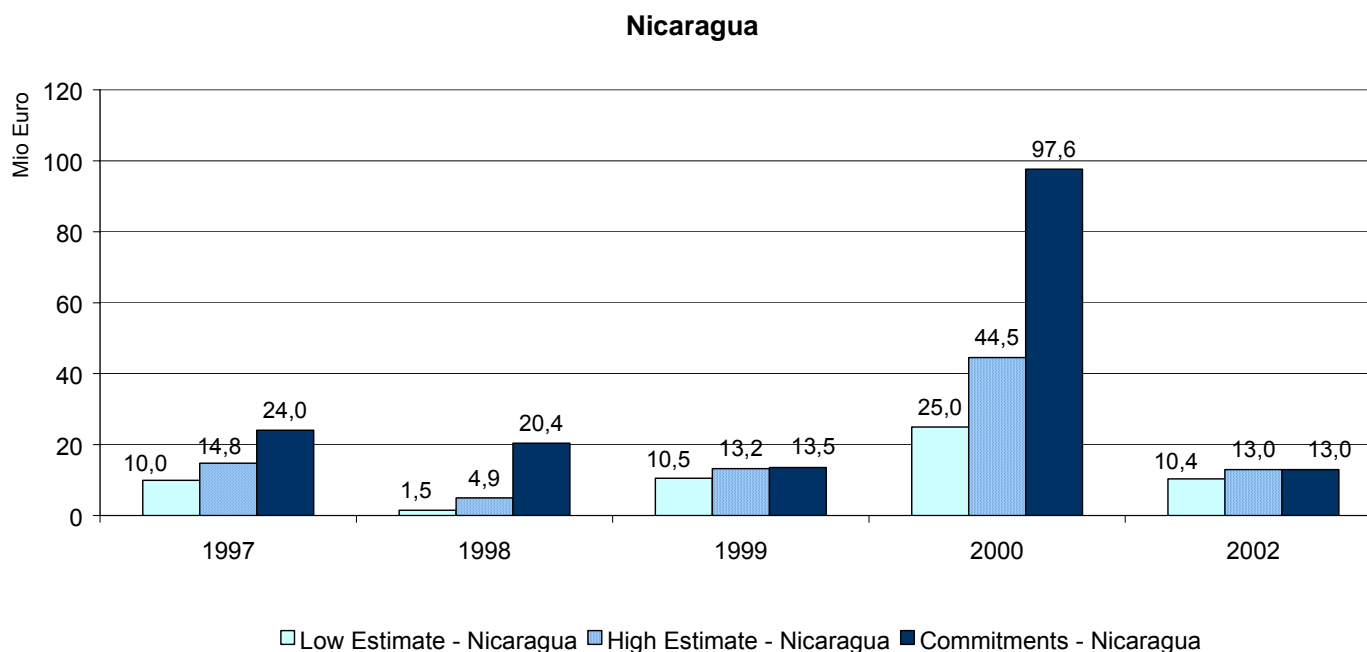
Figure 44 Overall commitments and food security relevant commitments for Mozambique per year



Source: CRIS Mai 2004; synthesis of figures from FED for Mozambique

The amount of food security relevant commitments in Mozambique is relative high in 1999 and 2001. However, this is just the opposite in 2002, resulting from the low relevance of the *structural adjustment* sector for food security.

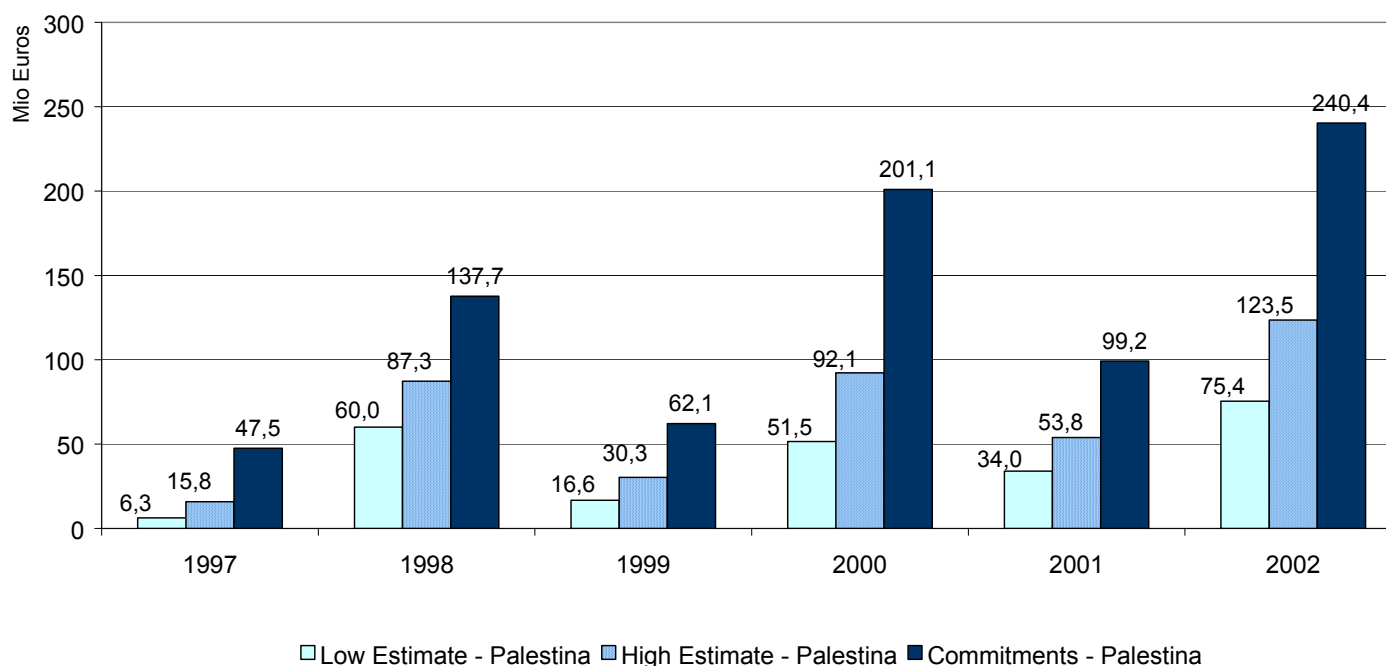
Figure 45 Overall commitments and food security relevant commitments for Nicaragua per year



Source: CRIS Mai 2004; synthesis of figures from ALA budget lines for Nicaragua

The analysis of commitments for Nicaragua shows significant food security related support in 1999 and 2002. One important reason is that there are just two relevant project entries under CRIS Consultation for 1999, one of them being a large rural development program. For 2002 just one entry is available in the agricultural sector. This explains the high level of food security relevant commitments in this year.

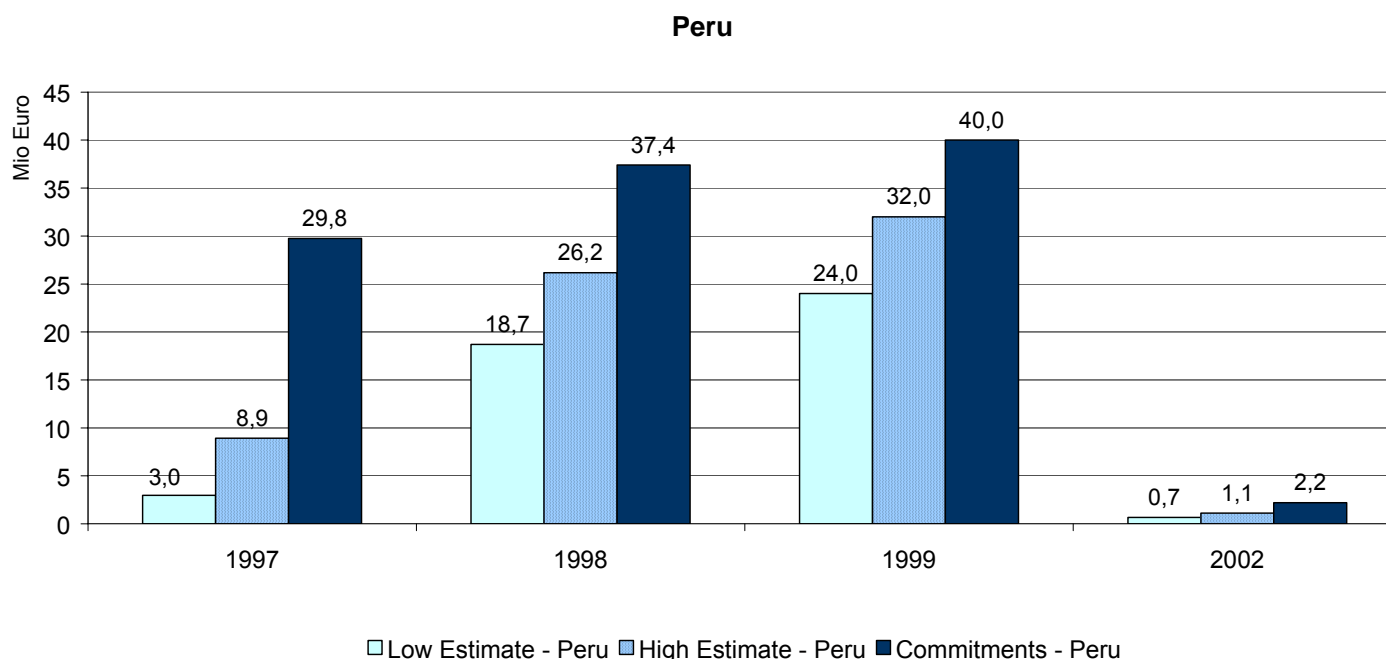
Figure 46 Overall commitments and food security relevant commitments for Palestine per year



Source: CRIS Mai 2004; synthesis of figures from MEDA budget lines for Palestine

There are no significant changes in the share of food security relevant support between the analysed years in Palestine.

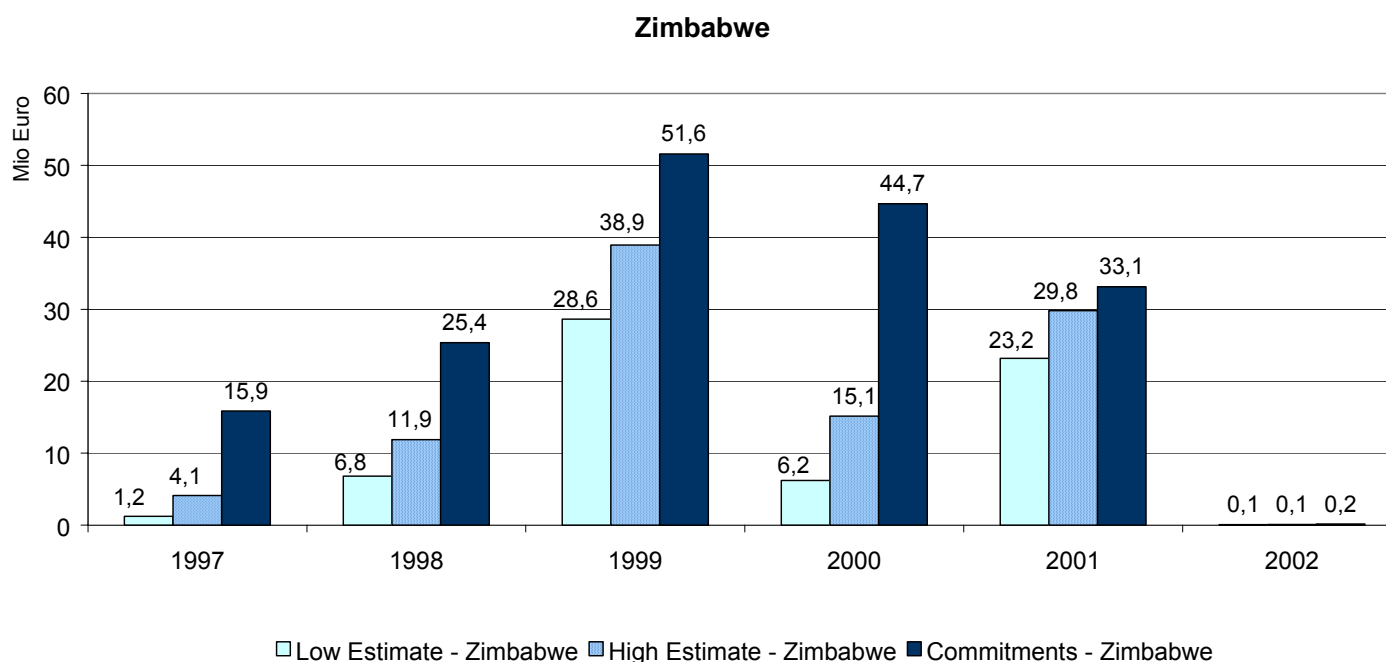
Figure 47 Overall commitments and food security relevant commitments for Peru per year



Source: CRIS Mai 2004; synthesis of figures from ALA budget lines for Peru

In CRIS Consultation are no entries under the analysed budget lines for Peru for the years 2000 and 2001. The sectors for the projects in 1997 are not all specified, therefore the weighting of relevance for food security is relatively low. In contrast, the support in 1998 and 1999 aimed at highly weighted poverty reduction measures and rural development.

Figure 48 Overall commitments and food security relevant commitments for Zimbabwe per year



Source: CRIS Mai 2004; synthesis of figures from FED for Zimbabwe

Figure 48 shows the distribution of commitments by budget year for Zimbabwe. The graph shows a strong variation in the total commitments to the country and also in the estimated food security relevant commitments. Year 2002 stands out in particular, as nearly no commitments were made to Zimbabwe in this year<sup>69</sup>. Also interesting is the large difference between food security oriented commitments between 2000 and 2001. The reason for the lower figures in 2000 lies in the considerable amount of “Multisector aid programmes” supported in that year. Multisector programmes are generally further specified in CRIS Consultation. Their estimated relevance for food security is low (please see Addendum 1). This situation is reverse in 2001, where health and agricultural Development programmes led to a high estimated contribution for food security.

The analysis under Level 3 allows verifying the development of funds made available through each particular instrument for a specific country. The detailed visualisation makes it possible to determine which projects under what sectors have contributed to the respective commitment figures per country.

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<sup>69</sup> From the committed 16.000 € in the Health sector and Employment policy sector 80.000 € (minimum) and 11.200 € (maximum) were estimated for food security relevant. The weighting in the Chart shows 0,1 Mio € for both values.

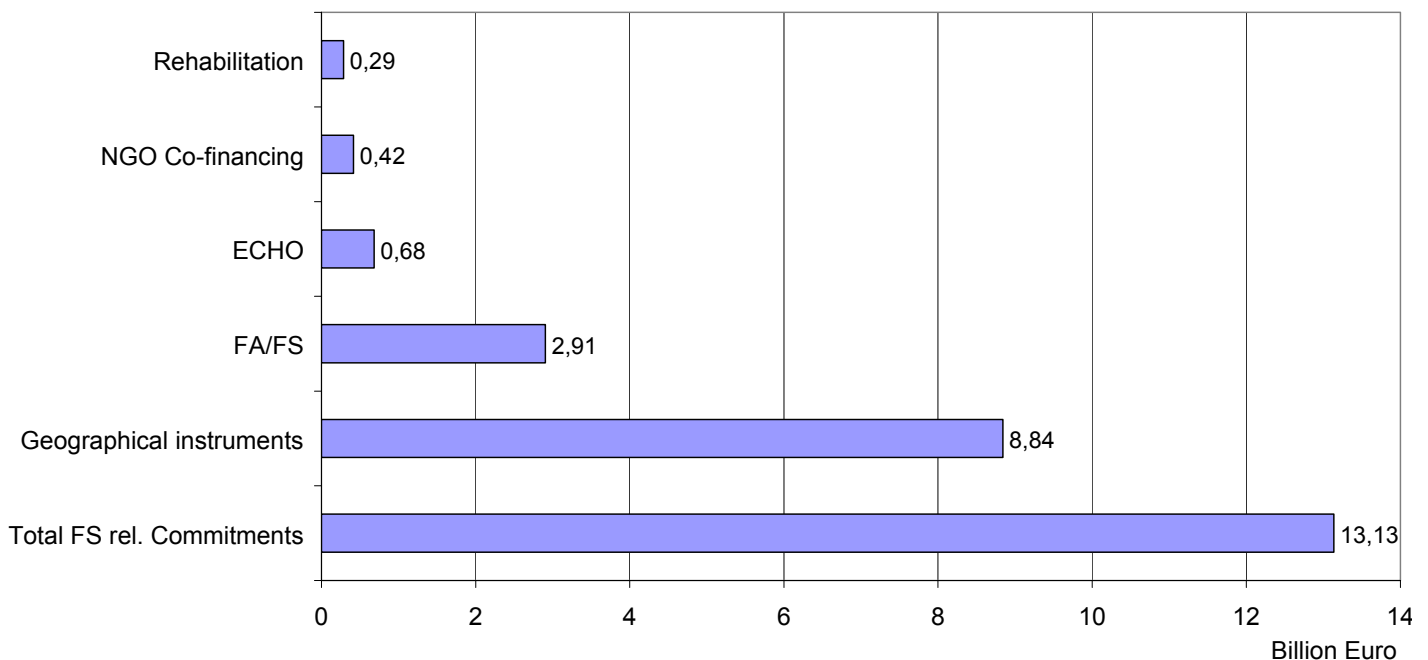
#### 4. OVERALL CONCLUSIONS

Following the analysis and presentation of the food aid and food security relevant commitments of the various instruments, the following figure is meant to give an overview about the total of the estimated support in the period under consideration.

The sum of all food security estimated commitments under the described budget lines (Food Aid/Food Security, ECHO, NGO Co-Financing, Rehabilitation and the Geographical Instruments) amounts to **13,130 Million Euro**.

The figure below shows the total amount of food security related support and the breakdown of the particular budget lines. When assessing the significance of the below figures, it has to be kept in mind that they were generated based on fairly far-reaching assumptions about the significance of individual sectors to support the achievement of food security objectives in EC partner countries. This applies in particular to the figures for Rehabilitation, NGO co-financing and the geographical instruments.

*Figure 49 Total of the food security estimated commitments of the investigated budget lines and overall food security estimated commitments*

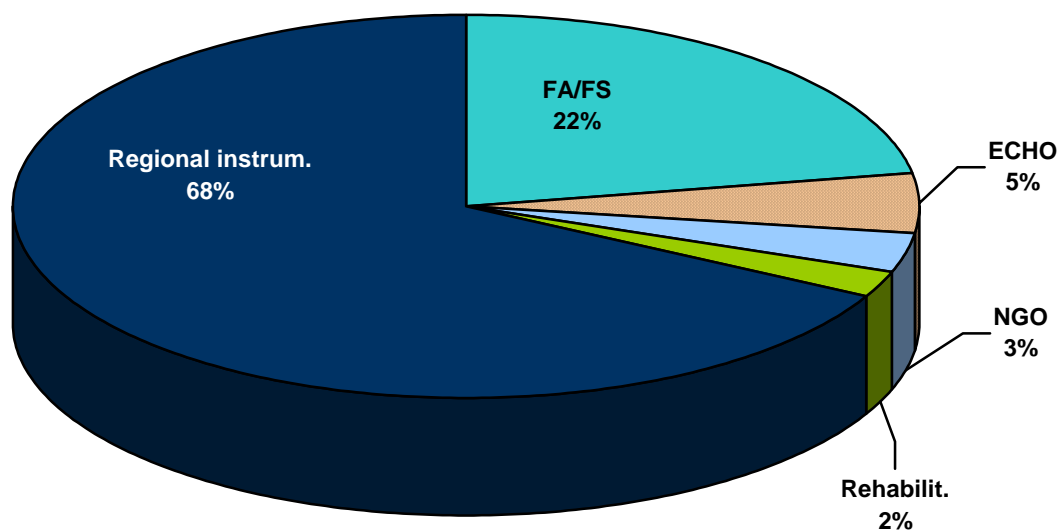


*Source: CRIS May 2004; synthesis of figures from the described budget lines*

In this assessment the geographical budget lines provide the highest level of support with approximately 8,840 Million Euro. This is resulting from the high amount of commitments aiming at poverty reduction and similar food security relevant estimated measures under these instruments.

In order to illustrate the share of support that every instrument contributes to the total, the figure below shows the percentage distribution of the overall commitments aiming at food security related measures.

*Figure 50 Quotation of the estimated food security relevant commitments (average between high and low estimate) in relation to the total commitments of all included budget lines*



Source: CRIS May 2004; synthesis of figures from the described budget lines

## 5. LIMITATIONS OF THE ANALYSIS

The comparative analysis of the different financing instruments for food aid and food security was affected by the difficulty of accessing data that were suited for the kind of analysis that was required.

### 5.1. Discrepancies between CoA data and data compiled from CRIS Saisie on budget line B7-20

As mentioned above, the analysis of data on the commitments and payments under the Food Aid / Food Security budget line found discrepancies between those data and the figures contained in the Court of Auditor report, in particular regarding the distribution of resources between food aid and operations in support of food security. It should be noted that the distribution of resources between food aid and food security operations is an important measure for the success of the budget line to facilitate the transition from food aid to food security.

As it did not seem to be correct to simply dismiss the findings that were based on more current data from CRIS Saisie, the evaluators attempted to clear up this discrepancy and identify the reasons for this difference with representatives of F-5. The evaluators addressed this issue in a number of e-mails sent to representatives of F-5, and also followed-up with several phone calls, without being able to secure an explanation of the differences in the numbers. The evaluators acknowledge that the long absence of a key staff member of F5 due to medical reasons during this period of time made it more challenging for F5 to respond to these requests for clarification.

**Note to the draft version of this report:** *The evaluators would like to state that they would welcome the opportunity to clarify the above-mentioned discrepancy in the food aid / food security figures with representatives of F5 and to integrate any insights from this exchange into the final version of the report.*

### 5.2. Difficulties in Compiling data for the analysis of "other" instruments

The evaluators attempted to compile the data for the analysis by a) examining the Management Information Systems (MIS) of EuropeAid, in particular CRIS Consultation and CRIS Saisie and b) by contacting the directorates / units responsible for the individual financing instruments (Directorates A - E, ECHO, etc.)

#### 5.2.1. Problems in working with AIDCO's MIS (CRIS Consultation, CRIS Saisie)

⇒ **AIDCO's "old" database CRIS Consultation:** Prior to the introduction of the new database CRIS Saisie (see below) it was not compulsory for individual desk officers within AIDCO to work with CRIS Consultation and to enter project relevant data into the database. Therefore, CRIS Consultation has not been consistently maintained and updated for the years 1997 - 2002 (which are the ones of interest for this evaluation). When examining the database for completeness, the evaluators discovered that key data for food aid / food security activities were not included in the database. For Ethiopia for example, no information on food aid / food security activities financed by the Food Aid / Food Security budget line could be retrieved from the database for the years 1997 - 2002. Representatives from the Food Aid Unit as well as AIDCO staff from the unit H-3 confirmed that the database could not be considered complete for the purposes of this analysis.

The fact that project entries in CRIS Consultation are not standardized was a significant problem during the analysis. Projects appeared multiple times with different descriptions, project numbers and project names. In these cases it was not always clear if the multiple entries represented multiple commitments/payments for the respective project or just repetitions in the

data. An exact cleaning of multiple entries of the same project was therefore quite difficult, also considering the fact that a few thousand entries had to be compared.

⇒ **AIDCO's new database CRIS Saisie:** This newly established database<sup>70</sup> provides access to information from two different sources:

- *Data on AIDCO activities that have been entered by AIDCO staff on local systems (within AIDCO), to be accessed through the decision/contract/invoice and the reporting modules of CRIS Saisie:* As the use of CRIS Saisie is compulsory for AIDCO staff since the beginning of 2003, the database contains complete data for that year and the following year (2004). For the previous years, in particular the years 1997 - 2002, data were transferred from the previous AIDCO database CRIS Consultation<sup>71</sup> during the installation of the new system. Therefore, the data in CRIS Saisie are also incomplete for the years 1997 - 2002. In addition, not all data for the time period under consideration (1997-2002) were transferred (i.e. for ALA, MEDA, etc. only those projects were transferred for which at least one transaction was done in 2002 (except closure transaction)<sup>72</sup>: For this reason, data from the local systems (generated within AIDCO) could not be used for the current analysis.
- *Data on Commission activities (commitments and payments) from the EC accounting system Sincom 2.* This information can be accessed through the budget module of CRIS Saisie. The evaluators used these figures for the analysis of the food aid / food security budget line. However, it was not possible to use data from Sincom for the extended analysis of other financing instruments, because the data are not searchable by subject area or thematic focus of the individual activities, which would have been necessary in order to identify those resource commitments and payments that are actually relevant for food security.

The evaluators consulted on the possibility of using AIDCO's Management Information Systems for the extended data analysis with staff from H-3. The shortcomings of the databases for historical data (1997 - 2002) were confirmed.

### **5.2.2. Problems in obtaining data from AIDCO directorates, etc.**

The evaluators then attempted to obtain the necessary data from the different geographical / thematic directorates / units within and outside AIDCO (ECHO). The following paragraphs outline the activities undertaken:

#### **5.2.2.1. ECHO:**

- The evaluators contacted ECHO Unit 6 (finances, audit) and were informed that this department did not distinguish between food aid and other humanitarian aid and thus could not help the evaluators in retrieving the needed data.
- It was suggested to contact ECHO Unit 4 to see if his department did this distinction. The evaluators were informed that this unit might be able to help in retrieving the data as

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<sup>70</sup> Established in 2002.

<sup>71</sup> CRIS Consultation in turn integrates data from GRIOT, MIS, etc.

<sup>72</sup> For other instruments, the following rules apply: TACIS, CARDS and PHARE programmes: all historical data loaded from 1990 onwards, ONG-PVD & ONG-ED (B76000) grant contracts: all historical data loaded from 1991; others programs: MED & ALA, other horizontal lines (Democracy, Drugs, Health, Environment, etc.): historical data loaded if at least one transaction was done in 2002 (except closure transaction).



ECHO 4 had done an analysis of food aid commitments that could be shared with the team. However, the evaluators were not able to secure a copy of this study. However, the evaluators with a set of data for the years included in the analysis. A serious drawback to these data is that it still is not possible to clearly distinguish food aid from "other" humanitarian aid, as the data only distinguish between food aid as "primary" component of a specific action (i.e. above 50% of the resources) and a "secondary" component of a specific action (i.e. below 50% of the resources).

#### **5.2.2.2. AIDCO / A4 (TACIS, CARDS)**

- The evaluators contacted AIDCO Unit A6 (Finances, Contracts and Audits), and were referred to AIDCO Unit A4. However, upon contacting the unit, they were informed that there was no "comprehensive" record of project commitments / payments in this unit / directorate other than CRIS (Consultation & Saisie). The evaluators were encouraged to contact the delegations and were offered the name of a contact for the delegation to Russia. Also the unit provided a list of agricultural projects for Russia (years 1997 - 1999), but cautioned that this list still was likely incomplete, and that a more complete list could be obtained from the delegation.
- Another contact person in the unit informed the evaluators that it was possible to provide a complete list commitments and payments on the basis of a complete list of projects / contracts from the operational units. On the basis of this list, all relevant commitments and payments could be extracted from Sincom. However, the problem remained that within the Directorate A no such complete list seemed to exist, that could easily be accessed within the time and resource constraints of this evaluation. The contact eventually provided the evaluators with a list containing a selection of food aid relevant projects, however, since this was the only such list from the directorates, it could not be used for a comparative analysis.

#### **5.2.2.3. AIDCO / B (MEDA)**

- The evaluators contacted Unit B6, which referred them to Unit B1. Here the evaluators were informed that the unit did not have the necessary resources to provide the requested information, and were eventually referred back to Unit B6.

#### **5.2.2.4. AIDCO / C (ACP (EDF))**

- The evaluators contacted Unit C8. Despite several follow-up attempts to the initial e-mail (by phone and further e-mails) no further information could be obtained.

#### **5.2.2.5. AIDCO / D (Asia)**

- The evaluators contacted Unit D5, which referred the team to Unit D1. Representatives of Unit D1 suggested to directly contact the desk officers for the individual countries since in D1 no aggregated "regional" data would be collected (only potentially country data by the individual desk officers).
- The evaluators were also referred to Unit D4 (Multisector Thematic Support). The contact in the unit contacted the Evaluation Unit of AIDCO to suggest that our team would make a first election of projects using the CRIS databases, which then could be commented on by representative of unit D4. This suggestion was not feasible, mostly for time constraints, and the missing opportunity to run through a similar procedure with other units.

#### **5.2.2.6. AIDCO / E (Latin America)**

- The evaluators contacted Unit E5 and were informed that commitments and payments in E5 were only recorded by *Budget line* (e.g. rehabilitation, and then "economic cooperation" and "technical cooperation"), but not according to sub-sectors. Other records in the unit (E-5) also would not include descriptive information, such as title,

profile, etc. Without this information it was not possible for the evaluators to determine the thematic focus of the individual project (commitment / payment entry).

- This assessment was confirmed in a separate e-mail, stating that there would normally be no chance to identify a "food security project" on the Latin America budget lines, in accordance with article 21 of the Financial Regulation which set the principle of specification for each budget line.
- The evaluators also contacted Unit E3 (Thematic support - economic and trade co-operation), and were informed that it would not be possible to provide us with the information that was necessary. Although it would be possible to get (by the means of CRIS) overall figures (commitments and disbursements by year), it would be rather difficult to obtain a detailed breakdown by sector, in particular considering that Food Security is not an official DAC sector.

#### **5.2.2.7. AIDCO / F2 (NGO Co-financing)**

- The evaluators contacted Unit F2, and were offered assistance in extracting relevant data from GRIOT. For time considerations, the evaluators eventually chose to access the GRIOT database through CRIS Consultation, without further assistance from F2.

#### **5.2.3. Weighting of Relevance to Food Aid and Food Security**

In order to calculate the percentages of food aid and food security relevant commitments in relation to the overall commitments under the geographical instruments and the NGO Co-financing budget line a "weighting" of every sector and sub-sector was required. That means in practice that each of the included sub-sectors had to be rated based on its assumed relevance to finance projects in support of food security (low and high estimate scenarios). It has to be mentioned that these estimations are not adhere to an official standard but are based on the judgement of the evaluation team.

## **Annex 8: Selection process for the CSP and PRSP analysis**

### **THEMATIC EVALUATION OF FOOD-AID POLICY AND FOOD-AID MANAGEMENT AND SPECIAL OPERATIONS IN SUPPORT OF FOOD SECURITY**

#### **IN DEPTH ANALYSIS OF THE LINK BETWEEN THE REGULATION AND NATIONAL STRATEGIES**

##### **CHOICE OF COUNTRIES**

The selection of countries should concentrate on significant countries cover the main geographical regions. A set of 20 countries has been tentatively selected, as follows.

**In Step 1**, countries were listed in descending order of size of programmes as regard the total payment made during 1997-2002 (see remaining list of table 1).

**In Step 2**, countries in which field visits are carried out within this evaluation have been excluded. The remaining 20 more important countries were selected (in bold in the list).

Country	Total payment 1997-2002	Group 1: Structural aid	Group 2: LRRD	Field visit within 2004 evaluation	Selected countries for questionnaire survey
Ethiopia	368.304.507	x		x	
<b>North Korea</b>	195.354.103		x		x
Bangladesh	145.247.057	x		x	
Malawi	109.940.358	x		x	
<b>Angola</b>	95.168.584		x		x
<b>Afghanistan</b>	82.744.154				x
Mozambique	82.654.633	x		x	
<b>Bolivia</b>	70.495.680	x			x
<b>Armenia</b>	68.418.203	x			x
<b>Georgia</b>	67.913.602	x			x
Kirghistan	65.500.000	x		x	
<b>Azerbaijan</b>	63.351.055	x			x
Palestine (Gaza & West Bank)	57.154.237		x	x	
Zimbabwe	51.990.559			x	
<b>Madagascar</b>	50.615.043	x			x
<b>Eritrea</b>	50.399.026	x			x
Peru	49.555.767	x		x	
<b>Yemen</b>	47.791.727	x			x
<b>Tadjikistan</b>	45.891.434		x		x
<b>Sudan</b>	43.157.358		x		x
<b>Sierra Leone</b>	42.586.130		x		x
<b>Haiti</b>	42.103.988		x		x
<b>Ruanda</b>	38.524.812		x		x
<b>Liberia</b>	34.114.238		x		x
<b>Honduras</b>	31.741.917	x			x
<b>Niger</b>	31.376.961	x			x
<b>Zambia</b>	28.980.106				x
<b>Nicaragua</b>	26.486.310	x		regional aspects	x

**Table 1: List of the 30 most important countries including countries, which will be evaluated in the field**

Note: Nicaragua has been kept in the list, as the evaluation is focusing on the region, not on the country.

In **Step 3**, the remaining 20 countries have been dispatched according to the various geographical zones.

<b>ACP</b>	<b>ALA</b>	<b>MEDA</b>	<b>TACIS</b>	<b>CARDS</b>
Angola	North Korea	Yemen	Armenia	No country
Madagascar	Afghanistan		Georgia	
Eritrea	Bolivia		Azerbaijan	
Sudan	Honduras		Tadjikistan	
Sierra Leone	Nicaragua			
Haiti				
Ruanda				
Liberia				
Niger				
Zambia				

**Table 2: Geographical repartition of selected countries**

**In Step 4**, countries that were presented in the programming document 2001 as belonging to group 1 (structural aid) and group 2 (post crisis situation) were listed. All countries belonging to one of the two groups were in the remaining 20 more important countries except Somalia, Montenegro, Republic of Congo and Ecuador.

These countries have been added to the first list.

ACP	ALA	MEDA	TACIS	CARDS
Angola	North Korea	Yemen	Armenia	Montenegro
Madagascar	Afghanistan		Georgia	
Eritrea	Bolivia		Azerbaijan	
Sudan	Honduras		Tadjikistan	
Sierra Leone	Nicaragua			
Haiti	Ecuador			
Ruanda				
Liberia				
Niger				
Zambia				
Somalia				
Republic of Congo				

**Table 3: Geographical repartition of selected countries including group 1 and group 2 countries**

**In Step 5**, in order to increase the number of countries in the CARDS Region, the two next most important countries in the original list have been integrated in table 4.

ACP	ALA	MEDA	TACIS	CARDS
Angola	North Korea	Yemen	Armenia	Montenegro
Madagascar	Afghanistan		Georgia	Albania
Eritrea	Bolivia		Azerbaijan	Kosovo
Sudan	Honduras		Tadjikistan	
Sierra Leone	Nicaragua			
Haiti	Ecuador			
Ruanda				
Liberia				
Niger				
Zambia				
Somalia				
Republic of Congo				

**Table 4: Geographical repartition of selected countries including group 1 and group 2 countries and additional CARDS country**

**In Step 6**, a final list of 20 countries representing the various regions has been proposed, plus an alternative list of 6 countries that may replace one or more of the proposed 20 countries.

ACP	ALA	MEDA	TACIS	CARDS
Angola Madagascar Eritrea Sudan Haiti Ruanda Liberia (1) Niger Somalia	North Korea Afghanistan Bolivia Nicaragua (2) Ecuador	Yemen	Armenia Georgia Azerbaijan	Montenegro Albania
<b>Alternative list of countries</b>				
Republic of Congo Sierra Leone (1) Zambia	Honduras (2)		Tadjikistan	Kosovo

**Table 5: Final selection of countries**

(1): Due to the lack of data, Liberia has been replaced by Sierra Leone

(2): Due to the focus put on Nicaragua during the field study, it has been replaced by Honduras

## Annex 9: FS in CSP and PRSP

### Analysis of linkages between FS strategy, CSP and PRSP

<b>Angola</b>	<p>Angola, a country particularly marked by the war. Therefore food aid was playing an important role in the past. The <u>overall objectives</u> of Angola are similar with those of food security policy. Angola is located at an initial phase of LRRD. Nearly all sectors are concerned. Food security strategy is above all linked with <u>the issue</u> of agricultural and livestock farming, access to land, development of marketing and processing networks. The <u>role of the regulation</u> is to promote the rural development and health. Disbursement of EDF funds has been very slow and problematic. Funding from various budget lines has been disbursed more quickly. Even if they want to move from food aid to food security strategy in the future, the EC will consider continuing to fund food aid in Angola, in <u>coordination</u> with the WFP, aiming at improving effectiveness of food aid operations.</p> <p>In addition, the EC intends to assist the Government in conceiving and implementing a strategy and Medium-term action plan to progressively reduce food insecurity.</p>
<b>What is the level of integration of the food security policy within the Commission's development strategy with the partner country concerned as laid down in the Country Strategy Paper (CSP)?</b>	
Coherence of the overall objectives of the food security policy and the CSP	<p>The armed conflict, one of the longest in the world, has caused a humanitarian crisis to which international organisations could respond only in part. A very high proportion of the population is extremely vulnerable and dependent in one form or another on external aid. The food insecurity is associated with the absence of opportunities for any regular productive activity, namely in agriculture. Moreover, it has been extremely difficult to mobilise external emergency aid, particularly in terms of access to critical areas. These humanitarian concerns will, however, remain a top priority, at least in the short term.</p> <p>In their Statement on the European Community's Development Policy of 10 November 2000, the Council of the European Union and the European Commission determined a limited number of areas selected on the basis of their contribution towards reducing poverty and for which Community action provides added value: link between trade and development; support for regional integration and co-operation; support for macro-economic policies; transport; food security and sustainable rural development; institutional capacity-building, particularly in the area of good governance and the rule of law. The Statement also specifies that, in line with the macro-economic framework, the Community must also continue its support in the social sectors (health and education), particularly with a view to ensuring equitable access to social services.</p> <p>The cessation of hostilities has not, however, meant the resolution of the humanitarian crisis, but it does offer the possibility of resolving it in a more sustainable manner. The support strategy for Angola must, therefore, fit into the framework of, and pursue the link between, relief, rehabilitation and development (LRRD), aiming to take advantage of synergies between the different financial instruments. This LRRD strategy proposes short-, medium- and longer-term interventions to contribute to:</p> <ul style="list-style-type: none"> <li>-The furtherance of the 2002 peace process, national reconciliation and the consolidation of democracy, including the creation of conditions for free and fair elections;</li> <li>-Good governance and development of civil society;</li> </ul>



	<p>-Poverty alleviation, through a gradual concentration of the EC's aid on the focal areas of food security and social sectors.</p> <p>The EC's specific objective in the area of food security will be to reduce dependence on food aid in kind, and food insecurity. In the specific case of Angola, there is a real prospect of linkages with the relief and humanitarian interventions described above. In 2002, the EC and the Government will study such linkages in detail, and decide on the type of support to be provided to develop them. A multi-annual food security programme, to be launched as of 2003, may be part of that support. Areas likely to be covered include capacity building, training, technical assistance for legislation, support for the development of private services in agriculture, and agricultural pilot projects. A significant number of such actions will be developed with the participation of civil society. At this stage, it is thought that an amount of €40m will be required for food security actions. The Medium-Term Action Plan for Food Security, which will be completed in 2002, will give details of the financing needs as well as specific objectives, activities and indicators.</p> <p>As a contribution to addressing the root causes of the high level of food insecurity in Angola, the strategy and the action plan, which will subsequently be co-financed by the EC, will need to tackle the objectives of reducing food insecurity, alleviating poverty, particularly in rural areas, and achieving economic growth through diversification of economic specialisation. In this context, the food security strategy should also examine the potential of agriculture and livestock farming in Angola, and promote an integrated strategy for the reintegration of displaced persons. Such a strategy should identify what steps and means are necessary to allow large-scale resettlement as soon as the conditions allow, with a view to providing subsistence and income to hundreds of thousands of displaced and inactive families. Specific support for pilot projects will allow participatory methods of sustainable resettlement to be tried and tested, which could enable the above-mentioned strategy to become viable.</p>
Importance of FA-FS issue in CSP	<p>The EC in particular insisted on the need for the Government to develop a food security policy within the Poverty Reduction Strategy. Food insecurity is critical and will continue to be so, even now the conflict has ended. Around 1.5 million people have been dependent on food aid in the last two years, whilst more than half of the population does not have the minimum of 2 100 kcal/day/adult recommended by the FAO.</p> <p>From being an exporter before independence, Angola now has to import half of its cereal requirements. In 2001, 405 000 tonnes had to be imported commercially in addition to food aid of about 176 000 tonnes. The permanent instability in rural areas means that peasants are hardly self-sufficient, and access to markets seriously limited. Most of those displaced have neither land, nor alternative means of obtaining food. The need for imported foodstuffs is aggravated by the reduced quantities of food produced locally and available on the market. Food purchases account for about 77% of the budget of the poorest households, which indicates their importance from the economic point of view, as well as their vulnerability.</p> <p>Given that poverty and food insecurity is more problematic in rural areas, a food security policy in Angola must justifiably prioritise re-launching the agricultural and livestock farming sector. The potential of the country in this area must be explored in order to generate income for the most vulnerable, those who have been most affected by the armed conflict.</p> <p>Food security policy should also take account of the problem of access to land by traditional communities, the development of marketing/processing networks for agricultural products, factors of production, training and credit, plus the reinforcement of national capacity for agricultural research. It should also make a significant contribution to poverty alleviation, particularly in rural areas and the definition of a legal framework of ownership including rights to land use. In this context and with a view to avoid a negative impact on the potential of food production and to ensure the adequate regulation and enforcement of the land law the government has drawn up a preliminary draft land law which is being the object of consultations with society as a whole.</p>

	<p>Existing water and sanitation infrastructure in urban centres, built before independence, is now in bad repair and today services less than 20% of a rapidly growing population. Significant investment in water infrastructure has recently taken place to increase production and improve distribution. In Luanda, private sector intervention means high costs for the poorest people who live out of reach of the piped water network and spend 15.4% of their income on water, in comparison with the 3.3% spent by the better off. Wells, rivers and lakes are the main sources of water in rural areas. The lack of drinking water for humans and animals is a very serious problem at certain times of the year in the semi-arid pastoral areas in the south. The Government is considering a new draft Water Law, strategy and development plan for the sector.</p> <p>Angola's natural marine resources are a big advantage. The presence of upstream marine currents has contributed to the strong development of biomass, and therefore to large surface and deep-sea fish populations. Such potential needs to be managed. The fisheries resources have been the engine of growth in the sector: the total catch in Angolan territorial waters increased from 161 000 tonnes in 1993 to 231 000 tonnes in 1997, with the domestic fleet accounting for 73% of the catch in 1993 as against 57% in 1997. The vast majority of jobs are in the artisanal fisheries sector. Although fishing contributes only marginally to GDP (3% in 1995) and to exports (0.65%), it has an important role in terms of food security, given that 150 000 tonnes of fish go to the domestic market. Almost one third of the animal protein consumed come from fish, a proportion which needs to be increased given the country's difficult food security situation.</p> <p>Attention also needs to be paid to certain crosscutting issues. Inequality between men and women continues to be a problem in spite of legislation since independence to eliminate it.</p> <p>Preconceived traditional views hamper equality, whilst the many years of war, population displacement and growing poverty have made the situation worse for the major proportion of women, who, as well as having the lowest human development index, now head one in three households in rural areas. In addition to their normal work, women are most particularly affected by the food security situation and have to do men's jobs as well, such as working the land. In the cities, they control a large part of the informal sector, which forces them to spend a great deal of time outside the home as well as trying to assume their domestic responsibilities. To compound the problem, girls' education is inferior to that of boys. It is acknowledged that if acceptable conditions are not provided for the basic family cell to function and reproduce, the economic and institutional system runs the risk of reproducing such degrading situations.</p>
<p>Clear definition of the role of the regulation within CSP</p>	<p>The EC proposes to support a strategy encompassing aspects of relief, rehabilitation and development. In view of the rapidly evolving situation, this strategy must remain flexible.</p> <p>The EC's programmes in Angola targeted the health and rural development sectors in particular from the outset, making the transition between multisectoral community development and food security, including food aid for the most vulnerable people.</p> <p>In the medium and long term, and in order to support its objectives of poverty reduction, the EC plans to gradually increase the focus of its support in accordance with the analysis of the preceding chapters, by progressively concentrating aid on the development and implementation of adequate national policies for the social sectors and for food security. In order to address the very serious problems which affect the delivery of social services in Angola, the very high degree of food insecurity, and shortcomings in the management of the country's substantial resources, support for these focal areas needs to be delivered in an uninterrupted manner, with the phased link between relief, rehabilitation and development firmly in mind, and the transition between one phase and the next supported by different types of funding. Furthermore, the EC has relatively more experience and greater capacity in these areas and can, by dint of its technical capacity and financial resources, contribute to a gradual reversal of the negative trends.</p> <p>These areas receive less funding from other donors, but absorb about 65% of the EC's nonemergency aid. Moreover, the EC is aware of</p>

	<p>the great potential of the social sectors and food security in terms of poverty alleviation. The impact of any support in these areas, and the timing of the transition between one phase of LRRD and the next, will, however, be influenced by the unfolding of the political process subsequent to the cease-fire, by the degree of increase in budgetary allocations and execution within the sectors, and by the effective re-establishment of the administration's functions in the country as a whole.</p> <p>For this reason, it is proposed that good governance be treated as a focal cross-cutting issue, in the short, medium and long term, and that parallel actions to promote democracy and human rights, reform of public finance management, the development of civil society, political and economic integration at regional level, and sensible use of natural resources also follow the phased LRRD approach, in tandem with other donors.</p>
Complementarities of the various EC instruments within CSP	<p>In terms of community rehabilitation and reduction of poverty, the Government is implementing various donor co-financed programmes, such as the Social Support Fund (FAS), the Community Rehabilitation Programme (PRC), the Integrated Human Development Programme (PDHI), the post-conflict project, the Reconstruction Programme (PAR) and the Microprojects Programme. Furthermore, a grant of US\$ 30 million was approved in 2000 for the fight against endemic diseases (malaria, TB, leprosy, trypanosomiasis and HIV/AIDS) and for essential medicines.</p> <p>With the support of the FAO, the Government is currently preparing a sectoral programme for the development of fishing, which will be launched as of 2003 and will combine the following different components of the strategy: improvement in the supply of the domestic market, with a view to contributing to the objective of food security; support for the economic actors, of whom artisanal fishermen form a majority; and optimum use of fish resources intended for export, through fisheries agreements.</p> <p>Though much of the EC's funding has been concentrated in Luanda and the more accessible coastal zones, including Huila province, most of ECHO's activities have taken place outside those areas.</p> <p>The EDF regional programmes, PALOP and SADC, have gained some importance in recent years, though progress has been mitigated by the politico-military situation.</p> <p>Angola has never been a beneficiary of STABEX or SYSMIN funds.</p> <p>The EIB, encouraged by the burgeoning peace process, is seeking to become involved in Angola in the near future.</p> <p>The disbursement of EDF funds in particular has been very slow and problematic, and the second instalment of the 8th EDF was not released.</p> <p>Funding from the various budget lines – mainly through NGOs and for food aid - has been disbursed more quickly. Flying in food is very expensive, and absorbs money quickly. This situation has been unavoidable, and is now set to change, presenting the prospect of getting more value – and reaching more people – for the same amount of money. With regard to NGOs, it has to be said that their absorption capacity is nearing saturation point. Although they are many in number, their resources are stretched in relation to the task in hand, they work in difficult conditions, and they are tired. As the country opens up, their continued presence will be vital to provide services, which the Government as yet cannot. The EC will need to use the experience of these lessons learned in determining future aid.</p> <p>Indeed, the lessons learned from past experience have meant that the PAR rural development programme has been reformulated and the duration extended subsequent to an evaluation, whilst some of ECHO's interventions, which were continuing beyond its core emergency mandate due to the conflict situation, are in the process of being taken over by EDF funding (Art. 255). This latter development was fully endorsed by a subsequent evaluation.</p> <p>From 1990-99, Angola received an average of €360m per year in ODA, with a peak of €473m in 1996 after the signature of the Lusaka</p>

	<p>Protocol in 1994.</p> <p>The EC was the main donor throughout the 1990s, contributing an average of 17% of the total (19% in 2000). Aid from the US has increased rapidly in recent years (35% of total in 2000), and Norway is also a big donor.</p> <p>More than a third of aid disbursements in Angola in 2000 were made in immediate response to the humanitarian crisis, i.e. food aid (€166m), other emergency aid (€29m), demining (€8m), social reintegration (€7m), or as a major component of support to emergency and rehabilitation activities such as health (€47m) and agriculture (€21m).</p> <p>At this stage, one cannot speak of a clear specialisation of donors by sector, or even of a geographical concentration of the different donor interventions which could begin to be developed within the framework of the I-PRSP. From the point of view of budgetary allocations, the EC is clearly the main donor in the health and rural development/food security sectors.</p> <p>EC budget lines could be used to finance specific operations, in particular for the food security focal sector, for humanitarian aid, for peace-building measures and for human rights and democracy<sup>3</sup>. Finance from these instruments - provisionally estimated at around €40m as far as food security is concerned - will, however, be decided in accordance with the Community's procedures for the budget lines concerned and will depend on availability.</p>
Coordination of EC interventions	<p>As mentioned above, a substantial part of the EC's funding is channelled into humanitarian aid.</p> <p>The EC's response to the humanitarian crisis will be pursued and will take account of access being gradually gained to previously inaccessible areas. EC humanitarian aid, via ECHO and food aid, will continue to be made available within the framework of the 2002 relief plan, as well as through an emergency programme of support for the peace process using uncommitted EDF funds, which ties in with the results of assessments carried out by the Government and the UN.</p> <p>In terms of humanitarian assistance, ECHO offers support within the framework of global annual plans. A Commission Decision of February 2002 (€8m) continues to provide humanitarian aid, based on ECHO's Global Plan for Angola 2002. The priority sectors are health, nutrition, water/sanitation, emergency relief, protection and logistics. A second ECHO decision for €2m targets mortality and morbidity in the newly accessible areas. ECHO continues to target the most vulnerable social groups in the areas most affected by war with the greatest concentration of IDPs and the highest rates of malnutrition. The ECHO programme is constantly monitored and adapted according to changing needs and new possibilities of access, as the peace process is unfolding.</p> <p>The EC will consider continuing to fund food aid in Angola, in coordination with the WFP. An evaluation of this programme will identify how the form and effectiveness of food aid operations can be improved.</p> <p>The EC intends to assist the Government in conceiving and implementing a strategy and medium-term action plan to progressively reduce food insecurity and simultaneously allow for revitalisation of agriculture and livestock farming through reforms of the agricultural policy, together with support and incentives to operators in the sector, namely viable commercial holdings and the household sector. This strategy and the Action Plan, which will be finalised shortly, will set out in more detail the funding needs, and specific objectives, activities and indicators. An indicative amount of €40m will probably be necessary, wholly or partially financed from the Food Security Budget Line. As mentioned in section 3.6.6. above, the fisheries sector is of such importance for food security that it must be included in the food security strategy and action plan.</p> <p>The changing situation on the ground, and the spiralling of new needs as more areas became accessible, has meant that the EC has made €30m of uncommitted funds from previous EDFs available to support the peace process in the short term, in line with its May 2002 Plan of Action for Angola. These funds, targeting emergency medical assistance, the distribution of seeds and tools and food aid to</p>

	protect the seeds (including to former UNITA soldiers and their families) and humanitarian de-mining, were mobilised through one global financing proposal submitted following emergency procedures.
<b>What is the coherence between EC food aid and food security policy and national strategies of beneficiary countries, especially the PRSP?</b>	
Coherence of the overall objectives of CSP and PRSP or national strategies	Similar overall objectives Quality of cross-references in PRSP and national strategies with regard to FA and FS
Importance of FA-FS issue in PRSP or national strategies	Quality of cross-references in PRSP with regard to FA and FS
Clear definition of the role of EC within PRSP or national strategies	Quality of cross-references in PRSP with regard to FA and FS
Rationale of EC intervention	
Coordination of donors and government interventions	
Other Documents	
<b>Eritrea</b>	<p><u>Overall objectives</u> of Eritrea s CSP are in line with the food security policy to eradicate poverty. After post-conflict rehabilitation (humanitarian aid and reconstruction of social and transport infrastructure) and reintegration of the war-affected population, long-term strategies in the sectors food security, transport and education are the <u>key issues</u> for development.</p> <p>In view of the chronic food deficit of the country, food security has been a concern of the Government since independence.</p> <p>Already, the 1994 Macro-policy defined food security as making food accessible for all Eritreans. Since more than 75% of the population live in rural areas and since it is generally understood that poverty reduction and food security is best achieved by creating economic activities for the poor, special emphasis is put on the development of food production related activities (agriculture, livestock and fisheries).</p> <p>For a considerable period of time, the country will remain dependent on food aid and special attention has to be paid to the elaboration of a comprehensive food security strategy.</p> <p>The EC response to the crisis will include humanitarian aid as long as necessary. The efforts require an adequate combination of relief</p>

	<p>and rehabilitation measures assured from the convergence and <u>complementarity</u> of different funding instruments, namely: EDF funds, ECHO, food security and demining budget lines. ECHO and Food Security assistance provided a quick and adequate response to the humanitarian crisis. In view of <u>coordination of EC interventions</u> particular attention will be paid to a smooth take over during ECHO's phasing out and food security assistance which will continue its support to reconstruction/rehabilitation. The major <u>role</u> foreseen cover consultancy and expertise for assistance to the Government in the definition of a long-term food security strategy and plan of action.</p> <p>In line with the conclusions of this country strategy, food security should become a focal sector.</p>
<b>What is the level of integration of the food security policy within the Commission's development strategy with the partner country concerned as laid down in the Country Strategy Paper (CSP)?</b>	
Coherence of the overall objectives of the food security policy and the CSP	<p>The EC response strategy has identified the following three areas of concentration:</p> <p>1) Post-conflict rehabilitation programme including humanitarian aid and reconstruction of social and transport infrastructure in the war-affected areas as well as de-mining. 2) Support to demobilisation and reintegration of the war-affected population that will help to restore macro-economic stability and to draw on the potentials of the country. 3) Support to the development of long-term strategies in the sectors (food security, transport, education) identified as the key structural constraints for development. The government of Eritrea considers that in the long run increased skills of the poor through education and training and the generation of suitable employment and income opportunities will lead to the eradication of poverty. For a considerable period of time, the country will remain dependent on food aid and special attention has to be paid to the elaboration of a comprehensive food security strategy. Good governance and gender issues have been made integral parts of all areas identified. The existing review mechanisms should provide at a later stage for a transition to a more classical focal sector approach, benefiting from the conclusions of the studies undertaken for the formulation of sector strategies.</p>
Importance of FA-FS issue in CSP	<p>In view of the chronic food deficit of the country, food security has been a concern of the Government since independence. Already, the 1994 Macro-policy defined food security as making food accessible for all Eritreans. Since more than 75% of the population live in rural areas and since it is generally understood that poverty reduction and food security is best achieved by creating economic activities for the poor, special emphasis is put on the development of food production related activities (agriculture, livestock and fisheries). The national strategy rests on the principles of diversification of production; focus on high value crops, livestock and fisheries to induce export; conservation of the natural resource base; promotion of small-scale irrigated agriculture to counter erratic rainfalls and establishment of strategic food reserves. In recognition of the interdependence of countries in the current international economic context, Eritrea however does not aim at self-sufficiency. Eritrea considers the promotion of domestic production in connection with food imports from abroad, which form an important part of the food security equation and, in the short term, also with indispensable grant food assistance as a supplement.</p> <p>Although more than 70% of the population relies on agricultural activities (agriculture, livestock and fisheries), the contribution of these sectors to total exports and to the GDP is low (33% and 16%, respectively). Therefore, the food security situation remains weak, with the food deficit ranging from 40% to 80%, subject to climate variations and socio-economic factors.</p> <p>The UN Consolidated Inter-Agency Appeal indicates that a total of 1,7 million war and drought-affected people require food assistance in 2001, whilst the Government appealed for 450.000 Mt of emergency food aid for more than 2 million people.</p> <p>Food insecurity can be said to be chronic and is likely to continue for quite some time to come. Despite the heavy rural and agricultural profile of the country, Eritrea remains heavily dependent on food aid and food imports. Even in the 1997-1998 agricultural season, which was the best harvest since independence, still about 30% of the national food need had to be imported. During the years of peace and</p>

	<p>fast economic growth of the mid-nineties, Eritrea closed the food deficit by imports rather than by food aid. Aware of the danger of food aid dependency, in the long run, the Government devised a strategy of phasing out food aid altogether.</p> <p>Agricultural production in Eritrea is largely based on rainfall and traditional production methods. Erratic rainfalls, pests and diseases, land degradation and soil erosion result in low levels of agricultural production, which have a negative impact on the overall economy. However, there exists potential to improve food production. Moreover, concerning fisheries, with over 1,300 km of coast and only 15-20% of the standing stocks harvested, Eritrea has a promising fisheries sector.</p> <p>The humanitarian crisis caused by the war and the drought has severely affected the production systems. Agricultural production can be revived over one or two seasons, but it takes much longer for the agro-pastoralists to restore their stock after the immense losses. A needs assessment conducted in November 2000 revealed that more than one third of the cattle was lost in the war and in drought affected regions. Because of the war, today many poor pastoralists have stopped producing, the number of female-headed households has risen to 45% and urban poverty has grown sharply. These three specific phenomena show that the country is actually confronted with acute food insecurity.</p> <p>Food insecurity is also associated to other poverty-related factors such as the lack of rural financial and market services, the outmoded technology and the obsolete productive and social infrastructure. Improving food security in the country will also depend on conservation and rationalisation of water, soil and crop resources as well as introduction of modern technologies. The poverty profile of the country shows that the most important factor-separating better off families from poorer ones, is having members who earn income from non-farm activities (trade, provision of services and the like). Reorientation from a predominant subsistence farming to more commercial farming, and to non-farming rural activities, as well as to a transfer of rural workers to urban employment, might also be important steps to overcome this food insecurity.</p> <p>With the support of the donors, the Government is committed to increase food security by raising its agricultural potentials with the ultimate goal to eradicate poverty. This potential lies on the existing availability of land suitable for both rainfed and irrigation cultures, the development of ground and surface water resources for the production of export goods, the promotion of agro-industries for both crops and livestock and the endowment by a promising and almost unexploited fisheries stock. The Government's strategy to achieve food security is based on the following principles:</p> <ul style="list-style-type: none"> <li>- Diversifying cultures and creating new employment opportunities, thus raising the purchasing power of the people;</li> <li>- Focusing on high-value crop, livestock and fisheries in order to encourage exports;</li> <li>- Encouraging small-scale irrigated agriculture to counter the effects of erratic rainfalls;</li> <li>- Establishing strategic food reserves.</li> </ul>
<p>Clear definition of the role of the regulation within CSP</p>	<p>Short-term approach:</p> <p>The EC response to the crisis will include humanitarian aid as long as necessary. The efforts require an adequate combination of relief and rehabilitation measures assured from the convergence of different funding instruments, namely: EDF funds, ECHO, food security and demining budget lines. The rehabilitation interventions will take into account ECHO's Global Plan for 2002. Particular attention will be paid to a smooth take over during ECHO's phasing out, which is currently foreseen for mid/end 2002. Based on the experience and the lessons learned from the ongoing support to the ERP under the Food Security Programme 2001, food security assistance will continue its support to reconstruction/rehabilitation through the form most adapted to the needs of the country. A specific effort will be made to integrate non-State actors in the preparation and implementation of these activities.</p>

	<p>Medium-term approach:</p> <p>The EC will support the Government in its effort to elaborate a strategy and a medium term plan of action tackling the root causes of food insecurity, building coherent linkages within emergency and development funding instruments and bringing together objectives of economic growth, improved food security and poverty reduction.</p> <p>In line with the conclusions of this country strategy, food security should become a focal sector.</p>
Complementarities of the various EC instruments within CSP	<p>The conflict with Ethiopia led to a de facto suspension of long-term development co-operation. No new financing agreement was signed and the implementation of ongoing projects was strongly hampered. Other instruments from the EC portfolio, particularly emergency assistance from ECHO and from Food Aid, became dominant during this period. In 1999, the EU nominated a Special Representative to help the mediation between the conflicting parties and to find a peaceful resolution of the conflict.</p> <p>The peace process continued to be directly supported through the Special Representative good offices, as well as through the funding of OAU observers under the 8th EDF regional programme. Funds for de-mining operations under the relevant budget line and from Article 255 of the Lomé Convention (aid to refugees) were also available. The Government of Eritrea has asked for supplementary funding out of unallocated funds of former EDFs for their incoming demobilisation programme. Whilst the ECHO and Food Security assistance continued to provide a quick and adequate response to the humanitarian crisis, discussion was underway to shift gradually from relief to long-term co-operation.</p> <p>A food security programme basically in support of the Government's ERP was signed in April 2001.</p> <p>The 9th EDF earmarks 1.3 billion € for regional co-operation. Negotiations on the content of the Regional Support Strategies are not yet concluded but it can be expected that conflict prevention, cross-border infrastructure, food security and economic integration will continue to be important intervention sectors at regional level. Regional interventions could benefit from additional national EDF funds if necessary. EC's central role in the peace negotiations should be extended to facilitate resumption of trade and economic relations with Ethiopia as soon as conditions allow for it. This will also facilitate to address specific problems of the region such as food security or HIV/AIDS where possible by one single strategy for Eritrea and Ethiopia.</p> <p>Funding out of the Commission Budget Lines could also be made available for food aid and food security, human rights and democracy, de-mining, NGO co-financing and to fight HIV/AIDS. The budget line for food aid and security will continue to provide a very significant support in Eritrea. ECHO will also in the short term continue emergency relief operations depending on the pace of return and resettlement of the IDPs and refugees, with special attention to monitoring the humanitarian situation in the TSZ.</p> <p>Specific activities may be supported through the various Community budget lines, including, inter alia, NGO co-financing, decentralised co-operation, European Initiative for Democracy and Human Rights, food security and disaster prevention, and humanitarian and emergency assistance. Financing under these lines will be decided in accordance with the procedures in place for each financing instrument and will be subject to availability of funds.</p>
Coordination of EC interventions	<p>The major interventions foreseen cover consultancy and expertise for Assistance to the Government in the definition of a long-term food security strategy and plan of action. This support will be financed through the Food Security Budget Line as one of the logical follow-ups of the Food Security Programme 2001. The conclusions of this strategy will be the basis for the future medium-term involvement of the budget line in the country.</p>
What is the coherence between EC food aid and food security policy and national strategies of beneficiary countries, especially the PRSP?	
Coherence of the	Similar overall objectives



overall objectives of CSP and PRSP or national strategies	Quality of cross-references in PRSP and national strategies with regard to FA and FS
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Rationale of EC intervention	
Coordination of donors and government interventions	
Other Documents	
Resal Eritrea, 2000	<p>With the support of the donors, the Government is committed to increase food security by raising its agricultural potentials with the ultimate goal to eradicate poverty. This potential lies on the existing availability of land suitable for both rainfed and irrigation cultures, the development of ground and surface water resources for the production of export goods, the promotion of agro-industries for both crops and livestock and the endowment by a promising and almost unexploited fisheries stock. The Government's strategy to achieve food security is based on the following principles:</p> <ul style="list-style-type: none"> <li>- Diversifying cultures and creating new employment opportunities, thus raising the purchasing power of the people;</li> <li>- Focusing on high-value crop, livestock and fisheries in order to encourage exports;</li> <li>- Encouraging small-scale irrigated agriculture to counter the effects of erratic rainfalls;</li> <li>- Establishing strategic food reserves.</li> </ul>
<b>Madagascar</b>	<p>Even if in the CSP of Madagascar they rarely mention food aid or food security, the <u>overall objectives</u> are very close to those of FA and FS policy.</p> <p>The struggle against food insecurity focuses the improvement of agricultural production. With improved agricultural production, there is an improved food security and income to cover food and other requirements. But this strategy will not succeed without solving the problem of isolation of rural areas which slows down the development of rural areas.</p> <p><u>Food security issue</u> links therefore both, a sector (rural development and transport) and a geographic (the poorest and most isolated</p>

	<p>provinces) approach.</p> <p>For 25 years there was rather no progress to be seen in agricultural production of Madagascar (&lt;1%). Food production couldn't therefore follow growth in population. In view of this fact, the government established a sector framework, the PADR Plan d'Action pour le Développement Rural) in 1999. In this framework the <u>role</u> of the different actors, <u>complementarities</u> and <u>coordination</u> is described.</p> <p>In addition to FED programmes food security budget lines finance rural development projects in poor geographical zones as well as training programs to improve know how in agricultural production level. Interventions by ECHO were very important since Madagascar is beaten in a chronical way by natural disasters.</p> <p>In regard to the PRSP, food security is mentioned as an important strategy. Overall objectives of CSP and PRSP are coherent, but there is no clear definition of the role of EC.</p>
<b>What is the level of integration of the food security policy within the Commission's development strategy with the partner country concerned as laid down in the Country Strategy Paper (CSP)?</b>	
Coherence of the overall objectives of the food security policy and the CSP	<p>Conformément à l'article 177 du Traité instituant la Communauté Européenne, la politique de la Communauté dans le domaine de la coopération au développement favorise:</p> <ul style="list-style-type: none"> <li>– le développement économique et social durable des pays en développement et plus particulièrement des plus défavorisés d'entre eux ;</li> <li>– l'insertion harmonieuse et progressive des pays en développement dans l'économie mondiale ;</li> <li>– la lutte contre la pauvreté dans les pays en développement.</li> </ul> <p>Pour réduire la pauvreté qui continue à sévir fortement dans les zones rurales, l'objectif premier est de prendre en considération les causes structurelles et endogènes qui sont d'ordre alimentaire et monétaire. La lutte contre l'insécurité alimentaire s'attaquera à l'amélioration des structures et des capacités de production agricole afin d'accroître l'offre en produits, d'abord rizicole. En outre, elle cherchera à générer des revenus qui favoriseront, d'une part, la demande alimentaire et, d'autre part, une meilleure couverture des besoins non-alimentaires. Enfin, cette stratégie ne peut réussir que si le problème de l'enclavement des régions est également pris en considération, puisqu'il représente un frein important au développement rural.</p> <p>A partir de cette analyse et de ces constats, et tenant compte des interventions des autres bailleurs de fonds, notamment pour soutenir la croissance et la lutte contre la pauvreté, le Gouvernement malgache et la Commission européenne ont convenu, dans le cadre d'une démarche participative impliquant la société civile, de retenir le double principe de la concentration sectorielle et géographique:</p> <ul style="list-style-type: none"> <li>- concentration sur deux secteurs, les transports aux niveaux national, provincial et communal d'une part; le développement rural et la sécurité alimentaire, y compris les pistes rurales, d'autre part; tout en retenant comme approche transversale la poursuite de l'appui à l'amélioration du cadre macro-économique. Les deux choix sectoriels s'inscrivent dans une démarche de complémentarité. Une attention particulière et constante sera accordée à l'impact sur l'environnement ainsi qu'aux questions de genre et à la pleine participation des femmes en tant qu'actrices et bénéficiaires de toute action menée.</li> <li>- concentration géographique sur deux des provinces les plus pauvres du pays et ayant une situation préoccupante en matière d'enclavement, à savoir celles de Fianarantsoa et de Tuléar.</li> </ul> <p>Elles présentent des zones de production importantes connaissant des taux de malnutrition aiguë qu'il faudra prendre en compte en incluant des interventions nécessaires dans le domaine des infrastructures routières.</p>
Importance of FA-	Dans leur Déclaration sur la Politique de développement de la Communauté Européenne du 10 novembre 2000, le Conseil de l'Union

FS issue in CSP	<p>Européenne et la Commission Européenne ont décidé de concentrer les activités de la Communauté dans un nombre limité de domaines, choisis en fonction de leur contribution à la réduction de la pauvreté et pour lesquelles l'action communautaire offre une valeur ajoutée: lien entre commerce et développement; appui à l'intégration et à la coopération régionales; appui aux politiques macro-économiques ; transports ; sécurité alimentaire et développement rural durable ; renforcement des capacités institutionnelles, notamment en matière de bonne gestion des affaires publiques et d'Etat de droit.</p> <p>La production agricole de la République de Madagascar a connu une croissance inférieure à 1 % par an depuis 25 ans et n'a donc pas suivi la croissance démographique.</p> <p>Face à ce constat, le Gouvernement a défini un cadre sectoriel à travers le Plan d'Action pour le Développement Rural (PADR) qui a été institutionnalisé en 1999. Ce cadre précise les modalités de planification des interventions, les modes de faire et le rôle des différents acteurs.</p> <p>Ce plan d'action devrait permettre à l'ensemble du secteur rural de progresser significativement vers les objectifs de sécurité alimentaire, de réduction de la pauvreté rurale, de répartition aussi large que possible des fruits de la croissance économique et de la gestion durable des ressources naturelles. Il servira de référence à tous les programmes et projets nationaux ou régionaux.</p> <p>Les actions en faveur du développement rural et de la sécurité alimentaire, soutenues actuellement par la Commission européenne regroupent les activités suivantes, complémentaires entre elles:</p> <ul style="list-style-type: none"> <li>- l'équipement du monde rural en infrastructures, notamment à travers la construction et la réhabilitation de périmètres irrigués où l'attention doit être focalisée sur l'entretien qui assurera la viabilité des investissements, et la réduction des pressions sur les ressources naturelles;</li> <li>- le renforcement des organisations professionnelles du monde rural;</li> <li>- l'appui aux systèmes d'épargne et de crédit autonomes, ainsi qu'aux filières de production;</li> <li>- la gestion durable des ressources naturelles;</li> <li>- les appuis institutionnels, y compris les réformes de la fonction publique;</li> <li>- la prévention et l'atténuation des crises alimentaires (ECHO, aide alimentaire, systèmes d'alerte);</li> <li>- des appuis à une meilleure prise en compte des questions de genre et de formation rurale.</li> </ul> <p>Une évaluation globale approfondie des actions communautaires dans le secteur du développement rural à Madagascar a confirmé le bien fondé de cette approche qui mérite d'être poursuivie dans le cadre du PADR.</p>
Clear definition of the role of the regulation within CSP	
Complementarities of the various EC instruments within CSP	<p>En dehors des zones géographiques d'intervention qui pourront être élargies lors de la revue à mi-parcours pour mener à bien la même approche intersectorielle, des appuis financiers en vue de consolider des programmes en cours dans ces deux secteurs seront fournis dans le cadre de l'utilisation de fonds Stabex et de crédits budgétaires affectés à la sécurité alimentaire ainsi qu'également en vue d'achever la remise en état du réseau national principal.</p> <p>Le partenariat avec la République de Madagascar, qui a plus de quarante ans d'existence, a connu des adaptations au fil des</p>

	<p>Conventions pour accompagner les évolutions de l'économie malgache, passant des aides/projets au financement de programmes et enfin à l'appui à des politiques macro-économiques et sectorielles. La diversité de son champ d'application a entraîné l'utilisation de tous les instruments prévus dans les Conventions de Lomé (Sysmin excepté), ainsi que de certaines lignes budgétaires, comme celle relative à la sécurité alimentaire. Ce partenariat est passé d'une dispersion sectorielle assez marquée à une concentration sur un nombre réduit de domaines prioritaires.</p> <p>L'aide allemande se concentre en priorité sur la protection et la gestion durable des ressources naturelles (gestion rationnelle de l'énergie et de l'environnement, développement forestier, plan d'action environnemental, approvisionnement en eau), la sécurité alimentaire (projets rizicoles, développement agricole intégré, promotion de la pêche artisanale), la santé (renforcement des soins de santé de base avec une composante planning familial). A l'avenir, l'aide allemande se concentrera sur la politique environnementale, la protection et l'exploitation des ressources naturelles.</p> <p>L'appui à l'investissement productif sera accompagné de programmes de formation technique et organisationnelle à financer sur la ligne budgétaire "Sécurité alimentaire". En effet, les actions entreprises au niveau de la production agricole ne peuvent être viables que si les producteurs ruraux sont mieux organisés et formés, avec la participation de la société civile.</p> <p>Un certain nombre d'instruments de la coopération communautaire, ou de programmes en cours sur le 8ème FED, permettent de compléter de manière significative et concomitante les interventions prévues au titre du 9ème FED dans le secteur du développement rural et de la sécurité alimentaire.</p> <p>En plus des appuis du FED, la ligne budgétaire sécurité alimentaire continuera à être utilisée pour mener à bien avec la société civile des opérations spécifiques dans les zones défavorisées, ou au profit des populations les plus démunies, ainsi que pour prévenir les effets des catastrophes naturelles (cyclones, sécheresses, invasions acridiennes...). La République de Madagascar subit ces dernières de manière chronique et bénéficie ainsi d'interventions régulières de la part d'ECHO.</p> <p>Enfin, les lignes budgétaires concernant l'environnement et les forêts tropicales appuient des actions orientées vers la gestion durable des ressources naturelles avec les populations. Ces interventions sont complémentaires à celles menées ou prévues en matière d'infrastructures routières et de développement rural.</p> <p>Au niveau des structures décentralisées du PADR et de la réhabilitation des périmètres irrigués, une répartition, et aussi une synergie des appuis, sera mise au point entre la France, la Banque Mondiale et la Commission européenne. De même, la sécurité alimentaire fera l'objet d'interventions complémentaires entre la France et la Commission européenne. Quant au financement du monde rural, la France sera en première ligne ainsi que la Banque Mondiale.</p> <p>Certaines interventions prévues dans le cadre du secteur développement rural, telles que l'approvisionnement en eau et la sécurité alimentaire, contribueront à l'amélioration de l'état de santé des populations.</p> <p>De plus, le secteur santé bénéficiera de fonds importants dégagés à travers l'initiative PPTE, en complément du budget national de santé déjà comparativement bien couvert.</p>
Coordination of EC interventions	<p>9ème FED enveloppe A (267 M€): Cette enveloppe servira à couvrir les opérations de développement à long terme dans le cadre de la stratégie. A titre indicatif, la répartition de cette enveloppe pour les différentes composantes de la stratégie est proposée comme suit :</p> <ul style="list-style-type: none"> <li>- Transport: € 135 millions;</li> <li>- Développement rural et sécurité alimentaire: € 60 millions;</li> <li>- Appui macro-économique: € 60 millions;</li> </ul>

	<p>Hors concentration: bonne gouvernance, etc.: € 12 millions</p> <p>Il convient de noter que des actions spécifiques pourraient être financées via des lignes budgétaires de la CE, notamment dans le domaine de la Sécurité Alimentaire. Pourtant, ces financements seront décidés selon les procédures applicables sous chaque instrument et restent sous réserve de la disponibilité des ressources budgétaires.</p> <p>Depuis octobre 2000, le Secrétariat Multibailleurs qui assurait le «suivi» du Programme Environnemental pour le compte des partenaires techniques et financiers, a été élargi au développement rural et à la sécurité alimentaire. Non seulement cette initiative permet d'améliorer la coordination des donateurs entre eux et par rapport au Plan d'Action pour le Développement Rural, mais elle permet également de renforcer les synergies indispensables entre les actions de développement rural et celles de protection ou gestion de l'environnement.</p>
<b>What is the coherence between EC food aid and food security policy and national strategies of beneficiary countries, especially the PRSP?</b>	
Coherence of the overall objectives of CSP and PRSP or national strategies	<p>The diagnosis and analysis of the characteristics of poverty, the requirements and imperatives of a fast and sustainable development to reduce poverty by half in 10 years, lessons from the implementation of previous plans as well as recommendations from different world or/and regional summits Madagascar has joined, has brought about the pinpointing of three major strategic focuses:</p> <ul style="list-style-type: none"> <li>- Focus No 1: to restore a rule of law and a well governed society</li> <li>- Focus No 2: to incite and promote economic growth with a quite large social base</li> <li>- Focus No 3: to incite and promote systems for establishing human and material security and enlarge social protection</li> </ul> <p>The constituting elements of Focus 3 deal with the definition and the implementation of systems of spatial and joint management, of programmes of food security, health, education, housing, and environment. The commune will serve as an anchorage for all actions providing proximity services. The objective is to make sure every Malagasy can benefit from the fruit of growth</p> <p>In order to reach a high rhythm of growth in the order of between 8% and 10% per year, the Government will increase its efforts on the extension of the investment field by implementing and reinforcing macroeconomic stability and a wider opening up and diversification of the economy.</p> <p>The following intermediary objectives will be pursued:</p> <ul style="list-style-type: none"> <li>- To ensure macroeconomic stability.</li> <li>- To exploit the economic potentialities of the country through: <ul style="list-style-type: none"> <li>i) The promotion of tourist and eco-tourist development which preserves the natural environment and socio-cultural identity.</li> <li>ii) The increase in the contribution of the mining sector to the development of Madagascar</li> <li>iii) Ensuring food security and optimising the use of fishery resources</li> <li>iv) The preservation of the unique environment of Madagascar</li> <li>v) Building and maintaining roads, developing urban centres, ameliorating the productivity and efficiency of the transport system</li> <li>vi) Doubling household access to electricity</li> </ul> </li> </ul>
Importance of FA-	Regarding the health sector, the re-dynamism of the system based on health care districts, has permitted the provision of human

<p>FS issue in PRSP or national strategies</p>	<p>resources and equipment that is indispensable for a smooth running of the services, and which led to a noticeable impact on the access rate to the health care structures, thanks to a better articulation of efforts with the other sectoral actions related to health, such as nutrition, drinking water, food security.</p> <p>Specific programmes facilitating the promotion of employment and income-generating activities through food security projects, the implementation of basic infrastructures in urban and rural environment (HIL for irrigation canals, rural tracks...), or the promotion of micro-enterprises have also been commenced. Integration of the said actions into a coherent and larger whole within the framework of multi sectoral programmes oriented towards poverty reduction will enable to obtain significant results to be obtained at the national level.</p> <p>Health indicators are elements which enable to assess the socioeconomic development level of the country. For, infant mortality rate, for instance, reflects parents' income, food security, access to drinkable water. The very low income level of the populations constitutes one of the main causes of their low recourse to health services. Because of constraints due to their food expenses (70.2% of total expenses), households earmark only 2.4% of their expenses to health. In addition, owing to the relative high cost of consultations less than half (45.9%) the patients go to consultation. At household level, the province of Antananarivo is the best served (43.1%) owing to the fact that 92% of the households in the capital have access to drinkable water. It is followed by the province of Toliara (24.9%) which benefits from the contribution from various food and water projects (AES, impluvium, etc...).</p> <p>Deforestation, one of the main environmental problems, constitutes a serious threat to the biodiversity existing in Madagascar. It is to be put in relation with rapid demographic growth, generalised pauperisation of the population, the need to accede to land, the necessity of increasing food resources and the increase in the needs for energy wood, lumber and wood for construction. It is estimated that the forest cover will disappear after 25 years at most if the present tendencies go on. The acceleration of forest cover reduction can above all be said to be due to the practice of itinerant slash-and-burn farming ("tavy") to meet the food needs of an important section of the rural population and to the wood felling activities to cover the energetic needs.</p> <p>Relations between poverty and environment. Poor populations are tightly dependent on the environmental context and suffer significantly when environmental conditions are worsening. Material destitution and the necessity to face vital needs (food, energy, etc...) generate in the population behaviours jeopardising the sustainable management of natural resources. The continuous deterioration of this natural capital actually mortgages the socioeconomic opportunity of environment preservation and worsens poverty situation. This accounts for the vicious circle: environment deteriorated – population poorer – deterioration more rapid of the environment.</p> <p>In order to inject new dynamism into the industrial apparatus, several actions will be carried out:</p> <ul style="list-style-type: none"> <li>- The upgrading and restructuring of the enterprises by improving their productivity, notably in the target sectors of activity estimated to be priority ones such as food and building construction industry;</li> <li>- The implementation of integration policy regarding the rural economy into the industrial economy and the implementing of the food industry development pole.</li> </ul> <p>Animal diseases and problems of phytosanitary nature number among the major causes of food insecurity. The way of controlling them will be brought into operation by means of:</p> <ul style="list-style-type: none"> <li>- Consolidation of partnership with border control officers and the private sector in order to guard against new diseases that might find their way into the island, and reduce the cases of prevailing diseases.</li> <li>- Phytosanitary control to ward off the dissemination of detrimental elements to the crops will be intensified by a thorough control of imported and exported vegetal items so as to master both diseases and enemies of the crops.</li> </ul>
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	<p>- Adoption of an appropriate plan of attack.</p> <p>The fight against food insecurity constitutes a chief objective. Thus, stability of supply and its security at any place and at any time are a must. The fact that service roads are unfit for traffic –chiefly the rural tracks –, puts crop producing zones at a disadvantage and penalises the remuneration of rural productions. Supplying inputs, materials and basic needs are hampered.</p> <p>The PRSP implementation programmes regarding agriculture will essentially aim at “ensuring food security and making the best use of resources”, through the following five objectives:</p> <ul style="list-style-type: none"> <li>- increasing agricultural productivity and cultivated surface area;</li> <li>- promoting small investments in rural areas and partnership between farmers’ associations and the private sector;</li> <li>- promoting agricultural produce and processed food exports and improving the quality;</li> <li>- ensuring a transparent and rational management of the resources to be sure of their perpetuation;</li> <li>- facilitating producers’ access to land capital.</li> </ul> <p>To improve the coverage of malnutrition-affected mother and child, the Nutritional and Food National Policy will be updated with a view to drawing up a National Nutrition Policy, a food stuff security stock (example BP5) will be constituted to cope with any possible</p>
Clear definition of the role of EC within PRSP or national strategies	
Rationale of EC intervention	<p>Objective and rigorous diagnosis: the indicators retrace the living conditions in the best possible way, must be representative of the economic and social situation of the households, notably those of the poorest, sensitive to the evolution of the situation in the medium and long terms and finally get integrated without too much difficulty into the existing statistical system. Such key indicators, composite or otherwise, are formulated by INSTAT in accordance with the indicators of the sectoral business plans and according to the strategic focuses and the sectoral plans of action.</p> <p>These indicators take account of the objectives of the different financial partners, notably the United Nations system, the World Bank, the European Union and the International Monetary Fund, the African Bank for Development.</p>
Coordination of donors and government interventions	<p>Food situation is deteriorating after the frequent outbreak of drought and cyclones that the country has undergone. The setting up of an emergency fund which can be easily mobilised and will permit an immediate assessment of the damage suffered, assistance and support to the impoverished populations, an emergency supply of agricultural inputs, or artificially caused rains, will be of prime importance in order to cope with an immediate revival of the agricultural sector. Development activities will be directed essentially towards the enhancement of the farmers’ response capacity (advanced availability of seeds, GCV...). Moreover, the collaboration of NGOs intervening in the emergency operations and the regional structure of disaster and risks management are to be improved for the sake of a better coordination of activities (distribution of seeds, rehabilitation of hydro-agricultural infrastructures by HIMO).</p> <p>The PRSP has retained fifteen (15) operational programmes for the implementation of the strategy. Such programmes were established from ongoing actions (ongoing programmes and projects). They also take into consideration at the same time the new governmental trends, the recommendations resulting from the portfolio review of projects (World Bank, UNDP, France- Madagascar Cooperation...) with a view to restructuring/refocusing them, the approach as well as the objectives retained within the framework of the strategy. In</p>

	addition, the activities thought to be priority ones not covered by the ongoing programmes necessitate the adoption of new operational programmes.
Other Documents	
Resal rapport 2000, Madagascar	Sécurité alimentaire: baisse continue des aides alimentaires reçues par Madagascar. Au cours de la décennie 90, les aides alimentaires octroyées a Madagascar, ont diminué de manière progressive. Pour l'année 1999 l'aide alimentaire par tête au bénéfice de Madagascar atteint le minimum historique de 1,4 kg équivalent céréales, soit environ 1 tiers des besoins par habitant.
Programme communautaire a l'appui a la stratégie de la sécurité alimentaire de Madagascar, 1997	Si la sécurité alimentaire semble avoir fait l'objet d'une attention particulière de la part du gouvernement de transition 1991 1993, elle n'est pas mentionnée en tant que telle dans le document cadre de politique économique (3eme version paraphée avec les institutions de Bretton Woods le 13 août 1996) mais est inscrite dans le programme indicatif du 8eme FED.
<b>NIGER</b>	<p>There is a coherence of the <u>overall objectives</u> of the food security policy and the CSP. <u>Food insecurity</u> in Niger is due to a number of reasons, climatic insecurity and population growth have an important influence to the chronic food insecurity.</p> <p>Even if sector strategies are well evolved, there are some <u>barriers for implementation</u> like agricultural production is depending from pure chance and low purchasing power, administration practices don't follow the liberalization process, decisions of government and dialogue between government and donors are rather oriented to short term objective.</p> <p>In the future, it will be important that the CE finance activities for theses challenges. France differs from other member states by its important financial volume.</p> <p>There is a clear <u>division of activities</u> between the budget line "food security" and the EDF.</p> <p>As far as <u>development</u> of the productive sectors is concerned, the challenge is to ensure food security based on an integrated development of natural resources, to preserve the environment by fighting desertification, to reduce fluctuations and to increase the income of the population.</p>
<b>What is the level of integration of the food security policy within the Commission's development strategy with the partner country concerned as laid down in the Country Strategy Paper (CSP)?</b>	
Coherence of the overall objectives of the food security policy and the CSP	<p>La politique de la Communauté dans le domaine de la coopération au développement favorise:</p> <ul style="list-style-type: none"> <li>– le développement économique et social durable des pays en développement et plus particulièrement des plus défavorisés d'entre eux ;</li> <li>– l'insertion harmonieuse et progressive des pays en développement dans l'économie mondiale ;</li> <li>– la lutte contre la pauvreté dans les pays en développement.</li> </ul> <p>Les politiques du gouvernement s'intègrent autour de trois objectifs:</p> <p>i) Sur le plan macro-économique, reprendre et approfondir les réformes structurelles pour assurer la relance et la diversification de l'économie en vue de lutter efficacement contre la pauvreté;</p>



	<p>ii) Sur le plan social, consolider l'Etat de droit et la paix dans le pays en instaurant un cadre de dialogue permanent entre les partenaires sociaux;</p> <p>iii) Sur le plan financier, assainir et améliorer les finances publiques dans un cadre de restauration de la bonne gouvernance et de renforcement des capacités de gestion des administrations publiques.</p> <p>L'objectif global poursuivi dans ce domaine consiste, d'une part, en la réduction durable de la pauvreté en milieu rural et, d'autre part, en la prévention et l'atténuation des crises alimentaires. Les deux composantes de cet objectif sont étroitement liées.</p> <p>Pour contribuer à cet objectif global, la coopération CE – Niger poursuivra parallèlement trois objectifs spécifiques:</p> <ol style="list-style-type: none"> <li>1) Consolider la capacité des acteurs nigériens à prévenir les crises alimentaires.</li> <li>2) Améliorer l'environnement social, technique, économique et institutionnel de la production.</li> <li>3) Diversifier et augmenter les revenus des populations rurales.</li> </ol>
Importance of FA-FS issue in CSP	<p>Du fait des changements climatiques, de l'extrême pauvreté et de la forte pression démographique régionale, le Niger est un pays d'insécurité alimentaire structurelle.</p> <p>Les exportations agricoles ne couvrant pas entièrement les importations alimentaires, tous les autres besoins d'importation doivent être compensés par des exportations non agricoles, réduites à l'uranium et à la plus value des activités de transit.</p> <p>Sous l'effet conjugué de la croissance démographique et de la dégradation des conditions de production (baisse de la pluviométrie, réduction de la superficie disponible en terres de qualité), le monde rural nigérien connaît une profonde décomposition des relations sociales. Celle-ci se traduit par l'affaiblissement des mécanismes de régulation traditionnels concernant l'accès des jeunes générations au foncier et au cheptel, la fécondité (via les règles d'organisation des mariages), la sécurité alimentaire des différents membres d'une famille. Cet affaiblissement, directement lié à la diminution du pouvoir économique des chefs de familles, s'accompagne souvent d'une progression de la conception intégriste de l'Islam. Dans ce contexte, comme le mettent en évidence quelques études de terrain approfondies, on assiste à une dégradation préoccupante des conditions de vie des catégories dont le statut social est le plus faible, c'est à dire les femmes et les enfants: une augmentation du taux de fécondité accompagné d'une augmentation du nombre de mariages et de grossesses précoces, détérioration de l'état nutritionnel et de santé (incidence du SIDA), progression des pratiques de claustration des filles, croissance du nombre de divorces et décomposition de ménages. Ces phénomènes accentuent l'inégalité dont souffrent les femmes en termes de droits, d'accès à l'éducation (les filles représentent 25% de l'effectif de l'enseignement primaire, 3% du secondaire et 1% du supérieur) et d'accès aux services de santé.</p> <p>Dans l'ensemble, l'agenda politique du gouvernement et les grandes politiques sectorielles (santé, éducation, infrastructure, développement rural et sécurité alimentaire) décrites en II.2 définissent des orientations pertinentes et donnent une priorité claire au milieu rural. Dans une perspective de lutte efficace contre la pauvreté, ces politiques présentent cependant des faiblesses en ce qui concerne le secteur de l'élevage, la politique énergétique, les défis et risques potentiels liés à l'intégration régionale et l'attention à accorder aux différences régionales et sociales. En général, les différents documents ne permettent pas de dégager des priorités claires au-delà d'une préoccupation générale concernant la stabilité (politique, institutionnelle, sociale et macroéconomique), l'enseignement, la santé, la sécurité alimentaire et les réformes structurelles, formulées d'une manière globale et consensuelle.</p> <p>Développement rural et sécurité alimentaire. Ce domaine constitue le point d'ancrage des politiques publiques pour le relèvement du niveau de vie des populations. La stratégie opérationnelle de sécurité alimentaire (SOSA), adoptée en août 2000, définit les objectifs et priorités dans ce domaine, qui sont : i) assurer de manière durable la sécurité alimentaire des populations; ii) contribuer à la création des</p>

	emplois et des opportunités de promotion des activités génératrices de revenus, en particulier pour les pauvres; iii) diversifier la production agricoles et intensifier les cultures par la maîtrise de l'eau ; iv) gérer de manière durable les ressources naturelles et lutter contre la désertification ; v) améliorer l'environnement économique de la production (hydraulique, crédit rural, commercialisation et exportation des produits agropastoraux).
Clear definition of the role of the regulation within CSP	<p>Dans leur Déclaration sur la Politique de développement de la Communauté Européenne du 10 Novembre 2000, le Conseil de l'Union Européenne et la Commission Européenne ont décidé de concentrer les activités de la Communauté dans un nombre limité de domaines, choisis en fonction de leur contribution à la réduction de la pauvreté et pour lesquelles l'action communautaire offre une valeur ajoutée: lien entre commerce et développement; appui à l'intégration et à la coopération régionales; appui aux politiques macro-économiques; transports; sécurité alimentaire et développement rural durable ; renforcement des capacités institutionnelles, notamment en matière de bonne gestion des affaires publiques et d'Etat de droit.</p> <p>Depuis les années 1980, l'aide communautaire a été principalement affectée à l'irrigation: grands aménagements hydroagricoles le long du fleuve Niger orientés vers la production de riz, et la petite irrigation villageoise dans la région de Madaoua/Zinder en soutien à des filières d'exportation. Depuis la fin de la rébellion touarègue (1995), la CE finance un projet de développement intégré en zone pastorale. Depuis 1996, la CE soutient le dispositif national de prévention et d'atténuation des crises alimentaires.</p> <p>En ce qui concerne le développement rural et la sécurité alimentaire, plusieurs documents définissant la politique du gouvernement ont été adoptés, y compris la « Stratégie opérationnelle de sécurité alimentaire », élaboré avec l'appui de la CE et adopté en 2000. Même si les stratégies sectorielles sont bien conçues et dégagent des orientations toute à fait pertinentes, la rapidité et l'efficacité de leurs mise en œuvre se heurte à plusieurs d'obstacles: 1) le caractère très aléatoire de la production agricole et la faiblesse de la demande solvable limitent les possibilités d'augmentation rapides de la productivité agricole, 2) le processus de libéralisation du secteur n'est pas accompagné d'un véritable changement dans les pratiques de l'administration; 3) dans les choix politiques quotidiens et dans le dialogue entre gouvernement et bailleurs de fonds, les préoccupations de court terme continuent d'être prédominantes. 4) les dimensions du territoire national et le faible peuplement de plusieurs régions pèse sur la rentabilité économique des investissements lourds. A l'avenir, il sera par conséquent important que la CE finance des mesures d'accompagnement pour relever ces défis.</p>
Complementarities of the various EC instruments within CSP	<p>La France se distingue des autres Etat membres par le volume de son aide pour l'aide gérée par le SCAC de l'Ambassade), par l'importance et la diversité de l'assistance technique fournie et par la couverture géographique des interventions (ensemble du territoire). Les domaines concernés sont à peu près les mêmes que ceux de l'aide communautaire: appui macroéconomique, santé, éducation, développement rural, aménagement urbain.</p> <p>Il y a d'autres Etats membres intervenant au Niger (Allemagne, Belgique, Luxembourg, Danemark, Pays-Bas, Italie). Il s'agit en général d'interventions sous forme de projets, en privilégiant une ou plusieurs régions. Ces projets relèvent principalement du développement rural (hydraulique, gestion des ressources naturelles, agriculture/élevage) et, dans une moindre mesure, de l'éducation et de la santé. Les autres bailleurs de fond sont la Banque Mondiale et les Nations Unis. Le FNUAP coopère avec la CE dans la mise en œuvre du recensement général de la population et le PAM_ est impliqué dans la coordination des bailleurs en matière de sécurité alimentaire.</p> <p>Malgré des difficultés liées aux faiblesses de l'action gouvernementale, le soutien au dispositif national de gestion des crises alimentaires a permis des progrès substantiels notamment en matière de concertation entre le gouvernement et les donateurs. A la différence des actions d'aide alimentaire, l' effort porté sur le renforcement des capacités nationales dans ce domaine constitue une action structurante en harmonie avec les objectifs de la CE.</p> <p>La répartition des activités entre la ligne budgétaire sécurité alimentaire et le FED est envisagée de la manière suivante :</p>

	<p>Ligne budgétaire sécurité alimentaire:</p> <ul style="list-style-type: none"> <li>-Appui au dispositif de prévention des crises (SAP, SIM, CCA, DPV, FCD, FSA) – modalité: appui budgétaire.</li> <li>-Exécution du RGA (et éventuellement du recensement du cheptel en zone pastorale) – modalité: aide projet.</li> <li>-Renforcement et développement des banques céréalières – modalité: aide projet</li> </ul> <p>FED (enveloppe A):</p> <ul style="list-style-type: none"> <li>-Filière semences</li> <li>-Sécurisation des systèmes agropastoraux</li> <li>-Infrastructures hydrauliques</li> <li>-Expérimentations de nouvelles démarches de développement rural</li> </ul>
Coordination of EC interventions	<p>En matière de prévention et atténuation de crises alimentaires, un système de concertation entre le Gouvernement et les principaux bailleurs a été mis en place, dans le cadre d'un relevé de conclusion signé en décembre 1998. Celui-ci définit plusieurs instruments pour prévenir les crises alimentaires ou en limiter les impacts; la consolidation de ces instruments constituera un défi pour les années à venir.</p> <p>Bien que la coordination opérationnelle des programmes ait souffert des suspensions de la coopération en 1999, les mécanismes de coordination fonctionnent de manière régulière et satisfaisante, à travers des réunions périodiques (générales et sectorielles) et des missions communes sur le terrain. Les EM sont systématiquement impliqués dans l'identification des programmes FED. Du fait de l'importance de l'aide de la France par rapport à celle des autres EM, la concertation entre celle-ci et la CE est particulièrement intense et des interventions communes entre la France et la CE auprès des autorités nigériennes sont fréquentes.</p> <p>La coordination est particulièrement forte dans des domaines d'intervention «nouveaux» pour tous les bailleurs (réforme de la justice, programmes post conflit dans le Nord et l'Est du Niger). L'appui au dispositif national de sécurité alimentaire fait objet d'une coordination institutionnalisée qui inclut le cofinancement des actions.</p> <p>Néanmoins, des contradictions dans les approches persistent. Ainsi, la qualité du dialogue avec la représentation de Banque Mondiale n'empêche pas des approches différentes à ceux de la CE dans la politique de santé et de l'éducation ainsi que dans l'application des barèmes de rémunération. Il reste donc à effectuer, entre bailleurs de fonds, un travail important d'harmonisation des politiques, approches et modalités de mises en œuvre des programmes. L'élaboration du DSRP final pourrait constituer un cadre institutionnel propice à une telle avancée, dont la réussite dépendra aussi de la cohérence et du dynamisme de l'action gouvernementale.</p>
<b>What is the coherence between EC food aid and food security policy and national strategies of beneficiary countries, especially the PRSP?</b>	
Coherence of the overall objectives of CSP and PRSP or national strategies	<p>The PRS has set itself ambitious objectives in terms of economic growth, reducing poverty and extreme poverty, and making basic social services accessible to the poor. It is based on four key components: (i) sustainable and sustained economic growth; (ii) development of the country's productive sectors; (iii) guaranteed access for the poor to basic social services; (iv) strengthening of human and institutional capacities, promotion of good governance, and decentralization.</p> <p>As its main objective, Niger intends to improve the living conditions of the poor communities with the aim of reducing their number to at least 50 percent by 2015. Achieving With respect to the macroeconomic framework, there is, on the one hand, a need to increase growth and preserve economic stability in the medium and long term, and on the other hand, the imperative of improving the income and standards of living of populations, especially in the rural areas. As far as development of the productive sectors is concerned, the challenge is to ensure food security based on an integrated development of natural resources, to preserve the environment by fighting</p>

	<p>desertification, to reduce fluctuations and to increase the income of the population. With respect to access by the poor to basic social services, the focus is to improve the overall level of education and health of the population, to broaden the access of communities, in particular rural ones, to safe water by strengthening water harnessing for production and household needs, and to improve the quality of life of both urban and rural populations. Finally, good governance and strengthening of the human and institutional capacity will require improvements in the management of public affairs, a resolute stance against corruption and true commitment to decentralization by empowering communities.</p>
Importance of FA-FS issue in PRSP or national strategies	<p>The nutrition situation has deteriorated steadily since 1992. The percentage of children exhibiting stunted growth rose from 32 percent in 1992 to 40 percent in 2000, while the percentage of underweight children rose from 36 percent in 1992 to 40 percent in 2000. The DHSN 1998 and MICS 2000 surveys show that malnutrition among children under five years remains a major problem in Niger. Nationwide, about 40 percent of children are underweight and undersized for their age. The rate is 41 percent for rural children; in urban areas, 30 percent of children are underweight, and 27 percent show stunted growth. Child malnutrition is most severe in the regions of Diffa, Zinder and Maradi, where underweight rates are 49 percent, 40 percent and 45 percent, respectively, and stunted growth rates are 42 percent, 47 percent and 48 percent. Low weight and stunted growth afflict 41 percent of children living in poor households, and slightly more than 32 percent of those in wealthy households.</p> <p>Niger has considerable potential in terms of its water resources, but they are highly variable over time and from region to region. Given the difficulties in mobilizing these resources, and maintenance problems with the facilities that are in place, needs are far from being covered, and productive capital is deteriorating at an accelerating pace. Average annual rainfall varies from north to south, from less than 100 mm in the Sahara zone to 700 mm in the Sahel-Sudan zone. Surface waters, nearly all of which depend on the Niger River and its right bank tributaries, amount to about 30 billion cubic meters per year, and less than 1 percent of this is exploited. Because it is difficult to manage rivers that cross international boundaries, the water potential consists essentially of ponds and artificial reservoirs, numbering more than 1000, of which 175 are permanent. Underground waters represent 2.5 billion cubic meters renewable, and 2.0 billion nonrenewable. It is very difficult to take advantage of these reserves, however, because the water table lies at such a great depth. Underground waters are generally of good quality, but the annual replenishment rate is low, and sustainable flows are less than the size of the reserves would suggest. Throughout the country, underground waters represent the principal (and often the only) water resource that can be used continuously. Integrated management is needed, given the limitations on the quality and quantity of the resource, and also the gaps in the institutional and legal framework governing it. This is clearly a major problem that will have to be addressed by any poverty reduction strategy.</p> <p>Vulnerability can be defined as the inability to protect oneself against the high risk of poverty. Surveys and studies indicate that a number of socio-economic groups within Niger are highly vulnerable, including women who head households or are destitute, children in distress, the handicapped, elderly and unemployed, and those shut out of the school system. Vulnerability is dynamic, and in Niger it arises out of the uncertainty of such factors as natural resources, available food, health, education, and social relationships. This vulnerability analysis will focus on rural development, food security and the population.</p> <p>While the figures are out of date, an analysis of the structure of household consumption reveals the priorities of families in Niger. According to the survey, the structure of household consumption is similar in urban and rural areas. As the following graphs show, food is by far the most significant item of expenditure, regardless of place of residence. Food accounts for 55.5 percent of total expenditure in the cities relative to housing, transportation and clothing, at the top of the list of household consumption items</p> <p>In Niger food security is addressed in terms of each of its three dimensions: food availability in terms of quantity and quality (production, imports); stable food supplies (aid management, food prices); and food access both physically (storage, transportation, serving remote</p>

	<p>areas) and financially (income level). Given the need for a healthy and balanced diet, the nutritional dimension is associated with food security. Food security is of constant concern, as attested by long years of recurrent grain shortages (2 out of 3 years), despite increased overall agricultural production in the past ten years (1990– 1999). With strong demographic growth, food production has trailed behind actual consumption needs. This has led to food dependence, especially in rural areas, and frequent appeals to foreign aid in emergencies or when facing the threat of famine.</p> <p>As far as development of the productive sectors is concerned, the challenge is to ensure food security based on an integrated development of natural resources, to preserve the environment by fighting desertification, to reduce fluctuations and to increase the income of the population.</p>
Clear definition of the role of EC within PRSP or national strategies	<p>Various meetings have notably defined some conditions necessary for greater involvement of NGOs in the development process. They are:</p> <ul style="list-style-type: none"> <li>- The development and implementation of a capacity building program for development NGOs and associations as well as their supervisory authority;</li> <li>- The creation of an information system on development NGOs and associations;</li> <li>- The involvement of development NGOs and associations in the decentralization process;</li> <li>- The development of lobbying actions by NGOs;</li> <li>- The adoption and implementation of a code of conduct for NGOs;</li> <li>- The harnessing of opportunities provided by the HIPC Initiative, the 20/20 Initiative, and the Cotonou EU/ACP Agreement;</li> <li>- The creation of a consultation chamber for NGOs;</li> <li>- The development and strengthening of partnerships with the state, namely the concerted formulation and implementation of poverty reduction strategies.</li> </ul>
Rationale of EC intervention	
Coordination of donors and government interventions	
Other Documents	

<p><b>RUANDA</b></p>	<p>The <u>overall objectives</u> of the food security policy are in line with CSP. In Ruanda agriculture play an important part. <u>Food security</u> issues include meanly agriculture but also education and school feeding.</p> <p>Food security is active in Ruanda for quiet a long time. After war <u>Food Aid</u> played an important part as well.</p> <p>The <u>role of the regulation</u> within CSP is to consolidate the agricultural information system which is essential for food security and price information, market conditions and food situation. The different <u>financial instruments</u> (EDF, ECHO, budget lines food security, rehabilitation and human rights) have been utilized in a way of convergence.</p>
<p><b>What is the level of integration of the food security policy within the Commission's development strategy with the partner country concerned as laid down in the Country Strategy Paper (CSP)?</b></p>	
<p>Coherence of the overall objectives of the food security policy and the CSP</p>	<p>Le renforcement de la cohésion sociale, la réconciliation, la création d'un environnement propice au développement, la recherche d'une nouvelle identité nationale et la reconstruction d'un Etat efficace sont des objectifs stratégiques du Gouvernement.</p> <p>Les objectifs macro-économiques à moyen terme sont: (i) croissance du PIB d'au moins 6% par an; inflation inférieure à 5%; réduction du déficit courant (hors transferts officiels) de 16,8% du PIB en 2000, à 10,7% en 2004; (ii) niveau des réserves officielles brutes équivalant à 6 mois des importations au moins; (iii) contenir la dette extérieure à des niveaux viables tel que définis par le ratio NPV/Export de 150% des exportations; (iv) la diminution du déficit budgétaire (hors dons) de 9,6% du PIB en 2001, de 0,5% par an jusqu'à 2004; (v) augmentation des dépenses sociales jusqu'à 7% du PIB et des dépenses d'investissement jusqu'à 8% en 2004; (vi) augmentation des recettes budgétaires jusqu'à 12,6% du PIB en 2004, c'est à dire les niveaux moyens des années 80.</p> <p>Les objectifs sectoriels du Gouvernement, énoncés dans le PRSP, sont: (i) la restructuration et la rationalisation du secteur agricole, (ii) la sécurisation foncière, (iii) l'augmentation de la productivité agricole et des revenus des ménages, (iv) la recapitalisation rurale, (v) l'amélioration de l'accès des ménages ruraux aux services de base, (vi) la gestion intégrée des ressources en eau, à travers l'accès à l'eau en vue de la production agricole, à l'eau potable et à l'assainissement, (vii) le passage d'une agriculture de subsistance non viable à la consolidation d'exploitations viables et à une agriculture plus rentable orientée vers le marché et les exportations, (viii) la diversification de la base des exportations et la valorisation des différentes potentialités, (ix) la création d'emplois alternatifs à l'agriculture en milieu rural, (x) la diminution de la pression sur la terre, (xi) le désenclavement du monde rural et amélioration des conditions d'accès aux marchés, (xii) la sécurité alimentaire des ménages, (xiii) la protection et conservation de l'environnement.</p>
<p>Importance of FA-FS issue in CSP</p>	<p>Dans le domaine de la sécurité alimentaire, plusieurs programmes ont été mis en place, aussi bien pendant la phase d'urgence (assistance alimentaire directe et fourniture d'intrants agricoles) que pendant la phase qui a suivi (élaboration d'un plan global d'actions, actions d'appui pour améliorer la situation de sécurité alimentaire dans le pays, etc.) - Programme de Sécurité Alimentaire de l'UE au Rwanda de 1994, Programme Régional de Sécurité Alimentaire de 1995). Un Programme d'Appui à la Sécurité Alimentaire (PASAR) a été décidé en décembre 1995 déjà sur l'optique de la préparation du retour à la normalité. Son objectif était d'apporter une assistance aux différents services qui organisent la production des semences commerciales par les agriculteurs afin de diffuser un matériel végétal sain. Il comprenait quatre volets: le soutien à la multiplication de semences, l'appui aux services décentralisés du Ministère de l'Agriculture dans le cadre de la gestion de la relance agricole, la mise en place d'un système d'alerte rapide et de suivi de la sécurité alimentaire et l'appui à la relance du Service National de protection des végétaux. Un Programme favorisant la mise en oeuvre d'initiatives innovatrices de création d'emploi et de recapitalisation en milieu rural et périurbain défavorisé est maintenant en cours d'exécution.</p> <p>Dans le cadre de la sécurité alimentaire, un programme de school feeding a été mis sur pied après la guerre, et a permis</p>

	<p>d'approvisionner les écoles jusqu'en 2000 dernier.</p> <p>Politique agricole, développement rural, sécurité alimentaire et économie rurale – Une Politique sectorielle agricole et de sécurité alimentaire est en élaboration depuis 1999. Son objectif est de parvenir à terme au rééquilibrage entre les secteurs agricole et non agricole en favorisant notamment la création d'emploi non agricole. La stratégie de développement agricole repose sur une réforme foncière, une rationalisation de l'utilisation des terres, une intensification agricole (intrants, aménagements des terres, élevage, etc.) et une diversification des productions.</p> <p>Compte tenu des liens particulièrement importants au Rwanda entre les problèmes de gestion environnementale et la pauvreté, la sécurité alimentaire, et les conflits au sein de la société, des interventions spécifiques dans le domaine de l'environnement renforceront les capacités institutionnelles d'élaboration et de mise en œuvre d'une politique nationale dans ce domaine et soutiendront les organisations de la société civile actives dans ce domaine.</p> <p>La croissance très rapide de la population combinée avec la disponibilité de plus en plus limitée de terres agricoles, sur une toile de fonds de détérioration des conditions de vie, d'intensification des conflits au sein de la société, de centralisation, autoritarisme et mise à l'écart de la population dans le processus de prise de décisions, d'instabilité régionale et de mauvaise gestion des affaires, a généré historiquement plusieurs problèmes structurels:</p> <ul style="list-style-type: none"> <li>• Pression croissante sur la terre, exploitation des terres de plus en plus marginales, absence d'intensification agricole sur les meilleures terres, utilisation intensive du facteur travail et diminution de la productivité</li> <li>• Détérioration de l'environnement</li> <li>• Orientation très marquée vers l'agriculture de subsistance renforcée par la faiblesse des marchés (travail, productions)</li> <li>• Nombre limité de filières agricoles susceptibles d'assurer la croissance économique et utilisation peu efficace des ressources et potentialités non directement agricoles, avec un faible niveau d'emploi et de salaire dans des activités non agricoles en milieu rural</li> <li>• Diminution des revenus et situations d'insécurité alimentaire.</li> </ul> <p>Ces problèmes se sont progressivement intensifiés et aggravés mutuellement. Le taux annuel de croissance du secteur agricole est passé de 0,8% au début des années 80 à -2,0% au début des années 90. L'agriculture, moteur de l'économie nationale, n'a pas été en mesure d'assurer la sécurité alimentaire des ménages. La politique agricole a négligé les intérêts des paysans qui, faute d'alternatives, se sont réfugiés dans l'autosuffisance alimentaire et la subsistance. La guerre et le génocide ont encore détérioré la situation, en entraînant tout particulièrement la décapitalisation du milieu rural suite à la mort, l'incapacité ou la détention de membres actifs des familles, souvent les chefs de ménage, ainsi qu'à la disparition des éléments du capital productif des exploitations. Enfin, la crise rwandaise s'est traduite au plan régional par une guerre qui ne cessera que lorsque la sécurité externe des frontières sera garantie.</p> <p>Le résultat attendu des interventions programmées, outre la consolidation d'une situation de sécurité alimentaire, est la recapitalisation du milieu rural à travers la création d'opportunités d'investissement productif ainsi qu'à travers la réhabilitation ou la création d'infrastructures favorisant la productivité (pistes rurales, petites infrastructures d'électrification, hangars, marchés, aménagements agricoles, etc) ou l'amélioration des conditions de vie des populations (infrastructures socio-collectives, adductions d'eau potable, assainissement). La croissance des revenus agricoles pourra entraîner à terme une augmentation de la demande de produits et de services non agricoles et donc la génération de nouveaux emplois en milieu rural.</p>
Clear definition of	Dans leur Déclaration sur la Politique de développement de la Communauté Européenne du 10 Novembre 2000, le Conseil de l'Union

<p>the role of the regulation within CSP</p>	<p>Européenne et la Commission Européenne ont décidé de concentrer les activités de la Communauté dans un nombre limité de domaines, choisis en fonction de leur contribution à la réduction de la pauvreté et pour lesquels l'action communautaire offre une valeur ajoutée: le lien entre commerce et développement; l'appui à l'intégration et à la coopération régionales; l'appui aux politiques macro-économiques; les transports; la sécurité alimentaire et développement rural durable; le renforcement des capacités institutionnelles, notamment en matière de bonne gestion des affaires publiques et d'Etat de droit. La Déclaration spécifie aussi que, en conformité avec le cadre macroéconomique, la Communauté doit poursuivre ses appuis dans les secteurs sociaux (santé, éducation) notamment en vue d'assurer un accès équitable aux services sociaux.</p> <p>Consolidation du système d'information agricole, essentiel pour contribuer à la sécurité alimentaire et pour contribuer à générer une dynamique de l'information sur les prix des produits, sur les conditions des marchés, sur la situation alimentaire et nutritionnelle et leur influence sur les conditions de vie des ménages, etc.</p>
<p>Complementarities of the various EC instruments within CSP</p>	<p>La première étape dans la coopération communautaire avec le Rwanda couvre la période précédant le génocide (1994). Le programme d'aide était essentiellement axé autour du développement rural et des transports. Un faible taux d'absorption (20% trois ans après la signature du PIN) pouvait être constaté au moment de la crise, signe des problèmes existants depuis 1990. La crise de 1994 empêche d'évaluer de façon fiable l'impact de l'aide communautaire pendant cette phase.</p> <p>La deuxième phase de la coopération est celle de la reconstruction après le génocide, entre 1995 et 1999. Elle s'est caractérisée par un apport massif d'aide humanitaire, d'aide d'urgence et d'aide à la réhabilitation physique, ainsi que par un soutien au système et à l'appareil judiciaire. Les différents instruments financiers (FED, ECHO, et Lignes budgétaires sécurité alimentaire, réhabilitation et droits de l'homme) ont été utilisés de façon convergente. Le Gouvernement a adopté, en 1998, un Programme de Réformes Economiques qui a eu le soutien des bailleurs de fonds. La Commission a mobilisé environ 650M€. L'impact de l'aide communautaire pendant cette phase n'a pas fait l'objet d'une évaluation globale. Les évaluations constatent des faiblesses et des lacunes, parfois inévitables dans un contexte d'urgence. Des recommandations sont formulées visant à renforcer la coordination et la complémentarité entre bailleurs de fonds, à insérer à l'avenir les interventions dans une stratégie globale et cohérente de lutte contre la pauvreté ainsi que dans des politiques sectorielles prises en compte dans la programmation budgétaire à moyen terme de l'Etat. La troisième phase de la coopération avec le Rwanda démarre en 2000 avec la signature du Programme Indicatif National (PIN) 8ème FED. Ce passage à la coopération à long terme et de soutien à la définition d'une stratégie de réduction de la pauvreté sera accompagné encore par des actions de reconstruction. Un Programme de Sécurité Alimentaire avec des actions novatrices de création d'emploi en milieu rural et urbain ainsi qu'un programme de restructuration de la filière café sous financement STABEX sont en cours d'exécution. Il peut être constaté qu'une approche plus structurée a été suivie dans la conception de l'aide et dans la mise en œuvre des projets. Des politiques sectorielles commencent à être élaborées et l'administration a mis en place des mécanismes aussi bien institutionnels que de programmation budgétaire visant une gestion rationnelle de l'aide.</p> <p>Les interventions en milieu rural se feront en coordination entre l'ensemble des instruments de l'aide communautaire. Les programmes d'appui aux filières de cultures de rente sous financement STABEX seront en cours d'exécution pendant la phase de mise en œuvre du 9ème FED. Les actions en exécution dans le cadre du Programme de Sécurité Alimentaire prépareront la mise en œuvre du 9ème FED, notamment en ce qui concerne les interventions favorisant la productivité et la structuration des organisations paysannes, ainsi qu'en ce qui concerne le système d'information agricole. Les complémentarités avec les interventions éventuelles, soutenues par les différentes lignes budgétaires, susceptibles d'intervenir dans le développement rural, ainsi que les possibles synergies avec les différents instruments horizontaux d'appui au secteur privé, seront recherchées. La programmation de la EIDHR pendant la période 2002-2004 sera ciblée dans les secteurs prioritaires de l'appui aux organisations de la société civile dans le domaine des droits de l'homme, la</p>



	<p>formation des agents de l'Etat dans ce même domaine ainsi que les actions préparatoires des processus électoraux (sensibilisation électoral, etc).</p> <p>Un éventuel appui à l'organisation des élections devra, le cas échéant, être considéré dans le cadre de l'appui macro-économique et dans les interventions hors concentration. Toutefois, le budget de la Commission Européenne pourrait, si les conditions sont réunies, financer l'observation des processus électoraux. La gestion, la prévention et la résolution des conflits constituent une dimension transversale dans le cadre de la stratégie communautaire. Des actions ponctuelles dans ces domaines, qui devraient en principe préparer la mise en œuvre de cette stratégie ou être poursuivies dans le cadre de la coopération au développement, pourraient faire l'objet d'un appui communautaire avec les ressources du Mécanisme de Réaction Rapide. Dans le contexte de la résolution de conflits à niveau régional, une contribution financière substantielle au Fonds Fiduciaire Régional pour la Démobilisation et la Réinsertion dans la Région des Grands Lacs géré par la Banque Mondiale, est envisagée. Le Rwanda pourra bénéficier des ressources du Fonds Fiduciaire dans le cadre des dispositions qui seront applicables en matière d'éligibilité.</p> <p>Les priorités du PIR au titre du 9ème FED pour les pays appartenant à la COMESA (Common Market of Eastern and Southern Africa), à l'EAC (East Africa Community), à l'IGAD (Inter-Governmental Authority on Development) et à l'IOC (Indian Ocean Commission) seront prises en compte dans le cadre de la stratégie de coopération avec le Rwanda.</p>
Coordination of EC interventions	<p>Les évaluations constatent des faiblesses et des lacunes, parfois inévitables dans un contexte d'urgence. Des recommandations sont formulées visant à renforcer la coordination et la complémentarité entre bailleurs de fonds, à insérer à l'avenir les interventions dans une stratégie globale et cohérente de lutte contre la pauvreté ainsi que dans des politiques sectorielles prises en compte dans la programmation budgétaire à moyen terme de l'Etat.</p> <p>L'aide extérieure, pendant la phase de réhabilitation, n'a pas toujours eu l'impact escompté. Les conditions prévalant dans le pays n'ont pas été propices à l'établissement d'une stratégie globale de reconstruction. L'administration n'a pu assurer la coordination et le suivi de l'ensemble des actions de développement. Les interventions ont parfois répondu aux priorités des donateurs. Elles ont été directement identifiées avec les Ministères Techniques et mises en œuvre selon des procédures très divergeantes.</p> <p>Le Gouvernement a fait des progrès importants pour favoriser la coordination de l'aide, aussi bien sur le plan des instruments de programmation budgétaire qu'au plan institutionnel. En ce qui concerne la coordination entre bailleurs des progrès restent à faire. La délégation de la Commission favorise activement la mise en œuvre progressive de l'approche visant à désigner un Chef de file en charge de la conduite du dialogue de politique sectorielle avec le Gouvernement. En ce qui concerne les mécanismes spécifiques au sein de l'Union Européenne, des réunions systématiques entre les Etats Membres et la Commission sont organisées régulièrement entre les chefs de représentation et entre les chargés de coopération des Etats membres et de la Commission.</p> <p>Compte tenu des liens particulièrement importants au Rwanda entre les problèmes de gestion environnementale et la pauvreté, la sécurité alimentaire, et les conflits au sein de la société, des interventions spécifiques dans le domaine de l'environnement renforceront les capacités institutionnelles d'élaboration et de mise en œuvre d'une politique nationale dans ce domaine et soutiendront les organisations de la société civile actives dans ce domaine. Lors de la conception et de la mise en œuvre de chacune des actions de développement, la mise en place d'outils et de mécanismes de coordination favorisant la prise en compte systématique de l'impact environnemental sera prévue.</p>
<b>What is the coherence between EC food aid and food security policy and national strategies of beneficiary countries, especially the PRSP?</b>	

<p>Coherence of the overall objectives of CSP and PRSP or national strategies</p>	<ol style="list-style-type: none"> <li>1. Good political and economic governance: Good governance is essential to successful development. Security is an absolute prerequisite, as Rwanda's experience has clearly shown. Respect for human rights and increased popular participation in Government, through the bottom-up approach to democratisation, are critical. Equally important is the establishment of sound economic management and macroeconomic stability.</li> <li>2. Rural economic transformation: In order to raise agricultural incomes and generate opportunities to earn incomes outside agriculture, the rural economy needs to be recapitalised and transformed. This can be achieved by building on the traditional strengths of the rural Rwandese economy and by introducing new technologies.</li> <li>3. Development of services and manufacturing: As incomes rise, we need to develop other engines of growth and to transform our economy. We therefore need to increase competitiveness in services and industry. Key sectors identified are the re-establishment of Rwanda as a regional trade and service centre, by strengthening our use of information and communication technology (ICT) and by encouraging the development of tourism. In the manufacturing sector there are opportunities to expand the production of mass consumer goods, in particular of garments.</li> <li>4. Human resource development: Rwanda currently imports human resources within the region and has scarce human capacity. An increase in educational attainment is needed at all levels. Better health care is needed to reverse the decline in health indicators and to confront the major killer diseases, HIV/AIDS and malaria.</li> <li>5. Development and promotion of the private sector: Private sector development calls for further liberalisation, privatisation and enhanced public-private partnership. In order to lower the risks of doing business in Rwanda, and to encourage the formalisation of existing informal enterprises, the whole legal framework for business needs to be reviewed.</li> <li>6. Regional and international economic integration: Rwanda has joined the Common Market for Eastern and Southern Africa (COMESA) with a three year phasing in period of the free trade area. We are committed to joining the East African Community, and to exploiting the opportunities offered by international trade agreements, including the World Trade Organisation and the recent Africa Growth and Opportunities Act (AGOA) in the USA.</li> <li>7. Poverty reduction: The reduction of poverty is not a separate objective, but the effect of the achievement of our other objectives. A concern with the reduction of inequality needs to be foundation for all public actions. This includes reducing inequalities arising from gender and age.</li> </ol>
<p>Importance of FA-FS issue in PRSP or national strategies</p>	<p>At an individual level a man or woman is considered poor if they:</p> <ul style="list-style-type: none"> <li>.-Are confronted by a complex of inter-linked problems and cannot resolve them</li> <li>.-Do not have enough land, income or other resources to satisfy their basic needs and as a result live in precarious conditions; basic needs include food, clothing, medical costs, children's schooling etc.</li> <li>.-Are unable to look after themselves</li> <li>.-Their household has a total level of expenditure of less than 64,000 Rwf per equivalent adult in 2000 prices, or if their food expenditures fall below 45,000 Rwf per equivalent adult per annum.</li> </ul> <p>The data shows an extremely wide gap between Kigali-urban and the other provinces. 75% of people in Kigali-urban are in the top expenditure quintile for the country. This is particularly striking given that the index has been deflated by regional prices. Additionally, food poverty is largely rural with 96% of the food-poor living in rural areas. The ranking of provinces confirms that Gikongoro, Kigali-Ngali,</p>

	<p>Butare and Ruhengeri are relatively poor.</p> <p>There are a significant number of households without adequate housing. Livestock levels also fell dramatically during the genocide (Table 2.7 in Annex 2). The distribution of cattle also changed, with some larger herds entering the country in the north. The food security studies conducted by Save the Children Fund found that most households in all the areas they surveyed had lost much of their livestock. This is extremely serious for the farming system, because the use of manure is essential for preserving the fertility of the soil, and for preparing the soil structure for the use of chemical fertiliser. The use of organic inputs in farming declined from 95% to 69% of farmers, and from 70% to 57% of area, between 1990 and 2000.</p> <p>There also appears to be some shortage of market infrastructure, for example around half (49.6%) of households live more than one hour from a food market.</p> <p>Higher learning institutions provide teaching and perform other functions that are relevant to poverty reduction, such as applied research and consultancy in critical areas including food security, epidemics and conflict.</p> <p>In the Butare pilot exercise, the community went on to chose one family who could be visited and assisted further. The community identified a family who was capable of working and whose living conditions could be improved if helped. The search started off in the most poor category (<i>umutindi nyakujya</i>), however the household selected was frequently not in the lowest category since the poorest households are often unable to work as they comprise of the elderly, young orphans and the handicapped etc. These people need special attention from Government and NGOs. The family selected was often in the second from bottom category (<i>umutindi</i>).</p> <p>The selected family is visited and their living conditions are evaluated using a <i>seasonality method</i>, this involves questioning the household members and recording the levels of the following factors they experience in each month of the year: rainfall, food stocks, agricultural work done on his/her own plot of land, amount of own labour sold, when illness was prevalent in the household, credit availability and when food prices are high. After the seasonality process, the survival strategies were defined by examining the food stocks. The strategies illustrated what people do in the months to survive when there are no food stocks, when there are low levels of food and when there is sufficient food. Once the strategies are defined, the next step is to compare them in pairs to identify their characteristics and score them according to their effectiveness. Then the strategy to be developed was identified, and the activities to carry out that strategy were listed and costed.</p> <p>The strategies should create labour sale opportunities during periods of hunger, i.e. when neither food nor agricultural work is available; employment must not be provided during periods which conflict with existing labour opportunities. Consequently, employment opportunities should help to curb prices during high periods.</p>
Clear definition of the role of EC within PRSP or national strategies	During the transitional period, the USA and the EU have taken some specific actions to support African exports.
Rationale of EC intervention	<p>The Government prefers to receive resources on the most flexible terms. However, many donors prefer to provide project support rather than budget support. The Government will discuss with donors the best way to integrate projects into the overall strategy. Three principles are central:</p> <ul style="list-style-type: none"> <li>- Projects should be conceived within a sector strategy and consistent with the priorities of the sector.</li> <li>- Projects should have cost structures appropriate to the Rwandese economy. For instance, tendering procedures should not exclude</li> </ul>

	<p>local contractors by imposing unrealistic requirements.</p> <p>- Development partners should consult the Government's Proposal Guideline document for donor implementation of the PRSP, soon to be finalised, and the joint donor and Government document, 'Guidelines for Productive Aid Coordination in Rwanda'.</p>
Coordination of donors and government interventions	<p>Donor coordination will be greatly improved as donors follow a common strategy for policies within a sector. This will enable ministries to have greater control over the allocation of donor resources which should be consistent with comprehensive sector strategy. The sector strategy process will serve to formalise working relationships between MINECOFIN, line ministries and donors. They will clarify who should work with whom, and who is responsible for what. This will create a formal sector structure through which better coordination can be achieved.</p> <p>The PRSP presents Rwanda's strategy for poverty reduction and economic growth. It has been developed through a national consultative process, in which the priorities of the poor have been addressed and technical analysis has been used to develop a set of priority actions. It will form the basis of our national planning effort over the next decade, guiding Government's expenditures and other actions. It will also provide a framework within which communities, the private sector, civil society, and external donors can form a partnership to reduce the acute poverty and deprivation of our people. It is not a blueprint, but a living document, and will be updated every two years to take into account sector strategies, which are being developed.</p> <p>If individual donors develop donor projects in isolation, they are likely to be ineffective, inequitable and wasteful. Moreover, there is a serious risk that projects designed by donors may be based on international practices and pricing structures that are inappropriate for Rwanda. The development of strong sector strategies within the overall framework provided by the PRSP, is intended to provide the coordinating framework for Government and donor actions within each sector and ensuring geographical coverage</p> <p>A joint Government and donor document 'Guidelines for Productive Aid Coordination in Rwanda' has been prepared which proposes concrete long-term and short-term steps for effective coordination to support the implementation of the PRSP. The starting point for this document will be the PRSP itself and the key means of implementation will be the MTEF, which will work through the sector strategy processes (discussed in more detail in Section 5.6). This document sets out proposals for the longer-term institutional and operational framework for delivering the PRSP, and the aid coordination requirements associated with this. The document also proposes the more immediate measures that will be required to start this process and the actions required to ensure that the current use of donor resources is optimal within the PRSP framework.</p>
Other Documents	
<b>Haiti</b>	
Other Documents	
Programme Communautaire d'appui à la Stratégie de Sécurité	<p>Les politiques sectorielles concernant la sécurité alimentaire sont établies et mises en œuvre par le Ministère de l'Agriculture et par le Ministère de la Santé Publique.</p> <p>La politique du Ministère de l'Agriculture des Ressources Naturelles et du Développement Rural fixe trois missions fondamentales pour le secteur agricole:</p>

<p>Alimentaire de Haiti 1997</p>	<ul style="list-style-type: none"> <li>- Contribuer à la sécurité alimentaire du pays</li> <li>- Contribuer à la génération nette de devises pour réduire les pressions sur la balance des paiements.</li> <li>- Fournir des matières premières pour l'agro-industrie.</li> </ul> <p>La priorité affichée de ce Ministère est ainsi de créer, pour le secteur agricole, les conditions favorisant l'intensification des cultures vivrières et d'exportation, en vue d'améliorer la sécurité alimentaire, d'augmenter les rentrées en devises et d'améliorer le niveau de vie des agriculteurs.</p> <p>La stratégie mise en œuvre comporte six volets:</p> <ul style="list-style-type: none"> <li>- la maîtrise de l'eau</li> <li>- la mise en place de mesures sociales et économiques favorisant l'amélioration de la productivité du travail et de la terre (accès aux intrants, crédit rural, réforme foncière)</li> <li>- la promotion de l'agro-industrie</li> <li>- la recherche d'une meilleure organisation des marchés</li> <li>- le renforcement de la recherche agricole</li> <li>- la restructuration et le renforcement institutionnel du Ministère de l'Agriculture</li> </ul> <p>Pour ce dernier point, l'accent est mis sur la réelle décentralisation, pour que celui-ci puisse jouer son rôle d'orientation sectorielle, de supervision, de coordination, de production de normes et de contrôle de leur application, d'assistance technique et de suivi-évaluation des projets et programmes.</p> <p>En ce qui concerne l'aide alimentaire, le Ministère encourage en particulier les achats locaux de céréales (sur la base de contrats de production).</p> <p>L'aide alimentaire a joué un rôle important dans le renforcement de l'accessibilité des ménages les plus défavorisés. On estime qu'au plus fort de la crise (1994), plus d'un million de repas quotidiens étaient distribués gratuitement par les différentes ONG implantées sur le terrain. Mais ces distributions massives découragent aussi la production. En 1995, le volume global d'aide allouée à Haiti a dépassé les 130 000 tonnes, pour un montant d'environ 60 millions de dollars US.</p> <p>Les objectifs identifiés par le Programme de Sécurité Alimentaire sont en étroite coordination avec les objectifs tant du Gouvernement haïtien ainsi que ceux du PIN:</p> <ul style="list-style-type: none"> <li>- Contribuer à la structuration du monde rural;</li> <li>- Renforcer les capacités du Gouvernement dans la formulation et la mise en œuvre d'une stratégie de sécurité alimentaire;</li> </ul> <p>Renforcer les capacités du Ministère de l'Agriculture à coordonner, suivre et évaluer les différentes initiatives du terrain en matière de développement agricole, dans le cadre de la décentralisation administrative du Ministère.</p>
<p>Natural REsources International Council Regulation</p>	<p>On direct project aid 10,9 million Euro has been allocated during the period 1996-1999. Only one project, the support to CNSA, is operational. Memoranda of Understanding have been signed for the seeds project (3,5 million Euro) and one project formulated under the heading of Risky zones (1,2 million Euro) Disbursements to the former are still pending the fulfillment of a number of conditions, the latter is waiting its first disbursement. For all other amounts Memoranda of Understanding are in a more or less advanced stage of</p>

<p>(EC)</p> <p>Evaluation of EC Food Aid, Food Security Policy, Food Aid Management and Programmes in Support of Food Security</p> <p>Haiti Field Study Report, December 2000</p>	<p>preparation, but all signing has been postponed awaiting outcome of the coming elections.</p> <p>The relevance of the projects agreed is good.</p> <p>Effectiveness is moderate.</p> <p>Overall efficiency is low due to the general delays in engagements and disbursements.</p> <p>No sustainability of impact can be measured except for CNSA as no other project has really started.</p> <p>Aid in-kind is mobilized by Euronaid. Most of it is distributed in Haiti by BND in the framework of a school-feeding programme and aid to health and social centers. Two allocations were made in 1996 and 1997. The 1997 programme only started in August 1998 and is still being executed. A contract for the 1999 allocation has been signed in November 1999, the first products only being expected for delivery in summer 2000. Two other contracts were signed with the German NGOs Welthunger Hilfe, for food aid delivery and the French, Progress Volunteers, for the delivery of seeds after Hurricane George.</p> <p>The relevance of the programmes is good.</p> <p>Effectiveness is good in theory but results are below expectations as a result of major drawbacks in implementation.</p> <p>Efficiency is low. All programmes report considerable delays in deliveries. While the school-feeding programme is continuous, well prepared programme, arrival of food is not according to plan. In past years, BND could not deliver complete rations to the schools, at least not since August 1998. Remuneration of the organization is based on real food deliveries and does not take into account fixed costs of the organizations that do not correspond with delays in deliveries. This problem has certainly contributed to financial difficulties of BND.</p> <p>The activities do not aim at sustainability.</p> <p>The impact of the programmes is moderate. Social distributions do not have a long-term impact, as they have more a character of charity. The school-feeding programme is expected to have an impact by improving school attendance rates and higher receptiveness of the pupils, resulting in better school results. The impact of the seed delivery however is low. The seeds, once distributed, were of low quality and caused damages to the production rather than improving it, while the receiving organization lost an important part of its revolving funds.</p> <p>The relevance of these projects is good. All programmes directly benefit the population. They contribute to food security by improving production and revenues or by contributing to better nutritious habits.</p> <p>Effectiveness is good. In general there is a direct relationship between achieved and expected results and the project purposes.</p> <p>Efficiency is below standard. The main reason is the large delays in disbursements by the EC. This creates serious financial difficulties to most of the NGOs and the impossibility to respect planning. Two NGOs have been on threshold of bankruptcy, others have been obliged to temporarily interrupt their activities. This negatively affects project results and undermines the trust of the beneficiaries in the seriousness of the agency and the EC.</p>
<p><b>Sudan</b></p>	<p>Sudan is severely affected by war damage. The <u>overall objective</u> puts main emphasis on reducing and eventually eradicating poverty. This objective includes a large spectrum of aims. Here <u>food aid and food security issues</u> play an important role. The EC Response Strategy focuses on two main sectors: Food Security and Education, targeting the resettlement of IDPs with a strong element of capacity-building for Governance. Two aid instruments have played a <u>significant role</u> in responding to crises in the Sudan, Food Aid and ECHO</p>

	<p>funded programmes, of which food aid quantitatively represented the most important part of the humanitarian response (approximately €250 million, 200,000 metric tons of food aid). ECHO has responded in a more diversified way, with projects focused on several key sectors (health, water and sanitation, nutrition, food security, emergency preparedness and relief and support to co-ordination, security and logistics of the humanitarian assistance) with an extensive geographical coverage. At the end of 2000, a Food Security Unit was established to support the Delegation in Khartoum, with the objective of facilitating the shift towards responses aimed at building up sustainability. <u>Complementarities</u> of the various instruments can be seen along three lines of action, in both north and south Sudan, with funds from various Commission budget lines and balances from the 6th EDF:</p> <p>1) Emergency assistance in response to crises, mainly through Food Aid and ECHO programmes; 2) longer term action aimed at increasing self-reliance, mainly through cofunding with NGOs, the Food Security budget line, and the Humanitarian Plus programme (see below); 3) actions in support of the EU/Sudan Political Dialogue, mainly in relation to the peace process and human rights.</p> <p>One of the challenges of humanitarian assistance in the Sudan will be to increasingly link relief with rehabilitation and development activities (LRRD). The resumption of traditional development co-operation with the Sudan would provide an opportunity for close co-operation with other EC programmes in this respect. This would allow ECHO to progressively re-orient its focus on shorter-term responses to immediate needs more in line with its core mandate.</p>
<b>What is the level of integration of the food security policy within the Commission's development strategy with the partner country concerned as laid down in the Country Strategy Paper (CSP)?</b>	
<p>Coherence of the overall objectives of the food security policy and the CSP</p>	<p>Development in the Sudan has continued to be overshadowed by the civil war and related humanitarian emergencies, with fighting, internal displacement of civilians and severe food shortages in parts of the country continuing to cause enormous suffering and loss of life.</p> <p>The war-zone remains seriously prone to malnutrition, being subject to recurring food shortages caused by fighting and displacement. Outside the war-zone too, in poor and peripheral states such as West Kordofan, Darfur States and Red Sea, malnutrition levels are liable to sudden increases caused by drought-related food emergencies.</p> <p>The objective puts main emphasis on reducing and eventually eradicating poverty.</p> <p>The major aim and objective of the Government plan are to:</p> <ul style="list-style-type: none"> <li>i. Continue with the macroeconomic structural reform to strengthen public finances, and increase the effectiveness of monetary policy.</li> <li>ii. Improve living conditions for the population, particularly targeting the poor and creating employment opportunities.</li> <li>iii. Advance rural development, especially in southern Sudan and areas affected by war and natural disaster, with particular emphasis on education, health, safe drinking water and sanitation.</li> <li>iv. Accelerate the pace of privatisation with adequate safety net arrangements, dismantle government monopolies and introduce more transparency in the regulatory framework to remove impediments to growth.</li> <li>v. Continue the development of the agricultural sector to allow it to play its pivotal role in the economy, with due consideration to redressing environmental degradation.</li> <li>vi. Streamline the taxation system, removing all remaining tariff and non-tariff barriers with the objective of paving the way for the Sudanese economy towards globalisation.</li> <li>vii. Encourage participation in the planning and decision-making process through civil society and trade unions.</li> </ul>

	<p>The EC Response Strategy will focus on two main sectors: Food Security and Education, targeting the resettlement of IDPs with a strong element of capacity building for Governance. It could also be oriented for demobilisation, disarmament and reintegration operations, including mine clearance, training of the security forces and other actions for which provision is made under Article 11 of the Cotonou Agreement. In addition, other issues could be addressed such as human rights, good governance, and the rule of law; direct support to the peace process and to peace building initiatives, and the strengthening of civil society and health.</p>
Importance of FA-FS issue in CSP	<p>Continuity with and complementarity to humanitarian assistance provided since 1990 has been given high importance, in particular with regard to past and present ECHO assistance.</p> <p>In spite of the potential for national food self-sufficiency, importation of foodstuff remains high (20% of total imports), whereas self-sufficiency in petroleum products is close to being achieved, having dropped from 22% to 7% of imports during the past five years.</p> <p>Neither the potential of the agricultural sector, nor that of the oil sector, are being fully exploited. While both are prone to frequent external shocks from climatic conditions and/or international price fluctuations, major constraints to developing their potential originate directly or indirectly from the civil conflict. Sudan as a sugar LDC (about 680.000 t) will benefit from the EBA initiative, especially from 2006, when liberalization of the EC sugar market set in. Public management of the agriculture sector is another major concern.</p> <p>The long-term national sector objective is to achieve a sustainable improvement in the food security status of the poor and a reduction in the level of their vulnerability to food security shocks. The purpose of the EC's involvement is to replace the current emergency response to the humanitarian crisis in the Sudan with a development approach which will foster a sustained improvement in food security amongst the poor and vulnerable. Three specific results of the intervention have been identified:</p> <p>(a) Sustainable Livelihoods</p> <p>To bring about a significant reduction in the level of poverty and food insecurity, a concerted initiative will be launched to improve and enhance livelihoods in a sustainable manner. The focus of resource allocation must be on enhancing income generation activities in agriculture, livestock production and off-farm rural activities that primarily benefit poor households. Such interventions must be accompanied by measures to improve awareness of nutritional concerns, improve food preservation and reduce food losses, and improve the quality and reliability of domestic water supply. The EC's assistance will focus on re-establishing the productive asset bases of marginalised groups; repairing environmental degradation; mine clearance; rehabilitation of small-scale irrigation works, provision of veterinary services and provision of rural water for human and animal consumption with related sanitary improvement measures. In the event of a peace agreement, support will be provided for resettlement of IDPs.</p> <p>(b) Improving Market Access</p> <p>Even though large amounts of food aid are brought into the country every year, there is broad agreement that the most immediate food security constraint facing the people of the Sudan is probably less the insufficient availability of staple foods, than inaccessibility of existing domestic supplies. Priority measures will include provision of market intelligence; establishment of a conducive enabling environment for trade rehabilitation, improvement of feeder and rural roads at state and locality level (with links to dialogue on road maintenance policy); rehabilitation and expansion of road haulage capacity; expansion and improvement of crop storage at all levels from household to national.</p> <p>(c) Capacity Building</p> <p>One of the principal factors determining the pace, at which improvements in poverty reduction and food security can be realised, is the capacity of partners to implement development strategies and programmes. Three priority areas for support to capacity- building have</p>



	<p>been identified: project cycle management; food security policy, and disaster preparedness in terms of crisis identification (through development of sustainable and reliable early warning systems), crisis response and management, linked to humanitarian aid instruments.</p>
<p>Clear definition of the role of the regulation within CSP</p>	<p>Two aid instruments have played a significant role in responding to crises in the Sudan, Food Aid and ECHO funded programmes, of which food aid quantitatively represented the most important part of the humanitarian response (approximately €250 million, 200,000 metric tons of food aid).</p> <p>ECHO has responded in a more diversified way, with projects focused on several key sectors (health, water and sanitation, nutrition, food security, emergency preparedness and relief and support to co-ordination, security and logistics of the humanitarian assistance) with an extensive geographical coverage and a total commitment of approximately €176 million. In 2002, ECHO's budget is €17 million, of which 63% has been earmarked for the south and 31% for the north</p> <p>All in all, the Commission has remained the second humanitarian donor to the Sudan, after the US, but implementing a more balanced humanitarian response both in the north and in the south. The Commission has remained a key member of all forums involved in humanitarian action in the Sudan.</p> <p>In 1999 the Commission shifted towards responding to needs in a more sustainable way, while enlarging the concept of humanitarian assistance. This new approach also coincided with the resumption of the EU/Sudan Political Dialogue. At the end of 2000, a Food Security Unit was established to support the Delegation in Khartoum, with the objective of facilitating the shift towards responses aimed at building up sustainability. In 2001, the Commission committed €65 million for the Sudan, translating the shift towards a wider and more interactive programme.</p> <p>Food Security (40% of the A envelope)</p> <p>While food security cannot be separated from the resolution of the current civil conflict, improvements in households' livelihoods can act as an important inducement to move the peace process forward. Even within the current political context, opportunities exist for reducing dependency on humanitarian assistance through support to gender, ethnic and environmentally sensitive recovery and development initiatives, which provide the only path to sustainable poverty reduction and food security. Both in anticipation of, and as an incentive towards, progress in current peace initiatives, the EC will embark on a gradual process of increasing support to food security in a broader poverty reduction and development framework. Such a process will reflect the realities of the current situation facing the Sudan, in particular the limited capacities of implementing partners, the absence of any civilian authority in parts of the country and breakdown of physical and institutional infrastructure. Following up on what has been done so far, in particular by ECHO, will be given priority.</p> <p>9th EDF A-allocation €135 million.</p> <p>This indicative allocation is destined to cover the long-term development activities identified in the context of the response strategy, namely Food Security € 54 million, Education and Training € 54 million Other interventions € 27 million (of which support to non state actors' initiatives € 13 million)</p> <p>In addition it should be noted that there remain €190 million from the Stabex facility. In accordance with the provisions governing the Stabex facility, these funds will be utilized for programmes in the Food Security sector and/or as support for the peace process and capacity building.</p>
<p>Complementarities of the various EC</p>	<p>The government began addressing the poverty issue in the National Comprehensive Strategy 1992-2002 with special focus on macroeconomic adjustment policies, investments in basic services and strengthening of the social safety nets (Zakat Fund, National</p>

instruments within CSP	<p>Pension Fund, Social Security Fund, Health Insurance Corporation, Student Support Fund, Support Fund for Retrenched Workers, and the Saving and Social Development Bank).</p> <p>The current programme is developing along three lines of action, in both north and south Sudan, with funds from various Commission budget lines and balances from the 6th EDF:</p> <p>1) Emergency assistance in response to crises, mainly through Food Aid and ECHO programmes; 2) longer term action aimed at increasing self-reliance, mainly through cofunding with NGOs, the Food Security budget line, and the Humanitarian Plus programme (see below); 3) actions in support of the EU/Sudan Political Dialogue, mainly in relation to the peace process and human rights.</p> <p>One of the challenges of humanitarian assistance in the Sudan will be to increasingly link relief with rehabilitation and development activities (LRRD). The resumption of traditional development co-operation with the Sudan would provide an opportunity for close co-operation with other EC programmes in this respect. This would allow ECHO to progressively re-orient its focus on shorter-term responses to immediate needs more in line with its core mandate.</p> <p>Community budget lines will be used to supplement the EDF instruments. The initial stage of implementation of the Indicative Programme will constitute a transition from the financing mainly from Community budget lines, as has been the practice till now, towards financing primarily from the EDF. Important Community budget lines that will supplement the Programme proposed in this CSP include, inter alia, Food Security, the Programme on Tropical Forests, Disaster Prevention and the European Initiative for Democracy and Human Rights. It is also expected that humanitarian assistance through ECHO will continue on a needs base. Financing under these lines will be decided in accordance with the procedures in place for each financing instrument and will be subject to the availability of funds.</p> <p>The USA is providing substantial development funding for non-government controlled areas in the south. The UN agencies are providing development support mainly in government-controlled areas, based on their core funding and limited earmarked additions from other donors. UNICEF, UNDP and IFAD are the most important of these agencies, concentrating on peace building, health, education and rural development. Due to the political situation, none of the EU Member States are implementing development programmes of any significance. The emphasis has been and remains on humanitarian assistance with very small amounts being made available for development oriented projects, mainly in the social sectors. Other major development finance agencies such as the World Bank and African Development Bank are blocked from lending due to large unresolved arrears. Nevertheless, the Government has been able to attract important amounts of capital for public investment, mainly in the energy sector, from the Arab development funds, IDB, OPEC fund, China and Malaysia.</p> <p>There is no mechanism for co-ordinating development assistance between the Government and the donors at large. Nor is there any effective mechanism for coordination among the donors themselves, beyond humanitarian assistance and informal ad hoc contacts among like-minded agencies. A decision of the EU Member States to normalise aid co-operation relations with the Sudan will open the prospect for a huge increase in assistance. In that case, it will be important to quickly establish comprehensive and effective donor co-ordination mechanisms to avoid overlap and duplication and ensure that support programmes follow consistent policies. Government ownership of donor co-ordination mechanisms will be an important feature and may require provision of technical and institutional support in its development phase. Separate co-ordination arrangements will be needed for assistance in the non-government controlled areas and pose a particular challenge to the donor community, but may have to be addressed in a different way, should a peace agreement be signed.</p>
Coordination of EC interventions	<p>In addition to ECHO operations, implementation of actions financed from the budget lines for Food Security, Co-funding with NGOs, European Initiative for Democracy and Human Rights (EIDHR) and the Programme on Tropical Forests will continue as a supplement to</p>

	<p>the rehabilitation and development interventions financed from EDF funds.</p> <p>This will be of particular importance during the early years of normalised aid co-operation until a full EDF-funded programme has been built up and reached the stage of effective implementation. Such actions will focus mainly on humanitarian emergency responses and other short-term interventions as well as actions which the Commission specifically wishes to support. The EDF- and Budget Line-funded actions will be co-ordinated in order to ensure a coherent programme with clear transition arrangements as appropriate.</p> <p>Based on assessments of government priorities and the underlying cause of food insecurity, emphasis will be placed on</p> <ul style="list-style-type: none"> <li>_ Improving market access for consumers and producers alike,</li> <li>_ Promoting sustainable rural livelihoods,</li> <li>_ Enhancing capacities of implementing partners and</li> <li>_ Improving crisis management capabilities.</li> </ul> <p>For indicative purposes, approximately €54 million will be reserved for this sector, to be provided in the form of conventional project support. Additional support from the food security budget line will complement EDF resources.</p>
<b>What is the coherence between EC food aid and food security policy and national strategies of beneficiary countries, especially the PRSP?</b>	
Coherence of the overall objectives of CSP and PRSP or national strategies	In 2000 the Government began to formulate a Poverty Reduction Strategy Paper within its medium-term objectives. Overall directives and principles set out for the paper included the following issues as crucial to addressing poverty: (i) Peace and reconciliation (ii) Continuation of prudent macroeconomic adjustment efforts (iii) Advancing rural agriculture and food security (iv) Improving social services (v) Effective participation (vi) Setting appropriate implementation mechanisms.
Importance of FA-FS issue in PRSP or national strategies	
Clear definition of the role of EC within PRSP or national strategies	
Rationale of EC intervention	
Coordination of donors and government interventions	
<b>Other Documents</b>	

WHO Collaborative Programme	The overall under-nutrition rate in the country between 1995 and 1999 was 22.6% for children under five years of age, ranging from 8.5% in South Darfur to 33.4% in Blue Nile governorate. Overall rate for severe malnutrition was reported to be 6.6% and moderate malnutrition around 16.0%. Overall under nutrition in the country for under-five years has increased from 18.8% in 1990 to 22.6% in 1999. Low birth weight has been estimated to be between 10 - 15%, although this information is not recent. A number of causes have been attributed to the development of this situation - civil war resulting in mass movement of population; low purchasing power of the population, poor sanitation and endemic diseases
<b>SOMALIA</b>	<p>Somalia is characterized by a very <u>strong food insecurity</u> because of climatic variations. Somalia depends on international market prices due to their livestock export. Usually the continuum relief, rehabilitation and development are designed for countries which are more or less uniformly at one stage of the continuum. The continuum is very often associated with a linear progress in the direction of development. One assumes that some kind of national authority exists, even if it has limited powers.</p> <p>In Somalia there is no existence of any national authority, even in the weakest form. This means that any approach should be area based and definitions should be provided to define not at what stage of the continuum the country is, but should indicate the stage on the continuum at a smaller geographical level.</p> <p>It should be acknowledged that the continuum in Somalia is not a linear process of progress. In the past a number of areas have been sliding back on the continuum. These two points make it necessary to have a close monitoring of the situation, and foremost to have clear definitions and criteria for the categorization of the different areas on the continuum.</p>
<b>What is the level of integration of the food security policy within the Commission's development strategy with the partner country concerned as laid down in the Country Strategy Paper (CSP)?</b>	
Coherence of the overall objectives of the food security policy and the CSP	<p>The overall long-term objective of the Commission Strategy for Somalia is to contribute to the alleviation of poverty and to the promotion of a more peaceful, equitable and democratic society. The intervention objective of this strategy is to support sustainable improvement of the livelihood of the Somali people – by enhancing food security and economic growth – and their improved access to basic public and social services as well as the establishment of good governance. This can only be achieved if poverty-related aspects as well as the political dilemma are sufficiently addressed and justify the continuation of a multi-sectoral approach with particular reference to the empowerment of civil society enabling it to become an active element in the process of national reconciliation.</p> <p>"Improving the security, peace and general political tranquility as well as the social and economic status of the people of Somalia".</p> <p>The 3rd Rehabilitation Programme particularly focuses on enhancing civil society's role in the institution of good governance and the promotion of respect of human rights.</p>
Importance of FA-FS issue in CSP	<p>Somalia was always among the poorest countries of the world, a situation aggravated by the civil war, and the majority of the Somali population live below the poverty line. It does not possess significant mineral resources and depends largely on the exploitation of livestock and agriculture. Most of the country remains structurally food-insecure whilst social and productive services, formerly provided by state agencies, have completely collapsed.</p> <p>Since the outbreak of civil war in the early 1990s, Somalia's non agro-pastoral productive assets have suffered massive losses. The limited access to resources by the population coupled to ever widening rifts along ethnic/clan lines has fuelled internal conflicts. Today, most of the country remains structurally food insecure, internal displacement is widespread, and development has virtually ground to a halt.</p> <p>Due to the factors and circumstances described in previous chapters, the limited agricultural resources are largely under-utilised not only</p>

	<p>since the outbreak of the civil war but even before. This renders the country structurally food-insecure; in addition, natural calamities and civil war periodically add insult to injury. The national cereal requirement is about 500,000 tonnes according to FAO estimates; local production in good years reaches about 300,000 tonnes. In order to balance domestic needs, commercial imports of approximately 200,000 tonnes are needed, mostly funded by earnings deriving from the export of livestock. Unpredictable climatic changes cause regular harvest failures, which often also have a negative impact on livestock production. The fragile economy does not generate the resources to cope with such a situation and food aid becomes indispensable to prevent human disaster. Food insecurity is not only a problem of availability but also of access to food: minor and localized disturbances of the rural household production, be it due to climatic conditions or to civil unrest, may cause food insecurity for these populations; since they have no other means of income and since their traditional coping mechanisms have been weakened by the civil war, rural poor are particularly vulnerable.</p> <p>The main export is livestock and the main imported commodities are foodstuffs and construction materials. There is first of all the extreme poverty particularly of the rural population: heavily reliant upon agriculture in a semi-arid country, food insecurity remains a constant and continuing threat and may lead to new conflicts triggered by the scarcity of natural resources; the persisting insecurity in the 'breadbasket' of Southern Somalia has further exposed the rural population to chronic risks of malnutrition.</p> <p>The country's dependency on food imports is likely to increase, as the most promising agricultural areas remain under conflict. This is further heightened by the dependence on very few resources and products, making the country highly susceptible to price fluctuations and non-tariff trade obstacles (livestock export ban). There is a clear need to improve the regulation and management of existing resources and to explore new areas of economic diversification.</p> <p>Usually the continuum relief, rehabilitation and development are designed for countries which are more or less uniformly at one stage of the continuum. The continuum is very often associated with a linear progress in the direction of development. One assumes that some kind of national authority exists, even if it has limited powers. The communication of the Commission on LRRD follows the above pattern to a large extent.</p> <p>It is clear that the LRRD approach could be beneficial in the case of Somalia. However, one should take into account a number of fundamental differences as far as the above outline is concerned. Firstly, in Somalia there is no existence of any national authority, even in the weakest form. This means that any approach should be area based and definitions should be provided to define not at what stage of the continuum the country is, but should indicate the stage on the continuum at a smaller geographical level.</p> <p>Secondly, it should be acknowledged that the continuum in Somalia is not a linear process of progress. In the past a number of areas have been sliding back on the continuum. These two points make it necessary to have a close monitoring of the situation, and foremost to have clear definitions and criteria for the categorisation of the different areas on the continuum. With this paper an attempt is being made to give these clear definitions and criteria. Furthermore in some cases it indicates what type of actions can be undertaken. Given the complexity of the ever-changing situation in Somalia, it is necessary to have a continuous monitoring of the situation.</p>
Clear definition of the role of the regulation within CSP	<p>The Council of the European Union and the European Commission determined a limited number of areas selected on the basis of their contribution towards reducing poverty and for which Community action provides added value: link between trade and development; support for regional integration and co-operation; support for macro-economic policies; transport; food security and sustainable rural development; institutional capacity-building, particularly in the area of good governance and the rule of law. The Statement also specifies that in line with the macro-economic framework, the Community must also continue its support in the social sectors (health and education), particularly with a view to ensuring equitable access to social services.</p> <p>In order to contribute to the long-term objective, which provides the overall orientation for EC engagement in Somalia, the response</p>

	<p>strategy will support sustainable improvement of the livelihood of the Somali people – by enhancing food security and economic growth – and their improved access to basic public and social services as well as the establishment of good governance.</p> <p>The population is extremely vulnerable due to the combined effects of food insecurity and the weak state of health given the general absence of appropriate health facilities. Regardless of the unpredictable climate, a general improvement can be boosted in due course given the appropriate mechanisms for forecasting, monitoring and response. Existing monitoring mechanisms in the areas of food security and health/nutrition, as already supported by the EC, will be further developed and complemented by instruments which will allow for a quick and targeted response.</p>														
Complementarities of the various EC instruments within CSP	<p>As a result of the prevailing insecurity in Mogadishu, the EC Delegation was forced to close down its offices in the city in June 1993, and subsequently set up in Nairobi as the "EC Somalia Unit" (ECSU). The ECSU was integrated into the EC Delegation in Kenya in 1997 whilst maintaining a high degree of autonomy. According to the Somalia Aid Coordination Body (SACB) 2000 Donor Report, the European Commission (including ECHO) was by far the largest donor last year with a total programme of US\$ 54.9 compared to the number 2, the USA with US\$ 25.8 million (mostly food aid), and this out of a total of US\$ 115.9 million (for ease of comparison, all contributions were re-calculated in US\$).</p> <p>Furthermore, as in the past, Somalia may also benefit from contributions from various budget lines (mainly food security, rehabilitation, de-mining and human rights and democratisation) coherent with the above detailed strategy, which may complement and enhance the impact of EDF interventions.</p> <p>Since Somalia had not ratified the Lomé IV Convention, it had no access to 7th and 8th EDF. Taking over the role of National Authorising Officer (NAO), the Commission has been using outstanding balances of previous EDFs - which had remained unspent due to the poor absorption capacity of the country, to finance the 1st and 2nd rehabilitation programmes totalling respectively € 38 million and € 54 million.</p> <p>At the end of 2000, further finance from previous EDFs totalling € 9.8 million (the final balance) was confirmed under the 3rd Rehabilitation Programme, with additional finance from the Rehabilitation budget line (€ 15 million) and from the de-mining budget line (€ 1.3 million). Over the years, funding of consecutive rehabilitation programmes has also been complemented by projects financed from the Rehabilitation Budget Line B7-6140 (€ 25.1 million since 1997), the Food Security budget line (€ 15.5 million so far) as well as to a more limited extent from other budget lines such as Human Rights (€ 3.8 million) and De-mining (€ 2.3 million). Additional funding, managed by the European Commission given its proven delivery capacity and presence in the field, has been provided by Italy and Denmark under co-financing framework agreements to the tune of € 15.4 million and € 1.2 million respectively.</p> <p>Total Financing Agreements in recent years are shown below:</p> <table> <tr> <td>EDF</td><td>€ million</td></tr> <tr> <td>1st Rehabilitation Programme</td><td>38.0</td></tr> <tr> <td>2nd Rehabilitation Programme</td><td>54.0</td></tr> <tr> <td>3rd Rehabilitation Programme</td><td>9.8</td></tr> <tr> <td>Co-financing</td><td></td></tr> <tr> <td>Italian</td><td>15.4</td></tr> <tr> <td>Danish</td><td>1.2</td></tr> </table>	EDF	€ million	1st Rehabilitation Programme	38.0	2nd Rehabilitation Programme	54.0	3rd Rehabilitation Programme	9.8	Co-financing		Italian	15.4	Danish	1.2
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	<p>Budget lines</p> <table> <tr> <td>Rehabilitation</td><td>25.1</td></tr> <tr> <td>Human rights</td><td>3.8</td></tr> <tr> <td>De-mining</td><td>2.3</td></tr> <tr> <td>Food security</td><td>15.5</td></tr> <tr> <td>Grand total</td><td>165.1</td></tr> </table> <p>Projects have so far been financed in a range of sectors which are of vital interest to the population: primary health care, water supply, education, rural development and food security as well as infrastructure have been the focal sectors of concentration for the Commission</p> <p>According to the SACB 2000 Donor Report, the European Commission (including ECHO) was by far the largest donor last year with a total programme of US\$ 54.9 compared to the number 2, the USA with US\$ 25.8 million (mostly food aid), and this out of a total of US\$ 115.9 million (for ease of comparison, all contributions were re-calculated in US\$). In fact, since the debacle of UNOSOM in 1995, the Commission has not only been constantly the largest and most important donor to Somalia, it has also developed a particular recognition as an even handed partner vis-à-vis a durable reconciliation process for Somalia, based on human rights and the rule of law.</p>	Rehabilitation	25.1	Human rights	3.8	De-mining	2.3	Food security	15.5	Grand total	165.1
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Coordination of EC interventions	<p>In the absence of any recognized national authority able to assure coordination among different aid agencies/donors, the international aid community has developed its own mechanisms and created, in 1994, the Somalia Aid Coordination Body (SACB). The SACB is not only coordinating aid activities and providing orientation in the form of sector strategies, but also provides a platform to develop common positions for negotiations with various local Somali administrations, in administrative and security matters. Since its creation, the EC has been an active member and driving force of the SACB, including through securing funding for its secretariat. The Commission is also an active member of the 'Standing Committee on Somalia' created, in December 1998, to bring together the IGAD States (Inter-Governmental Authority on Development; members: Djibouti, Eritrea, Ethiopia, Kenya, Uganda, Somalia, Sudan) with others most concerned with Somalia (Arab League, the Organisation of African Unity, the UN, Egypt, Italy and Yemen) and chaired by Ethiopia. This forum remains the only pathway for direct contacts between almost all external actors relevant to the political and aid situation in Somalia. The EC is also a key member of the IGAD Partners Forum (IPF), a group of governments and international organisations, which support IGAD activities. In 1998, the IGAD Partners Forum created a 'Special Committee on Somalia' chaired by Italy; in recognition of its role, the Commission was invited to become a member, and also to form part of the Committee's more operational Liaison Group comprising 8 Governments and international organizations. In all these gatherings, the Commission plays a critical advisory and supportive role commensurate with the size of its programme and its expertise.</p> <p>The monitoring of Somalia to be able to classify areas according to the definitions and criteria should be done by a small group from both the ECHO Horn of Africa team and the EC Somalia Unit. Given the nature of the environment in Somalia, and the roles to be played by both the Somalia Unit and the ECHO Horn of Africa Team in supporting relief and rehabilitation operations financed by the Commission in Somalia, it was agreed that the joint working group ensure co-ordination of action between the two categories of operations and will have the following tasks: Examine, on regular basis, the evolution of the situation in the different operational areas in Somalia with the view of confirming their state of classification within the relief to development continuum. This function may involve the undertaking of joint assessment missions to Somalia;</p> <p>- Prepare recommendation for actions as pertaining to the typology of activities to be undertaken (relief, rehabilitation, interactive areas of combined action) and the funding sources of recommended activities;</p>										

	<ul style="list-style-type: none"> <li>- Undertake regular review of the paper prepared jointly on linking relief, rehabilitation and development;</li> <li>- Undertake consultation with relevant agencies on their assessment and existing information pertaining to the classification of areas;</li> <li>- Promote the creation, at SACB level, of a standing committee on emergency assessment.</li> </ul>
Other Documents	
<p>FSAU, Monthly Food Security Report. Somalia. Issued January 14 2004.</p>	<p><b>Sool Plateau Update:</b> Rains of low intensity and limited spatial coverage fell in the first week of December but did little to alleviate the current humanitarian crisis in Sool Plateau. Nutritional status surveys reflect the deteriorating food security situation of residents. An acute malnutrition rate of 18.9% (W/H&lt;2 z-score or oedema) was found during the first round of Sool Plateau sentinel site surveillance exercise in November/December 2003. A UNICEF led mission in mid-December 2003 also recorded an equally high malnutrition rate in Sool Plateau of Sanaag (4,841 children screened). The rate was significantly higher in Sool Plateau of Sool Region (2,049 children were screened). Civil insecurity in the area is now threatening to disrupt humanitarian relief operations in the region.</p> <p><b>-Drought in Hawd of Todgheer:</b> An inter-agency rapid assessment led by the FSAU found that the poor and lower levles of the middle wealth pastoral group are facing a high risk of food shortage, largely as a result of poor <i>Gu</i> 2003 and failed <i>Deyr</i> 2003 rains. Affected households will need to be closely monitored during the harsh, dry <i>Jilaal</i> season.</p> <p><b>-Galgadud Region:</b> UN-OCHA Somalia and FSAU carried out a low level mission to Galagdad (13-20 December 2003) to districts where people had been displaced following civil insecurity in the region. This displacement, combined with a two-month delay in the onset of the <i>Deyr</i> rains has undermined agricultural and livestock activities, increasing the risk of food insecurity. A Humanitarian Response Group (HRG) meeting to discuss the current crisis was held on 8 January 2004.</p> <p><b>-Civil Insecurity:</b> Civil Insecurity continues to present a challenge to the people of Somalia and humanitarian organizations attempting to strengthen the livelihoods of the Somali people. As reported by IRIN at the end of December, militia from Puntland occupied Las Anod and other parts of Sanag region. The government of Somaliland has deployed troops to positions outside Aynabo. Also various incidents in Kismayo and Lower Juba suggest a worsening of civil insecurity, as does militia activity in El Wak town, Gedo Region, during December.</p> <p><b>-Somaliland Gu/Karan 2003 Crop Production:</b> The total <i>Gu/Karan</i> 2003 crop production is very good and the highest recorded figure in post-war years. The <i>Gu/Karan</i> season produced 24,915 Mt of sorghum and 3,289 Mt of maize. Some of the reasons for this good production are very good <i>Karan</i> rains, improved and dressed seeds provided by CINS, land preparation on time which was enhanced by IFAD providing tractors on credit.</p> <p><b>A series of FSAU field workshops in Galkayo and Garowe</b> from January 13 –16 2004 are being held to assess the severity of reported pastoral stress in the areas of Western Mudug and south of Sool and implications on food security. The results will be presented at the HRG meeting on North Somalia (20 Jan) and the SACB FSRDC meeting (21 Jan).</p>



<b>SIERRA LEONE</b>	<p>The <u>overall objectives</u> are coherent. The civil war has halted research, the introduction of improved inputs and appropriate technology consequently Sierra Leone has moved from self-sufficiency in rice being a net importer. <u>Food Aid</u> for humanitarian needs in refugee and IDP camps is in addition to commercial imports (estimated value at USD 50 million per annum). From 1999 to 2002, ECHO provided humanitarian aid worth about 44 M€ in support to war affected populations in Sierra Leone. The ongoing ECHO programme concentrates on water &amp; sanitation, health &amp; nutrition, the supply of non-food items to support the resettlement process. Child protection and overall coordination efforts as well as database mapping are also supported.</p> <p>Assuming further improvement of security and living conditions, ECHO envisages a gradual phasing-out of humanitarian aid to Sierra Leone towards 2004. Concerning the food security sector, <u>co-ordination</u> will be continued with the intervention of UN agencies, particularly FAO which is going to restart the updating of the agricultural masterplan, and IFAD which plans to re-launch the northern Region Agricultural project and WFP to which the EC remains an important contributor.</p>
<b>What is the level of integration of the food security policy within the Commission's development strategy with the partner country concerned as laid down in the Country Strategy Paper (CSP)?</b>	
Coherence of the overall objectives of the food security policy and the CSP	<p>The present Country Support Strategy for Sierra Leone is based on the country's development priorities as expressed in its Interim PRSP. It aims at the establishment of an efficient link between out-phasing relief action, ongoing rehabilitation programmes and long-term development objectives. The support strategy will be adapted as necessary as the PRSP process moves forward and the national strategy is refined.</p> <p>Four development goals were set out, namely to promote political and economic stability, to increase the welfare of the broad mass of people, to achieve a more equitable distribution of income and wealth and to attain a higher degree of self-sustaining economic growth. Rebuilding the war-ravaged economy as well as addressing the urgent and basic needs of war victims are Government's utmost priorities in the transitional period of its Poverty Reduction Strategy. In this regard, emphasis is placed on the following objectives:</p> <ul style="list-style-type: none"> <li>(a) Restoration of security for life and property including the protection of human rights;</li> <li>(b) Re-launching the economy;</li> <li>(c) Provision of basic social services to the most vulnerable groups as well as enhancing access to productive assets.</li> </ul> <p>With respect to the productive sectors, the primary objective of the government's agricultural policy in the medium term is to promote sustained growth of agricultural output in order to restore food security and to generate agricultural tradeable surpluses.</p> <p>The overall objective pursued in the 1st focal sector is to improve access to markets and social Services.</p>
Importance of FA-FS issue in CSP	<p>In the statement on the European Community's Development Policy of 10 November 2000, the Council of the European Union and the European Commission determined a limited number of areas selected on the basis of their contribution towards reducing poverty and for which Community action provides added value: link between trade and development; support for regional integration and co-operation; support for macro-economic policies; transport; food security and sustainable rural development; institutional capacity-building, particularly in the area of good governance and the rule of law.</p> <p>From 1999 to 2002, ECHO provided humanitarian aid worth about 44 M€ in support to war affected populations in Sierra Leone. The ongoing ECHO programme concentrates on water &amp; sanitation, health &amp; nutrition, the supply of non-food items to support the resettlement process. Child protection and overall coordination efforts as well as database mapping are also supported. Projects include support to UNHCR for resettlement of Sierra Leone returnees and a Liberian refugee caseload. For 2003, an allocation of 9 M€ has been</p>

	<p>approved. Assuming further improvement of security and living conditions, ECHO envisages a gradual phasing-out of humanitarian aid to Sierra Leone towards 2004.</p> <p>The civil war has halted research, the introduction of improved inputs and appropriate technology consequently Sierra Leone has moved from self-sufficiency in rice being a net importer. Food Aid for humanitarian needs in refugee and IDP camps is in addition to commercial imports (estimated value at USD 50 million per annum).</p>
Clear definition of the role of the regulation within CSP	<p>Over recent years, the Commission's food aid budget line has implemented a number of significant projects to re-launch agricultural production, namely by distribution of seeds and tools in resettlement areas. From 1996-2002, 9.2 M€ have been allocated to Sierra Leone via international NGOs, whereas some 18.0 M€ have been used in the same period to finance food distribution and related activities implemented by the World Food Programme (WFP).</p> <p>The agricultural sector is also supported from the Commission's food security budget line that is contributing to distribution programmes of seeds and tools. When the ongoing financing comes to an end, the Commission will consider the need and advisability to replicate these programmes in other districts (namely the ones only recently liberated from rebel occupation), according to the programming procedure of the budget line concerned.</p> <p>Sierra Leone has been selected a focus country under the European initiative for Democracy and Human Rights for the period 2002-2004. Specific projects in this sector, complementary to the present support strategy, are thus expected to continue, as well as the financing by the food security budget line.</p>
Complementarities of the various EC instruments within CSP	<p>An important number of Community-financed aid addressing shortterm humanitarian problems is presently under implementation. At the same time, two major programmes funded by the 8th EDF (2nd phase of the Resettlement and Rehabilitation Programme and the Health Sector Support Programme) that provide significant financing for rehabilitation and social service recovery, will continue for at least another three-year period. These two main programmes, but also the resuming post-conflict budgetary support from 8<sup>th</sup> EDF resources, will ensure the continuum between emergency relief and rehabilitation. The 9th EDF-funded support, with first disbursements scheduled for 2004, will then complement to cover rehabilitation needs and contribute to improvement of the institutional framework. Other sectors where EC co-operation has intervened in the past, will not be covered by the present strategy either because the past programmes could not be completed satisfactorily, or because they are covered by ongoing activities and/or other instruments of co-operation. This is particularly the case as regards the re-launching of agricultural production and the food sector to which the Government attributes utmost importance in the present phase. In fact, the agricultural sector still benefits from the EDF-funded Resettlement &amp; Rehabilitation Programme (RRP) which also targets the rehabilitation of basic infrastructure in rural areas.</p> <p>Specific activities may be supported through the various Community budget lines, including, inter alia, NGO co-financing, decentralised cooperation, European Initiative for Democracy and Human Rights, food security and disaster prevention, and humanitarian and emergency assistance.</p>
<b>Afghanistan</b>	
<b>What is the level of integration of the food security policy within the Commission's development strategy with the partner country concerned as laid down in the Country Strategy Paper (CSP)?</b>	
Coherence of the overall objectives	The December 2001, April, July and December 2002 General Affairs Councils agreed that overall objectives for the EU and the EC in Afghanistan were to:

of the food security policy and the CSP	<ul style="list-style-type: none"> <li>.-Promote the Bonn Agreement and its implementation by all groups.</li> <li>.-Restore stability in Afghanistan as part of the international community efforts to crisis prevention.</li> <li>.-Provide support for civil, social and military structures and services and aid for all those in need, especially refugees and displaced persons.</li> <li>.-Promote democracy and the functioning of public institutions and thus promote the protection of Human Rights.</li> <li>.-Give special attention to the inclusion of women as equal partners in Afghan society.</li> <li>.-Insist that the Afghan authorities, in co-operation with the IMF, establish an effective and comprehensive macro-economic and monetary framework to ensure sustainable economic development and effective use of donor funding. Give special attention to the inclusion of women in Afghan society.</li> <li>.-Reinforce the fight against illegal drugs and terrorism.</li> <li>.-Promote cooperation with neighbouring countries in the successful reconstruction of Afghanistan.</li> </ul> <p>The National Indicative Programme for 2003-04 focuses on four major areas – rural recovery and food security; public administration reform and support for the budget; economic infrastructure and health – and to develop programmes in these areas within the framework of the government's "priority programmes" as set out in the 2002/2003 budget.</p>
Importance of FA-FS issue in CSP	<p>The most vulnerable groups continue to suffer from insecurity of food supply. This includes small farmers, labourers without land, internally displaced persons (IDPs), returnee refugees, ex-combatants, war widows, war orphans, and the disabled (800,000, of whom 200,000 were mine victims). Nonmaterial poverty as reflected in physical and social insecurity, and the marginalisation of groups for ethnic, religious and gender reasons pushes many Afghanis further down the poverty ladder. Coping strategies continue to prevent the types of starvation seen in parts of Africa but these coping mechanisms are stretched to the full, especially among the urban poor. The situation is especially difficult for women.</p> <p>Prior to conflict in the late 1970s, the Afghan economy was characterised by food selfsufficiency, strong agricultural exports, and a stable macro-economic framework.</p> <p>One of every two surviving Afghan children is malnourished.</p> <p>One of every two surviving children is stunted in height.</p> <p>Another 4 million people are dependent on food elsewhere.</p> <p>Rural recovery is a key focus for EC support where substantial funds will be placed and where the EC intends to play a lead agency role through the CG. Promoting effective and sustainable rural development in Afghanistan is critical because:</p> <ul style="list-style-type: none"> <li>.-Poverty and hunger remain largely a rural phenomenon with an estimated 70 per cent of the population suffer from malnourishment:</li> <li>.-Rural development is the main engine for economic growth and for the development of alternative livelihoods which is crucial for reducing poppy production.</li> </ul>
Clear definition of the role of the regulation within CSP	<p>The European Commission will concentrate on four key areas for the period 2003-04: Capacity building, rural development and food security, economic infrastructure and health.</p> <p>In line with the principles outlined above, especially as regards coherence with the NDF and budget and complementing the activities of other major donors and IFIs, the EC has identified four major areas where it will help to promote stability<sup>7</sup> and reduce poverty.:</p>

	<ul style="list-style-type: none"> <li>.-rural recovery and food security;</li> <li>.-public administration reform and support for the budget;</li> <li>.-economic infrastructure;</li> <li>.-health.</li> </ul> <p>Past support from ECHO and other Community instruments have focused heavily on rural livelihoods, facilitating sustainable returnee integration and rural recovery in drought-affected areas. In 2002, this totalled around of EC support. Looking to the future, the EC will promote rural development and food security by providing support :</p> <ul style="list-style-type: none"> <li>.-to the Ministry of Finance for the development of the national budget and annual plans through improved policy and planning linkages.</li> <li>.-to the Ministry of Rural Rehabilitation and Development (MRRD) to finance: <ul style="list-style-type: none"> <li>development of sustainable rural development and food aid policies.</li> <li>institutional reforms including establishing provincial offices and developing integrated provincial plans covering MRRD and other ministries' activities.</li> <li>employment generation (3-5 million person days) and the creation of productive economic assets through public works programmes (roads, irrigation schemes).</li> <li>effective participation of women in projects, including access to credit</li> <li>support to the livelihoods and food security surveillance systems.</li> <li>rural recovery and food security support, including livelihood diversification.</li> </ul> </li> <li>.-to the Ministry of Irrigation and Environment to improve irrigation policy and strategies and to invest in environmentally sustainable micro-watershed development, including institutional and technical rehabilitation of irrigation schemes. Assessing the environmental impact of projects is key to ensure rural recovery is sustainable over time.</li> <li>.-to the private sector, NGOs and UN agencies to develop informal financial markets and micro-finance institutions, livestock and grain market development.</li> </ul> <p>There will be continued co-ordination with ECHO to ensure that returned refugees and IDPs are supported under reconstruction to ensure sustainability of their return.</p> <p>A key cross cutting theme addressed through health is gender and protection of vulnerable groups, namely ensuring fair and equal access to health care for females, children and vulnerable groups. Health is also a cross cutting issue in EC rural development and food security programmes that target poor nutrition and water.</p>
Complementarities of the various EC instruments within CSP	<p>In 2002, the Commission has channelled some of its funding directly to NGOs (especially in hard to reach localities, and sectors with a strong NGO presence). As the Afghanistan Transitional Authority continues to develop an increasingly robust coordination structure, the Commission believes it will be important to increasingly channel development resources through Government structures.</p> <p>The ECHO programme has been a major source of humanitarian assistance to Afghanistan for the last ten years, and continued humanitarian support is likely to be needed for some time. But reconstruction and recovery activity is also growing. Developing a sustainable recovery path will depend on recognising the linkages between humanitarian and development support and ensuring there is a smooth, well-planned process of transition.</p>

	<p>In 2002, ECHO has also funded food for work programmes targeted specifically on women.</p> <p>The Commission is one of the first major donors to develop a strategy for coming years and its focal areas have been accepted by government. It is not yet clear where other donors will chose to focus their future efforts but some trends among donors are emerging in terms of level of support and interest in “leading” in the emerging CG process:</p> <ul style="list-style-type: none"> <li>.-refugee and IDP return support (EC, US and UK), education and health (Japan, US, EC and World Bank), livelihoods (EC and World Bank),</li> <li>.-infrastructure (US, EC, World Bank and Japan are leading on major roads projects with Germany being prominent in urban infrastructure).</li> <li>.-trade and investment (Germany and World Bank, with EC playing greater role from next year), public administration reform (World Bank, UK and EC) and Security (US, Germany, Italy and Japan).</li> </ul> <p>To date, the UK has taken the lead role in helping the ATA to develop a drugs strategy (see section on cross-cutting issues) and is a leading donor in support to the recurrent budget, refugee returns and rural recovery and sustainable livelihoods. Germany is leading the international effort in security (support to Afghan police force) with Japan taking a lead on demobilisation of ex-combatants. Italy has taken the lead in coordinating the justice reform process in Afghanistan.</p> <p>The EC is also striving to develop a portfolio of “EU wide” programmes with member states. The Kabul–Jalalabad-Torkham road project is being done with Sweden. The electricity rehabilitation of Kabul is being done with Germany. The Commission has also co-financed CIMIC operations with Finland and Sweden using the Rapid Reaction Mechanism. The Commission closely collaborates with the UK, Germany and Italy as regards their co-ordinating role for the drugs policy, the police reform and the judiciary.</p> <p>EC is cooperating with France on the health sector, in particular helping government address policy and reform options for the tertiary sector in 2003. Looking to the future, close continued cooperation with Member States will be paramount.</p> <p>The United Nations (UN) also plays a key role in Afghanistan. UN activities have been co-ordinated by the United Nations Assistance Mission to Afghanistan (UNAMA) under the leadership of the Special Representative of the Secretary General. There have been two major strands to the UN's role. On the political side, the UN has provided support to establish the ATA, and will continue to have a critical role in preparing for the 2004 elections. On the humanitarian and reconstruction side, the United Nations High Commissioner for Refugees (UNHCR), the United Nations Children's Fund (UNICEF) and the World Food Programme (WFP) have played a critical role in coordinating and providing humanitarian relief. Other UN agencies – for example, United Nations Development Programme (UNDP) are playing a key role in helping to build long-term capacity. As the ATA moves to a CG approach and matures its Capacity Building Groups, the need for direct support from the UN will change. However cooperation and coordination with the UN will continue to be critical and will remain a major feature of EC strategy. In keeping with this, the UN's 2003 programme of Transitional Assistance for Afghanistan (TAPA) will be based on the priorities established in the National Development Budget.</p>
Coordination of EC interventions	<p>The EC will strive to concentrate our planned activities for health and rural recovery and food security in specific geographic areas. There are several ways in which this could be approached, including by:</p> <ul style="list-style-type: none"> <li>.-Building on the geographic coverage of ECHO (e.g. focusing on those areas where ECHO have put basic health care facilities in place).</li> <li>.-Concentrating on those areas with the greatest refugee returns to promote sustainability (Kabul and North Kabul).</li> </ul>

	<p>.-Concentrating on those areas of greatest immediate need where the drought continues (Southern Afghanistan).</p> <p>.-Concentrating on those areas with the greatest poppy production to promote alternative livelihoods (e.g. Nangarhar).</p> <p>In the first year, the huge scale of the reconstruction task faced by Afghanistan and the need for strong political commitment and leadership, led to the creation of the Afghan Reconstruction Steering Group (with its four co-chairs US, EU, Japan and Saudi Arabia) to provide strategic direction. In Kabul, the Implementation Group chaired by the Afghan Government and assisted by vice chairs (WB, IMF, ADB, IsDB, and ASG) ensured co-ordination of reconstruction activities in the field. In addition, the Afghan Support Group (ASG), which had coordinated support over the last years, continues looking at humanitarian issues and interlinkages with reconstruction.</p> <p>These coordination mechanisms are now being consolidated under one Consultative Group process, as described in section 3.3. Local CG groups will be appointed for each of the twelve components of the NDB, headed by the Minister concerned and one or two lead agencies. The EC Office will take a lead agency role in rural livelihoods and, with others, on public administration and health. This role through the CG is crucial if the EC is to be able to implement this Country Strategy Paper. The EC office will also participate actively in the Gender Advisory Group to help ensure that gender is mainstreamed across all the Consultative Groups.</p> <p>At the local level, informal coordination is also key between donors. Within EU member states, the Commission's Kabul office has recently established a European donor forum to ensure that the Commission and member states develop a co-ordinated EU approach to key issues and meetings. In addition, there is an informal donor network started post summer with the EC/EU, US and Japan to avoid misinformation (as seen in 2002 on certain issues between EU and US) and to ensure common positions can be reached where possible.</p>
<b>What is the coherence between EC food aid and food security policy and national strategies of beneficiary countries, especially the PRSP?</b>	
Coherence of the overall objectives of CSP and PRSP or national strategies	<p>A key objective of Government has been to develop a programmatic approach to reconstruction in order to avoid proliferation of unfocused project ctivity and to give strategic direction to development partners.</p> <p>Quality of cross-references in PRSP with regard to FA and FS</p> <p>Total Financial Requirements for 6 priority sub-programmes over the first 18 months</p> <p>National Solidarity Programme and \$400 million</p> <p>Emergency Public Works</p> <p>National Education and Health Infrastructure \$150 million</p> <p>National Transport \$200 million</p> <p>National Water Resources \$300 million</p> <p>National Urban Institutions and Infrastructure \$95 million</p> <p>National Infrastructure of Governance \$70 million \$1.215 billion</p> <p>There is only a partially coherence of the overall objectives of CSP and PRSP of national strategies.</p>
Importance of FA-FS issue in PRSP or national	<p>A labour-intensive project, financed by a World Bank grant, is already being implemented. The current pilot project will have provided around 1 million person days of labour. Priorities for geographical targeting during scale up will be determined by a number of criteria including levels of poverty and vulnerability to hunger (4.3 million rural people as assessed by the Vulnerability Analysis Mapping</p>

strategies	<p>exercise undertaken by WFP and NGO partners during 2002), density of return for refugees and ex-combatants etc.</p> <p>Government has supported reduction in total levels of food aid for 2003 on the basis of its commitment to ensuring widespread access to cash based emergency employment by those who are otherwise unable to generate income. The Government wishes to upscale this project expanding from 12 to 32 provinces, with a focus on areas of return for excombatants.</p> <p>Afghanistan has extensive networks of canals, some of which were developed as part of systems which date back thousands of years. Despite this only 2-4% of land is used for cultivation. Since access to water is the limiting factor, targeted investment will expand the size of the irrigated area, thereby helping to create food security. The key challenge is to transform variable seasonable water flows from Afghanistan's four main river systems_ the Amu Darya, Hari-Rud, Hilmand-Arghandab, and Kabul _ into predictable sources of water for irrigation, power generation and domestic consumption.</p>
Clear definition of the role of EC within PRSP or national strategies	Quality of cross-references in PRSP with regard to FA and FS
Rationale of EC intervention	
Coordination of donors and government interventions	
Other Documents	
<b>North Korea</b>	
<b>What is the level of integration of the food security policy within the Commission's development strategy with the partner country concerned as laid down in the Country Strategy Paper (CSP)?</b>	
Coherence of the overall objectives of the food security policy and the CSP	<p>Similar overall objectives</p> <p>Quality of cross-references in CSP with regard to FA and FS</p> <p>To alleviate the humanitarian consequences of the economic crisis in the DPRK, the European Commission, Member States and other donors have in recent years been providing humanitarian assistance, food aid and support for agricultural rehabilitation. However, emergency aid needs to be combined with long-term development assistance programmes in order to enable North Korea to help itself. Having both humanitarian aid and development assistance at its disposal, the Community is well placed to help the DPRK in the crucial early stages of sustainable development.</p> <p>While the international community is providing considerable assistance to North Korea already, this is directed mainly at overcoming immediate humanitarian problems. Food security and sustainable rural development assistance (including reforestation) should continue to reduce the necessity of food aid and ensure that the considerable environmental damage caused by the struggle for food and heat is repaired.</p>

	<p>The general objective of Community development co-operation is to encourage sustainable development that could lead to a reduction of poverty in developing countries. Reducing poverty implies addressing the economic, political, social, environmental and institutional dimensions with which, as described above, North Korea is confronted. It also involves promoting equitable growth, investment, social and human development and environment protection.</p>
Importance of FA-FS issue in CSP	<p>Quality of cross-references in CSP with regard to FA and FS</p> <p>Efforts in the agriculture field will be focused on resolving the food crisis and it is planned to boost seed cultivation and potato farming and to increase the area of double cropping.</p> <p>The EU has contributed to peace and stability on the Korean Peninsula through its actions in the field of humanitarian and food assistance, its contribution to the KEDO project and by beginning a dialogue with Pyongyang (since December 1998, three political dialogue meetings have taken place, the last one in Pyongyang in December 2000).</p> <p>There is an insufficiency of almost everything needed to make an economy work: fuel, electricity, transportation infrastructure, communications, food, hard currency, although North Korea has considerable natural resources (mainly raw materials) and an educated and adaptable work force.</p> <p>In summary, the bad state of the DPRK's economy has clearly been a decisive factor in determining its recent move to exit from its isolation. International humanitarian assistance and food aid has helped to avert the worst effects of famine and economic collapse, but are not enough to revive the economy. Despite some signs of a possible turnaround (positive growth and some improvement in industrial production in 1999), the foundations for a sustained economic recovery do not yet exist. North Korea simply does not have the resources to rebuild its agricultural, industrial and infrastructure base.</p> <p>Food security and sustainable rural development (including forestry): Agriculture modernization and rehabilitation activities in the DPRK still remain a challenge and need to be continued. It should be ensured primarily through the EC Food Security Program in close cooperation with other donors (such as AREP/UNDP as a framework for sustainable rural development in the DPRK). A coherent food security policy reduces the necessity of food aid and ensures that the considerable environmental damage caused by the struggle for food is repaired. Structural reforms in the DPRK agriculture sector are necessary for our food security assistance to have a lasting positive effect.</p> <p>Around €20M for 2000 and 2001 have been allocated to North Korea from the Food Security budget to projects that would lead to sustainable increases in food security. This support, as in the case of humanitarian assistance would be dependent of North Korean authorities granting internationally accepted working conditions for our technical assistance experts. The North Korean authorities have until now complied in a satisfactory manner with the Agreement on implementation modalities reached in July 2000 and covering the activities of the food aid/food security and humanitarian experts. Moreover, they have allowed freedom of movement and access for programming purposes for our Technical Assistance team in Pyongyang.</p> <p>As a complement to food security programme, sustainable rural development actions can be foreseen to support the necessary increase in agricultural production, to avoid continuous soil erosion and to improve farm and forestry management in the DPRK. Technical assistance projects could encompass support for management, forestry, better knowledge of soil qualities, as well as technical exchanges and training.</p> <p>Energy is the basic sector for the DPRK's economic revival and poverty alleviation policies. The DPRK suffers from chronic shortages of both food and energy. On the supply side, the shortage of domestic coal is the main reason for the dramatic decrease in energy</p>



	<p>production.</p> <p>Without a regular provision of energy industry, hospitals, schools, households, cannot function properly nor dispose of the necessary energy supplies for heating, cooking, lighting. This aggravates the problem of hunger and encourages even more deforestation and other environmental problems. Due to energy shortages the grain production fell from 8 m tons in 1990 to 2.5mtons in 1996. Lack of fertilisers, fuels and electricity has reduced soil fertility, water pumping and field preparation which has limited harvest, processing and distribution of crops. They have also altered the rural ecosystems with the increased use of fuel wood and crop wastes.</p>
Clear definition of the role of the regulation within CSP	<p>Quality of cross-references in CSP with regard to FA and FS</p> <p>Between 1996 and 2000, UN appeals have mobilized about \$575 million, of which 94% has been allocated to food aid and food security, 5% for health and nutrition, and 1% for education. Nevertheless, food security for the North Korean population can only be assured in the long term with a rebuilding of a robust industrialized and service sectors as well as continued modernization of agriculture and efficient structural policies.</p> <p>There is no doubt that North Korea suffered severe adverse climatic conditions between 1995-1997. However, it fairly rapidly became apparent that the severe food shortage situation was a primarily a structural/policy problem rather than totally due to temporary bad climatic conditions. Given this situation, combined with the fact that food aid cannot solve food insecurity problems in a sustainable manner, the Commission adopted an approach of providing food aid associated with support to agricultural rehabilitation and production (30% in 1998, and 1999). The 2000 food security budget has been entirely composed of agricultural rehabilitation and production support (fertilizers, pilot projects on co-operative farms and technical assistance support). The 2001 programme provides for €20M for fertilizers.</p> <p>A coherent overall development for North Korea must be based on consistency between on the one hand, the technical and trade cooperation the Community is proposing during the next four years, the ongoing assistance in the fields of humanitarian assistance and food aid, and, on the other hand, a sustained political dialogue. Thus, assistance to North Korea for sustainable economic and social development must go hand in hand with respect for democratic principles and human rights and, prospects of regional peace and stability. Following the Council Conclusions of 9 October and 20 November 2000, the Commission decided to increase its assistance to the DPRK in a measured way, mainly in the form of technical cooperation and additional market access possibilities for the DPRK exports, which will contribute to the DPRK's economic and social development. Humanitarian and food security assistance will also continue, as well as our contribution to KEDO.</p>
Complementarities of the various EC instruments within CSP	<p>Complementarity of objectives</p> <p>Quality of proposed and operational co-operation and co-ordination of EC interventions Food aid: The EU has been providing significant food aid since 1997, via the Food Aid and Food Security budget line, supporting vulnerable people in the DPRK and in response to DPRK's appeals for assistance after a severe period of natural disasters and structural economic crisis. Initially a food aid assistance programme, it has increasingly become oriented towards agricultural rehabilitation and production with a view to a more sustainable approach towards increased food security. Assistance has been provided bilaterally, via the World Food Program (WFP) as well as via European NGOs that have established offices in the country with expatriate staff. In global financial terms, the Commission, over 4 years, has provided a total of approximately €168 million, delivered as follows:</p> <p>Bilateral: €106.7 million including €6 million implemented by European NGOs and technical assistance monitoring and support, WFP: €50 million including €12 million of food aid products distributed by European NGOs and €5 million of food aid approved for the Commission's 2000 budget but not yet delivered,</p>

	<p>NGOs: €11 million via 7 European NGOs, namely, CESVI, Concern, Children's Aid Direct, Action Contra La Faim, German Agro Action, Médecins Sans Frontières, Triangle.</p> <p>Humanitarian aid is provided by different UN-agencies, the Commission through ECHO, bilateral donors and NGOs. For example, in 2000, humanitarian assistance and food aid funded through the 2000 UN Consolidated Inter-Agency Appeal amounted to some €150M, mainly for food, health, nutrition, water and sanitation. All this UN humanitarian assistance is being coordinate by the UN Office for Coordination of Humanitarian Affairs (OCHA) which also ensures synergies between the activities of other humanitarian partners, including the EC.</p> <p>ECHO's interventions in the DPRK in 2000 amounted to €8M, whereas food aid and food security were worth €25.3M. Some Member States contribute via international agencies but also through bilateral assistance actions in the DPRK, in particular Germany (agriculture/health), Sweden (humanitarian, food, training) and Denmark (health/agriculture scholarships). Others are now planning a more active involvement, such as Italy (energy), United Kingdom, Germany, Sweden and France (training).</p> <p>World Food Programme (WFP) is the main channel to deliver food aid to the DPRK. It aims at saving lives and at improving nutritional status, mainly for children, the elderly people, and women. Partner organisations in this sector are the WFP, non-resident NGOs working via FALU, SDC, and ADRA (Swiss). A total of 1.9 million tons of food aid valued at \$858M had been donated between 1995 and 2000 to North Korea.</p> <p>More than 60 reforestation projects have been implemented under the WFP's (UN/FAO) food for work programme with a total area of 6 800 ha reforested.</p> <p>Cases of malnutrition are often not related only to lack of food, but also to intestinal disorders caused by lack of access to clean water and hygienic sanitation facilities. IFRC, UNICEF, and European NGOS (funded by ECHO) are active in this field.</p>
Coordination of EC interventions	<p>Existence of coordination mechanisms (new)</p> <p>Food security and food aid still represent the bulk of donor assistance, with a tendency to change from direct food aid towards the supply of fertiliser as well as technical assistance in agriculture. There is an attempt by international organisations working in the DPRK to slowly initiate, through small interventions, a style of programming more akin to rehabilitation and development activities with stakeholder involvement, monitoring and evaluation, sustainable analysis and joint planning on the basis of lessons-learned as well as substantial focus on capacity building.</p> <p>Continuous co-ordination with the related community programs, in particular the Food Security Programme would be necessary to ensure sustainability and continuity with the assistance already provided. Co-ordination with other donor and international agencies, in particular the WFP is equally important to avoid risks of duplication efforts and to ensure a coherent donor approach based on the substantial assistance provided by the international community to this sector.</p>
<b>What is the coherence between EC food aid and food security policy and national strategies of beneficiary countries, especially the PRSP?</b>	
Coherence of the overall objectives of CSP and PRSP or national	

strategies	
Importance of FA-FS issue in PRSP or national strategies	
Clear definition of the role of EC within PRSP or national strategies	
Rationale of EC intervention	
Coordination of donors and government interventions	
Other Documents	
<b>Bolivia</b>	
<b>What is the level of integration of the food security policy within the Commission's development strategy with the partner country concerned as laid down in the Country Strategy Paper (CSP)?</b>	
Coherence of the overall objectives of the food security policy and the CSP	<p>The goal of the EC in Bolivia, in line with those of the Bolivian Government, is to promote economic and human well-being through a reduction in poverty, inequity and social exclusion within the general framework of the Rio Summit objectives. What the Commission wants to achieve through its strategy is to support the poverty-reduction policies of the Government aimed at target populations in retained focal areas. The three priorities of the EC in this endeavour are: improved access to services and sustainable livelihoods; economic regeneration; regional integration and cooperation.</p> <p>In the November 2000 Statement, the Council and the Commission explained that the EU intends to concentrate its development cooperation efforts on six areas:</p> <ul style="list-style-type: none"> <li>– The link between trade and development;</li> <li>– Regional integration and cooperation;</li> <li>– Support for macroeconomic policies and the promotion of equitable access to social services;</li> <li>– Transport infrastructure;</li> <li>– Food security and sustainable rural development;</li> <li>– Institutional capacity building.</li> </ul>
Importance of FA-	Quality of cross-references in CSP with regard to FA and FS

FS issue in CSP	<p>Poverty, mainly considered as lack of purchasing power and/or low production levels, is the prime cause of IRRG_LQVHFXULW\ In many rural areas, food consumption is constrained by low output levels of peasant/indigenous households, which traditionally depend on own production for food supplies. Post-harvest losses further reduce their access to food. On the other hand, their dependence on the purchase of food has increased in relative terms, facilitated by the pursuit of alternative, and poorly paid, employment outside of the local economy. In urban areas, where poverty is becoming widespread, access to food is directly related to income levels, which are particularly low in the rapidly expanding peri-urban areas. The recent economic slow-down has had an immediate effect on employment opportunities, resulting in a reduced purchasing power of many urban consumers.</p> <p>Due to the expansion of soya production and exports during the 1990s, Bolivia is no longer a net importer of agricultural/food products. Domestic production provides about 90% of national food supply, 7% derives from commercial imports and 3% from food aid. Import dependency rates are high only for wheat and wheat flour. Expansion of domestic food production is constrained by low competitiveness in an increasingly liberalised, regional market; high transaction costs in most produce/food chains; and few investments in the processing industry.</p> <p>Poverty, mainly considered as lack of purchasing power and/or low production levels, is the prime cause of food insecurity.</p> <p>Generally, rural communities in the highlands show high malnutrition figures due to low incomes, limited food supply, lack of pre-natal care, (diarrhoeal) disease, poor housing conditions, and lack of access to basic sanitation. This poor quality of housing and the low level of access to drinkable water and basic sanitation have contributed to the poor health status of the population. Beyond trade-related technical assistance and capacity-building measures, the trade dimension has to be incorporated in the design of the rural development and food security programmes.</p>
Clear definition of the role of the regulation within CSP	<p>The goal of EC Cooperation with Bolivia is to promote economic and human well being through the reduction of poverty, inequity and social exclusion. The Country Strategy purpose is to support the policies of the Bolivian Government aiming at assisting the target populations in the retained priority areas.</p> <p>In line with the analysis detailed in the previous sections, the priorities of the European Commission in its relations with Bolivia are Improved Access to Services and Sustainable Livelihoods (including the promotion of equitable access to social services, food security and sustainable rural development); Economic Growth (including economic cooperation and the link between trade and development); Regional Integration and Cooperation (including transport infrastructure and the strengthening of regional networks).</p> <p>EU Co-operation has been active in Bolivia since the mid '70s. From its initial support to NGO Projects, the Co-operation then moved during the '80s to Food Aid and Technical and Financial Cooperation, aiming at poverty reduction.</p> <p>EU evolved progressively from providing direct food aid to food security programmes. Until 1993 Bolivia received modest quantities of food aid. From 1995 the EU has only financed food security operations on a cash basis.</p> <p>Food security and sustainable rural development, particularly in coca producing areas, is another key component of the Government's strategy for poverty reduction. The Government regards EC support to alternative development alongside that of USAID and UNDP as essential to the achievement of sustainable livelihoods for the people of these regions. Whereas alternative development projects are implemented through the EC financial and technical cooperation, other rural development projects and programmes are carried out through the other EC cooperation instruments, notably its food security programme.</p>
Complementarities of the various EC	<p>The health and education sectors are already heavily over-subscribed with donors. In health the World Bank, IDB, the US, the UK, the Swiss, the Spanish and the Dutch are all heavily involved. In education the picture is similar with the World Bank, IDB, the Japanese, the</p>

instruments within CSP	<p>Swedes, the Spanish and the Dutch presently the major donors. There is no need, nor room, for EC involvement in these sectors for the foreseeable future. However in water and sanitation only the Germans and the IDB are currently involved in a major way. The Bolivian Government views EC support as crucial to the achievement of objectives in this sector. The Commission intends to use technical and financial cooperation instruments, food security programmes and NGO projects.</p> <p>As far as the Food Security operations are concerned, these have benefited, in general terms, the target population living in conditions of "food insecurity" either through projects implemented at the Municipal level, in the spirit of the Popular Participation and Administrative Decentralisation Laws, or through sectoral programmes managed by the Ministry of Agriculture. The Programa de Apoyo a la Seguridad Alimentaria (PASA) constitutes the main food security operation. PASA is managed by the Government and consists of three components: Institutional Support, Investments and Microfinance. A smaller operation is financed directly through NGOs.</p> <p>The main financial instruments of EC Cooperation with the Government of Bolivia are:</p> <ul style="list-style-type: none"> <li>– The ALA (Asia - Latin America) budget articles of the General Budget of the European Community that finance Technical and Financial (B7-310) as well as Economic Cooperation (B7-311), both at the national and at the regional level, the latter aimed at providing regional integration; in addition, support for the Rio Summit priorities in Latin America, including Bolivia, is provided through a number of horizontal programmes covering key fields (ALFA, URB-AL, ALURE, AL-INVEST, @LIS);</li> <li>– The Food Security Budget Line (B7-6200).</li> </ul> <p>The main sectors of cooperation for the Member states active in Bolivia are:</p> <ul style="list-style-type: none"> <li>– Germany: Administrative and judicial reform, civil society, drinkable water and sanitation, sustainable agricultural development, protected areas management, financial system development, renewable energies.</li> <li>– Belgium: institution building; environment; gender, public health and scientific activities related to tropical diseases; integrated rural development; urban development; debt reduction.</li> <li>– Denmark: institutional reform; popular participation, decentralisation and support to indigenous people; agriculture and rural development; environment and natural resources management.</li> <li>– Spain: poverty reduction; gender equality; sustainable environment, microfinance, education, health, support to universities, justice, national culture – notably through FAD credits (Development Aid Fund).</li> <li>– France: education, health, drinkable water, institutional reform.</li> <li>– Italy: health and child care (food security); natural resources, river basin management, alternative development.</li> <li>– The Netherlands: institutional reform (incl. fight against corruption, ombudsperson), civil society, decentralisation; education; rural productive development.</li> <li>– The United Kingdom: through the lens of social inclusion and human rights, DFID will work to achieve two key outcomes which are related to the implementation of Bolivia's poverty reduction strategy: pro-poor growth and pro-poor governance.</li> <li>– Sweden: water and sanitation, education reform, public administration reform, decentralisation, private sector development, R&amp;D, gender, human rights &amp; democracy.</li> </ul> <p>Multilateral and other donors active in Bolivia are as follows:</p> <ul style="list-style-type: none"> <li>– World Bank: public sector management, education, health, economic policy, Environment, energy, transport, mining, private sector development.</li> </ul>
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	<ul style="list-style-type: none"> <li>– FAO: food security, sustainable management of natural resources.</li> <li>– UNICEF: social policies, health nutrition, basic sanitation, Education, development of municipal capacities, environment.</li> <li>– BID: economic growth and opportunity creation, human capital development and access to basic services, governance and consolidation of state reform.</li> <li>– OEA: Bi-national commission Rio Bermejo and Rio Grande Tarija Water basin management, governance, Education.</li> </ul>
Coordination of EC interventions	The EC food security programme is already implemented largely through the Government structures (Ministry of Agriculture, Prefectures) and municipalities. It will have to focus on strengthening the capacity of the Government to impulse and manage its food security policy and the institutional capacity of the participating municipalities.
<b>What is the coherence between EC food aid and food security policy and national strategies of beneficiary countries, especially the PRSP?</b>	
Coherence of the overall objectives of CSP and PRSP or national strategies	<p>The objective of the BPRS is to reduce poverty and promote human development, placing emphasis on the neediest members of the population through improved access to markets, building capacities by providing basic public services, increasing social protection and security, and promoting citizen participation and integration within a context of growth with equity and rational use of natural resources.</p> <p>The State will therefore be focused not only on growth targets, but also on poverty and social-exclusion reduction objectives. Bolivia needs to create the conditions to facilitate skills development by empowering the production sectors, allowing them to compete on external markets, and by increasing and diversifying production. To expand employment opportunities and incomes for the poor, the BPRS proposes strategic actions and specific policies relating to: (i) promoting rural development; (ii) encouraging development of micro- and small enterprises; (iii) developing microfinancing; (iv) supporting technological assistance; (v) increasing the road infrastructure; and (vi) expanding income-earning opportunities for Bolivian citizens as asset owners. The actions needed to achieve these specific objectives are examined below.</p>
Importance of FA-FS issue in PRSP or national strategies	<p>In 1999, 63 percent of the population (approximately 5.1 million persons) had income (or household expenditure) below the poverty lines, and 37 percent had incomes below the cost of only a basic food basket (extreme poverty). In rural areas, more than 80 percent of the population lived in poverty conditions, and approximately 60 percent lived in extreme poverty.</p> <p>In the markets for agricultural products, the sector representing them observed that unfair competition is generated by smuggled, donated food and imports of some products for social programs. By contrast, it was pointed out that agricultural marketing is conducted through intermediaries, which distorts market incentives, restricting the participation of small producers in competitive markets. The competitiveness of the agricultural sector will be increased through effective interconnection of the various stages of production and marketing. This interconnection will be developed by means of identifying and implementing agro-food and agro-export networks.</p> <p>Malnutrition is highest in rural areas, in the highland communities, and in the poorest departments. The causes of malnutrition are varied and are affected by both the limited supply of food leading to low quality intake and some factors associated with household resource allocations unfavorable to children, including lack of care from prenatal care on, diseases (especially diarrheal disease), low educational levels among mothers, precarious housing conditions, lack of access to basic sanitation and the population's general state of poverty.</p> <p>Food security exists when everyone always has physical and economic access to a sufficient amount of food to carry on a healthy and productive life. Food security this encompasses a broad range of policies, including income creation, increasing the production and improving the quality of food and of the Bolivian diet. In the Strategy, specific policies are proposed for the productive aspects and for</p>

	incomes, health, and education in the opportunity pillar and the development of productive capacity pillar. To complement the above, the participation of NGOs in implementing food security programs will be regulated. The design and execution of such programs must be consistent with regional productive potential and local knowledge, but should also promote activities that have a possibility of being economically sustainable.
Clear definition of the role of EC within PRSP or national strategies	<p>During the past five years, actions to promote rural development have been supported by external financial initiatives that were broad in scope, such as the Program in Support of Food Security (PASA). However, the impact has been limited and bottlenecks have been identified in the process of qualifying projects and transferring resources to the executing bodies (municipalities, prefectures, and other private institutions implementing microcredit programs).</p> <p>The association of resources in programs such as PASA should be adapted to the priorities set forth in the Strategy regarding rural development. In addition, an effort will be made to make the current project qualification and resource transfer arrangements compatible with the new guidelines established for the policy on public investment resource allocation, so as to make the arrangements more flexible.</p>
Rationale of EC intervention	
Coordination of donors and government interventions	
Other Documents	
<b>Ecuador</b>	
<b>What is the level of integration of the food security policy within the Commission's development strategy with the partner country concerned as laid down in the Country Strategy Paper (CSP)?</b>	
Coherence of the overall objectives of the food security policy and the CSP	<p>The EU is the second most important trading partner for Latin America and the second largest investor in the region. The Summit also built on the cultural affinities that exist between the two regions as a basis for closer relations. The EU intends to concentrate its development cooperation activities in six areas: (1) the link between trade and development; (2) regional integration and cooperation; (3) support for macroeconomic policies and the promotion of equitable access to social services; (4) transport infrastructure; (5) food security and sustainable rural development; and (6) institutional capacity building.</p> <p>The Government has created three mechanisms to reduce poverty: the 'Bono Solidario' (social grants), the 'Beca Escolar' (school grants) and the 'Programas de Alimentación' (food security programme).</p> <p>The EC response strategy is primarily to help the Government fight poverty, and more precisely to cushion not only the social impact, but also the environmental impact, of the country's economic problems. This poverty-reduction focus across the whole range of EC cooperation instruments (financial, technical and economic cooperation, food security, and cooperation with NGOs) is coupled with measures aiming to assist economic recovery and strengthen links between Ecuador and the other countries of Latin America, as well as with the European Union.</p>

Importance of FA-FS issue in CSP	<p>Households living in extreme poverty or indigence (i.e. whose income is not sufficient to cover the cost of a basket of basic food and are thus considered highly food insecure) are now estimated at 34% of the population (1995: 12.3%; 1998: 14.3 %). Poverty levels in rural areas present an even bleaker picture, being approximately 30% higher than national averages. As a consequence, the food security and nutritional status of the poorest sectors of the population continue to deteriorate; this phenomenon appears to be particularly acute for larger households and children below 18 (79% of whom are estimated to live in poverty).</p> <p>Food security &amp; sustainable rural development. The Government has drawn up an 'Environmental Strategy for the Sustainable Development of Ecuador' which the Commission intends to support in line with its commitment to ensure the linkage of development with the preservation of biodiversity and natural resources. Given the scale of the challenges facing Ecuador in this respect, in particular with regard to the economic prospects for the oil industry, many donors, including the EC (through the 1994 Petramaz project), are active in this sector. Special efforts are therefore needed in terms of coordination (see below). As far as food security is concerned, the intention of the Commission is to support local initiatives addressing the issue through the Government's PROLOCAL programme.</p>
Clear definition of the role of the regulation within CSP	<p>Most evaluations of financial and technical projects and of NGO projects conclude that EC cooperation fulfils the objectives of the projects in their various different sectors and areas of intervention. One constant comment that can be found in most reports on larger financial and technical cooperation projects concerns the complexity of EC procedures and the fact that EC cooperation is sometimes slow. This is probably a consequence of the centralised aid management mechanisms which have marked cooperation with Ecuador since the outset. The day-to-day follow-up of projects was also complicated by the fact that the Commission has no permanent representation in Quito. The Commission Delegation in Bogotá, Colombia, which handles EC assistance to Ecuador will be included in the 'decentralisation' process in 2002. This devolution of enhanced management responsibility and decision-making power to the Delegation should help overcome the bottlenecks encountered in the past. Availability of the national contribution to projects has also caused some delays in implementation. Attention was also drawn to insufficient coordination among the different cooperation instruments used by the EC in its cooperation with Ecuador, and this problem will be taken into account in designing and implementing future interventions. The major difficulty in this respect is to ensure appropriate coordination and consistency between the 'programmable' financial instruments of the EC (financial, technical and economic cooperation; food security programme), which are implemented in partnership with the Ecuadorian Government, and the 'non-programmable' financial instruments implemented in collaboration with civil society (NGOs) and selected through a bottom-up procedure (i.e. open and competitive 'calls for proposals'). The main lesson learnt is that, while it is important to leave the NGOs with the initiative of proposing projects, the Commission has to select those most consistent with its strategic objectives in the country.</p> <p>In 1998, five main areas were identified as priorities for EU cooperation<sup>15</sup>:</p> <ul style="list-style-type: none"> <li>– Poverty alleviation, with operations targeting health, education and the strengthening of public services (one example being the project on the Social Development of Quito's Historical Centre);</li> <li>– Institutional support and the strengthening of the rule of law;</li> <li>– Environment;</li> <li>– Economic cooperation;</li> <li>– Communication infrastructures.</li> </ul> <p>Since 2000, an important new component has been added to the portfolio of EC activities in Ecuador with the launch of a food security programme. This programme is also important from a methodological viewpoint, in that it is the first programme implemented in Ecuador</p>



	<p>with a sector-wide approach, i.e. through the relevant Ministries (Social Welfare and Health), and in partnership with other donors (the World Bank and the WFP).</p> <p>The EC food security programme for Ecuador is now in its initial implementation phase, and the EC food security technical assistance unit was set up in Quito in mid-2001.</p> <p>From a methodological viewpoint, one of the weaknesses of EC support to Ecuador over the years has been the relatively limited impact of the supported programmes or projects at the policy-making level, because of their limited geographical or thematic scope. Given the relative importance of the EC compared to other donors and creditors to Ecuador, a move towards a sector-wide approach, as recommended by the relevant Development Council conclusions, therefore seems appropriate. In this respect, the EC food security programme may be considered a test case, whose results should be carefully monitored.</p>
Complementarities of the various EC instruments within CSP	<p>The main instruments of EC Cooperation with the Government of Ecuador come from two sources:</p> <ul style="list-style-type: none"> <li>– The ALA (Asia - Latin America) budget articles in the General Budget of the European Community, which finance Technical and Financial (B7-310) as well as Economic Cooperation (B7-311), both at the national and at the regional level, the latter aimed at supporting regional integration; in addition, support for the Rio Summit priorities in Latin America, including Ecuador, is provided through a number of horizontal programmes covering key fields (ALFA, URB-AL – with 21 participations by 8 Ecuadorian cities and 3 external members in 8 thematic networks and 26 participations of 4 municipalities and 1 external member in 24 common projects –, ALURE, AL-INVEST, @LIS);</li> <li>– The Food Security Budget Line (B7-6200).</li> </ul> <p>As far as cooperation with NGOs is concerned, other budget lines are used to finance development activities in Ecuador: Human Rights and Democracy, Environment &amp; Tropical Forests, NGO Co-financing (poverty reduction), and Humanitarian Aid.</p>
Coordination of EC interventions	<p>Attention was drawn to insufficient coordination among the different cooperation instruments used by the EC in its cooperation with Ecuador, and this problem will be taken into account in designing and implementing future interventions. The major difficulty in this respect is to ensure appropriate coordination and consistency between the 'programmable' financial instruments of the EC (financial, technical and economic cooperation; food security programme), which are implemented in partnership with the Ecuadorian Government, and the 'non-programmable' financial instruments implemented in collaboration with civil society (NGOs) and selected through a bottom-up procedure (i.e. open and competitive 'calls for proposals'). The main lesson learnt is that, while it is important to leave the NGOs with the initiative of proposing projects, the Commission has to select those most consistent with its strategic objectives in the country.</p> <p>The Commission's food security programme in Ecuador is already implemented using a sector-wide approach: it provides a support programme for the Ministry of Social Welfare's local development initiatives in collaboration with the World Bank, and also supports some of the Health Ministry's programmes.</p> <p>NGO Co-financing: This instrument should be used to complement the 'programmable' instruments so as to help reduce social imbalances through the promotion of equitable access to social services, food security and sustainable rural development. Work with NGOs could be envisaged in particularly sensitive areas or areas not covered by the programmes implemented with the Government or by other donors.</p>

<p><b>HONDURAS</b></p>	<p>There is a coherence of the <u>overall objectives</u> of the food security policy the CSP and PRSP. The Declaration sets out six priority areas of action for the cooperation of the European Union, namely the link between trade and development; support for regional integration and cooperation; support for the macro-economic policies and promotion of fair access to social services; transport; food security and sustainable rural development strategies; strengthening of the institutional capacity, above all concerning the good governance and the rule of law.</p> <p>There is no clear <u>definition of the role</u> of the regulation within CSP. PRRAC plays a major role in Honduras. Furthermore, it is necessary to emphasise the <u>Food Security</u> line which has supported several NGO projects and three larger programmes:</p> <p>Rural Credit programme in support of Food Security, and a Land Programme in Support for Food Security and a Support Programme for the Marketing of Farming Products for Small Producers of Honduras. As Honduras is extremely vulnerable to natural disasters, it has been one of the focus countries of <u>EC emergency assistance</u>, in particular under the framework of ECHO.</p> <p>In PRSP one couldn't find a clear definition of the role of EC.</p>
<p><b>What is the level of integration of the food security policy within the Commission's development strategy with the partner country concerned as laid down in the Country Strategy Paper (CSP)?</b></p>	
<p>Coherence of the overall objectives of the food security policy and the CSP</p>	<p>The directives for cooperation with Honduras are defined since 1984 in the framework of the meetings of San Jose among the EU and the Central American countries (Honduras, Costa Rica, El Salvador, Nicaragua and Panama). The San Jose process, renewed in Florence in 1996, has established the following general objectives for future cooperation with the countries and the region:</p> <ul style="list-style-type: none"> <li>- Strengthen the peace process and the democratisation of the region;</li> <li>- Promote viable and equitable economic and social development;</li> <li>- Strengthen the fight against delinquency;</li> <li>- Support consolidation and modernisation of the rule of Law;</li> <li>- Strengthen the social policies.</li> </ul> <p>At the same time, in the framework of the follow-up of the Summit between the EU and Latin- America and the Caribbean (Rio de Janeiro, 1999), the Commission 1 confirmed that the current priorities for the Central American sub-region are the rule of law and human rights, the support to social policies and the integration into the international economy. Likewise, the EC emphasised that prevention/handling of the natural disasters and the environment, as well as the consolidation of the process of regional integration should take a special importance in Community cooperation. At a regional level, the Regional Advisory Group with the Central American countries affected by hurricane Mitch and the donor countries and organisations, held in Stockholm in 1999, established a series of guidelines and objectives for the reconstruction of the region:</p> <ul style="list-style-type: none"> <li>• Reduce the ecological and social vulnerability of the region, as a principal objective;</li> <li>• Support the reconstruction and the transformation of Central America on the basis of transparency, good governance and democracy and by strengthening the decentralisation of duties and competences, with the active participation of civil society;</li> <li>• Promote the respect of human rights as a permanent objective. The promotion of equal opportunities, the rights of the childhood, the ethnic groups and other minorities deserve special efforts;</li> <li>• Coordinate the efforts of the donors, guided by the priorities established by the recipient countries;</li> </ul>

	<ul style="list-style-type: none"> <li>• Intensify the efforts to reduce the load of the external debt of the countries of the region.</li> </ul> <p>The main objective of MPNRT is to recover and improve the social, economic and environmental conditions that prevailed before hurricane Mitch and create the appropriate framework "to establish the foundations for a process of national transformation, with a view to constructing a better country prepared to face future challenges."</p> <p>The Honduran government considers the MPNRT like a medium term instrument (up to 2005). Four thematic areas of action were defined:</p> <ul style="list-style-type: none"> <li>-The recovery and ivigoration of the productive sectors and services through direct actions closely related to the reconstruction of infrastructure and the consolidation of healthy macro-economic policies and structural reforms;</li> <li>-the fight against poverty, through short-term actions and medium and long term strategies, as well as the promotion of integrated human development with emphasis in the sectors of health, nutrition, education and housing;</li> <li>-the protection and improvement of environment, risk management and mitigation of disasters;</li> <li>-the democratic participation in the MPNRT through, among others, the improvement of the democratic political system, the strengthening of the judiciary, the decentralisation of the executive, the support to organised civil society and its incorporation in the consultation process in particular through representatives of women and ethnic groups.</li> </ul> <p>The new elected president Maduro has made the fight against criminality the main objective of its government. He is supporting the adoption of a new legislative framework and very strict implementation of law ("tolerancia cero").</p>
Importance of FA-FS issue in CSP	<p>The Joint Declaration of the Council of Ministers and the European Commission on the Community Development Policy (November 2000) establishes as the principal aim of the EU cooperation the reduction in the poverty and ultimately its elimination. The Declaration uses a wide interpretation of the concept of the poverty: "the poverty is not defined only by the lack of income and economic resources, but also includes the concept of vulnerability and the impossibility to have access to adequate education, food, health, natural resources, drinking water, land, work, credit, information and political participation, services and infrastructure." (Article 8). To achieve this aim, the Declaration sets out six priority areas of action for the cooperation of the European Union, namely:</p> <ul style="list-style-type: none"> <li>-the link between trade and development;</li> <li>-support for regional integration and cooperation;</li> <li>-support for the macro-economic policies and promotion of fair access to social services;</li> <li>-transport;</li> <li>-food security and sustainable rural development strategies;</li> <li>-strengthening of the institutional capacity, above all concerning the good governance and the rule of law.</li> </ul> <p>As far the reduction of the vulnerability to natural disasters, the challenges are:</p> <ul style="list-style-type: none"> <li>- The introduction of a component of vulnerability assessment in all economic and social planning;</li> <li>- The integration of disaster preparedness measures in development and environmental programmes;</li> <li>- The awareness raising of the population on the need for sustainable development and the risks associated with uncontrolled use of natural resources;</li> <li>- The adoption of a comprehensive legislative framework to fight deforestation and degradation of environment;</li> </ul>

	<ul style="list-style-type: none"> <li>- To involve local authorities and communities in the environmental protection;</li> <li>- To address issues of food security in medium/long term with relevant policies of incentives to local communities;</li> <li>- To increase cooperation between disaster relief organisations in neighbouring countries.</li> </ul>
Clear definition of the role of the regulation within CSP	<p>For the period of 1998-2000 programmes and projects for a total of Euros 90.3 million have been approved.</p> <p>In the last few years financial and technical cooperation, and economic cooperation with Honduras have been guided by the three priorities identified in the Country Strategy Paper 1998 to 2000, namely (a) consolidation of the democratic process, (b) investment in the human resources and (c) sustainable economic development.</p>
Complementarities of the various EC instruments within CSP	<p>In response to the reconstruction needs following Hurricane Mitch, the EC adopted an extraordinary financial package for the region of an amount of Euros 250 milion, 119 of which for projects in Honduras. The resulting programme PRRAC includes activities in a number of sectors such as water and sewage (60% of total interventions), education, health and institutional capacity. Furthermore, it is necessary to emphasise the Food Security line which has supported several NGO projects and three larger programmes: Rural Credit programme in support of Food Security, and a Land Programme in Support for Food Security and a Support; Programme for the Marketing of Farming Products for Small Producers of Honduras. As Honduras is extremely vulnerable to natural disasters, it has been one of the focus countries of EC emergency assistance, in particular under the framework of ECHO. In several occasions, the most recent being the summer 2001 drought and Hurricane Michelle, ECHO provided very timely and targeted assistance (750.000 and 500.000 EUR respectively) in close cooperation with the Honduran relief agencies and the government. In addition, ECHO has been financing Disaster Preparedness projects through its DIPECHO programme since 1998. These projects aim at reducing the vulnerability of its local communities to disasters. A specific programme for HIV prevention Aids (drawing from the specific horizontal budget line) has also been launched.</p> <p>Other budgetary lines of relevance for Honduras are the Tropical Forests and Environment, NGO Co-financing and Uprooted Populations. Under the latter an integrated rural development project has been financed in Bolsones area bordering El Salvador.</p>
Coordination of EC interventions	<p>Apart from the coordination taking place in the framework of the G-15 group, there are at least monthly meetings of the EU MS Ambassadors and the Head of the EC delegation for Central America under the initiative of the EU MS assuming the rotating presidency. These meetings allow an exchange of views on the country's economic and social situation as well as priorities in cooperation including in the G- 15 framework.</p>
<b>What is the coherence between EC food aid and food security policy and national strategies of beneficiary countries, especially the PRSP?</b>	
Coherence of the overall objectives of CSP and PRSP or national strategies	<p>The fundamental objective of the PRSP is to reduce poverty significantly and sustainably, based on accelerated and sustained economic growth whose benefits are distributed more equitably through greater access by poor people to the factors of production, including the development of human capital, and to social safety nets.</p> <p>The <b>reduction of poverty in rural areas</b> has the following key objectives: i) improve equity and security in access to land on behalf of organized and independent small farmers (campesinos) and indigenous people, thus allowing income improvement and food security for rural families; ii) promote sustainable development in high-priority areas, under mechanisms that guarantee participation of local governments and communities; iii) improve the competitiveness of the small rural economy, in order to increase production and improve</p>

	<p>the efficiency and competitiveness of small rural producers, by facilitating access to infrastructure and to support services in markets, technology and financing; and iv) improve social conditions in rural areas, in order to strengthen social infrastructure and increase coverage of poverty-reduction programs in rural areas that are most depressed and have the greatest incidence of poverty.</p> <p>The <b>reduction of the urban poverty</b> has the following objectives: i) stimulate the development of micro, small and medium-size enterprises, as a source of generating employment and income for poor families in urban areas; ii) foster the development of intermediate cities, seeking to make them hubs of regional development, which implies strong interrelationships with the productive activities of the nearby rural areas; iii) stimulate the construction of low-cost housing through legal, financial and participatory procedures that allow low-income families to access sustainable solutions to their housing needs; and iv) improve access to basic services of potable water, sanitation, electricity and transport for those living in marginal urban areas.</p>
Importance of FA-FS issue in PRSP or national strategies	<p>Mechanisms need to be established to improve coordination between FHIS and PRAF, and between these entities and the ministries directly related to them, particularly the Ministries of Health and Education. Also important is coordination with several rural development projects implemented by the Ministry of Agriculture and Livestock (SAG), food assistance projects and others related to the activities developed by both entities. The objective, in any event, is to avoid duplication and to maximize program support benefits for the poorest sectors of the population.</p> <p>To achieve the goal of <b>decreasing malnutrition in children under 5 to not more than 20%</b> programs providing food vouchers and attention to pregnant women need to be expanded and strengthened; the importance of breast feeding needs to be promoted; and food and nutrition monitoring systems need to be implemented in urban and rural health centers to permit early warning and on time corrective measures. The greatest efforts will be made during the first 5 years of implementation of the PRS. Achievement of this target will also permit reductions in school dropouts and absenteeism.</p> <p>Given the complexity and multisectoral nature of the problems that affect the rural sector, various projects have been implemented in areas such as titling and access to land; rural development, creation and transfer of agricultural technology, irrigation systems, management of rural areas; and food security, among others. At present a series of actions are being carried out, including projects to strengthen the small rural economy.</p> <p><b>A specific Objective is to guarantee access to land and secure land tenure, for organized and independent small farmers and ethnic populations to improve the income and food security of rural families.</b></p> <p>Policy measures are to develop mechanisms for the capitalizing of small agricultural enterprises dedicated to the production of food for basic consumption, especially mechanisms that protect natural resources, establish production chains and solidarity markets, and promote diversification of products with higher rates of return and incorporate into FHIS and PRAF programs the promotion of productive vegetable gardens and food-conservation activities carried out by rural women which help improve incomes and the nutritional status of their families.</p>
Clear definition of the role of EC within PRSP or national strategies	
Rationale of EC intervention	

<p>Coordination of donors and government interventions</p>	<p>The objective of the program “<b>Sustainable food assistance</b>” is to adopt better coordination mechanisms to optimize the distribution and use of food and other donated supplies, as well as to improve the use and sustainability of food assistance programs, by promoting crop diversification and the implementation of projects benefiting the community. It also includes activities to support rural women in food production, particularly through access to the factors of production.</p> <p>There is to improve the coordination of food aid and donations of key inputs to support small productive projects and community construction activities, in order to improve their coverage and targeting and to avoid negative effects on local production.</p> <p>The organization of the participatory process in the PRSP framework was coordinated by the Social Cabinet, which established a National Technical Team to support the preparation of the document. Representatives from the institutions integrating the Social Cabinet<sup>2</sup> and other centralized and decentralized institutions related to the Strategy's basic areas formed this team<sup>3</sup>. The Technical Team undertook a highly collaborative effort with the various Government institutions, being active in each stage of preparing the Strategy, as well as in the joint definition of priorities, intersectoral coordination activities and preparation of cost estimates for programs and projects, among other tasks.</p> <p>Honduras does not have a single institution managing water and sanitation systems. Several institutions and organizations are trying to solve the problems of this sector, without the necessary coordination.</p> <p>Mechanisms need to be established to improve coordination between FHIS and PRAF, and between these entities and the ministries directly related to them, particularly the Ministries of Health and Education. Also important is coordination with several rural development projects implemented by the Ministry of Agriculture and Livestock (SAG), food assistance projects and others related to the activities developed by both entities. The objective, in any event, is to avoid duplication and to maximize program support benefits for the poorest sectors of the population.</p> <p>Furthermore, a consensus was reached on a proposal for national educational transformation, prepared by civil society under the coordination of the National Convergence Forum (FONAC). This Strategy does not cover all actions formulated in that proposal, but rather seeks to complement it by addressing those elements that have greatest impact on improving the educational level of the poor population.</p> <p>The process of <b>identifying actions</b> should take place mainly at the local level, with the participation of municipalities, NGOs and private enterprises. Coordination at the municipal level will be a precondition for financing activities, so that the overall demand for projects does not exhaust the capacities of the Poverty Reduction Fund (PRF) and it can respond effectively to people's needs.</p> <p>To begin implementing the PRS and assure its efficient progress, an operational coordination arrangement will be established among SINEG, UNAT, SEFIN and SETCO. This basic organizational structure will be in close contact with all entities involved in the implementation of the PRS to maximize the impact of PRS activities on the goal of reducing poverty. Activities will also be coordinated with the System of National Municipal Follow-up (SINIMUN) of the Ministry of Governance and Justice.</p> <p>The National Institute of Statistics is a technical, autonomous institution, incorporated and with its own assets, with an Administrative Council chaired by the Minister of the Presidency. INE is responsible for the coordination of the National Statistical System (SEN). In coordination with UNAT and SINEG, INE will support the definition and collection of basic indicators that will permit an effective follow-up with respect to the goal of poverty reduction.</p>
<p>Other Documents</p>	

<b>Albania</b>	<u>Food aid</u> played an important role due to the Kosovo crisis in 1999, which provoked a huge flow of refugees into Albania. <u>The overall objectives</u> of CSP attach great importance to education and trade. <u>Food security issues</u> are rather mentioned in the context of food quality. There is coherence between PRSP and CSP. Also in PRSP, food aid issues can be found but not food security issues. The Albanian Government is getting support from some international donors for the implementation of this plan, in particular the Council of Europe, the EU, WB and some bilateral donors, such as the Dutch, Danish, Italian Governments, and US. The decentralization reform is being supported by many donors (Council of Europe, USAID, the WB, the Dutch, Italian, Danish Government, etc.)
<b>What is the level of integration of the food security policy within the Commission's development strategy with the partner country concerned as laid down in the Country Strategy Paper (CSP)?</b>	
Coherence of the overall objectives of the food security policy and the CSP	The EC CARDS programme can most effectively assist the partner country in meeting those challenges by focusing on the priorities of (i) justice and home affairs, (ii) administrative capacity building, (iii) economic and social development, (iv) environment and natural resources and (v) democratic stabilisation. The EU's co-operation objectives with Albania are anchored in the Stabilisation and Association Process, a proximity policy which reflects the political and strategic importance of the Balkans to the EU. The Stabilisation and Association process is a framework in which a new contractual relationship (Stabilisation and Association Agreements) and an assistance programme (CARDS) help each country to progress, at its own pace towards EU membership.
Importance of FA-FS issue in CSP	A number of key measures are proposed in the field of agriculture, including finalising the land registration process, extending the programme of rehabilitation of irrigation and drainage infrastructure, strengthening regulatory institutions in the field of food security, and formulating a strategy for promoting the export of agricultural products.
Clear definition of the role of the regulation within CSP	<p>Quality of cross-references in CSP with regard to FA and FS EC support should be provided, mainly in three areas:</p> <p>I) Capacity building in a number of regulatory areas closely related to the WTO agenda and FTA prospect: standards regulation, TBT elimination, intellectual and industrial property rights, rules of origin, and services regulation.</p> <p>II) The adoption and implementation by Albania of EC standards and conformity assessment procedures, aimed at i) increasing the quality of its products and, therefore, its export capacity, and ii) achieving gradual alignment to the acquis in this area.</p> <p>III) To enhance the capacity of the Albanian phytosanitary and veterinary services, aiming at boosting Albania's export capacity, adequately controlling imports of plant and animal products, and to ensure the development and implementation of quality control and food safety regulations.</p> <p>Five key areas have been identified as central for EC assistance. They are, in order:</p> <ul style="list-style-type: none"> <li>-Justice and home affairs notably through the strengthening of the judiciary, ensuring public order, fighting organised crime, fraud and corruption</li> <li>-Administrative capacity building notably through enhancing the overall implementing and enforcement capacity of the Albanian public administration, including as regards specific areas of a future SAA and commitments to WTO.</li> <li>-Economic and social development, notably through providing support to certain key areas such as trade, education and transport.</li> <li>-Environment and natural resources notably through institutional strengthening (with particular emphasis on implementation and enforcement issues), improved monitoring of pollution indicators and better urban and regional planning.</li> <li>-Democratic stabilisation notably through the improvement of the electoral system and the strengthening of civil society.</li> </ul>

Complementarities of the various EC instruments within CSP	<p>Since 1991, Albania has benefited from a total Community assistance of Euros 1020 millions of Which Euros 85 million are loans from European Investment Bank. From 1991 to 1993, a total of Euros 318 millions was provided as emergency and food aid. From 1994 to 1996, PHARE provided Euros 190 millions in grants to support Albanian economic reform. After the crisis in 1997, EC support concentrated on fewer priorities and focused on the re-establishment of the rule of law (police, customs, justice, public administration...) and the development of basic infrastructures (transport, water supply, Local Community Development). Albania received Community macrofinancial assistance in the form of grants totalling EUR 105 million in two operations (EUR 70 million decided in 1992 and EUR 35 million decided in 1994) disbursed between 1992 and 1996.</p> <p>More recently, the Community has supported Albania's short- and medium-term adjustment and reform programme with targeted support to the budget: EUR 14.5 million through the PHARE Special Assistance for Public Administration reform (disbursed in 1999 and 2000), and EUR 5 million through a Food Security/Food Aid facility decided in 1999. To help the country to cope with the costs linked to the presence of refugees during the 1999 Kosovo crisis, the Commission also provided to Albania exceptional grant budgetary support of some EUR 33 million.</p> <p>In the context of the IMF 3-year programme approved in May 1998 and supported by a Poverty Reduction and Growth Facility (PRGF), the Council decided on 22 April 1999 to provide to Albania a macro-financial assistance facility of up to EUR 20 million. Unlike the previous two macro-financial assistance operations, this assistance was to take the form of a loan, in view of other grant assistance provided by the Community. However, the implementation of the EC macro-financial assistance was not initiated because the Albanian authorities indicated they were not interested in borrowing money at Community market terms.</p> <p>The 2001 CARDS programme (Euros 37,5 millions) focuses on SAP priorities. JHA issues (43 percent of the budget), local Community development (27%) and institution building (24%).</p> <p>Two Member States, the United Kingdom and Sweden, have elaborated a Country Assistance Strategy for the period 2001 – 2004.</p> <p>Apart from the British contribution to the financing of the programmes of the EC, World Bank and other multilateral agencies, DFID will commit 9.5 million pound sterling to a bilateral programme over the next three financial years, 2001 - 2004.</p> <p>Greece's assistance to Albania totalled 81 million EUR through its bilateral assistance cooperation plan 1997- 2000. The assisted sectors included food aid and emergency assistance, financial assistance, investments, technical co-operation, development projects etc.</p>
Coordination of EC interventions	
<b>What is the coherence between EC food aid and food security policy and national strategies of beneficiary countries, especially the PRSP?</b>	
Coherence of the overall objectives of CSP and PRSP or national strategies	<p>Main objectives are:</p> <ul style="list-style-type: none"> <li>i) Real GDP growth of 22-25 percent during the entire three-year 2002-2004 period;</li> <li>ii) Reduction of the number of people living in poverty with the aim of alleviating poverty, in particular, for worst-affected social groups and areas;</li> <li>iii) Tangible improvement of infrastructure and related services, such as supply of potable water, electric power, sewage, etc., increasing the access of the poor to these services.</li> <li>iv) Reduction of infant and maternal mortality rates and disease incidence.</li> </ul>



	v) Increase of the level of 8-year (elementary) and secondary education enrollment and average schooling period.
Importance of FA-FS issue in PRSP or national strategies	<p>The improvement of health indicators through specific interventions in specific fields will be achieved through (i) improved health information and education, (ii) limitation and prevention of infective diseases, tuberculosis, SST, (iii) improvement of care for mother and child, etc. (iv) enhanced control of potable water and food.</p> <p>The increased attendance of the 8-grade education will be achieved through: (i) enrollment of the children from poor families, especially those in the rural and suburban areas by implementing specific projects; (ii) support for children of poor families by offering them scholarships and textbooks free of charge or at low prices, and free food; (iii) improvement of the transport system for teachers and pupils and implementation of pilot projects for "school bus" service in five rural areas, which have adequate road infrastructure; (iv) further implementation of the school rehabilitation process and construction of new schools.</p> <p>The control over potable water and foodstuffs will be introduced and the existing programs in this field will be continued and further expanded.</p>
Clear definition of the role of EC within PRSP or national strategies	<p>The livestock is one of the main contributors to the farm incomes (65 percent) and its importance is growing steadily. In view of this rapid development, especially in the last three-four years, mainly reflected on the increased productivity per heads, priority will be given to: (i) the establishment of a stable system of livestock production by encouraging the farmers to establish and consolidate large farms, which breed 10-15 heads of cow and 120-200 heads of smaller livestock; (ii) the balancing of fodder production with the livestock number through sustainable use and increased effectiveness of the pastures; (iii) the establishment of breed improvement centers and the introduction of new breeds; (iv) the consolidation of the veterinary service and the laboratory service; (v) the increase of artificial cattle insemination at an annual average rate of 5 percent and the establishment of breeding centers and the application of crossbreeding in cattle, smaller livestock, and bulls; (vi) the harmonization of the veterinary legislation and the legislation on foodstuff quality and hygiene with the European Union and WTO standards.</p>
Rationale of EC intervention	<p>The main document for this purpose is "the second action plan for an effective operation of the judiciary system in Albania" based on the agreement of the Albanian Government with the Council of Europe. The Albanian Government is getting support from some international donors for the implementation of this plan, in particular the Council of Europe, the EU, WB and some bilateral donors, such as the Dutch, Danish, Italian Governments, and US.</p> <p>The decentralization reform is being supported by many donors (Council of Europe, USAID, the WB, the Dutch, Italian, Danish Government, etc.) and has been one of the main issues on the agenda of the meetings of the Friends of Albania group.</p>
Coordination of donors and government interventions	
Other Documents	

<b>MONTENEGRO</b>	
Other Documents	
Resal Montenegro, European Commission Food Security Programme, 1999 Programme Final Review Mission (May 2000) Proposals for further support	<p>The 1999 Food Security Programme 1999 has been a success beyond any reasonable expectations:</p> <ul style="list-style-type: none"> <li>- The major food markets have been liberalised,</li> <li>- The interventions by the State Commodity Reserve Institute will be stopped;</li> <li>- The social assistance system will become income targeted;</li> <li>- An organic budget law has been adopted.</li> </ul> <p>This will lead to saving amounting to 16.9 million DEM or some 3 to 4 percent of general government expenditure, of almost half of the 2001 deficit (excluding foreign aid). It will contribute to the development of farming in Montenegro. It will result in an improved and cheaper social assistance system and therefore better access to food for everybody. And it brings Montenegro closer to integration in the Western world. The success of this programme has also implicitly been recognised by the other international donors. The success of the programme is so astonishing that it deserves an explanation.</p>
<b>YEMEN</b>	<p>The coherence of the <u>overall objectives</u> of the food security policy and the CSP is very strong. <u>Food Security</u>: Yemen today is unable to feed its population. Given a population growth rate of more than 3% per year, this situation will deteriorate since land and water is very limited. Even with the introduction of a more efficient agriculture, locally produced food cannot satisfy global demand for the full range of foodstuffs. Massive food imports will continue to be necessary in the long term. Due to the poverty of Yemen and the fact that most of the population is rural, <u>EC assistance</u> has focused on agricultural and rural development including food security. The <u>programme objective</u> is to assist the Government to develop food security priorities.</p>
<b>What is the level of integration of the food security policy within the Commission's development strategy with the partner country concerned as laid down in the Country Strategy Paper (CSP)?</b>	
Coherence of the overall objectives of the food security policy and the CSP	<p>Taking into account the development stage of Yemen and EC previous involvement and experience in Yemen during the last 20 years, the priority areas for EC co-operation with Yemen are identified as:</p> <ul style="list-style-type: none"> <li>.-Food security in accordance with EC policies and the Yemeni food security strategy;</li> <li>.-Poverty reduction in the framework of the Yemeni poverty reduction strategy;</li> <li>.-Good governance, democracy and respect of human rights;</li> <li>.-Facilitation of business development and strengthening of economic institutions.</li> </ul> <p>These priority areas are basically the same sectors supported by the EC in the past, since the assistance has focused on rural</p>

	<p>development, food aid and food security in addition to a few interventions supporting economic and administrative reforms in the later years.</p> <p>The overall objective of EC co-operation with Yemen is to support the alleviation of poverty and implementation of economic and administrative reforms, while in parallel encouraging and supporting Yemen in its democratisation process. The poverty is wide-spread and the EC support is not only for improvement of social services but also income-generating activities and construction of economic infrastructures financed by the EC supported Social Fund for Development and the food security facility. These instruments are particularly aimed at support and job creation for the poor segment of the population.</p>
Importance of FA-FS issue in CSP	<p>Indeed, in recent years, poverty has increased in Yemen. According to the 1999 Poverty Survey, 27.3% of the Yemeni population live below the food poverty line and 34.9% below the 'upper poverty line' (approximately 7.4 million people; including the assessment of access to food and access to basic social services such as health and education). A growing number of people lack access to adequate housing, safe drinking water, health care services, education, income and sufficient nutrition. Some 5.3 million people are estimated to live below the food poverty line, consuming less than 2200 calories per capita and day. Even though food availability is well secured through imports, access to food is constrained by low purchasing power. UNICEF estimated that in 1998, 1.7 million women and children were affected by chronic malnutrition.</p> <p>In their Statement on the European Community's Development Policy of 10 November 2000, the Council of the European Union and the European Commission determined a limited number of areas selected on the basis of their contribution towards reducing poverty and for which Community action provides added value: link between trade and development; support for regional integration and cooperation; support for macro-economic policies; transport; food security and sustainable rural development; institutional capacity- building, particularly in the area of good governance and the rule of law.</p> <p>Due to the poverty of Yemen and the fact that most of the population is rural, EC assistance has focussed on agricultural and rural development including food security.</p> <p>Food Security: Yemen today is unable to feed its population. Given a population growth rate of more than 3% per year, this situation will deteriorate since land and water is very limited. Even with the introduction of a more efficient agriculture, locally produced food cannot satisfy global demand for the full range of foodstuffs. Massive food imports will continue to be necessary in the long term.</p> <p>Addressing the issue, the EC assisted the Government in formulating a food security strategy, which was adopted in 1999: (i) in the short term, food insecure households should be helped through expanded social welfare and public works programmes; (ii) in the medium term, focus should be put on rain-fed agriculture, livestock, community development and market efficiency; (iii) in the long term, water use efficiency and export diversity should be the aim. Carrying out this strategy, the Government focuses in the short term on the need to minimize the impact of the economic reform measures through social support. Allocations were increased to social funds, in particular the Social Welfare Fund. The donors also responded by providing more funds to the Social Fund. This was followed-up with operations aiming at strengthening the effectiveness of social assistance, on job creation and on community development.</p> <p>The programmes have financed a number of rural development programmes, agricultural census, a market information system, institutional capacity building and technical assistance. There is a continuing need to support food security measures in Yemen. This support is also coherent with overall EC development co-operation with Yemen as the EC supports the Social Fund and the fishery sector. The EC food security programme takes into consideration the activities of other donors, NGOs and the Government in this field.</p>
Clear definition of the role of the	<p>The priority area for EC co-operation with Yemen are identified as follows:</p>

regulation within CSP	<p>1) Food security in accordance with the EC food security policies set out in Council Regulation 1292/96 of 27 June 1996 and the food security strategy adopted by the Yemeni Government in 1999.</p> <p>2) Poverty reduction in the framework of the poverty reduction strategy being adopted by the Yemeni Government.</p> <p>3) Good governance, democracy and respect of human rights.</p> <p>4) Facilitation of business development and strengthening of economic institutions.</p> <p>Food security intervention accounts for around 40% of the annual EC financial allocation on average during the last 5 years. This support will continue in the future. Trade developments, including the export of fish products, are made easier with the new arrangement granting duty and quota free access to the EU market for 48 least developed countries, including Yemen.</p> <p>The programme objective is to assist the Government to develop food security priorities, to translate them into its five-year plan 2001-2005 and into its annual budget appropriations, and to develop adequate interventions to improve the livelihood of the most vulnerable people in the country.</p>
Complementarities of the various EC instruments within CSP	<p>The areas of interventions since 1978 are: Development co-operation (46%), food aid and food security (43%), rehabilitation projects (4%), humanitarian assistance (3%), economic cooperation (2%), NGO projects (2%) and human rights and democracy (0.4%).</p> <p>Italy finances small health projects, cultural heritage initiatives, a free school for girls in Sana'a and through UNDP technical assistance to Socotra Island. The food aid generates counterpart funds.</p> <p>France finances cultural projects, French language training and other micro projects. The food aid generates counterpart funds.</p> <p>US is not providing any significant amounts of development assistance to Yemen, except for food aid, which generates counterpart funds.</p> <p>There is no special linkage or conflict between EC interventions in Yemen and other Community policies in fields such as agriculture, fishery, commerce, conflict prevention, migration, etc.</p> <p>Of the five Member States with representations in Yemen, two (Germany and the Netherlands) provide substantial development aid to Yemen with annual commitments between € 25-30 mill. Germany focuses its assistance on health, water and education, while the Netherlands main sectors of intervention are rural water supply, agriculture, health and education.</p> <p>USAID is providing food aid on a large scale, while France and Italy are given annual food aid in order of € 2 mill each. The food aid from these donors generates counterpart funds.</p>
Coordination of EC interventions	<p>The EC has close co-operation with Germany in the improvement of water supply and sanitation in Aden and surrounding areas. Although the implementation is carried out as two separate projects, there is close co-operation and co-ordination, as agreed in a memorandum of understanding signed by the two parties and the Yemeni Minister of Energy and Water. A less formal German-EC co-operation takes place in the health sector. The EC and the Netherlands have some co-operation in the implementation of the Tihama rural development project, in which the Netherlands are involved in agriculture development, while the EC is financing water irrigation infrastructures. Since the EC does not have a delegation in Yemen, co-ordination between the Commission and the EU Member States with representation in Sana'a takes place during visits to Yemen by EC officials from either Commission in Brussels or Delegation in Jordan, which is in charge of relations with Yemen. Further to this, the EC activities in Yemen are day-to-day dealt with by the EC Technical Advisory Office in Sana'a. This office also works closely with the EU member states including the co-ordination of activities.</p> <p>Field Interventions: Financing of various food security related investment projects carried out on a full participatory approach and targeted</p>

	at community-based initiatives (feeder roads, small dams, food processing, water management, etc.).
<b>What is the coherence between EC food aid and food security policy and national strategies of beneficiary countries, especially the PRSP?</b>	
Coherence of the overall objectives of CSP and PRSP or national strategies	<p>A strategy for reducing poverty in Yemen needs to be sustainable and to set goals, actions, and intervention measures built on three principle macro objectives, which are:</p> <ul style="list-style-type: none"> <li>-Create income-generating opportunities and expand economic opportunities for the poor.</li> <li>-Enhance the capabilities of the poor and increase the return on their assets.</li> <li>-Reduce the suffering and vulnerability of the poor.</li> </ul> <p>The SFYP for economic and social development, covering the period 2001-2005, has an overall objective centered on generating economic growth, creating employment opportunities, and ensuring economic and social stability.</p> <p>Sectoral plans, with underlying objectives of creating a foundation for accelerated private sector growth and job creation, enhanced delivery of essential services to the population, and reducing the incidence of economic and social vulnerability and poverty, have been developed by ministerial committees and approved by the SFYP.s Supreme Committee.</p>
Importance of FA-FS issue in PRSP or national strategies	<p>Initial analysis of the 1998 Household Budget Survey indicates that poverty in Yemen almost doubled between 1992 and 1998, with the number of households below the food poverty line rising from 9% to 17%.</p> <p><b>Expand economic opportunities for the poor in the agriculture sector and in rural areas.</b> This will also assist in addressing food security issues. Accelerating growth in the regions and localities, however, needs effective policies and measures at the local level, which should be in line with regional development and labor-intensive modes of production that are very much suited to the development model for Yemen.</p> <p>Moreover, women in rural areas have the primary responsibility for food production and therefore require specific policy and program support to increase their productivity in growing crops and raising livestock.</p>
Clear definition of the role of EC within PRSP or national strategies	
Rationale of EC intervention	<p>However, since the Government will remain unable to finance the necessary antipoverty programs that would achieve the anticipated goals due to lack of domestic resources, it will request the generous donations and soft credit from multilateral and bilateral donors to finance projects in potential sectors as well as in social sectors. In addition to financial assistance, the Government will continue to seek technical assistance from abroad while assuring a better transfer of know-how to Yemeni counterparts.</p>
Coordination of donors and government interventions	<p>On the organizational side, in order to carry out the above activities related to the development of the SFYP and the resultant PRSP, a number of steering and technical committees have been established. A diagram summarizing the preparation of the SFYP, how the PRSP and other initiatives fit into this process, and the organizational set-up is presented in Annex</p> <p>While the PRSP is intimately linked to the preparation of the SFYP, and because of the specific external conditionality by the IMF and the World Bank to prepare the PRSP, specific arrangements have been made to oversee and coordinate its preparation. The Government</p>

	<p>formed: (i) a ministerial committee presided over by the Minister of Finance with membership of both Ministers of Planning and Development and of Insurance and Social Affairs to oversee the preparation of the PRSP, and (ii) a technical committee with representation from the relevant line ministries entrusted with the preparation of the PRSP under the supervision of the Minister of Planning and Development. Members of the PRSP technical group also participate in SFYP technical groups. A core team is responsible for: (i) acting as an advisory group to ensure that that SFYP incorporates the poverty and participation focus required by the PRSP; and (ii) drafting the PRSP on the basis of the SFYP. Further, they are responsible for identifying areas where additional analytical inputs are required, and seeing that any additional work required by the PRSP (and that is not included in the SFYP) is addressed. In summary, the overall objectives in preparing the PRSP are (i) to ensure its full consistency with the SFYP, and (ii) to promote participation of all relevant government agencies and community based civil society associations as well as international partners in order to bring them together towards clearly defined national goals and targets. Furthermore, parliamentarians are to be involved in the preparation of the strategy right from the beginning through holding debates within parliament.s specialized committees, while the Consultative Council can act as a forum to wrap up all views and considerations. Consultations with various stakeholders in Sana.a and in the governorates will take place through workshops, and media programs will be used to spread awareness regarding the poverty strategy, programs and policies.</p> <p>Furthermore, a Poverty Information and Monitoring System unit has been established at the Central Statistics Organization (CSO) as one component of the UNDP Poverty Alleviation and Employment Generation Programme, with the objective of carrying out frequent surveys that help the continuous monitoring of poverty.</p> <p>It is difficult to estimate how much resources have been allocated to fighting poverty in Yemen. This is partly because of lack of coordination between the many different line ministry budgets, mixed budgets in national and international programs, and the range of civil society activities.</p> <p>Traditional external assistance focused on the social sectors, covering schools, non-formal education, food crops, livestock, forestry, fisheries, drinking water and sanitation, primary health, immunization campaigns, family planning, hospitals and clinics, refugees and returnees, and disaster relief.</p> <p>Continued partnership between the Government of Yemen and donors in particular the IMF and the World Bank is not only essential to carry out the remaining reforms (EFARP), but also and simultaneously to confront the expansion of poverty in Yemen during the coming ten years.</p>
Other Documents	
<b>ARMENIA</b>	<p>Even if in the CSP of Armenia they rarely mention food aid or food security, the <u>overall objectives</u> are very close to those of FA and FS policy. Old social insurance and safety net mechanisms have nearly collapsed. In 1998, a variety of uncoordinated untargeted transfers in cash were consolidated, with the assistance of the World Bank, into one regular targeted family poverty benefit, which is now granted to nearly one fourth of the population, amounting to almost 2% of the GDP. The EU-funded <u>Food Security</u> Programme is securing 10% of this instrument.</p> <p>In parallel to the Tacis programme, the Food Security Programme shall remain an <u>essential instrument</u> contributing to: the poverty reduction policy; land reform; the related market reform and information policy; support to social sector; agricultural reform, including post-privatisation issues; good governance in public finance and public expenditure.</p>
<b>What is the level of integration of the food security policy within the Commission's development strategy with the partner country concerned as laid down in the Country Strategy Paper (CSP)?</b>	

Coherence of the overall objectives of the food security policy and the CSP	<p>The CSP is in line with the Statement on Development Policy, adopted by the Commission and the Council in November 2000 which, for developing countries like Armenia, identifies poverty reduction as the primary focus of the EU's development assistance. The EU Food Security Programme will continue to remain a priority for Armenia. Over the time frame of this CSP, one of the main EU objectives remains the closure of the Medzamor Nuclear Power Plant, for which work is ongoing, involving the Armenian authorities, the EU Member States and the other relevant international players.</p> <p>Based on the Partnership and Cooperation Agreement (PCA), the EU's cooperation objectives are to build a relationship with Armenia in which the respect of democratic principles, the rule of law and human rights, as well as the consolidation of a market economy are fostered and supported. In the light of the above, the EU/EC will:</p> <ul style="list-style-type: none"><li>-continue the work on the implementation of the PCA, with a focus on approximation of legislation and reforms;</li><li>-contribute to creating the conditions for poverty reduction and sustainable economic growth, raising the deteriorating social standards and improving the poor living conditions over the longer term;</li></ul>																					
Importance of FA-FS issue in CSP	<p>The CSP is in line with the Statement on Development Policy, adopted by the Commission and the Council in November 2000 which, for developing countries like Armenia, identifies poverty reduction as the primary focus of the EU's development assistance. The EU Food Security Programme will continue to remain a priority for Armenia.</p> <p>Old social insurance and safety net mechanisms have nearly collapsed. In 1998, a variety of uncoordinated untargeted transfers in cash were consolidated, with the assistance of the World Bank, into one regular targeted family poverty benefit, which is now granted to nearly one fourth of the population, amounting to almost 2% of the GDP. The EU-funded Food Security Programme is securing 10% of this instrument. According to the IMF, pension arrears have been significantly reduced over the first eight months of 2001. However, the average pension is inadequate and unable to satisfy basic needs. Family and "clan" allegiances, which also play a large role in political life have provided the social safety net for many in Armenia where the state has simply ceased to function. Outside of the capital Yerevan, society has strong traditional structures, and women play a secondary role to men<sup>11</sup>. The decline of the educational system has put back the cause of women particularly in rural society.</p>																					
Clear definition of the role of the regulation within CSP	<p>The Tacis programme 2002-2003 can effectively assist Armenia by focusing on two priority areas:</p> <ul style="list-style-type: none"><li>-Support for institutional, legal and administrative reform, including: implementation of the EU-Armenia PCA; reforms in the field of higher education; development of information technologies; strengthening the effectiveness of vocational education and training; flanking measures in support of the EU Food Security Programme;</li><li>-Support in addressing the social consequences of transition, in particular through investments in the education sector.</li></ul>																					
Complementarities of the various EC instruments within CSP	<table><tr><td>1991 to 2000</td><td>Total €m</td><td>% of total</td></tr><tr><td>Tacis National Allocations</td><td>68.9</td><td>24.07</td></tr><tr><td>Nuclear Safety Tacis</td><td>22</td><td>7.68</td></tr><tr><td>ECHO</td><td>67.75</td><td>23.67</td></tr><tr><td>FEOGA food aid</td><td>50.18</td><td>17.53</td></tr><tr><td>Food security</td><td>51.00</td><td>17.82</td></tr><tr><td>Exceptional Financial Assistance</td><td>12</td><td>4.28</td></tr></table>	1991 to 2000	Total €m	% of total	Tacis National Allocations	68.9	24.07	Nuclear Safety Tacis	22	7.68	ECHO	67.75	23.67	FEOGA food aid	50.18	17.53	Food security	51.00	17.82	Exceptional Financial Assistance	12	4.28
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	<p>Exceptional Humanitarian Aid 8.0                      2.79</p> <p>Aid to mitigate effects of Russian crisis 1.5      0.52</p> <p>Total    280.33</p> <p>In parallel to the Tacis programme, the Food Security Programme shall remain an essential instrument contributing to: the poverty reduction policy; land reform; the related market reform and information policy; support to social sector; agricultural reform, including post-privatisation issues; good governance in public finance and public expenditure. Food security is one of the six priority areas for EU/EC support to poverty reduction objectives.</p>
Coordination of EC interventions	<p>Food Security Programme (FSP):</p> <p>Over the period 1996-1999, a total of €41 million was allocated to Armenia under the EU FSP. In 2000, the EU approved a proposal for a new FSP amounting to € 20 million, which will cover the country until 2003. During the course of 2000, the programme was re-oriented to include an explicit poverty alleviation element. The programme is now securing about 10% of the Family Poverty Benefit payments designed in collaboration with the WB (see point 3.3 above). It is also supporting food and running cost items for a group of children's care homes under the responsibility of the Ministry of Social Security. Disbursements under the FSP are conditional upon evidence that the Government makes progress in a number of areas, including: food security and poverty reduction; land reform; market reform and information systems; social sector; agricultural reform and post-privatisation; public finance.</p> <p>Humanitarian Assistance (ECHO)</p> <p>ECHO has been present in the NIS region since the early 1990s, in accordance with its core mandate (humanitarian assistance in response to natural or man-made disasters). From 1993 to 1999, ECHO's operational funding in the southern Caucasus has been considerable, with € 64.255 million of humanitarian aid going to Armenia, € 83.34 million to Georgia and € 82.96 million to Azerbaijan. ECHO's withdrawal from post-emergency programmes in southern Caucasus started in 1996 and was completed in 2000 with a last allocation of € 3.855 million for the three countries. In 2000 and 2001 ECHO provided a total € 1.5 million as contribution to alleviating to consequences of the drought in Armenia.</p>
<b>What is the coherence between EC food aid and food security policy and national strategies of beneficiary countries, especially the PRSP?</b>	
Coherence of the overall objectives of CSP and PRSP or national strategies	<p>As shown in the PRSP poverty analysis section, the level of human poverty in Armenia is substantially lower than that of material poverty. Human development, however, is comparable to economically far more developed and richer countries. To this end, maintaining the human poverty potential and its further strengthening, and reducing the currently more tangible manifestations of human poverty, are the priorities of the PRSP.</p> <p>PRSP measures aimed at ensuring sustainable and high economic growth and the implementation of efficient social protection policies are expected to result in poverty reduction. High economic growth will, in the long run, necessarily result in employment expansion and in increase of wage incomes, the main source of income of the population. Concurrently, being the primary source for government revenues, it will enlarge the capacity of the government to redistribute incomes. Such a reduction in the poverty levels will largely depend on increasingly high growth rates of employment incomes and of social transfers (pensions and benefits) to the poor.</p> <p>The main objective for the education sector is to improve the quality of education and enhance the access to it. The expected results of the programmed measures are:</p>



	<p>(i) By 2015, increase the school-life expectancy for 6-year old children to 12.3 years, up from 11.6 years estimated for 2003;</p> <p>(ii) The completion rate (ratio of number of graduates to respective number of entrants) for general schools will reach 85% in 2015 (it was 65% in 2002).</p> <p>The main objectives for the health sector are to upgrade the quality of and enhance the access to health services, particularly for the poor. The expected results of the programmed measures are:</p> <p>(i) Reduction of child mortality: mortality rate for the under-5 group will decrease to 10 per 1 000 live births from 15.9 registered in 2002. Infant mortality will decrease to 8.5 per 1 000 live births from 13.450 of 2002;</p> <p>(ii) Reduction of mother mortality from 34.4 per 100 000 live births in 2001 to 10 per 100 000 live births in 2015.</p>
Importance of FA-FS issue in PRSP or national strategies	<p>The population of Armenia (households) is divided into three major groups in terms of poverty: (i) the very poor, whose current average per capita expenses are lower than the poverty food threshold; (ii) the poor, whose current average per capita expenses are higher than the poverty food threshold, but lower than the general poverty threshold; and the non-poor, whose current average per capita expenses are higher than the general poverty threshold.</p> <p>In the area of social assistance: ensure better targeting of family benefits and maximum possible rate of inclusion of the poor in the scheme, increase family benefits to exceed the poverty food threshold;</p> <p>The Program envisages an average 3 % annual growth in price indices of agricultural products, which will be achieved by expanding the internal market for agricultural products, as well as through increased exports of produce and foods. The average annual growth here is projected to be 10 %.</p> <p>In later periods, provided there is an increase of allocations to family benefits and poverty reduction generally, the aim should be to raise the consumption level of the poorest population above the food poverty threshold;</p> <p>It is necessary to place these children in general schools, providing them with the necessary financial resources for food, clothes and school accessories.</p>
Clear definition of the role of EC within PRSP or national strategies	
Rationale of EC intervention	
Coordination of donors and government interventions	<p>A large volume of public work is currently funded from international, donor, and nongovernmental organizations ("food for work", etc). The format of cooperation with such organizations will be developed by 2004 - especially the process of involving applicants in public works.</p> <p>The public debt of Armenia started at zero in 1992-93, when the first foreign loans were received (European Union, Russia).</p> <p>The World Bank, IMF, UNDP, DFID, the Government of the Netherlands, and the Government of Germany provide technical and financial support at various stages of the development of the PRSP. Other international organizations provided support for this process as well (The European Union, European Council and USAID). There are also governments of many countries and NGOs involved in the process with their contribution of the professional knowledge and skills of their staff and international experts to improve the draft PRSP;</p>

Other Documents	
<b>AZERBAIJAN</b>	
<b>What is the level of integration of the food security policy within the Commission's development strategy with the partner country concerned as laid down in the Country Strategy Paper (CSP)?</b>	
Coherence of the overall objectives of the food security policy and the CSP	<p>The EC Tacis programme can most effectively assist the partner country in meeting those challenges by focusing on priority sectors :</p> <ul style="list-style-type: none"> <li>-Support for institutional, legal and administrative reform. There will be continued support for the implementation of the PCA and the approximation of Azerbaijani legislation to that of the EU, as well as support for the implementation of the PRSP, notably in the context of public sector reform, and for legal and judicial reform;</li> <li>-Support to the private sector and assistance for economic development, including assistance to the newly created Ministry of Economic Development and measures to assist the improvement of tendering procedures and the business climate.</li> </ul> <p>The EU's cooperation objectives are to build a relationship with Azerbaijan in which the respect of democratic principles and human rights and the transition towards a market economy are fostered and supported. The objectives are based on the Partnership and Cooperation Agreement which forms part of a proximity policy, reflecting the political and strategic importance of Azerbaijan to the EU. The strategic importance of this relationship will further increase as the EU enlarges to the east.</p> <p>The EC Development Policy Statement, with its objective of poverty reduction, applies to Azerbaijan, one of the poorest, developing countries of the NIS region.</p> <p>Apart from the challenge to diversify the economy, the Government of Azerbaijan needs to achieve its objective of maximising the benefits from the major investment in the oil and gas sector, through the creation of an internationally competitive oil and gas supply industry.</p> <p>Azerbaijan has reached a degree of economic and political stability that gives it the opportunity to address some of its serious structural problems. However, the seriousness of the problems requires the continuation of a strong EU engagement to ensure the reform policies are fully implemented. The EU's broad objectives focus on the implementation of the PCA, reducing corruption in part through improving governance, improving the business climate, stimulating regional cooperation and encouraging the settlement of the Nagorno Karabakh conflict with Armenia. All of these objectives have focus poverty reduction either directly or indirectly as their focus.</p> <p>Good governance and a strengthened market economy are key objectives for the EU as these will provide the foundations for reducing poverty and the development of Azerbaijan.</p>
Importance of FA-FS issue in CSP	<p>The EU objectives outlined above are in line with the European Community's statement on Development Policy, which called for a focus on a few priorities (i) reinforcing the link between trade and development – this is a cross cutting priority; (ii) support for regional integration and cooperation; (iii) food security and sustainable rural development (provisional); (iv) institutional capacity building, particularly in the area of good governance and the rule of law.</p> <p>The Food Security Programme shall remain an essential instrument to contribute to the poverty reduction policy.</p> <p>With regard to agricultural reform and its relevance to food security, land has been privatised and owners have the right to land shares</p>

	<p>and to receive land titles/certificates. The support of the Food Security Programme (FSP) to the former Land Committee has been important and should be continued to the newly established State Committee of Land and Mapping to allow a proper monitoring of the development of land market. Food Security Programme</p> <p>The first Food Security Programme in Azerbaijan started in 1996 and implemented through the national budget since 1997. Initially the definition of a Food Security Policy was a major concern of the programme and resulted in the approval of the Azerbaijan National Food Security Policy Framework and Programme by the Government in March 2001. Increasingly the government is aware of food security issues. Attempts have been made by the Ministry of Agriculture to develop policies and strategies though these are currently far from satisfactory. The Ministry has prepared an Agrarian Policy document, which should provide an integrated strategy for reform within the sector, including the link to food security. One of the difficulties is the spread of responsibilities concerning the agricultural sector through different institutions and that policy formulation in the Cabinet of Ministers is too distant from the line ministry and there is inadequate communication between institutions.</p> <p>The Food Security Programme shall remain an essential instrument contributing to the poverty reduction policy; land reform; the related market reform and information policy; support to the social sector; agricultural reform, including post-privatisation issues; good governance in public finance and public expenditure.</p>
Clear definition of the role of the regulation within CSP	<p>Specific objectives:</p> <ul style="list-style-type: none"> <li>.-To contribute to mitigate the risk on the most vulnerable and food insecure population of an unbalanced economy based on a single product export.</li> <li>.-To contribute to reduce poverty by promoting the development of the non-oil sector by focusing on redistribution of wealth and increased access to food and income, as well as on the promotion of adequate State reforms.</li> <li>.-To contribute to increase the preparedness for a post conflict scenario/perspective of rehabilitation of occupied territories, assisting IDPs and refugees by reforming the social sector and developing the economy of neighboring areas which have suffered the impact of the war.</li> </ul> <p>Description of the Programme:</p> <p>The support to the reform of the Ministry of Agriculture will continue towards the rationalization of the agricultural services and institutional development. The animal health situation is poor with a national epizootic plan poorly managed by the central services and lacking appropriate financial means. The support of the programme was targeted to the animal vaccination campaign which is a means to preserve the assets of the poor since the mountainous regions are amongst the poorest in the country and livestock is the main source of revenue, as well as it was for the displaced population of Karabagh therefore the support to the sector will be instrumental to help a future reestablishment of the livelihoods of internally displaced people. The support to the State Melioration and Water Management Committee in the Cabinet of Ministers has contributed to the operation costs of the system. In the future this will be integrated in a comprehensive agrarian and irrigation strategy, adequate institutional reform and focused on environmentally sustainable interventions and promotion of an improved system for soil and water management. Support to the child welfare budget will be carried out mainly through the Ministries of Education and Labour and Social Protection. It is important to reallocate resources from institutional care to family based care with increase targeting of the most vulnerable families as well as to promote a de-institutionalization policy. In the near future the FSP will support: the creation of a data base of vulnerable children who are institutionalized, preparation of a child protection strategy, extension of existing community and family based approaches to child welfare to all orphanages and boarding schools.</p> <p>The budgetary support to the Food Security Information System (FSIS) is ongoing and it is important to define key indicators to improve</p>

	<p>the data collection system and strengthen the analytical capacity of the unit and the functioning of the inter-ministerial working group. Additionally this activity will benefit as well from the support of the EC funded project implemented by FAO to strengthen the early warning capacity in the CIS countries. It will be a preoccupation of the programme to integrate the FSIS activities within a broader framework of the poverty monitoring system to be set within the poverty reduction national strategy.</p> <p>It is critical to widen the concept of the State to other democratic institutions (such as the parliamentary groups, the elected local bodies such as Municipalities amongst others) to achieve this it is important to improve the programming of Budgetary support to target these institutions. An essential part of this process will be the stimulation of a vigorous dialogue in policy formulation and support for initiatives involving representatives of the civil society, (such as NGOs or farmers' associations). This will be instrumental in diversifying the Commission's partners and to be effective in areas of intervention which fall out of the regulatory role of the State such as the establishment of farmers and water user's associations as well in child welfare in the social sector.</p>
Complementarities of the various EC instruments within CSP	<p>The International Monetary Fund (IMF) in 2001 approved a three-year loan of SDR 80.5 million (about US\$100 million) under the Poverty Reduction and Growth Facility (PRGF) to support the Government's economic programme and effort to reduce poverty. IMF operations in Azerbaijan started in 1995 and in total the country has used \$197 million of IMF credits.</p> <p>To date the World Bank has extended credit totalling \$411 million to Azerbaijan for projects ranging from humanitarian assistance, reform of agriculture, education, cultural heritage, water supplies and irrigation, gas rehabilitation, trade liberalisation, privatisation, legal and banking reforms and the encouragement for foreign private investment in the oil sector. Operations in Azerbaijan started in 1995.</p> <p>EBRD assistance started in 1995 and has concentrated on SME development, development of the financial sector, energy, transportation, municipal and environmental infrastructure, telecommunications, natural resources (notably for the exploitation of oil reserves), privatisation and legal reform. It has allocated some \$351.5m of which \$220m have been for the development of oil and gas projects.</p> <p>The Asian Development Bank (ABD) has just completed its assistance strategy for Azerbaijan although it has yet to allocate resources to the country. ADB's strategy is based on three objectives: (i) enhancing human development, (ii) promoting sustainable growth, and (iii) supporting good governance and institutional strengthening</p> <p>Bilateral Donors</p> <p>Japan recently became the largest bilateral donor to Azerbaijan with soft loans in excess of \$500 million for renovation of power plants as well as smaller grant assistance for agricultural equipment, equipment for a maternity hospital and sports equipment. Germany is the largest EU member state bilateral donor in Azerbaijan with over 177 million DM in loans and grants and technical assistance principally in the fields of energy, SME / financial sector, municipal infrastructure, agriculture, legal reform and privatisation. Germany has just announced a new development strategy for Azerbaijan which envisages an annual allocation for the three Caucasus republics of some million per year which will focus on regional cooperation objectives. Data on Member State activity has been requested, however, these data are not complete presentation shall be available soon. The France, United Kingdom, Italy, Greece and the Netherlands are also active. Denmark has been active in the humanitarian field. All US government-funded activities in Azerbaijan are subject to the provisions of Section 907 of the FREEDOM Support Act (FSA). Exemptions to the ban on assistance that have been applied include: humanitarian assistance; democracy and governance activities; non proliferation or international border security programmes; Trade and Development Agency programmes; Overseas Private Investment Corporation programmes; Export - Import Bank programmes; and Foreign Commercial Service activities. The USA has allocated approximately \$257m to date to Azerbaijan.</p>
Coordination of EC	Donor Coordination

interventions	The EU was one of the first donors to operate in Azerbaijan, preceding the IFIs by three years. The nature of the support for Azerbaijan has changed over time, with an early and necessary concentration on humanitarian assistance now giving way to technical and development assistance targeted on structural reforms. The Government has organized donor coordination under the Cabinet of Ministers (the Tacis National Coordinator is responsible for overall donor coordination).
<b>What is the coherence between EC food aid and food security policy and national strategies of beneficiary countries, especially the PRSP?</b>	
Coherence of the overall objectives of CSP and PRSP or national strategies	
Importance of FA-FS issue in PRSP or national strategies	
Clear definition of the role of EC within PRSP or national strategies	
Rationale of EC intervention	
Coordination of donors and government interventions	
Other Documents	
<b>Georgia</b>	The <u>overall objectives</u> cover nearly all sectors. The enlargement process will bring the EU frontier closer to Georgia and the southern Caucasus. The <u>EU/EC main policy objectives</u> are to continue the work on the implementation of the PCA, with a focus on approximation of legislation and reforms and to contribute to creating the conditions for poverty reduction and sustainable economic growth, raising the deteriorating social standards and improving the poor living conditions over the longer term. The EU <u>Food Security Programme</u> will continue to remain a priority for Georgia. Agriculture is the mainstay of the Georgian economy, accounting for about 30% of GDP and about 60% of the labour force. It is against this background, and also in order to reduce poverty, that the <u>EU is supporting and will continue to support</u> a FSP, which currently provides up to 65% of the budget of the Ministry of Agriculture. <u>Complementarities</u> with the European Community Humanitarian Office (ECHO) will continue to in case of natural or man-made disasters affecting the country.

<b>What is the level of integration of the food security policy within the Commission's development strategy with the partner country concerned as laid down in the Country Strategy Paper (CSP)?</b>	
Coherence of the overall objectives of the food security policy and the CSP	<p>Based on the Partnership and Cooperation Agreement (PCA), the EU's cooperation objectives are to build a relationship with Georgia in which the respect of democratic principles, the rule of law and human rights, as well as the consolidation of a market economy are fostered and supported. The enlargement process will bring the EU frontier closer to Georgia and the southern Caucasus. The EU has both direct trade and indirect political interests in promoting regional cooperation and establishing an effective regional market of 15 million people or more, fully integrated physically and economically.</p> <p>The EU/EC main policy objectives are:</p> <ul style="list-style-type: none"> <li>.-to continue the work on the implementation of the PCA, with a focus on approximation of legislation and reforms;</li> <li>.-to contribute to creating the conditions for poverty reduction and sustainable economic growth, raising the deteriorating social standards and improving the poor living conditions over the longer term;</li> </ul> <p>The CSP is in line with the Statement on Development Policy, adopted by the Commission and the Council in November 2000 which, for developing countries like Georgia, identifies poverty reduction as the primary focus of the EC's development assistance. The EU Food Security Programme will continue to remain a priority for Georgia.</p>
Importance of FA-FS issue in CSP	<p>The Tacis programme 2002-2003 can effectively assist Georgia by focusing on two priority areas: (1) support for institutional, legal and administrative reform, including: implementation of the EU-Georgia PCA; reforms in key sectors supported by the EU Food Security Programme; development of the Georgian National Health Programme and training of medical and administrative personnel; restructuring of the Georgian Border Guards; (2) support in addressing the social consequences of transition, in particular through investments in the primary healthcare reconstruction programme. The development of transport infrastructure networks, specifically a contribution to the construction of the "Goresha bridges", along the Traceca road could be a third priority if, but only if, the conditions agreed under the previous Tacis Action Programme are fulfilled.</p> <p>Agriculture accounts for about 30% of GDP and about 60% of the labour force. About 85% of the total arable land is farmed privately (58% is privately owned and 25-30% is leased by private individuals or legal entities). It is against this background, and also in order to reduce poverty that the EU is supporting, and will continue to support, a Food Security Programme, which currently provides up to 65% of the budget of the Ministry of Agriculture.</p> <p>The main sectors targeted by the current wave of privatisation are: transport (Poti port), telecommunications and energy. However, privatisation is not proceeding at the expected speed, which raises concerns inter alia with regard to budget implementation. IMF support, to which the EU exceptional financial assistance and food security programme are also linked, is related directly to budget implementation.</p>
Clear definition of the role of the regulation within CSP	<p>TACIS will concentrate on a number of limited priorities and, whenever appropriate, it will support other Community instruments, and the Food Security Programme in particular, in order to strengthen the overall impact and increase the effectiveness. The EU/EC will fully exploit the framework provided by the PCA in all areas and technical assistance will continue to be provided in this respect. Legislative approximation is the highest immediate priority for the PCA in this context. The main overall objective is to assist Georgia to create the conditions to fully benefit from increased regional integration and cooperation.</p> <p>In parallel to the Tacis programme, the Food Security Programme shall remain an essential instrument contributing to: the poverty reduction policy; land reform; the related market reform and information policy; support to social sector; agricultural reform, including</p>

	<p>post-privatisation issues; good governance in public finance and public expenditure. Food security is one of the six priority areas for EU/EC support to poverty reduction objectives.</p> <p>Agriculture is the mainstay of the Georgian economy, accounting for about 30% of GDP and about 60% of the labour force. About 85% of the total arable land is farmed privately (58% is privately owned and 25-30% is leased by private individuals or legal entities). It is against this background, and also in order to reduce poverty, that the EU is supporting and will continue to support a FSP, which currently provides up to 65% of the budget of the Ministry of Agriculture. Since 2000, the FSP has been supporting not only agricultural services aimed at increasing productivity, but also poverty alleviation through the social safety net in the form of allocations to the family poverty benefit and institutional care. Georgia is in fact classified as a low-income food-deficit country, with a food import bill in 1999 amounting to about 8% of GDP. The FSP provides both budget assistance and technical assistance. Budget assistance is crucial, especially with regard to the Ministry of Agriculture (MoA). Strengthening the budgetary expenditure capacity of the MoA and the other Ministries that benefit from the FSP is also essential. A Tacis programme has been successfully launched as a pilot example in this field. Equally, there is a need to flank budgetary support being provided by the FSP with adequate reforms that would allow the FSP itself to perform under better conditions, at the same time bringing benefit to overall economic development in Georgia. Tacis can provide technical assistance aimed to achieve institutional reforms in the key sectors supported by the FSP. This would allow the EC to re-balance the mix between budget assistance and technical assistance provided by the FSP in favour of an increased budget support to agriculture and to the social sector. Of course, this will continue to be made in the overall context of an IMF-supported programme.</p> <p>Agriculture is the mainstay of the Georgian economy, accounting for about 30% of GDP and about 60% of the labour force. About 85% of the total arable land is farmed privately (58% is privately owned and 25-30% is leased by private individuals or legal entities). It is against this background, and also in order to reduce poverty, that the EU is supporting and will continue to support a FSP, which currently provides up to 65% of the budget of the Ministry of Agriculture.</p> <p>Since 2000, the FSP has been supporting not only agricultural services aimed at increasing productivity, but also poverty alleviation through the social safety net in the form of allocations to the family poverty benefit and institutional care. Georgia is in fact classified as a low-income food-deficit country, with a food import bill in 1999 amounting to about 8% of GDP.</p>
Complementarities of the various EC instruments within CSP	<p>Interventions from the European Community Humanitarian Office (ECHO) will continue to in case of natural or man-made disasters affecting the country, as appropriate.</p> <p>There are other active donors like IMF, World Bank, EBRD, USAID and Germany.</p>
Coordination of EC interventions	<p>The FSP provides both budget assistance and technical assistance. Budget assistance is crucial, especially with regard to the Ministry of Agriculture (MoA). Strengthening the budgetary expenditure capacity of the MoA and the other Ministries that benefit from the FSP is also essential. A Tacis programme has been successfully launched as a pilot example in this field. Equally, there is a need to flank budgetary support being provided by the FSP with adequate reforms that would allow the FSP itself to perform under better conditions, at the same time bringing benefit to overall economic development in Georgia. Tacis can provide technical assistance aimed to achieve institutional reforms in the key sectors supported by the FSP. This would allow the EC to re-balance the mix between budget assistance and technical assistance provided by the FSP in favour of an increased budget support to agriculture and to the social sector. Of course, this will continue to be made in the overall context of an IMF-supported programme.</p>
<b>What is the coherence between EC food aid and food security policy and national strategies of beneficiary countries, especially the PRSP?</b>	

<p>Coherence of the overall objectives of CSP and PRSP or national strategies</p>	<p>One of the basic objectives of developed countries and international organizations is to eradicate the most dangerous phenomenon of today and tomorrow poverty.</p> <p>The main political priorities include:</p> <ul style="list-style-type: none"> <li>.-Establishment of a democratic society;</li> <li>.-Socio-economic development;</li> <li>.-Ensuring security, stability and territorial integrity.</li> </ul> <p>Issues facing the world such as international terrorism and political and ethnic extremism have resulted in two further policy objectives. These are:</p> <ul style="list-style-type: none"> <li>.-Strengthening the country's defence capacity;</li> <li>.-Integration into European and Euro-Atlantic structures.</li> </ul> <p>The international significance of the Caucasus and Georgia is growing. As the West in seeks energy security through the development of links with Central Asia so Georgia's position as a transit or connecting the two regions develops. This places the objective of regional security at the top of the agenda.</p> <p>The goal of this programme is to raise the welfare of the population of Georgia. This means improving the quality of life of each person along with the sustainable socio-economic development of the country.</p> <p>Along with common wealth accumulation, each member of society should an equal opportunity to ensure his/her worthy life. If a person is incapacitated, society is morally obliged to create those conditions for a worthy life for this person.</p> <p>To achieve this goal, two strategic objectives have been defined:</p> <ul style="list-style-type: none"> <li>.-Fast and sustainable economic development: average growth rate of real GDP at 5-8% per annum, resulting in a two to threefold growth of real GDP by 2015 in comparison to 2001 (see in detail in chapter 4);</li> <li>.-Reduction of poverty: reduction of extreme (in relation to alternative poverty line) poverty from 15% to 4-5%, and reduction of poverty level in relation to the official minimum subsistence from 52% to 20- 25% by 2015.</li> </ul> <p>To achieve these strategic objectives, the following priorities have been identified:</p> <ul style="list-style-type: none"> <li>.-Improvement in governance;</li> <li>.-Macroeconomic stability;</li> <li>.-Improvement in the structural and institutional environment;</li> <li>.-Development of human capital;</li> <li>.-Social risk management and social security improvement;</li> <li>.-Development of economic priority sectors;</li> <li>.-Improvement of natural environment condition;</li> <li>.-Socio-economic rehabilitation of post-conflict zones;</li> <li>.-Development of science and information technologies.</li> </ul>
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Importance of FA-FS issue in PRSP or national strategies	<p>The agricultural sector, due to its volume and the number of people it employs, plays a significant role in the economy. Agriculture and agro-business appear to be a major source of income. This fact itself plays a major role in poverty levels in the rural areas. Efficient measures were undertaken in the privatization of agricultural land and agro-processing enterprises. Land reform started in 1992 and was followed by a land-leasing programme. Georgia was one of the first former Soviet republics to establish the private ownership of land. As a result, 57% of arable land is now private and 27% is leased to private individuals by the state. The reform created realistic employment for farmers. However, there are several problems including an underdeveloped infrastructure (the lack of food-processing enterprises in rural areas), poor irrigation and drainage systems, accessible credits, expensive fuel, pesticides, fertilizers, tools and machinery, high transportation costs and vulnerability to environmental conditions. The privatization of agricultural enterprises is still underway. While many enterprises are in private hands, this has not led to significant growth in production. Business cannot attract capital to develop modern management systems and find new markets. Exports are thus not as great as they could be.</p> <p>Land is an important source of income. Agricultural production constitutes a third of household incomes. However, the share of agricultural products sold at the market is low. Production is mainly for local consumption. A large number of households receive a certain portion of income in food.</p> <p>Poverty is defined as the standing of a human being or family when it has no capability to satisfy basic needs (food, shelter, physical safety, basic education, personal growth, health, communication) due to low income or the non-availability of money.</p> <p>Urban and rural poverty differs. Urban poverty is related to insufficient food supply, which is viewed as an indicator of severe and deep poverty. Rural households consume the food they produce. In rural areas the major issues are a lack of financial resources and undeveloped infrastructure. The latter reduces accessibility to major services.</p> <p>To achieve efficiencies in the agriculture and food sector, administrative and institutional reform will be conducted. The Ministry of Agriculture and Food will be focused on three major trends:</p> <ul style="list-style-type: none"> <li>.-Formulating and implementing a sustainable policy for agriculture and the implementation of priority programmes;</li> <li>.-Public control on quality, utilization of agricultural resources, testing and protection of breeds, food security;</li> <li>.-Sector services including consultation, provision of information, scientific development and staff training.</li> </ul>
Clear definition of the role of EC within PRSP or national strategies	<p>To secure food security, two major elements should be ensured – accessibility of food and food safety. To this end, it is required:</p> <ul style="list-style-type: none"> <li>.-To set ensure that there is the minimum necessary food reserves and create relevant strategic stock;</li> <li>.-To ensure alternative ways for obtaining food – in addition to local production;</li> <li>.-The government should set up a “Food Safety and Quality” system in line with EU standards. Quality control should be carried out and a long-range action plan devised.</li> </ul> <p>More attention needs to be given to the risks associated with animal disease..There is inadequate legislation and administrative mechanisms for the introduction of genetically modified food. As such there is a risk to food and environmental safety.</p>
Rationale of EC intervention	<p>Between 1992 and 2000, the EU provided €600million, under various programmes, including TACIS, Special Financial Assistance, Food Security, Rehabilitation, Border Support and Humanitarian Support. TACIS is the most important instrument of EU assistance. Georgia received more than €70 million in the form of grant under TACIS (excluding regional projects). About 250 projects were implemented in the following sectors: energy, transport, agriculture, statistics, human resource development, telecommunications, public sector reform, private sector promotion, environmental protection, financial and in education. Approximately 30 projects are currently under</p>

	<p>implementation.</p> <p>Among the ongoing projects implemented under the aegis of TACIS, the most important ones are the regional programmes, particularly, TRACECA and INOGATE. Funds allocated through INOGATE since 1996 amount to €46 million. Projects include an assessment of existing oil and gas pipelines (monitoring); development of new gas and oil transition systems; institutional improvement of hydrocarbon interstate transportation and trade; emergency small scale investments; transferring know-how in the management of environmentally harmful infrastructure, pipelines and resources. Twenty-eight technical assistance projects totalling to €40million and 7 investment projects totalling to €15million have been financed through TRACECA since 1998. One third of the technical assistance is co-financed by the World Bank and EBRD. The share of the funds allocated through TACIS is 13% of the whole assistance provided by the EU.</p>
Coordination of donors and government interventions	<p>The World Food Programme's current activities are directed to ensure long-term assistance for vulnerable groups and reduce dependence on imported food. Georgia has already received US\$2.3 million under the Programme. Information presented in this annex reveals the importance of the assistance provided by the international community. The largest donors are the USA, the World Bank, the European Union, and the IMF (approximately 70% of total assistance). The USA is the single largest donor with assistance exceeding US \$1 billion 200 million. Other significant donors include the European Bank for Reconstruction and Development, UN agencies and Germany.</p> <p>Assistance provided by some donor countries has not been fully disbursed. For example, World Bank disbursed amounts exceed US\$ 460 million, while the total commitment is more than US\$ 640 million. Donor assistance by sector is interesting. The priority spheres are state budget support, agriculture, humanitarian assistance and energy. It is possible to define the sectoral distribution of assistance provided by each donor.</p>
Other Documents	

Thematic Evaluation of Food Aid Policy and Food Aid Management and Special Operations in Support of Food Security; Volume 3: Annexes; July 2004; PARTICIP GmbH

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Sectoral breakdown ALA-Asia

source: CSP	country code	education	health	Population Policies	water	Government and Civil Society	Strengthening Civil Society	Human Rights	Sum of all 150 categories	Other Social Infrastructure and services	Employment	Housing	Other social services	Transport	Communications	Energy Generation and supply	Banking and Financial Services	Business	Agriculture	Forestry	Fishing	Industry	Mineral Resources and Mining	Construction	Trade	Tourism	Multisector/Crosscutting	General environment protection	Women in Development/ Gender	Other multisector	Multisector aid for basic social services	Urban development and management	rural development	Commodity aid and general programme assistance	structural adjustment Assistance with WB (IMF)	Development food aid/food security assistance	action relating to debt	emergency assistance	Environment Protection/Natural Resources management	administrative costs of donors	support to NGO	Unallocated/unspecific	Reserve	Total	Control	Date	remarks											
country		110	120	130	140	150	15050	15063		160	161	162	163	210	220	230	240	250	311	312	313	321	322	323	331	332	400	410	420	430	43020	43030	43040	500	510	520	600	700	88050	910	920	998					partly mean values											
afghanistan	afg		37,0			825,0	23,0		848,0				10,0	111,0																		173,0							885,6		16,0		2080,6		2002-2004	NIP												
bangladesh	bgd	125,0	120,0						0,0		10,0														49,0								180,0									30,0	46,0		560,0	560,0	2002-2006	rural development includes women, employment, government, NGO,... Amounts not specified										
bhutan	btn		4,2						0,0										9,6						1,2																			15,0	15,0	2002-2006												
cambodia	khm	20,0	5,0			15,0			15,0											5,0		0,7				3,0							20,0												68,7	68,7	2002-2004	150 includes demining and decentralisation										
china	chn	25,0		10,0	15,0		20,0		20,0				20,0												30,0			30,0															20,0		170,0	170,0	2002-2004	15M€ in Trade are spent on Information Society										
east Timor	tup		18,0						0,0																								28,0												46,0	46,0	2002-2004											
india	ind						3,0		3,0																15,0																					28,0		2002-2004	budget for disaster is planned for 5 years									
indonesia	idn	20,0	35,0		10,0	15,0			15,0												11,0				18,0			15,0																	20,0		144,0	144,0	2002-2004									
lao	lao	6,0							0,0																2,0		1,0							5,0													14,0	14,0	2002-2004									
malaysia	mys	1,5							0,0																2,0																						3,5	3,5	2002-2004									
maldives	mdv								0,0																																						2,0		2004	includes regional development and trade, amounts not specified								
north corea	prk	7,0							0,0							3,0																		5,0													15,0	15,0	2002-2004									
pakistan	pak	59,0		9,0		50,0		6,0	56,0																6,0																						15,0		10,0	10,0	165,0	165,0	2000-2006	150 includes crisis-related interventions, 998 includes child labour, good gov., drugs, rur. Dev. (not specified)				
philippines	phl	1,0	22,0						0,0																2,0		6,0							20,0															51,0	51,0	indicative budget 2002-2004							
sri lanka	lka					7,5			7,5									5,3																												4,0			16,8	16,8	2003-2005							
thailand	tha		4,8						0,0							3,0												15,5						24,5													9,6		1,4	0,6	59,3	59,3	2002-2006					
vietnam	vnm	30,0				30,0			30,0									10,0							6,0									25,0																101,0	101,0	2002-2004	business means private sector support					
yemen	yem			9,0			2,5		2,5									5,0							4,5						9,0																			34,0		2,8			66,8		2002-2004	mean values; 430 includes Social Fund for Development, supporting various sectors
total/sector		294,5	246,0	28,0	25,0	942,5	48,5	6,0	997,0	0,0	10,0	0,0	30,0	111,0	0,0	6,0	0,0	20,3	14,6	11,0	0,7	0,0	0,0	0,0	138,7	0,0	7,0	60,5	0,0	9,0	0,0	0,0	480,5	0,0	0,0	34,0	0,0	924,2	20,0	2,8	57,4	76,6	0,0	3606,7														

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## Annex 10: Food security in main instruments

### Analysis of linkages between instruments

What is the level of coherence between the food security policies, strategies and objectives of Regulation No.1292/96 and those from other geographical instruments (EDF, ALA, MEDA, TACIS, CARDS) and budget lines (ECHO, Rehabilitation, NGO Co-financing)?

Instruments		Source
<b>EDF</b>	<b>Cotonou Agreement and Annexes to The Agreement; June 2000</b>	
Overall assessment	<p>The Partnership agreement between the European Union and the ACP countries signed in Cotonou in June 2000 provides scope for a revised policy, by integrating political dialogue, trade dimension and development aid. This agreement, which addresses the general objective of poverty reduction, is based upon a strengthened political dialogue, setting out respect for human rights and democracy as essential elements of co-operation, and extending the consultation to non-governmental players: civil society, private sector and local authorities. These parties are consulted as to strategies, and have access to financial resources to strengthen their capacity, so that they can play their role to the full, and participate in implementing the programs.</p> <p>The Agreement lasts for twenty years and contains a clause allowing it to be revised every five years. Alongside the Agreement is a financial protocol. Covering each five-year period, this indicates the total resources that are available to the ACP through the European Development Fund (EDF). For the period now to start, the EDF (called the 9th EDF) contains euro 15.2 billion for the ACP. In addition, outstanding funds from previous EDFs can be used (approximately euro 10 billion).</p> <p>The Agreement is based on two pillars. Economic and trade cooperation is the first pillar of ACP-EU cooperation. However, compared to previous Lomé Conventions, the trade regime will undergo a profound transformation. The current all-ACP non-reciprocal tariff preferences will be maintained until 31 December 2007. From 2008, a set of reciprocal Economic Partnership Agreements (EPAs) or alternative trade arrangements will normally replace them, following negotiations that will begin in September 2002. These agreements should be compatible with the rules of the World Trade Organisation (WTO). ACP countries are invited to sign as groups or individually, building on their own regional integration schemes. The least developed countries (LDCs) are entitled to maintain non-reciprocal preferences.</p> <p>Aid (or financial and technical cooperation) is the second pillar of ACP-EU cooperation. The largest share of the EDF resources is grants to finance development programmes in individual ACP countries (through their 'National Indicative Programme') or in the 7 ACP regions (through their 'Regional Indicative Programme'). Aid allocations will be based on an assessment of each country's needs and performance.</p> <p>The partnership has a strong political focus. Through political dialogue, the parties can discuss all possible issues of mutual concern. The partnership is characterised by a set of core values or 'essential elements' (respect for human rights, democratic principles and the rule of law), whose violation can lead to the suspension of aid. Good governance is considered to be a 'fundamental element' of the Cotonou Agreement. Serious cases of corruption, including acts of bribery leading to such corruption, are grounds to suspend cooperation</p> <p>A strong focus is also being put on actors' participation in the development process. Although, the Agreement insists on improving the coherence of EC development aid, very few are presented in details. The most important issue is the set up of Country Support Strategies that may contribute to the coherence of the various instruments within EC and with the interventions of other donors and those of governments. The same is valid at regional level.</p> <p>The overall approach could be expressed as a "food security" approach, linking various issues of development in order to reduce poverty (multi-sector approach and sustainable integrated development).</p>	

	<p>But FS is not mentioned as an essential element or fundamental element, nor it is mentioned as an issue for regional cooperation or a national focus. The Chapter "Food Security" in the Cotonou agreement is focussing on export refunds and trade modalities, and is far from the "standard" definition of food security.</p> <p>The budget lines relevant for food security are not mentioned as such in the Agreement.</p>	
Coherence of the overall objectives of the various instruments	<p>Objectives of the partnership</p> <p>The Community and its Member States, of the one part, and the ACP States, of the other part, hereinafter referred to as the "Parties" hereby conclude this Agreement in order to promote and expedite the economic, cultural and social development of the ACP States, with a view to contributing to peace and security and to promoting a stable and democratic political environment. The partnership shall be centred on the objective of reducing and eventually eradicating poverty consistent with the objectives of sustainable development and the gradual integration of the ACP countries into the world economy.</p> <p>These objectives and the Parties' international commitments shall inform all development strategies and shall be tackled through an integrated approach taking account at the same time of the political, economic, social, cultural and environmental aspects of development. The partnership shall provide a coherent support framework for the development strategies adopted by each ACP State.</p> <p>Sustained economic growth, developing the private sector, increasing employment and improving access to productive resources shall all be part of this framework. Support shall be given to the respect of the rights of the individual and meeting basic needs, the promotion of social development and the conditions for an equitable distribution of the fruits of growth. Regional and sub-regional integration processes which foster the integration of the ACP countries into the world economy in terms of trade and private investment shall be encouraged and supported. Building the capacity of the actors in development and improving the institutional framework necessary for social cohesion, for the functioning of a democratic society and market economy, and for the emergence of an active and organised civil society shall be integral to the approach. Systematic account shall be taken of the situation of women and gender issues in all areas – political, economic and social. The principles of sustainable management of natural resources and the environment shall be applied and integrated at every level of the partnership.</p> <p>Fundamental principles</p> <p>ACP-EC cooperation, underpinned by a legally binding system and the existence of joint institutions, shall be exercised on the basis of the following fundamental principles:</p> <ul style="list-style-type: none"> <li>– Equality of the partners and ownership of the development strategies: for the purposes of implementing the objectives of the partnership, the ACP States shall determine the development strategies for their economies and societies in all sovereignty and with due regard for the essential elements described in Article 9; the partnership shall encourage ownership of the development strategies by the countries and populations concerned;</li> <li>– Participation: apart from central government as the main partner, the partnership shall be open to different kinds of other actors in order to encourage the integration of all sections of society, including the private sector and civil society organisations, into the mainstream of political, economic and social life;</li> <li>– The pivotal role of dialogue and the fulfilment of mutual obligations: the obligations assumed by the Parties in the framework of their dialogue shall be central to their partnership and cooperation relations;</li> </ul> <p>Differentiation and regionalisation: cooperation arrangements and priorities shall vary according to a partner's level of development, its needs, its performance and its long-term development strategy. Particular emphasis shall be placed on the regional dimension. Special treatment shall be given to the least-developed countries. The vulnerability of landlocked and island countries shall be taken into account.</p> <p>Priority Areas for Support</p>	<p>Art. 1</p> <p>Art.2</p>

	<p>In this context and within the framework of development policies and reforms pursued by the ACP States, ACP-EC cooperation strategies shall aim at:</p> <p>(a) Achieving rapid and sustained job-creating economic growth, developing the private sector, increasing employment, improving access to productive economic activities and resource, and fostering regional cooperation and integration;</p> <p>(b) Promoting human and social development helping to ensure that the fruits of growth are widely and equitably shared and promoting gender equality;</p> <p>(c) Promoting cultural values of communities and specific interactions with economic, political and social elements;</p> <p>(d) Promoting institutional reforms and development, strengthening the institutions necessary for the consolidation of democracy, good governance and for efficient and competitive market economies; and building capacity for development and partnership; and</p> <p>(e) Promoting environmental sustainability, regeneration and best practices, and the preservation of natural resource base.</p>	Part 3 Title I; Art.20
Agreement on a definition of food aid and food security concept	<p>Economic sector development Cooperation shall support sustainable policy and institutional reforms and the investments necessary for equitable access to economic activities and productive resources, particularly:</p> <p>(d) Agricultural production strategies, national and regional food security policies, sustainable development of water resources and fisheries as well as marine resources within the economic exclusive zones of the ACP States. Any fishery agreement that may be negotiated between the Community and the ACP States shall pay due consideration to consistency with the development strategies in this area;</p> <p>Social sector development</p> <p>1. Cooperation shall support ACP States' efforts at developing general and sectoral policies and reforms which improve the coverage, quality of and access to basic social infrastructure and services and take account of local needs and specific demands of the most vulnerable and disadvantaged, thus reducing the inequalities of access to these services. Special attention shall be paid to ensuring adequate levels of public spending in the social sectors. In this context, cooperation shall aim at:</p> <p>(a) Improving education and training, and building technical capacity and skills;</p> <p>(b) Improving health systems and nutrition, eliminating hunger and malnutrition, ensuring adequate food supply and security;</p> <p>(c) Integrating population issues into development strategies in order to improve reproductive health, primary health care, family planning; and prevention of female genital mutilation;</p> <p>(d) Promoting the fight against HIV/AIDS;</p> <p>(e) Increasing the security of household water and improving access to safe water and adequate sanitation;</p> <p>(f) Improving the availability of affordable and adequate shelter for all through supporting low-cost and low-income housing programs and improving urban development; and</p> <p>(g) Encouraging the promotion of participatory methods of social dialogue as well as respect for basic social rights.</p> <p>Food security</p> <p>1. With regard to available agricultural products, the Community undertakes to ensure that export refunds can be fixed further in advance for all ACP States in respect of a range of products drawn up in the light of the food requirements expressed by those States.</p> <p>2. Advance fixing shall be for one year and shall be applied each year throughout the life of this Agreement, it being understood that the level of the refund will be determined in accordance with the methods normally followed by the Commission.</p>	<p>Art 23</p> <p>Art. 25</p> <p>Art. 54</p>

	<p>3. Specific agreements may be concluded with those ACP States which so request in the context of their food security policies.</p> <p>4. The specific agreements referred to in paragraph 3 shall not place in jeopardy production and trade flows in ACP regions.</p>	
Clear division of role between the various instruments	<p>Pre conditions and specific modalities for the use of each instrument as regard food security</p> <p>1. The actors of cooperation will include:</p> <p>(a) State (local, national and regional);</p> <p>(b) Non-State:</p> <ul style="list-style-type: none"> <li>– Private sector;</li> <li>– Economic and social partners, including trade union organisations;</li> <li>– Civil Society in all its forms according to national characteristics.</li> </ul> <p>Political dialogue</p> <p>1. The Parties shall regularly engage in a comprehensive, balanced and deep political dialogue leading to commitments on both sides.</p> <p>7. Regional and sub-regional organisations as well as representatives of civil society organizations shall be associated with this dialogue.</p> <p>2. The ACP States shall be responsible for:</p> <p>(a) defining the objectives and priorities on which the indicative programmes are based;</p> <p>(b) choosing projects and programmes;</p> <p>(c) preparing and presenting the dossiers of projects and programmes;</p> <p>(d) preparing, negotiating and concluding contracts;</p> <p>(e) implementing and managing projects and programmes; and</p> <p>(f) maintaining projects and programmes.</p> <p>3. Without prejudice to the provisions above, eligible non-State actors may also be responsible for proposing and implementing programmes and projects in areas concerning them.</p> <p>4. The ACP States and the Community shall be jointly responsible for:</p> <p>(a) establishing, within the joint institutions, the guidelines for development finance cooperation;</p> <p>(b) adopting the indicative programmes;</p> <p>(c) appraising projects and programmes;</p> <p>(d) ensuring equality of conditions for participation in invitations to tender and contracts;</p> <p>(e) monitoring and evaluating the effects and results of projects and programmes; and</p> <p>(f) ensuring the proper, prompt and efficient execution of projects and programmes.</p> <p>5. The Community shall be responsible for taking financing decisions on projects and programmes.</p> <p>6. Unless otherwise provided for in this Agreement, all decisions requiring the approval of either Party shall be approved, or be deemed approved, within 60 days of notification by the other Party.</p>	<p>Part 1; Title I; Art.6</p> <p>Part 1; Title I; Art.8</p> <p>Art. 57</p> <p>Art. 61</p>

	<p>1. The nature of financing shall, inter alia, include:</p> <ul style="list-style-type: none"> <li>(a) projects and programmes;</li> <li>(b) credit lines, guarantee schemes and equity participation;</li> <li>(c) budgetary support, either directly, for the ACP States whose currencies are convertible and freely transferable, or indirectly, from counterparts funds generated by the various Community instruments;</li> <li>(d) the human and material resources necessary for effective administration and supervision of projects and programmes;</li> <li>(e) sectoral and general import support programmes which may take the form of: <ul style="list-style-type: none"> <li>(i) sectoral import programmes through direct procurement including financing of inputs in the productive system and supplies to improve social services;</li> <li>(ii) sectoral import programmes in the form of foreign exchange released in instalments for financing sectoral imports; and</li> <li>(iii) general import programmes in the form of foreign exchange released in instalments for financing general imports covering a wide range of products.</li> </ul> </li> </ul> <p>2. Direct budgetary assistance in support of macroeconomic or sectoral reforms shall be granted where:</p> <ul style="list-style-type: none"> <li>(a) public expenditure management is sufficiently transparent, accountable and effective;</li> <li>(b) well defined macroeconomic or sectoral policies established by the country itself and agreed to by its main donors are in place; and</li> <li>(c) public procurement is open and transparent.</li> </ul> <p>3. Similar direct budgetary assistance shall be granted gradually to sectoral policies in substitution for individual projects.</p> <p>4. The instruments of import programmes or budgetary support defined above can also be used to support eligible ACP States implementing reforms aimed at intra-regional economic liberalization which generate net transitional costs.</p> <p>5. In the framework of the Agreement, the European Development Fund (hereinafter referred to as the Fund) including counterpart funds, unexpended balance from previous Funds, own resources of the European Investment Bank (hereinafter referred to as the Bank) and where appropriate resources drawn from the European Community's budget, shall be used to finance projects, programmes and other forms of operations contributing to the achievement of the objectives of this Agreement.</p> <p>6. The funds provided under the Agreement may be used to cover the total costs of both the local and foreign expenditure of projects and programmes, including recurrent cost financing.</p> <p>1. Technical cooperation shall assist the ACP States in the development of national and regional manpower resources, the sustained development of the institutions critical for development success, including inter alia strengthening ACP consulting firms and organisations, as well as exchange arrangements involving consultants from both ACP and EU firms.</p> <p>3. Technical assistance may be provided in all areas of cooperation and within the limits of the mandate of this Agreement. The activities covered would be diverse in scope and nature, and would be tailored to meet the needs of the ACP States.</p>	Art. 79
Complementarities of the various instruments	<p>1. The least-developed ACP States shall be accorded a special treatment in order to enable them to overcome the serious economic and social difficulties hindering their development so as to step up their respective rates of development.</p> <p>2. Short-term emergency action shall only in exceptional circumstances be financed under the Fund where such assistance cannot be financed from</p>	<p>Art. 85</p> <p>Art 73</p>

	<p>the Community's budget.</p> <p>Operations financed by grants within the framework of this Agreement shall be programmed at the beginning of the period covered by the Financial Protocol. Programming for this purpose shall mean:</p> <p>(a) The preparation and development of a Country Support Strategy (CSS) based on the country's own medium-term development objectives and strategies;</p> <p>(b) A clear indication from the Community of the indicative programmable financial allocation from which the country may benefit during the five-year period as well as any other relevant information;</p> <p>(c) The preparation and adoption of an indicative programme for implementing the CSS; and</p> <p>(d) A review process covering the CSS, the indicative programme and the volume of resources allocated to it.</p> <p>The CSS shall be prepared by the ACP State concerned and the EU following consultations with a wide range of actors in the development process, and shall draw on lessons learned and best practices. Each CSS shall be adapted to the needs and respond to the specific circumstances of each ACP State. The CSS shall be an instrument to prioritise activities and to build local ownership of cooperation programmes. Any divergences between the country's own analysis and that of the Community shall be noted. The CSS shall include the following standard elements:</p> <p>(a) An analysis of the political, economic and social country context, constraints, capacities and prospects including an assessment of basic needs, such as income per capita, population size and social indicators, and vulnerability;</p> <p>(b) A detailed outline of the country's medium-term development strategy, clearly defined priorities and expected financing requirements;</p> <p>(c) An outline of relevant plans and actions of other donors present in the country, in particular including those of the EU Member States in their capacity as bilateral donors;</p> <p>(d) Response strategies, detailing the specific contribution the EU can provide. These shall, to the extent possible, enable complementarity with operations financed by the ACP State itself and by other donors present in the country; and</p> <p>(e) A definition of the nature and scope of the most appropriate support mechanisms to be applied in implementing the above strategies.</p>	<p>Annex IV; Art. 1</p> <p>Annex IV; Art. 2</p>
Coordination of the various DG/Units responsible for the implementation of the various instruments	<p>1. The Council of Ministers shall at least once a year examine whether the objectives of development finance cooperation are being attained and shall examine the general and specific problems resulting from the implementation of that cooperation. To this end, an ACP-EC Development Finance Cooperation Committee, hereinafter referred to as "the ACP-EC Committee", shall be set up within the Council of Ministers.</p> <p>2. The ACP-EC Committee shall, inter alia:</p> <p>(a) Ensure the overall achievement of the objectives and principles of development finance cooperation and establish general guidelines for their effective and timely implementation;</p> <p>(b) Examine the problems arising from the implementation of development cooperation activities and propose appropriate measures;</p> <p>(c) Review the annexes to the Agreement to ensure their continued relevance and recommend any appropriate amendments to the Council of Ministers for approval; and</p> <p>(d) Examine the operations deployed within the framework of the Agreement to attain the objectives of promoting private sector development and investment and the operations of the Investment Facility.</p> <p>4. The process of consultation and coordination with other donors and co-financiers should be strengthened and developed, where possible, through the establishment of co-financing framework agreements and co-financing policies and procedures should be reviewed to ensure effectiveness and</p>	<p>Art 83</p> <p>Art. 65</p>

	the best terms and conditions possible.	
<b>ALA</b>	<b>Regulations (EEC) No 443/92 and (EC) No 2130/2001 concerning Community cooperation with Asian and Latin American countries</b>  <b>Proposal of Regulation of the European Parliament and the Council (COM 02-340); concerning Community cooperation with Asian and Latin American countries and amending Council Regulation (EC) No 2258/96</b>	
Overall assessment	<p>The 443/92 Regulation concerns the overall cooperation rules with the Latin American and Asian countries (except Japan). It gives a specific attention to food aid and food security issues. The financial and technical assistance shall be targeted primarily on the <i>poorest sections of the population</i> and the poorest countries of the 2 regions. A long list of specific actions to be financed is provided. The concept of food security is broad and similar to the actual definition of food security. Attention is also given to coordination of interventions, but no specific details are given.</p> <p>The new (proposed) Regulation is not intended to provide political or strategic orientations with respect to the beneficiary regions. It lays down instead clear and simple rules and procedures for effective programming and decision-making for the purposes of Community cooperation with the partner countries. The rules being the same for both regions, the Commission has decided to submit a proposal for a single Regulation. Beside the flexibility concerning the actions to be financed, the main issue is the focus on coherent national and regional strategies. These Strategy papers for Asian and Latin American countries, regions or subregions shall be established for a period of five to seven years, defining the long-term objectives for cooperation and identifying the strategic priorities and the specific fields of action. Complementarity of the various existing instruments shall take place within these strategy papers. Although no mention is made on food security, the integrated approach presented is similar to those of food security.</p>	
Coherence of the overall objectives of the various instruments	<p>The Community shall continue and broaden Community cooperation with the Asian and Latin American developing countries, hereinafter referred to as 'the ALA developing countries', which are not signatories to the Lomé Convention and do not benefit from the Community's cooperation policy with Mediterranean third countries. This cooperation, which shall be in addition to assistance from the Member States, shall involve financial and technical development assistance and economic cooperation. In this connection, the Community shall attach the utmost importance to the promotion of human rights, support for the process of democratization, good governance, environmental protection, trade liberalization and strengthening the cultural dimension, by means of an increasing dialogue on political, economic and social issues conducted in the mutual interest.</p> <p>The objectives of cooperation are defined in a broad way, to make it possible to intervene in all areas of cooperation covered by the agreements between the Community and the partner countries and under the policy and cooperation guidelines adopted in the relevant forums. It is during the programming exercise that sectors and cooperation activities will be precisely defined, according to the characteristics and needs of each partner country or region. The proposed Regulation does not prejudice these choices. It should be flexible enough to answer the priorities of the moment. In general terms, cooperation and assistance under the proposed Regulation will have to take account of the objectives of development policy as defined in Article 177 of the Treaty, and further developed in the Conclusions of the Development Council and in the joint statement of the Council and the Commission of 10 November 2000, which in turn reflect the Millennium Development Goals adopted at the 55th Session of the UN General Assembly. Community cooperation and assistance will also support the priorities set out in the agreements between the European Community and the beneficiary countries, and in the Commission Communication on Asia of 4 September 2001 and in the conclusions of the EU-LAC Summit held in Madrid on 17 May 2002, which constitute the overall strategic framework for relations with Asia and Latin America respectively.</p> <p>In this context, the proposed Regulation, when setting out the broad objectives of assistance, refers in particular, to sustainable development, to poverty reduction, to the integration of the partner countries in the world economy, to trade and investment, to regional integration and to strengthening the links between the partner regions and the European Union. Similarly, the modernisation and improvement of institutional capacities is included as an essential principle of cooperation. This will contribute, in particular, to the promotion of democratic principles, of the rule</p>	<p>Art. 1</p> <p>New Chap. 2</p>



	<p>of law and of human rights as well as to the improvement of the fight against terrorism, drug trafficking and organised crime.</p> <p>The proposed Regulation establishes clear principles for programming: a strategy paper will serve as a basis for establishing multiannual indicative programmes, which will in turn make it possible to draw up annual action plans. These principles are of general application, except in particular cases.</p> <p>1. Community cooperation under this Regulation shall be pursued with the overall objectives of strengthening the relationship between the Community and its Asian and Latin American partners, reducing poverty, promoting sustainable development and contributing to prosperity, security and stability.</p> <p>2. Without prejudice to the eligibility of the sectors included in agreements with the partner countries, Community cooperation shall in particular:</p> <p>(a) Foster the sustainable economic and social development of partner countries, and their smooth and gradual integration into the world economy;</p> <p>(b) Strengthen the institutional and legislative framework, in particular to underpin democratic principles, the rule of law and respect and protection for human rights and fundamental freedoms;</p> <p>(c) Promote economic and trade cooperation, strengthen investment relations, and foster the integration of Asian and Latin American countries into the multilateral trading system and the implementation of WTO agreements;</p> <p>(d) Support the fight against organised crime, money-laundering, terrorism, drugs, illegal migration and trafficking in human beings, and measures aiming at confidence-building and conflict prevention;</p> <p>(e) Favour regional integration and cooperation in Asia and Latin America, and support the development of closer relations between Asian and Latin American partners and the European Union, so as to enable mutually beneficial exchanges, notably between economic, social, cultural, educational, technological and scientific entities;</p> <p>(f) Support rehabilitation, reconstruction and aid to uprooted people, with particular attention to the transition between emergency and development</p>	<p>New Chap. 3</p> <p>New art2</p>
Agreement on a definition of food aid and food security concept	<p>Financial and technical assistance shall give priority to developing the rural sector and improving the level of food security. In this regard, integrating food aid into other development instruments may help this form of aid to fulfil its specific role and objectives. Community support for the rural sector must also include measures in small towns serving rural areas, in order to promote employment.</p> <p>No mention of food security is made in the new proposal.</p>	Art. 5

<p>Clear division of role between the various instruments</p>	<p>All ALA developing countries shall be eligible for financial and technical assistance and economic cooperation. The recipients of aid and partners in cooperation may include not only States and regions but decentralized authorities, regional organizations, public agencies, local or traditional communities, private institutes and operators, including cooperatives and non-governmental organizations. The needs and priorities of each country and each region shall be taken into account when granting the aid covered by this Regulation. Financial and technical assistance</p> <p>Financial and technical assistance shall be targeted primarily on the poorest sections of the population and the poorest countries in the two regions, through the implementation of programmes and projects in whatever sectors Community aid is likely to play an important role.</p> <p>Financial and technical assistance shall give priority to developing the rural sector and improving the level of food security. In this regard, integrating food aid into other development instruments may help this form of aid to fulfil its specific role and objectives. Community support for the rural sector must also include measures in small towns serving rural areas, in order to promote employment. The improvement of the economic, legal and social environment for the private sector, including small and medium-sized undertakings, must also be taken into account.</p> <p>With regard to the untying of assistance for the less developed countries, the proposed Regulation provides for aid to be untied for the categories and within the limits envisaged in the recommendation of the DAC.</p> <p>3. Community cooperation shall follow a sector-wide approach wherever possible. In this context, it shall support sectoral policies and economic reform programmes, through the most appropriate instruments, including budgetary support, subject to strict monitoring and conditionality. In exceptional circumstances, where such policies and programmes are not yet in place, budgetary support may also be provided for specific and clearly identified measures, subject to strict monitoring and conditionality.</p> <p>1. As a general rule, the framework for the programming and identification of Community cooperation activities under this Regulation shall consist of:</p> <ul style="list-style-type: none"> <li>(a) Strategy papers;</li> <li>(b) Multiannual indicative programmes;</li> <li>(c) Annual action plans.</li> </ul> <p>2. Strategy papers for Asian and Latin American partner countries, regions or subregions shall be established for a period of five to seven years. They shall define the long-term objectives for cooperation and identify the strategic priorities and the specific fields of action. They shall be revised if circumstances so require.</p> <p>A separate three-year strategy paper covering the whole of Asia and Latin America shall be drawn up for crises involving uprooted people.</p> <p>In addition to national and federal governments, partners eligible for financial support under this Regulation may include regional and international organisations (including United Nations agencies), non-governmental organisations, national, provincial and local administrations and agencies, community-based organisations, and public or private institutes and operators.</p>	<p>Art 3</p> <p>Art. 4</p> <p>Art. 5</p> <p>New Chap.5</p> <p>New art. 2</p> <p>new Art. 4</p>
<p>Thematic</p>	<p>Evaluation of Food Aid Policy and Food Aid Management and Special Operations in Support of Food Security; Volume 3: Annexes; July 2004; PART C</p>	<p>Annex B</p>



	<p>objective of achieving long-term stability and prosperity, in particular in the fields of economic transition, <b>sustainable economic and social development</b> and regional and cross-border cooperation (Article 2).</p> <p>Food security issues are not mentioned as such but are taken into consideration through the “Support for sustainable economic and social development as well as through the support to small and medium enterprises.</p> <p>In Meda II, a particular attention has been given to the set up of national strategies, thus reinforcing the coherence between instruments and reinforcing the role of the state actors in the planning process. The Regulation also underlines the importance of wide and equitable sharing of the fruits of growth, paying particular attention to the objectives and targets agreed at UN summits concerning the fight against poverty and incorporated in the international development targets.</p> <p>A special focus is put on decentralized cooperation.</p>	
Coherence of the overall objectives of the various instruments	<p>1. The Community shall implement measures in the framework of the principles and priorities of the Euro-Mediterranean partnership to support the efforts that Mediterranean non-member countries and territories listed in Annex I (hereinafter referred to as 'Mediterranean partners') will undertake to reform their economic and social structures and mitigate any social or environmental consequences which may result from economic development.</p> <p>‘2. These support measures shall be implemented taking account of the objective of achieving sustainable development leading to long-term stability and prosperity. Particular attention shall be paid to the economic, social and environmental impact of economic transition, to regional and subregional cooperation and to building the capacity of the Mediterranean partners to integrate into the world economy. The objectives and details of the relevant procedures shall be as set out in Annex II.</p>	<p>Meda I, Art 1</p> <p>Meda II, Art 2</p>
Agreement on a definition of food aid and food security concept	<p>No mention of food security in Meda I and Meda II.</p> <p>Main relevant fields for food security are listed in annex II. These sectors are similar to the integrated approach to tackle food insecurity.</p>	
Clear division of role between the various instruments	<p>2. The beneficiaries of support measures may include not only States and regions but also local authorities, regional organizations, public agencies, local or traditional communities, organizations supporting business, private operators, cooperatives, mutual societies, associations, foundations and non-governmental organizations.</p> <p>1. The purpose of this Regulation is to contribute, through the measures provided for in paragraph 2, to initiatives of joint interest in the three sectors of the Euro- Mediterranean partnership: the reinforcement of political stability and of democracy, the creation of a Euro-Mediterranean free-trade area, and the development of economic and social cooperation, taking due account of the human and cultural dimension.</p> <p>Measures under this Regulation may cover expenditure on imports of goods and services and local expenditure needed to carry out the projects and programmes. Direct budgetary support in favour of the beneficiary partner may also be covered to support agreed programmes of economic reform, in particular through sectoral facilities for structural adjustment, as referred to in Annex II, Part I(b). Taxes, duties and charges shall be excluded from Community financing;</p>	<p>Meda I, Art 1</p> <p>Meda I, Art 2</p>

	<p>I. (a) Support for economic transition and the establishment of a Euro-Mediterranean free-trade area shall include in particular:</p> <ul style="list-style-type: none"> <li>— job creation and private sector development, including improvement of the business environment and support for SMEs,</li> <li>— the opening-up of markets, promotion of investment, industrial cooperation and trade between the European Community and the Mediterranean partners, as well as among the Mediterranean partners themselves,</li> <li>— upgrading of economic infrastructure, possibly to include the financial and taxation systems.</li> </ul> <p>(b) Operations in support of reform programmes of the partners are implemented on the basis of the following principles:</p> <ul style="list-style-type: none"> <li>— the support programmes shall be designed to restore or, as the case may be, consolidate the major financial balances and to create an economic environment favourable to accelerated growth, while at the same time seeking to improve the well-being of the population,</li> <li>— the support programmes shall also contribute to reforms in the key sectors with a view to the creation of a free trade area with the European Community,</li> <li>— the support programmes shall be adapted to the particular situation of each country and take account of economic and social conditions,</li> <li>— the support programmes shall lay down measures intended, in particular, to accompany, as regards social conditions and employment, economic transition and the accomplishment of a Euro-Mediterranean free trade area, and to alleviate the negative effects which this process may have on social conditions and employment, especially for the most underprivileged sections of the population,</li> <li>— disbursement of the support will be implemented in tranches in the form of direct budgetary support according to the compliance with the objectives and/or sectoral targets agreed within the support programme.</li> </ul> <p>II. Support for sustainable economic and social development shall include in particular:</p> <ul style="list-style-type: none"> <li>— the participation of civil society and populations in the planning and implementation of development measures,</li> <li>— the improvement of social services, especially in the areas of health, family planning, water supplies, sanitation and housing,</li> <li>— the promotion of wide and equitable sharing of the fruits of growth, paying particular attention to the objectives and targets agreed at UN summits concerning the fight against poverty and incorporated in the international development targets,</li> <li>— harmonious and integrated rural development and the improvement of urban living conditions,</li> <li>— reinforced cooperation concerning agriculture, particularly as regards quality and standards,</li> <li>— reinforced cooperation concerning fisheries and the sustainable exploitation of marine resources,</li> <li>— protection and improvement of the environment, particular consideration being given to the precautionary and the preventive action principles in supporting economic development through reinforced environmental cooperation,</li> <li>— upgrading of economic infrastructures, particularly in the sectors of transport, energy, rural and urban development, strengthening activities related to the information society, information technology and telecommunications,</li> <li>— integrated development of human resources to complement Member States' programmes, notably with regard to continuing vocational training in the context of industrial cooperation, and improvement of the potential for scientific and technological research,</li> <li>— strengthening democracy, respect for, and defence of, human rights, in particular through non-governmental organisations in the European Community and the Mediterranean partners,</li> <li>— cultural cooperation and youth exchanges,</li> <li>— cooperation and technical assistance in order to strengthen cooperation in the area of migrations and combating illegal migration, including repatriation of illegal residents,</li> </ul>	<p>Meda I, Art 7</p> <p>Meda I, Annex II</p>
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	<p>— cooperation and technical assistance in combating organised crime, including illegal drug trafficking and trafficking in human beings,</p> <p>— the development of cooperation in areas relating to the rule of law, such as cooperation in judicial and criminal matters, the strengthening of institutions which guarantee the independence and effectiveness of the judicial system, the training of national security services and civil protection.</p> <p>III. Regional, subregional and cross-border cooperation shall be supported in particular by:</p> <p>(a) establishing and developing structures for regional cooperation between the Mediterranean partners, and between them and the European Union and its Member States;</p> <p>(b) — establishing the physical infrastructure necessary for regional trade, including transport, communications and energy,</p> <p>— improvement of the regulatory framework and small-scale infrastructure projects in the context of bordercrossing facilities,</p> <p>— cooperation on the level of large geographic regions as well as measures complementary to those undertaken in this field within the European Community, including support for connection between the transport and energy networks of the Mediterranean partners and the trans-European networks;</p> <p>(c) other regional activities including the Euro-Arab dialogue;</p> <p>(d) exchanges between civil society in the European Community and the Mediterranean partners; in this context, decentralised cooperation will:</p> <p>— have as its objective to identify the non-governmental beneficiaries of Community aid,</p> <p>— concentrate particularly on the networking of universities and researchers, local communities, associations, political science foundations, trade unions and non-governmental organisations, the media, private business and cultural institutions in the widest sense, as well as the other bodies listed in point IV.</p> <p>IV. Good governance shall be promoted by supporting key institutions and key protagonists in civil society such as local authorities, rural and village groups, mutual-aid associations, trade unions, the media and organisations supporting business, and by assisting in the improvement of the capacity of the public administration to develop policies and manage their implementation.</p> <p>V. Measures taken under this Regulation shall take into account analyses of the needs and potential of women and men in economic and social life so as to include gender aspects in the programming and implementation of development cooperation. Special importance shall be attached to education and the creation of jobs for women.</p> <p>The measures shall also take account of the need to promote education and the creation of jobs for young people in order to facilitate their social integration.</p> <p>VI. The activities financed under this Regulation shall mainly take the form of technical assistance, training, institutionbuilding, information, seminars, studies, projects for investment in micro-enterprises, small and medium-sized undertakings and infrastructures and action designed to highlight the Community nature of the assistance. Recourse should be had to decentralised cooperation where this may prove effective. Risk-capital operations and interest-rate subsidies will be financed in collaboration with the Bank.</p> <p>VII. Due regard shall be paid to environmental considerations in the preparation and implementation of activities financed by means of this Regulation.</p>	
Complementarities of the various instruments	<p>1. Measures to be financed under this Regulation shall be selected taking account, inter alia, of the beneficiaries' priorities, evolving needs, absorption capacity and progress towards structural reform. Selection shall also be based on an assessment of the effectiveness of those measures in achieving the objectives aimed at by Community support, in line, where appropriate, with the provisions of Association or Cooperation Agreements.</p> <p>2. Indicative programmes covering three-year periods shall be established, in liaison with the Bank, at national and regional level. They shall take into account the priorities identified with the Mediterranean partners, including the conclusions of the economic dialogue. They shall be updated annually, as necessary. The programmes shall define the main objectives of, the guidelines for and the priority sectors of Community support in the</p>	Meda I, Art 5

	<p>areas referred to in Section II of Annex II, together with factors for the evaluation of the programmes. The programmes shall include indicative amounts (overall and by priority sector) and list the criteria for funding the programme concerned, taking account of the need to allow for an appropriate reserve for implementation of the MEDA heading.</p> <p>1. The guidelines for the indicative programmes referred to in Article 5 (2) shall be adopted by the Council, acting by a qualified majority on a proposal from the Commission, following dialogue with the Mediterranean partners concerned.</p> <p>1. Measures referred to in this Regulation which are financed from the general budget of the European Communities shall be administered by the Commission in accordance with the Financial Regulation applicable to the general budget of the European Communities.</p> <p>2. In the financing proposals submitted to the Committee referred to in Article 11 and the assessments mentioned in Article 15, the Commission shall abide by the principles of sound financial management and, in particular, those of economy and cost-effectiveness referred to in the Financial Regulation.</p> <p>1. As regards the projects to be financed by subsidized loans in the field of the environment, the Bank shall draw up the financing proposal in accordance with its Statute.</p> <p>1. The Commission shall, in liaison with the Member States and on the basis of a reciprocal and regular exchange of information, including exchange of information on the spot, especially with regard to strategy papers, the national indicative programmes (NIP), annual financing plans, and the preparation of projects and monitoring of their implementation, ensure the effective coordination of the assistance efforts undertaken by the Community, including the European Investment Bank (hereinafter referred to as "the Bank"), and individual Member States, in order to increase the coherence and complementarity of their cooperation programmes. In addition, the Commission shall promote coordination and cooperation with international financial institutions, the United Nations cooperation programmes and other donors. The specific arrangements for on-the-spot coordination shall be the subject of guidelines to be approved by the Committee provided for in Article 11.</p> <p>Strategy papers covering the period 2000 to 2006 shall be established at national and regional level, in liaison with the Bank. These strategy papers shall have the purpose of defining the long-term objectives of cooperation and of identifying priority areas of intervention. To this end, due account shall be taken of all relevant evaluations, a problem-oriented analysis shall be used and crosscutting issues shall be integrated. As far as possible, implementation benchmarks will be developed in order to facilitate the evaluation of the attainment of the objectives of cooperation. If required by unforeseeable circumstances, or following the result of the review referred to in Article 15(4), the strategy papers shall be revised.</p> <p>3. Indicative programmes national and regional covering three-year periods shall be based on the corresponding strategy papers. They shall be established at national and regional level in liaison with the Bank, and they may include, respectively, interest rate subsidies and risk capital.</p> <p>They shall take into account the priorities identified with the Mediterranean partners, including the conclusions of the economic dialogue.</p> <p>The programmes shall define the main objectives of, the guidelines for, and the priority sectors of, Community support in the areas referred to in Section II of Annex II, together with indicators for the evaluation of the programmes. The programmes shall include indicative amounts (overall and by priority sector) and list the criteria for funding the programme concerned.</p>	<p>Meda I, Art 9</p> <p>Meda I, Art 10</p> <p>Meda I, Art 12</p> <p>Meda II, Art 4</p> <p>Meda II, Art 5</p>
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Coordination of the various DG/Units responsible for the implementation of the various instruments	<p>The Commission shall, in agreement with the Member States and on the basis of a reciprocal and regular exchange of information, including exchange of information on the spot, especially with regard to the indicative programmes and projects, ensure the effective coordination of the assistance efforts undertaken by the Community and individual Member States, in order to increase the coherence and complementarity of their cooperation programmes. In addition, the Commission shall promote coordination and cooperation with international financial institutions, the United Nations cooperation programmes and other donors.</p> <p>Financing plans shall be based on the indicative programmes referred to in paragraph 3 and, as a rule, be adopted annually. They shall be established at national and regional level in liaison with the Bank. Projects relating to interest rate subsidies shall be included in national financing plans. Projects relating to risk capital shall be included in regional financing plans.</p>	<p>Meda I, Art 4</p> <p>Meda II, Art 5</p>
<b>TACIS</b>	<b>COUNCIL REGULATION (EC, EURATOM) No 99/2000 of 29 December 1999 concerning the provision of assistance to the partner States in Eastern Europe and Central Asia</b>	
Overall assessment	<p>This Regulation concerns the EC cooperation rules with the Newly Independent States (NIS). Its main objective is to promote the transition to a market economy and to reinforce democracy and the rule of law in the partner States.</p> <p>The regulation presents a wide range of activities to be financed within the framework of an indicative programme. Food security is not mentioned as such, but could be included in several areas of cooperation mentioned in annex 2.</p> <p>TACIS is financing technical assistance.</p>	
Coherence of the overall objectives of the various instruments	<p>(11) Experience has shown that Community assistance will be all the more effective when it is concentrated on a restricted number of areas within each partner State;</p> <p>(12) The development of inter-State economic links and trade flows conducive to economic reform and restructuring should be encouraged;</p> <p>(13) Regional and subregional cooperation, particularly in relation to the Northern Dimension and in the Black Sea region, should be encouraged;</p> <p>(14) Cross-border cooperation, particularly in the context of borders between the partner States and the European Union, between the partner States and Central and Eastern Europe, and between the partner States themselves, should be encouraged;</p> <p>A programme to promote the transition to a market economy and to reinforce democracy and the rule of law in the partner States listed in Annex I (hereinafter called 'the partner States') shall be implemented by the Community from 1 January 2000 to 31 December 2006 in accordance with the criteria laid down in this Regulation.</p> <p>3. Particular attention shall be paid:</p> <ul style="list-style-type: none"> <li>— to the need to reduce environmental risks and pollution, including transboundary pollution,</li> <li>— to the need to promote the sustainable use of natural resources, including energy resources, and</li> <li>— to the social aspects of transition.</li> </ul>	<p>Preamble 11-14</p> <p>Art. 1</p> <p>Art: 2</p>





	<ul style="list-style-type: none"> <li>— Support for executive and legislative bodies (national, regional, local),</li> <li>— Support for justice and home affairs activities,</li> <li>— Reinforcement of the legal and regulatory framework,</li> <li>— Support for the implementation of international commitments,</li> <li>— Support for the civil society,</li> <li>— Support for education and training.</li> </ul> <p>2. Support to the private sector and assistance for economic development:</p> <ul style="list-style-type: none"> <li>— Promotion of small and medium-sized enterprises,</li> <li>— Development of the banking and financial services systems,</li> <li>— Promotion of private entrepreneurship including joint ventures,</li> <li>— Industrial cooperation, including research,</li> <li>— Privatisation,</li> <li>— Enterprise restructuring,</li> <li>— Promotion of market-orientated framework for trade and investment.</li> </ul> <p>3. Support in addressing the social consequences of transition:</p> <ul style="list-style-type: none"> <li>— Reform of the health, pension, social protection and insurance systems,</li> <li>— Assistance to alleviate the social impact of industrial restructuring,</li> <li>— Assistance for social reconstruction,</li> <li>— Development of employment services, including re-training.</li> </ul> <p>4. Development of infrastructure networks:</p> <ul style="list-style-type: none"> <li>— Transport networks,</li> <li>— Telecommunication networks,</li> <li>— Energy pipelines and transmission networks,</li> <li>— Border-crossings.</li> </ul> <p>5. Promotion of environmental protection and management of natural resources:</p> <ul style="list-style-type: none"> <li>— Development of sustainable environmental policies and practices,</li> <li>— Promotion of harmonisation of environmental standards with European Union norms,</li> <li>— Improvement of energy technologies in supply and end use,</li> <li>— Promotion of sustainable use and management of natural resources, including energy, saving, efficient energy usage and improvement of environmental infrastructure.</li> </ul> <p>6. Development of the rural economy:</p> <ul style="list-style-type: none"> <li>— Legal and regulatory framework, including land privatisation,</li> <li>— Increasing access to finance and promotion of training,</li> <li>— Improvement of distribution and access to markets.</li> </ul>	
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Complementarities of the various instruments	4. Participation in invitations to tender and contracts shall be open on equal terms to all natural and legal persons in the Member States, in the partner States, and in countries benefiting from the Phare programme. Participation by natural and legal persons from Mediterranean countries with traditional economic, trade or geographical links may be authorised by the Commission on a case-by-case basis if the programmes or projects concerned require specific forms of expertise specifically available in such countries.	Art 11
	The Commission shall, together with the Member States and on the basis of a reciprocal and regular exchange of information, including exchange of information on the spot, seek the effective coordination of the assistance efforts undertaken by the Community and individual Member States, in order to increase the coherence and complementarity of their cooperation programmes.	Art. 14
Coordination of the various DG/Units responsible for the implementation of the various instruments	1. The assistance shall be applied in the framework of national, multi-country and other programmes.	Art. 3
	3. Indicative programmes covering three to four year periods shall be established in accordance with the procedure referred to in Article 13(2). These programmes shall define the principal objectives of, and guidelines for, Community assistance in the areas of cooperation set out in Annex II and would, as far as possible, include indicative financial estimates. Before the establishment of indicative programmes, the Commission shall discuss with the Committee referred to in Article 13(1) the priorities to be identified with the partner States.  Regular coordination shall be established between the Commission and the Member States; including on-the-spot coordination in their contacts with the partner States, both in the programme-definition and the programme-implementation stage.  In addition, the Commission shall ensure coordination and cooperation with the international financial institutions and other donors.	Art. 14

CARDS	<b>COUNCIL REGULATION (EC) No 2666/2000 of 5 December 2000 on assistance for Albania, Bosnia and Herzegovina, Croatia, the Federal Republic of Yugoslavia and the Former Yugoslav Republic of Macedonia, repealing Regulation (EC) No 1628/96 and amending Regulations (EEC) No 3906/89 and (EEC) No 1360/90 and Decisions 97/256/EC and 1999/311/EC</b>	
Overall assessment	<p>The regulation is focusing on Community assistance to support participation by the recipient countries in the stabilization and association process. A main issue is the importance of the strategic frameworks ('country strategic paper'), for the period 2000 to 2006, which shall serve to set long-term objectives for assistance and priority fields of action in recipient countries.</p> <p>Food security is not being mentioned as an issue, as the priority is being given to economic and political objectives.</p>	
Coherence of the overall objectives of the various instruments	<p>The European Council, meeting in Lisbon on 23 and 24 March 2000, confirmed that its overall objective remained the fullest possible integration of the countries of the region into the political and economic mainstream of Europe and that the stabilisation and association process was the centrepiece of its policy in the Balkans.</p> <p>To that end Community assistance will be focused mainly on building up an institutional, legislative, economic and social framework directed at the values and models subscribed to by the European Union and on promoting a market economy, with due regard for priorities agreed with the partners concerned.</p> <p>1. The main purpose of the Community assistance is to support participation by the recipient countries in the stabilization and association process.</p> <p>2. The Community assistance shall <i>inter alia</i> be for:</p> <p>(a) Reconstruction, aid for the return of refugees and displaced persons, and stabilisation of the region;</p> <p>(b) The creation of an institutional and legislative framework to underpin democracy, the rule of law and human and minority rights, reconciliation and the consolidation of civil society, the independence of the media and the strengthening of legality and of measures to combat organized crime;</p> <p>(c) Sustainable economic development and market-economy-orientated economic reform;</p> <p>(d) Social development, with particular reference to poverty reduction, gender equality, education, teaching and training, and environmental rehabilitation;</p> <p>(e) The development of closer relations among recipient countries, between them and the European Union and between them and countries which are candidates for accession to the European Union, in coordination with other instruments for cross-border, transnational and regional transboundary cooperation with non-member countries;</p> <p>(f) Fostering regional, transnational, cross-border and interregional cooperation among the recipient countries, between them and the European Union and between the recipient countries and other countries of the region.</p>	<p>Preamble 3</p> <p>Preamble 6</p> <p>Art. 2</p>
Agreement on a definition of food aid and food security concept	No mention of food security	
Clear division of role	The following shall be directly eligible for Community assistance: the State, entities under United Nations jurisdiction and administration, federal, regional and local bodies, public and semi-public bodies, the social partners, organizations providing support to businesses, cooperatives, mutual	Art. 1

between the various instruments	societies, associations, foundations and non-governmental organisations.	
Complementarities of the various instruments	The Community assistance should be governed by a strategy framework and by annual and multiannual programming, which will be put to the management committee set up by this Regulation for an opinion. This will situate the assistance within a medium-term outlook and will make it possible to ensure that it complements and remains consistent with that of the Member States.	Preamble 13
Coordination of the various DG/Units responsible for the implementation of the various instruments	<p>1. Save in exceptional, duly substantiated cases, Community assistance shall be provided as follows:</p> <p>(a) a strategic framework ('country strategic paper'), for the period 2000 to 2006, which shall serve to set long-term objectives for assistance and priority fields of action in recipient countries.</p> <p>1. The Commission shall be assisted by a management committee, hereinafter referred to as 'the CARDS Committee'.</p> <p>1. In the interests of making the Community assistance cohesive and more efficient and complementary, the Member States and the Commission shall exchange any relevant information on the operations they intend to implement.</p> <p>2. In liaison with the Member States and on the basis of a regular mutual exchange of information, including on the spot, particularly as regards strategy papers, multiannual indicative programmes and annual action programmes and the preparation of projects and monitoring of their implementation, the Commission shall ensure effective coordination of the assistance efforts made by the Community, including the EIB, and by each Member State, in order to make their cooperation programmes more consistent and complementary. In addition, it shall encourage coordination and cooperation with international financial institutions, United Nations cooperation programmes and other donors. Practical arrangements for on-the-spot coordination shall be covered by guidelines to be approved by the CARDS Committee.</p>	<p>Art. 3</p> <p>Art. 10</p> <p>Art. 11</p>
<b>ECHO</b>	<b>COUNCIL REGULATION (EC) No 1257/96 of 20 June 1996 concerning humanitarian aid</b>	
Overall assessment	<p>The European Commission's Humanitarian Aid Office (ECHO) was set up in 1992 to provide rapid and effective support for the victims of humanitarian crises outside the European Union. Most of the interventions involve saving and preserving life during emergencies and their immediate aftermath, but disaster preparedness is a core concern and an integral part of ECHO's mandate.</p> <p>ECHO set up its disaster preparedness programme (DIPECHO) in 1996 to help vulnerable communities prepare for natural risks.</p> <p>The mandate of ECHO is focusing on humanitarian issues but the disaster preparedness mandate goes far beyond it. It explains why a good number of activities financed by ECHO are dealing with rural development, water and sanitation, training or food security.</p> <p>ECHO is in this context fully in line with the LRRD approach of the EC.</p> <p>The specificity of ECHO is related to the limitation of the partnership to NGOs and international organizations, excluding the national governments. This issue may be of importance considering the independence of action needed in case of humanitarian operations but could limit the sustainability of the actions, because of the weak institutional ownership.</p> <p>Phasing-out strategies should be a component of ECHO's strategy, but no details are given in the two documents on how to achieve it. This issue is part of the LRRD document, which has been produced in 2004.</p> <p>In the same way, coordination is also an issue of importance, but no information is given on the added value of the other instruments concerning LRRD activities.</p>	

	In its Aid strategy for 2003 ECHO is reinforcing the focus given on LRRD processes and gives more attention to coordination and dialogue. Although, these two issues are of importance for food security, it is worth to underline that in this document no specific mention is made on food security, food being only linked to food crisis. Food security is not even considered as a cross-cutting issue. Nor does the document present the specific coordination, ECHO should have with the FSBL. Among the other horizontal priorities, a focus is given to a continuing and constructive dialogue with ECHO's main partners. The coordination at country level with the delegation should also be strengthened.	
Coherence of the overall objectives of the various instruments	<p>The Community's humanitarian aid shall comprise assistance, relief and protection operations on a non-discriminatory basis to help people in third countries, particularly the most vulnerable among them, and as a priority those in developing countries, victims of natural disasters, man-made crises, such as wars and outbreaks of fighting, or exceptional situations or circumstances comparable to natural or man-made disasters. It shall do so for the time needed to meet the humanitarian requirements resulting from these different situations.</p> <p>Such aid shall also comprise operations to prepare for risks or prevent disasters or comparable exceptional circumstances.</p> <p>The principal objectives of the humanitarian aid operations referred to in Article 1 shall be:</p> <p>(a) To save and preserve life during emergencies and their immediate aftermath and natural disasters that have entailed major loss of life, physical, psychological or social suffering or material damage;</p> <p>(b) To provide the necessary assistance and relief to people affected by longerlasting crises arising, in particular, from outbreaks of fighting or wars, producing the same effects as those described in subparagraph (a), especially where their own governments prove unable to help or there is a vacuum of power;</p> <p>(c) To help finance the transport of aid and efforts to ensure that it is accessible to those for whom it is intended, by all logistical means available, and by protecting humanitarian goods and personnel, but excluding operations with defence implications;</p> <p>(d) To carry out short-term rehabilitation and reconstruction work, especially on infrastructure and equipment, in close association with local structures, with a view to facilitating the arrival of relief, preventing the impact of the crisis from worsening and starting to help those affected regain a minimum level of self-sufficiency, taking long-term development objectives into account where possible;</p> <p>(e) To cope with the consequences of population movements (refugees, displaced people and returnees) caused by natural and man-made disasters and carry out schemes to assist repatriation to the country of origin and resettlement there when the conditions laid down in current international agreements are in place;</p> <p>(f) To ensure preparedness for risks of natural disasters or comparable exceptional circumstances and use a suitable rapid early-warning and intervention system;</p> <p>(g) To support civil operations to protect the victims of fighting or comparable emergencies, in accordance with current international agreements.</p>	<p>Art. 1</p> <p>Art. 2</p>
Agreement on a definition of food aid and food security concept	No mention is made on food security.	
Clear division of role between the various instruments	<p>Such Community aid referred to in Articles 1 and 2 may also be used to finance:</p> <ul style="list-style-type: none"> <li>- Preparatory and feasibility studies for humanitarian operations and the assessment of humanitarian projects and plans,</li> <li>- Operations to monitor humanitarian projects and plans,</li> <li>- Small-scale training schemes and general studies in the field of humanitarian operations, to be phased out gradually where funding is over several years,</li> </ul>	Art. 4

	<ul style="list-style-type: none"> <li>- The cost of highlighting the Community nature of the aid,</li> <li>- Public awareness and information campaigns aimed at increasing understanding of humanitarian issues, especially in Europe and in third countries where the Community is funding major humanitarian operations,</li> <li>- Measures to strengthen the Community's coordination with the Member States, other donor countries, international humanitarian organizations and institutions, non-governmental organizations and organizations representing them,</li> <li>- The technical assistance necessary for the implementation of humanitarian projects, including the exchange of technical know-how and experience by European humanitarian organizations and agencies or between such bodies and those of third countries,</li> <li>- Humanitarian mine-clearance operations, including campaigns to increase awareness of anti-personnel mines on the part of the local population.</li> </ul> <p>Humanitarian aid operations financed by the Community may be implemented either at the request of international or non-governmental agencies and organizations from a Member State or a recipient third country or on the initiative of the Commission.</p> <p>The Community may also finance humanitarian operations by international agencies and organizations.</p> <p>Where necessary, the Community may also finance humanitarian operations by the Commission or the Member States' specialized agencies.</p>	<p>Art. 6</p> <p>Art.8</p> <p>Art. 9</p>
Complementarities of the various instruments	<p>The Commission shall decide on emergency action for an amount not in excess of ECU 10 million.</p> <p>The following operations shall be deemed to necessitate emergency action:</p> <ul style="list-style-type: none"> <li>- Operations to meet immediate and unforeseeable humanitarian requirements generated by sudden natural or man-made disasters, such as floods, earthquakes and outbreaks of fighting or comparable situations,</li> <li>- Operations limited to the duration of the unforeseeable emergency response: the corresponding funds shall cover the response to the humanitarian needs referred to in the first indent for a period of not more than six months laid down in the decision on financing.</li> </ul> <p>Decisions to continue operations adopted by the emergency procedure shall be taken by the Commission, acting in accordance with the procedure laid down in Article 17 (3) and within the limits set in the second indent of Article 15 (2).</p> <p>Whereas humanitarian assistance may be a prerequisite for development or reconstruction work and must therefore cover the full duration of a crisis and its aftermath; whereas, in this context, it may include an element of short-term rehabilitation aimed at facilitating the arrival of relief, preventing any worsening in the impact of the crisis and starting to help those affected regain a minimum level of self-sufficiency;</p> <p>Whereas there is a particular need for preventive action to ensure preparedness for disaster risks and, in consequence, for the establishment of an appropriate early-warning and intervention system;</p>	<p>Art. 13</p> <p>Preamble</p>
Coordination of the various DG/Units responsible for the	<p>Whereas close coordination between the Member States and the Commission both at decision-making level and on the ground constitutes the foundation for effective humanitarian action by the Community;</p> <p>Whereas the Community, as part of its contribution to the effectiveness of international humanitarian aid, must endeavour to cooperate and coordinate its action with that of third countries;</p>	<p>Preamble</p>

implementation of the various instruments	<p>1. In order to guarantee and enhance the effectiveness and consistency of Community and national humanitarian aid systems, the Commission may take any measure necessary to promote close coordination between its own activities and those of the Member States, both at decision-making level and on the ground. To that end, the Member States and the Commission shall operate a system for exchange of information.</p> <p>2. The Commission shall ensure that humanitarian operations financed by the Community are coordinated and consistent with those of international organizations and agencies, in particular those which form part of the United Nations system.</p> <p>3. The Commission shall endeavour to develop collaboration and cooperation between the Community and third-country donors in the field of humanitarian aid.</p>	Art. 10
DIPECHO	<p>ECHO's disaster preparedness programme (DIPECHO) targets vulnerable communities living in the main disaster-prone regions of the world. As it is very difficult to prevent or influence natural hazards, the programme concentrates on reducing the vulnerability of the population.</p> <p>ECHO created its Disaster Preparedness Programme in 1996 to give support to the United Nations International Decade for Natural Disaster Reduction (IDNDR). The programme also helps to fulfil ECHO's mandate, which states that its activities in the field should: "ensure preparedness for risks of natural disasters or comparable circumstances and use a suitable rapid early-warning and intervention system".</p> <p>The DIPECHO programme addresses disaster preparedness within a regional framework, focusing on the main disaster-prone areas of the developing world. The programme began in 1996 with projects in Southeast Asia, the Caribbean and Central America. In 1999, ECHO decided to extend the programme to South Asia and the Andean Community, and from 2003, DIPECHO also covers Central Asia. Disasterprone regions suffer devastating effects on human lives and welfare, property, economic activities and natural resources, especially where coping capacities are low.</p> <p>The DIPECHO programme is implemented by humanitarian organisations in the field.</p> <p>Many of ECHO's substantial humanitarian financing decisions include disaster preparedness or prevention as an objective. Even post-disaster emergency responses often include a risk reduction element. Examples of such activities include training in seismic resistant building techniques after earthquakes (El Salvador and Peru), training in water quality control after floods (Indonesia), emergency cholera prevention and treatment (Somalia), food security monitoring and early warning (Ethiopia, Central America) and cholera preparedness (Tanzania).</p> <p>A global risk management policy would increase the sustainability of development aid and reduce the need for humanitarian aid. Planning ahead for disasters is a cost-effective way to help people, since it reduces emergency, recovery and reconstruction expenditures. A successful policy would comprise both short-term disaster preparedness measures and long-term development policy.</p> <p>ECHO will continue to focus on the short-term dimension of risk management in its DIPECHO programme. This is in line with its mandate to provide emergency relief for the victims of humanitarian crises, and to ensure preparedness for natural disaster risks.</p>	The Dipecho programme: Reducing the impact of disasters; May 2003
NGO co-financing	<p><b>COUNCIL REGULATION (EC) No 1658/98 of 17 July 1998 on co-financing operations with European non-governmental development organizations (NGOs) in fields of interest to the developing countries</b></p> <p><b>General conditions for the NGO Co-financing; 2000</b></p>	
Overall assessment	<p>The EU B7-6000 budget line was launched in 1976 with the aim of adding an additional dimension to EU development policy and has grown consistently since that year, largely as a result of the active support of the European Parliament. B7-6000 is entirely targeted at ENGOs and constitutes a source of funds that all development NGOs in member States can draw upon to support their development activities in Less Developed Countries (LDC). The growth of B7-6000 over the past two decades is consistent with a broader phenomenon of the increasing recognition of NGOs as major actors in international development.</p> <p>EU Council Regulation 1658/98 constitutes the legal basis for the B7-6000 budget line. Similar to other budget lines, it was adopted only in 1998, which means that the General Conditions were, for a long time, the only major guideline for the management of B7-6000.</p> <p>Both the Council Regulation and the General Conditions define the eligibility criteria for ENGOs in terms of access to B7-6000. These are quite</p>	



	<p>broad and clearly aim to fund a range of development activities in LDCs by an equally broad range of European Development NGO who have been formally recognised by their own member governments. The General Conditions specify that development projects in LDCs submitted for funding should aim broadly at poverty alleviation and – as was added later by the Council Regulation – at the strengthening of democracy and human rights. Furthermore the General Conditions also emphasise the strengthening of local institutional capacity in LDCs as another major objective. Under the 1988 General Conditions B7-6000 is used to fund three different types of development instruments or projects:</p> <ul style="list-style-type: none"> <li>• Sector-based development projects, including awareness raising education in Europe</li> <li>• Projects that support the activities of grassroots organisations in LDCs; the so called Chapter XII projects</li> <li>• Block Grants</li> </ul> <p>The 2000 General Conditions have been modified in a manner that would appear to favour the larger ENGOs: (a) the introduction of programmes as well as the more usual projects, (b) the strengthening of the position of consortia of ENGOs and (c) several financial provisions relating to higher % for ENGO administrative costs and (d) an increase of EU maximum contribution to 75% and a maximum contribution of up to € 10m.</p> <p>The new General Conditions, with their emphasis on programme funding, capacity building and support for longer-term funding, could have a strategic effect on the budget line.</p> <p>Appendix 1 of the 2000 GC presents the basic principles for NGOs in term of values, approach and structure.</p>	
Coherence of the overall objectives of the various instruments	<p>1. The Community shall co-finance operations in the field with European non-governmental development organisations (NGOs), as defined in Article 3, to meet the basic needs of disadvantaged people in developing countries. Priority shall be assigned to proposals for operations based on an initiative by partners in developing countries. Such operations shall be proposed by European NGOs and conducted in cooperation with their partners in the developing countries and shall be aimed at poverty alleviation as well as at enhancing the target group's quality of life and own development capacity.</p> <p>2. The Community shall also co-finance with European NGOs, as defined in Article 3, public awareness and information operations in Europe about development problems in the developing countries and their relations with the industrialised world. Such operations shall be proposed by European NGOs and shall be designed to mobilise public support in Europe for development and for strategies and operations benefiting people in the developing countries.</p> <p>3. The Community shall also co-finance operations designed to reinforce cooperation and coordination between NGOs from the Member States, and between NGOs from the Member States and the Community Institutions.</p> <p>The main aim of the EC's policy of co-financing with NGOs is poverty alleviation through support for disadvantaged people in developing countries to meet their basic needs, to improve the quality of their lives and reinforce their own development capacities.</p>	<p>Art. 1</p> <p>GC; Chap 1.2</p>
Agreement on a definition of food aid and food security concept	<p>Food security is neither mentioned in the regulation nor in the general conditions, but the activities eligible for co-financing covered all aspects of food security.</p>	
Clear division of role between the various	<p>1. The operations co-financed in the developing countries under Article 1(1) shall in particular concern local social and economic development in rural and urban areas, the development of human resources, particularly by means of training, and institutional support for local partners in the developing countries. Within those fields of activity, though the quality of the operation is paramount, particular attention shall be given to operations connected with:</p>	<p>Art. 2</p>

instruments	<p>— The strengthening of civil society and participatory development, and the promotion and defence of human rights and democracy,</p> <p>— The role of women in development,</p> <p>— Sustainable development.</p> <p>Though the quality of operation is paramount, special attention shall be given to public awareness operations which:</p> <p>— Highlight the interdependence of the Member States and the developing countries,</p> <p>— Seek to mobilise support for more equitable North-South relations,</p> <p>— Encourage cooperation between NGOs,</p> <p>— Enable partners in the developing countries to play an active part.</p> <p>2. The agents of cooperation eligible for co-financing under this Regulation shall be NGOs satisfying the following conditions:</p> <p>— They must be constituted as autonomous non-profit-making organisations in a Member State in accordance with the laws of that State,</p> <p>— They must have their headquarters in a Member State and the headquarters must be the main centre for decisions relating to the co-financed operations,</p> <p>— The majority of their funding must originate in Europe.</p> <p>3. The Community contribution shall not, as a rule, exceed 50 % of the total cost or 75 % of total contributions, except in exceptional cases. Even in such cases, NGOs shall make a significant contribution to projects and the Community contribution shall not exceed 85 % of the total financial contributions.</p> <p>Co-financing is provided to development operations proposed by European NGOs in response to initiatives emanating from developing countries and complements funds raised by the NGOs from the European public and other sources.</p> <p>Co-financing is available to:</p> <ul style="list-style-type: none"> <li>· European NGOs based in one of the EU Member States;</li> <li>· Groups of European NGOs in the form of consortia and networks</li> </ul> <p>Priority is given to operations:</p> <ul style="list-style-type: none"> <li>· In the Least Developed Countries (LDCs) and Low Income Countries (LICs) as defined in the lists of the OECD/DAC and for disadvantaged and vulnerable groups in other developing countries;</li> <li>· In countries undergoing rehabilitation;</li> <li>· In countries where reinforcement of civil society is important for strengthening the democratic process;</li> <li>· In countries where official EC co-operation is suspended or inoperable due to conflict.</li> </ul> <p>For operations in developing countries three co-financing categories are available under these General Conditions:</p> <ul style="list-style-type: none"> <li>· The Project</li> <li>· The Programme</li> </ul>	<p>Art. 3</p> <p>Art. 6</p> <p>GC; Chap 1.3</p> <p>GC; Chap 1.4</p> <p>GC; Chap 1.5</p>
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## Annex 11: Summary of FA-FS Questionnaires for Delegations

### THEMATIC EVALUATION OF FOOD-AID POLICY, FOOD-AID MANAGEMENT AND SPECIAL OPERATIONS IN SUPPORT OF FOOD SECURITY

ACP	Africa – Caribbean – Pacific (in ROM including Cuba + South Africa)
AFG	Afghanistan
AGO	Angola
AIDCO/EuropeAid	EuropeAid Co-operation Office
ARM	Armenia
AZE	Azerbaijan
BOL	Bolivia
CARDS	Community Assistance for Reconstruction, Development and Stabilisation covering the Western Balkans
CILLS	Comité Inter- Etats de Lutte contre la Sécheresse au Sahel
CPV	Cape Vert
CRIS	Common Relex Information System
EC	European Commission
ECU	Ecuador
ERY	Eritrea
GEO	Georgia
HND	Honduras
HTI	Haiti
KEN	Kenya
LA	Latin and Central America
LBR	Liberia
LF	Logical Framework
MDA	Moldova
MED	Mediterranean region
MRT	Mauritania
NER	Niger
PCM	Project Cycle Management
PMU	Project Management Unit
PRK	Democratic Republic of Korea
RWA	Rwanda
SLE	Sierra Leone
SOM	Somalia
TACIS	Technical Assistance to the Community of Independent States
TJK	Tajikistan
TM	Task Manager
WFP	World Food Programme
YEM	Yemen
ZMB	Zambia

In this summary have been included comments of the following delegations:

Region	Countries which replied	No	%
<b>ACP</b>	Angola, Cape Vert, Eritrea, Kenya, Liberia, Haïti, Niger, Rwanda; Sierra Leone; Somalia, Mauritania; Zambia	12	
<b>Asia</b>	Afghanistan, North Korea; Yemen	3	
<b>LA</b>	Bolivia, Honduras, Ecuador	3	
<b>TACIS</b>	Armenia, Azerbaijan, Georgia, Moldova; Tajikistan	5	
	<b>Total</b>	<b>23</b>	

### A) General aspects

#### 1. ARE YOU AWARE OF THE EC POLICY DOCUMENTS AND ISSUES RELATED TO FOOD AID AND FOOD SECURITY?

	ACP	Asia	LA	TACIS
<b>Yes</b>	ANG; CPV; ERY; KEN; HTI; NER, RWA, SLE; SOM; MRT; ZMB	AFG; PRK; YEM	BOL; HND; ECU	ARM, AZE; GEO; MDA; TJK
<b>No</b>	LBR			

#### 2. Is there someone responsible for Food Aid and Food Security issues at the delegation?

	ACP	Asia	LA	TACIS
<b>Yes</b>	ANG; CPV; ERY; KEN; HTI; NER, RWA, SLE; SOM; MRT; ZMB	AFG; YEM	BOL; HND; ECU	ARM; GEO; MDA; TJK
<b>No</b>	LBR			AZE

		Position in the delegation	Time devoted to FA/FS issues
ACP	AGO	Adviser for Food Security and Rural Development Individual Expert for Food Security, National Food Security Expert	25 % 100 % 75 %
	CPV	Chargée de programme	30 %
	KEN	2 Regional experts 1 FS expert for Somalia + Kenya	100 %
	ERY	Economic and Political Advisor (currently, a post for the rural development/food security is starting in September 2004)	45 %
	LBR	One Official (Chargé d'Affaires)	5 %

	HTI	Assistant technique sécurité alimentaire (section développement rural, sécurité alimentaire, et environnement)	95 %
	NER	Expert individuel sécurité alimentaire	75 %
	RWA	Counsellor. Head of the Rural Economy, Food Security, Decentralisation and Environment Section. Programme Officer in charge of the agriculture and food security	5-10 %
	SLE	JED	15 %
	SOM	Regional Food Security Expert (Horn of Africa): Kenya and Somalia Food Security Project Coordinator Rural Development Operations Manager (official)	100 % 100% 20 %
	MRT	Development adviser	70 %
	ZMB	Head of the Section. Private Development & Food Security. Young Expert	30 % 30 %
<b>Asia</b>	AFG	Two individual experts (AFG)	60%
	YEM	Food Security goes under the Section [3] Education, Social Sectors, Environment, Utilities and Regional Programmes. Responsible is the Head of Section [3].	
<b>LA</b>	BOL	Two individual experts One national professional	100 % 100 %
	HND	Individual expert	100 %
	ECU	Assistant technique sécurité alimentaire	85 %
<b>TACIS</b>	ARM	Regional Coordinator	90 %
	GEO	Regional Coordinator	90 %
	MDA	Head of Section	10 %
	TJK	Person responsible of FSP since the 28 September 2003. Local project manager providing support in the Delegation office in Dushanbe.	100 % 30 %

In all contacted delegations is to be found a responsible person for FS and FA: In cases where the deconcentration process of the FS programme has not yet got much ahead, the involvement of the delegation in FS issues is more limited (e.g. in Yemen). On the other hand in situations where the process of deconcentration already started and keeps developing the future seems to be more promising especially in terms of the further devotion to FS. This counts for countries like Eritrea and Niger but also for Armenia and Georgia, where the Regional Coordinator for the FS had been recently appointed. Liberia and North Korea do not have their own EC delegations, but dispose of a technical assistance for the FS purposes. In two TACIS countries (i.e. Azerbaijan and Moldavia) a civil servant for FS issues will be appointed in the next time.

How does he/she perceive the role of the delegation regarding to Food Aid and Food Security strategies, programmes, projects, or other actions?

In countries, where the CSP defines FS as a focal area (e.g. Angola), the government is being supported in the preparation of a national food strategy and in the formulation, implementation and monitoring of related programs. In addition, the majority of questioned delegations (Cape Verde, Eritrea, Bolivia, Honduras, Mauritania, Afghanistan, Haiti) define

their role as an essential one especially in relation to the analysis of governments' policies and their active involvement in the ongoing discussion among the donors.

Some delegations (Kenya and Somalia) only state in their answers how they would expect their role to be, not how it is actually, regarding AIDCO, e.g. responsible for the definition of strategies and programs and the monitoring of FS and FA activities in the country, while AIDCO provides the general framework for EC FA strategies and interventions.

Several delegations (Niger, Armenia Georgia and Ecuador) are stressing the issue of an inefficient and unbalanced communication flow between the Commission, the local government and themselves. This is emphasised by the problem of a blurry definition of responsibilities (e.g. in Armenia and Georgia the FSP is the only budgetary program in the country). This may suggest that the expectations for positive results from deconcentration are generally high.

Some delegations perceive their role more as a backup, providing in-country information for fact-finding and reporting and demonstrating EC presence (Sierra Leone, Zambia) - partly due to the fact that the CSP excludes FS or because deconcentration has not yet taken place.

All questioned delegations see their role at least as an important one regarding FS, even if in some cases it is not understood as a key role in comparison to other areas (Liberia and Yemen).

## B) Thematic aspects

### 3. What is Government's approach to Food Aid and Food Security?

How much priority does Government give to Food Aid and Food Security issues?

Item	None	Low	Medium	High
In policy statements		BOL; ERY; HND; LBR; HTI; MDA; RWA	AGO; ARM; AZE; GEO; RWA; TJK; ECU	AFG; CPV; KEN; NER; PRK; SLE; MRT; YEM; ZMB
In negotiations		BOL; LBR; HTI; MDA; RWA	AGO; ARM; ERY; GEO; HND; KEN; NER; SLE; MRT; TJK; ZMB; ECU	AFG; AZE; CPV; PRK; YEM
In committing to actions		ERY; HND; LBR; HTI; LOW; RWA; MRT; ECU	AGO; ARM; BOL; GEO; MDA; SLE; ZMB	AFG; AZE; CPV; KEN; PRK; TJK; YEM
In (co-)financing actions	AFG; ARM; ERY; GEO; LBR; TJK	AGO; AZE; HND; HTI; LOW; RWA; MRT; ZMB; ECU	BOL; CPV; MDA; SLE	KEN; PRK; YEM
In implementing actions		AGO; LBR; HTI; LOW; RWA; MRT; ZMB	ARM; AZE; BOL; CPV; ERY; GEO; HND; MDA; SLE; TJK	AFG; KEN; PRK; YEM; ECU
Other (please describe)				

Generally speaking, many governments dedicate more importance to short-term interventions like free food distribution and a production-oriented approach than to long-term FS strategies. This is even more visible in cases of politically instable countries (Somalia, Mauritania, Haiti and Liberia), where the government's involvement depends mainly on electoral issues. In Angola, FA is a main sector of support, but suffers from a lack of experience and human capital. Also Kenya states that FS issues have a high priority on the political agenda, but that it suffers from certain contradictions regarding its strategy.

Some governments have developed a national Food Security Strategy, which is expected to move discussions from free food aid to a long-term food security, but as in the case of Haiti, it never has been provided with sufficient resources and therefore did not work properly.

Several countries (Niger, Zambia and Rwanda) have included FS in an overall rural development strategy. The Afghan government stands out, as it follows a very comprehensive approach towards FA, aiming at its integration into broader strategies. In some countries, the PRSP are mentioned as an instrument, which has increased the importance of FS strategies in the country in comparison to the government's previous approaches.



**4. Is the Delegation involved in any co-ordination fora** (committees, working groups, etc.) regarding Food Aid and Food Security with other actors active in this field (Government ministries, EU member States, WFP, FAO, bilateral donors like USAID, World Bank, other)?

	ACP	Asia	LA	TACIS
Yes	AGO; CPV; ERY; KEN; HTI; NER; RWA; SLE; SOM; MRT; ZMB	AFG; PRK; YEM	BOL; ECU	ARM; AZE <sup>73</sup> ; GEO; MDA; TJK
No	LBR		HND	

Majority of the delegations (91%) described an active exchange of information through co-ordination fora, workshops, committees, working groups and others. The most relevant partners in these fora are various Ministries (M. of Agriculture, M. of Social Reinsertion, M. of National Development, M. of Health etc), the United Nations, the WFP and the World Bank. Furthermore there are in general meetings at national and/or regional level including EC member states, disaster management units, aid coordination bodies and NGOs (the only named NGO is CARE International) as well as the described institutions. The frequency of meetings/ workshops varies between once a week and 2 –3 times per year.

In general there are several working groups/fora per country dealing with FA and FS issues. Regional exchange plays also an important role, for example in the CLISS region (Comité Inter- Etats de Lutte contre la Sécheresse au Sahel).

Some delegations mentioned a successful cooperation with (key-) stakeholders in regard to improved information flow about emergency and recovery needs.

It is also pointed out that some delegations support committees in terms of coordination, financing and/or technical assistance (i.e. indicators, monitoring/evaluation methods, etc.)

**5. During the drafting of the current Country Strategy Paper:**

- *Were assessments of the Food Aid and Food Security situation in the country carried out?*

	ACP	Asia	LA	MED	TACIS
Yes	AGO; NER; RWA; SOM; ZMB	AFG; PRK; YEM	BOL; HND; ECU		GEO; MDA; TJK
No	CPV; ERY; KEN; SLE; MRT				ARM; AZE

During the drafting phase of CSPs few assessments were carried out but in majority of cases the CSP was based on the results of former assessments. The following studies acted as reference:

<sup>73</sup> In Azerbaijan is no EC Delegation, but the TA is involved in different co-ordination fora.

- Annual assessment mission (Government/WFP/FAO)
- Programme pluriannuel de prévention et gestion des crises alimentaires
- Rural Economic Strategy (but in this case additional FS assessments are needed)
- Diverse studies of the WFP (mentioned several times)
- Diverse studies of the World Bank (mentioned two times)
- Food security assessments that are continuously carried out by the FS Unit (EC/FAO)
- Information by governmental institutions and projects
- PRSP preparation documents
- Regional Strategy Paper covering the 5 Central Asia countries

One Delegation underlined the need of new support to have a systematic data collection on food security to prevent crisis.

► *Was there dialogue with Ministries related to Food Aid and Food Security issues?*

	ACP	Asia	LA	MED	TACIS
Yes	AGO; CPV; ERY; HTI; NER; RWA; SLE; ZMB	AFG; PRK; YEM	HND; ECU		ARM; AZE; GEO; MDA; TJK
No	KEN; LBR; SOM; MRT		BOL		

Around 78% of the Delegations are in a continual dialogue with concerned ministries, especially the M. of Agriculture, M. of Economics and Finances, M. of Social Protection and the M. of Labour. In most situations the delegations described an active cooperation with the respective government. The exceptions are two questionnaires mentioning a lack of human resources as a limitation for the dialogue and two questionnaires stressing a lack of commitment from the previous governments.

Not all of the responding delegations could manifest a special dialogue during the CSP elaboration but considered the overall context and exchange as important and fruitful, also in regard of defining food aid or food security strategies.

► *Was there consultation with other actors working in the Food Aid and Food Security area (multilateral and bilateral agencies, NGOs, academic institutions etc.)?*

	ACP	Asia	LA	MED	TACIS
Yes	AGO; ERY; HTI; NER; RWA; SOM; ZMB	AFG; PRK; YEM	HND; ECU		ARM; AZE; GEO; MDA; TJK
No	CPV; KEN; LBR; SLE; MRT		BOL		

A large part of the Delegations (ca 74%) described an active consultation with other actors. Most repeatedly mentioned are the UN/FAO, WFP, Member States representatives, World Bank, USAID, DFID, GTZ and a variety of not defined NGOs and international organizations.

Moreover in Zambia the Canadian Embassy is playing a role in Food Aid discussions as well as in Afghanistan and Yemen the USA. The Afghan delegation appreciates (after some disagreements between various stakeholders) by government increasingly coordinated framework through "Consultative Groups". Additionally in case of Yemen there was also the presence of the Bretton Wood institutions, Arab Bilateral and Multilateral Funds and Japan consulted during the preparation and formulation of the CSP.

The continuous communication not limited to CSP preparation issues but staying in the framework of the FSP is also mentioned in some situations. Furthermore, the discussions relate also to the sectors which concerns food security in a wider sense (e.g. agriculture, NGOs, etc.).

► *What positions have Food Aid and Food Security issues in the CSP?*

In most of the CSPs FA and FS is a priority area for the EC intervention. This role has been described as a marginal only by a limited number of delegations. In some examples FS is treated indirectly in terms of poverty alleviation, rural development or humanitarian assistance. Hence the FS is assessed as important but more seen as an "output" of other programmes.

From the delegations in the TACIS region also the transition from planned to market economy, support to institutional, legal and administrative reform and alleviation of social consequences of transition are mentioned as relevant in regard to obtain food security.

In Somalia the EC assistance is guided by the EC strategy for the Implementation of Special AID to Somalia. The strategy's ultimate aim is the alleviation of poverty and the establishment of a peaceful democratic society. This is to be achieved by promoting the sustainable improvement of livelihoods of beneficiaries.. In supporting this strategy, the EC has developed an "Intervention Strategy for Rural Development and Food Security" which serves as a reference for project identification and implementation in appropriate sectors.

► *What position have Food Aid and Food Security issues in the PRSP?*

In general the delegations state an important role of FS in the PRSP. In many responses FS is not separated from a multi dimensional view on poverty and repeatedly described as a sector priority in -for instance – agriculture and rural development and/or poverty and vulnerability alleviation. In the Kenya's PRSP food insecurity is more seen as a result of prolonged droughts and low agricultural productivity. There is no reference to the problem of access to food, to structural food insecurity and suitable answers to theses problems. In Eritrea consists a National Food Security Strategy (NFSS) and the Government states a perfectly coherence between PRSP and NFSS. The PRSP of Zambia sees the agricultural sector as a key for economic growth and focuses on the export to obtain foreign exchange. For that reason it can mainly rely on commercial farmers. Beside that the PRSP shows weaknesses concerning prioritization of policies and implementation strategies. The Yemen government decided to "mainstream" the FS strategy into the Poverty Reduction Strategy.

To sum up, there is a need to say that in general FS is not mentioned as a specific concept in the PRSPs but its goals like availability and access to food are included in the field of poverty reduction.

**6. Apart from and on the top of the actions financed through FA/FS budget lines, what are other EC policy instruments being used to achieve Food Aid and Food Security?**

**a) FA and FS regulation:**

The FA/FS regulation is mainly used for WFP operations and for budgetary support to different Food Security Programmes.

**Advantages:**

As an advantage mentioned in using this instrument is a certain flexibility, influence at policy level, possibility of facilitating of cooperation with NGOs (without passing via NAO) and the opportunity to develop policy and programmes at national level. Furthermore there is pointed out the coherence of interventions, management of programmes through the government, the possibility of partner diversity and last but not least the very competent and supportive colleagues in Brussels (Eritrea).

**Disadvantages:**

As disadvantages mentioned among others are the centralized planning (poor dialogue with delegations), sometimes lengthy procedures, high costs for food aid, lack of control of WFP activities, not enough time flexibility in implementing/contracting options programmes and a lack of integration with the geographical instrument. Further one delegation mentioned that the distortion on the market is not properly used.

**a) Geographical instruments:**

FED is generally used to ensure long term support to agricultural and rural development programmes, structural adjustment programmes and technical capacity building.

**Advantages:**

The advantages of FED are the good integration with other EC funded programmes, the addressing to different sectors and contribution to an enabling environment for FS interventions, long term support, centralized management by delegation, complementing the FS budget line in terms of funding and intervention and the contribution to LRRD.

**Disadvantages:**

Above all, as most important disadvantage of the FED instrument are claimed burdensome and lengthy procedures and resulting from that a low flexibility.

Furthermore the interventions of the rural development or agricultural sector have only an indirect impact on increased FS and often they are not focused on the most indigent population. If there is no FS-focused programme planning it is difficult to measure the impact on FS (no direct FS objectives, indicators etc.)

Only four delegations replied in describing their experiences under ALA. For that reason the responses are rendered as they appeared without generalisations.

**Advantages:**

As advantages of ALA the delegations pointed out the relative high budget and the political support.

**Disadvantages:**

Disadvantages of ALA are similar to FED. That is to say: the lack of flexibility, followed by delays to the contracting rules and weak institutional support.

It is noticeable that the support under TACIS is less FS oriented then under the other geographical instruments. Specific roles in using TACIS are technical assistance, capacity

building, support for institutional, legal and administrative reform, addressing the social impact of transition, economy and also poverty alleviation.

Advantages:

The long term TA provided with TACIS can be highly complementary to the FSP intervention, for example strengthening of institutional reforms in FSP line ministries.

Disadvantages:

As disadvantage is mentioned that the programming cycle is not in Phase with the FSP.

ECHO is the instrument responding to humanitarian crises, particularly to drought and flood situations or other natural disaster, care, maintenance and repatriation of refugees as well as short-term HIV/AIDS prevention.

Further, some delegations stated additionally a role in as disaster prevention what aims at food security.

Advantages:

Nearly all delegations responding to that question emphasized in the most cases the rapidity and flexibility in responding on crises.

Beside that, in emergency situations, aid through ECHO is focusing on the most vulnerable population and complements the FS budget line.

Disadvantages:

In several cases the delegations regret that ECHO-programmes are mainly focusing on relief/rehabilitation to overcome a current crisis. They are to short-termed to bridge the gap between relief/rehabilitation and development. Somalia stated that ECHO is not able to address chronic food insecurity.

There are only few answers to the rehabilitation and NGO budget lines. For that reason the following advantages and disadvantages should not be seen as generalisations.

The Rehabilitation budget lines supported in these example countries reintegration programmes and rehabilitation projects. Focus sectors have been: health, water and sanitation and local community development.

Advantages:

There have been few Delegations answering to the rehabilitation questions. Liberia pointed out the ability to react quickly to meet humanitarian needs, Somalia the financial complementarity and Azerbaijan the concrete direct aid to refugees.

Disadvantages:

As disadvantage mentioned is one time the inflexibility caused by the HQ management the lack of orientation to structural reforms and the limited geographical spreading.

The NGO budget line is used to enhance the capacities of local NGOs working in different areas like agriculture, training and micro-enterprises.

Advantages:

Advantages in using the NGO budget lines are seen in the long-term interventions, the enhancement of NGO capacities and complementary tool to FS funded NGO projects. Armenia and Georgia mentioned that the support of NGO projects could be complementary to FSP what deals exclusively with Governmental institutions.

## Disadvantages:

Mentioned in the negative manner is the centralized planning, as there exists a too broad range of actions. There are difficulties within this instrument in coordination with other instruments and a lack of strategy orientation. Korea claimed a lesser follow up than in NGO projects financed by the FS budget line. Further mentioned is the limited impact sustainability and the marginal influence on the policy level.

## 7. What is the added value of the FA-FS Regulation compared to the other instruments as regards Food Aid activities?

[In the column “overall assessment”, for each instrument, please rate your satisfaction on a scale of –3 (low satisfaction) to +3 (high satisfaction).]

Type of instrument	Overall assessment						
	- 3	- 2	- 1	0	+ 1	+ 2	+ 3
<b>Food Aid and Food Security regulation:</b> <b>Component “Food Aid”</b>	GEO; NER	ARM	RWA		AZE; BOL; LBR	ERY; HND; SLE; SOM; MRT	AFG AGO; KEN
<b>Geographical instrument (FED, ALA, MEDA, TACIS, CARDS)</b>	AGO; GEO	ARM			RWA; SLE		
<b>ECHO budget lines</b>		ARM	GEO	AFG	AZE; KEN	AGO; HND; TJK	SOM
<b>Rehabilitation budget lines</b>	AGO; GEO	ARM				LBR	
<b>NGO Co-financing budget line</b>	AGO; GEO	ARM			LBR		
<b>Other budget lines</b> <b>Please precise which one</b>							

### a) *Food Aid and Food Security regulation: component “Food Aid”*

The advantage of the regulation is seen in:

Food Aid under the FA/FS regulation is seen in general as an emergency instrument that can quickly and flexibly respond to food crises. Further it is focusing on the most vulnerable part of the population and can provide a framework for integrating food aid into a development context. Sometimes mentioned is the complementarity to other instruments. In Korea the EC mandate is limited to humanitarian assistance resulting from the difficult political environment.

Disadvantages in using the regulation are mostly inflexibility and lengthy procedures (contrary to some arguments under “advantages”), the risk to create distortion in the local markets and the dependence on WFP strategies if the support is channel through WFP. In most cases no exit strategy exists. Countries with no food shortage crises like Armenia, Georgia and Moldova are stating that food aid should be avoided in order to allow the development of market oriented systems.

### b) Geographical instrument (FED, ALA, MEDA, TACIS)

There are not many advantages mentioned of the geographical instruments regarding food aid interventions. Sierra Leone noted that it looks easily at structural issues and Rwanda that it is part of an overall coherent development and dialogue with the government.

Negative are the burdensome procedures and long delays until actual implementation under FED what make it inadequate for food aid in emergency cases.

c) ECHO budget lines

ECHO has the capacity to respond quickly to a wide range of situations and needs. Allocations are in cash and therefore cost-efficient and cost effective. Further, it can be complementary to food aid distribution (for example in Korea it is focusing mainly on water and sanitation and health projects).

As disadvantages are mentioned a lack of exit strategies and difficulties in coordinating with other strategies and instruments.

d) Rehabilitation budget lines

There are no relevant advantages or disadvantages mentioned under this point.

e) NGO Co-financing budget line

In general NGO Co-financing is not seen as an adequate tool to provide food aid. Liberia mentioned the possibility to provide direct aid during the years of civil war and Korea sees it as complement to the FS programmes.

**8. What is the added value of the FA-FS Regulation compared to the other instruments as regards Currency facility – Budgetary support?**

Type of instrument	Overall assessment						
	- 3	- 2	- 1	0	+ 1	+ 2	+ 3
<b>Food Aid and Food Security regulation: Component “currency facility – Budgetary support”</b>				AFG	BOL; NER; RWA	AZE; CPV; HND; MDA; TJK	AGO ARM; GEO
<b>Geographical instrument (FED, ALA, MEDA, TACIS, CARDS)</b>	AFG ARM; GEO; SLE		MDA		TJK	AGO; HND	
<b>ECHO budget lines</b>	AGO		ARM; GEO	AZE	MDA		
<b>Rehabilitation budget lines</b>	AGO		ARM; GEO	AZE			
<b>NGO Co-financing budget line</b>	AGO		ARM; GEO				
<b>Other budget lines</b> <b>Please precise which one</b>				TJK			

a) Food Aid and Food Security regulation: component “currency facility – Budgetary support ”

The delegations pointed out various advantages related to the budgetary support, mainly the influence at policy making level and macroeconomic impact, institutional strengthening and improvement of institutional dialogue, payment balances and long-term sustainable impact.

Armenia and Georgia (same Regional Coordinator) emphasized the advantage of programme ownership by the government what allows to use national administrative procedures (budget planning, tendering etc.)

Yemen stated that budget support is actually more effective (in fighting poverty, greater ownership by the beneficiary country, supporting good governance etc.) than project aid.

Further mentioned is the coherence with the national strategy and integration in PRSP.

On the other hand the budget programmes require a macroeconomic and risk analysis. Yemen and Azerbaijan point out that a not properly implemented budget programme may lead to misappropriation, mismanagement and corruption. Further, as described by Bolivia and Eritrea, to link budget support to the currency facility is irrelevant in countries with a liberalised exchange regime. Also monitoring and evaluation of supported programmes may be difficult.

The complementarity with FED interventions is mentioned twice: once as not sufficient (Angola) and once as favourable (Niger).

Geographical instrument (FED, ALA, MEDA, TACIS)

Only few answers appear to this question. In the most TACIS countries doesn't exist budgetary support. Moldova emphasized that the FS regulation is more flexible in the delivery of limited TA and finance and Tajikistan the optimization of FSP implementation. Angola points out a better integration with other CSP's focal sectors.

As disadvantage is mentioned the difficulty to support specific sector policy, not enough control over the used funds, not adequate to conflict context, inflexibility. Tajikistan is stating the project cycle does not match FSP implementation phases.

c) ECHO budget lines

No assessments to this point

d) Rehabilitation budget lines

No assessments to this point

e) NGO Co-financing budget line

No assessments to this point

f) Other Budget lines

In Tadjikistan "ECFIN" (exceptional financial assistance) has a micro-economic impact and contributes to institutional reform. But impact on FS is only indirect.



**9. What is the added value of the FA-FS Regulation compared to the other instruments as regards operations in support of food security?**

Type of instrument	Overall assessment						
	- 3	- 2	- 1	0	+ 1	+ 2	+ 3
<b>Food Aid and Food Security regulation: Component “operations in support of food security”</b>			NER	AFG; BOL	ARM; GEO; RWA	ERY; HND; TJK	AGO; AZE; KEN; SOM
<b>Geographical instrument (FED, ALA, MEDA, TACIS, CARDS)</b>		BOL	AFG; GEO	ARM	TJK	AGO	SOM
<b>ECHO budget lines</b>	AFG		GEO	AGO ARM	AZE		KEN; SOM
<b>Rehabilitation budget lines</b>	AGO		AZE	ARM; GEO; TJK	SOM	LBR	
<b>NGO Co-financing budget line</b>			AGO	ARM; TJK	BOL; GEO; LBR		
<b>Other budget lines</b> <b>Please precise which one</b>							SOM

a) Food Aid and Food Security regulation: component “operations in support of food security”

The delegations rated the added value very high and named a broad band of advantages, above all the flexibility and coherence of this instrument and its specific focus on food security. The FS regulation is seen as a medium instrument fitting into the LRRD concept and can be used for emergency to rehabilitation or longer-term response (complementarity). Yemen proposes to “promote” this concept, which fits complementary to a broader framework of poverty reduction. Further mentioned advantages are the conduction of operations directly by governmental institutions and the possibility to focus to the most vulnerable groups. The FA/FS regulation allows reacting very short-term and can adapt to a specific situation as food aid distribution, support of NGO cash projects etc.

Disadvantages are seen in the selection of priority countries. Some delegations stressed a lack of flexibility in choosing priority countries and others claimed the unclear allocation of funds respectively a high number of priority countries for limited funds. Somalia is missing an exit strategy and states a lack of flexibility regarding the call for proposals. Afghanistan describes a lack of flexibility concerning the procurement rules.

b) Geographical instrument (FED, ALA, MEDA, TACIS)

There are only few answers describing this point. Angola stated a certainty for planning what allows long-term commitment and relationship. Further mentioned are the more global approach and the contribution in creating an enabling environment favourable to food security.

c) ECHO budget lines

Again above all the delegations emphasized the flexibility and possibility to respond quickly in case of humanitarian crises. A special advantage is seen in the complementarity of the FS budgeted line with ECHO along the LRRD. ECHO is focusing to the most vulnerable and has a better access to the insecure areas.

Disadvantages of using this instrument are seen in the urgency oriented implementation what does not consider longer-term interventions. Tajikistan misses a clear articulation and the linking up to overarching goals of the FSP.

d) Rehabilitation budget lines

Some rehabilitation projects can be complement with other instruments and consistent with the LRRD concept. (Armenia/Georgia mentioned the rehabilitation of water systems in post conflict zones and Tajikistan underlines the rehabilitation of infrastructures necessary for the operations in support of food security). Somalia again mentioned the contribution to createing an environment favourable to food security.

At the other side, certain inflexibility was stated as, the limitation to the post-conflict or natural disaster rehabilitation needs. In addition, there is no clear articulation and linking up to the overarching goals of the FSP respectively no self-sustainable strategy in the long run.

e) NGO Co-financing budget line

Advantages in NGO work are seen in the possibility to fund pilot projects and the potential involvement of local partners. The NGOs are working at grass root level and are in a position to adjust their concepts well to the needs of the target group. Korea stated a complementarity in funding.

Negatively emphasized is the centralized planning and time consumed by administrative procedures (at EC level) for relatively small projects. Korea mentioned an insufficient follow up than projects funded by the FS budget line and Tajikistan stated a certain overlapping as the same commodities and approach can be supplied under both.

Again, the answers from c) to f) are limited and just examples.

**10. What is the added value of the FA-/FS Regulation compared to the other instruments as regards technical assistance and capacity building activities?**

Type of instrument	Overall assessment						
	- 3	- 2	- 1	0	+ 1	+ 2	+ 3
<b>Food Aid and Food Security regulation:</b> <b>Component</b> <b>“technical assistance and capacity building activities”</b>				ARM; BOL	MDA	AGO; AZE; ERY; HND; NER; RWA; SLE	AFG ARM <sup>74</sup> ; GEO; KEN; SOM; TJK
<b>Geographical instrument (FED, ALA, MEDA, TACIS, CARDS)</b>		BOL	NER	AFG ARM ERY; GEO	AZE	AGO; HND; TJK	RWA; SOM
<b>ECHO budget lines</b>	AGO		AFG; RWA	ARM; AZE; BOL; GEO	ERY; TJK	HND; KEN; SOM	

<sup>74</sup> Armenia rated for two different activities, see annex

<b>Rehabilitation budget lines</b>	AGO			ARM; AZE; GEO	SOM	LBR	
<b>NGO Co-financing budget line</b>	AGO			ARM; GEO	BOL; KEN	RWA	
<b>Other budget lines</b> <b>Please precise which one</b>							SOM

- a) Food Aid and Food Security regulation: component “technical assistance and capacity building activities”

The most frequently mentioned advantages concern the “onsite” availability of (a) qualified expert(s) what ensures an active involvement of the EC in FA/FS related policies and programmes in the field what may lead to an improvement of the political dialogue and to capacity building of the ministries. Further emphasized is the monitoring of the FS situation in the country/region and of the complex mechanism of the budget aid as well as capacity building within local groups and the independence on national authorities. Rwanda underlines the necessity to be complement to EDF activities and Somalia the advantages in representing the EC in national and regional fora.

Obstacles may be the centralized procedures and a lack of national ownership. The NGO call for proposals is not very flexible. Furthermore, some delegations complained of a lack of staff and one Delegation mentioned potential difficulties in cooperation if there exist different opinions between the FS technical assistants

- b) Geographical instrument (FED, ALA, MEDA, TACIS)

There is a better integration stated on capacity building with CSP’s objectives that means at country level instead the local level. TACIS is providing technical assistance and policy advice in the transition process and TACIS actions can be complementary to the FSP (Georgia/Armenia).

As disadvantages are mentioned long delays for contracting technical assistants, support is more project and not governmental oriented, limited funds and a lack of information on food security issues.

- c) ECHO budget lines

There is only a limited number of countries with technical assistance through ECHO. Kenya mentioned the concentration of TA regarding relief and rehabilitation and Somalia the capacity building component (prevention and preparedness)

Obstacle is the restriction to emergency interventions with no specific focus on FS regarding sustainability.

- d) Rehabilitation budget lines

No relevant assessments to this point, rehabilitation budget lines are not seen as an adequate to lead to capacity building.

- e) NGO Co-financing budget line

In Kenya the TA is providing an expertise to the target groups but this is limited to a single programme. NGO budget line could be a complementary funding, but monitoring is better realized within FS budget line supported projects (Korea).

**11. What are the most important elements the delegation takes into account when design a Food Aid and Food Security strategy or programme?**

The FS strategies are generally developed in accordance with the EC policy approach and guidelines for FS and poverty reduction and designed to bridge the gap between relief, rehabilitation and development. Above all the delegation stressed the importance to establish coherence with the national framework and priorities within the intervention of other donors. A complementary in regard to the EDF and other ongoing EC-interventions and objectives is accented various times Further are taken into account:

- The present political, economic and social situation of a country,
- A full understanding of the public finance system and civil administration,
- Analysis of food insecurity – needs assessment,
- Identification of target groups, possible partners and indicators,
- A balance of former activities in the FS sector,
- Availability and capacity of implementing partners and
- The institutional context.

As there is no delegation in Korea the Technical Assistant described a close cooperation with AIDCO F5. The focus of FS programmes in Korea lies on the enhancement of agricultural production. In Ecuador exist two elements taken into account for the conception of FS strategies: a) an improvement of the formulation and application of FS politics at the public administration level (government), that means the FSP gives a financial contribution to governmental programmes aiming at poverty reduction and b) focusing on the most vulnerable population.

Under question 11 no comments aim specifically at the design of Food Aid programmes. Kenya and Somalia stated that food aid should be limited to emergency situations and longer-term intervention should be considered as a first step in long-term poverty reduction.

**12. In your view, what are the main issues for a successful implementation of Food Aid and Food Security strategy or programme and can you address these in your work?**

Principally the delegations described the commitment of national authorities/government and coherence within all stakeholders/donors as important (pre-) conditions for a successful implementation. An open, effective and continuous dialogue with government/ministries is necessary as the sources of FS problems depend generally on political and economic decisions. Other key-issues to ensure ownership and sustainability of the programme are:

- The local stakeholder capacity building,
- Participative approaches (involving institutions, beneficiaries, NGOs) also in identification processes,
- Integration of FS objectives into long-term poverty reduction policies (PRSP) and
- A staged approach to policy reform with identification of immediate, mid-term and long-term measures.

Liberia mentioned the disarmament, demobilisation, reinsertion and reintegration as a key condition for FA and FS. Considering the ongoing emergency situation Somalia points out that the FSP should be flexible enough to allow interventions from emergency to rehabilitation and development. Furthermore, the obligation for grant contracts to be allocated through Calls for Proposals restricts the flexibility and creates funding gaps and discontinuity. Besides, the availability and access to relevant data is important. For that reason information systems and early warning systems should be established. The delegation of Ecuador sees food insecurity as a consequence of economic and social

weaknesses in that country. For that reason, the FSP of the EC in Ecuador is supporting poverty reduction programmes by the Government.

**13. Is there a phasing out strategy for the Delegation's current Food Aid and Food Security programmes?**

There are only few questionnaires describing phasing out strategies and it is not to see a common approach. Angola mentioned long-running FA interventions, which should gradually be replaced by FS interventions. The delegation is planning a FS recovery programme as basis for a broader multi-annual FS programme. Main emphasize will be given on strengthening capacity of local institutions. Georgia has no direct phasing-out strategy but sees the support to government programmes as well as an contribution to the sustainability. Honduras plans to carry out a phasing-out strategy through studies in order to have a link with the identification and formulation of a new programme. Moldova's exit strategy is based on three issues: 1) Improved poverty and Food Security indicators (assessment of the poverty and FS situation based on strengthened monitoring, 2) improved public expenditure management so increasing the effectiveness and efficiency of public expenditure and 3) improved balance of payments situation. Zimbabwe mentioned three subsequent ECHO Missions focusing on planning the phase-out of ECHO funds towards FS interventions. These missions provided the opportunity to facilitate coordination and close dialogue among ECHO and other services.

**14. What kind of impact did the EC (Co-) financed Food Aid and Food Security strategy and programmes have at national and local level?**

a) Type of instrument: Food And Food Security regulation

On average the results of the EC (Co-) financed FA and FS strategy were relative positive rated. Countries that experienced a crisis situation stated a high use of these programmes through substantially contributions to emergency alleviation. Positive impacts through NGO intervention are mainly to find at local level and are often described as target group oriented and successful. As positive impact examples at national level are mentioned: enhancement of national ownership, improvements in public finance management, implemented reforms in the agriculture and social sector and prize stabilisation of bread (Azerbaijan).

Reasons for negative impact assessments are insufficient monitoring during project implementation, weak government engagement, delay in the approval of the Memorandum of Understanding, lack of commitments and poor public finance management.

The impact to avoid massive humanitarian crises is highly positive rated. However, beside the important contribution to food security in an active food security crisis, it happened that continuing food distribution after the crises situation started to distort cereal markets, as in Kenya. There are still tendencies to raise much more attention to short term relief programmes than to medium term programmes to tackle the underlying problems of food insecurity. Somalia received a considerable support to "Strengthen the FS through decentralised cooperation" focusing on improving the access of vulnerable groups to food and to minimise the need for free food distribution. This programme led successfully toward food self-sufficiency of poor and medium poor households and plays a key role in linking emergency and development. (Average of rating: ca +2)

b) Type of instrument: Geographical instrument

There are just a few delegations responding to the Geographical instrument. Somalia stated an important contribution to create an enabling environment at a localised level (increased agricultural production, strengthened capacities, emergency preparedness etc.). Zimbabwe mentioned that the EC fund provides the opportunity to gain greater leverage on the

promotion of CF by linking it to the input supply, sustained by a revolving fund, which also has the advantages of addressing both food security and the destructive culture of non-repayment of input credit that has gained prominence in Zambia. The Government of Armenia has been very cooperative in implementing structural reforms. (Average of rating: ca +2)

Type of instrument: ECHO budget lines

ECHO, in focusing mostly on emergency situations, interventions are not directly linked to FS. The impact in relief actions is good but limited in time and coverage. As positive examples in regard to FA the maintenance and rehabilitation measures in crises are mentioned. Somalia pointed out that to address the core emergency aid through ECHO requires having humanitarian partners in place. In order to ensure the presence of partners, ECHO will contribute to the continuing activities of these partners. In Zambia ECHO funded interventions focusing on care and maintenance of refugees from Angola. Ongoing operations are funded under three regional decisions and relatively high assessed. (Average of rating: ca + 1,7)

d) Type of instrument: Rehabilitation budget lines

Just two positive examples are mentioned in regard to impact improving in the water, sanitation, electricity and health sector and positive effects through infrastructure rehabilitation.

(Average of rating: ca + 0,5)

e) Type of instrument: NGO Co-financing budget line

Zambia stressed that NGO Co-financing forms part of the general framework of the EU commitment in favour of social and economic development. It points out the focus to the poorest sections of the population but as well a lack of general coordination what leads to limited relevance and impact. Georgia/Armenia mentioned a limited impact of NGO projects at national level.

#### **15. What is your view on the likely effects the recent reforms (deconcentration, Financial Regulation) the increased emphasis on LRRD may have on the future use of the Regulation 1292/96?**

The recent reforms seem to be a very discussed theme at the delegations level. Most frequently the deconcentration process is stated with different possible impacts. Above all the option to improve political dialogue with national authorities is mentioned various times. Furthermore a higher coherence with NGO actions is expected as well as the reduction of administrative delays, a faster project implementation, a more effective coordination with the different instruments and a better monitoring of the country situation. In many cases, with the deconcentration process an improved overall implementation of programmes is expected. There is an a bit different situation for "Regional Delegations", where the operational and financial project management is depending on an external entity (e.g. Yemen, collaborating with the Jordan Delegation and Liberia, managed by the Delegation in the Ivory Coast). Liberia mentioned the general problem of slow processing of contracts and payments by the Delegation in Abidjan.

Contrary to a large part of the other delegations, Bolivia and Tajikistan are not expecting a big change within the deconcentration process, because the responsibility of operations involving currency/budget will remain with Brussels.

Somalia pointed out that the importance of regulation 1292/96 will increase since it is particularly suitable to LRRD and Zambia proposes an eventually integration of LRRD as a thematic priority into other thematic budget lines. In some countries (Angola, Eritrea) LRRD is already included in the CSP.

Afghanistan sees eventual progress for FS through the new financial regulations rather reserved, above all in regard to the procurement rules, which are the major constraint for

implementation but have not been improved. Emphasis on LRRD should not only look at reforming the FS budget line but also to others that are important channels for EC support.

**16. (i) What have been, if any, the obstacles to increased EC activity in the area of Food Aid and Food Security?**

The most frequently mentioned obstacles are inadequacies of the local government or lacks in the communication process within the national authorities. The dialogue with the government is sometimes described as difficult and depending on political periods. In addition, weak local administrative and technical capacities, a lack of transparency and corruption of local authorities are repeatedly expressed. Zambia sees an absence of a real prioritisation of sector-based policy and a little evidence of a detailed, budgeted action plan as an obstacle. Countries with an actual or former crisis/war claimed the necessity to focus on FA instead FS (Angola, Tajikistan) and weak institutions and sector policies after the crises (Angola). Ecuador claims the deficiency of a global EC-strategy for Latin America and a completely lack of a coordination of the different instruments.

Other important obstacles are the lack of staff of the Delegations and the discontinuity in the presence of the TA, which leads for instance to insufficient monitoring possibilities. Furthermore, delays in payments and heavy bureaucracy procedures are also emphasised.

**(ii) What measures, in your opinion, could contribute toward improved programmes in this area in the future?**

On this point, the process of deconcentration is again mentioned as a crucial provision in regard to improve programmes through developing political dialogue, more flexibility etc, as described under 15.

Beside that, the possible measures are more widespread. They comprise a better integration of FS within the CSP, improved national information systems and the reinforcement of the HQ backstopping capacity as well as delegations capacity. Moldova underlined an orientation toward output and outcome indicators, rather than process and input based as well as an improved monitoring system. Angola and Somalia suggest multi-annual priorities for allocations, instead of annual to avoid unforeseen interruptions. Liberia stressed that an Individual Expert based in the country (previewed is a basis in Sierra Leone) could rather meet the requirements on site, as e.g. monitoring of EC funds.

**Annex 12: Questionnaires for Delegations: management and main results**

**THEMATIC EVALUATION OF  
FOOD-AID POLICY AND FOOD-AID MANAGEMENT AND SPECIAL OPERATIONS IN  
SUPPORT OF FOOD SECURITY**

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## **1. PART 1: CHOICE OF COUNTRIES**

The selection of countries should concentrate on those with significant programmes and cover the main geographical regions. A set of 28 countries for questionnaire administration has been selected, as follows:

**In Step 1**, countries were listed in descending order of size of programme as regard to the total payments made during 1997-2002.

**In Step 2**, countries in which field visits were carried out within this evaluation have been excluded. The remaining 30 more important countries were selected.

**In Step 3**, countries that were presented in the programming document 2001 as belonging to group 1 (structural aid) and group 2 (post-crisis situation) were listed. All countries belonging to one of the two groups were in the list of the 30 more important countries.

**In Step 4**, the list of the remaining 30 more important countries was accepted.

**In step 5**, based on the comments from the Evaluation Unit, Albania and Jordan have been excluded.

The following table presents the various lists issued from the 5 steps.

Note that the selected countries for the questionnaire are in bold.

Country	Total payment 1997-2002	Group 1: Structural aid	Group 2: LRRD	Field visit within 2004 evaluation	Selected countries for questionnaire survey
Ethiopia	368.304.507	x		x	
<b>North Korea</b>	195.354.103		x		x
Bangladesh	145.247.057	x		x	
Malawi	109.940.358	x		x	
<b>Angola</b>	95.168.584		x		x
<b>Afghanistan</b>	82.744.154				x
Mozambique	82.654.633	x		x	
<b>Bolivia</b>	70.495.680	x			x
<b>Armenia</b>	68.418.203	x			x
<b>Georgia</b>	67.913.602	x			x
Kyrgyzstan	65.500.000	x		x	
<b>Azerbaijan</b>	63.351.055	x			x
Palestine (Gaza & West Bank)	57.154.237		x	x	
Zimbabwe	51.990.559			x	
<b>Madagascar</b>	50.615.043	x			x
<b>Eritrea</b>	50.399.026	x			x
Peru	49.555.767	x		x	
<b>Yemen</b>	47.791.727	x			x
<b>Tadjikistan</b>	45.891.434		x		x
<b>Sudan</b>	43.157.358		x		x
<b>Sierra Leone</b>	42.586.130		x		x
<b>Haiti</b>	42.103.988		x		x
<b>Ruanda</b>	38.524.812		x		x
<b>Liberia</b>	34.114.238		x		x
<b>Honduras</b>	31.741.917	x			x
<b>Niger</b>	31.376.961	x			x
<b>Zambia</b>	28.980.106				x
<b>Nicaragua</b>	26.486.310	x		Regional aspects	x
<b>Somalia</b>	24.127.943		x		x
<b>Montenegro</b>	21.400.000		x		x
Jordan	20.955.032				
<b>Mauritania</b>	18.380.000	x			x
<b>Cape Verde</b>	18.000.000				x
Burkina Faso	17.673.673	x		x	
Albania	17.261.052				

Country	Total payment 1997-2002	Group 1: Structural aid	Group 2: LRRD	Field visit within 2004 evaluation	Selected countries for questionnaire survey
<b>Moldavia</b>	15.900.000	x			x
<b>Kenya</b>	14.745.404				x
<b>Republic of Congo</b>	13.835.437		x		x
<b>Ecuador</b>	11.689.213		x		x
Kosovo	10.000.000				
Guatemala	9.934.879				
Mali	9.299.646				
Lebanon	8.374.033				
Cambodia	8.031.221				
Syria	6.491.893				
Uganda	6.160.346				
Indonesia	5.158.202				
Tanzania	5.000.000				
El Salvador	4.865.639				
Cuba	4.836.015				
Chad	4.399.045				
Pakistan	4.364.395				
Laos	4.171.898				
India	3.095.868				
Guinea Conakry	2.500.000				
Ivory Coast	2.415.108				
SADC	2.000.000				
Djibouti	1.653.928				
Senegal	1.420.700				
Regional Sahel	645.000				
Burundi	500.000				
Cameroon	455.887				

## 2. PART 2: PRESENTATION OF THE STANDARD FORMULAR SENT TO THE DELEGATIONS

### THEMATIC EVALUATION OF FOOD-AID POLICY AND FOOD-AID MANAGEMENT AND SPECIAL OPERATIONS IN SUPPORT OF FOOD SECURITY

Adonis Number: D7638

**N.B.: An information note AIDCO/H6/PvS/FP/vm dated 02.03.04 has been sent out by Email on 04 March 2004 to the 28 delegations covered by this questionnaire**

#### **Explanatory note**

During its meeting of 29 November 2001, the Board of the EuropeAid Co-operation Office requested the Evaluation Unit to undertake an evaluation of Food-Aid policy and management as well as special operations in support of Food-Security under Regulation No.1292/96.

Further to the 2000 evaluation report and the subsequent Communication of the Commission and Conclusions of the Council of Ministers on the future of Regulation No.1292/96, the Court of Auditors produced a special report in 2003. Whilst both the Commission and the Council considered that, although progress still remained to be achieved, there was no need to alter the content of Regulation No.1292/96, the Court of Auditors proposed to discontinue it in its present form and to integrate all food-aid and food-security development activities in a limited number of comprehensive Regulations.

These considerations have led in September 2003 to the launching of the Evaluation of Food Aid Policy and Food Aid Management and Special Operations in Support of Food Security. The main aims of the evaluation are:

- **“(i) to identify key lessons from the Commission’s past co-operation in Food-aid and Food-security policy,** focusing on procedures and implementation issues and the way they affected the impact of specific actions against their objectives;
- **(ii) to assess and judge the current programming of food-aid actions and operations in support of food-security** in the light of the new policy framework (set out in particular by the Communication of September 2001) and in the new administrative context (reform of RELEX services and deconcentration), in particular with regard to lessons learned from the 2000 evaluation report and the integration of food-security in the overall EC development co-operation framework.
- **(iii) to make recommendations.** At the time of the previous evaluation, the implementation of Regulation No.1292/96 had not progressed sufficiently for its impact to be assessed. As a result, the report on the present evaluation should focus on the impact of those actions undertaken on the basis of the Regulation and that can now be measured. The assessment and judgement of the current EC approach should also take account of the extent to which lessons have been learned from the past (the 2000 evaluation report and diverse monitoring reports), the effect of the reform of the RELEX services and the emergence of a truly integrated approach of Food-aid and Food-security into the EC development co-operation framework.”

Chapter 6.2 of the Terms of Reference, in turn, presents the main results of this evaluation as follows:

- “An *ex-post* evaluation of the impact of the EC strategy and actions over the period 1997-2002” (note: actions dealing with Regulation No.1292/96).
- An *assessment* of the coherence and complementarity of the EC’s strategy for Food-aid/Food-security, particularly in the light of the EC’s Communication on the *Future of the Regulation*. For instance, the report should inform on: the level of integration of food security and objectives of Regulation No.1292/96 into the Commission’s Development Co-operation Framework both at the overall policy level (EDF, ALA, MEDA, CARDS) and at the specific Country Strategy level (CSPs); the link between food-security instruments and the long-term regional development instruments; the added value (if any) of this Regulation and associated budget line in a more food-security integrated context; the role of Regulation No.1292/96 in the on-going efforts to bridge the gap between relief, rehabilitation and development.
- An *assessment* of the steps being taken by the Commission to improve the efficiency and quality management with regard to programming, targeting and handling of its Food-aid actions and operations in support of Food-security (within Brussels headquarters, at country level).

It was agreed that the present study is a thematic evaluation of EC Food Aid/Security policy and as such is broader than an evaluation of Regulation N°1292/96 *stricto sensu*. In particular, the crucial interrogation on the future of this regulation requires an analysis of the added value of the Food Aid/Security budget line compared to other instruments and other budget lines. Such a comparative analysis must be conducted both at the level of the documentary phase as well at the level of the field phase.

Moreover, although it is understood that the period to be covered by this evaluation study will be as planned (1997-2002), the Steering group expressed the view that the consultants should concentrate their efforts on the more recent period while referring more substantially to the previous documents for the period already covered by the previous evaluation.

During the preparatory phase, the focus has been put on information structuring as regards EC Food Aid and Food Security strategy, thus elaborating an impact diagram which presents a schematic overview of EC objectives and intended impacts, outcomes, outputs and actions in relation to food aid and food security operations, as well as a set of evaluation questions drafted on the basis of this impact diagram.

For the completion phase, implementation of the proposed evaluative approach will involve five components to be carried out by international evaluation experts assisted, in those countries selected for field visits, by one national expert per country. These five components are as follows: Deepen the analysis of the food aid and food security database; Document review and interviews with relevant resource persons in Brussels; Comparative analysis of national strategy documents; A questionnaire survey of a sample 30 Delegations; Field visits (10 countries).

Based on a statistical analysis, the following countries were selected for the field visits: Burkina Faso (CILSS); Ethiopia; Mozambique; Zimbabwe; Malawi; Nicaragua (Central America); Peru; Bangladesh; Palestine; Kyrgyzstan.

The purpose of the questionnaire survey is to add to the evidence-base of the evaluation. The survey is particularly important given the limitations of other elements of the evaluation. In particular, due to budgetary and time constraints, only 10 country missions can be carried out in any depth during the evaluation. While these will provide valuable case study material to validate and clarify other findings, the sample is very limited, especially given the large number of other instruments to be covered. The questionnaire will provide a valuable supplement to these country-level studies.

It is our hope that the time spent in filling out the Questionnaire will also assist each of the selected Delegations to better appreciate the Food Aid and Food Security issue and its

potential for contributing to sustainable development. It will also assist us to give recommendations on how better to enable Delegations to design and/or implement Food Aid and Food Security related programmes or actions.

This questionnaire will be sent to following Delegations:

Afghanistan, Angola, Armenia, Azerbaijan, Bolivia, Cape Verde, Ecuador, Eritrea, Georgia, Haiti, Honduras, Kenya, Liberia, Madagascar, Mauritania, Moldavia, Montenegro, Nicaragua, Niger, North Korea, Republic of Congo, Rwanda, Sierra Leone, Somalia, Sudan, Tajikistani, Yemen, Zambia

This Questionnaire is intended to supplement, not substitute for, field visits during which Evaluative Questions will be answered in detail.

**Annex 1** gives background information on EC Food Aid and Food Security strategy as well as on the Food Aid and Food Security Regulation (1292/96) to help you fulfill the questionnaires.

We would like to thank you in advance for your cooperation which will help the units involved in this evaluation to improve future EC policy and programmes design / implementation in this important policy area.

**Please send/fax this completed form before 31 March to:**

**Mme Cornelia Schmitz; PARTICIP GmbH; Freiburg, Germany**

**Phone: +49 761 790740; Fax: +49 761 7907490 ; [Cornelia.Schmitz@particip.de](mailto:Cornelia.Schmitz@particip.de)**

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**THEMATIC EVALUATION OF  
FOOD-AID POLICY AND FOOD-AID MANAGEMENT AND SPECIAL OPERATIONS IN  
SUPPORT OF FOOD SECURITY**

**Period covered: 1997-2002**

Delegation to (name country)				
Name of the person who completed the questionnaire				
E-Mail				
Position in the Delegation				
	Male	<input type="checkbox"/>	Female	<input type="checkbox"/>

**Question 1.**

**Are you aware of the EC policy documents and issues related to Food Aid and Food Security? (Please tick box)**

Yes

☐

No

☐

**Question 2.**

**Is there someone responsible for Food Aid and Food Security issues at the delegation? (Please tick box)**

Yes

☐

No

☐

**If Yes, what is this person's position in the delegation?**

Male

☐

Female

☐

**Approximately what percent of his / her time is devoted to Food Aid and Food Security issues?**

**How does he/she perceive the role of the delegation as regards Food Aid and Food Security strategies, programmes, projects, or other actions?**

**Question 3.**

**What is Government's approach to Food Aid and Food Security?**

**How much priority does Government give to Food Aid and Food Security issues?**

Item	None	Low	Medium	High
In policy statements				
In negotiations				
In committing to actions				
In (co-)financing actions				
In implementing actions				
Other (please describe)				

**General remarks:**

**Question 4.**

**Is the Delegation involved in any co-ordination fora (committees, working groups, etc.) regarding Food Aid and Food Security with other actors active in this field (Government ministries, EU member States, WFP, FAO, bilateral donors like USAID, World Bank, other)?**

Yes	<input type="checkbox"/>	No	<input type="checkbox"/>
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**If yes, please describe briefly.**



**Question 5.**

**During the drafting of the current Country Strategy Paper:**

**Were assessments of the Food Aid and Food Security situation in the country carried out?**

Yes ☐

No ☐

**If yes, please describe briefly**

**Was there dialogue with Ministries related to Food Aid and Food Security issues?**

Yes ☐

No ☐

**If yes, please describe briefly.**

**Was there consultation with other actors working in the Food Aid and Food Security area (multilateral and bilateral agencies, NGOs, academic institutions etc.)?**

Yes ☐

No ☐

**If yes, please describe briefly.**

**What position do Food Aid and Food Security issues in the CSP have?**

**Please describe briefly.**

**What position do Food Aid and Food Security issues in the PRSP have?**

**Please describe briefly. If there is no PRSP, please refer to major national strategy documents**

**Question 6.**

**Apart from and on the top of the actions financed through FA/FS budget lines, what are other EC policy instruments being used to achieve Food Aid and Food Security?**

**See annex 1 for more information on FA-FS objectives**

<b>Type of instrument</b>	<b>Specific role for using this instrument</b>	<b>Advantage of using this instrument</b>	<b>Disadvantage of using this instrument</b>
<b>Food And Food Security regulation</b>			
<b>Geographical instrument (FED, ALA, MEDA, TACIS, CARDS)</b> <b>Please tick the relevant one</b>			
<b>ECHO budget lines</b>			
<b>Rehabilitation budget lines</b>			
<b>NGO Co-financing budget line</b>			
<b>Other budget lines</b> <b>Please detail which ones</b>			

Note Questions 7-8-9-10 each address one specific component of the FA-FS Regulation.

**Question 7.**

**What is the added value of the FA-FS Regulation compared to the other instruments as regards Food Aid activities?**

**See annex 1 for information on component “Food Aid”**

**In the column “overall assessment”, for each instrument, please rate your satisfaction on a scale of –3 (low satisfaction) to +3 (high satisfaction).**

Type of instrument	Advantage of using this instrument	Disadvantage of using this instrument	Overall assessment
Food And Food Security regulation: Component “Food Aid”			
Geographical instrument (FED, ALA, MEDA, TACIS, CARDS) Please tick the relevant one			
ECHO budget lines			
Rehabilitation budget lines			
NGO Co-financing budget line			
Other budget lines Please precise which one			

**Question 8.**

**What is the added value of the FA-FS Regulation compared to the other instruments as regards Currency facility – Budgetary support?**

**See annex 1 for information on component “currency facility – Budgetary support ”**

**In the column “overall assessment”, for each instrument, please rate your satisfaction on a scale of –3 (low satisfaction) to +3 (high satisfaction).**

Type of instrument	Advantage of using this instrument	Disadvantage of using this instrument	Overall assessment
Food And Food Security regulation: Component “currency facility – Budgetary support ”			
Geographical instrument (FED, ALA, MEDA, TACIS, CARDS) Please tick the relevant one			
ECHO budget lines			
Rehabilitation budget lines			
NGO Co-financing budget line			
Other budget lines Please precise which one			

**Question 9.**

**What is the added value of the FA-FS Regulation compared to the other instruments as regards operations in support of food security?**

**See annex 1 for information on component “Operations in support of food security”**

**In the column “overall assessment”, for each instrument, please rate your satisfaction on a scale of –3 (low satisfaction) to +3 (high satisfaction).**

Type of instrument	Advantage of using this instrument	Disadvantage of using this instrument	Overall assessment
<b>Food And Food Security regulation: Component “operations in support of food security”</b>			
<b>Geographical instrument (FED, ALA, MEDA, TACIS, CARDS)</b> <b>Please tick the relevant one</b>			
<b>ECHO budget lines</b>			
<b>Rehabilitation budget lines</b>			
<b>NGO Co-financing budget line</b>			
<b>Other budget lines</b> <b>Please precise which one</b>			

**Question 10.**

**What is the added value of the FA-FS Regulation compared to the other instruments as regards technical assistance and capacity building activities?**

**See annex 1 for information on component “Technical assistance and capacity building activities”**

**In the column “overall assessment”, for each instrument, please rate your satisfaction on a scale of –3 (low satisfaction) to +3 (high satisfaction).**

Type of instrument	Advantage of using this instrument	Disadvantage of using this instrument	Overall assessment
<b>Food And Food Security regulation: Component “technical assistance and capacity building activities ”</b>			
<b>Geographical instrument (FED, ALA, MEDA, TACIS, CARDS)</b> <b>Please tick the relevant one</b>			
<b>ECHO budget lines</b>			
<b>Rehabilitation budget lines</b>			
<b>NGO Co-financing budget line</b>			
<b>Other budget lines</b> <b>Please precise which one</b>			

**Question 11.**

**What are the most important elements the Delegation takes into account when design a Food Aid and Food Security strategy or programme?**

**Please describe briefly.**

**Question 12.**

**In your view, what are the main issues for a successful implementation of Food Aid and Food Security strategy or programme and can you address these in your work?**

**Please describe briefly.**

**Question 13.**

**Is there a phasing out strategy for the Delegation's current Food Aid and Food Security programmes?**

**If yes, please describe briefly.**

**Question 14.**

**What kind of impact did the EC (Co-) financed Food Aid and Food Security strategy and programmes have at national and local level?**

**In the column “overall assessment”, for each instrument, please rate whether the results and impacts that have occurred were satisfactory on a scale of –3 (highly negative impact) to +3 (highly positive impact). Where possible, also please give key figures / indicators with respect to results achieved and impacts.**

<b>Type of instrument</b>	<b>Kind of impact and overall assessment</b>
<b>Food And Food Security regulation</b>	
<b>Geographical instrument (FED, ALA, MEDA, TACIS, CARDS)</b> <b>Please tick the relevant one</b>	
<b>ECHO budget lines</b>	
<b>Rehabilitation budget lines</b>	
<b>NGO Co-financing budget line</b>	
<b>Other budget lines</b> <b>Please precise which one</b>	



**Question 15.**

**What is your view on the likely effects the recent reforms (deconcentration, Financial Regulation) the increased emphasis on LRRD may have on the future use of the Regulation 1292/96?**

**Please describe briefly.**

**Question 16.**

**(i)What have been, if any, the obstacles to increased EC activity in the area of Food Aid and Food Security?**

**(ii)What measures, in your opinion, could contribute toward improved programmes in this area in the future?**

**Please add any additional comments below:**

**We are grateful for the time you have generously given by completing this questionnaire, thus sharing with us your experience and much appreciated views.**

## **ANNEX 1 TO THE QUESTIONNAIRE: BACKGROUND INFORMATION ON FOOD AID AND FOOD SECURITY**

### **1. OVERALL FOOD AID AND FOOD SECURITY OBJECTIVES**

The objective of the European Commission development policy is to reduce poverty with a view to its final eradication. Poverty is not defined merely by lack of income and financial resources. Apart from access to food, poverty is also defined in terms of vulnerability or of a lack of access to factors such as: education, health care, natural resources and drinking water, land, employment, credit, information, political participation, services and public infrastructures, etc.

The EC believes that the best way to bring about food security is to pursue a broad based policy for sustainable development and poverty reduction at the national level. The policy assumes that promoting broad based growth and poverty reduction will in fact address the root causes of the food security problem by bringing the issues of food availability, access to food, responses to food shortages and nutritional problems to the center of poverty reduction strategies. In addition, the political dimensions of food insecurity need to be tackled head on by giving greater attention to promoting good governance, preventing conflict and building peace.

### **2. EVOLUTION OF EC POLICY ON FOOD AID AND FOOD SECURITY**

European food-aid started in 1967 in the framework of the Wheat Trade Agreement and the Food Aid Convention, which laid down annual minimum commitments for industrialised countries. The main argument was the need to dispose of European Community food surpluses rather than development objectives. Subsequently DG Agriculture managed the implementation in conformity with the rules of the Common Agricultural Policy, while DG Development was responsible for the allocations and for the negotiations with the beneficiaries.

Food aid, which was dominantly aid in-kind, was provided on a grant basis. Three forms could be distinguished: aid for projects in the field of food security, emergency aid and programme aid. The latter was to be sold on the local markets. The revenues from the sales formed counterpart funds that were used for financing of projects, initially projects for agricultural development<sup>75</sup>.

The limitations of such an offer-based development policy became rapidly evident since this type of aid is so dependent on the management of Community agricultural stocks. New food security instruments were reinforced or created to implement this policy orientation: finding substitutions to the delivery of food-aid (1984), local and triangular purchasing (1978, reinforced in 1986), support activities for emergency stocks and the information systems (1987), food-aid sold at local markets, supporting actions to make local products more competitive, support for market integration, priority given to Least Developed Countries.

The concept of food aid has also changed over time transforming it into an independent policy aimed at development objectives. This transformation started with a Council Decision in 1982, which oriented food aid towards balanced economic and social development. In 1986 food aid was formally dissociated from the Common Agricultural Policy and more possibilities were opened for triangular transactions and local purchases. In 1987 DG Development also became responsible for the execution of the aid, although the responsibility for initiating the mobilisation remained with DG Agriculture. In the meantime several decisions had been taken on co-financing operations with NGOs, on alternative operations replacing food aid by financial and technical assistance, on the creation of storage schemes and the financing of early warning systems and on the substitution of food aid by direct money transfers.

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<sup>75</sup> Since 1992 projects and programmes outside this sector have also been included.

After the food crises of 1991-92, the Commission carried out an external evaluation of its policies and instruments. The evaluation shed light on the limits of food-aid (high costs, short term benefits), and the need to give greater attention to the structural causes of food insecurity.

In fact, food security became a priority of poverty reduction initiatives. The Council of Ministers adopted a resolution in 1994 on food security, proving the importance of a long-term food security policy.

In 1996, a new Regulation (1292/96) replaced five former separate regulations. It integrated food aid into a broader food security strategy. This Regulation broadened the range of instruments at the disposal of the Commission. It increased the flexibility with which funds could be directed towards operations in support of food security. While former Regulations focused on food aid, under the 1996 Regulation, the EC programme could then finance almost any type of support for those sectors that concern food security.

Following an external evaluation of the implementation of Council Regulation (EC) No 1292/96 the Commission in September 2001 adopted a communication to be submitted to the European Parliament and to the Council. This communication (COM(2001) 473) and the relevant Council conclusions (15390/ 01) were further steps to fully integrate food aid and food security objectives and instruments into the Commission's development policy and cooperation.

### **3. THE REGULATION 1292/96**

As mentioned above, the Council Regulation No 1292/96 replaced five former separate Regulations and integrated food aid into a broader food security strategy. The main objectives of the Regulation can be summarized as follows:

- (a) Enhancing food security geared to alleviating poverty in the recipient countries;
- (b) Reducing the recipient countries' dependence on food aid;
- (c) Contributing to the countries' balanced economic and social development.

To focus its interventions on the most vulnerable countries, prior to implementation, the Commission has selected 21 priority countries for structural interventions and a further 11 countries and the territory of Palestine which are regarded as being in a crisis or post-crisis situation. The number of countries may change depending on the situation faced by the countries (for example phasing out in Peru).

#### **3.1 The objectives**

The objectives of the food-aid operations and operations in support of food security, including the foreign currency facility, are stated in Article 1.3 of the Council Regulation 1292/96. These objectives are:

- To promote food security geared to alleviating poverty, to help the population of developing countries and regions at household, local, national and regional levels;
- To raise the standard of nutrition of the recipient population and help it obtain a balanced diet;
- To take account of the concern to ensure the supply of drinking water to the population;
- To promote the availability and accessibility of foodstuffs to the public;
- To contribute towards the balanced economic and social development of the recipient countries in the rural and urban environment, by paying special attention to the respective roles of women and men in the household economy and in the social structure. The ultimate objective of Community aid operations shall be to make the recipients into agents of their own development;

- To reduce dependence on food aid;
- To encourage them to be independent in food, either by increasing production, or by enhancing and increasing purchasing power;

The granting of food aid shall, where necessary, be conditional on the implementation of short-term multi-annual development programs, and as a priority those who promote sustainable long-term food production and food security in the recipient country within the framework of food security and strategy. The operations in support of food security must help to improve the standards of the poorest people.

### **3.2 The Titles under Regulation 1292/96**

Regulation n°1292/96 on food-aid policy and food-aid management, and special operations in support of food security, distinguishes three types of operations which are discussed further below:

- Food-aid Operations (Title I);
- Operations in Support of Food Security (Title II);
- Early Warning Systems and Storage Programs (Title III).

These operations can be executed by the public sector or by international, regional or non-governmental organizations.

#### **Food-aid operations (Title I)**

Allocations to Food Aid Operations can be both in-kind and in-cash. Aid in-kind can consist of a range of products. Food Aid Operations in-cash take the form of a cash-for-food distribution to the beneficiaries or a foreign currency facility.

In 2003 food aid remains an essential element of safety net strategies for certain vulnerable sections of the population in situations of food shortages and in the transition between relief, rehabilitation and long term development. The provision of food aid must conform to the guidelines of the Code of Conduct for food aid, and should be targeted at vulnerable groups while respecting their nutritional requirements and habits.

Currently, food aid in-kind is restricted to situations where it is the most appropriate means to solve the underlying problems. It is provided either directly through government programs or indirectly through mainly WFP program and NGOs for the following situations.

- In complementarity with ECHO's emergency work, to provide relief in cases of protracted crisis;
- As a contribution to strategic reserves and safety nets;
- As a support to operations linking relief, rehabilitation and development.

#### **Operations in Support of Food Security (Title II)**

The Commission is able to provide financial and technical assistance to operations in support of food security. These operations should be consistent with, and complementary to, the objectives and operations financed by other Community development-aid instruments. These operations link food-aid with other development-aid projects and programs and thus reinforce the integration of food-aid and food-security under a general development policy. Title II of Regulation n°1292/96, allows the Commission to finance a range of activities in the fields of production, storage, processing, transport and distribution, as well as training programs. Although Regulation n°1292/96, clearly distinguishes between food-aid operations and operations in support of food security, by the use of two different Titles, in practice they overlap as the same commodities and services can be supplied under both. This is

especially true with the supply of seeds, fertilizers, tools, other inputs and financial assistance, and training schemes.

Currently, food security interventions aim at tackling the underlying structural causes of food insecurity, and this, related to the following three levels:

- Inadequate food availability at the national level;
- Poverty resulting in insufficient access to food at the household level;
- Food use and nutritional adequacy at individual level.

### **Early-warning systems, storage and support to agricultural research programs (Title III)**

Title III of Regulation n°1292/96, allows the Community to support and help to strengthen existing national and international early-warning systems. In exceptional cases, it may even operate such systems itself. Additionally, the Community may cover the cost of the implementation of storage programs.

### **3.3 The operations under the Council Regulation 1292/96**

The operations have been translated into a number of instruments according to four categories

1. Food aid-in-kind;
2. Foreign currency;
3. Operations to support food security;
4. Others- technical assistance and capacity building.

Under the classifications in use by the Commission, early warning systems and storage programs have been included under the category of food security. The instruments can be used in different combinations adapted to the situation of the recipient country or organization and to the nature of the problems identified.

#### **Food aid in kind**

Food aid-in-kind is given to a number of countries that may receive products selected from a positive list. These products may be mobilized on the Community market, in the recipient country, or in one of the developing countries (Art. 11 of the Regulation). Besides food products this instrument also finances related costs, of which transportation is by far the most important.

Food commodities can either be distributed free of charge or sold to the final beneficiaries. In the latter case, revenues from sales are placed in a counterpart fund. These funds are, in turn, used for purposes agreed upon by the Commission and the recipient country in support of development projects, sectoral operations and development programs, which promote long-term food production and food security within the framework of a food policy and strategy. Where countries are implementing a structural adjustment program, counterpart funds may be used for general allocation under the conditions set by the structural adjustment program.

The delivery of food aid intends to enhance food availability in the country concerned. Where food aid products are sold, the resultant counterpart funding may contribute to the achievement of long-term and short-term food security. In the case of free distribution of food, the result is improved access to food for households and a contribution to the improvement of intrahousehold food security, depending on the specific conditions of delivery.

Food aid in-kind is an expensive instrument, but could be justified in cases where there are no alternatives, such as in emergency situations where there is no effective government, or in cases where aid in-kind has comparative advantages with regard to other types of aid in targeting special vulnerable groups.

### **Foreign currency Facility**

Article 12 of the Regulation allows Commission food aid to take the form of a Foreign Currency Facility. This facility is, however, restricted to those countries with economies that allow liberalized food imports. This facility is provided through private sector operators (preferably small and medium sized enterprises) who import food commodities from European markets or from eligible countries in the region. Such imports are intended to be consistent with the recipient country's policy and therefore avoiding a distortion of the national market. The type and origin of the commodities are regulated by the EC.

The Foreign Currency Facility has two distinct features:

1. The transfer of hard currency to the recipient country; and
2. The subsequent conversion of hard currency into local currency, constituting countervalue funds. The utilization of these countervalue funds in support of the public budget is defined in the first instance by Regulation n° 1292/96 and then is more precisely determined in a Memorandum of Understanding (MoU) agreed between the Commission and the beneficiary government.

The specific objectives of the foreign exchange are aiming at:

- Involving the private sector in improving food availability through domestic markets, thereby, avoiding beneficiary governments offering food aid commodities on the national market at below import parity price;
- Providing an incentive for the development of small and medium sized trading enterprises;
- Creating additional demand at local and/or regional markets; and
- Providing counterpart funds for public sector budgeted initiatives aimed at improving food security.

In accordance with the provisions of the Regulation 1292/96 (Article 12 and Article 2.5), in countries undergoing structural adjustment, the counter values in local currency generated by different development aid instruments must be managed under a coherent budgetary policy within the framework of an agreed government reform programme in support of food security objectives, policies and programmes. The regulation also provides the possibility to move towards more general budget support against clearly defined policy reform measures (conditionality and performance indicators).

This facility should be an instrument for enhancing food availability without the risk of local market distortions. Further it should permit a dialogue with the recipient countries to formulate and implement a national food security policy and programs.

### **Operations in support of Food security**

These operations are intended to support, with the use of available resources, the framing and execution of a food strategy or other measures fostering the food security of the population concerned and encouraging a reduction in food aid dependency, especially in the case of low-income countries with serious food shortages. The operations must aim at improving the living standards of the poorest people in the country concerned (Art. 3).

Food security operations can take the form of technical and financial assistance. Activities that might be financed by this instrument include (Art. 5):

- SISA (Food security Information System)
- The supply of seed, tools and inputs essential to the production of food crops;
- Rural credit schemes targeted particularly at women;
- Schemes to supply the population with drinking water;
- Storage schemes at appropriate levels;
- Operations concerning marketing, transportation, distribution and/or processing of agricultural and food products;
- Measures in support of the private sector for commercial development at national, regional and international levels;
- Applied research and field training;
- Projects to develop the production of food crops while respecting the environment;
- Improving awareness, technical assistance and field training operations, in particular for women and producers' organizations;
- Projects to produce fertilizer for raw materials and basic materials found in the recipient countries;
- Schemes to support local food-aid structures, including training schemes on the ground.

The list of activities is not exhaustive and may be enlarged. All activities mentioned contribute to one or more of the objectives of the Regulation and thus can be characterized as relevant. They cover the different levels of national, household and intra-household food security. They all focus on the structural solutions of the food security problem, and doing so, of poverty.

## **Others**

### ***Technical assistance and Resal***

In 1998, the EU created the European Food Security Network (RESAL) to reinforce the capacity for analysis of the local food security situation and help in decision-making. The objective of RESAL can be summarized in four statements:

- Strengthening of problem analysis and support to the decision-making process for food security activities and food aid deployment;
- Assistance for food security formulation and implementation in priority countries;
- Strengthening the implementation of EU food security interventions; and
- Improving policy dialogue and co-ordination within the EU, with other donors, governments, NGOs and researchers in the field of food security strategies.

The network was based on European experts, residing in their home countries, in regional centers (Food Security Unit) or in beneficiary countries, who – during short missions – trained and supported local experts in priority countries, supervised their work periodically, and participated in the formulation and implementation of food security policy studies. Networking was used to develop intersectoral approaches and debates on food security policies and strategies. This network had stopped in August 2001 aiming to integrate the 35 FS experts and the Resal network within the EC delegations.

### Capacity building

One of the main constraints in the formulation and implementation of effective national strategies and programmes to address food insecurity and poverty is the weakness of local administrative and technical capacity. The result of this situation is that absorption capacity remains weak and national and local administrations are unable to take full ownership of programmes. Consequently, greater importance will be attached to local capacity building through technical assistance support and national training and administrative reform programmes. Particular attention will be devoted to building local capacity to analyse and monitor national and regional food security situations and to formulate food security and poverty policies, strategies and programmes.

The following table presents an overview of the various typologies used to present the operations under the Council Regulation (EC) No 1292/96.

**Table 9: Various typologies of FA-FS operations**

Regulation 1292/96	Programming document 2003-2004 FA-FS budget line	Operations	Channels
Food-aid Operations (Title I)	<b>Food Aid</b> Food aid-in-kind	<b>Food Aid</b> Food aid-in-kind	<b>Food Aid</b> <u>Indirect aid via partners:</u> WFP, ICRC, UNRWA, EURONAIID  <u>Direct aid via:</u> Governments
Operations in Support of Food Security (Title II)	<b>Food Security</b> Programme aid (foreign currency facility) Project aid NGO cash projects Support to international organisations  Capacity building	<b>Food Security</b> Foreign currency Facility  Operations in support of Food Security <ul style="list-style-type: none"> <li>• Project support to governments,</li> <li>• NGO call for proposal;</li> <li>• Support to international organizations</li> </ul> Others (RESAL, technical assistance and capacity building)	<b>Food Security</b> <u>direct aid via:</u> Budget support <ul style="list-style-type: none"> <li>- Programs</li> <li>- Projects</li> </ul> <u>Indirect aid via partners:</u> NGO, EURONAIID, FAO, CGIAR
Early Warning Systems and Storage Programs (Title III).	Included in food security	Included in food security	Included in food security



### 3. PART 3: PRESENTATION OF ALL RESPONSES FROM DELEGATIONS

## THEMATIC EVALUATION OF FOOD-AID POLICY AND FOOD-AID MANAGEMENT AND SPECIAL OPERATIONS IN SUPPORT OF FOOD SECURITY

### COMMENTS ON THE SPECIFIC QUESTIONS

#### 1. Are you aware of the EC policy documents and issues related to Food Aid and Food Security?

⇒ No specific comments by the Delegations to this point

#### 2. Is there someone responsible for Food Aid and Food Security issues at the delegation?

Comments		
ACP	ERY	Currently Food Security fits within the tasks of the Economic and Political Advisor. A post for a colleague in charge of rural development and food security was created within the deconcentration exercise. S/he will be joining the Delegation in September 2004.
	KEN	There are 3 food security experts working in the Kenya Delegation. 2 Regional Food Security Experts, covering the Great Lakes (incl. Kenya) and the Horn of Africa respectively. Their work is mainly focusing on food security strategy and policy issues in the respective regions and countries. The third expert is working on food security programmes in Somalia and Kenya. Responsibility is assumed by the HoD and the EC Advisers.
	LBR	TO BE NOTED: The EC Office in Liberia (resorting under EC Delegation Abidjan) consists of one Official (Chargé d'Affaires) supported by an ALAT; ECHO has one Individual Expert in Liberia.
Asia	PRK	There is no EC Delegation in DPRK but a Food Security technical Assistance
	YEM	As the Food Security Programme in Yemen is not yet deconcentrated, MM's involvement in food security issues has been so far quite limited. However, as Food Security will be fully deconcentrated by June 2004, and taking into account the scope of the EC FS interventions in Yemen, MM's time devoted to this sector will sensibly increase. It should be noted that MM's projects portfolio is by far the most important in the Delegation.
LA	BOL	Time devoted to FA/FS issues: Normally 100%. During certain periods also involved in various policy matters for rural development and poverty reduction strategy + work on public finance management. There are two other persons with 100% of their time devoted to food security (one individual expert and one national professional).
TACIS	ARM	In the frame of the deconcentration process a new post for a Regional Coordinator of the Food Security Programme has been created in the Delegation in Tbilisi. The Regional Coordinator will be in charge of the follow-up of the FSP both for Georgia and Armenia. The new official took up duties at the Delegation on the 15/02/2004
	AZE	A civil servant is supposed to be appointed soon.
	GEO	In the frame of the deconcentration process a new post for a Regional Coordinator of the Food Security Programme has been created in the Delegation. The Regional Coordinator will be in charge of the follow-up of the FSP in Georgia and Armenia. The new official took up duties at the Delegation on the 15/02/2004
	MDA	At present 10 %. However, the programme is not de-concentrated and is managed directly by Aidco F5. However, from mid 2004 an official will be recruited and positioned in the Kiev Delegation and it is foreseen that approx 60 % of his/her time will be committed to the FSP.

► **How does he/she perceive the role of the delegation as regards Food Aid and Food Security strategies, programmes, projects, or other actions?**

Comments		
ACP	AGO	The CSP for Angola defines food security as a focal area. In this context, the Delegation is supporting the Government in the preparation of a national food security strategy and in the formulation and implementation of related programs. Food security is a horizontal issue in the EC's cooperation with Angola.
	CPV	Rôle essentiel
	ERY	Government's policy analysis. Analysis of humanitarian appeals. Trait d'union between projects financed by the Commission and HQs. Active player in the ongoing discussion among donors, government and UN. Coordination of EU member States.
	KEN	In our view, the Delegation should be responsible for food security strategies/programmes/projects in the country, whereas AIDCO (Brussels) should provide the general framework for EC food security strategies and interventions.
	LBR	Important, but not a key priority.
	HTI	<ul style="list-style-type: none"> <li>- Définition et mise en oeuvre de la stratégie de sécurité alimentaire en collaboration avec le gouvernement (Bureau Ordonnateur National du FED) et le siège, en cohérence avec les autres instruments (FED, cofinancement ONG...);</li> <li>- Encadrement, suivi et contrôle techniques et financiers des programmes et projets;</li> <li>- Suivi de la situation de sécurité alimentaire aux différents niveaux: du bilan alimentaire national à la situation des populations les plus vulnérables;</li> <li>- Interface entre les projets et le siège.</li> </ul>
	NER	La délégation est bien impliquée dans la définition et la mise en œuvre des programmes d'aide directe, même si elle se sent parfois court-circuitée sur les aspects de communication entre le Gouvernement et la Commission. Pour les subventions ONG, la délégation est régulièrement « consultée », mais peu impliquée. La déconcentration ne fera qu'accroître l'implication de la délégation.
	RWA	FS is an important objective of the EC rural development approach and support to Rwanda
	SLE	To act as a backup providing in-country information and views when and where necessary for F5 in BXL and the regional IE. To also provide an EC presence and where necessary perspective, in fora related to Food Security and Food Aid
	SOM	The Delegation should be responsible for the monitoring of the food security situation, defining food security strategies and programmes, contracting aid interventions, as well as monitoring projects in the country. AIDCO should provide the general framework for EC food security strategies and interventions.
	MRT	Essential because almost all other partners withdraw gradually from the sector except for emergency situations.
	ZMB	Food security remains a paramount issue in Zambia. An estimated 90% of households depend on agricultural activities to survive. They are especially vulnerable to food shortages when crop production fails. There is little access to paid employment opportunities, and sales of small animals are less and less effective as a means of coping with hunger due to deteriorating prices that reduce the terms of trade of animals for cereals. The drought that affected the 2001/02 season resulted in extremely low crop yields and sometimes in total crop failure, leaving the population dependent on external food aid to survive. A good harvest and favourable humanitarian response have, since then, taken Zambia off the critical list of countries requiring emergency food support. However, despite production outstripping estimated domestic consumption requirements, at national level the problems of HIV/AIDS, chronic malnutrition, water and sanitation remain. Technical and financial management of programme and project implementation has been relatively limited as agriculture/food security is not included in the CSP. Regular reporting to ECHO Regional Offices and the Food Security Unit in AIDCO on food security /livelihood assessment work has however remained an important task of this Delegation, particularly in view of the fragile and reversible terms of recovery, and outstanding development issues such as the complex nexus of poverty, food insecurity and malnutrition, not to mention HIV/AIDS. Of concern have been early warning and food security information systems; and, in the context of the Mid-Term Review exercise, particular attention has been placed on fact-finding and analysis to address the specific food security needs of the country and secure phased programming.

<b>Asia</b>	AFG	The Delegation supports the work of the Food security expert (s) and looks at the integration of this action into its overall rural development and social protection support in Afghanistan. Rural development and food security can hardly be separated and the Delegation has to ensure consistency at programmatic and human resources levels.
	YEM	As important as the other sectors of intervention.
<b>LA</b>	BOL	The Delegation plays a proactive role in all matters concerning the programme.
	HND	Follow-up, monitoring and evaluation of the ongoing actions; follow up of the food security national policies, participation at institutional/donors level on the food security related dialogue. Identification and formulation process.
	ECU	Le programme de sécurité alimentaire est actuellement, en valeur monétaire, le plus important programme de la CE en Equateur et représente environ 30% du volume financier total de la coopération actuellement en exécution. Le siège de la Délégation se trouve en Colombie et le bureau Equateur est ouvert depuis moins d'un an et dispose d'un personnel très réduit (1 fonctionnaire et 2 experts). La caractéristique principale du programme de coopération CE en Equateur a été jusqu'ici le manque de coordination entre les différents instruments; le programme de sécurité alimentaire a joui d'une casi-totale autonomie depuis son démarrage en 2001.
<b>TACIS</b>	ARM	The role of the Delegation should be increased compared to previous years and Food Aid and Food Security should form an integral part of Delegations overall strategy (in the context of activity planning and coordination). The FSP in Armenia is one of the most important EC aid programme (10,5 Meuro/year) and the only budgetary support programme implemented in the Country. The partial deconcentration of the FS budget line and the creation of the new post of regional FS coordinator in the Delegation will ameliorate the monitoring of the country situation, improve dialogue with government and donors and in general should improve the overall management of the FSP. Since the FSP is a budgetary support programme, the responsibilities between the HQ and the Delegation are not always well defined.
	GEO	The role of the Delegation should be increased compared to previous years and Food Aid and Food Security should form an integral part of Delegations overall strategy (in the context of activity planning and coordination). The FSP in Georgia is one of the most important EC aid programme (12 Meuro/year) and the only budgetary support programme implemented in the Country. The partial deconcentration of the FS budget line and the creation of the new post of regional FS coordinator in the Delegation will ameliorate the monitoring of the country situation, improve dialogue with government and in general should improve the overall management of the FSP. Considering that the FSP is a budgetary support, the responsibilities between the HQ and the Delegation are not always well defined
	MDA	<ul style="list-style-type: none"> <li>• The FSP has not been at present de-concentrated to the Delegation.</li> <li>• The FSP in Moldova only uses Title 11 – operations in support of Food Security and more specifically direct aid via budget support programmes. There are not projects or deliveries of food aid.</li> <li>• Therefore, the Delegations role at present is one of (i) assistance in programming and the development of strategies; (ii) support to Aidco F5 on operational matters; (iii) logistical and administrative support to the technical assistance used to build capacity, monitor the programme and evaluate the results.</li> </ul>
	TJK	The standard mission statement for devolved Delegations (18.12.2003) annexed to the note of Mr Bonacci of 22.12.2003 defines the role of the Delegation. The monitoring of FSP NGO contracts has been devolved to the Almaty Delegation on the 20 February 2002.

### 3. What is Government's approach to Food Aid and Food Security?

Comments		
ACP	AGO	During the war Food Aid has been one of the main sector of support from the donor community that basically led all the operations. The Government of Angola (GoA) is now moving towards a sustainable development perspective; however it lacks experience and human capital to do it effectively.
	CPV	L'aide alimentaire permet de dégager des ressources pour financer des projets de développement. Chaque année le Gouvernement fait appel aux donateurs sur la base d'un bilan céréalier qui est structurellement déficitaire pour obtenir des fonds.
	KEN	The GoK approach to food aid and food security is still dominated by short-term interventions (free food distribution), and by a production oriented approach towards increased output of maize and other staple food crops at national level. This GoK approach is perceptible in one of the major objectives of current GoK food security policies: to hold a stock of 270,000 MT of grain (principally maize) in the strategic grain reserve (to be procured locally), which is about 10 per cent of annual maize production in Kenya.
	ERY	The Government has drafted a National Food Security Strategy (NFSS) and presented a first draft in September 2003. Following in-country consultations and comments received from Development Partners, the Government stated that a final version of the document will be released during the month of April 2004. So far it has been difficult to move discussion from free food aid as a response to emergency to medium- to long-term structural measures aiming at improving food security. The country has a large structural food deficit (even in good year domestic production only covers 50-60% of national requirements). We expect that the NFSS could pave the way for a stronger focus on actions improving national as well as household FS including provisions for import of the necessary food and safety nets.
	LBR	The National Transitional Government of Liberia (NTGL) came to office in October 2003, in accordance with the provisions of the Comprehensive Peace Agreement of Accra signed on 3 August 2003. The international Needs Assessment, conducted in December 2003 and January 2004, resulted in the adoption of the so-called "Results-Focused Transition Framework" (RFTF), consisting of 9 clusters and 23 sections that outline priority outcomes to be achieved during the transition period (October 2003 – October 2005). Cluster 7 is devoted to "Restoration of Productive Capacity and Livelihoods", with section 7.1 ("Agriculture") outlining priority outcomes relating to food security and food production. At the 5/6 February 2004 International Donor Conference held in New York, donors pledged funds of more than 520 million US\$ against the RFTF, with the bulk of funding pledges coming from the USA and the European Commission. A small part of the pledged funds will be channeled multilaterally (through the United Nations); most of the funding will be spent bilaterally (European Commission and USAID). The NTGL will not be assisted through a budget support facility

	HTI	<p>Dans la foulée de la levée de l'embargo économique (1991-1994), l'approche du gouvernement vis à vis de la sécurité alimentaire était volontariste, et s'est concrétisée par un PIN 8<sup>ème</sup> FED où les enjeux de la sécurité alimentaire sont bien pris en compte (voir question 5).</p> <p>Une Coordination Nationale de la Sécurité Alimentaire (CNSA) a été créée en 1997 (aide directe secal), constituée 1. d'un conseil interministériel chargé de prendre les décisions en matière de politique de sécurité alimentaire, 2. d'un secrétariat technique chargé de la préparation d'un plan national de sécurité alimentaire, du suivi de la situation de sécurité alimentaire, de la coordination des actions dans ce domaine, et des différentes études, (secrétariat logé au sein du Ministère de l'Agriculture), et 3. d'une commission consultative.</p> <p>Mais les engagements du gouvernement vis à vis de cette structure n'ont été que très partiellement remplis: l'existence de la CNSA n'a jamais été ratifiée, le budget alloué pour son fonctionnement a été insuffisant et le <u>plan national de sécurité alimentaire</u> préparé n'a jamais été entériné par les 5 Ministres du conseil qui ne se sont réunis que deux fois en 7 ans. Le secrétariat a néanmoins poursuivi l'élaboration de documents, la réalisation d'évaluations et l'organisation de séminaires.</p> <p>Afin de renforcer d'une façon concrète et opérationnelle son Plan National d'Education et Formation (PNEF), le Gouvernement a créé en 1997 le Programme National de Cantines Scolaires (PNCS). Ce programme vise à améliorer les conditions de santé et de nutrition des élèves ainsi que leur rendement scolaire, tout en contribuant à l'amélioration du niveau de sécurité alimentaire dans le pays. La Commission européenne, à travers la ligne budgétaire sécurité alimentaire, soutient ce programme avec son aide indirecte en nature (distributions de vivres) et son aide directe (coordination et suivi des distributions de vivres, activités complémentaires structurantes autour des cantines).</p>
	NER	La sécurité alimentaire s'inscrit dans un des 3 axes prioritaires de la Stratégie de Développement Rural récemment adoptée par le Gouvernement. Un des programmes structurants de cette stratégie concerne « la réduction de la vulnérabilité des ménages »
	RWA	<p>Rwanda is in a rehabilitation/development phase very promising but at the same time very vulnerable in term of food security.</p> <p>While Rwanda is trying to relaunch the rural economy and the agriculture, it is a country very much close to the limit between the food security and the food insecurity.</p> <p>Recently Rwanda is gone through a macro economic crise due to the fall in the agricultural commodities exportation. This has caused a sensitive reduction of the purchasing power of the population and a consistent increase of the food prices. The monitoring of this is of a paramount importance to evold and to prevent food insecurity.</p> <p>The main strategy addressing food security in Rwanda is the Rural Economic Strategy (RES). Since 2003 RES is under development and implementation with technical and financial support from the EC.</p> <p>The RES developed following the 2002 EU RD guidelines uses an integrated RD approach within which the FS represents one of the main objectives of a coherent and sustainable short, medium and long term RD.</p> <p>RES is framed to be an open and dynamic strategy based on the PRS review approach and where sector policies (agriculture, land, etc.) will be developed.</p> <p>FS within RES is approached in a "preventive" way highlighting the importance of the FS information systems and agricultural statistics.</p> <p>On February 2004 the Ministry of Agriculture developed the "agricultural policy" within which food security intends to be a pillar for its development and implementation.</p>
	SOM	Non-applicable: political situation in Somalia is very specific. No reliable counterpart at national level.
	MRT	Public declarations in newspapers and on a yearly basis, whatever the climatic conditions are (drought or floods), call for international solidarity because of poor crops.



	ZMB	<p>There is no National Food Security Policy as such in Zambia, however in November 2003 the Ministry of Agriculture presented a Draft National Agricultural Policy (DNAP) for the period 2003-2015. It is expected to be approved by Parliament by mid-2004. The Draft recognizes that Zambia has the potential to expand agricultural production. The overall objective of the Policy is to promote development of an efficient, competitive and sustainable agricultural sector, which assures food security and increased income with the intent of contributing towards poverty reduction and economic growth. The main thrust of the policy are: a) increased production, b) sector liberalization, c) commercialization, d) promotion of public and private sector partnerships, and e) provision of effective services that will ensure sustainable agricultural growth.</p> <p>The Document is characterized by a strong emphasis on moving away from past agricultural policies of strong government intervention, considered as restrictive and constraining. In particular, it is recognized that strengthening and monitoring the liberalization of markets and facilitating private sector development are key towards the amplification of sector strategies. Whilst Government will continue to play a role in providing public goods such as market information, infrastructure, and the facilitation of private sector led input and output marketing, it is expected that the Government will not ordinarily intervene in inputs distribution or crop marketing.</p>
Asia	AFG	<p>The Afghan Government has developed a very comprehensive strategy towards the use of food aid on its territory. The Afghan Government requested the support of the EC to develop this strategy since they were very concerned about the possible negative impact of the amount of Food Aid flowing in the country. Now, the use of Food Aid in Afghanistan is restricted to where ever it has a real comparative advantage over other instruments (eg. Labor Intensive Public Work with cash payment).</p> <p>The Afghan government is concerned with food insecurity issues, but it has adopted a broader view than food security and prefers talking about Vulnerability reduction. Food security is one component of this approach.</p>
	PRK	<p>The counterpart has been asked about this question and this is their answer: The objectives for meeting the requirement for food are:</p> <ol style="list-style-type: none"> <li>1) Bold reform in the agricultural production structures on the principle of right crops to right soil and right crops to right climate</li> <li>2) Putting priority to seed improvement as the core for increasing agricultural products</li> <li>3) Paying more attention to double cropping, potato farming and pulse cropping</li> <li>4) Completion of soil rezoning and irrigation at higher level</li> <li>5) Maintaining the strategy for solving the problems arising from the developments of comprehensive mechanization and scientific technology in rural areas</li> <li>6) Endeavors to realize organic farming which requires much more utilities of micro-biological and organic fertilizer rather than chemical ones</li> </ol>
	YEM	<p>The GoY adopted its Food Security Strategy (prepared with the assistance of EC - Resal) in 1998. The Government now recognizes the importance of food security as approximately 20 % of the Yemeni population lives under the food poverty line. The GoY recently decided to create a 'Food Security Thematic Working Group' within its PRS Monitoring Unit located in the MoPIC. The EC has been asked to ensure the lead of the working group together with the Ministry of Agriculture. Food Security has clearly become a priority for the Government.</p>
LA	BOL	<p>Rather erratic in the sense that food security does not occupy a central place in policy discussions.</p> <p>Food aid is mainly managed by USAID (through NGOs) and WFP (works with government institutions) and is of limited concern to the government.</p>
	HND	Limited, more linked to nutritional and health aspects

	ECU	<p>La sécurité alimentaire est un droit des citoyens reconnu et mentionné dans la Constitution Equatorienne. Actuellement un projet de Loi de Sécurité Alimentaire est en discussion au parlement équatorien. La politique de sécurité alimentaire est gérée par la Commission Interministérielle des Affaires Sociales qui dispose d'un secrétariat spécifique pour ce thème.</p> <p>L'approche gouvernementale est centrée sur la problématique d'accès à l'alimentation des 22% de population dont le niveau de revenu est inférieur au coût du panier alimentaire de base. L'Equateur est en effet amplement auto-suffisant en matière d'offre alimentaire. La politique de sécurité alimentaire fait donc partie des programmes sociaux de lutte contre la pauvreté.</p>
<b>TACIS</b>	ARM	The Government of Armenia (GoA) has endorsed the concept of food security with considerable success considering the policy thinking difficulties that followed the collapse of the Soviet Union. In September 9 <sup>th</sup> 1999 GoA approved a National Food Security Strategy Paper that is now superseded by the PRSP deliberations. It must be stressed that food security is one of the main directions in the newly drafted Strategy for Sustainable Agricultural Development.
	AZE	Adoption of the National Programme of Food Security on the 2 <sup>nd</sup> of March 2001 by the President of Azerbaijan
	GEO	<p>GoG emphasizes the need of increasing Food Security in the country.</p> <p>The main problem in Georgia is access to food rather than food availability. 50% of the Georgian population lives under the poverty line. In January 2000 the GoG adopted the National FS Policy document (official title: Main orientations of Georgian National Food Security Programme)</p> <p>The PRSP, adopted in June 2003, has endorsed the concept of food security as an important element in the poverty reduction national strategy.</p>
	MDA	<ul style="list-style-type: none"> <li>The Government of Moldova (GoM) does not have a specific Food Aid or Food Security Policy.</li> <li>As food insecurity is a key dimension of poverty at the household level, long-term food security objectives, and thus the detailed design and implementation of the FSP, are fully integrated into national poverty eradication policies (PRSP).</li> <li>The Government is committed to poverty alleviation and to enhancing food security for the most vulnerable. An interim-PRSP was approved in early 2002 which outlines a three pillar strategy consisting of (i) sustainable and inclusive economic growth; (ii) improved human development through better delivery of social services; and (iii) strengthened and better targeted social protection. The authorities have developed a full PRSP, which is under participatory discussion now. Completion and approval of the full PRSP is foreseen for mid 2004. The overarching pro-poor medium-term strategy to be elaborated in the final PRSP is supported by an approved Medium-Term Expenditure Framework (MTEF) and a Medium-Term Social and Economic Strategy.</li> </ul>
	TJK	Until now, the Government has not had a real vision on what FSP brings to Tajikistan. There is no government co-ordination. Nevertheless, the FSP budgetary aid targeted administrations take it very seriously. This can be explained by the civil war, which interrupted the programme and follow-up, the changes of responsible in the FSP targeted ministries, the absence of sectoral policy for agriculture sector and food security and the absence of FSP TA permanently based in Dushanbe.

General remarks		
<b>ACP</b>	AGO	The Government paid some attention to food security issues during the emergency phase and due to pressure from the international community. Following a respective request the EC supported the GoA in the elaboration of the FS chapter of the (I-)PRSP.
	CPV	La production locale correspond à 10% des besoins. Les importations d'aide alimentaire représentent en moyenne 60% des importations totales en produits de base.

	ERY	The production of the National Food Security Strategy (NFSS) sometimes appears to be a fund raising exercise for donors to buy into, since the government has a desperate need of Forex and food security is a popular topic among donors. The Government's discourse as per official media (no private media exist) and national efforts are much more focused on the development of basic infrastructures through a national campaign of volunteer work by soldiers, veterans and the population at large.
	KEN	Food security issues are figuring high on the political agenda in Kenya. In relevant policy strategy papers such as the <i>PRSP</i> , the <i>Kenya Rural Development Strategy</i> , and the <i>Strategy for Revitalising Agriculture</i> , food security has a prominent place. However, the current GoK food security policy is still based on the "Sessional Paper No. 2 on National Food Policy", which was released in 1994. The review of the food (security) policy, which is overdue since several years, has not been finalised yet, and as a result, current food security policies are sometimes contradictory and often limited to short term interventions (distribution of food aid) to contain a current crisis rather than tackling underlying causes of (mostly structural) food insecurity.
	LBR	<p>The National Transitional Government of Liberia (NTGL) has no to very weak capacity. The current government budget for 2004 is under 24 million US\$. The 2-year NTGL (October 2003 – October 2005) is a compromise government, consisting of the former 3 warring factions (LURD, MODEL and former GoL). The United Nations Mission in Liberia (UNMIL), the Office of the European Commission, the US Embassy and the NGO community support the NTGL by ensuring delivery of basic services to the population, including provision of food, water, electricity and health services.</p> <p>Food Aid seems to be of direct concern to the NTGL and its Chairman Gyude Bryant as far as the government's internal stability and survival are at stake. In recent weeks, for example, the NTGL decided to distribute food –provided by the international community and using UNMIL logistical support- to combatants of the three former warring factions (estimated at a total of 50,000). The combatants are awaiting the delayed start-up of the UN-administered Disarmament, Demobilization, Reinsertion and Reintegration (DDRR) programme. The World Food Programme (WFP) is prevented by its regulations from distributing food to soldiers, and will only be allowed to do so once the fighters are effectively disarmed. The current distribution of food to the combatants, co-ordinated by the NTGL, is linked to government fears of unrest.</p>
	HTI	Le décalage entre les bonnes intentions et les réalisations concrètes doit être interprété à la lumière de la situation politique très instable en Haïti (dégradation progressive du climat politique qui s'est accélérée de façon continue depuis mai 2000 pour aboutir à la crise actuelle).
	MRT	Huge gap between public statements and real commitments, with the exception of electoral periods.
	ZMB	There is limited capacity but considerable commitment to agricultural recovery within the Ministry of Agriculture and Cooperatives. Eventual institutional reinforcement and capacity building at national and decentralised level are a sine qua non of longer-term sustainable recovery. The Government should set a clear, market-oriented pricing policy for the sale of maize stocks held by the Food Reserve Agency (FRA) to assure commercial grain traders and millers that they will not be undersold due to dumping and to motivate them to import maize to their full capacity. Besides, the Zambian Government, particularly the Disaster Management and Mitigation Unit based within the Office of the Vice President (DMMU), and its partners should strengthen national early warning and vulnerability assessment networks to guide contingency and response planning.
Asia	AFG	<p>As already explained, food security is integrated into a more general poverty reduction framework, but a big part of the tools and instruments developed within this framework are tackling directly the issue of food availability and food access.</p> <p>The GoA of Afghanistan has still a very weak internal revenue collection capacity and cannot cover its ordinary budget. Therefore, no co-financing is yet possible for any public Investment Program.</p>
	YEM	Not only FS is taking a greater importance in the Poverty Reduction Strategy but the GoY requested to carry out an impact assessment of previous Food Security programmes to take stock of the results and lessons learnt.
LA	ECU	Le gouvernement équatorien consacre un budget important au financement de programmes d'aide alimentaire qui ont une dimension essentiellement politique et qui manquent fortement de coordination entre eux. L'importance accordée à la sécurité alimentaire est moindre.



<b>TACIS</b>	ARM	In Armenia the problem of food insecurity is concentrated at household level mainly due to poor physical (in remote and climatologically difficult areas) and economic (high incidence of poverty) access to food. As in many other former Soviet republics, local officials believe that only models of self-sufficiency at national level and heavy interventionism can solve food insecurity. This of course clashes with the paradigm of the market economy and in recent years Armenians seem to accept this eventuality and demonstrate openness to alternative policies.
	AZE	The negotiation with the Cabinet of Ministers and the Minister of Finance on the Food Security Strategy (conditions of the matrix) is the most important aspect of our programme. Therefore, the implementation of the conditions is not always reflected in the actions of the government.
	GEO	<p>The previous Government (especially in the years 2002-2003) failed to show proper commitment in co-financing and implementing actions. Although after the rose revolution of November 2003 there are significant signs that the situation with regards to the latter will improve.</p> <p>In the PRSP there is a gradual increase in the budget for the coming 3 years for poverty reduction programmes in rural areas. In Georgia 60% of the population lives in rural areas. The FSP is accompanying the government in this reform process. In Georgia, 100 % of the budget of the MoA excluding salaries and wages come from the EC FSP.</p> <p>FSP is also supporting government programmes in the social sector (access to food) namely a family allowance programme and a deinstitutionalization programme for children deprived of parental care.</p> <p>Improvement is still needed in the public finance management in Georgia. The FSP is collaborating with Bretton Woods Institution in supporting the GoG in implementing the treasury, tax and budgetary reforms.</p>

**4. Is the Delegation involved in any co-ordination fora (committees, working groups, etc.) regarding Food Aid and Food Security with other actors active in this field (Government ministries, EU member States, WFP, FAO, bilateral donors like USAID, World Bank, other)?**

*If yes, please describe briefly*

<b>ACP</b>	AGO	The Delegation actively participates in: i) coordination groups within Ministries involved in Food security/Food Aid (Ministry of Agriculture, Ministry of Social Reinsertion); ii) Donor Working Group on PRSP; iii) Food Aid Committee organized by WFP.
	CPV	La délégation participe aux réunions du CILSS sur les résultats des campagnes agricoles, à l'élaboration de la stratégie nationale de sécurité alimentaire, aux réunions avec le PAM et l'ACDI, et de manière plus générale aux réunions de coordination avec les EM
	ERY	The Delegation organizes regular coordination and information meeting for Member States represented in Asmara. The Delegation always attends meetings organized by the Ministry of National Development on food security, by the Ministry of Health on nutritional status, by the Ministry of Agriculture on agricultural policies and activities, by the Eritrean Relief and Refugee Commission on food aid and the UN System (OCHA + WFP) on the preparation of emergency appeals and donors' responses to the ongoing humanitarian crisis. The regularity by which these meetings are organised varies considerably.
	KEN	<p>The EC Delegation is participating in the following co-ordination fora on food security:</p> <ol style="list-style-type: none"> <li>1. The Kenya Food Security Meeting (KFSM), a broad grouping of all organisations at national level with an interest in food security, involving mainly ministries, donors, UN agencies and NGOs.</li> <li>2. The Food and Trade Meeting, a discussion forum bringing together representatives of the GoK, the UN system, donors, farmers and private traders to discuss agricultural production, trade of food commodities and food security issues.</li> <li>3. The Food Security Technical Working Group, a sub-group of the Joint Donor Coordination Committee (bringing together representatives of the Ministry of Agriculture and the development partners). The objective of the working group is to review GoK food security policies/strategies and to develop a common strategic framework/approach.</li> </ol>
	HTI	La DCE a financé et participé aux travaux de la Coordination Nationale de la Sécurité Alimentaire, basés sur une approche consultative: Assistant technique à temps plein pendant 2 ans (voir question 3).

NER	La Commission européenne, représentée par la délégation, est membre du dispositif national de prévention et gestion des crises alimentaires (avec l'Etat, le PAM, la France, l'Allemagne, les USA, la Suisse et l'Italie).
PRK	Meetings in Pyongyang between Members States representatives and development stakeholders (UN, development agencies, NGOs...) take place on weekly basis. Several workshops on the methodology of crop and needs assessment were organised in 2003 by AIDCO F5 together with FAO and WFP. Among other countries DPRK is considered as a case study. A specific meeting on this issue and on DPRK was held in December 2003. This coordination process will continue this year.
RWA	The Delegation is participating in Disaster Management Unit meetings managed by WFP and involving all stakeholders interested by food security issues. It is a very weak forum that should be managed by the government at the Prime Minister office. As far as the Delegation is concerned we would like to help the system but we do not have the resources to do it.
SLE	Attendance to WFP chaired Committee on Food Aid (CFA) which primarily concerns Food Pipeline Agencies and Refugee Camps. More infrequent attendance of monthly MAFFS meetings. Participation of regional IE on the PRRO exercise, Delegation attending wrap up meeting.
SOM	Food security interventions in Somalia are coordinated through the Somalia Aid Coordination Body (SACB). Donors, United Nations and implementing partners meet once a month in the Food Security and Rural Development Sectoral Committee and its working groups (agriculture, nutrition, flood and food aid). The SACB Humanitarian Response Group also strengthens analysis, monitoring, and the response capacity of the SACB partners in case of emergencies. This coordination has contributed to harmonised and co-ordinated approaches and increased efficiency and impact. SACB field co-ordination mechanisms increasingly allow Somali stakeholders to be involved beyond the project level at which stakeholder involvement is already ensured.
MRT	Not at government level. With WFP until mid 2003, no meeting since the appointment of the new representative. According to the needs with member states (2 or 3 time a year).
ZMB	The Government of Zambia has a standing budget line for emergency operation to be implemented by the Disaster Management and Mitigation Unit (DMMU). The DMMU is placed in the Office of the Vice President, with secretariat in UNDP, and has chaired donor group meeting held on an ad hoc basis within the framework of the Emergencies and Recovery Strategic Group ERSG. Originally the ERSG was tasked with improving the quality of disaster-related responses and of recovery programs; and assisting the DMMU with oversight of the current emergency response. The ERSG has been working towards consensus amongst key stakeholders about priorities for emergency and recovery programming, providing timely identification of gaps/weaknesses in programs, and improved information flow about emergency and recovery needs and priorities for programs. In consultation with donors active in the field, the Terms of Reference of the ERSG have been revised to facilitate the move from disaster emergency response to prevention and mitigation of food insecurity. The focus of the group will concentrate on food security, which should include a wider definition of food availability (production, supply, markets, prices, input supply); access (including social welfare issues); and utilization (including nutrition). The Group will continue to be chaired by the DMMU but will include a wider spectrum of state and non state actors in view of the more extensive approach considered. Linkages between existing structures for long-term programming and those for responding to emergencies such as the DMMU (Disaster Management and Mitigation Unit based within the Office of the Vice President) need to be strengthened. FAO chairs donor coordination meetings on an ad hoc basis as needs arise, or when asked by the Ministry of Agriculture to get the "donor view" on certain topics. The Delegation has attended periodical meetings headed by CARE International. The NGO forum constitutes a strong lobby group and tries to address the outstanding challenges of poor targeting and addressing the impact of HIV/AIDS on food security.

<b>Asia</b>	AFG	<p>We are regularly invited to WFP food aid forums, member of the Livelihood based food security and nutritional surveillance system steering committee, involved in the National Emergency Employment Program (Safety net social protection instrument). We also directly impacted the overall strategic use of food aid in Afghanistan by funding a 5 man/months research/study on the use/impact of food aid in Afghanistan. During this exercise the EC co-organized several workshop with key stakeholders to debate on the subject.</p> <p>In addition, the EC Delegation act as a focal point for the Livelihood and Social Protection Consultative Group where the major coordination between related line ministries and donors/implementing agencies is happening (review of policies, national programming and development budget, reforms, etc). As such the EC support the government in the organization of these coordination meetings.</p>
	YEM	<p>The GoY has decided to create a thematic working group 'Food Security' gathering the Ministry of Agriculture, interested donors [FAO, WFP, USAID...] and NGOs. The first task of this group is to set up its work programme. The Vice Minister MoPIC, chairman of the PRS Monitoring Unit, is asking for commitment and technical assistance [short term] to work on indicators, monitoring and evaluation methods, etc. The EC, through its Food Security Programme, will be able to provide such assistance. ToRs are now being drafted.</p>
<b>LA</b>	BOL	<p>There are several working groups operating in various areas (rural development, microfinance, poverty reduction, etc.), but no specific group on food aid and food security.</p>
	ECU	<p>La délégation est membre actif d'une commission de concertation des organismes de coopération en matière de sécurité alimentaire qui intègre la Banque Mondiale, la BID, le PAM, la FAO et diverses coopérations bilatérales.</p> <p>La délégation participe d'autre part à la Commission Nationale d'Alimentation et Nutrition du gouvernement.</p>
<b>TACIS</b>	ARM	<p>The Steering Committee of the EC Food Security Programme and the Donor Coordination group for agriculture, rural development and food security.</p>
	AZE	<p>The TA is involved in co-ordination with the EU embassies, FAO, Tacis and World Bank.</p>
	GEO	<ul style="list-style-type: none"> <li>• The Food Security Coordination Group in which participate representative of line Ministries (MoA, MoHSS) and principal donors (FAO, WFP, CE, USAID, GTZ, etc.).</li> <li>• Steering Committee of the EC FSP</li> </ul>
	MDA	<ul style="list-style-type: none"> <li>• FSP Steering committee (regular meetings) involving the GoM (relevant Ministries) and EC.</li> <li>• Coordination with Member States is primarily achieved through regular meetings with representations and with programming missions. More specifically, coordination has been achieved in the area of social policy and statistics with SIDA and DFID; in rural enterprise development and credit with GTZ, SIDA and DFID through credit based projects and in the Social Fund; and in public expenditure management with SIDA, DFID and USAID.</li> </ul>
	TJK	<p>Group consultative meeting, FAO workshop group, Co-ordinate WFP, WB, ADB, USAID, DFID, SIDA, CIDA with the support of the Delegation office in Dushanbe and the FSP TAs based in Bishkek.</p>

### Comments

<b>LA</b>	HND	Up to the end of 2002, this task has been carried out by the Food Security Unit.
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5. During the drafting of the current Country Strategy Paper:

► Were assessments of the Food Aid and Food Security situation in the country carried out?

*If yes, please describe briefly*

ACP	AGO	Data from the annual assessment mission (GoA with support of WFP/FAO) were used.
	HTI	Réponse: ni oui, ni non. A l'époque, la CE a traité de manière relativement cloisonnée les instruments FED et SECAL, en évitant les contradictions et en recherchant les synergies (voir ci-dessous). <b>La CE a donc préparé un PIN 8<sup>ème</sup> FED en étroite collaboration avec l'Ordonnateur National, et une stratégie de renforcement de la sécurité alimentaire (Document de Stratégie Sécurité Alimentaire Haïti 1997-1999), largement inspirée du plan de sécurité alimentaire de la CNSA auquel avait participé l'AT UE (voir question 3). L'évaluation de la situation de sécurité alimentaire réalisée dans le cadre du plan de sécurité alimentaire de la CNSA a été intégralement reprise dans le Document de Stratégie Sécurité Alimentaire Haïti 1997-1999.</b>
	NER	Le programme pluriannuel de prévention et gestion des crises alimentaires actuellement en cours découle d'une étude de bilan des appuis de l'UE à la sécurité alimentaire au Niger. Cette étude a cerné les principales contraintes à la sécurité alimentaire et a été partagée avec tous les partenaires impliqués dans le domaine.
	RWA	The EC is supporting the development and the implementation of a Rural Economic Strategy (RES), which represents the implementing strategy of the PRSP sector of concentration, rural development. The RES made a "rural profile" assessing needs in term of RD and FS. Within the RES framework additional FS assessments are needed. Other organisations like WFP have also contributed to the FS assessments. We think that new support is needed to have a systematic data collection on food security to prevent crisis.
	SOM	The EC funded and FAO implemented Food Security Analysis Unit continuously carries out food security assessments since 1995. However, no particular assessment was conducted for the definition of the Strategy for the Implementation of Special Aid to Somalia.
	ZMB	In the absence of a coherent sector policy, Agriculture/ Food security was not included as a focal or non-focal sector in the 9 <sup>th</sup> EDF Country Strategy Paper for 2002-2007. However, since then the Government has committed to the implementation of the PRSP agricultural component with the drafting of the National Agricultural Policy. This commitment has also been reflected in an increase in the 2002/2003 budget for financing poverty reduction programmes in the agricultural sector. The major donors supporting the Agricultural sector in Zambia are Netherlands, UK, Sweden, Germany, Norway (through Netherlands), France, Germany, USAID and the World Bank.
Asia	AFG	A 5 weeks food security assessment was conducted early 2002 by an external expert and funded with RRM funding mechanism to identify key constraints for food security in the country.
	PRK	Apart from independent evaluations done by the FSU based in Pyongyang every year FAO/WFP implement a survey on crop and food supply assessment needs
	YEM	The Country Strategy Paper for Yemen [2002-2006] clearly mentions Food Security as a priority sector of interventions for EC-Yemen Cooperation. It should be noted that The EC financed monetized Food Aid programmes in the early 90' and has been financing Food Security interventions since 1996 to date. In 1998-1999, a food security strategy was drafted and approved by the Cabinet of Ministers through RESAL. This strategy and the assessments carried out for its formulation were taken into account for the preparation of the CSP. Consecutive NIPs [2002-2004] and [2005-2006] were drafted taking into account the assessment of the prevailing food security situation in the country.
LA	BOL	Assessment was prepared by the Delegation on the basis on existing information generated by government institution and projects
	HND	Yes but partially taken into account in the CSP.
	ECU	Extrait du document CSP de février 2002: "The poverty-reduction focus across the whole range of EC cooperation instruments (financial, technical and economic cooperation, food security and cooperation with NGOs) is coupled with measures aiming to assist economic recovery and strengthen links between Ecuador and the other countries of Latin America as with European Union"

<b>TACIS</b>	GEO	In chapter 3 of the current CSP there is an in-depth analysis of the country situation including the social sector. Chapt 3.3 deals especially with rural poverty and food security issues.
	MDA	A limited poverty assessment including a review of the food security situation in the country was done based on secondary sources, Government World Bank financed poverty assessments and the PRSP preparation documents.
	TJK	The assessments of the FSP were diluted because there is only a Regional Strategy Paper covering five countries of Central Asia with very different levels and characteristics of poverty.

### Further comments

<b>ACP</b>	LBR	TO BE NOTED: A Country Strategy Paper for Liberia does not exist, but will be drafted within the next months.
	HTI	Haïti est un cas particulier car le CSP lié au 9 <sup>ème</sup> FED n'a pas encore été ni approuvé, ni même regardé par la Commission suite à la situation politique ayant entraîné la non notification du 9 <sup>ème</sup> FED. Le document stratégique de référence est donc encore le Programme Indicatif National 8 <sup>ème</sup> FED / PIN 8 <sup>ème</sup> FED (signé le 4 avril 1997 par le Président de Haïti et le Commissaire au Développement de la CE).

### ► Was there dialogue with Ministries related to Food Aid and Food Security issues?

#### If yes, please describe briefly

<b>ACP</b>	AGO	The Commission supported the GoA in the preparation of the food security component of the (I-)PRSP approved last February by Council of Ministers.
	CPV	Des entretiens ont été conduits avec le Ministre des finances concernant la poursuite du programme d'aide budgétaire.
	ERY	Food Security is one of the areas touched upon within the CSP as a possible focal sector for the 10 <sup>th</sup> EDF. The CSP allocates some funds for studies in preparation of this possible intervention. The CSP makes reference to the fact that Eritrea regularly benefits from the Food Security Budget Line.
	HTI	Ministère de l'Agriculture dans le cadre de la préparation du plan de sécurité alimentaire de la CNSA.
	RWA	Very limited because most of the technical Ministries are lacking human resources and are in conflicts between them (Ministry of agriculture and Ministry for local government).
	SLE	Limited in their extent but related to defining focal sectors
	ZMB	The Delegation has, with support through subsequent missions from Brussels and EC Regional Offices, engaged in extensive dialogue with the Ministry of Agriculture and Cooperatives and Ministry of Water. Dialogue has helped assessing the level of commitment and capacity within the respective ministries. The Delegation has in this ambit given some consideration to eventual institutional reinforcement at national and decentralised level with the aim to support the rural sector in policymaking, particularly with regards to a food security strategy (policy and action plan formulation, follow up, Ministries', NGO and donor coordination, evaluation of policy implementation with appropriate indicators) and capacity building.
<b>Asia</b>	AFG	Yes a lot with Ministry of Rural Rehabilitation and Development to help developing alternative instruments to food aid and limit food aid to places where markets did not function. Elsewhere Labor intensive Public Works programs were adopted to give the possibility to the most vulnerable to access food while stimulating the local economy.
	PRK	Direct relationships with line ministries are very limited in DPRK. Most of the contacts are channeled through the Ministry of Foreign Affairs. Dialogue was mainly focused on the monitoring of the food aid and data collecting.
	YEM	Yes, indeed. The formulation of a Food Security Strategy and the definition of Food Security as a priority intervention in the EC-Yemen Cooperation imply a constant dialogue with the line ministries, especially the Ministry of Planning and the Ministry of Agriculture.
<b>LA</b>	HND	Up to 2002 carried out exclusively by the Food Security Unit.



	ECU	<p>Le programme CE de sécurité alimentaire a été étroitement concerté avec le gouvernement équatorien depuis son étape d'identification. Le programme s'insère dans la politique sectorielle du Ministerio de Bienestar Social et assure une coordination permanente avec le Ministère de l'Economie et des Finances.</p> <p>Il est à noter cependant que lors de l'élaboration du CSP il n'y a pas eu de concertation directe avec le gouvernement de la part de la Délégation CE.</p>
TACIS	ARM	There is continuous dialogue within the framework of the FSP that has operated in Armenia since 1997 without interruptions. The on-going nature and the success of the FSP have created a solid modus operandi in the field of food security, which ensures coherence and consistency.
	AZE	<i>An active one, in particular with the Ministries of Finance, Agriculture and Labour and Social Protection.</i>
	GEO	<p>Ministries (especially, MoAgriculture and M. of Social Protection) appreciate importance of reforms aimed at insurance of sustainability of Food Security interventions. Government committed to take appropriate measures to improve policy and decision-making, upgrade management and delivery mechanisms.</p> <p>This dialogue is facilitated by the EC FSP that is operating in Georgia since 1996 (although with interruptions).</p> <p>In the past the dialogue has been some time difficult because of lack of commitment of the previous governments in carrying out reforms.</p>
	MDA	<ul style="list-style-type: none"> <li>Ministry of Agriculture, Labour and Social Protection, Economy, Finance. – Bilateral and intergovernmental meetings and seminars.</li> <li>All relevant Ministries are included in the FSP Government Steering Committee.</li> </ul>
	TJK	At the beginning and until 1995, the country received Food Aid, which has gradually been converted to budget support and Food NGO financing. The dialogue on the FSP restarted after the war but has until now been relatively limited, due to lack of permanent FSP TA in Dushanbe to promote the dialogue further. In drafting the regional strategy paper, there was no specific or detailed dialogue with the government.

#### Further comments

ACP	LBR	TO BE NOTED: A Country Strategy Paper for Liberia does not exist, but will be drafted within the next months.
	MRT	No, because a programme was still going on.
LA	BOL	There was a dialogue in relation to the preparation of Phase II of the direct aid programme, but not in connection with the preparation of the Country Strategy paper (CSP mainly concerned with the ALA programme).

#### ► Was there consultation with other actors working in the Food Aid and Food Security area? (Multilateral and bilateral agencies, NGOs, academic institutions etc.)

#### If yes, please describe briefly

ACP	AGO	There was and is an active consultation with FAO, WFP, OCHA and NGO partners in the field
	ERY	Only International Organizations were consulted
	HTI	Dans le cadre de la préparation du Document de Stratégie Sécurité Alimentaire Haïti 1997-1999, les états-membres avaient été consulté et une revue des interventions sécurité alimentaire des autres bailleurs de fonds avait été réalisée.
	SOM	On-going through the SACB.
	ZMB	The Delegation engaged in extensive dialogue with a number of donors, including DFID, the Netherlands Embassy, the Embassies of Canada, Norway, Sweden, USAID and particularly the World Bank. Currently, the World Bank is considering areas for future involvement in the agricultural sector. This has been seen as a new opportunity for fostering dialogue between the two multi-lateral institutions. In turn, the World Bank welcomed opportunities for partnership with the EU and/or other donors. Links have been considered with regards to a possible future EC Micro projects programme.

<b>Asia</b>	AFG	A lot of discussion took place on the subject of Food Aid with the US, WFP, FAO, NGOs and to a lesser extend the World Bank. These consultations were mainly stimulated by the Afghan Government who questioned very early in the reconstruction process, the pertinence of the massive amount of food aid in Afghanistan. The European Commission funded 2 experts to work on this subject and all major stakeholders were consulted during this study. Regarding food security general issues, there is a lot of consultation and exchanges and sometime disagreement between the various stakeholders. More in more these consultations take place within a government coordination framework called the Consultative Groups. The one dealing with Food security are the Livelihoods and Social Protection CG and the Natural Resource Management CG.
	PRK	UN and mainly WFP
	YEM	Member States (G, NL, I, UK, F, SP), the UN system, the Bretton Woods Institutions, the Arab Bilateral and Multilateral Funds, the US and Japan were all consulted during the preparation and the formulation of the CSP. Germany and the Netherlands were particularly involved in the Water sector while France and the US were implementing monetized food aid programmes
<b>LA</b>	HND	Mainly with FAO, USAID, PMA, World Bank.
	ECU	Identification du programme Sécurité Alimentaire a donné lieu à une intense concertation avec la Banque Mondiale, le PMA et la FAO, mais ces concertations ont été indépendantes de l'élaboration du CSP/2002 qui est avant tout le fruit d'un travail de cabinet interne à la Délégation.
<b>TACIS</b>	ARM	described above the long standing of the FSP in Armenia has created continuous interaction between GoA, Armenian civil society, international NGOs and the EC. Indeed the outcome of this process has culminated in GoA entrusting the implementation of important state social interventions to local NGOs.
	AZE	GTZ and FAO
	GEO	EC FSP plays a leading role in facilitating a continue dialog with other agencies working in the sector. The EC FSP is an active member of several working groups working in the area.
	MDA	The FSP strategy for a medium term reform agenda has been built on: (i) <u>Pro Poor Dialogue</u> : Civil society and Government have been and will be involved in the elaboration of the policy matrix through a structured series of interventions; (ii) <u>Coordination</u> : At all stages of programming and project cycle with EU member states, USAID, Unicef and other states to ensure external coherence and consistency.
	TJK	Several meetings and consultative platforms were organized with the wider stakeholders and namely NGOs as well with multi-bilateral agencies. However, these did not relate specifically to food security issues.

#### Further comments

<b>LA</b>	BOL	Not in relation to CSP, but plenty in the programme context
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► **What positions have Food Aid and Food Security issues in the CSP?**

*If yes, please describe briefly*

ACP	AGO	Food security, along with social sectors (health, education) is one of the two priority areas for EC intervention.
	CPV	La sécurité alimentaire est marginalisée dans le CSP. Elle ne fait pas partie du secteur de concentration qui est focalisé sur l'eau et l'assainissement principalement.
	ERY	Food Security is one of the areas touched upon within the CSP as a possible focal sector for the 10 <sup>th</sup> EDF. The CSP allocates some funds for studies in preparation of this possible intervention. The CSP makes reference to the fact that Eritrea regularly benefit from the Food Security Budget Line.
	KEN	The CSP emphasises that the "attainment of food security remains an important medium-term challenge" of the GoK. Although food security is not an integral part of the Indicative Programme, increased food crop production as an expected result of EC supported interventions in the Agriculture and Rural Development Sector is likely to contribute to increased food security.
	LBR	A Country Strategy Paper for Liberia does not exist for Liberia
	HTI	Les thèmes Aide Alimentaire et Sécurité Alimentaire sont importants dans le Programme Indicatif National 8 <sup>ième</sup> FED, en relation avec le premier domaine de concentration retenu dans ce document stratégique, à savoir « Agriculture / Développement rural ». L'objectif spécifique de ce domaine est d'améliorer la rémunération du travail à travers l'augmentation de la production agricole. Les missions du secteur sont de 1. Renforcer la sécurité alimentaire, 2. Augmenter la productivité du secteur et 3. Contribuer à la croissance de l'économie nationale. Les objectifs principaux sont: augmenter la production nationale de denrées alimentaires de base, améliorer le revenu du travailleur agricole, and développer les filières d'exportations. Les engagements du Gouvernement sont: renforcer la politique sectorielle notamment en ce qui concerne la sécurité alimentaire et la réforme foncière. Les actions prévues sur FED sont prévues en coordination avec les autres instruments dont la LB SECAL qui est sollicitée pour financer la mise en place d'un système de crédit rural, la fourniture d'intrants agricoles (semences), et l'appui au budget du Ministère de l'Agriculture pour la mise en œuvre d'une politique de sécurité alimentaire et de réforme agraire.
	RWA	It is an important objective of a sustainable rural development.
	SLE	Are used in situating the wider context and EC interventions by the Budget Line noted. Also reference to role in coordination for a.
	SOM	EC assistance to Somalia is guided by the European Commission Strategy for the Implementation of Special Aid to Somalia (SISAS) approved in April 2002. The overall objective is "to contribute to the alleviation of poverty and to the promotion of a more peaceful, equitable and democratic society in Somalia", while the purpose is to "support sustainable improvement of the livelihood of the Somali people – by enhancing food security and economic growth – and their improved access to basic public and social services as well as the establishment of good governance". The strategy notably emphasises the need to develop sustainable livelihoods and to promote the reintegration of marginalized communities in order to progressively move away from the current protracted emergency situation.  In support to the SISAS, the EC Somalia Unit has developed an Intervention Strategy for Rural Development and Food Security, which serves as reference for project identification and implementation in the said sectors. The interventions address three of the four priority areas defined in the SISAS, namely the reduction of widespread vulnerability, enhancement of good governance and economic growth and diversification <sup>76</sup> .  The Delegation held a seminar in January 2004 as part of the mid term review of the EC Strategy for the Implementation of Special Aid to Somalia. The importance of addressing the food security issues as a main contribution to the reduction of poverty was strongly reiterated. The rural development and food security sector have a common purpose: "livelihoods at household level, and in particular food security, strengthened through broad based development of agriculture and livestock."

<sup>76</sup>The other priority area defined in the SISAS is: access to social services



	ZMB	Agriculture was not included as a focal sector or non-focal sector in the CSP. However, Zambia has the fourth highest allocation for the B-Envelope of all ACP countries, €111 million. The outlook highlighted above has justified consideration for a transfer of funds from the B-Envelope to the A-Envelope for interventions in the field of Agriculture / Food security. A feasibility study will be carried out to assess what areas of the National Agricultural Policy could be financed under the CSP with funds from the B-envelope. In any case, funds would have to be channelled through existing focal sectors such as the Capacity building component and the support to non-state actors.
Asia	AFG	Rural recovery and food security is clearly mentioned in the CSP has a key area to be supported. Food aid is not mentioned. The EC has stopped Food Aid support by the end of 2002 and invested in alternative and more efficient social protection instruments.
	PRK	The CSP strongly focus on humanitarian assistance. Food Security is one of the core activities of the EC and it is many times mentioned in the CSP. Food aid together with humanitarian aid has been the initial elements of co-operation between the EC and the DPRK. The CSP recognises their importance: two of its three priorities, namely "sustainable development and the use of natural resources" and "institutional support and capacity building " complement the food security programme.
	YEM	The EC stopped its Food Aid Programme in 1996 to move to a Food Security Programme in 1997 onwards. Food Security is a <u>priority sector of intervention</u> in the CSP.
LA	BOL	Since the CSP was prepared to provide a coherent framework for the ALA programme already agreed with the government, there was little attempt to widen the scope. However, food security issues were given full attention in the analytical part.
	HND	Very weak, incorporated as part of the environment, decentralization and rural poverty strategy.
	ECU	Le CSP/2002 a été élaboré au cours de l'année 2001 alors que le programme de Sécurité Alimentaire était en phase d'identification et de formulation. Le document CSP mentionne donc très superficiellement la perspective d'un programme de sécurité alimentaire. Le CSP reste dans son ensemble un document très superficiel et peu explicite sur la coopération CE en Equateur.
TACIS	ARM	In the CSP the FSP issues are present considering the funds that are annually disbursed via this instrument (10,5 Meuro/year)
	AZE	<i>One paragraph</i>
	GEO	Since 1996 through the Food Security Programme the Commission has committed over € 59 million to Georgia of which € 47 have been disbursed between 1997 and 2001. The on-going 2001 FSP programme consists of two annual cycles of financing of € 12 million each and additional € 1 million for technical assistance. The importance of this programme with respect also to the other aid instruments (TACIS, ECHO, etc.) is clearly reflected also in the CSP.
	MDA	Food security objectives and the FSP are integrated into the current EC Country Strategy Paper (CSP) for Moldova, and will be similarly integrated into the strategy for the period 2004-2006. The CSP identifies FSP as one of the main pillars of EC assistance to Moldova over the medium-term. The present programme will support and complement other EC programmes in Moldova including TACIS and the macro-financial assistance programme through: (i) support to institutional, legal and administrative reform, notably in the areas of public expenditure management and poverty reduction policies; and (ii) the alleviation of the social consequences of transition, in particular by supporting sustainable rural livelihoods and improving social protection and childcare.
	TJK	FS issues are treated indirectly in term of poverty alleviation and consequences of the economic transition from planned to market economy.

► **What position have Food Aid and Food Security issues in the PRSP?**

*If yes, please describe briefly<sup>77</sup>*

<b>ACP</b>	AGO	Food security is an important component of the recently issued PRSP. As said before this component was prepared with support from the EC.
	CPV	Le PRSP est en cours d'élaboration. La place de la sécurité alimentaire est prépondérante dans tous les documents officiels.
	ERY	The Government presented donors with a draft i-PRSP in July 2003. A final version of that document is expected shortly. Concerning the National Food Security Strategy, see above. The Government states that the i-PRSP and the NFSS are perfectly coherent with each other.
	KEN	<p>The PRSP emphasises food security to be a sector priority in Agriculture and Rural Development. In the PRSP's understanding, however, increased food insecurity is principally related to food deficits as a result of prolonged droughts and low agricultural productivity. In order to promote food security, the PRSP emphasises, that the "GoK and relevant stakeholders will institute a national early warning and food distribution system, maintain a national strategic reserve" and will "get the private sector involved in domestic food production and the international grain trade through a more predictable policy and tariff regime".</p> <p>On the other hand, the PRSP makes no reference to the problem of access to food/utilisation of food at household level, to structural food insecurity and to suitable answers to these problems, which have to go beyond increased food production, food distribution and improved early warning systems. Food security in Kenya can only be achieved through medium/longer term interventions, which specifically address structural food insecurity/ access to food and provide safety nets for the poorest of the poor.</p>
	LBR	TO BE NOTED: THERE IS NO PRSP FOR LIBERIA NOR ARE THERE ANY NATIONAL STRATEGY DOCUMENTS.
	HTI	Pas de PRSP pour Haïti (démarche pour un i-PRSP entamée) Pas de document stratégique national pour Haïti
	NER	Voir question 3. Le PRSP a assigné au secteur rural le rôle de principal moteur de la croissance économique du Niger à l'horizon 2015. La Stratégie de Développement Rural a été élaborée en vue de donner un contenu opérationnel au PRSP dans ce secteur.
	RWA	It is an important objective of a sustainable rural development.
	SLE	PRSP not finalized -Recently reviewed and revised Agricultural sector Review -Included as a key area of concern in the National Recovery Strategy (designed as a way of transitioning away from the emergency).
	MRT	One chapter on nutrition and one on water access. Quotation of the 4 major components of the FA programme financed by <i>the EC in the</i> matrix of indicators.

<sup>77</sup> If there is no PRSP, please refer to major national strategy documents

	ZMB	<p>The PRSP sees the agricultural sector as the driving engine for the anticipated economic growth that is required to reduce poverty. It is the heritage of the previous Government. The PRSP's agricultural component is focusing on exports of non-traditional agricultural products in order to obtain the foreign exchange Zambia needs to meet its import bills, keep down inflation and fuel its economic growth. It can therefore mainly rely on the commercial farmers and some small-scale farmers outgrowers schemes to achieve such an objective.</p> <p>The PRSP mentions that "this growth should as much as possible be broad-based, thereby promoting income-generation, linkages and equity. While in the medium term a growth rate of 5 to 8% per annum will be desirable for poverty reduction, the immediate uncertainty in the mining sector (...) will result in modest growth rate not exceeding 4% per annum up to 2004".</p> <p>The PRSP and DNAP economic growth approaches antagonize as far as both the strategy and the target beneficiaries are concerned. This comes from the time span to produce results: PRSP has to work in the short term (2002-2004) while DNAP can rely on the long term (2003-2015).</p> <p>In the mean time indeed the poverty indicators are worsening i.e. the living conditions of the poor are deteriorating as evidenced by the increase of the percentage of people living below the poverty line: 73% in 1998 and 82% according to 2001 CSO figures and the HIV/AIDS pandemic will aggravate the already precarious situation of the poor.</p> <p>Both PRSP and DNAP weaknesses are the lack of prioritization of policies and implementation strategies.</p>
Asia	AFG	There is no PRSP for Afghanistan yet. Major national strategy document are the National Development Framework (June 2002), the National development Budget (march 2003 and 2004) and the Securing Afghanistan Future document presented at the Berlin conference in March 2004. All these documents refer to poverty and vulnerability alleviation rather than food aid and food security. They propose both short to mid term actions under a livelihood an social protection national programs and long term action to promote who sustainable long-term food production and food security in the country under a Natural resource management
	PRK	No PRSP No major national strategy document is known.
	YEM	<p>The [full] PRSP was adopted by the GoY in May 2002. The PRSP sets out four main pillars for intervention: (1) Achieving economic growth, (2) Human resources development, (3) Improving infrastructure and (4) Ensuring social protection. Although food security as a specific concept is not mentioned in the PRSP, its content and goals [availability, access and food use] are included. Reducing poverty clearly includes the essential concepts of food security.</p> <p>However, taking into account the growing importance of this issue, the GoY decided to mainstream the Food Security Strategy into the Poverty Reduction Strategy. The establishment of the Thematic Working Group 'Food Security' will be instrumental to achieve this goal (see supra).</p>
LA	BOL	Very limited attention is given to food security issues in the PRSP. Considerable attention is given in a new strategy document for agricultural & rural development.
	HND	The Food Security Program is in line with the priorities outlined in the PRSP and complements other donors' actions.
	ECU	il n'y a pas de PRSP en Equateur et le pays se caractérise par une absence et une faiblesse généralisées des politiques sectorielles. Il existe peu de documents stratégiques du gouvernement et l'initiative récente la plus intéressante est l'élaboration par le Ministère de l'Economie et des Finances d'une « Stratégie Nationale de Réduction de la Pauvreté » qui a donné lieu à une importante concertation avec le Programme Sécurité Alimentaire de la CE ».
TACIS	ARM	The main focus of the PRSP is poverty reduction. The PRSP does not explicitly refer to food security but conceptually it endorses action to tackle food insecurity at household level. The PRSP is still not a final document for implementation so there is still room for refinement of issues.
	AZE	<i>FSP was strongly involved in the discussion of the matrix of the PRSP. All the proposals on Agricultural reform and Social Protection have been reflected into the matrix. FSP sent the first expert in charge of establishing the secretariat of the PRSP in 2001.</i>

	GEO	<p>Food Security issues are fully within the framework of the Economic Growth and Poverty Reduction Program of Georgia adopted in June 2003. The main focus of the EGPRP is poverty reduction, thus, strictly linked with the sectors supported by the FSP (safety net measures, agriculture sector reforms, land reform, public finance management).</p> <p>The present government is going to revise the present document in the course of 2004. The EC will be one of the major stakeholders in this process.</p>
	MDA	<p>The Government is committed to poverty alleviation and to enhancing food security for the most vulnerable. An interim-PRSP was approved in early 2002 which outlines a three pillar strategy consisting of (i) sustainable and inclusive economic growth; (ii) improved human development through better delivery of social services; and (iii) strengthened and better targeted social protection. The authorities are developed full PRSP, which is under participatory discussion now. Completion of the full PRSP is foreseen for mid 2004. The overarching pro-poor medium-term strategy to be elaborated in the final PRSP is supported by an approved Medium-Term Expenditure Framework (MTEF) and a Medium-Term Social and Economic Strategy.</p> <p>There is (i) limited direct analysis of policy impact on food security as separate from a multi dimensional view of poverty. Food insecurity is a key dimension of poverty at the household level, long-term food security objectives, and thus the detailed design and implementation of the proposed FSP, is being fully integrated into national poverty eradication policies.(ii) the draft PRSP has extensive discussion, policy directions and programme costings in the sphere of rural livelihoods, social protection, public expenditure management etc.</p>
	TJK	<p>There is a 2002 PRSP, which is being updated. The FSP is mentioned but is not a priority. FSP objectives are spread in the documents. But the list of indicators of poverty monitoring is still under elaboration. Only then the FS indicators will be made available.</p>

**6. Apart from and on the top of the actions financed through FA/FS budget lines, what are other EC policy instruments being used to achieve Food Aid and Food Security?**

Food Aid and Food Security regulation:				
		Specific role for using this instrument	Advantage of using this instrument	Disadvantage of using this instrument
ACP	AGO	To ensure a coherent policy framework to achieve sustainable food security; ensure financing until EDF can take over	More coherent national strategies; Opportunity to develop policy and programmes on a regional basis.	Centralized planning; poor dialogue with Delegations and stakeholders at national level
	ERY	Both for food aid and for medium to long-term food security initiatives.	Allows working with NGOs without passing via NAO. Colleagues in Brussels are very competent and supportive of the Delegation.	Sometimes lengthy procedures prevent us from seizing opportunities or deliver our aid at the right moment.
		To finance WFP operations, 7 million euro allocation for Liberia. Urgent need to provide food to vulnerable populations after end of civil war.	WFP has necessary infrastructure and meets most of Liberia's food needs.	
	HTI	<u>Aide alimentaire:</u> Amélioration de la sécurité alimentaire à court terme <u>Appui à la sécurité alimentaire</u> Amélioration de la sécurité alimentaire à long terme	<u>Aide alimentaire</u> Effet immédiat sur les disponibilités (déficit alimentaire important en Haïti) <u>Appui à la sécurité alimentaire</u> Diversité des actions possibles, diversité des partenaires possibles	Aide alimentaire Cher (transport et encadrement)
	NER	Prévention et gestion des crises alimentaires – insécurité conjoncturelle	Appui sous forme d'aide budgétaire Appui à une politique et non actions ponctuelles Flexibilité des outils	Programmation limitée dans le temps, mais continuité des financements
Asia	AFG	Food Aid in 2002 through WFP Farm inputs and food stuffs in 2003 and 2004 (EuronAid) Mid term poverty alleviation and vulnerability reduction (other than food aid) Long term food production and food security actions	Global allocation Local purchase Good flexibility for local purchase.	Lack of control of WFP activities Not enough money for salaries to ensure good targeting and training of beneficiaries Not enough flexibility in the implementation /contracting options Delays due to contracting rules
LA	BOL		Regulation is focused on food aid and food security	Lack of integration with geographical instrument (ALA)
	HND		Coherence of the interventions Institutional influence Sectoral intervention link	

<b>TACIS</b>	ARM	Budget support, Food Security Programme	Policy focus, institutional and organizational reform supported by financial resources to the state budget needed to improve programmes that foster food security	
	AZE	<i>Food AID</i>	<i>Direct impact</i>	<i>Distortion on the market if not properly used</i>
	GEO	BUDGET SUPPORT Implemented by the EC Food Security Programme	Long-term sustainable impact Influence at policy making level Capacity building of local gov. Macroeconomic impact Leverage for policy reforms implementation Ownership of the Program by GoG GoG using national administrative procedures (budget planning and spending, tenders procedures, etc)	Cumbersome procedures. Once off-track difficult to rehabilitate.

<b>Geographical instrument (FED, ALA, MEDA, TACIS, CARDS)</b>				
		<b>Specific role for using this instrument</b>	<b>Advantage of using this instrument</b>	<b>Disadvantage of using this instrument</b>
<b>ACP</b>	AGO	Ensure a long-term perspective to Food Security action.	Better integration with other EC financed actions in a specific country; not adequate for food aid	Burdensome procedures and too big reliance on weak and unmotivated institutions
	CPV	Programme d'ajustement structurel	Amelioration des finances publiques	
	ERY	Not used so far	Maybe helpful to finance studies in preparation of future interventions	Lengthy procedures, inappropriate for response to appeal (due to low disbursement rate of A-envelope, B-envelope was not used so far here).
	KEN	Support to agriculture and rural development (FED) is focusing on increasing rural/agricultural productivity, food security, promoting community and private sector participation, and efficiency in service delivery. The Community Development programme is supporting small self-help programmes and is focusing on poverty reduction.	Broad sector programme, addressing different and specific areas of the sector. Contribute to an enabling environment for food security interventions.	The agriculture/rural development sector interventions have only an indirect impact on increased food security and in many cases are not specifically focused on the poor or food insecure populations. The instruments are relatively inflexible. The Community Development programme has only an indirect impact on increased food security.

	LBR	Since 1990 no regular EDF programme; only direct aid to the people of Liberia through NGOs and private sector agencies.		
	HTI	Augmentation de la production agricole, transformation / commercialisation des produits agricoles, formation	Durée d'exécution plus souple	
	NER	FED: programme de développement durable – causes structurelles de l'insécurité alimentaire	Actions de longue durée Vision et objectifs partagés par le gouvernement Approche globalisante (domaines d'intervention moins restreint que la LB-SA) avec effets induits sur la SA	Procédures parfois difficiles et mal adaptées Projets parfois trop ponctuels Approche de ce fait plus diffuse, impacts moins ciblés
	RWA	FED STABEX	Sustainable RD	Long programming
	SLE	'B' envelope being used for (LRRD) transition programming. This looks at issues including funding NGOs in Livelihood security and watsan.	Centralised management by Delegation	Procedures Lengthy time it takes



	SOM	<p>The 3<sup>rd</sup> rehabilitation programme starting in 1999 contributed to food security through one of its expected result, which was that local communities have better access to productive resources and services and are able to manage them in a sustainable way. It supported a wide range of activities that indirectly contributed to food security.</p> <p>The EDF (4<sup>th</sup> rehabilitation programme) rural development and livestock interventions share the same purpose with the food security budget line (<i>livelihoods at household level, and in particular food security, strengthened through broad based development of agriculture and livestock.</i>)</p> <p>Due to the absence of central government in Somalia, EDF interventions are also channelled through NGOs as is the food security budget line. Interventions are micro-level in both cases.</p> <p>However, in case of successful peace process, EDF interventions would focus more on enhancing technical capacities of line administrations and other relevant institutions.</p>	<p>In case of successful peace process, EDF interventions would focus more on enhancing technical capacities of line administrations and other relevant institutions.</p> <p>Possibility of more comprehensive sector approach.</p> <p>Broader approach to poverty eradication.</p> <p>Contribute to create an enabling environment favourable to food security.</p> <p>Complement the Food Security Budget Line in terms of funding and intervention.</p> <p>Contribute to LRRD.</p>	<p>Need to go through the NAO in case there is a government, which can restrict flexibility and room for maneuver.</p> <p>Difficult to measure impact on FS</p>
	ZMB	<p>In April 2003, the NAO received a request for the support of the Conservation Farming Unit in promoting conservation farming and crop diversification. A project to improve household and national food security for hand hoe and animal draught farmers will soon be approved, pending the finalisation of the Financing Proposal.</p>	<p>Long-term planning and impact</p>	<p>Slow implementation; inflexibility of procedures</p>
Asia	AFG	<p>ALA was used to finance a study on food aid use in Afghanistan. It is also used to finance long term rural development programs that also contribute to food security</p>		<p>Delays due to contracting rules. Lack of flexibility of the PG</p>



	YEM	Two projects financed under this BL are to some extent Food Security related: (1) Tihama, Barquqa Irrigation System and (2) some activities undertaken in the framework of the Social Fund for Development. Project n°1 is not considered as a success story and Project n° 2 progresses slowly. Both projects have been implemented by local entities (public or autonomous).		
LA	HND	Decentralization Environment Rural development	High budget Political support	Weak institutional support
TACIS	ARM	The 2004-2005 Tacis Action Programme foresees TA and policy advice to help GoA with capacity building.	Tacis provide long term TA that can be highly complementary to the FSP intervention. The TACIS TA can help the government implementing the policy reforms set as conditions in the MoU of the FSP. The FSP can provide the funds for applying these reforms (through the national budget)	
	AZE	<i>Technical assistance</i>	<i>Training and capacity building</i>	No leverage
	GEO	Support for Institutional, Legal and Administrative reform. A new project will be financed in 2004: TA to increase the Budget and Financial Management Capacity within the Ministry of Agriculture.	Tacis provide long term TA that can be highly complementary to the FSP intervention. The TACIS TA can help the government implementing the policy reforms set as conditions in the MoU of the FSP. The FSP can provide the funds for applying these reforms (through the national budget)	Two projects have been financed in the past and were not very successful. (Creation and privatisation of Agrobusiness bank, Policy advice and Information Management System for the Ministry of Agriculture)
	MDA	NA. The Tacis Programme does not have a specific target either of poverty or of food security. The Tacis Indicative programme does identify issues to address the social impacts of transition but these relate mainly to NGO participation and childcare.		
	TJK	Technical assistance <u>Track I</u> - Regional level <u>Track II</u> - To address the social consequences of transition economy <u>Track III</u> - Poverty alleviation	- Strengthening of institutional reforms at medium/long term in FSP line ministries: Finance, Agriculture, and Social Protection. Also actions aimed at agricultural diversification and enhanced productivity.	Programming cycles not in phase with FSP

ECHO budget lines				
		Specific role for using this instrument	Advantage of using this instrument	Disadvantage of using this instrument
ACP		Response to humanitarian crisis	Usual rapidity of response, flexibility.	In 2003 it was not particularly “quick”. Sometimes difficult to find other resources to follow-up in the LRRD logic for lack of instruments / funds
	KEN	The ECHO programme in Kenya is focusing on the country’s most vulnerable groups. During the reference period, the ECHO programme was particularly responding to drought and flood situations, covering livestock, water, health and nutrition. The objective is to alleviate effects of drought and to preparing communities to cope with future natural disasters and adverse weather conditions. Feeding programmes are focusing on particularly vulnerable populations	Interventions were focusing on most vulnerable populations to cope with an emergency situation in which a development approach is not appropriate. Very flexible instrument, which can provide quick reaction to crisis situations	Projects are mainly focusing on relief/ rehabilitation to overcome a current crisis. They are not suitable to tackle chronic food insecurity, which is a major problem in Kenya. Short-term intervention, which can hardly bridge the gap between relief/rehabilitation and development.
	LBR	Première Urgence, ref. ECHO/TPS/210/2003/01031. Distribute food in IDP camps.		
	HTI	<u>Aide alimentaire</u> Aides d’urgence.  <u>Appui à la sécurité alimentaire</u> Prévention des désastres	<u>Aide alimentaire</u> Mobilisation rapide possible	<u>Aide alimentaire</u> Durée d’intervention limitée à 6 mois maximum
	SOM	ECHO addresses the victims of the ongoing insecurity and climatic hazards in Somalia in the sectors of health, water and sanitation and food security (nutrition, livestock). The priority is to address the core emergency humanitarian needs. In food security, ECHO aims at improving accessibility and availability of core food supply in order to reduce the nutritional vulnerability of the target population.	Flexibility. Quick procedures. LRRD. Complement the Food Security Budget Line in terms of funding and intervention. Focus on the most vulnerable. Better access to insecure areas.	Due to the urgency, sometimes does not take into account the longer-term perspective. Often lack of exit strategy Do not address chronic food insecurity
	MRT	During floods in 1999/2000. During drought in 2002/2003.	Expertise to assess the situation quickly available on a regional basis.	At that time (2000) no follow up of the actions with the Delegation.

	ZMB	The main focus of Zambia ECHO-funded interventions in 2003 has been the care and maintenance of refugees, repatriation of Angolan refugees, short-term HIV/AIDS prevention and relief activities to mitigate the impact of HIV/AIDS on people's ability to pursue viable livelihood options. Ongoing operations in Zambia are funded under three regional decisions. Funding commitments amounted to €12 million for 2002 and €3.8 million for 2003.	Quick disbursement of funds	Limited impact in the medium and longer term; inability to address long-term development challenges
Asia	AFG	ECHO is used regularly in Afghanistan for short term emergency oriented activities		Lack of flexibility regarding tools that are eligible to alleviate acute poverty and vulnerability
LA	HND	-Post-Mitch Intervention with respect to 2001-2002 drought		
TACIS	ARM	ECHO financed in 2001 and 2002 humanitarian assistance projects in regions affected by drought	Directly targeted assistance at vulnerable groups. Simple procedures allow rapid response	Just suitable in case of humanitarian crisis. Impact only at micro level
	AZE	<i>Food Aid</i>	<i>Direct impact on exceptional</i>	<i>Not development oriented</i>
	GEO	ECHO is financing emergency projects in the conflict zone of Abkazia and is providing humanitarian assistance in regions affected by drought	Directly targeted assistance at vulnerable groups. Simple procedures allow rapid response	Just suitable in case of humanitarian crisis. Impact only at micro level
	TJK	- Humanitarian assistance - Assistance to vulnerable groups	- Addresses immediate needs of individuals and families selected on the basis of vulnerability criteria. - Many synergies	- Risk of difficulty in LRRD transition - Limited impact on long term development

Rehabilitation budget lines				
		Specific role for using this instrument	Advantage of using this instrument	Disadvantage of using this instrument
ACP	LBR	<p>LBR 7001 (25 million euro) and LBR 7001/1 for 27 million euro provided post-humanitarian aid and were funded from 1996 – 2001.</p> <p>Ongoing is LBR/7001/004 (<i>“Reintegration Programme for returnees and displaced People in Liberia”</i>) under Art. 255, EDF VIII. The programme provides for emergency relief operations in the sectors of health, water, electricity supply and sanitation, as well as local community development (increasing family income, food security and strengthening of local capacity).</p>	EC able to react quickly to meet humanitarian needs in Liberia, in a situation where conditions do not permit normal co-operation on the basis of an NIP and the NAO system.	
	HTI	- Réhabilitation d’adductions d’eau en milieu urbain		
	SOM	The rehabilitation BL partly funded the 3 <sup>rd</sup> rehabilitation programme in 1999. It contributed to food security through one of its expected result, which was that local communities have better access to productive resources and services and are able to manage them in a sustainable way. It supported a wide range of activities that indirectly contributed to food security.	Financial complementarity	Unflexible and delayed as it was managed by headquarters
Asia	YEM	Two projects financed under this BL are to some extent Food Security related: (1) Lahej Water supply and (2) water infrastructure rehab. & access road rehab. in Hadramout. Implementing partners were for Project (1) UNICEF and Project (2) the NGO ‘TRIANGLE’. Both projects were/are considered successful.		
TACIS	AZE	EXAP	Concrete direct aid to the refugees-IDPs	No structural reform oriented
	GEO	Rehabilitation projects have been financed in the conflict zones of Abkazia et South Ossetia	Rehabilitation of infrastructure could also be supported (energy, water supply, etc)	
	TJK	NA		Limited geographical spreading and now phasing out in final stage

NGO Co-financing budget line				
		Specific role for using this instrument	Advantage of using this instrument	Disadvantage of using this instrument
ACP	AGO	Enhance capacity of local organizations/NGOs	Long-term interventions	Centralized planning; too broad range of actions; difficult to coordinate with other instruments, lack of strategy orientation
	ERY	Used to co-finance an NGO-implemented project aiming to enhance agricultural production in a specific area and provide training to farmers.	Allows to work with NGOs not necessarily going through the NAO	Non apparent
	LBR	Support to following NGOs: VSF (ref. OL 17.431/97/05); Action Aid (ref. L.O. 17.431/97/07 and ref. LBR/1997/2206/000007); ACF (ref. GPR/2000/2015/000036); LWF (ref. LO 17431/97/08); MPDL (ref. GPR/2001/0188/000012) SCF-UK (ref. L.O. 17.431/97/09 and ref. Food/LBR/1997/2206/000009); Concern Worldwide (ref. GPR/2000/2015/000037)		
	HTI	- Appui à la production agricole - Appui aux micro-entreprises - Approvisionnement en eau		
	NER	Peu utilisé au Niger pour la sécurité alimentaire	Démarche participative Développement local	Faible portée des actions
	RWA	Yes		
	ZMB		Enhanced capacity of NGOs as service providers of extension work; independence and autonomy.	Limited impact in the medium and longer term and limited sustainability especially in the absence of a coherent policy framework.
Asia	PRK	Some rehabilitation projects in the field of agriculture and rural development	Complementary to FS funded NGOs projects.	Less follow up than the NGOs projects financed by the FS.
	YEM	<u>One project</u> financed under this BL <u>is to some extent</u> Food Security related: (1) Abyan Delta Spate irrigation implemented by the NGO 'CARE'. "MED-Monitoring Evaluation Team" assessed positively the project.		
LA	BOL	<b>None</b>	Possibility of focusing on local actions	Weak link to national policies and strategies
TACIS	ARM		NGOs project can be complementary to FSP which deals exclusively with Governmental institutions.	No influence at policy level.
	AZE	No NGO Co-financing in the CIS		

	GEO	In 2004 a project in the field of deinstitutionalization has been financed. Full complementary with the FSP.	NGOs project can be complementary to FSP which deals exclusively with Governmental institutions.	No influence at policy level.
	TJK	<u>Primary education for children</u> - Food supply to children attending school. <u>Cross-border co-operation in Ferghana valley</u> - Improved management of cross border national resources <u>DIPECHO</u> - Disaster preparedness & prevention of disasters	- Rural livelihood improved - Prevention of land erosion and destruction of arable soils and pastures	- Not sustainable - No linking of microeconomic interventions with FSP macroeconomic targets - no

**Other budget lines: Please detail which ones**

		<b>Specific role for using this instrument</b>	<b>Advantage of using this instrument</b>	<b>Disadvantage of using this instrument</b>
<b>ACP</b>	SOM	Banana BL Interventions aim at strengthening livelihood and particularly food security at household level through broad based development of agriculture in traditional banana growing regions	Geographical repartition with the food security budget lines. Financial complementarity. Geographical focus	Restricted to banana growing areas Not deconcentrated yet
	ZMB	Direct Aid in Kind via Euronaid (B7-200 & B7-2010) focused on relief food distribution to HIV/AIDS affected households and/or vulnerable people in the affected districts, home based care and medical nutritional programmes.	Enhanced capacity of NGOs and church-affiliated organization involved in targeting and identification of food insecure households and persons	Limited sustainability of projects implemented in view of the high turnover of patients and increasing numbers of persons living with HIV/AIDS
<b>TACIS</b>	ARM	Exceptional Financial Assistance	Supports macro-economic performance of the country.	
	GEO	Exceptional Financial Assistance	Supports macro-economic performance of the country.	

**Further comments**

<b>LA</b>	ECU	Aucune autre ligne de coopération de la CE n'est impliquée dans la problématique de la Sécurité Alimentaire en Equateur. L'autre instrument principal de coopération de la CE en Equateur est la ligne « Coopération Financière et Technique » (ALA) qui finance actuellement 4 projets (développement rural, santé et intégration sociale) de dimensions géographiques et stratégiques réduites et peu insérés dans les politiques gouvernementales.
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**7. What is the added value of the FA-FS Regulation compared to the other instruments as regards Food Aid activities?**

Food Aid and Food Security regulation: component "Food Aid"			
		Advantage of using this instrument	Disadvantage of using this instrument
ACP	AGO	Provide a framework for integrating food aid into a development perspective.	None
	CPV	Il n'y a plus d'aide en nature communautaire depuis 1997. L'aide en nature ne se justifie plus au Cap Vert car le marché est totalement libéralisé et il n'y a pas de problème d'approvisionnement commercial. L'aide en nature, monétisée, n'est plus qu'une source de financement pour des projets de développement.	
	ERY	Regular allocations allow making forecasts on possible future commitments. Allocations for International Organizations (WFP, ICRC) rapid to be mobilized and allow the Delegation to maintain preferential relations with them. Food aid can be easily made coherent and coordinated with medium- to long-term food security interventions.	Sometimes lengthy procedures prevent rapid response to crisis.
	KEN	Quick response to a food security crisis. Main instrument to provide food aid High flexibility compared to other instruments Specific targeting of vulnerable populations Allocations in cash are possible. They are more cost effective than allocations in kind Can be used as a complement to other instruments Very suitable for safety net programmes Can complement other NGO interventions under one agreement	When channelled through WFP, dependence on WFP strategies and operations and relatively high overheads. Unclear exit strategy. When channelled through NGOs: NGOs have often low storage capacities NGOs have no capacity to distribute large quantities of food aid to large populations in a crisis situation
	LBR	Flexibility and possibility for timely support to WFP operations in the aftermath of the civil war (which ended with the arrival of ECOMIL on 4 August 2003 and UNMIL on 19 September 2003)	
	NER	Pas utilisé au Niger Uniquement en cas de crises (alimentaires, conflits...)	Dépendance vis-à-vis de l'aide alimentaire
	RWA	Easier and faster	Risk to create distortion in the local market
	SLE	Specific dedicated/focussed programming with expertise behind to back-up. Document Technique Pays allows CfP to be relevant to needs of country	Lengthy for NGO proposals, time taken between CfP and award context can change dramatically.



	SOM	Main instrument to provide food aid. Possibility of cash contribution to allow regional/local food purchase. Complementary to other instruments. Suitable for safety nets programmes.	Mobilisation delays. WFP global agreement: reliance on WFP assessments and strategies. High overheads. Food aid often not the appropriate response. Often bad timing and targeting: disincentive for farmers Detrimental to longer-term intervention. Exit strategy not always clear
	MRT	Once decision is taken, process easy and quick to implement.	Lack of flexibility concerning the period of implementation.
Asia	AFG	Food aid in Kind was not used in Afghanistan. But this instrument provides a good option in countries where food availability is the primary problem of food insecurity (markets do not function) or in case of real food security emergency	Lack of flexibility for cash provision for improved targeting and overall implementation of the distribution.
	PRK	The EC Food Security programmes and ECHO assistance represents the only EC assistance in the country. The political environment remains very difficult and the EC mandate is limited to humanitarian assistance	
LA	BOL	Focused on the type of actions considered for food	None
	HND	Supply of seeds and agricultural inputs for agricultural production. Complementarities of medium term SA intervention	Possible lack of synergy with structural interventions
TACIS	ARM	NO ADVANTAGE menia has no Food Aid activities]	Food Aid should be avoided in Armenia because the Country is not experiencing a food shortage crisis.
	AZE	<i>Massive and direct impact in case of crisis</i>	<i>Risk of distortion on the market</i>
	GEO	NO ADVANTAGE	Food Aid should be avoided in Georgia because the Country is not experiencing a food shortage crisis. The State should roll out from food market and price control mechanisms
	MDA	NA. There is no EC food aid in Moldova.	
	TJK	No EC financed activities in Food Aid in Tajikistan since 1995	NA

Geographical instrument (FED, ALA, MEDA, TACIS, CARDS)			
		Advantage of using this instrument	Disadvantage of using this instrument
ACP	AGO	Inadequate for food aid	Burdensome procedures; long delays until actual implementation that can limit effectiveness of intervention.
	ERY	In principle it should be possible to use B-envelope to respond to food crisis. This didn't happen so far in Eritrea (see above)	
	RWA	It is part of an overall coherent development and dialogue with the Government.	Very long and complex in the programming and therefore useless in case of emergency



	SLE	National ownership Easily looks at structural issues. Not dependent upon programming that can change over time i.e. longer programming cycle	Lengthy procedures
Asia	AFG	ALA	
	PRK	ALA projects are planned under the National Indicative Programme (2002-2004) but the implementation has not started yet due to the political tensions.	
TACIS	ARM	NO ADVANTAGE	Food Aid should be avoided in Armenia because the Country is not experiencing a food shortage crisis.
	AZE	<i>No link between Tacis and Food Aid in CIS</i>	
	GEO	NO ADVANTAGE	Food Aid should be avoided in Georgia because the Country is not experiencing a food shortage crisis. The State should roll out from food market and price control mechanisms

ECHO budget lines			
		Advantage of using this instrument	Disadvantage of using this instrument
ACP	AGO	Capacity to respond quickly to a wide range of situations and needs.	Difficult to ensure coordination and integrate interventions into a national strategy; "6 months max. mandate"
	ERY	ECHO doesn't do food aid	
	KEN	Resources can be mobilised quickly and in a very flexible manner. Allocations are in cash and therefore cost-efficient and cost effective.	Requires high coordination with other EC instruments. The required link to the EC's development instruments is often missing. Often inadequate exit strategy
	SOM	Intervene mostly in nutrition related issues. Quick and flexible. Complementary to food aid distribution. Focused target population (malnourished children)	Exit strategy not always clear
Asia	PRK	Focus mainly on water & sanitation and health projects	
LA	HND	Support to actions: health, nutritional education, indicators follow-up and training	
TACIS	ARM	NO ADVANTAGE	Food Aid should be avoided in Armenia because the Country is not experiencing a food shortage crisis
	AZE	<i>Food Aid is complementary to ECHO. It generated in Azerbaijan the strongest support in kind after the war</i>	<i>ECHO is an exceptional support without any strategy on the long run</i>
	GEO	In case of humanitarian crisis due to natural disasters or conflicts	Food Aid should be avoided in Georgia because the Country is not experiencing a food shortage crisis. The State should roll out from food market and price control mechanisms
	TJK	In case of post-crisis situation, like after the 1991-1997 civil war in Tajikistan, food aid delivery was necessary as soon as food was not available in the country	- Only targeting on individuals and families following vulnerability criteria. -Short-term impact.

Rehabilitation budget lines			
		Advantage of using this instrument	Disadvantage of using this instrument
ACP	AGO	Inadequate for food aid	N.A.
	ERY	No food aid	
	LBR	LBR 7001, LBR 7001/1 and the ongoing LBR/7001/04 made it possible to provide direct aid to the people of Liberia throughout the civil war years (1990-2003). Implementation was through NGO and private sector contracts selected by the EC. No financial assistance has been provided through government.	
TACIS	ARM	NO ADVANTAGE	Food Aid should be avoided in Armenia because the Country is not experiencing a food shortage crisis
	GEO		Food Aid should be avoided in Georgia because the Country is not experiencing a food shortage crisis. The State should roll out from food market and price control mechanisms

NGO Co-financing budget line			
		Advantage of using this instrument	Disadvantage of using this instrument
ACP	AGO	Inadequate for food aid	N.A.
	ERY	No food aid	
	LBR	Possibility to provide direct aid to the people of Liberia during the years of the civil war.	
Asia	PRK	Mainly in the field of agricultural rehabilitation and thus complementary to the FS programmes which annual allocations is decreasing.	
TACIS	ARM	NO ADVANTAGE	Food Aid should be avoided in Armenia because the Country is not experiencing a food shortage crisis
	GEO		Food Aid should be avoided in Georgia because the Country is not experiencing a food shortage crisis. The State should roll out from food market and price control mechanisms

### Further comments

LA	HND	EC is not financing food aid activities in Georgia
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**8. What is the added value of the FA-FS Regulation compared to the other instruments as regards Currency facility – Budgetary support?**

Food Aid and Food Security regulation: component “currency facility – Budgetary support ”			
		Advantage of using this instrument	Disadvantage of using this instrument
ACP	AGO	Opportunity to limit budget support to a sector	Slightly difficult to integrate with other EC instruments such as EDF
	CPV	- Amélioration de la gestion des finances publiques à travers la contrôle des fonds de contrepartie, - Amélioration de la balance des paiements à travers la mise à disposition des devises, - Effet levier sur la politique de sécurité alimentaire à travers les conditions liées au décaissement des tranches.	- Faiblesse et lenteur de la gestion locale - Faible absorption des fonds de contrepartie
	ERY	Limited to country with real shortage of Forex and non-convertible currencies (not many of them left). In Eritrea not useful for budget support via CpF since no published Government budget exist.	Unnecessary complication in countries with convertible currency and no shortage of Forex
	NER	Cohérence avec la stratégie nationale – actions pertinentes Politique de SA pas limitée à la résolution de crises ponctuelles Complémentarité avec les interventions FED Flexibilité	Manque de contribution de l'Etat, manque de volonté politique Faibles capacités institutionnelles Réticence des structures aux changements Appui très centralisé Laxisme dans l'application des conditionnalités Suivi-évaluation difficile
Asia	AFG	Very useful in countries where markets function since it stimulate the local or regional economy	Procurement rules are too complex for private sector in Afghanistan.
	PRK	NO RELEVANT FOR DPRK	
	YEM	Budget support is actually more effective than project aid. More effective if fighting poverty, greater ownership by the beneficiary country, supporting good governance, enhancing structural effects and supporting democracy (transparency and public participation) But, budget support programmes require a greater level of preparation, macroeconomic analysis, and risks analysis and donor coordination. A budget support programme not implemented properly may lead to misappropriation mismanagement and corruption. 1292/96 allows only 'indirect budget support' in connection with a sectoral import programme and food aid provided in kind or in the form of a currency facility (justification of the use of foreign exchange through imports and the setting up of a counter-value fund in local currency). This type support was provided through the Food Security Programme 1997/1998 and 2000/2001. In October 2003, an assessment of the macroeconomic situation, public expenditure management, mid term economic framework concluded that budget aid support could no longer be implemented in Yemen.	
LA	BOL		
	HND	Institutional strengthening at the central and local level. Improvement of the institutional dialogue. The activities become part of the political process and not a satellite project	Low budget  Limited time span

<b>TACIS</b>	ARM	Long-term sustainable impact Influence at policy making level Capacity building of local government Macroeconomic impact Leverage for policy reforms implementation Ownership of the Program by Government Government using national administrative procedures (budget planning and spending, tendering, etc.)	
	AZE	Direct support to the Balance of Payment (debt) Strong impact In term of stability and macroeconomic reform.	Can create some expectations and distortion if not properly used.
	GEO	Long-term sustainable impact Influence at policy making level Capacity building of local government Macroeconomic impact Leverage for policy reforms implementation Ownership of the Program by GoG Government using national administrative procedures (budget planning and spending, tendering, etc.)	
<b>TACIS</b>	MDA	Lower transaction costs than technical assistance projects under the Tacis regulations. Increased ownership of reform agenda as agreed through conditionality developed under the programme. Increased coherence of Commission actions within the context of a Comprehensive strategy to reduce and address poverty. High ownership in value in a situation with substantial balance of payments issues including a high and potentially unsustainable external debt situation.	Increased fiduciary risks on allocation of finance through the state budget in a situation where there is less than perfect public expenditure management instruments in place. Dependence for disbursement on an satisfactory agreed macro economic framework with the Bretton Woods institutions. Low visibility as subsumed within the State Budget.
	TJK	- Total integration in PRSP - Injection of funds in national economy - Ownership - National regulations and procedures used	-

Geographical instrument (FED, ALA, MEDA, TACIS, CARDS)			
		Advantage of using this instrument	Disadvantage of using this instrument
ACP	AGO	Better integration with other CSP's focal sectors	Difficult to support specific sector policy
	KEN	Budgetary support is not used for food aid/food security interventions in Kenya	
	SLE	STABEX used in form of budgetary support for Food Sec purposes.  National ownership [-3 in practice +1 potentially]	Not enough control over funds used. Disadvantages related primarily to conflict and post-conflict context and therefore not specific to the instrument or sector
Asia	AFG	ALA	Lack of flexibility procurement rules (to heavy and complex for rapid interventions)
LA	HND	Political weight Important financial resources allocated	Lack of articulation of sectoral interventions
TACIS	ARM	No budgetary support allowed.	Providing TA without the resources to implement policy reforms is meaningless
	AZE	No budgetary support from Tacis	
	GEO	No budgetary support allowed.	Providing TA without the resources to implement policy reforms is meaningless
	MDA	Ability to mobilize expert teams to address policy and governance issues. Complementary. However, the FS regulation is more flexible in the delivery of limited TA and finance.	Less flexible in the provision of transition financing in areas such as social protection. High transaction costs for limited policy gains. Limited ownership of implementation process and results.
	TJK	Optimisation of FSP implementation through policy advising and capacity building	Project cycle does not match FSP implementation phases

ECHO budget lines			
		Advantage of using this instrument	Disadvantage of using this instrument
ACP	AGO	Inadequate for budget support	N.A.
TACIS	ARM	No budgetary support ECHO works just with NGOs and Int. Org.	
	AZE	<i>Support in kind, not in cash.</i>	<i>Not reform oriented approach</i>
	GEO	No budgetary support ECHO works just with NGOs and Int. Org.	
	MDA	More flexible to deliver limited aid in kind to defined institutions and disaster situations.	Inability to address the medium term structural issues which will secure poverty reduction and food security.
	TJK	Irrelevant because intervention outside of national budget control	

Rehabilitation budget lines			
		Advantage of using this instrument	Disadvantage of using this instrument
ACP	AGO	Inadequate for budget support	N.A.
TACIS	ARM	No budgetary support	
	AZE	Concrete support in reconstruction and rehabilitation. Can lighten some state budget expenditures	No dynamic following the end of the programme
	GEO	No budgetary support	

NGO Co-financing budget line			
		Advantage of using this instrument	Disadvantage of using this instrument
ACP	AGO	Inadequate for budget support	N.A.
TACIS	ARM	Just NGOs. No budgetary support permitted.	
	GEO	Just NGOs. No budgetary support permitted.	

Other budget lines - Please precise which one			
		Advantage of using this instrument	Disadvantage of using this instrument
TACIS	TJK	ECFIN exceptional financial assistance has a micro-economic impact and contributes to institutional reform. ECFIN conditionality should be complimentary to FSP conditionality giving considerable overall leverage.	But it has only indirect impact on Food Security

**9. What is the added value of the FA-FS Regulation compared to the other instruments as regards operations in support of food security?**

Food Aid and Food Security regulation: component "operations in support of food security "			
		Advantage of using this instrument	Disadvantage of using this instrument
ACP	AGO	Broad set of operations that do not need specific request of NAO and do not reduce (EDF) country envelope; relatively quick	Too many priority countries for limited funds and unclear criteria for allocation of funds amongst them; thus not possible to plan.
ACP	ERY	The possibility of targeted support to specific projects directly through Government when/if feasible and at the same time possible to support NGO's and international organisations outside the direct control of the Government.	Not always clear who has the initiative in the identification/programming fase.
	Ken	Flexibility of the instrument Very suitable for targeting the most vulnerable Most suitable instrument for addressing situations of chronic/structural food insecurity Medium term instrument fitting well into the LRRD concept	Usually, this instrument is only available in priority countries, not in Kenya Selection of priority countries not flexible enough
	NER	Sous forme d'aide budgétaire au Niger	Duplications aisées avec les interventions FED
	RWA	Relatively easy and fast to be mobilised	Risk of competition with EDF negotiations

	SLE	Specific focus on food security. Ability to use this instrument from conflict to peace via transition due to variety of mechanisms possible to employ.  Ability to have regional sub regional approach and policies, therefore coherence in planning/programming.	Currently managed at BXL level. Difficulty in finding experienced and qualified staff
	SOM	Flexibility along the LRRD (emergency to rehabilitation or longer term response) Suitable to address chronic/structural food insecurity Suitable to target the most vulnerable Focus on priority countries	Restricted to priority countries Lack of flexibility of the priority countries selection (especially for the group I) Lack of exit strategy Lack of flexibility of the Calls for Proposals Limited funding but also restricted absorbing capacity of implementing partners
Asia	AFG	Utilisation of MOUs with project involving government allows more flexibility in the implementation.	Lack of flexibility procurement rules (to heavy and complex for a smooth implementation)
	PRK	Large experience of the FS technical assistance based in DPRK for 8 years.	
	YEM	<p>Generally speaking the main advantage of the Food Aid and Food Security instrument compared to the other instruments and budget lines is the <u>flexibility of this BL</u></p> <ul style="list-style-type: none"> <li>- The possibility of financing a specific type or programme/project for a specific situation: Food aid distribution, programme or project aid, NGO cash projects, support to international organisations, capacity building to Gov and beneficiaries, etc.</li> <li>- The implementing partners: UN Agencies and other international organisations, Governments, NGOs, private consultancy companies, etc.</li> <li>- The delivery mechanisms: free food aid distribution, Project support to Gov, Call for proposals, Support to international organizations, etc.</li> <li>- Direct or indirect aid for both Food Aid [Gov, UN WFP, UNRWA, ICRC, Euronaid) and Food security interventions [Budget support, FAO, CGIAR, Euronaid]</li> <li>- The informal thematic network constituted by the very number of Individuals Experts working with this instrument in complete different contexts.</li> </ul> <p>Nonetheless, often the concept of Food Security/entitlement to food is not well known by the beneficiary country and even by the Delegation. Some consider that the FA &amp; FA consists mainly in delivering free food aid while some think that agriculture is the sole topic of interest. Efforts should be made to 'promote' this concept, which fits completely into a broader framework of poverty reduction.</p>	
LA	BOL	None, except that in some countries the budget line pioneered new modalities of aid (eg budget support, decentralisation with municipalities) before the geographical instrument	None
	HND	Complementarity between Euronaid and the direct and indirect FS. Population targeting Context analysis Information system Training support and decision making towards FS policies	



<b>TACIS</b>	ARM	Advantage is that such type of operations is conducted directly by the governmental institutions (information system by the Statistical department, etc). In 2004 a regional project on FS information systems has been financed. The project will be carried out by FAO.	
	AZE	<i>General approach on the long run with policy reform matrix. Clear strategy + leverage</i>	<i>Problem of fungibility.</i>
	GEO	Advantage is that such type of operations is conducted directly by the governmental institutions (information system by the Statistical department, etc). In 2004 a regional project on FS information systems has been financed. The project will be carried out by FAO.	
	MDA	There are no other instruments for Moldova which support operations in support of food security.	
	TJK	- Programme aid (foreign currency facility) - Technical assistance - NGO grant projects - EuronAid to NGOs FSP NGOs: supply of seeds, fertilizers, tools, other inputs and financial assistance, and training schemes.	Overlap as the same commodities and services can be supplied under both.

<b>Geographical instrument (FED, ALA, MEDA, TACIS, CARDS)</b>			
		<b>Advantage of using this instrument</b>	<b>Disadvantage of using this instrument</b>
<b>ACP</b>	AGO	Programming of funds in NIP gives certainty for planning; allows long-term commitment and relationship	Rather inflexible programming; difficult to use for funding non-Government interventions
	SLE	Very specifically country focused.  National ownership	Primarily concerned (if CSP) with a specific problem as opposed to regional dynamic
	SOM	More global approach Complementarity with FSBL and ECHO along the LRRD Contribute to create an enabling environment favourable to food security	Financial limitations leading to insufficient resources allocated to FSRD
<b>Asia</b>	AFG	ALA. No special advantage	Lack of flexibility procurement rules (to heavy and complex for rapid interventions)
	PRK	Link with FS programmes with a medium term focus on rural development.	No political framework for implementing ALA projects
<b>LA</b>	BOL	None	None



<b>TACIS</b>	ARM	TACIS in the past supported the creation of the Agriculture Cooperative Bank of Armenia (ACBA)	
	AZE	<i>Tacis has not the same objective.</i>	
	GEO	In the past TACIS financed a project for rural credit (Agrobusiness Bank)	That particular project was not very successful
	TJK	Extension services to Ministry of Agriculture: development of the services able to provide agricultural inputs.	- Differing scales of intervention micro versus macro.

<b>ECHO budget lines</b>			
		<b>Advantage of using this instrument</b>	<b>Disadvantage of using this instrument</b>
<b>ACP</b>	AGO	Quick use of funds	Usefulness limited by short-term implementation time.
	KEN	Very flexible and quick to mobilise	Requires better coordination with medium/long term interventions.
	SOM	Flexible and quick LRRD Financial and geographical complementarity with FSBL Focus on the most vulnerable Better access to insecure areas	Due to the urgency, does not always consider the longer term implication Lack of quality implementing partners
<b>Asia</b>	AFG	No advantage	Funding are given for a too short period and are too restrictive for long term action
	PRK	Complementary funding. Enable to maintain NGOs presence in the country.	Little expertise in the field of FS
<b>LA</b>	HND	Post-crisis interventions	
<b>TACIS</b>	ARM	Prompt response in case of humanitarian crisis	Limited impact
	AZE	<i>Very adapted instrument in case of crisis. Humanitarian oriented with a strong impact.</i>	<i>Problem of absorption by the government. Can generate distortion on the market.</i>
	GEO	Prompt response in case of humanitarian crisis	Limited impact
	TJK	Marginal activity	- No clear articulation and linking up to overarching goals of FSP

<b>Rehabilitation budget lines</b>			
		<b>Advantage of using this instrument</b>	<b>Disadvantage of using this instrument</b>
<b>ACP</b>	AGO	None	Unpredictability
	LBR	LBR 7001, LBR 7001/1 and the ongoing LBR/7001/04 made it possible to provide direct aid to the people of Liberia throughout the civil war years (1990-2003). Implementation was through NGO and private sector contracts selected by the EC. No financial assistance has been provided through government.	
	SOM	Financial complementarity with FSBL Contribute to create an enabling environment favourable to food security	Lack of flexibility
<b>LA</b>	HND	Specific actions	

<b>TACIS</b>	ARM	Some rehabilitation projects as rehabilitation of water systems in post conflict zones can be complementary with the other instruments and consistent with the LRRD concept.	This instrument can be used just in specific cases for post-conflict or natural disaster rehabilitation needs.
	AZE	No direct link with FS excepting improving the infrastructure	No self-sustainable strategy in the long run
	GEO	Some rehabilitation projects as rehabilitation of water systems in post conflict zones can be complementary with the other instruments and consistent with the LRRD concept.	This instrument can be used just in specific cases for post-conflict or natural disaster rehabilitation needs.
	TJK	<i>Reconstruction and rehabilitation of the Karategin Valley and its surroundings</i> Background and infrastructure necessary for the operations in support of food security	- No clear articulation and linking up to overarching goals of FSP

<b>NGO Co-financing budget line</b>			
		<b>Advantage of using this instrument</b>	<b>Disadvantage of using this instrument</b>
<b>ACP</b>	AGO	Possibility to fund pilot interventions; potential involvement of local partners.	Unpredictability; centralized planning; regulations not conducive to involvement of local partners; difficult to integrate into EC country strategy
	KEN	NGOs are working at grassroots level and have good access to target groups NGO project concept well adapted to specific needs of target groups	Time consuming administrative procedures (at EC level) for relatively small projects
<b>Asia</b>	PRK	Complementary funding	Less follow up than NGOs project funded by the FSBL
<b>LA</b>	BOL	None	None
<b>TACIS</b>	ARM	Some NGOs projects can work consistently in the sector (water, credit schemes, marketing, etc.)	
	GEO	Some NGOs projects can work consistently in the sector (water, credit schemes, marketing, etc.)	
	TJK	NGOs: marginal supply of seeds, fertilizers, tools, other inputs and financial assistance, and training schemes.	Overlap as the same commodities and services can be supplied under both.

<b>Other budget lines - Please precise which one</b>			
		<b>Advantage of using this instrument</b>	<b>Disadvantage of using this instrument</b>
<b>ACP</b>	SOM	Banana BL Financial and geographical complementarity with FSBL Focus on farming communities in target areas	No obligation to target the most vulnerable Not yet deconcentrated Geographically limited to banana growing areas.

**10. What is the added value of the FA-FS Regulation compared to the other instruments as regards technical assistance and capacity building activities?**

Food Aid and Food Security regulation: component “technical assistance and capacity building activities”			
		Advantage of using this instrument	Disadvantage of using this instrument
ACP	AGO	Possibility to contract relatively easily contract individual TA	Risk of lack of ownership as it is EC-led instrument; difficulties in finding staff with adequate skills through centralized procedures.
	CPV	- AT sur place importante pour suivre le mécanisme complexe de l'aide budgétaire	- Inadéquation de la procédure de recrutement des missions d'appui technique par le contrat cadre.
	ERY	Relatively fast and profiles of individual experts selected by very competent colleagues	
	KEN	During the existence of RESAL (1998-2001), Kenya was not covered by this instrument. Since 2002, 2 regional food security experts are working in the Delegation, covering the Great Lakes region and the Horn of Africa. The advantages of their presence in the Delegation are as follows: They provide in-country food security expertise to Delegations in the respective region represent the EC in national and regional food security fora are in dialogue with and provide advisory support to the Government on food security policies and strategies follow-up the food security situation in the country and region	none
	NER	Assistance en appui direct aux structures nationales Echange et capitalisation techniques Apprentissage des services techniques par l'outil	Travail difficile en cas de divergence de vue
	SLE	Within Delegation Flexibility Independence, not dependent on national authorities.  (Based on a Food sec IE based in Delegation)	Lack of national ownership
	SOM	Regional intra-muros food security expert covering the Horn of Africa: he provides in-country food security expertise to Delegations in the respective region, represents the EC in national and regional food security fora, follow-up the food security situation in the country region One of the main components of the food security NGO interventions in Somalia is local groups capacity building (village committees, water users, farmers groups...)	Lack of flexibility of NGO Calls for Proposals (risk of funding gaps). Needs possibility of exceptions for direct agreement

Asia	AFG	Good network of food security expert with good backstopping form HQ. Ensure an active involvement of the EC in food security/food aid related policies and programs in the field.	None for the moment but the current staff reform may result in the loss of most of these experienced experts
	PRK	The FS technical assistant is the only EC technical assistant in DPRK and is specialised in FS issues (background of agronomist, large experience...) Short expertise planned on training	
	RWA	It could be good if it is integrated and complementary to EDF activities	
LA	BOL	None	None
	HND	Information analysis and decision-making Governments/donors Strengthening of constraints analysis Food security formulation Improvement of the political dialogue	Limited time span of the activities  Limited financial resources
TACIS	ARM	1. RESAL network was concluded in 2001 and provided a potential resource base for TA in support of FSO and backstopping. (0) 2. Resident FSP budget support TA (individual experts) and ad hoc TA from framework contract. This approach although constantly has proved good results.(+)	1. Never achieved its objectives due to routine poor choice of experts and lack of dynamism in helping with technical problems
	AZE	<i>Can improve significantly the capacity building of the ministries through a support to the State Budget (restructuring approach)</i>	<i>Very limited technical assistance to support numerous sectors of the economy but capacity to use punctual expertise</i>
	GEO	The FSP is providing Long Term TA in the MoA and MoF. If needed and requested by GoG, short-term assistance can be provided, via the framework contract. It combines TA with Budgetary support.	
	MDA	Dedicated monitoring of financial allocations. Limited but targeted provision of TA team to build capacity on issues of FS and Poverty in Government. Ability to focus on issues of poverty and FS monitoring and information.	Transaction costs for provision of monitoring TA.
	TJK	FSP TA will be integrated to support relevant complimentary capacity building. However, not enough FSP experts are in place so far.	- None

Geographical instrument (FED, ALA, MEDA, TACIS, CARDS)			
		Advantage of using this instrument	Disadvantage of using this instrument
ACP	AGO	Better integration of capacity building with CSP's objectives	Long delays for contracting of TA
	NER		Appui à un projet et non au gouvernement Transfert de capacités parfois limité
	SOM	Focus on capacity building not only at local levels but also country when possible More comprehensive and generic approach	Not enough funds Not particularly focused on food security
Asia	AFG	No advantage	No real knowledge of food security issue for backstopping.
	PRK	Capacity building activities, mainly training planned in the CSP and the NIP	No political framework for implementing ALA projects
LA	BOL	None	None
	HND	Important financial resources  Longer time span	Lack of information and constraints analysis
TACIS	ARM	TACIS is providing mainly TA and policy advice. TACIS actions can be complementary to the FSP	If TA is not accompanied by the necessary resources, the impact is limited.
	AZE	<i>Tacis has a good capacity to assist local authorities and create new capacity building</i>	<i>But no leverage to do it and to influence decision makers.</i>
	GEO	TACIS is providing TA and policy advice in the transition process in various sectors. TACIS actions can be complementary to the FSP	If TA is not accompanied by the necessary resources needed by the Gov. to implement the reforms is long term impact is limited.
	TJK	- Capacity building and strengthening of national and local administrations to better manage and monitor FSP issues - Relatively strong and constant TA (up to 5 years projects)	- Often isolated, hence low incidence on FSP policy - Differing scales of intervention micro versus macro.

ECHO budget lines			
		Advantage of using this instrument	Disadvantage of using this instrument
ACP	AGO	Inadequate for budget support	N.A.
	KEN	Direct technical support to the ECHO programme. Technical assistance concentrating on relief and rehabilitation, which is the principal mandate of ECHO	Mostly restricted to emergency interventions with no specific focus on food security No longer term perspective of ECHO Programmes with regard to food security
	SOM	Capacity building component: prevention and preparedness	Mostly restricted to urgency Limited and micro-level No particular emphasis on food security
Asia	AFG		Short term posting, No knowledge of food security issues for backstopping

	PRK	Ensure follow up of grants to NGOs	Limited to emergency operation in line with ECHO's mandate. Being responsible for DPRK and China ECHO TA shares his time between the two countries
LA	BOL	None	None
	HND	Rapid reaction	Not long term viability
MED	ARM	No TA	
TACIS	AZE	<i>Efficient logistic and technical assistance on the ground.</i>	<i>Sustainability</i>
	GEO	No TA	
	TJK	- On grass route level - good impact with NGOs activities	- Short term activity

#### Rehabilitation budget lines

		Advantage of using this instrument	Disadvantage of using this instrument
ACP	AGO	Inadequate for budget support	N.A.
	LBR	LBR 7001, LBR 7001/1 and the ongoing LBR/7001/04 made it possible to provide direct aid to the people of Liberia throughout the civil war years (1990-2003). Implementation was through NGO and private sector contracts selected by the EC. No financial assistance has been provided through government.	
	SOM		No focus on capacity building
TACIS	ARM	No TA	
	AZE	<i>Building .....</i>	<i>More than capacity building</i>
	GEO	No TA	

#### NGO Co-financing budget line

		Advantage of using this instrument	Disadvantage of using this instrument
ACP	AGO	Inadequate for budget support	N.A.
	Ken	TA providing expertise for specific target groups	TA limited to a single programme, covering a relatively small target population
ASIA	PRK	Complementary funding	Less follow up than NGOs project funded by the FSBL.
LA	BOL	None	None
	HND		Fragmented actions
TACIS	ARM	No TA	
	GEO	No TA	

#### Other budget lines - Please precise which one

		Advantage of using this instrument	Disadvantage of using this instrument
ACP	SOM	Banana BL Strong capacity building component	No particular emphasis on food security

**11. What are the most important elements the Delegation takes into account when design a Food Aid and Food Security strategy or programme?**

<i>Please describe briefly</i>		
<b>ACP</b>	AGO	Coherence with national strategic framework; complementarity with PIN objectives and actions; complementarity with other donors (in particular Member States) strategies and programmes.
	CPV	- Amélioration des conditions de nature économique permettant le correct fonctionnement du marché. - Amélioration de la gestion des dépenses sociales du Gouvernement en faveur des groupes vulnérables. - Amélioration des conditions de production locale.
	ERY	National strategy and its coherence with EC strategy. Availability and capacity of implementing partners (authorities at central and local level, multilateral organizations, local and international NGOs, local associations of farmers, producers, traders, etc. etc.), projects / programmes financed by other donors, characteristics of the country's economy (both in the agricultural sector and others), state of infrastructures, availability and reliability of information.
	Ken	Food security strategies and programmes are developed in accordance with the EC policy approach and guidelines for food security and poverty reduction, particularly by considering the three dimensions of food security: availability, access, utilisation and crisis prevention. Since food security is one of the six priority areas for Community support to poverty reduction objectives, food security problems are addressed both by the food security budget line and other development instruments. The strategy and programme has to be designed to the specific food security problem to be addressed. Whereas food aid in kind should be limited to emergency situations and targeting of highly food insecure populations, longer term interventions should be geared towards tackling the underlying causes of chronic food insecurity and poverty, and should be considered as a first step in long-term poverty reduction. In addition, food security interventions are to be designed to bridging the gap between relief, rehabilitation and development. The EC strategy and programmes should be in line with the GoK strategic framework and policies towards poverty reduction, sector reform programmes (specifically in the Agriculture sector), and food security policies. On the other hand, they have to follow the lines with regard to the CSP and EC sector policies and strategic frameworks.
	LBR	No specific Food Aid and Food Security strategy or programme for Liberia was designed since the start of the civil war in 1990.
	HTI	1. La situation et les facteurs de l'insécurité alimentaire de manière à identifier les bénéficiaires 2. Le contexte politique du pays de manière à identifier les partenaires 3. Les programmes soutenus par le gouvernement, les éléments de politique sectorielle disponibles 4. Le bilan des actions antérieures de sécurité alimentaire financées par la Commission européenne (notamment les audits et évaluations) et les programmes en cours et à venir de la Commission européenne afin d'identifier les domaines d'activités 5. Les approches des autres bailleurs de fonds pour vérifier la cohérence et la complémentarité
	NER	Cohérence avec les priorités nationales et les interventions des autres BdF, complémentarité avec les interventions FED, ciblage des groupes vulnérables, définition d'indicateurs de performance, engagements du gouvernement
	RWA	Political and institutional framework The level of development of agriculture The rural poverty Level of dependency of the country from donors (budget, etc.) On going crisis and emergency Import/export ration
	SLE	Refer to DTP prepared for recent CfP Synergies with ongoing EC (and other donor) interventions. Socio-economic and political context. Activities and priorities as expressed by government. Structural/underlying causes of Food insecurity. Viewpoints of stakeholders; government, UNCT FAO, WFP UNDP UNHCR; NGOs working in-country.



	SOM	<p>Food security strategies and programmes are developed in accordance with the EC policy approach and guidelines for food security and poverty reduction, particularly by considering the three dimensions of food security: availability, access and utilisation but also crisis prevention. Since food security is one of the six priority areas for the EC support to poverty reduction objectives, food security problems are addressed both by the food security budget line and other development instruments.</p> <p>The food security programme is designed according to the on-going food security and livelihood analysis carried out by the EC funded Food Security Analysis Unit – FSAU (implemented by FAO) - which provides baseline data, vulnerability assessments and early warning information.</p> <p>Food aid in kind is limited to emergency situations and targets highly food insecure populations (no food aid allocation since 2001). Rehabilitation interventions with a longer-term perspective are geared towards tackling the underlying causes of chronic food insecurity and poverty.</p> <p>In addition, food security interventions are to be designed to bridge the gap between relief, rehabilitation and development.</p>
	MRT	Field surveys <i>on</i> vulnerability carried <i>out</i> by the "Observatory" for Food Security
	ZMB	<p>In the framework of the 9<sup>th</sup> EDF for Zambia, the Country Strategy Paper (CSP) includes three focal areas Transport/infrastructure, Institutional Reform/Capacity Building and Macroeconomic support. Health and Education were also included as non-focal sectors. A Mid-Term Review of the 9<sup>th</sup> EDF is foreseen to take place in May/June 2004. In the context of this review, it is likely that some funds will become available for agriculture/food security through a transfer from the B-envelope to the A-envelope of the total funds made available to Zambia under the 9<sup>th</sup> EDF. The support will fit within the framework of existing CSP priorities. More specifically, and with reference to the specific objectives of this study (point III 3 in these ToR), support to small-scale farmers and vulnerable households will be financed through support to Non State Actors and support to the Ministry of Agriculture will be financed through the Capacity Building component of the CSP. The most important elements that have been taken into consideration when planning for possible EC involvement in the sector have been the commitment shown by Government, and the relevance of food security issues in the context of Zambia.</p> <p>The Ministry of Agriculture has promised to be transparent concerning its intentions related to inputs delivery to the vulnerable poor (quantities and areas) and the quantities of outputs it plans to buy for the food security reserve of the country.</p>
Asia	AFG	<ul style="list-style-type: none"> <li>• Government request and approval</li> <li>• Information availability to prove the relevance</li> <li>• Development of project that do not harm local economy or initiatives in the long term</li> <li>• As much as possible project that look at the causes of food insecurity rather than the symptoms</li> </ul>
	PRK	No EC Delegation. Programming done between AIDCO F5 programme manager and FS technical assistant. The most important elements taken into account when design a Food Aid and Food Security strategy or programme are, according to the specific political relationships and working conditions and the limited staff resources: to focus on enhance agricultural production at cooperative farm level by providing agricultural inputs and equipments. Complex programmes are not manageable in the current context so focus is put on operation feasible and enabling monitoring
	YEM	<p>As far as Yemen is concerned Food Security has been one of the “pillars” of the Commission’s support to the Country for the past decade or so. Yemen is one of the poorest countries in the world [HDI ref] and approximately half of its population live under the upper poverty line. Food insecurity/failure to entitlement to food is a real problem. In any case, theoretically the Delegation does not support the implementation of a food security programme when the poverty and food security indicators are “positive”.</p> <p>The adoption by Yemen of a Food Security Strategy in 1998 and a [full] PRSP in 2002 has been a <u>determinant</u> for the continuation of the Food Security Programmes.</p>
LA	BOL	Government policies and strategies (PRSP + sector strategies); institutional context for implementation (direct aid); quality of public sector financial management; lessons learned from ongoing programme; external evaluation
	HND	Strategy, baseline data, impact indicators, vulnerability, macroeconomic context, targeting population.



	ECU	<p>Les 2 éléments principaux pris en compte pour la conception du programme de sécurité alimentaire en Equateur ont été:</p> <ol style="list-style-type: none"> <li>1. Le souci d'améliorer la formulation et l'application de politiques de sécurité alimentaire et de réduction de la pauvreté au niveau de l'administration publique (gouvernement) équatorienne. C'est pourquoi le programme sécurité alimentaire n'a pas crée de projets spécifiques de coopération mais contribue financièrement à des programmes gouvernementaux de réduction de la pauvreté.</li> <li>2. Destiner le bénéfice de cette coopération aux populations se trouvant effectivement en situation d'insécurité alimentaire, c'est à dire la population extrêmement pauvre.</li> </ol>
<b>TACIS</b>	ARM	The FSP in its budget support form requires coherent and constituent dialogue with GoA on a much focused reform agenda that is formally reflected in Government policy. Moreover, full understanding of the public finance system and status as well as civil administration is needed in order to place the FSP within the national system. The latter is a guarantee for sustainability beyond the life of the FSP precisely because the actions are implemented by GoA using their own laws, rules, regulations and systems with the objective of improving them as part of an on-going action.
	AZE	No Food Aid and Food Security strategy designed by the Delegation until date.
	GEO	<p>The FSP is currently a budget support facility. So the following elements are taken into account before design a new programme:</p> <ul style="list-style-type: none"> <li>➤ General country's present political, economic and social situation.</li> <li>➤ Analysis of the food insecurity in the Country and need assessment of the target population.</li> <li>➤ Presence of a government strategy in the sector. (Although support to refine them is provided)</li> <li>➤ Donor coordination mechanism in place.</li> <li>➤ Sound Public Finance Management (although support to Public Finance reform is also a part of the FS and FA).</li> </ul>
	MDA	<p>The most important elements taken into account during design of the Food Security Programme are the following:</p> <ul style="list-style-type: none"> <li>• Food supply and food access issues—identification and targeting of the most vulnerable groups;</li> <li>• Identification of existing effective government programmes directly affecting food security situation to be funded through budget support;</li> <li>• Identification of policy measures to be implemented to ensure mid- and long-term food security;</li> </ul>
	TJK	The Programming is made by the EC headquarters after consultation of the Delegation. The most important elements are the existence of a sound macroeconomic framework and a satisfactory level of accountability in the management of public finances. The criteria are detailed in the Guidelines for EC Support to Sector Programmes (February 2003)

**12. In your view, what are the main issues for a successful implementation of Food Aid and Food Security strategy or programme and can you address these in your work?**

*If yes, please describe briefly*

<b>ACP</b>	AGO	Commitment of authorities in beneficiary countries to effectively achieve sustainable food security; absorption capacity and ownership of local institution.
	CPV	<ul style="list-style-type: none"> <li>- Suivi rapproché des toutes les procédures de décaissement et de justification des fonds, en temps voulu, par le SON, la délégation et le siège.</li> <li>- Engagement du Gouvernement sur les dépenses ciblées.</li> <li>- Engagement du Gouvernement sur les réformes proposées.</li> </ul>
	ERY	See above. Working environment not always easy / conducive in Eritrea, although production of NFSS will hopefully improve things.

KEN	<p>Food Aid/Security strategies and programmes must be in line with GoK strategies and policies. Food Aid should only be used in emergency situations (short term) and in safety-net programmes. Interventions should be based on reliable food security information systems. Information available in Kenya related to food security is not always accurate.</p> <p>Food Security strategies/programmes in Kenya should particularly address chronic food insecurity situations, providing a medium/longer term perspective.</p> <p>Successful Food Security strategies and programmes address both structural food insecurity and specific food-related problems at national and regional levels.</p> <p>Food aid strategies and programmes will be successful, if they are addressed not only by the food security budget line, but by using all relevant development instruments (multi-dimensional approach with emphasis on human- oriented sustainable development).</p> <p>These issues are addressed in our work, however, since Kenya is not a priority country of the food security budget line, and food security in the CSP is not figuring at a prominent place, there certain limitations.</p>
LBR	<p>The main issues for 2004 are:</p> <ul style="list-style-type: none"> <li>-The Disarmament, Demobilization, Reinsertion and Reintegration (DDRR) programme. During the demobilization phase, WFP is responsible for food distributions to ex-combatants.</li> <li>-Return and reintegration of IDPs (estimated at 500,000) and refugees (estimated at 350,000). WFP, in conjunction with UNHCR, is responsible for food distribution and food security matters.</li> </ul>
HTI	<p>L'insertion de cette stratégie / programme dans une stratégie nationale de sécurité alimentaire établie de manière consensuelle et promue par le gouvernement. Cette stratégie nationale est nécessaire afin d'assurer logique, continuité et cohérence entre les efforts de tous les partenaires. Cette stratégie nationale n'existe pas encore en Haïti, malgré les investissements importants de la Commission.</p> <p>La stratégie actuelle de la CE consiste notamment à favoriser l'élaboration d'une stratégie nationale.</p>
NER	<p>Vision commune avec le gouvernement. En théorie, il y a toujours un bon dialogue avec les partenaires locaux, mais le respect des engagements du gouvernement dans la pratique est plus difficile.</p>
RWA	<p>To do not create dependency, from the Government level down to the population.</p> <p>Unless there is an ongoing crisis, food security should be approached in a preventive way thorough rural development.</p>
SLE	<p>Holistic problem analysis and identification taking into account socio-economic political factors where possible. Therefore analysis at national, community, household, individual level that takes into account potential mid to longer term effects of intervention.</p>
SOM	<p>In Somalia, considering the protracted emergency situation, the food security programme should be flexible enough to allow interventions from emergency to rehabilitation and development. Euro 2 millions had been programmed for emergency interventions in case of acute food insecurity, whereas the 1996 Official Letter and 2000/2001 Call for Proposals fund NGO projects aiming at rehabilitation with a longer term perspective. The obligation for grant contracts to be allocated through Calls for Proposals restrict the flexibility and create funding gaps and discontinuity.</p> <p>Food Security strategies/programmes in Somalia should particularly address causes of food insecurity situations with a medium/longer term perspective.</p> <p>Restrict food aid to emergency situations (short term).</p> <p>Successful Food Security strategies and programmes should address both structural food insecurity and specific food-related problems at national and regional levels. Food security programmes should also have a broader livelihoods approach.</p> <p>Food aid strategies and programmes will be successful, if they are addressed not only by the food security budget line, but by using all relevant development instruments (multi-dimensional approach with emphasis on human- oriented sustainable development).</p> <p>Local stakeholders capacity building is key to ensure ownership and sustainability of the programme.</p> <p>Ensure availability and access to relevant food security/livelihoods datas and analysis: information systems and early warning systems should be in place. In Somalia, the EC funded Food Security Analysis Unit provide the relevant analysis to design food security programmes.</p>
MRT	<p>The political will to address the issue.</p> <p>The involvement of final beneficiaries in the identification process.</p>

	ZMB	Enhanced capacity and government ownership are key to sustainability. Proper targeting of food, seeds and tools subsidies should also be pursued. In the context of access to food, identification of food insecure people remains a crucial issue.
Asia	AFG	<ul style="list-style-type: none"> <li>• Government approval and ownership wherever possible (this is the case in Afghanistan)</li> <li>• Participatory approaches involving institutions, beneficiaries, NGOS</li> <li>• Good an reliable information for improved project design (not yet possible in Afghanistan but systems are under development)</li> <li>• Good timing and sequencing of the project (not always easy because of the heavy procurement rules)</li> </ul>
	PRK	Access to people working at cooperative level and to relevant data. Ability to agree with the authorities on conditionality in terms of follow-up, monitoring ...
	YEM	<p>Please describe briefly.</p> <ul style="list-style-type: none"> <li>- Sound stakeholders, problems and objectives analysis [LF approach]</li> <li>- Stakeholders and beneficiaries' involvement in the preparation and formulation of the project/programme</li> <li>- Genuine and effective commitment of the Government to address the food insecurity problems</li> <li>- Effective commitment of the beneficiaries themselves to the achievement of the objectives</li> <li>- Integration of food security objectives into long-term poverty reduction policies [PRSP] providing a coherent framework for development strategies [food security at national level is an outcome of faltering development and weak trade position, food security at the household level is an outcome of poverty]</li> </ul>
LA	BOL	Main issues: International trade, food systems (integration of poor people as consumers), livelihood strategies, including diversification of income sources, migration, etc. Some of these are addressed; international trade is not.
	HND	Internal coherence, complementarity of the different instruments, comprehension of the different actors mandates.
	ECU	<p>En Equateur, et en Amérique Latine en général, l'insécurité alimentaire de la population est la conséquence de sa marginalisation économique et sociale. Les programmes de coopération « sécurité alimentaire » ne peuvent donc avoir un impact que dans le cadre d'une gestion macroéconomique qui ait un souci minima de réduire l'exclusion des plus pauvres d'une part, et s'il existe des politiques sociales visant à faire bénéficier les plus pauvres des services de base d'autre part.</p> <p>Le programme de sécurité alimentaire de la CE en Equateur est conçu comme un appui pour améliorer la formulation et la mise en œuvre de programmes spécifiques du gouvernement équatorien de réduction de la pauvreté et de l'exclusion. De cette manière, le programme contribue à créer les conditions de sa viabilité institutionnelle et politique. Par ailleurs le programme accorde une importance primordiale à l'appropriation des actions par les organisations locales des bénéficiaires et les acteurs institutionnels locaux en général.</p>
TACIS	ARM	<p>Continues dialogue with the GoA and main stakeholders working in the area is the main pre-condition for successful implementation of FA and FS strategy as well as programme.</p> <p>Quality and continuity in the team of experts (individual experts and local TA) working in the MoA and MoF is an important element for success.</p>
	AZE	<i>To develop an open dialogue with the government (Cabinet of Ministers and Ministries) and explain that the sources of the Food Security problems generally depend on political and economic decisions regarding the reforms. It is difficult, takes time but works when it is reasonably implemented. The grant is also the strongest leverage to promote the reforms.</i>
	GEO	<p>Continues dialogue with the GoG and main stakeholders working in the area is the main pre-condition for successful implementation of FA and FS strategy as well as programme.</p> <p>Quality and continuity in the team of experts (individual experts and local TA) working in the MoA and MoF is an important element for success.</p>

	MDA	There are a number of issues for a successful implementation of Food Aid and Food Security programme: 1. Creation of positive, trustworthy and effective dialogue with government and government agencies. 2. Staged (step-by-step) approach to policy reform agenda, with identification of immediate, mid term and long term measures to be implemented; and continued approach to fulfillment of these measures 3. Cooperation and collaboration with other donors involved in the area to create synergy effect of providing technical assistance, funds, and conditionalities. 4. Development of effective monitoring system.
	TJK	FSP conditions and impact and result indicators should be fully agreed by the government (ownership). Importance of local capacity building through technical assistance support and national training and administrative reform programmes, to analyse and monitor national and regional food security situations, and to formulate food security, poverty policies, strategies and programmes and to foster favourable programme environment.

### 13. Is there a phasing out strategy for the Delegation's current Food Aid and Food Security programmes?

Comments		
ACP	ERY	A strategy is being developed and exit / phasing out will duly be taken into consideration.
	HTI	Non
	RWA	The Delegation is looking fore options and funds to strengthen the Rwandan capacity to assess and monitor the FS using information systems, etc. and agricultural research. This was initiated with the closing FS support.
	SLE	No
	SOM	No, due to the situation of protracted emergency in Somalia.
	MRT	Without a radical change in the attitude of the local partner during the implementation of the last phase of the programme, the Delegation does not see the need to renew its assistance directly to the country. However, an action could be envisaged at the regional level. To be noted that WFP and the EC are for the time being the two permanent actors,
	ZMB	In view of improved conditions and outlook for 2004, three subsequent ECHO Missions in November, December and February have focused on planning to phase-out of ECHO funding towards food security interventions to considerably scale down operations in the next 18-24 months. The analysis focused on food security and the health sectors (e.g. actions in the field of water and sanitation, Roll Back Malaria (RBM) initiatives and interventions to fight the disease (concurrent with repatriation), food security interventions and HIV/AIDS awareness-raising and prevention programmes). The Missions provided the opportunity to facilitate coordination and close dialogue among ECHO and other services, including DEV, AIDCO and the Delegation. Funds available under the B-envelope could possibly be seen as an opportunity to forge an effective complementarity (contiguum) between services offered. The Mission recognised that the Delegation is fully engaged in the process both strategically and operationally.
Asia	YEM	No. The Commission formally committed € 11 million for FS for the next period 2004-2005. In addition to this support, the Commission decided to allocation another € 2 million for Food Security projects implemented by NGOs [Women empowerment and Food Security]. Depending on the performance of current and future projects, the Commission may consider another FS allocation for 2006.
LA	BOL	No, direct aid will enter a second phase from 2004, with implementation through 2008. NGO programme will run till end 2006, if not beyond.
	HND	Limited. The key issue is to have a good timing and namely that other budgetary actions could take over these programs. This is difficult to plan and it is a slow process. It's planned to carry out a phasing out through studies in order have a link with the identification and the formulation of the new program.
	ECU	Le programme CE de sécurité alimentaire co-finance actuellement des programmes du gouvernement qui ont une durée définie et limitée dans le temps. La durée du programme CE est donc actuellement limitée à la durée de ces programmes gouvernementaux (5 ans).
TACIS	ARM	No. The EC is planning a further three-year programme 2005-2007.

	AZE	Not yet.
	GEO	No. The EC is planning a further three year programme for the period 2005-2007.
	MDA	The exit strategy is based on three issues: (i) Improved poverty and Food Security indicators: an annual and bi-annual assessment of the poverty and Food security situation based on strengthened monitoring tools including the household budget survey, census etc. (ii) improved public expenditure management so increasing the effectiveness and efficiency of public expenditure to address issues of poverty and food security; (iii) improved balance of payments situation after 2006 due to the reduction of the external debt serving levels for IFIs and Bi lateral donors.
	TJK	No. Food Security Programme plays a vital role in conjunction with other donor activities in development and should be seen as a medium-term need well adapted to Tajikistan situation.

***If yes, please describe briefly***

<b>ACP</b>	AGO	The long-running food aid interventions in Angola should gradually be replaced by food security interventions. In this sense the Delegation is now planning a food security recovery program that will set the ground for a subsequent broader multi-annual food security program. Main emphasis of these interventions will be on strengthening capacity of local institutions.
	CPV	L'aide budgétaire est liée à la réalisation de réformes dans le domaine de la sécurité alimentaire (libéralisation des importations de produits alimentaires). Ces réformes étant quasiment achevées, le programme d'aide budgétaire a été diminué, en durée comme en quantité. Le premier programme d'un montant de 15 M€ était prévu sur 3 ans (10097-2000), le deuxième programme, d'un montant de 4 M€ est prévu sur 2 ans.
<b>Asia</b>	AFG	The support provided for Food Security in Afghanistan from the food security budget line is reducing because the overall annual budget allocation for the entire Food Security budget line is reducing. But this is not reflecting any desire from the EC Delegation or necessity to phase out from Afghanistan.
	PRK	Discussions are going on about the relevance of continuing FS programme in DPRK. Phasing out is envisaged but FS together with ECHO has to be seen as the only EC cooperation ongoing in DPRK. Conditions for implementing rural development under ALA funding are not yet set up.
<b>TACIS</b>	GEO	Although there is not for the moment a phasing out strategy, the FSP is supporting government programmes via budgetary support, which means that sustainability should be guaranteed.

**14. What kind of impact did the EC (Co-) financed Food Aid and Food Security strategy and programmes have at national and local level?**

<b><i>Type of instrument: Food And Food Security regulation</i></b>		
	<b>Kind of impact and overall assessment</b>	
<b>ACP</b>	AGO	During the civil war that was going on throughout the evaluation period food aid has helped countless people to stay alive. In the last years agricultural inputs programs (EuronAid) have enabled hundreds of thousands of families to start reestablish their livelihoods. These actions contributed substantially to alleviate emergency needs during the war and ensured a smooth transition during the resettlement phase. A strategic framework for EC intervention in Angola has been recently designed while a national strategy is still lacking. It is therefore too early to evaluate their impact.
	ERY	Projects / programmes were so far mainly focused on intervention at local level. The only programme implemented at central level (Forex component, T.A. + food aid for a total of €15M out of 2001 budget was not successful).
	KEN	The provision of 45.000 MT of cereals in 2000 to the WFP coordinated emergency operation (EMOP 6203 & 6203.1) was contributing to food security in an acute food security crisis. However, the EMOP was carried on until 2002, when the crisis situation was over for a long time, and food distribution started to distort cereal markets. (+1) In addition to that, in 2000 food aid in support of drought victims was provided through 2 NGO contracts: with CARE/Germany (Euro 1,436,000) and German Agro Aid (Euro 2,400,000). The two programmes were providing short term relief. Whereas the purchase



		<p>of local products was beneficial for the local economy, some of the food commodities were lost (CARE) because of bad management. (+1)</p> <p>Whereas more than Euro 12 million were spent for short term relief programmes, during the same period only Euro 1.4 million were spent for medium term food security interventions (2-3 year programmes), which were addressing structural food insecurity problems (Marginal Farmers Project, executed by ITDG, and Integrated Food Security Programme under German Agro Aid). The interventions were quite successful since the Kenya Food Security Meeting had acknowledged them as a prototype for drought mitigation/recovery programmes and recommended to replicate them on a larger scale. (+3)</p> <p>When comparing the funds spent for food aid interventions with funds provided for medium term food security programmes, it becomes obvious that comparatively little was spent for the latter. Unfortunately, in Kenya, short-term relief programmes still raise much more attention than medium term programmes designed to tackle the underlying problems of food insecurity.</p> <p>Currently, the FIVIMS (Food Insecurity and Vulnerability Information and Mapping System) is supported by the food security budget line. Launched in 2001, it is closely linked to the Office of the President, and has an important coordination function with regards to information on food security issues. (+3)</p>
	LBR	No assessment of ongoing WFP operations available.
	HTI	<p><u>National</u></p> <p>CNSA: seul organisme publique national qui réfléchit sur le thème de la sécurité alimentaire et synthétise les informations disponibles à ce sujet, reconnaissance de fait à défaut d'une reconnaissance légale, partenaire des organisations internationales (PAM, FAO) : +1</p> <p>PNCS: impact sur le revenu des ménages (transfert de revenus suite aux repas pris en dehors du ménage), impact sur la santé des élèves et sur leur capacité d'apprentissage: +2</p> <p>Restructuration/décentralisation du Ministère Agriculture: pas d'impact pcq processus non effectif: 0</p> <p><u>Local</u></p> <p>Filière semences: distribution de semences améliorées: mauvais impact pcq semences non réellement améliorées: -1</p> <p>Appui au crédit: mauvais impact pcq crédits non remboursés: -2</p> <p>Citernes villageoises: raccourcit la durée d'approvisionnement en eau domestique: +2</p> <p>Réhabilitation d'une piste stratégique: amélioration des conditions de circulation, augmentation du trafic: +3</p> <p>Projets ONG: impact généralement faible: +1</p>
	NER	<p>Faible engagement du gouvernement -2</p> <p>Meilleure concertation / coordination entre les partenaires +2</p> <p>Pérennisation des interventions difficile -2</p> <p>Aboutissement des appuis pour la réalisation du recensement de l'agriculture et du cheptel (mais ce fut laborieux) +1</p> <p>Fonctionnalité du dispositif de prévention et gestion des crises alimentaires +1</p> <p>Délais dans l'approbation des protocoles d'accord et le versement des tranches de financement -1</p>
	RWA	+ 1
ACP	SLE	<p>EC contribution to PRRO.</p> <p>INGO interventions via EURON AID</p> <p>Funding of two INGOs in multi-year planning through CfP (previous CfP €3m) to provide transition support in two principal.</p> <p>Overall assessment +2</p>
	SOM	<p>An Official Letter "Strengthening Food Security through decentralised cooperation" for an amount of € 11,5 million was allocated to Somalia through a Commission Decision of 18 December 1996. Its main objective was "to improve food security on household and community level through the monetisation of 12 500 MT of food aid commodities". The purpose of the programme was to "improve the access of vulnerable groups to food and to minimise the need for free food distribution". 16 NGO project have been contracted to</p>

	<p>implement the intervention and an evaluation of the programme was carried out in November 2002. According to the evaluation mission, the programme has allowed poor and medium-poor households to maintain their livelihood despite external shocks: they were able to increase their production and diversify their income and therefore evolve towards food self-sufficiency. The programme has played a key role in linking emergency and development, allowing rehabilitation of farming infrastructure and promoting civil society capacity building. Capacity building and support to community action planning has allowed local organisations to take on ownership and responsibility for micro-initiatives. Overall, the programme contributed to prevent major food security emergency over the last years in Somalia despite the very difficult political, socio-economical and climatic situation. On the negative side, the report states that the programme has had little impact beyond the targeted groups. Gender issues and market linkages were also not sufficiently addressed.</p> <p>(+3)</p> <p>The 2000 Food Security Call for Proposals resulted in the contracting of four NGO projects along the Shabelle River for an amount of € 3,9 million. The intervention aims to improve food security through irrigation infrastructure rehabilitation, improvement of community irrigation management, crop diversification and marketing. The NGOs apply a community participatory approach, using PRA tools and community action plans. An evaluation of the programme was carried out in November 2003. According to the evaluation mission, the community-driven approach has increased the impact and chance of sustainability of the programme. Food security has been improved through maize productivity increase thanks to training and rehabilitation of canals, as well as diversification to cash crops.</p> <p>(+3)</p> <p>The EC allocated 7 200 MT of cereals and 500 MT of oil to the World Food Programme in 2001 in cash to allow triangular purchase (equivalent to 5,5 million \$). Due to insecurity and WFP own strategy in Somalia, most the food was not used for emergency interventions as requested by the Delegation.</p> <p>(+2)</p> <p>Three contracts have been signed in December 2003 out of a € 2 million Commission Decision C/2001/4708 of 28.12.2001 allowing quick interventions in case of acute and micro-level food shortage. Its purpose is to prevent people from suffering from acute and localised food insecurity. The 3 projects are proposing to respond to cases of acute and micro-level food access problems in the Sool Plateau declared a case of humanitarian crisis in October 2003 and in Southern Somalia. The interventions address the problem of purchasing power for the most vulnerable households through cash-for-work activities aiming at rehabilitating community-owned infrastructures.</p> <p>(+3)</p> <p>The Food Security Assessment Unit (FSAU) implemented by the Food and Agriculture Organisation. Phase IV started 14<sup>th</sup> of October 2003. The FSAU is ensuring continued availability of, and access to, pertinent and detailed information and analysis of Somali livelihoods thereby enabling early response to food insecurity crises and the definition of longer-term interventions. The project purpose is that a broad range of information users have access to up-to-date relevant information for better decision making on short and longer term livelihood interventions. According to a mid-term evaluation conducted in May 2002, FSAU has made an important contribution to improve emergency preparedness as well as medium-term intervention planning. It was also recognised that the FSAU had enabled to better estimate food aid needs and their targeting- thereby reducing the risk of irrelevant, high cost food aid, and had provided timely and detailed food security analysis of vulnerable groups. The mission concluded that the FSAU had made a significant contribution to improve the understanding of the food security and nutrition situation in Somalia. (+3)</p>
MRT	<p>Poverty alleviation for targeted populations. (+2)</p> <p>Settlement of policy on food security. (+2)</p>

Asia	AFG	<p>The Food Security Assessment Unit (FSAU) implemented by the Food and Agriculture Organisation. Phase IV started 14<sup>th</sup> of October 2003. The FSAU is ensuring continued availability of, and access to, pertinent and detailed information and analysis of Somali livelihoods thereby enabling early response to food insecurity crises and the definition of longer-term interventions. The project purpose is that a broad range of information users have access to up-to-date relevant information for better decision making on short and longer term livelihood interventions. According to a mid-term evaluation conducted in May 2002, FSAU has made an important contribution to improve emergency preparedness as well as medium-term intervention planning. It was also recognised that the FSAU had enabled to better estimate food aid needs and their targeting- thereby reducing the risk of irrelevant, high cost food aid, and had provided timely and detailed food security analysis of vulnerable groups. The mission concluded that the FSAU had made a significant contribution to improve the understanding of the food security and nutrition situation in Somalia.</p> <p>(+3)</p>
	PRK	<p>Impact to avoid a massive humanitarian crisis by providing substantial amount of food aid especially from 1997 to 1999</p> <p>Impact on the agricultural production of two targeted provinces by providing agricultural inputs (fertilizers) and equipments</p> <p>A 2002 UNICEF nutritional study shows a clear improvement, especially in the case of children.</p> <p>This is due to favourable climatic conditions and international assistance</p>
	YEM	<p>The issue of 'impact' is wrongly addressed in the question.</p> <p><u>Whatever the instrument or the budget line used</u>, we understand that the impact of a programme/project is measured by its effect on its wider environment and its contribution to the wider sectoral objectives as stated in the project's Overall Objective(s). Indicators of impact measure the consequences of the project's results. They measure the overall objectives in terms of national development and poverty reduction i.e. <i>literacy rates, unemployment rates, proportion of the population under the national poverty line, etc...</i> The impact of a project/programme is always too complex to measure and depends on numerous factors</p> <p>It is preferable to focus the attention to the "results" <u>at the level of beneficiaries</u>. The 'results indicators' can be described, for instance, by <i>rate of school enrolment, the average per capita income in the project area, the average percentage of households that are food secure at the end of the project implementation, etc.</i></p> <p>Defining impact of a project/programme or results at the beneficiary level really depends on the type of food security interventions.</p> <p>Generally speaking, the results [at the beneficiary level] of the food security projects [in Yemen] were rather satisfactory [1 to 2 mark].</p>
LA	BOL	<p>Current phase of direct aid programme includes more than 300 projects or actions. Difficult to give overall assessment of impact (no common indicators). Most important "impact" has been to show that implementation by government institutions under national procedures is possible and beneficial for implementation. Enhances national ownership.</p>
	HND	+ 2



	ECU	+2
<b>TACIS</b>	ARM	<p>The FSP in Armenia has been very successful. It could be taken as an example of "success story" for the following reasons:</p> <ul style="list-style-type: none"> <li>➤ The programme is fully on track.</li> <li>➤ The GoA has made great improvement in public finance management.</li> <li>➤ Many reforms have been implemented in the agriculture and social sector.</li> <li>➤ The land reform has been almost completed.</li> </ul> <p>The dialogue established between the FSP unit and the Government has been exemplar. + 3</p>
	AZE	<p>For example, the FSP in Azerbaijan obtained from the government to implement the land reform and to liberalize the cereal market. This reform had a strong consequence on the quality and the stabilization of the price of bread. Essential element of the consumer food basket. +3</p>
	GEO	<p>In the past years, the FSP in Georgia was not very successful due to the following reasons:</p> <ul style="list-style-type: none"> <li>➤ Lack of commitment of the government</li> <li>➤ Very poor public finance management</li> <li>➤ Discontinuity of the European TA</li> </ul> <p>Things are getting better after the "rose revolution" of November 2003 and the appointment of the new government. - 2</p>
	MDA	<p>+2 EC FSP Programme 2000 successfully implemented, with fulfillment of 20 out of 21 conditions. For one condition derogation was requested and obtained. Programme positively assessed by MTR and FTR. These are output conditions in essence. Limited ability to assess key monitors which would establish the outcomes of the programme as we have been operational for only 2 calendar years.</p>
	TJK	<p>This impact is difficult to estimate because no poverty indicators and figures on results and impact are available.</p>

<b>Type of instrument: Geographical instrument</b>		
	<b>Kind of impact and overall assessment</b>	
<b>ACP</b>	AGO	No programs directed explicitly at food security, although various interventions helped rehabilitate basic rural infrastructures.
	ERY	EDF resources were never used for food security activities so far.
	RWA	+ 2
	SOM	<p>Contributed to create an enabling environment at a localised level: (+3)</p> <ul style="list-style-type: none"> <li>- Rural livelihood and coping mechanisms strengthened through stabilisation, increase and diversification of agricultural production, increase and diversification of farmers income and enhancement of marketing.</li> <li>- Capacity strengthened (civil society, local institutions);</li> <li>- Access to improved water sources and sanitation facilities;</li> <li>- Improved hygiene;</li> <li>- Information systems (Water and Land Management);</li> <li>- Emergency preparedness and response plans;</li> <li>- Service delivery.</li> </ul>
	ZMB	<p>Promotion of Conservation Farming Techniques has been included under the 8<sup>th</sup> EDF. The EU fund provides the opportunity to gain greater leverage on the promotion of CF by linking it to input supply, sustained by a revolving fund, which also has the advantages of addressing both food security and the destructive culture of non-repayment of input credit that has gained prominence in Zambia. Overall Assessment Rate: N/A (The project has not yet started).</p>

<b>Asia</b>	AFG	ALA Same comment since ALA budget line as well as food security is used in Afghanistan since 2002 only.
<b>LA</b>	HND	+ 2
	ECU	0
<b>TACIS</b>	ARM	In 10 years of providing TA, the results have not been always as expected. Nevertheless, GoA has been very cooperative and successful in implementing structural reforms. + 2
	GEO	After 10 years of TA projects in the country the results are not always as expected. - 2
	MDA	+1 Limited assessment of outcome or impact indicators. However, rigorous monitoring of output indicators for project aid.
	TJK	Indicators will be introduced in the indicative programme 2005-2006 wherever relevant and possible.

<b>Type of instrument: ECHO budget lines</b>		
	<b>Kind of impact and overall assessment</b>	
<b>ACP</b>	ERY	Mainly aimed at emergency intervention not directly linked to food security.
	KEN	VSF-CH (470,000 E) helped pastoralist communities affected by the drought in 2000 to protect the production potential of their livestock herds in North-Eastern Kenya. The operation was contributing to maintain the value of assets as well as the nutritional contribution provided by livestock products as traditional source of food. At the same time, the negative consequences of free food distribution were avoided. COOPI (500,000 E) contributed to strengthen the VSF programme in support of veterinary activities. In addition a nutritional component was introduced. CORDAID (900,000 E) contributed, mainly through interventions in the water sector, to improve the health status of drought affected people and cattle in 2001 and 2002. At the same time, the intervention increased the preparedness of vulnerable communities to cope with future droughts. AAH-UK (380,000 E) contributed to improve sustainable water supply for both humans and livestock among pastoralist and agro-pastoralist communities in N-E Kenya in 2001 and 2002. (+2/+3)
	SOM	ECHO's priority is to address the core emergency humanitarian needs. To do so, in the Somalia context, requires having humanitarian partners in place and thus able to respond rapidly with great flexibility. In order to ensure the presence of partners in areas of regularly recurring emergency humanitarian need, ECHO will contribute to the continuing activities of these partners to address extreme vulnerability that quickly becomes an emergency need and/or where chronic needs and vulnerability have reached levels where these qualify as humanitarian needs. Over 500,000 people benefited from vaccination and treatment of heads of livestock, and 8,000 people in riverine communities doubled their harvests. Moreover, some 500,000 beneficiaries benefited from health care and vaccinations; over 6,000 benefited from therapeutic and supplementary feeding; and over 1,300 cholera cases were treated. In water and sanitation: over 70,000 beneficiaries were provided with water source and latrine (evaluation underway). (+3)
	ZMB	The main focus of Zambia ECHO-funded interventions in 2003 has been the care and maintenance of refugees from Angola and Congo DRC, repatriation of Angolan refugees, short-term HIV/AIDS prevention and relief activities to mitigate the impact of HIV/AIDS on people's ability to pursue viable livelihood options. Ongoing operations in Zambia are funded under three regional decisions. Overall assessment varies considerably according to projects and programmes considered, but the impact of these interventions seems to be satisfactory. Overall Assessment Rate: + 2
	PRK	One substantial Food aid allocation in December 2002

<b>LA</b>	HND	+ 1
	ECU	+1
<b>TACIS</b>	ARM	The impact in the relief actions is good in emergency situations but limited in time and coverage. +1
	GEO	The impact in the relief actions is good but limited in time and coverage +1
	TJK	ECHO uses the Standards in Disaster Response indicators, which measure the minimum situation in case of disaster and humanitarian crisis ( <a href="http://www.sphereproject.org">www.sphereproject.org</a> ). But the in Tajikistan the situation is much better than those very minimal levels.

<i>Type of instrument: Rehabilitation budget lines</i>		
		<b>Kind of impact and overall assessment</b>
<b>ACP</b>	ERY	Few scattered projects implemented by international NGOs at local level.
	LBR	No assessments of LBR 7001 and LBR 7001/01 available. A Mid-Term Review of the ongoing LBR/7001/04 was undertaken in December 2003, with satisfactory results in terms of impact in improving overall access to water, sanitation, electricity and health.
	RWA	0
	SLE	Contributed to create an enabling environment at a localised level: (+1) - Rural livelihood and coping mechanisms strengthened through stabilisation, increase and diversification of agricultural production, increase and diversification of farmers income and enhancement of marketing. - Capacity strengthened (civil society, local institutions); - Access to improved water sources and sanitation facilities; - Improved hygiene; - Service delivery.
<b>TACIS</b>	GEO	In certain circumstances rehabilitation following internal conflicts of basic infrastructures can be positive (like in Abkazia and South Ossetia regions) +1
	TJK	Rehabilitation budget lines use the Standards in Disaster Response indicators, which measure the minimum situation in case of disaster and humanitarian crisis ( <a href="http://www.sphereproject.org">www.sphereproject.org</a> ). But the in Tajikistan the situation is much better than those very minimal levels.

<i>Type of instrument: NGO Co-financing budget line</i>		
		<b>Kind of impact and overall assessment</b>
<b>ACP</b>	ERY	Few scattered projects implemented by international NGOs at local level.
	LBR	Projects implemented achieved satisfactory results in terms of providing farmers with seeds and tools and good crops.
	ZMB	Co-financing with NGOs forms part of the general framework of the European Union (EU) commitment in favour of social and economic development operations to the benefit the poorest sections of the population in developing countries, particularly vulnerable groups. In Zambia, operations were intended to make a direct and lasting contribution to improving the living conditions and development prospects of the disadvantaged and marginalised beneficiary peoples in developing countries. A number of co-financed NGO projects have been implemented in the field of health and education, water and sanitation, and rural development. There is a lack of general coordination of priorities of NGO Co-financing, which limits its relevance and impact. Overall Assessment Rate: + 1
<b>ASIA</b>	PRK	Mainly active in agricultural rehabilitation so impact at the level of agricultural production.
<b>LA</b>	BOL	Some interesting examples of good practice in NGO implementation, eg in rural development.

	ECU	+1
TACIS	ARM	Impact of NGOs projects at national level is very limited +1
	GEO	Impact of NGOs projects at national level is very limited. There are not many European NGOs operating in Georgia. 0
	TJK	This impact is difficult to estimate because no poverty indicators measures are available

Type of instrument: Other budget lines		
		Kind of impact and overall assessment
ACP	ZMB	<p>Euronaid supported several NGOs in the provision of food aid to people affected by HIV/AIDS, households caring for the chronically ill, elderly, orphans, high risk and other vulnerable groups. An evaluation was conducted by the Regional Food Security Coordinator in September 2003, at the request of the Delegation. The objective of the evaluation was to assess if the programmes related to agriculture and recovery supported through Euronaid in 2002/03, in Zambia had been effective. The evaluation attached great importance to the promotion of conservation farming techniques and crop diversification as a way of ensuring sustainability, and made special recommendations for the introduction of draft power tools, inter-cropping and soil protection for future project interventions aimed at enhancing household food security.</p> <p>The majority of projects approved focused on relief food distribution to HIV/AIDS affected households and/or vulnerable people in the affected districts, home based care and medical nutritional programmes.</p> <p>Despite difficulties in as far as procurement, it is apparent that all Programmes have a considerable impact on the rather miserable life of the many affected by HIV/AIDS in Lusaka and the Copperbelt (which is the province with the highest HIV infection rate in Zambia). This view is shared by other donors, including the Netherlands Embassy.</p> <p>Overall Assessment Rate: + 2</p> <p>Other thematic budget lines such as B7-6312 Aid for Population and Reproductive Health Care; B7-6315N Aid for Poverty-related Diseases other than HIV/AIDS, Malaria &amp; TB; and B7-6311N Aid for Poverty-related Diseases (HIV/AIDS, Malaria &amp; TB); and B7-620 Environment in Developing Countries have considerable potential to support actions in fields with food security-related concerns.</p>
TACIS	TJK	<p>[- Fight against anti personnel landmines - EIDHR - Migration - ECFIN]</p> <p>This impact is difficult to estimate because no poverty indicators measures are available</p>

Comments		
LA	ECU	L'impact principal de la stratégie sécurité alimentaire CE en Equateur est le renforcement effectif de la politique gouvernementale de lutte contre la pauvreté et l'augmentation du budget national pour cette politique. C'est évidemment un impact capital qui ne pourrait être atteint par une coopération classique de « type projet ».

**15. What is your view on the likely effects the recent reforms (deconcentration, Financial Regulation) the increased emphasis on LRRD may have on the future use of the Regulation 1292/96?**

Please describe briefly		
ACP	AGO	Deconcentration will help reduce administrative delays and through the provision of specific staff in-country improve policy dialogue with national authorities. The LRRD approach is integral part of the Angola CSP and requires the use of the whole set of instruments, in particular ECHO, Regulation 1292/96 and EDF.
	CPV	Une déconcentration effective des procédures est bénéfique si elle peut faire gagner du temps.
	ERY	Financial regulations introduce additional administrative burden difficult to cope with in the first years of experience with deconcentration. The latter is in principle a good step forward, but we've no direct experience to judge so far in Eritrea. Emphasis on LRRD not really new in Eritrea: current CSP is based on this approach.

	KEN	Against the background of recent reforms, the importance of Regulation 1292/96 will increase since it is particularly suitable to link relief/rehabilitation with development. With the deconcentration of the FSBL, Regulation 1292/96 provides a most suitable instrument for flexible answers to complex crisis situations.
	LBR	General problem of slow processing of contracts and payments by Delegation in Abidjan.
	HTI	La déconcentration permettra une plus grande cohérence des actions ONG (appels à propositions) car les projets évalués en Délégation le seront sur base d'une meilleure connaissance terrain. La réalisation des actions devrait être facilitée par des délais de paiement raccourcis. Le nouveau règlement financier, contraignant au niveau des durées de projet, ne facilite pas les actions qui visent le long terme. L'impact négatif de cet aspect se manifesterait sans tarder. Si le règlement 1292/96 ne disparaît pas complètement au profit d'une redistribution des tâches entre les outils ECHO, REHAB et FED, il sera probablement redessiné de manière à ne retenir que le LRRD. L'aide alimentaire serait alors probablement sous la responsabilité exclusive d'ECHO.
	NER	La déconcentration devrait permettre d'améliorer le dialogue avec la partie nationale. Une focalisation accrue sur le LRRD pourrait permettre de renforcer la valeur ajoutée spécifique des actions soutenues par la LBSA par rapport aux activités du FED
	RWA	Possible conflict between the EDF which is very complex in its programming and a FS strategy and related BL faster and easier to be used to achieve more or less same objectives.
	SLE	Can provide a complementary approach and added value if coordination collaboration ensured. Needs to be incorporated into the CSP of countries as a key element of conflict prevention/transition funding therefore requires perhaps longer term programming and greater communication this can happen given deconcentration.
	SOM	Against the background of recent reforms, the importance of Regulation 1292/96 will increase since it is particularly suitable to link relief/rehabilitation with development. With the deconcentration of the FSBL, Regulation 1292/96 provides a most suitable instrument for flexible answers to complex crisis situations like in Somalia.
	MRT	We need to "digest" all existing documentation and new rules and experience the deconcentration of FA budget line before giving an opinion on the subject.
	ZMB	Within the broader aim of poverty reduction, humanitarian programmes spearheaded by ECHO in refugee-affected areas (Western and North Western Provinces) could provide a basis on which poverty reduction programmes could build. Another opportunity for effective programming and implementation of LRRD could be seen in the integration of LRRD as a thematic priority into the NGO Co-financing budget line, in the relevant Thematic budget lines, and/or in programmes of assistance in-kind to NGOs channelled through Euron-Aid.  The possibility to use some funding from the B-Envelope in the same way as funding for Thematic Budget Lines (e.g. Food Security) to launch a Call for Proposals could be discussed following a Financing Decision from ECHO. A follow-up Mission from ECHO Headquarters and Services in Nairobi is scheduled for April 2004.
Asia	AFG	The deconcentration should fast track project implementation when EC Delegation staff gets familiar with this new set up and responsibilities. The new financial regulations does not seem too bring any real improvement for FS related activities. In contrary, it reduces the time available for contracting and disbursing whereas procurement rules, which constitutes the major constraint for implementation has not improved. As well the deconcentration allows the Delegation to better coordinate the instruments and therefore to have a more comprehensive response to the Food Security needs. Emphasis on LRRD is welcome but should not exclusively look at reforming the Food Security budget line. It should look at other budget lines such as ALA since much of the EC support is channelled through these lines.
	PRK	Not relevant yet for DPRK



	YEM	<p>As Yemen is a 'Regionalized Delegation', operational and financial project management still depend on an external entity - the Delegation in Jordan. The Delegation in Jordan is currently 'providing' officials and five individuals experts (operations and finance) to work part time for Yemen and to carry out regular monitoring and follow up missions. Finally, during his latest mission in Yemen [February 2004], M. Mariani, Head of Section 3, along with the local staff of the Yemen Delegation identified bottlenecks, constraints and coordination problems between both Delegations. A series of operational working arrangements has been set up and clear workflows are now established. Undoubtedly these measures will sensibly improve the overall performance of the Commission assistance to Yemen.</p> <p>LRRD: this issue has not been raised so far and may be irrelevant for Yemen as there are no relief operations or projects as such in the country.</p>
LA	BOL	<p>Careful! Not all modalities are deconcentrated! Operations involving currency/budget support are non-deconcentrated; the role of the Delegation is basically unchanged and responsibility rests with Brussels. The new financial regulation has basically no impact on such operations.</p> <p>Traditional projects are affected by both the deconcentration process and the new financial regulation. Many projects will have problems in complying with the N + 3 rule. On the other hand, deconcentration will improve day-to-day monitoring and support by giving the Delegations authority over most decisions.</p>
	HND	Management of the programmes by the Delegation at country level will have positive effects
	ECU	<p>depuis 1995, j'ai travaillé exclusivement pour la ligne budgétaire sécurité alimentaire de la CE en Amérique Latine : d'abord pour l'identification du programme PASA en Bolivie (1995-96) puis la mise en route et la gestion du programme PASA-PEROU (1996-2000) et depuis 2001 à la mise en œuvre du programme sécurité alimentaire Equateur. Auparavant j'ai travaillé durant de nombreuses années dans le cadre des projets ALA de développement rural en Amérique Latine.</p> <p>Depuis 1995 j'ai eu fréquemment l'occasion de visiter les régions sur lesquelles se sont réalisées les projets ALA de développement rural , en Bolivie, au Pérou et en Equateur, dans les années 80-90. Le constat à posteriori est dramatique : au bout de 2-3 ans, il ne reste pratiquement rien de l'impact de ces projets. Pour 2 raisons essentielles à mon avis :</p> <ol style="list-style-type: none"> <li>1. parce qu'ils ont été mis en œuvre dans un contexte isolé des institutions et des politiques nationales ;</li> <li>2. parce qu'ils n'ont pas donné priorité au renforcement d'organisations locales intéressées à s'approprier les apports de ces projets.</li> </ol> <p>L'acquis essentiel des programmes sécurité alimentaire en Bolivie, au Pérou et en Equateur est d'avoir démontré qu'une coopération de renforcement des politiques et des programmes nationaux de lutte contre la pauvreté est possible et efficace à moyen terme.</p> <p>Un enjeu essentiel, à mon avis, des évolutions actuelles (déconcentration, importance accrue des LRRD) est de tirer les enseignements positifs et négatifs de ces 10 années d'expérience exceptionnelle de la ligne sécurité alimentaire en Amérique Latine pour en faire bénéficier la coopération de la CE en général.</p>
TACIS	ARM	<p>The FS budget line can prove to be complementary to other instruments (TACIS, ECHO, Etc) if well coordinated.</p> <p>The Deconcentration of the FS BA should contribute to the improvement of:</p> <ul style="list-style-type: none"> <li>➤ Internal coordination between the various EC instruments (TACIS, ECHO, etc)</li> <li>➤ Dialogue with the government</li> <li>➤ Donor coordination</li> <li>➤ Management of the TA units</li> <li>➤ Better monitoring of the country situation</li> <li>➤ Overall implementation of the programmes</li> </ul>
	AZE	<i>No experience yet. Expect that the deconcentrated management of the programmes and projects improve the efficiency of the administrative decisions and procedures.</i>

	GEO	<p>The FS budget line can prove to be complementary to other instruments (TACIS, ECHO, Etc) if well coordinated.</p> <p>The Deconcentration of the FS BA should contribute to the improvement of:</p> <ul style="list-style-type: none"> <li>➤ Internal coordination between the various EC instruments (TACIS, ECHO, etc)</li> <li>➤ Dialogue with the government</li> <li>➤ Donor coordination</li> <li>➤ Management of the TA units</li> <li>➤ Better monitoring of the country situation</li> <li>➤ Overall implementation of the programmes</li> </ul>
	MDA	<p>Deconcentration for Moldova is scheduled for late 2004. The stated aim is to provide more immediate management of the commission resource.</p> <p>The LRRD principle has limited impact on Moldova.</p>
	TJK	<p>On one hand, no full effect of deconcentration is expected because the budgetary aid will not be deconcentrated. The decision on disbursement stays in Brussels. On the other hand, for the FSP NGOs an improvement is expected thanks to the transfer of the responsibility to the Delegation.</p> <p>The new Financial Regulation (Art. 53 and 162) privileges funding of international organizations to the detriment of NGOs. Nevertheless they should accelerate the implementation time (N+1, N+3) and harmonize the procedures between the different financing instruments. The changes about the double signature accounts and the disappearing of the official letter and MoU should not have major impacts.</p> <p>FSP provided since 1996, with an interruption because of the war, budgetary aid which is a development activity. Furthermore, FSP NGOs worked during this period with development activities. At this respect, FSP anticipated the LRRD in Tajikistan. The only restriction is that FSP can not support health activities, which should also find support after the Relief actions.</p>

**16. (i) What have been, if any, the obstacles to increased EC activity in the area of Food Aid and Food Security?**

<i>Please describe briefly</i>		
<b>ACP</b>	AGO	The civil war required to focus on food aid instead of food security. Now, in the present post-conflict situation institutions are weak and sector policies inexistent. Food aid has now decreased and food security interventions are increasing gradually.
	CPV	Pas d'obstacles
	ERY	Difficult dialogue with government due to a period of political "impasse".
	KEN	Structural food insecurity is not sufficiently recognised as a serious problem in Kenya. The general answer to food insecurity situations is the provision of food aid (through the GoK or WFP) to contain a current crisis. The crisis is considered to be under control as soon as enough food aid is distributed to "hungry" households.
	LBR	Limited monitoring possibilities of partner organizations (WFP and NGOs) because of understaffing of EC Office in Liberia. There is a food security expert within the Delegation in Niamey, Niger, who is responsible also for follow-up on FA/FS matters for Liberia, but the Office of the EC in Liberia only very seldom hears from the person.
	HTI	<p>Contexte politique défavorable, manque de volonté politique : pas de légalisation de la CNSA, conditionnalités de l'appui budgétaire non respectées (16,4 M€ d'appui budgétaire annulé, notamment au profit de l'institut de réforme agraire, et des douanes)</p> <p>Faible capacité administrative et technique locale, faible capacité d'absorption, manque de transparence (Ministère de l'Agriculture notamment)</p> <p>Gel de la majeure partie de la coopération internationale depuis 2000, entraînant une paralysie de la majeure partie des administrations publiques</p>
	NER	none
	SLE	For Sierra Leone conflict, corruption, displacement of farmers

	SOM	Administrative delays. Lack of flexibility in contracting grants through Calls for Proposals. This procedure is not adapted to the Somalia situation, where security is volatile. Annual programming and annual financial allocation did not allow multi-annual strategic planning and longer term interventions.
	MRT	The lack of political will and therefore the lack of interest of member states and other partners.
	ZMB	Despite the Draft Agricultural Policy likely to be approved in Parliament in June 2004, and a concept note on priority interventions prepared by the Ministry of Agriculture and Cooperatives (MACO), there has been a lack of real prioritisation of sector-based policy and little evidence of a detailed, budgeted action plan. Requisite institutional capacity and serious efforts are needed to operationalize such a policy. So far, in the absence of strategic orientation, global planning and real donor coordination, agricultural projects and donor interventions in the sector are diffused and not sufficiently efficient to tackle the poverty in the country. There has been very little evidence of requisite capacity needed to operationalize the major changes in resource allocations towards poverty reduction, let alone evidence that serious effort is underway to build this capacity, a phenomenon that reveals a wide gap between policy pronouncements and actual realities.
Asia	AFG	NONE
	PRK	Political environment, access to beneficiaries and to data
	YEM	As stated during the latest Joint Cooperation Committee [October 2003], while recognizing the importance of this budget line in the overall framework of cooperation, the Commission is very concerned about the poor absorption capacity and the weak project management capacity of the Yemeni counterpart [project cycle: from identification to monitoring & evaluation]. These negative factors have been detrimental to the level of support in the 2004 programme (cut by half compared to the previous programmes]
LA	BOL	Competition for funds. Many programmes and projects do not have a sufficiently high profile and not sufficiently focused, seen in relation to the geographical instrument.
	ECU	L'obstacle principal, en Amérique Latine, a été le manque de stratégie globale de coopération de la CE dans chacun des pays d'une part et la concurrence absurde et le manque total de coordination entre instruments de coopération de la CE d'autre part.
TACIS	ARM	<ul style="list-style-type: none"> <li>Discontinuity in the presence of the TA.</li> <li>Delays in payments</li> <li>Heavy bureaucratic procedures (annual signature of MoU, review missions, etc.)</li> </ul>
	AZE	<i>No particular obstacle. A EC Delegation in Azerbaijan would have been better to reinforce the strategy of the Food Security Programme at a political level.</i>
	GEO	From the GoG side: 1. Corruption of the previous government. 2. Lack of unanimity among government. 3. Reluctance to conduct reforms. 4. Failure to fulfill budgetary obligations, From the EC side: 1. Discontinuity in the presence of the TA. 2. Delays in payments and heavy bureaucratic procedures
	MDA	Data on which to assess, plan and monitor interventions. The use of foreign exchange facilities and consequential budget support is very positive but disbursement is problematic in a situation where there is limited fiduciary management in the public expenditure system or there is no agreed and satisfactory macro economic programme agreed with the Fund.
	TJK	National security issues (last civil war interrupted FSP budgetary aid). Lack of staff and intra muros expert in the Almaty Delegation and of FSP TAs in Tajikistan. Absence of common planning and programming framework for all EC aid instruments. The programming of FSP not made together with the other poverty alleviation instruments.



(ii) What measures, in your opinion, could programmes in this area in the future?

Please describe briefly		
ACP	AGO	Deconcentration can improve policy dialogue at national level and therefore increase opportunities for a greater ownership from local authorities. Although programming exercises are annual, geographical priorities for global allocations (WFP, EuronAid, NGOs) should be done on a multi-annual basis (i.e. X amount in three years for a country) when specific national strategies exist. This will certainly increase coherence of the EC intervention in these sectors and will avoid unforeseen interruptions.
	CPV	Arrêter l'aide en nature dans les pays où elle ne se justifie pas et la substituer, en terme de montant financier, par des projets de lutte contre la pauvreté dans le budget de l'état.
	ERY	Forthcoming release of National Food Security Strategy. Improved relation with Government. Improved information flow.
	KEN	Food Security should be better integrated within the CSP. It should have its place in sector policy and strategic frameworks. The food security budget line should be used with more flexibility. At present it is principally used for interventions in "priority" countries. Kenya deserves more attention and assistance in solving the structural problems of food insecurity. The GoK should work on a more consistent food security policy with a broader understanding of food security issues. Emphasis should not only be on availability, but also on access and utilisation of food, in a national as well as in regional context. Multi-annual food security interventions could tackle the problem of structural food insecurity.
	LBR	Strengthening of EC Office in Liberia through engagement of additional A-grade official. An Individual Expert (IE) responsible for Food Security should have been based in Sierra Leone, with an oversight role for food security issues in Liberia, starting on 01/01/04. The EC Office in Liberia has not yet heard of or from this person. Hence the IE should become active and take responsibility for Liberia as soon as possible. Alternatively, an ALAT or IE could be placed within the Office of the EC in Monrovia dealing exclusively with FA/FS matters, attend inter-agency Food Security meetings and monitor EC funding spent through WFP and NGOs.
	HTI	Stabilisation politique Reprise de la coopération Renforcement de la gouvernance (observatoires de la pauvreté, ciblage populations vulnérables, définition d'une stratégie nationale) Développement des capacités
	NER	Amélioration et harmonisation des systèmes nationaux d'information en matière de sécurité alimentaire et d'analyse de la vulnérabilité Engagement et volonté politique démontrés Recentrer la LB-SA sur la prévention et la gestion des crises alimentaires Le développement rural doit être une priorité dans les pays où intervient la LB-SA car les programmes SA doivent être couplés avec des programmes plus larges de réduction de la pauvreté
	RWA	To have different objectives between the FS and development but all part of a same coherent framework where they complement each other.
	SLE	A holistic approach in programming with an appreciation of potentially positive synergies of interventions. Enhanced participation of beneficiaries in project design and implementation
	SOM	Deconcentration. Allow flexibility in NGO contracting (possibility of direct agreement in some cases) Multi-annual programming and multi-annual financial allocation
	MRT	We are trying to implement integrated projects in targeted areas with a strong implication of the civil society, starting from the identification phase.

	ZMB	Future EC involvement in the sector, in particular in institutional strengthening and capacity building will provide an opportunity to foster Government ownership and initiative and contribute to improving planning and management skills, expertise development in human resources, and institutional capacity development. The enhanced ownership and synergetic partnership will in turn be a catalyst towards priority setting.
Asia	AFG	More flexibility in implementation approaches and procurement rules. Reinforcing HQ backstopping capacity and networking as well as Delegation capacity to manage deconcentrated files
	PRK	The resolution of the nuclear crisis and more openness of the country is a prerequisite for mid term cooperation planning.
	YEM	To tackle these problems, the establishment in 2002 of a technical assistance team located in the line ministries (MoPIC and MoAI) proves to be instrumental in improving this situation. No doubt, progress has been made (the latest figures show that disbursements are picking up but are not yet at a satisfactory level), and no doubt as well that a lot still needs to be done to achieve the objectives. <u>In March 2004</u> , the Commission fielded a mid-term review mission to assess and review the operational approach of project interventions, project performance, staff performance, the Project Planning Matrix and Work Plan. The Mission was also asked to prepare a set of recommendations with a view of improving the overall programme implementation. Proper follow up of these recommendations by the technical assistance team and its counterparts will determine the level and the nature of future interventions.
LA	BOL	Revise the EC policy framework for food security by widening the scope to eg international trade and national food systems. This would give the budget line a much better focus. The current link to PRSPs seems not to give results, since strategies are not sufficiently oriented towards the food security problematic.
	HND	To include FS in the Country Strategic Papers
	ECU	La déconcentration de la gestion de sa coopération constitue une opportunité nouvelle pour que la CE puisse se doter de stratégies de coopération adaptées aux réalités de chaque pays. Cette déconcentration devrait permettre de réduire la concurrence entre les différents instruments et de mieux mettre à profit par les Délégations les spécificités de chacun des instruments. Dans cette optique, les champs d'application de la ligne sécurité alimentaire devraient être précisés et valorisés en fonction des expériences acquises. Le champ d'application principal de cette ligne en Amérique Latine est la lutte contre l'extrême pauvreté. La CE devrait donc comprendre tout le bénéfice qu'elle pourrait tirer de l'expérience de cette ligne dans ce domaine.
TACIS	ARM	The continuous commitment of the new Government in carrying out the reforms. The deconcentration of tasks to the Delegation will improve the dialogue with the GoA and the other donors as well as the overall monitoring and management of the programme.
	AZE	A better co-ordination between the above mentioned instruments of the EC
	GEO	➤ Commitment of the new Government in carrying out the reforms. ➤ The deconcentration of tasks to the Delegation will improve the dialogue with the GoG and the other donors as well as the overall monitoring and management of the programme.
	MDA	1.Orientation toward output and outcome indicators and conditionalities and funds allocation, rather than on process and input based. 2 Improve monitoring system, especially at the last leg of funds delivery (i.e. delivering unit to client)
	TJK	Coordination of the different assistance instruments (TACIS, ECHO and FSP) in the same DG. The same for the EC local representations. Deconcentration of assistance to the maximum extent possible to Delegations. Common framework of intervention for an easier coordination from country point of view. Better coordination of the instruments since the programming.

Additional comments		
ACP	SLE	Questions replied based on specific in-country of Sierra Leone but should also bear in mind relatively high turn over and lack of staff in Delegation.
	ZMB	Any food security intervention in Zambia and Southern Africa should be mindful of the complex interaction between food insecurity and HIV/AIDS. There is evidence on production effects of HIV/AIDS on farming systems including decreases in area planted, declines in crop yields, and changes in cropping patterns. HIV/AIDS prevalence has severely undermined community resilience and loss of productive labour and incomes has disproportionately affected women and children.
LA	ECU	La ligne sécurité alimentaire a accumulé en Amérique du Sud 10 ans d'expérience d'appui aux politiques sectorielles et de décentralisation de la gestion budgétaire en matière de lutte contre l'extrême pauvreté. Ce sont là 2 axes fondamentaux de l'évolution de la coopération internationale pour les prochaines années. Il est à espérer que la Commission Européenne saura tirer les vrais enseignements de cette expérience pour renforcer sa coopération en Amérique Latine.
TACIS	ARM	The main positive element of FSP is that is the only instrument in Armenia that combines budgetary support with specific TAs. It has been in the last years very successful. In the Country there is a general good appreciation of the programme both from the government side as well as from the donors community. The Ministry of Finance, in a recent meeting with a EC Official said: "the FSP is exactly what we need".
	AZE	<i>My conclusion after 8 years spent in CIS working through the different above mentioned EC programmes is that the FSP's approach (budget aid) has 2 fundamental advantages :</i> <i>1. A structural adjustment approach (long run reform) is generally well understood by the government</i> <i>2. A significant grant spent through the State budget is a good leverage to incite the government to implement those reforms</i>
	GEO	The main positive element of FSP is that is the only instrument in Georgia that combines budgetary support with specific TAs.
	TJK	FSP implementation in Tajikistan can be considered as successful in spite of the absence of permanent FSP TA based in the country. The impact has been positive on the external balance, on the State budget and on the policy reform and institutional restructuring. The impact on poverty alleviation will be measured only when indicators will be available. The NGOs projects complemented partially the provision of statistical data on food security.

### Annex 13: Persons met

Arrion	ECHO, Head of Unit
Bains M.	AIDCO F5, Asia/ Middle east/ NEI/Balkans
Baulain P.-Y.	AIDCO F5, West and Central Africa
Billing P	ECHO, LLRD member of inter-service group
Corda P	ALA, Coordinateur géographique
Corrado S.	AIDCO F5
Dawn Adie-Baird	ECHO, Desk Officer
De Angelis	Direction F Director
De Jonckeere N.	AIDCO F5, Task Manager ALA
Delphin H	ECHO Deputy Head of Unit
Esmieu J.C.	AIDCO F5, Coordinateur - LRRD - PAM - Euronaid
Forgarty E.	RELEX H1, Member of SG
Franco	Europeaid Deputy Director
Garcia Tharn A.	DG Dev B/4, Member of SG
Gauche M.	AIDCO F5, Desk Officer Euronaid, F5
Gonzalez-Gonzalez	AIDCO E/1, Member of SG
Guillou X.	AIDCO F5, Zimbabwe
Hebberecht C.	AIDCO F5, Head of Unit
Johnson K	EC/F5, NGO call
Joseph A.	AIDCO F5, Database, FS
Koulen	ECHO 0/1, SG Member, Zimbabwe Desk Officer,
Latorre A	BUDG F5, Member of SG
Litvine M.	RELEX, Centroamérica
Marin E.	AIDCO F5, Monitoring / Evaluations / Audits, Member of SG
Mendonca L	AIDCO F5, Task Manager Euronaid
Mizelli W	AIDCO F5, Amérique Latine et Caraïbes NGO Call
Moutaftchieff S.	AIDCO F5, Central America
Munaiz J.	AIDCO F5, FAO / CGIAR
Peter Versteeg	RELEX, Desk Officer Centroamérica
Pollitzer A.	ECHO, Desk Officer
Ramón E.	ECHO, Desk Officer
Rodriguez E.	AIDCO F5, Database / Statistics / Web / CRIS
Roy R	RELEX G/1, SG Member
Sautter J	RELEX E/1, Member of SG
Scavee J.	AIDCO F5, Deconcentration / Info / Communication
Svedang F	EC/E1, acting Head of Unit

Tibbels R	E1, Desk CE/Georgia
Tranquilli F.	AIDCO F5, Deconcentration et Réseau thématique + Malawi/Tanzanie/Ouganda
Van Dunem Conceição	AIDCO F5, Task Manager
Van Gool	E1, TACIS Administrateur
Viera J	ALA, Task Manager, Member of LRRD inter-service
Zanarelli G	AIDCO F5, PAM / CICR / Aide Directe / Euronaid

## **Annex 14: List of documents-sources**

### **Key documents for the Food Aid / Food Security Evaluation + Guidelines Déconcentration du programme sécurité alimentaire**

#### **1. OFFICIAL POLICY DOCUMENTS**

Commission Regulation (EC) No 2519/97 of December 16<sup>th</sup> 1997 laying down general rules for the mobilisation of products to be supplied under Council Regulation (EC) No 1292/96 as Community food aid [Official Journal L 346, 17.12.1997].

Commission Regulation (EC) No 2298/2001 of November 6<sup>th</sup> 2001 laying down detailed rules for the export of products to be supplied as food aid [Official Journal L 308, 27.11.2001].

Communication from the Commission relating to the characteristics of products to be supplied as Community food aid [Official Journal C 312, 31.10.2000].

Communication from the Commission to the European Parliament and the Council: Evaluation and future orientation of Council Regulation (EC) No. 1292/96 on food aid policy and food aid management and special operations in support of Food Security [COM (2001) 473 final/2].

Session of the committee on Agriculture: Note of the European Commission on Food Aid, December 2001.

Council Regulation (EC) 1292/96 of 27<sup>th</sup> of June 1996 on food aid policy and food aid management and special operations in support of Food Security [Official Journal L 166, 5.7.1996].

Regulation 1726/2001 (amendment of article 21 of 1292/96)

Communication on The European Community's Development Policy, COM(2000) 212 final, p.26.

Communication from the Commission to the Council and European Parliament: Linking Relief, Rehabilitation and Development – An assessment (Brussels, 23.04.2001 COM (2001) 153 final)

#### **1.1. Country Strategy Papers / Regional Regulations**

ALA Regulation (old): Council Regulation (EEC) No 443/92 of 25 February 1992 on financial and technical assistance to, and economic cooperation with, the developing countries in Asia and Latin America.

ALA Regulation (proposal): Proposal for a Regulation of the European Parliament and of the Council concerning Community cooperation with Asian and Latin American countries and amending Council Regulation (EC) No 2258/96 /\* COM/2002/0340 final - COD 2002/0139 \*/ Official Journal C 331 E, 31/12/2002 P. 0012 - 0019

Meda I Regulation: COUNCIL REGULATION (EC) No 1488/96 of 23 July 1996 on financial and technical measures to accompany (MEDA) the reform of economic and social structures in the framework of the Euro-Mediterranean partnership

Meda II Regulation: COUNCIL REGULATION (EC) No 2698/2000 of 27 November 2000 amending Regulation (EC) No 1488/96 on financial and technical measures to accompany (MEDA) the reform of economic and social structures in the framework of the Euro-Mediterranean partnership.

Cotonou Agreement (incl. Annexes)

CARDS Regulation: COUNCIL REGULATION (EC) No 2666/2000 of 5 December 2000 on assistance for Albania, Bosnia and Herzegovina, Croatia, the Federal Republic of Yugoslavia and the Former Yugoslav Republic of Macedonia, repealing Regulation (EC) No 1628/96 and amending Regulations (EEC) No 3906/89 and (EEC) No 1360/90 and Decisions 97/256/EC and 1999/311/EC

## **2. EVALUATION AND MONITORING REPORTS**

### **2.1. Overview: Evaluation & Monitoring System for Food Aid (Evaluation: when, by whom, etc.)**

Supervision des programmes de Sécurité Alimentaire (Presentation by Chantal Hebberecht, Head of Unit F-5)

### **2.2. Evaluation Reports**

#### **2.2.1. Food Aid Regulation**

Evaluation of European Union Programme Food Aid - Stage One; February 1994.

Joint Evaluation of European Union Programme Food Aid Synthesis Report October 1996 by Edward Clay, Sanjay Dhiri, Charlotte Benson

European Commission, EuropeAid Co-operation Office D (2001) 32947: Report on the European Commission's External Assistance (Staff working Document), Section on Food Aid pp. 26-32.

Evaluation of EC Food Aid, Food Security Policy, Food Aid Management and Programmes in support of Food Security, Regulation No 1292/96 of June 27<sup>th</sup> 1996 (2000)

- a. Field Mission Report Bangladesh
- b. Field Mission Report Bolivia
- c. Field Mission Report Haiti
- d. Field Mission Report Kyrgyzstan
- e. Field Mission Report Liberia
- f. Field Mission Report Mozambique
- g. Main Conclusions Food Aid Evaluation 2000 (short summary note)

European Court of Auditors, 2003/C 93/01 Special Report No 2/2003 on the implementation of the food security policy in developing countries financed by the general budget of the European Union, together with the Commission's replies.

- h. European Court of Auditors - Special Report - Mission Reports
- i. Draft Council conclusions on Special report n° 2/2003 from the Court of Auditors on the implementation of the Food Security Policy in developing countries financed by the general budget of the European Union.

#### **2.2.2. Other Instruments (ECHO, humanitarian assistance, etc.)**

EVALUATION OF THE FIRST DIPECHO ACTION PLAN FOR SOUTH ASIA 2002, FINAL REPORT, Date of Evaluation: 24rd November to 23rd December 2002

Development and humanitarian assistance of the European Union - Evaluation of the instruments and programmes managed by the European Commission - 05/1999 - ref. 951474

ECHO Evaluations (available on the internet on various countries and cooperation with WFP, UNICEF, UNHCR) 2000 - 2003)

### **2.3. Monitoring Reports**

#### **2.3.1. External Monitoring (Results based monitoring)**

Overview of projects monitored (external, results based monitoring) as of 22.10.2003 (reports in the overview can then be accessed through CRIS Consultation - for this, please contact Mr Martin Steinmeyer (martin.steinmeyer@particip.de))

RE-MONITORING REPORT ETHIOPIA – ETH – INTEGRATED FOOD SECURITY PROGRAMME  
(1998 IFSP). MR-00623.02 – 02/06/03

### **3. EC ORGANIZATIONAL UNITS**

#### **3.1. EuropeAid**

##### **3.1.1. Quarterly EuropeAid Reports to Board of Directors**

Progress Report on Creation of EuropeAid, Date 01.02.2001

Report 2001/01 - 2001/04 (January - April 2001)

Report 2001/05 - 2001/06 (May - June 2001)

Report 2001/07 - 2001/11 (July - November 2001)

Report 2002/01 - 2002/02 (January - February 2002)

Report 2002/07 - 2002/10 (July - October 2002)

Report 2002/03 - 2002/06 (March - June 2002)

Report 2002/12 - 2003/02 (December 2002 - February 2003)

Report 2003/01 - 2003/04 (January - April 2003)

##### **3.1.2. AidCo Annual Reports**

Aidco Annual Report 2000 (chapter 2 - food aid)

Aidco Annual Report 2000 (financial annex)

Aidco Annual Report 2001 (complete report)

#### **3.2. Food Aid Unit (F-5 European Programme Food Aid & Food Security)**

##### **3.2.1. Introductory Documents**

Introduction to Web Page "European Programme for Food Aid and Food Security"

##### **3.2.2. Administrative Documents**

Charte des missions et responsabilités des ordonnateurs subdélégués - Directorate F (explanation)

Note à l'attention de M de Angelis, Directeur AIDCO-F, Objet: Subdélégation de signature 2003

##### **3.2.3. Official Documents & Notes**

Note à l'attention de M. Werblow, Chef d'unité DEV/B/4 "Réallocations programmes SA 2002"

##### **3.2.4. Indicators**

Les différentes méthodes utilisées pour mesurer l'insécurité alimentaire (only French), Brussels, 2002

Les indicateurs (food aid)

Guidelines for the use of indicators in country performance assessment, 2002

Brief summary in French of USAID seminar "Standardized Monitoring and Assessment of Relief & Transition (SMART)" (Document available in French only)

Indicateurs de pauvreté et de sécurité alimentaire des pays bénéficiaires; EuropeAid,



### **3.2.5. Instrument-specific documents**

NGO calls for proposals, 2000 - 2002 (can be accessed through the EuropeAid Tender Page at <http://europa.eu.int/comm/europeaid/cgi/frame12.pl> (select "other", "forecast, open, closed", "grants", "all", "all", "submit".))

### **3.2.6. Activity Reports (bi-annual, annual, etc.)**

1998 / 99 activity report of EC Food Aid / Food Security Programme "Towards recipient country ownership of food security" (Parts 1 & 2)

2000 / 01 activity report of EC food aid and food security programme "Food security at the heart of poverty reduction" (Part 1, 2, 3)

FOOD AID AND FOOD SECURITY ACTIVITY REPORT DEC.02-FEB.03

FOOD AID AND FOOD SECURITY ACTIVITY REPORT MARCH.03-MAI.03

### **3.2.7. Budget**

Budget figures (overview) Title B7-2 Year 2000

Budget figures (overview) Title B7-2 Year 2001

Budget figures (overview) Title B7-2 Year 2002

### **3.2.8. RESAL**

Brochure "Réseau Européen de Sécurité Alimentaire - Améliorer la sécurité alimentaire grâce à des politique d'intervention cohérentes et concertées"

Rapport d'étape sur las mise en place et les activités du Resal, Mars 1999

## **3.3. DG Development**

### **3.3.1. Official Documents & Notes (e.g. Programming notes)**

Note DG Dev to Ms. C Hebberecht "Food Aid / Food Security Budget Line - Priorities for 2003 and 2004"

Document de programmation: Programme communautaire de sécurité et d'aide alimentaire 2001 (DEV /A /1D (2000))

Bilan du Programme 1999 et Programmation 2000; Programme Communautaire de Sécurité et d'Aide Alimentaire (DEV/CH/A1(00)D/

- j. Annexe 1 du Bilan du Programme 1999 et Programmation 2000; Synthèse des Actions par pays 98/99 (DEV/CH/A1(00)D/
- k. Annexe 2 du Bilan du Programme 1999 et Programmation 2000; Aperçu des activités du Resal (DEV/CH/A1(00)D/

Bilan du Programme 1998 et Programmation 1999; Programme Communautaire de Sécurité et d'Aide Alimentaire (VIII/A/1D(99))

- l. Annexe 1 du Bilan du Programme 1998; Synthèse des actions par pays
- m. Annexe 2

Bilan du Programme 1997 et Programmation 1998; Programme Communautaire de Sécurité et d'aide alimentaire (VIII/B/1D(98))

- n. Annexe 1 du bilan du programme 1998: Évolution de la situation alimentaire
- o. Annexe 2 du bilan: Synthèse des actions par pays
- p. Annexe 3: Calendrier prévisionnel des actions 1998

Document de Programmation 1997; Programme communautaire de sécurité et d'aide alimentaire

- q. Community programme (1997) Cabo Verde
- r. Community programme (1997) Ethiopia
- s. Community programme (1997) Madagascar
- t. Community programme (1997) Mozambique
- u. Community programme (1997) Malawi
- v. Community programme (1997) Haiti
- w. Community programme (1997) Yemen
- x. Community programme (1997) Bangladesh
- y. Community programme (1997) Georgie
- z. Community programme (1997) Armenia
- aa. Community programme (1997) Azerbaijan
- bb. Community programme (1997) Nicaragua
- cc. Community programme (1997) Peru
- dd. Community programme (1997) Bolivia
- ee. Community programme (1997) Honduras

Cooperation Strategy World Food Programme (WFP), 1997

Cooperation Strategy NGOs, 1997

## **4. RELATED THEMES / TOPICS**

### **4.1. Deconcentration process**

#### **REPORT OF THE WORKING GROUP ON DECONCENTRATION**

### **4.2. Household Economy Approach**

The Household Economy Approach: A resource manual for practitioners, Save the Children UK, August 2000

### **4.3. Humanitarian Aid**

#### **4.3.1. ECHO**

Echo Aid Strategy 2003

Brochure Dipeccho programme - reducing\_impact\_of\_disasters

Council Regulation (EC) No 1257/96 of 20 June 1996 concerning humanitarian aid

(Official Journal L 163, 02/07/1996 P. 0001 - 0006)

#### **4.4. Rural Development**

POLITIQUE ET APPROCHE COMMUNAUTAIRES POUR LE DEVELOPPEMENT RURAL; Lutte contre la pauvreté en milieu rural (DG Development, 2000)

#### **4.5. Trade**

##### **4.5.1. European Commission**

Guidelines for European Commission Trade Related Assistance, May 2003 Version 1.0 (AIDCO E3/JP/lcc (D) 17823; Latin America - Thematic Support, Economic and Trade Co-operation)

##### **4.5.2. DFID**

Trade & Poverty; DfID background briefing, October 2002

#### **5. INTERNATIONAL / MULTILATERAL AGREEMENTS (RELEVANT FOR EC FOOD AID)**

FOOD AID CONVENTION, 1999 (London, 13 April 1999)