

Continental Seminar on Food Security – Africa

Nairobi, 12 – 16 March 2007

**Responses' effectiveness to crises.
Food and non food interventions**

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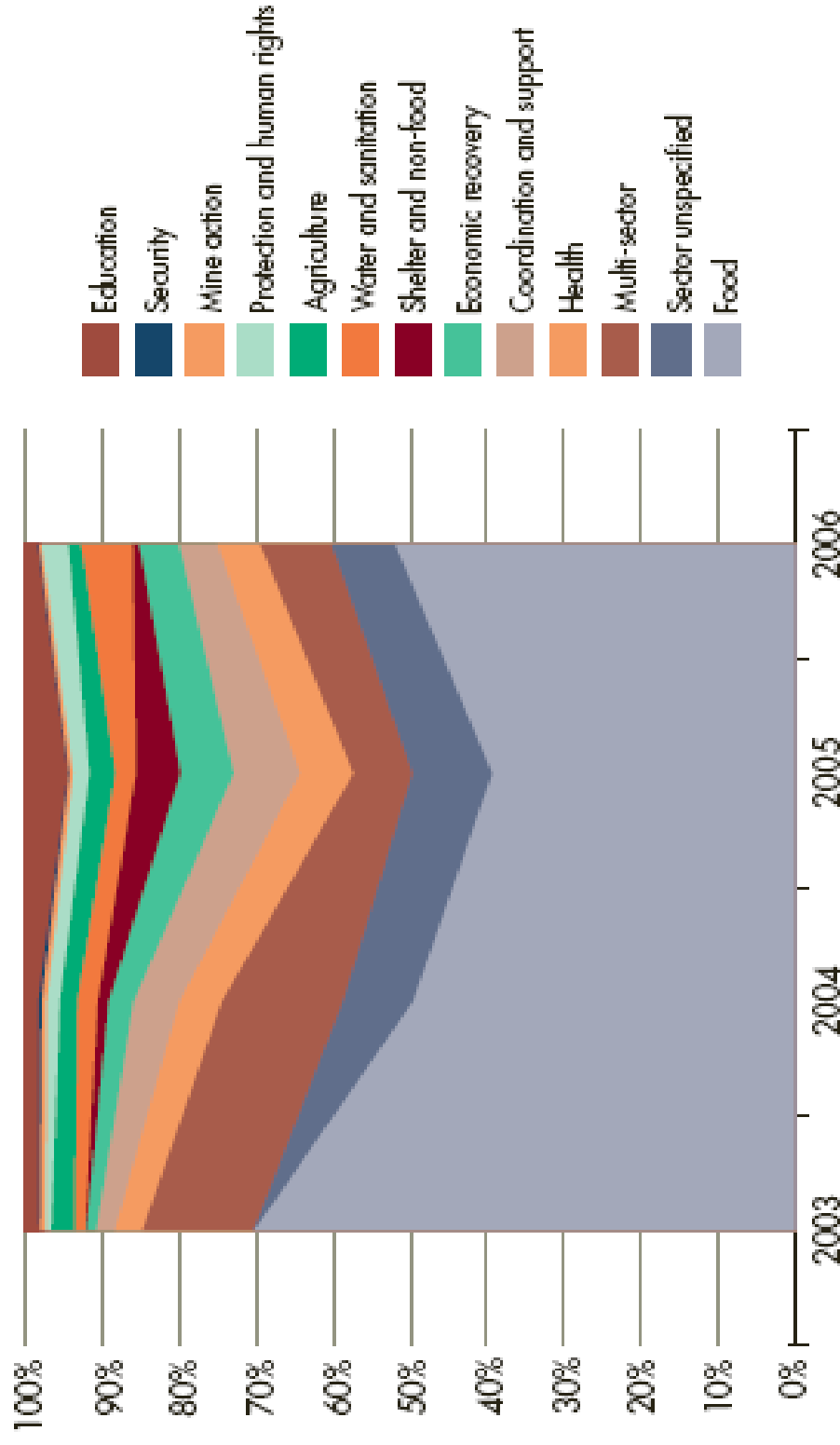
Key words as land marks

- questions & questions
- needs
- (emergency) food security assessments
- livelihoods
- responses: food
- responses: no food
- and new questions & “conclusions”

NEED FOR SOME ????

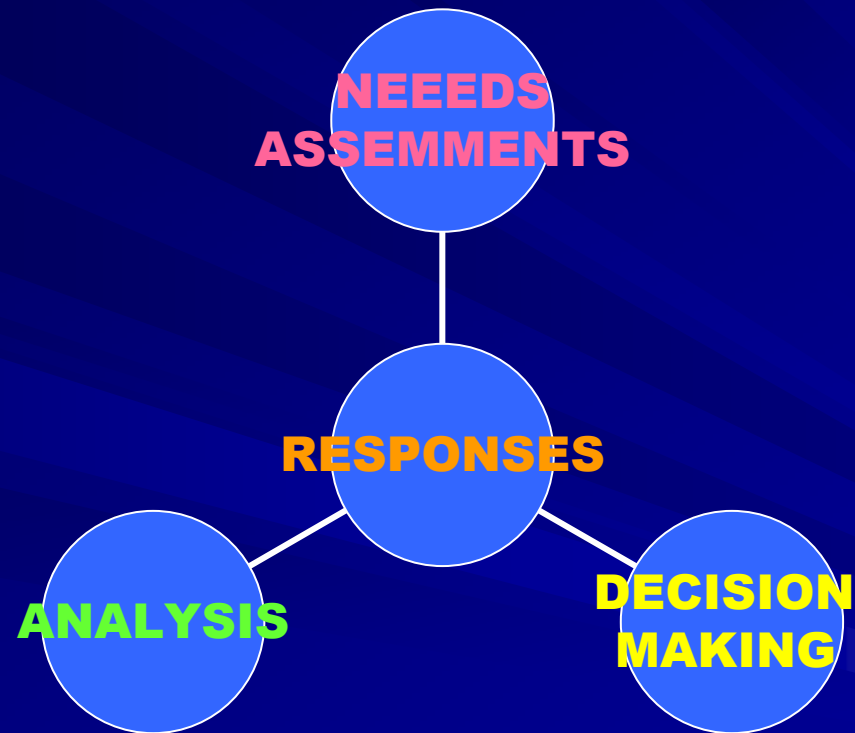
- Food vs non Food or rather Food & non food?
- Full understanding & domain of the issue. Thus why, WE often continue **miss the point**?
- Where are the bottlenecks along the **chain**? Policies, methodologies...and the individuals
- Possible effective responses, whichever they are, without adequately **assess** the needs?
- “**Decision making**”, fundamental yes...but is it a monopoly of donors and agencies?
.....vulnerable household do it daily
- **Chronic & transitory**: not the 2 sides same coin?

Humanitarian assistance by sector, 2003–2006



Source: OCHA/FTS

The relations / links



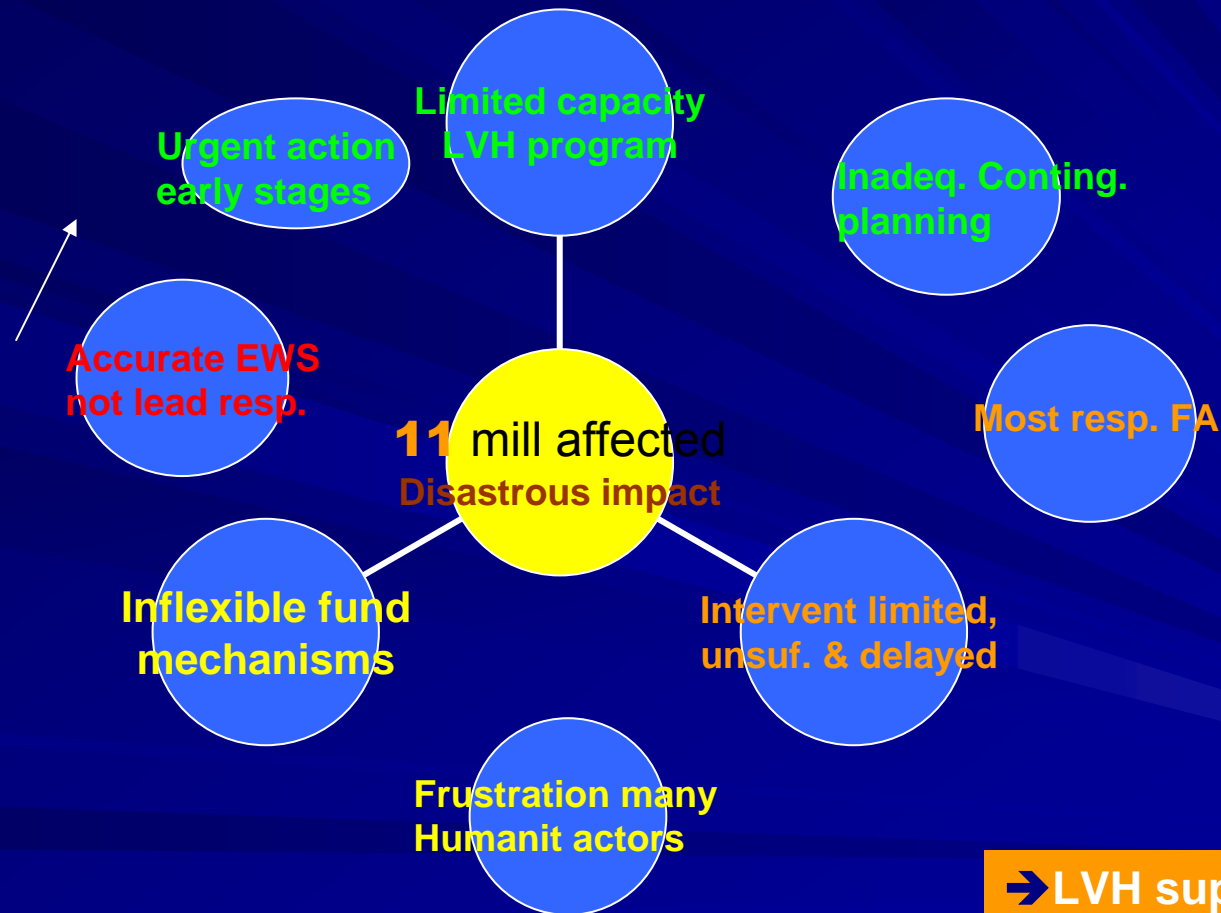
+ M&Ev

Missing the Point

Food Security Interventions in the Great Lakes Region in Africa

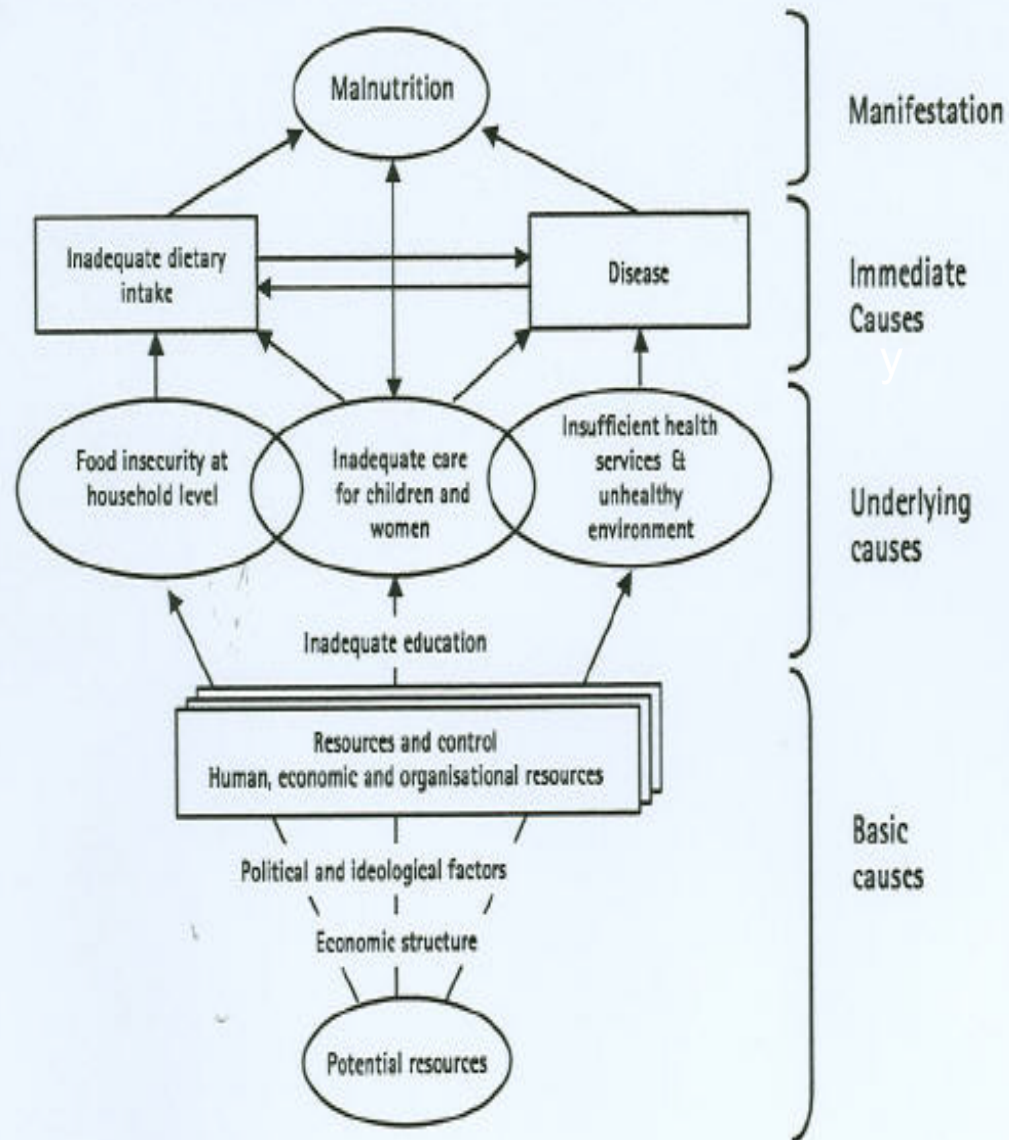
- 7 different locations, different contexts but **same response** in each (food aid, seeds & tools)
- **Ineffective needs assessment inappropriate response** (food delivered where not needed, no food where there was need, seed delivered where it could not be used etc)
- **Lack of problem analysis → Response based on assumptions not actual need** (e.g. supplementary feeding failed to consider causes of malnutrition such as diarrhoea, selected vulnerable groups assumed to have greater need than others)

Drought HoAf (ODI study, May 2006)



➔ LVH support doesn't fit well neither 'relief' nor 'dev' paradigm. Need new ways of thinking

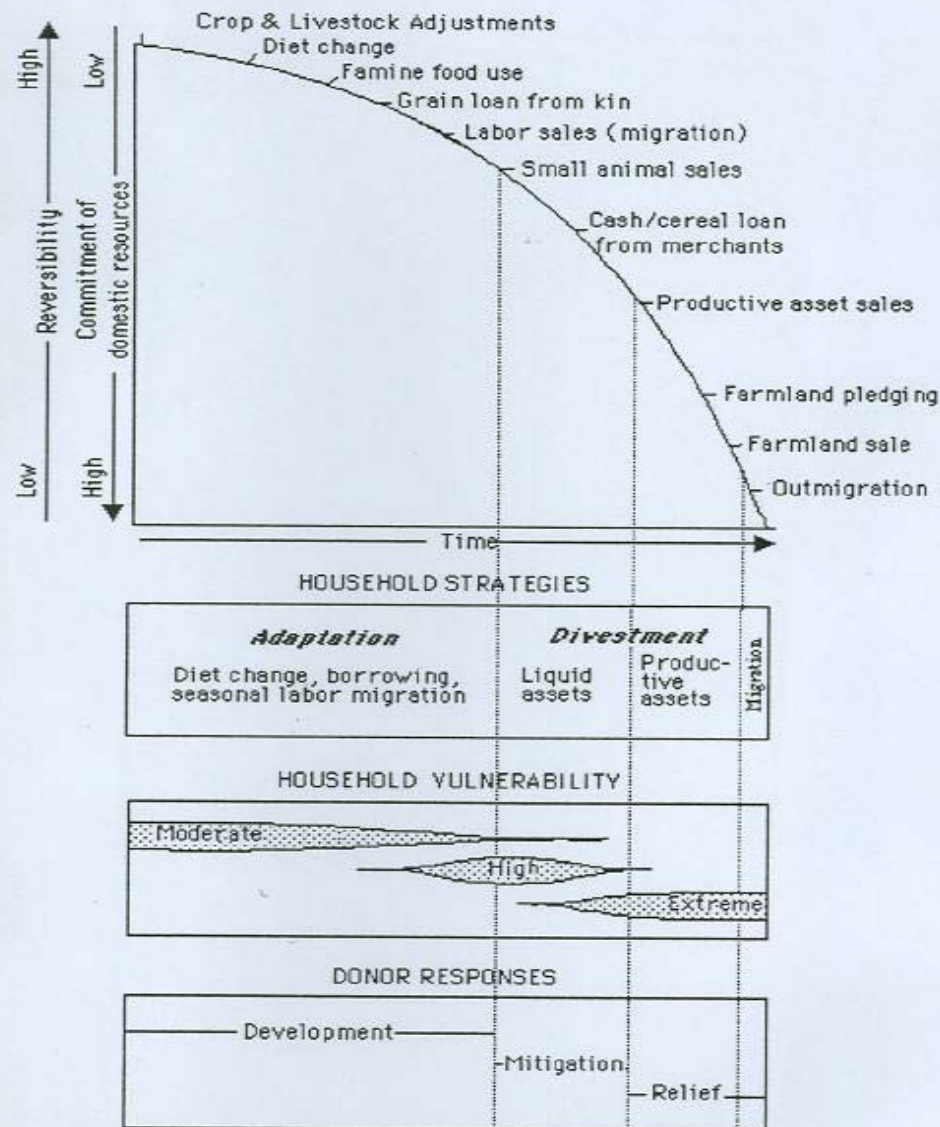
Figure 4: Conceptual framework of malnutrition



Source: UNICEF 1991

MALNUTRITION
indicator of crisis
& trigger of
responses

Figure 2.3



Responses to household food shortages (after Watts, 1983)
The types of coping strategies employed by households indicate household vulnerability to food shortage, and correspond to different types of government and donor responses.
Office of Arid Lands Studies, The University of Arizona, 1991.

Households responses to food shortages

Crop prospects and food situation (FAO, Ap 2006)

Countries in crisis requiring external assistance and main reasons

AFRICA (24)

Exceptional shortfall aggregate F prod / supply

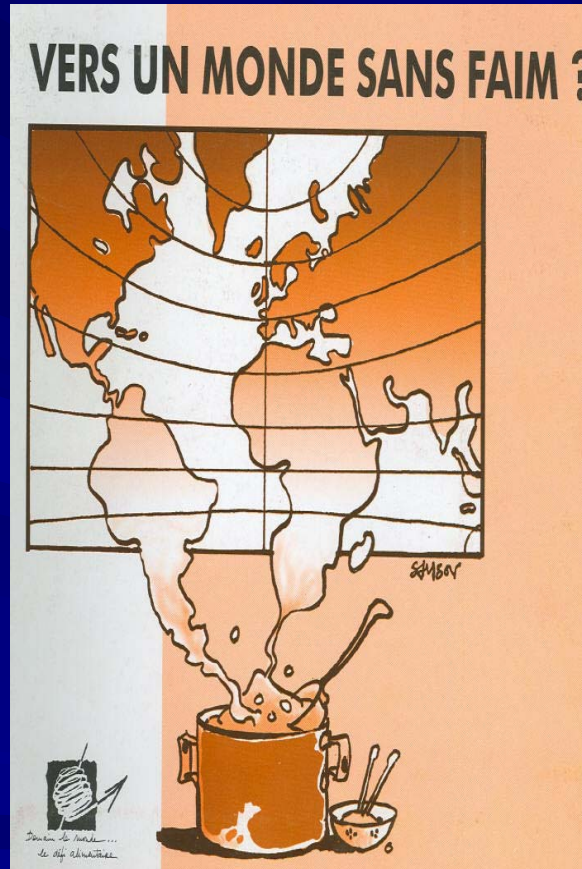
Burundi	Civil strife, IDPs, returnees and dry spells
Eritrea	Drought, IDPs, returnees, high food prices
Lesotho	Multiple years drought, HIV/AIDS impact
Somalia	Drought, civil strife
Swazil	Multiple years drought, HIV/AIDS impact
Zimb	Deepening economic crisis

Widespread lack of access

Liberia	Post-conflict recovery period, IDPs
Maurit	After effects of 2004 drought and locusts
Niger	After effects of 2004, avian influenza
Sierra L	Post- conflict recovery period, refugees

Severely localized food insecurity

Angola	Resettlement return, adverse weather parts
Burkina	After effects 04 drought& locusts, avi influ
Chad	Refugees, insecurity
Cent Afr.	Recent civil strife, insecurity
DRC	Civil strife, IDPs and refugees
CongRep.	IDPs, refugees
C.d'Ivoire	Civil strife, IDPs avian influenza
Ethiopia	IDPs, low incomes, drought Ogaden region
Guinea	IDPs, refugees
Kenya	Drought in parts
Mali	After effects of 2004 drought and locusts
Sudan	Civil strife, returnees, drought in parts
Tanz	Drought in parts
Uganda	Civil strife, IDPs



ASIA (9)

Widespread lack of access

Afghanistan	Civil strife, IDPs, ret & avian infl
Iraq	Conflict and insecurity, IDPs
Korea, DPR	Economic constraints
Mongolia	Adverse weather conditions
Nepal	Civil strife
Timor East	Adverse weather cond, civil stri

Severe localized food insecurity

Indo (Ache)	After effects of the Tsunami
Pakistan	After effects Kashmir earthquake
Sri Lanka	After effects Tsunami, insecurity

L. AMERICA & CARRIBEAN (5)

Widespread lack of access

Haiti	Insecurity, constraints to ag
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Severe localized food insecurity

Colombia	Civil strife, IDPs
Cuba	Lower planted area & yields
Guatemala	After effects of Hurricanes
Honduras	After effects of Hurricanes

EUROPE

Severe localized food insecurity

Russia Fed (Chechnya)	Civil strife
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FS multidimensional: which scope for an EFSA regarding NFR?

- FS multidimensional phenomenon & influenced range factors: institutional & political environment, HH assets & capacities / skills, health & nutrition
- Thus EFSA to **look full picture** to identify F and NF responses
- Requires thorough **understanding**:
 - context
 - the multiples dimensions FS
 - key factors + links leading FinS

Availability



Access



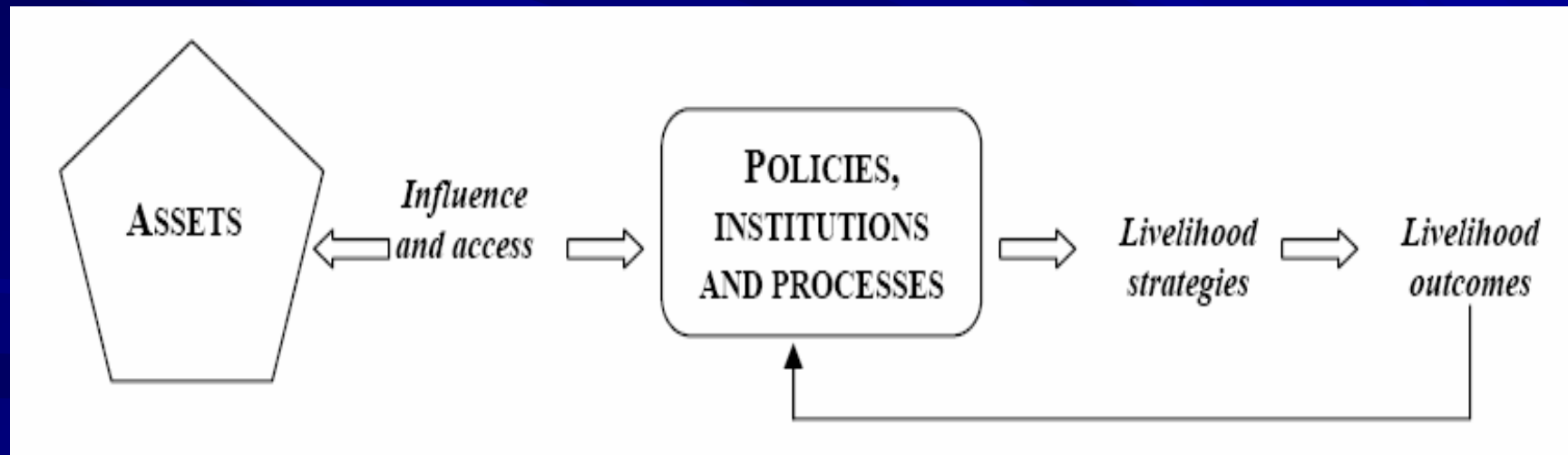
Utilization



Simplified livelihoods framework

livelihood strategies & FS are symbiotic

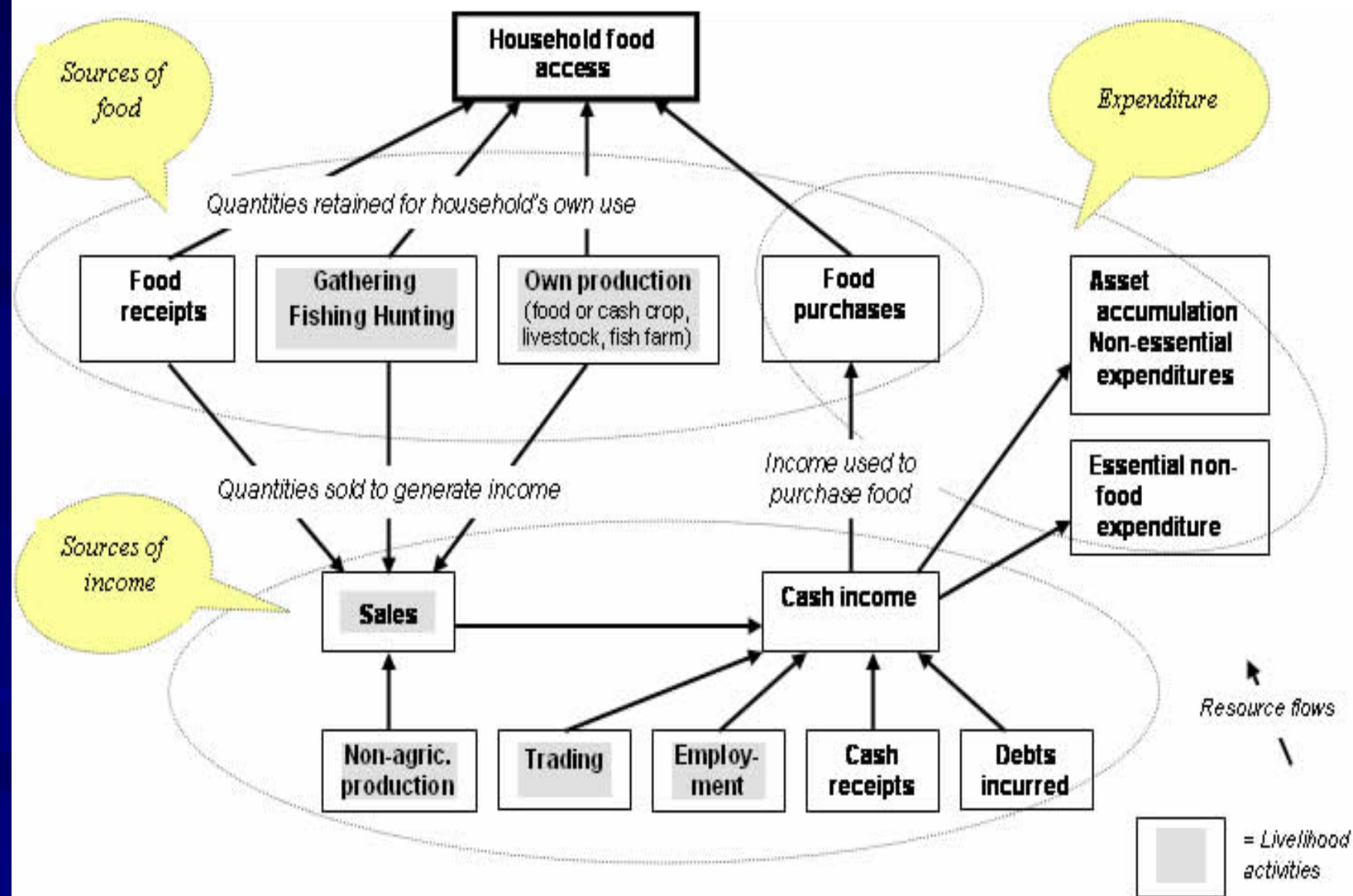
Livelihood: ways people access & mobilise resources to survive + long-term well being → reducing vulnerability (created & exacerbated by shocks)



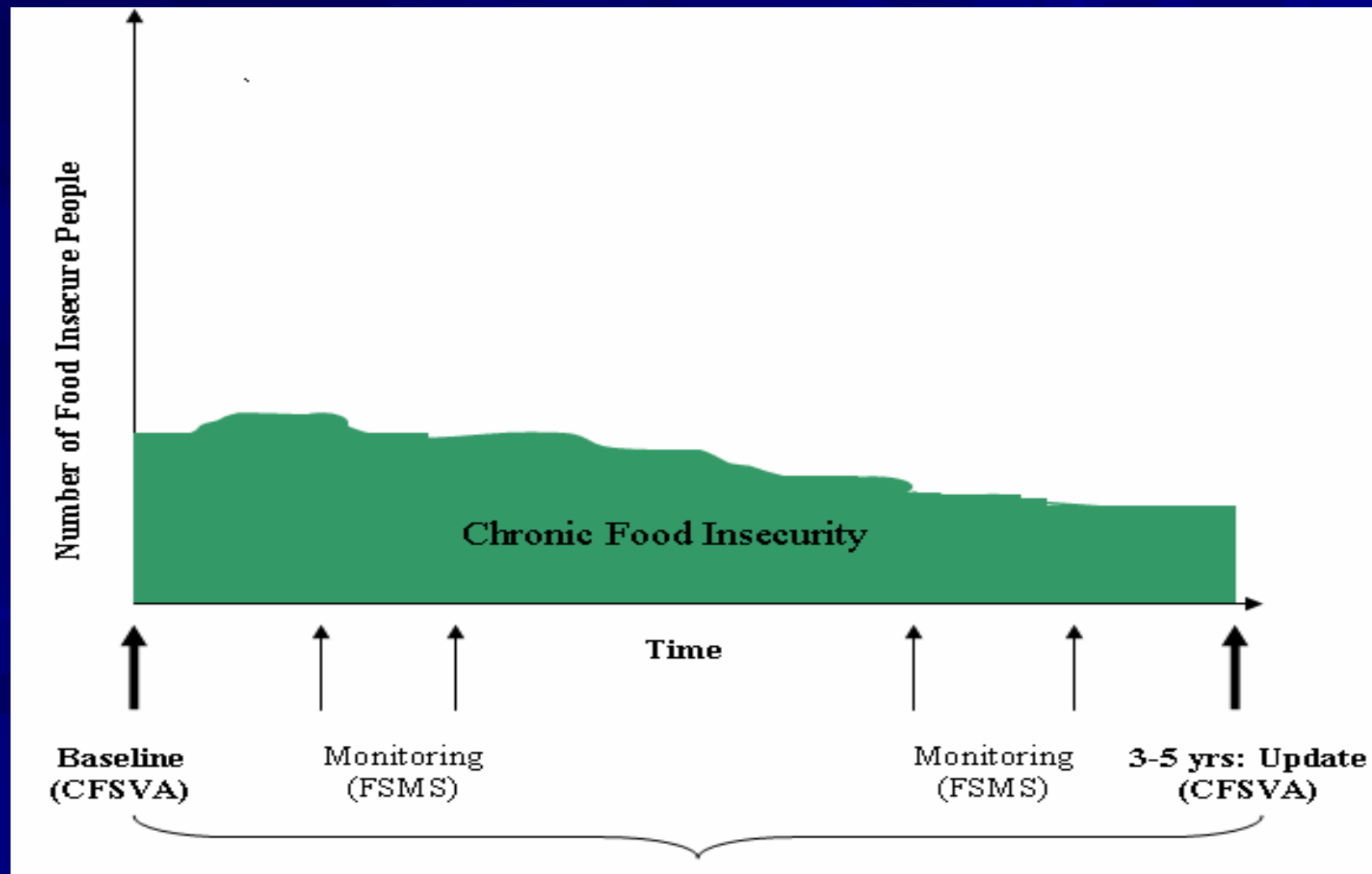
Why is a livelihood approach appropriate to identify food and non-food responses to food insecurity?

- Poor / vulnerable HH, livelihood strategy geared towards **accessing food or income** to buy food
- Understanding LVH enables identify which **factors & processes** influence achievement of HH
- **Compared narrower FS** assessments, LVH approach take into account set of assets HH access in pursuit LVH strategy
- Examination access to / control over / loss of assets **allows identify possible interventions** within various sectors + impact on FS short & long run

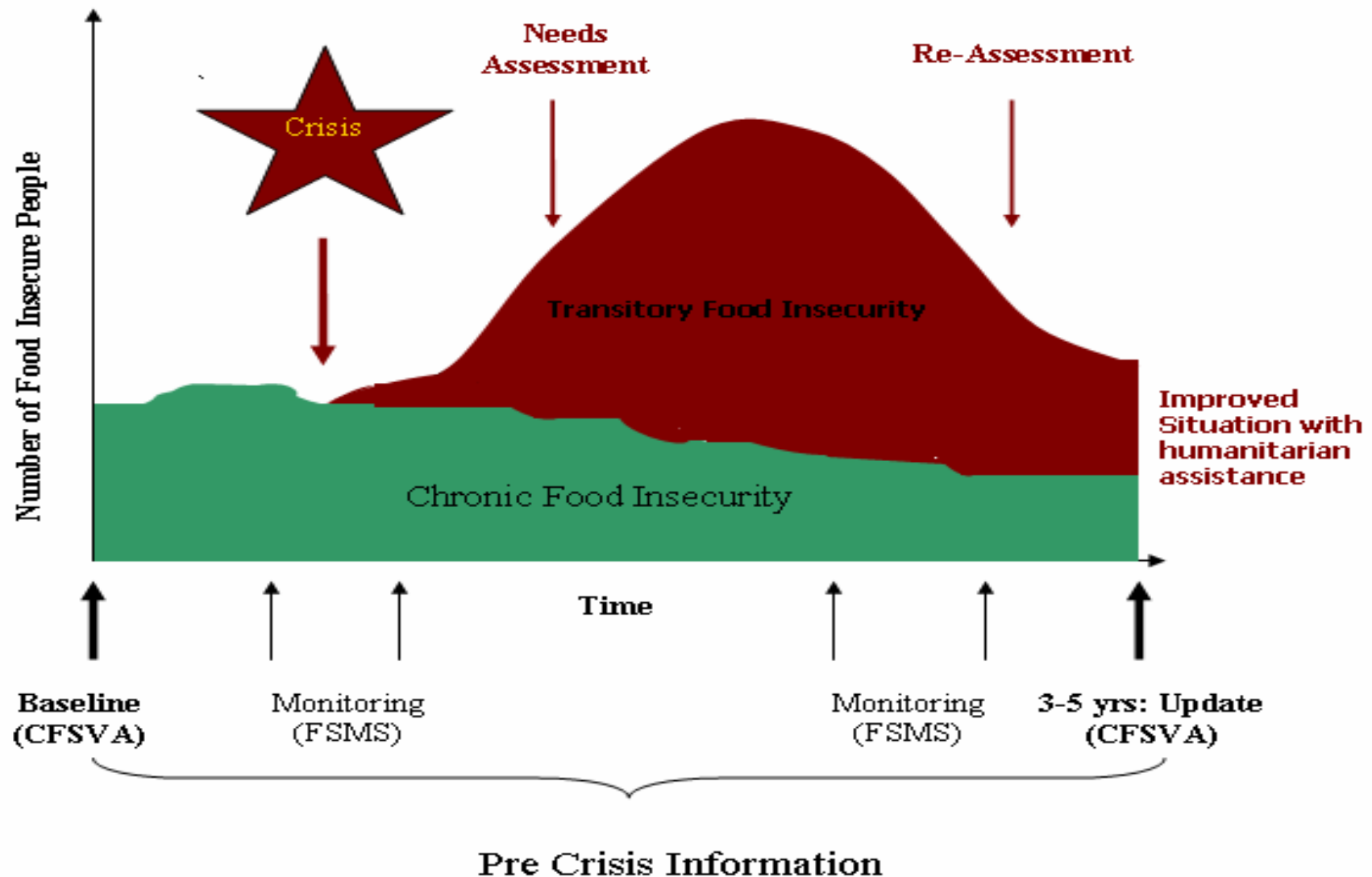
HOW HOUSEHOLDS ACCESS FOOD AND USES RESOURCES



Generating Pre-Crisis Information



Chronic vs. transitory food insecurity



Key determinants whether an emergency assessment will lead to a food or non food response to Fins

- Who does the assessment
 - Relationships with local Gov, civil society & affected community
 - The objectives & particular focus of the assessment
 - The “room for manoeuvre” of an organisation within a particular context
- *NO specific analytical framework apply for NFR*

Why important consider non-food responses in an EFSA?

- FA just one of various interventions improving food availability, access and use
- Non-food responses (NFR) can also address these issues
- EFSA (emergency food security assessments) need to balance:
 - the immediate symptoms of FinS (FA might be most appropriate response)
 - and
 - the analysis of the underlying factors contributing to nature and severity problem (for which NFR would be required)

Which interventions are considered “food responses” and “non-food responses?”

- **Food responses** – involves food transfers, whether free food or food provided against another good or service (vg. ffw, ffseed)
- **NFR** – provide a non-food good or service (vg. shelter, cooking fuel, vaccination, training, animal feed, agricultural inputs, cash..... but also

provision food to individuals who are food secure in a given situation (health agents or teachers) to ensure they carry out non-food interventions (vg. vaccination campaigns or training)



- ALNAP 19th Biannual meeting. 2 days workshop on FS
“to draw out key aspects of learning, accountability & performance related to FS”
- *The session on food aid was cancelled!!!*

FA continues to be the most prevalent external response to FinS in emergencies.

due to a variety of factors, including:

- Political pressure from donor governments
- Endogenous and exogenous pressure on implementing organisations
- When targeted & programmed effectively, **FA DOES PLAY** an important role in saving lives & can be useful in preventing sale of assets & adoption irreversible coping strategies.

But as a rule providing free FA should come late in a response strategy

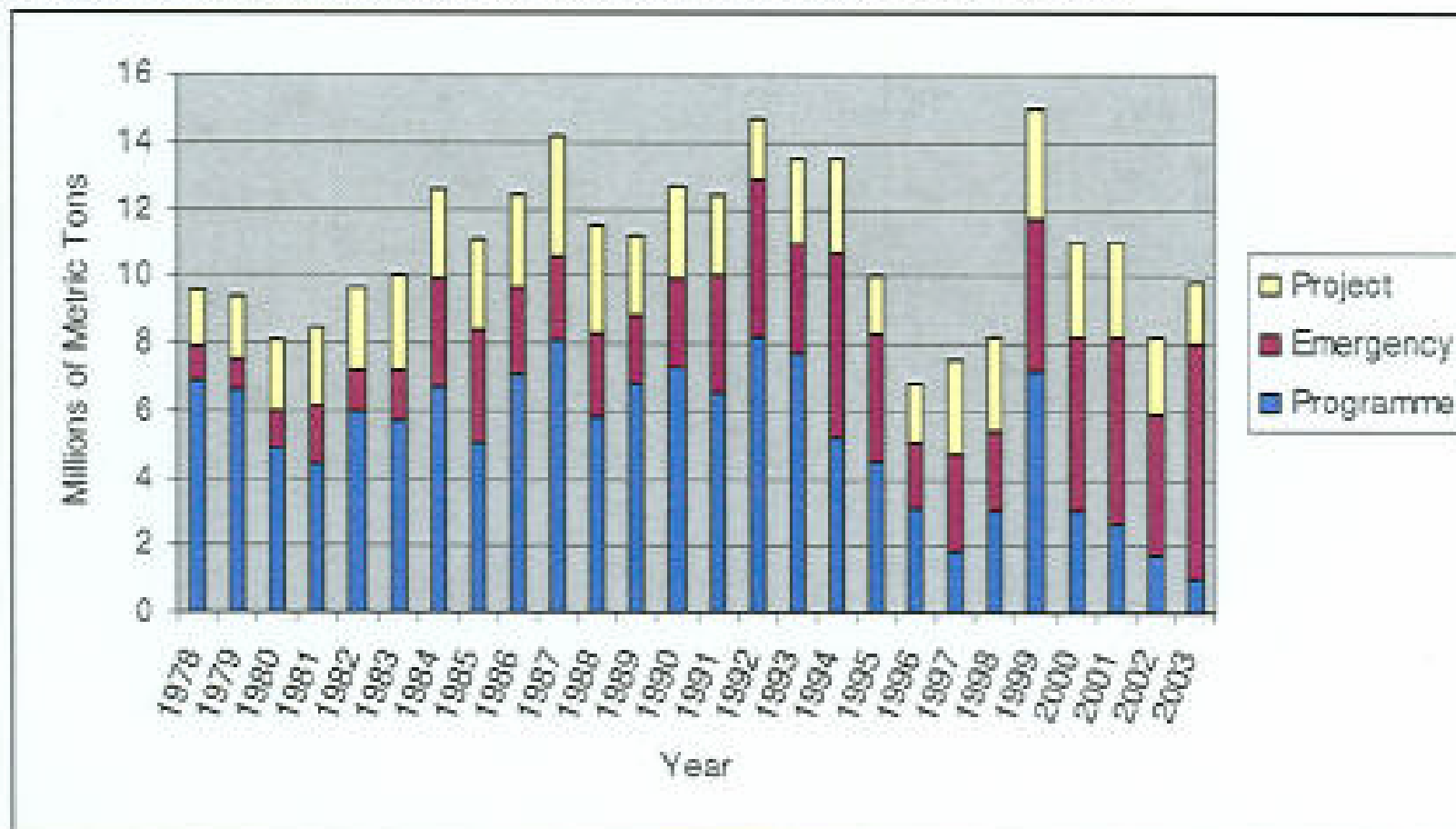
When is food aid NOT an appropriate response?

- Generally untargeted free FA **not appropriate** when:
 - adequate food supplies available in the area (access problem)
 - localised food availability can be addressed market support
 - local attitudes or policies area against free handouts
 - other possible interventions had not been considered

**** *Functioning **local markets** essential decide on FA or cash transfers*

FA – A powerful and controversial form of aid

Figure 5: Cereal Food Aid by Distribution Mode 1978 – 2003



(Source: INTERFAIS; FAO, 1992; FAO, 1996)

NFR: which options?

■ NFR interventions purpose:

- aimed at specific groups (vg. pastoralists, farmers)...OR
- seek address ≠ types LVH contexts / vulnerabilities / resources
- depend particular aspect LVH strategy (vg. assets, policies, etc)

■ Possible NFR to FinS:

- direct income support (cash / credit)
- support & protection of primary production (ag, fish, livestock, food processing)
- sup / protect. Income earning opportunities & employment (petty trade, labour intensive work, training)
- protection health / nutritional status
- support safe access markets goods & services (producers, cons & traders: infras./ inform / transp)

Specific NFR based on a livelihood framework (SENAC)

AAA. Interventions targeting assets

- Health interventions: supporting human capital
- WATSAN interventions to protect human capital
- Physical capital: rehabilitating water infrastructure
- Livestock interventions to support & protect financial capital
- Seeds interventions to promote regeneration of physical capital

BBB. Interventions targeting PIP (policies, institutions, processes)

- land access to pastoralists
- conflict migration
- protection



VOUCHERS: adv & disadv.: lessons fr Eth & Moz

- V linked particular commodity (vg. food, seeds) may be more effective if there are **specific goals** (↑ nutrit, ↑ ag product.) rather than purely transfer income
- **Women** may have more control over HH expenditure
- May make harder resources **used antisocially** (alcohol, drug abuse)
- May be possible V be **self-target**. If benefic. V seen as stigmatising
- V can facilitate **monitoring**
- V **entail cost** in printing, distribution & redemption
- V **restrict choices** & may not meet their priority needs
- In case people don't want V goods (or need cash other items) a **parallel market in V** products can develop
- V may lead to **artificially inflated prices** for inputs exchanged
- V may **stigmatise** recipients
- **Traders** may be reluctant to participate & make redeeming V difficult

Why implement a Cash-for-Work Programme?

Advantages of Cash for Work

- HH with choice on spending priorit.;
- Cost effective comparing to alternat. (restocking, seed distribution etc);
- Low distribution costs;
- Benef. receive greater % donation;
- Faster delivery;
- Potential benefits cash injection local markets & trade;
- Benef. able identify requirements;
- Invested in LVH security when transfers large enough;
- Can improve women's & marginalized groups status;
- Self-targeting bc. wages will be at an unattractive minimum wage.

Disadvantages of Cash for Work

- Very emotive commodity bc. high flexibility and fungibility;
- How donors be sure their aid going where intended?
- Targeting more difficult bc. cash is of inherent value to everyone;
- Could lead to inflation & ↑local pric;
- Potential security problems;
- Work often inappropriate for most vulnerable e.g. sick, old & children;
- Workload of women is increased;
- May affect community participation future dev.-type projects;
- Potential for corruption

some of donors' fears
and apprehensions
about

€/ \$

« Anti-social use »?

- evidence so far:
marginal (1%)
- in-kind can be sold
and put to « anti-
social use » as well



Criteria decision-making on interventions to address food crisis (OXFAM)

TYPE INTERVEN	CRITERIA	EMERGENCY CONTEXT	ADVANTAGES	DISADVANTAGES
Gener. F dist	Lack F availb / alternt too long	Accute/ large sc./ displact	Most readily avail. Respns	Time / logistics / mrkt disr
FFW	Lack avaib / access / labour potent	Slow on set / chr FinS	Easier target / resto asset	Small scale; not everybod
Cash grants	F avail & mrkt functi / risk inflat low	Early stages emerg / reha	Cost effici/ Choice/ Mrk sti	Infl/ Other uses/ diffc Mon
CFW	F avail&mrkt f. / inf low / Sec&acces	Recovery phas/ chrn FinS	Choice/ Mrk stim/ easy tgt	Small / not evbd/ intrf LVH
Vouchers	Traders bring goods/ F avl+mrk func	Usually 2 nd phas acute em	Promot loc purc/ protec inf	Forgery/ Paral ec/ Reg adj
Microfinance	Funct mrk+banks/ stable ec/ skill lab	Recov stage/ Secur contx	Can b sustainable	High mang costs/ Risk loa
Mrkt infrastru	FinS result fragmented mrkt	Both emerg.+ dev context	Can generat lasting chang	Deep mrk anl/ CCF-FFW
Monet& subsi	Local F prices volatile/ deficit.areas/	Early stage emerg	No target / Pot quick impt	Risk negative impact mrkt
Seeds & tools	FinS: crop loss/ local knlg/ ST unav	Recov. stage / proct emer	Restabl crop prod /ag syst	Requires kldg local S
Livestk supprt	Sales: colapse mrk prices / deaths/ diseases /local knlg / restric L movts	Depend type int but some can be implement all stag	In line people own priority	Can usually bone small sc

FAO's Twin track Approach & the dimensions FS

TWIN TRACK APP	AVAILABILITY	ACCESS & USE	STABILITY
1. Investment in Rural development / productivity enhancement	<ul style="list-style-type: none"> - Enhance F supply most V - Improve rural F product - Invest rural infrastructure - Invest rural markets - Revitalisation livestk sector - Resource reah. & conserv. 	<ul style="list-style-type: none"> - Enha. Income & oth entitle. - Re-establishing rural instit - Enh. access assets & land - Reviving rural financ. Syste - Social rehabilitation progr - Mechani. to ensure safe F 	<ul style="list-style-type: none"> - Diversifying ag & employm - Monitoring FS & Vuln - Dealg with stru. causes FS - Reinteg. Refug / displaced - Deveng risk anal & manag - Revive access credit / sav
2. Targeted progra. to enhance direct & immediate access to food	<ul style="list-style-type: none"> - FA - Seed / input supply - Restocking livestock capit - Enable market revival 	<ul style="list-style-type: none"> - Transfers: F/ cash based - Asset redistribution - Social relief / rehab prog - Nutrition intervention prog 	<ul style="list-style-type: none"> - Re-estab social safety-net - Monit. Immediate V & impt - Reace -building efforts

Three Key Areas

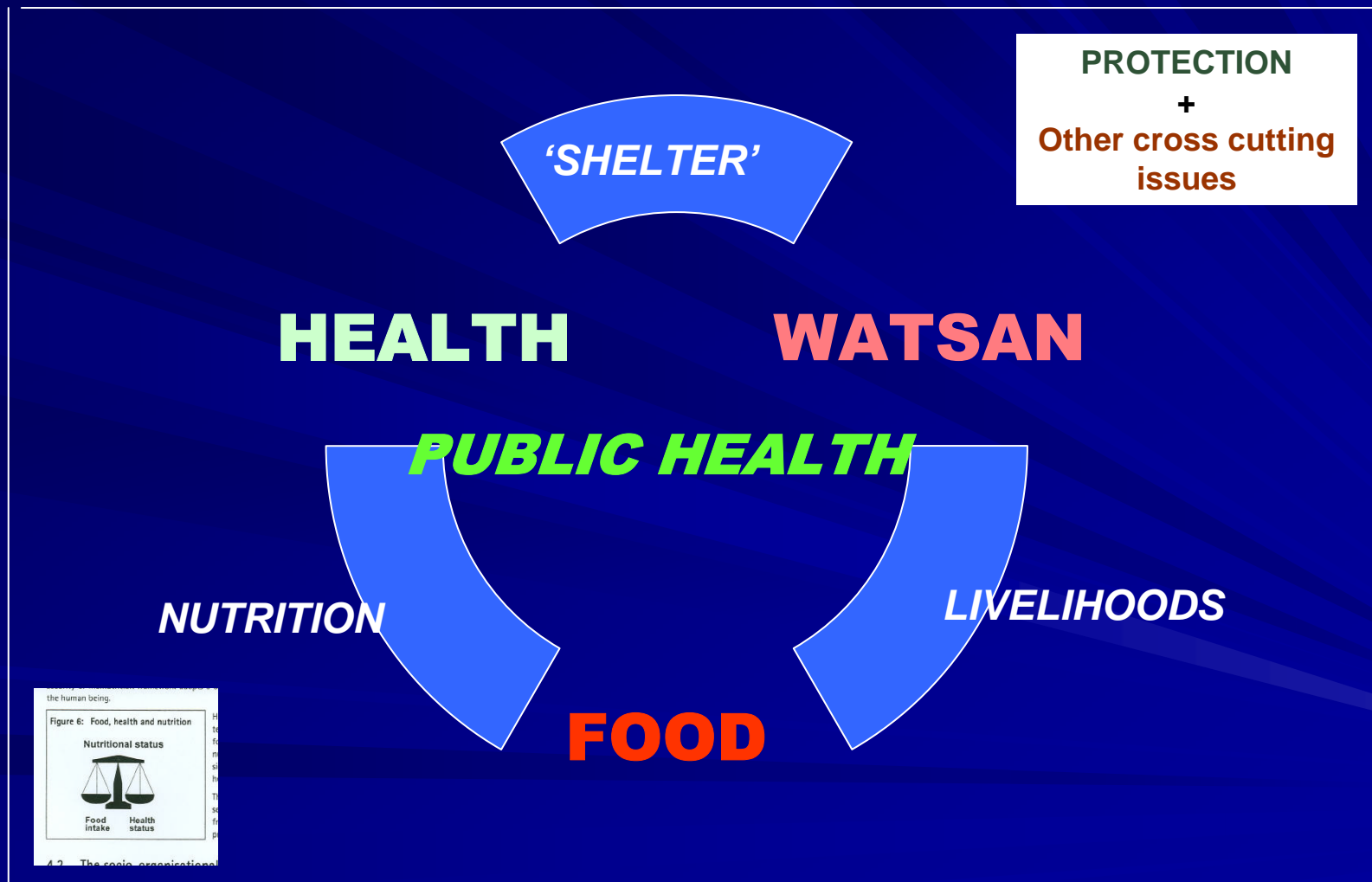
1. **Effectiveness of the Needs Assessment Process** – are real needs of the affected people correctly identified? (Do we get the correct information?, is it obtained objectively? Are the results evidence based?)
2. **Allocation process** - Is funding allocated where it is most needed? (forgotten crisis, unpopular sectors, “sexy” interventions, most visible needy)
3. **Scale & Pertinence of Response** - Can the overall response be judged to be proportionate and appropriate to the needs?

How do we measure needs?

How have agencies performed in terms of needs assessment, analysis and decision making?

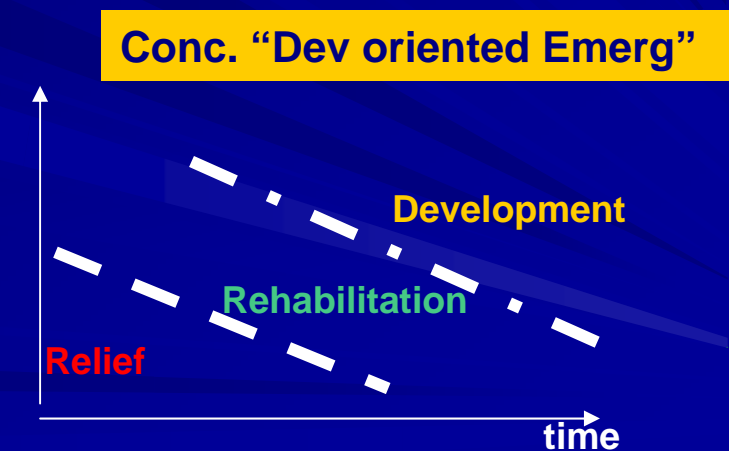
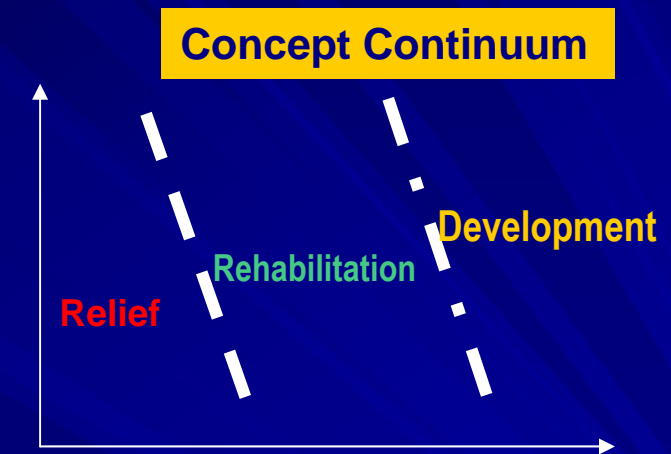
What goes wrong & What goes right? What is necessary?

Food & water to protect an healthy life



SENAC main findings (.....LRRD)

- Still often many interventions **not based assessments** (missing point)
- **Challenges** assess. in emerg are manifold (risks, need save lives, quality vs speed) BUT every intervention shall be based on assessment. **Concentrate LVH assets & role of conflict (analysis)**
- Consider always **basket of choices / responses**: temporal / geographical / LVH groups
- **Use FSA framework** drawn from LVH perspective for design asses. & interventions (not fit well “relief” / “dev” paradigms)



..'conclusions' ? Some donor concerns...

- At ECHO use **cash** defined but “still subject further reflections & analysis”
- outdated **dichotomy**: food in emergencies / cash in development
- '**critical mass**' not yet reached (+self-evaluations) – affects robustness of conclusions
- time for more reference **donors** to contribute to « critical mass » in terms of thinking (policy) and doing?
- need to avoid blunt advocacy for one approach rather than the other. Focus on **good assessment** and appropriateness of response type.
- Provide decision makers with convincing evidence of **good risk management** both in design and implementation of projects.
- what may appear attractive in **theory**, may not be feasible, viable or nearly so pretty in practice
- **incremental** approach rather than « big bang »..... cf. rather radical swing in development thinking and doing: from projects-based to budget support