

# **FOOD ASSISTANCE**

**2013**

**NARRATIVE REPORT ON FOOD ASSISTANCE  
BY MEMBERS OF  
THE FOOD ASSISTANCE CONVENTION**

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**Prepared for the Food Assistance Committee  
by the Secretariat of the  
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1 Canada Square, Canary Wharf, London E14 5AE  
Telephone: 44 (0)20-7513 1122 Fax: 44 (0)20-7513 0630  
E-mail: [fac@foodassistanceconvention.org](mailto:fac@foodassistanceconvention.org)  
[www.foodassistanceconvention.org](http://www.foodassistanceconvention.org)

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## General introduction

Following the depositing of instruments of ratification of the Food Assistance Convention (FAC) by six parties – namely Canada, Denmark, the European Union, Japan, Switzerland and the United States – the Food Assistance Convention entered into force on 1 January 2013.

The FAC is the latest in a long series of such multilateral cooperation instruments in operation since 1967, and was preceded by the Food Aid Convention 1999<sup>1</sup>.

The FAC expands the traditional focus of previous Food Aid Conventions that were focused exclusively on commitments of in-kind food aid for direct consumption. The new Convention includes a broader toolbox of eligible activities and food assistance products, including cash and vouchers and products intended for protecting livelihoods, a great focus on nutrition, as well as a commitment to improved transparency and accountability. The Convention also provides an important set of guiding principles for the Parties to follow in implementing all of their food assistance programs. Finally, Parties to the Convention now make their commitments in dollar value as opposed to metric wheat tonne equivalent.

The objectives of the FAC are to save lives, reduce hunger, improve food security and improve the nutritional status of the most vulnerable populations by:

- Addressing the food and nutritional needs of the most vulnerable populations through commitments made by the Parties to provide food assistance that improves access to, and consumption of, adequate, safe and nutritious food;
- Ensuring that food assistance provided to the most vulnerable populations is appropriate, timely, effective, efficient, and based on needs and shared principles; and
- Facilitating information-sharing, cooperation, and coordination, and providing a forum for discussion in order to improve the effective, efficient, and coherent use of the Parties' resources to respond to needs.

To achieve these objectives, FAC Parties have committed to provide a defined minimum level of food assistance on an annual basis. Additionally, Parties have embraced the notion of transparency in all food assistance operations. To support this commitment, FAC Parties will report food assistance activities publicly, by country on an annual basis. This report is the narrative component of Parties' annual reporting. It includes information on how each Party's food assistance policies, programs and operations have contributed to the objectives and principles of the Convention for the reporting year.

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<sup>1</sup> Details can be found at [www.foodaidconvention.org](http://www.foodaidconvention.org).

The FAC is also a forum for Parties to share information and best practices in food assistance delivery. Meeting twice annually, the FAC provides an open forum for Parties to discuss the most efficient and effective means of delivery of food assistance. Recognizing the changing landscape of emergencies and other assistance needs, Parties have prioritized the consideration of new modalities for food assistance aimed at reducing associated costs, while ensuring that the most in need are reached.

The proliferation of serious and large-scale crises occurring simultaneously confirms the relevance of the FAC. Combined with ever shrinking humanitarian budgets; the incentive to develop innovative solutions is more pressing than ever. International financial commitments certainly have their part to play – they are a visible and tangible demonstration of a minimum response by the donor community and one against which members are held publicly accountable. This predictable and certain response is an important signal to our partners (UN, NGOs and others) and to those affected by crises that the international community stands with them in times of need.

Humanitarian assistance should be seen as a multi-faceted response to the human misery and suffering that results from conflicts and disaster and as a first step to reinvigorating local business and agriculture and to helping people rebuild their lives and livelihoods. The forum provided by the FAC encourages members to develop and implement innovative solutions to better respond to the real needs of affected people and to share these experiences. As humanitarian actors, we need to consistently ensure that we provide the most appropriate and effective solution to the needs of people affected by a disaster and the FAC has a key role to play in promoting best practices and in shaping policies.

### **Reporting on Food Assistance Operations**

Following each calendar year, Parties provide a report on food assistance operations, detailing how respective commitments were fulfilled. The commitments of the Parties who have ratified, accepted or approved the Food Assistance Convention in 2013 are set out below:

<b>Donor</b>	<b>Commitment in 2013</b>
Austria	€1.495m
Canada	C\$250m
Denmark	DKK185m
European Union (EU)	€200m
Finland	€6m
Japan	¥10bn
Switzerland	CHF34m
United States of America (US)	US\$1.6bn

In 2013, all members not only fulfilled their commitments but some members also exceeded their commitments substantially. All members either kept or increased their commitments for 2014. Additionally, several new members joined the FAC, including Australia, Luxembourg, the Russian Federation, Slovenia and Sweden. Other countries are currently considering the Convention.

In line with the Convention, members focused on addressing the food and nutritional needs of the most vulnerable populations to provide food assistance that improves access to, and consumption of, adequate, safe and nutritious food. Great care was taken to ensure that food assistance provided was appropriate, timely, effective, efficient and based on needs in line with the principles of the FAC.

Members also placed considerable efforts on the facilitation of information sharing, co-operation and co-ordination, while also providing a forum for discussion in order to improve the effective, efficient and coherent use of the resources to respond to needs.

As per the Convention, the food assistance was delivered through: i) the provision and distribution of eligible products; ii) the provision of cash and vouchers; and iii) nutritional interventions. All funding was made in fully grant form. Nutritional interventions focused on enhancing food consumption, in particular therapeutic and supplementary feeding, enrichment and fortification, as well as the provision of micronutrients. Food assistance was delivered avoiding harmful interference with normal patterns of production in recipient countries and international commercial trade.

Food assistance operations were provided bilaterally, through intergovernmental or other international organisations, including the World Food Programme (WFP) as well as other food assistance partners.

### **Committee Meetings**

In 2013, members convened for two meetings to review the current and prospective food situation in developing countries against the background of recent developments in world markets for grains, rice and oilseeds. Members also provided detailed information on responses to food emergencies, together with planned operations and policy developments.

During the first meeting, members discussed a range of items, in particular minimum annual commitments under the new Convention, as well as progress in the formulation of an annual reporting system. Members noted the importance of communicating and sharing information about the new Convention with all stakeholders, other international organisations and potential Parties.

The second meeting was preceded by a seminar on *nutritional interventions*, aimed at exchanging information on activities and best practice, as well as improving the common understanding on global needs and gaps. There were presentations from Brazil, Canada, the EU, Japan, Spain and the US, followed by a panel discussion, which was moderated by Mr Roger Mireles (US). Panellists invited were Ms. Barbara MacDonald, Senior Policy Advisor, Canadian Foodgrains Bank, and Mr Alex Rees, Head of Hunger Reduction and Livelihoods, Save the Children.

The discussion centred on the importance of addressing severe and moderate acute malnutrition through a multi-sectoral approach, especially focusing on children under five and pregnant and lactating women, with a view to reducing mortality and increasing resilience.

More information can be found at [www.foodassistanceconvention.org](http://www.foodassistanceconvention.org)

## Reports from Member States

### Austria

The Federal Ministry of Agriculture, Forestry, Environment and Water Management provided cash contributions of 1,708.000 € to FAO and WFP as food assistance. The selection of the projects always encompassed the scrutiny of compliance with the principles and objectives of the Food Assistance Convention. Whereas general humanitarian aid apart from food aid and longer-term development assistance lie within the competence of the Federal Ministry of Europe, Integration and Foreign Affairs and its downstream development board “Austrian Development Agency”, responsibility for food aid and food assistance is covered by the Federal Ministry of Agriculture, Forestry, Environment and Water Management.

### *Selected projects*

*FAO Mali – OSRO/MLI/302/AUS (“Promotion of school gardening in freed zones of the Segou region”)*

The school system in the recently liberated region of Segou in Mali has been rebuilt step by step by re-opening and reinforcing bush schools and formal schools. School attendance rates remained a concern, as many children did not attend school because it was too far from their home (or place of displacement) or because they had no food and could not concentrate on learning. Some did not follow courses because their parents could not afford to pay the fees for parent-teachers. Several primary schools had no canteen for support to their students to enable them to continue their normal cycle. Most parents were too poor to ensure acceptable living conditions to their children. Moreover some were even forced to withdraw their children from school so they could work and participate to the family economy. The School gardens project was part of the improvement of living conditions of students through the exploitation of these gardens. While some school children received food assistance, school gardening has been used for a wider variety of purposes. The nutrition status at the school level has been improved by incorporating vegetables into school meals. This project complemented ongoing UNICEF and WFP school feeding activities in Segou, by incorporating the productive, gardening aspect. In addition, school gardens were an important learning tool for children who could learn how to grow plants and vegetables and how valuable these are for their nutrition.

*FAO – Project OSRO/MOZ/301/AUS Mozambique: Assistance for livelihoods recovery for flood-affected households in Gaza Province*

The floods in January 2013 had a devastating effect on the southern parts of Mozambique. In the Limpopo River basin, a total of 332,000 people were affected, with reported 40 deaths and 170.000 people evacuated. Damages were estimated to be in

excess of USD250m, nearly half of this is attributable to the physical infrastructures and another 30% to the agricultural sector. Then the fatalities were in excess of 800, with half a million people displaced and losses estimated in the order of 5.5% of GDP. The lower impacts of the 2013 floods reflect improvements from lessons learnt from the experience in 2000, including improved flood forecasting and early warning systems, transboundary cooperation. Economic gains in Mozambique were significantly undermined as a result of recurrent water and weather related hazards. The country ranked third in Africa most exposed to climate-related hazards and economic losses average 1.1% of GDP annually, costing USD1.75 billion between 1980 and 2003. GDP growth fell following the 2000 floods from the forecasted 7% to 1.5%.

*FAO Project South Sudan – OSRO/SSD/302/AUS “Improving food and nutrition security of returnees, IDP’s and vulnerable host community in Lakes state through increasing access to crop production inputs, technology and services”*

Food security situation in South Sudan remained precarious in 2013. About 14 percent of the population was categorized as food insecure in 2012 compared to 11 percent reported in 2011. Cases of child malnutrition reached a record high, with national average of 20 percent of severe acute malnutrition (SAM). Severity of food insecurity was well noted among Returnees, IDPs and women headed households. The high levels of food insecurity and malnutrition were attributed to factors such low levels of food production due devastating effects of 2012 flood as well as poor access to appropriate production inputs and services; returnee and internal displacement of the populations which placed further strain on food availability thus increasing levels of vulnerability even among the host communities.

Inter-communal conflicts in Lakes states, particularly in Rumbek East, Rumbek Centre, Rumbek North and Cueibet Counties, were well pronounced. In 2012, a total of 21 cases of conflict related incidences were reported in Lakes state, of which 95.2 percent were due to inter communal fighting. In January 2013, Inter-communal fighting broke out following a cattle raid in Rumbek North County resulting in several deaths and more than 60 injured and un-confirmed numbers of people temporarily displaced by the skirmishes. Incidences of inter communal fighting was normally high during the dry season (November to March) and this was normally triggered by scarcity of water and pastures for livestock. These diverse agro-ecologies had the long-term potential for supporting national food self-sufficiency and positive net exports. However, high incidence of flood occurrence, particularly in the flood plains and Nile and Sobat corridor had always had negative impact on food production. The recent Crop and Food security Assessment Mission Report for 2012/2013 showed a cereal deficit of 25249 tons in lakes with nearly half of this in Rumbek Center.

FAO supported 6 000 households in Lakes with seeds and tools under CAP 2013 thematic area of improving food and livelihood security of vulnerable host community, returnee, IDP, refugee and pastoral households in South Sudan through increasing

access to agricultural, fisheries and livestock inputs and services and strengthening purchasing power. Lack of availability and poor access to appropriate production inputs and services were some of the constraints to ensuring food and nutrition security of the vulnerable households in Lakes state. Access to quality seeds and farming hand tools directly contributed to increasing the area cultivated by household.

*FAO Project (Regional Office for Europe and Central Asia); GCP/GEO/003/AUS; National programme for rehabilitation of seed production system in Georgia*

The average cereals yield obtained in the last ten years in Georgia ranged from 1.5 to 2.0 T/ha and placed the country in the group of low yield countries. The majority of farmers did not have sufficient resources to purchase essential inputs, such as high quality seeds, fertilizers and tools they needed for the planting season and for other work in the field. Poor seed quality has been one of the main reasons for low production, so an important element of increasing crop productivity was the rehabilitation of the seed production system in the country. Most of the seed used has been imported (not tested and not registered) and the remainder came from non-certified domestic local sources. An additional critical problem was that of missing institutions within the seed production chain. There were no certified seed producer organizations or field inspection and quality controls in Georgia. Seed legislation and regulations should be enforced, thus seed was sold without certification, proper bagging or labelling. Therefore, developing an enabling environment and enhancing the capacity of small-scale farmers to increase their incomes was an important contribution to food security at both the household and national levels. Improving access to high quality seeds, modern farming techniques and market value chains for their products has been identified as a key remedial action.

The project intended to support the sustainable development of seed production in Georgia. The strategy was to assist the Government to make a comprehensive assessment in the field of seed production and planting materials and preparation of National Programme for Rehabilitation of Seed and Planting Materials Production Sector in Georgia. In parallel to that FAO procured high quality seeds for most suitable varieties and provided it to the seed producers in different regions of Georgia for multiplication purposes.

The project provided training to national staff and farmers on wheat seed production, variety maintenance and quality control to strengthen national capacity. The preparation of manuals and guidelines in these topics contributed to the sustainability of the project and the transfer of skills to others. Therefore even if some trained individuals did not continue with their present work, enough will remain to continue the work efficiently and independently.

The project will distributed seeds of superior wheat varieties developed by the national breeding programs to the smallholder farmers, but this was also linked to capacity

building which enabled seed farms to start producing their own high quality seed. This also helped to strengthen linkages between the seed producers and consumers – wheat breeders, seed farms and smallholding farmers. The capacity of the local NGO has also been strengthened and this provided a basis for establishing sustainable cooperation and linkages between seed farms and smallholder farmers.

*FAO Project (Regional Office for Europe and Central Asia): GCP/TAJ/010/AUS  
Tadzhikistan*

Tajikistan is an agrarian country in which agriculture contributes 20-22% to the GDP. The total area of agricultural land was estimated over 3.8 mln. hectares, most of which were pastures. The area of arable land was only 709,000 ha, of which 508,000 ha were irrigated. Every year more than 500-600 thousand tons of seed-cotton, 900,000 tons of grain, 500-550,000 tons of potato, 700-720 thousand tons of vegetables, 150-170 thousand tons of melons and water melons, 140-160 thousand tons of fruits has been produced. However, average crop yields remained low due to the lack of high quality seed and other inputs, combined with inadequate crop management techniques.

The Government demonstrated its commitment to improving seed supply in the country by passing a new Seed Law in January 2008 followed by a strategic plan for seed industry development in May 2009. However, budget constraints limited the implementation of these positive measures. A law on Plant Variety Protection was also passed by the parliament in December 2010 although the country was not a member of UPOV.

As in many other countries, the steep rise in global grain prices in 2008 hit Tajikistan hard and emphasized the need to aim for greater food security. Its relatively isolated location in terms of transport links, topography and the conflict in Afghanistan made Tajikistan especially vulnerable in this respect as it was a net importer of wheat grain, the staple cereal. The majority of farmers did not have sufficient resources to purchase essential inputs, such as high quality seeds, fertilizers and tools they needed for the planting season and for other work in the field. Therefore, developing an enabling environment and enhancing the capacity of small-scale farmers to increase their incomes was an important contribution to food security at both the household and national levels. Improving access to high quality seeds, modern farming techniques and market value chains for their products has been identified as a key remedial action.

The project intended to support the sustainable development of seed production in Tajikistan, building on the foundation of previous projects. It strengthened key aspects of the seed chain including variety maintenance, multiplication, processing and marketing of wheat seed. The project strengthened also the link between seed producing farms and smallholder farms in order to increase the amount of quality seed available to farmers at modest cost.

*EMOP 200339 "Emergency Food Assistance to People Affected by Unrest in Syria"*

Due to the political crises in Syria already lasting in the fourth year emergency food aid re-mains to be high priority. WFP reached almost 3,7 Mio people with emergency rations. Nearly half a million Syrians could not profit from humanitarian assistance due to ongoing violence actions. For several month WFP supports people within Syria with Bulgur, Rice, flour, pulses, noodles, salt, sugar and tinned food. The Austrian contribution of 445.000 Euro has been spent for the acquisition of around 600 tonnes sugar which has been distributed among 550.000 beneficiaries.

*EMOP 200525 "Assistance for crises-affected populations in Mali: internally displaced people, host families and fragile communities"*

Hundreds of thousand people in West African Mali are on the run due to conflict, drought and poverty. All these people are seriously threatened by hunger und undernutrition. Even before the current crises almost 15% of the children suffered from acute undernutrition. More than one fifth of all children within school age don't attend school. Concerning 2014 WFP estimates that they have to support almost one million people. Austria donated 150.000 Euro for this project, which has been used for school feeding in the areas of conflict and supplementary feeding with enriched food for children under 5. For the school feeding WFP purchased 3 tonnes beans and 10 tonnes rice which enabled to support these children nearly one month.

*Kenya: PRRO 200 174 "Food Assistance for refugees"*

For several years many refugees from different countries nearby like Somalia or the Central African Republic live in the refugee camps Dadaab and Kakuma. Both camps are situated on Kenyan territory. The food supply for both camps is an enormous challenge for all aid organisations. WFP provides 10.000 tonnes food aid amounting to 10 Mio USD per month. In 2013 Austria donated 113.000 Euro for that programme. For this reason WFP was able to support 14.500 refugees with 183 tonnes of rice.

*Somalia: PRRO 200443 Strengthening Food and Nutrition Security and Enhancing Resilience*

According to some research undertaken by the Food Security and Nutrition Analysis Unit (FSNAU) of September 2013 around 870.000 Somali still suffer from the emergency situation in their country. Food security of nearly one third is classified as critical, meaning that these people have to care about meeting their basic needs every day. With the Austrian contribution of 200.000 Euro WFP was capable of purchasing 200 Tonnes maize on the local market to support around 20.000 vulnerable people with food assistance.

## Canada

Throughout 2013, Canada has continued to contribute to the principles and objectives of the Food Assistance Convention (FAC), as outlined in this report. We exceeded our \$250 million minimal annual contribution commitment under the Convention, and provided C\$374 million in food assistance.<sup>2</sup> In total, Canada's food assistance flowed through ten different United Nations agencies and non-governmental organizations (NGO)<sup>3</sup>. The World Food Programme (WFP) received 80% of Canada's food assistance and Canada was its third largest donor. The Micronutrient Initiative and the Canadian Foodgrains Bank received respectively 7% and 6% of Canada's contribution and the balance was provided to UNICEF and other NGOs.

### *Selected projects*

Last year, Canada provided humanitarian assistance funding, including food assistance, to help meet the needs of those affected by conflict and food insecurity in 54 countries, and by natural disasters in 32 countries. Overall, populations in 80 countries benefited from Canada's contributions targeting food assistance. Following are descriptions of some of Canada's key food assistance contributions in 2013.

#### *Syria*

The Syria crisis was Canada's largest humanitarian response in 2013. Since the start of the crisis, Canada has provided C\$353.5 million in humanitarian assistance funding to meet the humanitarian needs in Syria and in neighbouring countries. Much of this funding was to address the food needs of vulnerable populations within Syria, and Syrian refugees in the bordering regions of Iraq, Jordan, Turkey, Egypt and Lebanon. Food assistance interventions varied according to the context: within Syria, commodities such as wheat, lentils, salt and rice were provided to help offset the higher food prices.

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<sup>2</sup> This includes reporting from the majority of our partners who implement programming eligible to be counted against our FAC annual commitment. These figures are lower than Canada's overall expenditures on food assistance, given that not all expenditures related to food assistance are allowable given the definitions of eligible products, activities and associated costs as defined under the FAC (i.e. WFP's indirect support costs are not an allowable expense). In addition, some partners' reporting systems do not yet have the capability to capture all data according to the parameters of the new FAC, and so have not been included, or the figures reported may differ slightly from Canada's actual contributions towards our FAC commitment. For example, some of Canada's contributions to WFP are channelled through the Forward Purchase Facility (FPF) but WFP's reporting systems are currently not able to provide detailed information on contributions that flowed through the FPF for this first reporting year. Due to this, we cannot provide a breakdown of what was spent on eligible products, cash and vouchers and nutritional interventions. Likewise, not all partners consistently reported on the location of procurement, making it difficult to accurately report on this principle of the Food Assistance Convention. In addition, some partners provided data on procurement undertaken during the calendar year, whereas Canada is primarily reporting on financial contributions made within the calendar year. All stakeholders are working towards resolving the reporting issues in advance of the next reporting year.

<sup>3</sup> The ten different United Nations agencies and NGOs are: Action Contre la Faim, the Canadian Foodgrains Bank, CARE Canada, Helen Keller International, the Micronutrient Initiative, Oxfam Canada, Save the Children Canada, UNICEF, the World Food Programme and World Vision Canada.

However, refugees in neighbouring countries have typically received vouchers in order to meet food needs, which allow people to purchase food from available local markets, and allow for easy scaling-up or down of the intervention, based on changing needs. In addition, partners provided supplementary feeding to address the critical nutrition needs of young children and pregnant and lactating women.

In addition to the Syrian crisis, as well as other Level 3 emergencies in the Philippines, the Central African Republic and South Sudan, Canada also continued to provide food assistance funding to other countries experiencing food insecurity, such as Ethiopia and Mali.

- **Ethiopia:** One of Canada's largest food assistance interventions in 2013 was in Ethiopia. Canada's support included a broad range of programming, designed to meet immediate life-saving and life-sustaining needs, including those of refugees, while also contributing to social protection through WFP's school feeding program and Ethiopia's Productive Safety Net Programme. Programming through NGOs included cash-for-work activities, direct cash grants, the provision of essential vitamins and minerals to eliminate malnutrition, and the provision of in-kind food commodities and agricultural tools. By addressing the root causes of food insecurity and malnutrition, Canada's food assistance and nutrition programming supported Ethiopia's longer-term sustainable development efforts.
- **Mali:** In 2013, Canada provided food assistance as well as cash transfers through WFP to assist food-insecure populations in rural and urban settings as well as internally displaced people, refugees in neighbouring countries and host communities affected by the unrest and conflict in the north of Mali. Canada, through the Micronutrient Initiative and Helen Keller International, also supported nutritional interventions such as vitamin A supplementation to improve the nutritional status of vulnerable Malian populations, specifically children under-five-years-of-age. This combination of programming sought to meet emergency life-saving needs of people, while reducing longer-term vulnerability through improvements in food and nutrition security.

#### *Nutrition specific*

Canada's approach to nutrition focuses on increasing availability and access to quality nutritious food and on investing in direct nutrition interventions such as vitamins and minerals. We implement this approach through the types of programming we support and through policy engagement with our key food assistance partners such as WFP and the Canadian Foodgrains Bank to ensure they are not just providing food, but are providing the right kinds of food. For example, in 2013, Canada's efforts helped provide

nearly 2 million pregnant women with iron and folic acid to promote healthy pregnancies. Further, we spoke to the importance of nutrition in numerous WFP Executive Board interventions. A 2013 Development Initiatives report placed Canada as the top donor to nutrition-specific interventions.

### ***Other initiatives***

#### *Examples of coordination among donors*

Over the course of 2013, and in line with FAC principles, Canada has sought to actively coordinate, cooperate and share information with other donors, in order to improve the effectiveness and efficiency of food assistance and nutrition programs and policies.

Much of the collaboration and information sharing with other countries, UN partners, international organizations and civil society is also done through Canada's network of missions and embassies abroad. For instance, Canada is an active member of the WFP Executive Board, working with other members to shape the policies and programs of the organization. In addition, in crisis situations, Canada coordinates with other donors and relevant stakeholders to ensure our responses are complementary, and not duplicating other support. For example, in the aftermath of Typhoon Haiyan, representatives from Canada participated in the Food Security and Agriculture Cluster meetings and were involved in planning a joint strategic response.

Within the context of the Strategic Partnership Dialogue between Canada and Brazil launched in 2012, a second round of humanitarian consultations was held in the spring of 2013. These consultations allowed for a sharing of best practices and experiences related to responding to natural disasters and conflict. Through the consultations, both countries also shared information concerning current and future priorities with regards to humanitarian policies and programs. Clear opportunities for further collaboration with respect to humanitarian issues - primarily around food assistance and food security - were identified. Since then, regular informal discussions and more formal consultations with Brazil have followed.

Through the Scaling Up Nutrition (SUN) Movement and other global nutrition initiatives, Canada has provided policy leadership to strengthen coordination on nutrition by co-facilitating the SUN Donor Network, along with the United Kingdom and Germany. Furthermore, as Donor Convener for the SUN Movement in Mali, Canada has played a critical role in assisting the country to develop its Multi-Sector Action Plan for Nutrition, by providing financial and technical support, as well as active policy dialogue and coordination leadership with government stakeholders, donor networks, UN and NGO partners, and civil society group. Canada also co-led a working group with the European Commission to find a way to effectively track external resources aimed at addressing undernutrition in order to increase accountability. A common methodology was agreed to through the SUN Donor Network in December 2013, and donors expect to publish

their nutrition spending totals for 2010 and 2012, in 2014. In addition, in June 2013, Canada attended the United Kingdom's 'Nutrition for Growth' event, which resulted in important new financial and policy commitments in support of the SUN Movement's goals, including a Global Nutrition for Growth Compact, which Canada signed.

### *Policy initiatives*

Important changes have happened over the course of 2013. In June, the Canadian International Development Agency (CIDA) and the Department of Foreign Affairs and International Trade (DFAIT) amalgamated into the new Department of Foreign Affairs, Trade and Development (DFATD). As part of its development mandate, DFATD will continue to help reduce poverty in developing countries and provide humanitarian assistance to vulnerable people in crisis. Food security and strengthening the future of children and youth remain thematic priorities, as does stimulating sustainable economic growth. Canada continues to be a leader in advancing the global food security and nutrition agenda, including the need to adapt agricultural practices and inputs.

During the year, Canada continued to engage in policy dialogue with other international stakeholders on the humanitarian system, food security and food assistance.

In December 2013, Canada hosted the second biannual meeting between the Inter-Agency Standing Committee's Emergency Directors' Group and donors on the Transformative Agenda (TA) in Geneva. The meeting brought together the heads of humanitarian sections of ten donor governments and the emergency directors from all major UN agencies and the IOM involved in humanitarian response and from principal humanitarian NGOs. The successful meeting laid out an agreed path that guided the significant progress on multiple elements of the TA reform agenda that were made during the last six months of 2013.

Canada has been involved in the UN Committee on World Food Security (CFS) since 2009. In 2012, at the 39th Session of the CFS, members launched processes to develop the Principles for Responsible Investment in Agriculture and Food Systems (Principles), and the Agenda for Action for Addressing Food Insecurity in Protracted Crises (Agenda for Action). Throughout 2013, Canada has been involved in discussions and consultations on both documents.

Canada remains committed to achieving the Millennium Development Goals and to developing an ambitious, focussed, coherent Post-2015 Development Agenda. Canada believes that food security and nutrition deserve a significant place in the Post 2015 Development Agenda - including targets and indicators that capture the multi-dimensional nature of food security - from physical, social and economic access, to nutritious food and supplements for vulnerable groups, to the utilization and stability of food supply.

### *Innovative approaches in providing assistance*

In order to provide the most effective and efficient assistance possible to those in need, Canada continually seeks new and innovative ways to support the provision of humanitarian and development assistance. Canada is a significant donor to a new WFP humanitarian logistics hub being built near the Djibouti port that will improve the speed with which food assistance and nutrition interventions reach beneficiaries in the Horn of Africa. Canada's C\$19.2 million investment in the Djibouti Hub will revolutionize the way WFP operates and responds to humanitarian needs in the Horn of Africa. By creating a more efficient supply chain, WFP will move food more efficiently and effectively to its operations in Ethiopia, Sudan, South Sudan, Somalia, northern Kenya and Yemen, improving the whole regional humanitarian response and strengthening logistics systems capacities. Food will reach a much larger number of hungry people faster and the cost effectiveness of WFP operations and that of other humanitarian organizations working in the region will increase significantly. The Hub is scheduled to be completed in 2015.

In 2013, Canada provided support for the scale up of an innovative technology developed by World Vision Canada to improve the delivery of humanitarian assistance. Canada's support to the Last Mile Mobile Solutions (LMMS) aims to increase the effectiveness and efficiency of humanitarian assistance and enable greater accountability for the assistance delivered. LMMS is a mobile technology developed by World Vision Canada that is designed to make the delivery of humanitarian assistance quicker and easier. It uses a hand-held device that works even in remote areas to register people affected by crises and to improve the speed and efficiency of aid distributions, should it be food, cash transfers or non-food commodities. The data gathered can also be analyzed quickly and used to plan additional assistance, and to monitor and report on the assistance provided. With Canada's support, this project aims to roll LMMS out for use by the broader humanitarian community. To date, LMMS has been used in twenty-three countries by ten different NGOs and UN agencies.

As a founding partner and as the third largest donor to WFP's Purchase for Progress (P4P) initiative, Canada is supporting efforts to transform the way WFP purchases food in developing countries, giving small-scale farmers access to reliable markets and the opportunity to sell their surplus at competitive prices. We are actively supporting P4P in Afghanistan, Ghana, Guatemala, Nicaragua and Cuba with multi-year funding amounting to C\$60.5 million. The P4P pilot has allowed WFP to find new ways of leveraging its purchasing power to support agricultural and market development in developing countries. So far, hundreds of thousands of small-scale farmers have benefited from efforts to improve how their crops are grown, harvested and marketed.

Finally, cash-based programming in emergencies is an increasing area of interest for the international community. Canada promotes the provision of cash and vouchers whenever appropriate, and based on proper market analysis and needs of beneficiaries.

Cash programming can contribute to the development of local markets, gives people the option to choose the things they need most, and serves to preserve their dignity. In 2013, Canada provided support to the Cash Learning Partnership (CaLP), an organization that aims to improve the quality of emergency cash transfer and voucher programming across the humanitarian sector.

## **Denmark**

### **European Union (EU)**

The European Union as a whole is the world's biggest donor of humanitarian aid. Together, Member States and European Institutions contribute more than half of official global humanitarian aid.

Since its creation 20 years ago, ECHO has helped millions of crisis victims in more than 140 countries hit by natural disasters and man-made crises. It has provided emergency assistance and relief to the most vulnerable people in the most dangerous conflicts and disaster-prone regions.

Today ECHO has more than 300 people working in its headquarters in Brussels and more than 400 in 44 field offices located in 38 countries around the world. Immediately following a disaster they go to the crisis to carry out needs assessments, following this they monitor the implementation of the EU-funded humanitarian projects. This needs-based, targeted approach is a key characteristic of ECHO aid and how it is distributed. In order to implement humanitarian operations, ECHO cooperates with over 200 partners (14 United Nations agencies, 191 non-governmental organisations and 3 international organisations: the International Committee of the Red Cross/Red Crescent, the International Federation of the Red Cross/Red Crescent and the International Organisation for Migration). In partnership with these humanitarian organisations ECHO has a very fast response capacity allowing funding and staff to be rapidly deployed to where help is most needed.

### ***Selected projects***

#### *Syria*

In 2013, ECHO provided food assistance (over EUR 80 million) to over 1,5 million people affected by the conflict in Syria: displaced and residents within Syria, Syrian refugees in Lebanon, Jordan, Turkey, Iraq and Egypt, Palestinian and Iraqi refugees.

- Assistance within Syria has focused on addressing the immediate needs of the population, through the most efficient means (in-kind distributions, including fuel for cooking, but also vouchers and cash where feasible), from Damascus but also through cross-border operations, to facilitate the access to remote areas.

- In the countries welcoming Syrian refugees, ECHO has promoted a market-based response, considering the dynamism of local markets, offering the highest flexibility to refugees in answering to their various needs. Food and rent in Lebanon and Jordan represent the main expenditures for the refugees (80%). The refugees are widespread in both countries and there are a wide variety of food, livelihoods and shelter solutions, which make it impossible to propose standard assistance packages.
- It became clear in 2013, that, as the crisis was becoming protracted, more effective and targeted assistance to refugees would have to be implemented. ECHO is supporting the Cash Working Group in Lebanon, including UNHCR, WFP and major international NGOs, in defining the operational set-up for multipurpose cash assistance to Syrian refugees, which will allow them to better meet their needs. The aim is to bring together all the assistance packages, which could be provided through a cash-based approach, into a single cash transfer, targeting the most vulnerable refugee households in 2014.

### *Philippines*

The recent experience with Typhoon Haiyan in the Philippines provides a positive example of the design of a flexible response using both in-kind and cash transfer modalities.

- Typhoon Haiyan triggered storm, surges and flash floods after tearing through the islands on 8th November 2013. Immediately after, the entire donor community including ECHO and its partners mobilized resources to assist the victims of the typhoon.
- The humanitarian actions funded by ECHO and other donors and directly implemented by WFP and NGO partners on the ground demonstrated a remarkable capacity to provide an appropriate response. Appropriate transfer modalities were chosen to meet primary needs.
- The rapid market assessments done immediately after the shock suggested that an in-kind transfer modality was the best way to respond in the very first phase of the humanitarian operation. However, as soon as markets started functioning again, ECHO projects had the capacity to switch to a cash transfer modality – they had been designed with this in mind.
- Through regular market assessments it was possible to ascertain that the local markets were rapidly re-establishing themselves and consequently the project was able to replace in-kind aid with cash transfers. This was done progressively and at a considerable scale. Such flexibility depended on ECHO's capacity to a) monitor and b) adapt quickly to the changes in the market status that varied throughout the affected area.
- The selection of the transfer modality has been adapted to take into account beneficiary needs and preferences. At the beginning, food and shelter was provided mainly by in-kind transfer. As the situation progressed and the markets

started to be active again, cash transfers came into their own and allowed beneficiaries to meet a variety needs that could be addressed only with cash, such as procurement of shelter equipment, medicines, school fees, etc.

#### *Central African Republic*

- Following the October 2013 Emergency and Food Security Assessment, WFP launched its EMOP and the EU has responded with a view to securing urgent food assistance and protecting the coming agricultural season.
- Assistance has been provided from humanitarian and development sources and ECHO continues to fund operations as the crisis deepens and as the plight of refugees and those remaining in CAR causes increasing concern.

#### **Other initiatives**

##### *Examples of coordination among donors*

Coordination operates at a number of levels – within the EU, some development and humanitarian policies are jointly developed. This has been the case for policies on resilience and nutrition. The specific nature and responses needed in development and humanitarian contexts are often not all that different and efforts are made to ensure that shorter term humanitarian interventions contribute to more sustainable solutions. The Commission prioritises EU humanitarian food assistance which saves lives during emergencies and in their aftermath. However, with the exception of sudden onset of hostilities or natural disasters, much humanitarian food assistance can be programmed in advance. This is particularly the case for recurrent, protracted and forgotten crises. A solid coordination process is in place involving ECHO field offices, our UN partners, NGOs and the donor community, both within the EU and beyond.

Within the EU, programming takes the form of a global decision, preparation of which begins in the second half of the year and which identifies funding priorities for the calendar year to come, based on an assessment of the global humanitarian context. In order to establish consistency in the allocation of resources to different countries according to their respective needs and to guarantee the credibility and transparency of Community humanitarian aid, ECHO has developed a set of rigorous needs assessment tools. Through the Global Vulnerability and Crisis Assessment, a comparative analysis of countries is undertaken to identify their level of vulnerability and crisis. Through the Forgotten Crises Assessment, ECHO identifies serious humanitarian crisis situations where the affected populations are not receiving enough international aid or even none at all. As a result of this evidence-based approach individual Humanitarian Implementation Plans are developed through which funding is allocated to geographical, regional or thematic priorities.

EU development cooperation for the upcoming programming cycle will see a strong focus on food and nutrition security and increasingly programming occurs jointly with EU Member States. The EU has committed to reduce stunting in children under five by at least 10% (7 million children) of the World Health Assembly goal by 2025 and will invest €3.1 billion in nutrition sensitive interventions and €400 million in nutrition-specific interventions over the next 7 years. Countries where food security is critical have been encouraged to select food security as a focal sector for the upcoming programming period so that food and nutrition insecurity can be addressed at a structural level and with full government support. Humanitarian efforts in these countries will complement the work of our development colleagues and will focus on the most vulnerable groups and on wasting in particular.

Coordination with Member States takes place locally, through regular coordination meetings and in Brussels, through the Council Working Party dedicated to Humanitarian Aid and Food Aid, which meets monthly. This Working Party is the forum to debate and define humanitarian policy in general and food assistance policy in particular. Invitations are frequently extended to our partners to have informal exchanges of views or debriefings on particular topics or events. Coordination also occurs on an ad-hoc basis, a recent example of which is the Cash Working Group in Lebanon. The first half of 2014 has seen great efforts in Lebanon to design a harmonised and holistic approach by which cash is intended to meet needs across multiple sectors. This process, driven locally, has been complemented by wider donor coordination meetings, which have been held to provide a strategic steer to the Lebanon specific case, but also to move the policy reflections on cash transfer programmes forward and to harness the opportunities that such programmes present and to learn from field experiences.

The EU engages in intense coordination with those UN bodies working on humanitarian issues. Strategic dialogues take place annually with WFP, UNICEF, WHO and UNHCR, ECHO's principal partners with more regular contacts at operational level. This is a partnership which is backed up by significant funding, in particular for WFP, where the EU, together with its Member States is consistently the largest donor. More generally, coordination takes place within through the OCHA Donor Support Group, which, from July 2013 to the end of June 2014, is chaired by the EU (through ECHO) with the motto "Acting together for those in need". The OCHA Donor Support Group acts as a very useful "sounding board" and a source of advice on policy, management, budgetary and financial questions. It also discusses key policy issues around the humanitarian system and its coordination.

The EU sees the Food Assistance Convention as bringing something unique to this landscape. With a focus on food assistance, the FAC has the opportunity to push forward policy and innovative solutions in the area of food assistance – existing fora are broader and while the EU welcomes and promotes a multi-sector view on food assistance, the scale of hunger, as outlined in the FAO's The State of Food Insecurity in the World 2013 shows that "globally, 842 million people – 12 percent of the global

population – were unable to meet their dietary energy requirements in 2011–13." Combined with a world where, every year, 3.1 million children die of wasting and where stunting affects 165 million children, irreversibly affecting their physical and cognitive development and in the process shaving up to 8% from a countries economic potential, we can see that a body devoted to food assistance is needed. The EU sees the role of the Food Assistance Convention as firmly rooted in boosting the effectiveness of aid and in promoting innovative responses to food insecurity, particularly in humanitarian contexts.

### *Policy initiatives*

The EU policy framework for humanitarian aid is set out in a joint statement entitled "The European Consensus on Humanitarian Aid" signed in December 2007 by the three European Institutions (Council, Parliament and Commission). The Consensus sets out the values, guiding principles and policy scope of EU humanitarian aid, and strengthens the EU's capacity to help people suffering in crisis zones across the globe. The EU's humanitarian assistance is based on the principles of humanity, neutrality, impartiality and independence. The EU's approach towards food security and humanitarian food assistance in third countries has been further refined in the Communications on the EU's Food Security and Humanitarian Food Assistance Policies and subsequent Council Conclusions of May 2010 . These documents place equal emphasis on each of the four pillars of food security – availability of food, access to food, improved nutrition, and better crisis prevention and management and stress the particular challenges of achieving nutrition outcomes in humanitarian contexts.

Since the end of 2012, this policy framework has been developed to include comprehensive and innovative policies on resilience, nutrition and gender, each of which will have a significant impact on the way we tackle food insecurity and on the amount of funding that will be devoted to addressing this problem.

The Communication on the EU Approach to Resilience: Learning from Food Security Crises underlines how nutrition and resilience are highly interlinked in some contexts (particularly in the Sahel and Horn of Africa regions where resilience is the guiding principle of the AGIR and SHARE multi-partner initiatives to address food and nutrition crises).

A Communication on nutrition outlines the Commission's and Member States' strategic framework to tackle undernutrition from both the development and humanitarian perspective. This joint Communication was adopted by the College on 12th March 2013, with Council conclusions adopted in May 2013. Nutrition in emergencies is addressed through a Staff Working Document that is attached to the Communication.

The Commission's Staff Working Document on Gender in Humanitarian Assistance: Different Needs, Adapted Assistance (SWD (2013)290final), adopted on 22 July 2013 outlines the Commission's approach to gender and gender-based violence in

humanitarian aid. The objective is to improve the quality of humanitarian assistance, through actions that effectively respond to the specific needs of women, girls, boys, men and elderly women and men, who have different needs due to the fact that crises do not affect them in the same way. In its operational framework the policy outlines three different types of interventions, mainstreaming, improved targeting and capacity building.

To support policy implementation and coherence, the Commission has also introduced a Gender-Age marker, which will apply to all projects funded by ECHO as of January 2014. This tool is designed to foster and track gender- and age- sensitive programming.

Under-nutrition is usually a result of more than one factor and this is why ECHO supports a multi-sector approach, including access to food, health care, WASH and education. The same approach is taken by our development colleagues, who also recognise the importance of working with farmers, in particular smallholders and those involved in fisheries to ensure that agriculture and fisheries can contribute to improving the nutritional status of the most vulnerable. The multi-sector approach is a very tangible contribution to building the resilience of the most vulnerable. To achieve this we need a joined up approach and a broad partnership, involving humanitarian and development actors, national governments, regional organizations, civil society and the private sector, in all areas.

#### *Innovative approaches in providing assistance*

ECHO has been to the forefront in pioneering a food assistance approach, which it sees as a holistic response to victims of a humanitarian crisis, which may involve the direct provision of food, but which also uses a wider range of tools, such as the provision of services, inputs or commodities, the use of cash or vouchers, and fostering skills or knowledge. Food assistance aims to ensure the consumption of sufficient, safe and nutritious food in anticipation of, during, and in the aftermath of a humanitarian crisis; it ensures food availability, access to nutritious food, proper nutrition awareness, and appropriate feeding practices.

The EU acknowledges that the food assistance approach is about the use of the most appropriate mix of tools rather than an unconditional push for cash and vouchers. In December 2013, as part of its series of guidance to staff and partners, ECHO published a thematic policy document on the use of cash and vouchers. The purpose of these documents is to assist partners in deciding when and how to use the various options at their disposal. Taking a longer term approach the reference document series provides similar guidance and a reference document has been published in April 2012 on the use of social transfers in the fight against hunger.

Looking specifically at food assistance, the EU considers this as one of the more exciting avenues to explore as we face crises and humanitarian events where the needs of

beneficiaries may not be best served by the provision of in kind commodities or services and where a transfer of resources may allow people to meet their basic needs in a more dignified and efficient way.

An increasing number of beneficiaries are now being served in this manner, with the share of the EU's food assistance budget for 2013 standing at 34% (up from 2% in 2007). Some of ECHO's recent experiences demonstrate the range of situations that lend themselves to a cash/voucher approach.

Some interesting work is going on in Lebanon, where an informal Cash Working Group has been established under the leadership of UNHCR and Save the Children to discuss how to make the transition towards a multi-agency unconditional cash transfer programme. This would represent a significant shift from a sector-based response model to a holistic approach where cash could be used to meet needs across multiple sectors. In order for such a programme to work, a number of technical and operational components need to be ironed out. In particular questions relating to targeting, the assistance package to be provided, the operational set-up needed and how to ensure accountability through robust monitoring and evaluation need to be resolved. The involvement of partners such as WFP is also critical, but may raise mandate issues – unconditional cash transfers will not necessarily be used to purchase food, but may be more effective in achieving food and nutrition security.

This work is expected to lead to strategic recommendations on the appropriate governance model for a multi-agency cash assistance programme, which could begin to deliver assistance very shortly. The EU is very interested to track experiences with this model as it may offer a way forward in situations where markets function well and where delivery of in-kind commodities may not be the most efficient way to proceed.

The use of cash/vouchers, in whatever form, presents us with a number of challenges, some of which are summarised below.

- Security – it is argued that cash improves security for beneficiaries, but can the same be said for those who have to distribute the cash?
- Infrastructure – cash withdrawal machines are not always available in situations where humanitarian actions take place and the investment required may be worthwhile for financial institutions.
- The role of the private sector – there is a danger that, as donors, we unwittingly contribute to the creation of a monopoly. Companies operating in the financial services sector are very well placed to develop markets in developing countries and interested in doing so. Working as a humanitarian aid partner enables them to secure a foothold in these fledgling markets, but this opportunity should not be financed from humanitarian aid budgets.

- Accountability – this is linked to the question of mandate, but on a more individual level. Our taxpayers and the wider body of stakeholders want to be assured that aid is not misused – with untied cash; ways will have to be found to assess the outcome of our interventions so that this can be demonstrated.
- Questions of mandate – the use of cash, regardless of the form in which it is distributed, cannot be controlled, which is problematic for bodies which have a limited mandate. For example, the mandate of WFP is firmly rooted in the provision of food to those in need – using untied cash does not sit well with this mandate.
- Potential benefits in favour of shifting from physical cash to electronic payments are increasingly appealing. Cost savings over cash and in kind distribution, transparency and accountability, security (particularly for women), financial and social inclusion and access to new market for businesses are some of the reasons why this option is worth considering.

The EU will conduct an evaluation, which will start this year on the efficiency and effectiveness of cash and voucher transfer modalities.

### *Best practices and lessons learned during 2013*

The following are some examples of best practices.

#### *AGIR*

AGIR (the Global Alliance for Resilience Initiative), aims to achieve "Zero Hunger", i.e. eliminating hunger and malnutrition, within the next 20 years and to "Structurally and sustainably reduce food and nutritional vulnerability by supporting the implementation of Sahelian and West African policies". A Regional Roadmap was adopted in 2013, which presents quantitative specific objectives and monitoring indicators. The main strength of the initiative and of the process is to gather all stakeholders (international, regional and national) into a single initiative, replacing multiple independent ones. It also demonstrated the considerable progress made by the EU in establishing a productive dialogue and collaboration between development and humanitarian assistances.

It is a multi-sector, multi-level and multi-partner approach, supported by strong political commitments. So far 7 of the 17 CILSS/ECOWAS countries have started drafted Country Resilience Priorities (CRP). All countries and partners are using a common analysis of food and nutrition insecurity (Cadre Harmonisé). Joint humanitarian and development programming exercises are being initiated, starting with Mali in 2013.

### *CMAM*

ECHO has supported the Coverage Monitoring Network, together with OFDA, a consortium of INGOs, aiming at increasing the coverage of CMAM programmes. Increasing the coverage of CMAM programmes is essential in order to treat more undernourished children, and save their lives, but also in increasing the cost-effectiveness of nutrition programmes, facilitating their transition to national programmes. The project so far has succeeded in increasing the capacity of humanitarian actors to conduct coverage assessments, allowing them to evaluate the performance of their programmes but also to identify the main barriers, for the children and their families, to access nutrition programmes. The current phase of the project aims to identify best practices and innovative ways to reduce the barriers to access nutrition programmes and to improve coverage.

### *CAPACITY BUILDING PROGRAMME*

Since 2002, the EU has spent over EUR 150 million on its capacity building programme – this is a programme with a global reach, which favours strategic and innovative approaches to humanitarian aid and which endeavours, with the help of our partners, to strengthen such capacity. In the course of the last few years, beneficiaries of this programme have included WFP's Cash for Change Unit and CaLP (the Cash Learning Partnership). Ultimately, the objective of humanitarian Enhanced Response Capacity building efforts is to - in the longer term - save lives in a more efficient and effective manner. Capacity building investments should contribute to strengthening and optimising the global humanitarian preparedness and response capacity and to favour the investigation of innovative solutions.

The Cash Learning Partnership (CaLP) is a group of organisations, working to support capacity building, research and information sharing as a way to promote cash transfer programming as an effective tool to deliver aid in times of crisis. In 2010, the CaLP partnered with the International Federation of the Red Cross and Red Crescent societies (IFRC) to develop and implement new activities for 2011 with support from ECHO. With EU support, CaLP has recently launched the Cash Atlas, an interactive global mapping tool, showing where and how cash transfer programmes are being used.

ECHO support has also been instrumental in furthering the work of WFP's of the Cash for Change Unit.

The work that the EU has been able to do with CaLP and WFP's Cash for Change Unit demonstrate the value of "seed capital" in promoting innovative approaches and ideas and is a practice to repeat in the future.

## **Finland**

## **Japan**

Japan is one of the original member states of the 'Food Aid Convention, 1967' and started its food aid projects in 1968. Japan steadily implemented its commitment stipulated in the past food aid conventions (the quantity of the commitment of Japan stipulated in the 'Food Aid Convention, 1999' was 300,000 metric tons of wheat equivalent).

Under the current 'Food Assistance Convention,' which came into effect in January, 2013, Japan notified the FAC Secretariat of 10 billion yen as its minimum annual commitment in order to continue to provide contributions on the same scale as before based on human security.

The amount of the contributions made by Japan in the food assistance area in 2013 is approximately 25.36 billion yen, which substantially exceeds its commitment, 10 billion yen. The amount includes bilateral food assistance projects and food assistance projects through the international organizations such as WFP and UNRWA, and the contributions to WFP.

### ***Selected projects***

Bilateral food assistance projects are aimed to provide funds to procure grains such as rice, wheat and etc. in response to the request from the recipient countries under food insecurity situations. In 2013, Japan signed the Exchanges of Notes (E/Ns) with 11 states in Sub-Saharan Africa (namely, Benin, Burkina Faso, Burundi, Cote d'Ivoire, Comoros, the Democratic Republic of Congo, Djibouti, Liberia, Sao Tome and Principe, Sierra Leone, and Togo) to implement 13 food assistance projects (a total value of 6.21 billion yen).

Food assistance projects through the international organizations are implemented in coordination with WFP and UNRWA to mitigate food shortage of refugees and internally displaced persons (IDPs) affected by natural disasters and conflicts. In 2013, Japan signed E/Ns with WFP in response to food needs in Asia (Bangladesh, Cambodia, and Sri Lanka), Middle East (Palestinian Authority and Yemen), and Sub-Saharan Africa (Chad, the Republic of Congo, Gambia, Guinea-Bissau, Lesotho, Mali, Somalia, Sudan, South Sudan, Zimbabwe) to implement 16 food assistance projects (a total value of 5.17 billion yen). Also, Japan signed an E/N with UNRWA to provide foods to Palestinian Refugees (a total value of 630 million yen).

Beside the food assistance projects above, Japan contributed in 2013 approximately 11.4 billion yen to WFP for the humanitarian relief efforts for conflicts and natural disasters in Sub-Saharan Africa, Middle East and North Africa, and Afghanistan. The

contributions are utilized by WFP for provision of foods, and distribution of cash and vouchers.

In addition, in 2013, Japan provided the humanitarian assistance through Emergency Grant Aid to WFP and UNICEF in response to food and nutrition needs of Syrian refugees and the affected people in the Philippines (a total value of 28.1 million US dollars).

### ***Other initiatives***

Promoting human security is one of the three goals of Japan's 'FY 2013 Priority Policy for International Cooperation,' and Japan has steadily implemented food security assistances towards the achievement of the Millennium Development Goals (MDGs), including the agricultural and rural development areas. From this point of view, 'Yokohama Action Plan 2013-2017,' including promoting food and nutrition security such as improving rice production in Africa, was issued in the Tokyo International Conference on African Development V (TICAD V) held in June 2013, which has been followed up steadily.

With the recognition that the agricultural sector is the largest economic sector in Africa and plays an important role in economic growth and poverty reduction, 'Agriculture, Food and Nutrition Security (Empowering Farmers as Mainstream Economic Actors)' was placed one of the pillars of the Yokohama Action Plan mentioned above. Japan has been making efforts through the 'Coalition for African Rice Development (CARD)' to double rice production in Sub Saharan Africa to 28 million tons from 2008 to 2018. The rice production rose to 20.7 million, 147% of that of 2008, in 2012.

To address the new challenges of food and nutrition security as a major issue of the post-MDGs, Japan set forth 'Japan's Strategy on Global Health Diplomacy' in May 2013, in which Japan stressed the importance of universal health coverage (UHC). Japan will promote maternal and infant health care and infant nutrition improvement assistances toward achieving UHC in Africa in coordination with relevant stakeholders, and will continue its contributions to achieve the MDGs.

In the context of the G-8 Action on Food Security and Nutrition, Japan has been promoting the cooperation with the United States for the support of global food security in Mozambique and other African countries.

In addition, on the occasion of TICAD V, Japan and WFP reaffirmed the importance of collaborative efforts to address nutrition issues, and to expand its partnership to jointly scale up nutrition in Africa, with a view to achieving more effective support. With this regard, Japan has contributed WFP to launch pilot projects in nutrition area in Ghana (1 million US dollars) and Sierra Leone (500 thousand US dollars).

## Switzerland

Despite a small reduction in the number of hungry people in 2013, hunger continued to remain a reality for hundreds of millions of people with long-lasting consequences for their lives and the development of their societies.

*The provision of food assistance* in acute and chronic situations is one crucial way in which the Swiss humanitarian mandate of “saving lives and alleviating suffering” is put into practice. In addressing global food security challenges, Switzerland however takes a comprehensive perspective, in line with the UN SG’s “zero hunger challenge” and the twin track approach to food security. Food assistance is complemented by Switzerland’s global advocacy efforts and engagement to fight the root causes of hunger for instance by supporting agricultural research, promoting small scale farmers and reducing post-harvest losses.

Switzerland works in *close partnership with international organisations on food assistance*. Among all UN Agencies, the World Food Programme (WFP) receives the largest amount of Swiss Humanitarian Aid. In 2013, Switzerland contributed a total of USD 79 million to the WFP. Switzerland provides WFP with expertise, cash and in kind contributions. *Cash transfer programming (CTP)* is increasingly used as a form of humanitarian response. CTPs transfers the power back to beneficiaries, provides additional choice, flexibility and dignity. Switzerland is convinced that the cash transfers approach can help enable a needs-based, people-centred and empowering approach to humanitarian assistance.

*In kind contributions* are provided by Switzerland in the form of dried skimmed Swiss milk. Swiss milk products are distributed to enrich food especially within school feeding programmes and health facilities to improve the nutritional status of children and vulnerable people. For the period 2013-2016 Swiss Parliament has approved a credit of CHF 20 million per year for the purchase of in kind milk power targeted to the most in need. The donations of Swiss milk products are distributed through Swiss NGO’s and the World Food Programme for instance in DPRK and Sudan. A review of the Swiss in-kind programme is currently underway.

Switzerland contributes to WFP operations according to the following criteria: needs (affected population/urgency and financial gaps), potential synergies with Swiss programmes and presence of a Swiss Cooperation Office. In 2013, nearly 10% of Swiss contributions have been given *un-earmarked to WFP*. These un-earmarked contributions allow WFP to respond swiftly to emerging or rapidly increasing humanitarian needs.

Moreover, Switzerland also contributes to different nutrition and food-security programmes of NGO partners, for instance Action contre la Faim (ACF), Terre des Hommes (TdH) and Médecins sans Frontiers (MSF). Moreover, support has been

provided to government lead initiatives for instance the “Dispositif National de Prévention et Gestion des Crises Alimentaires” in Niger.

### ***Selected projects***

In 2013, Switzerland responded to four level-3 emergencies in the CAR, South Sudan, Syria and the Philippines. Switzerland is however also strongly advocating for so-called “silent or forgotten” crisis. In 2013 Switzerland therefore continued to respond to crises in DPRK, DRC, Sudan, Mali and Yemen and many more.

#### *Syria Crisis*

Since the eruption of the conflict, Switzerland has pledged 50 million Swiss francs for the Syrian crisis; most of them were allocated to the provision of basic food and cash assistance to those in need; shelter support, medical assistance and protection for most vulnerable. In 2013 Switzerland implemented direct projects in Lebanon and Jordan for refugees and host communities and contributes financially to NGOs and various UN-agencies. Switzerland’s 2013 support to WFP’s operations in Syria helped in scaling up the food assistance for the affected population from 1.5 to 2.5 million people monthly.

The international community’s humanitarian reach within Syria is limited due to insecurity and active fighting. Switzerland focuses its efforts on the protection and assistance of the affected populations inside Syria as well as in the neighbouring host countries. Switzerland is following four action lines: Financial and in-kind contributions to humanitarian actors (ICRC, UN agencies, International nongovernmental organizations and local charities), direct bilateral actions (with INGOs, NGOs, CBOs and government institutes), and deployment of technical experts from the Swiss humanitarian aid unit (SHA) to UN partners (secondments). For political and security reasons there was no Swiss presence in Syria in 2013.

#### *South Sudan*

Looting of food stocks, insecurity and displacement increased the already existing food insecurity in South Sudan. Switzerland is maintaining a presence in South Sudan with offices in Juba and Aweil. Switzerland’s activities are focused on the area of food security, water and sanitation as well as the protection of civilians. WFP is the main partner in the area of food security. Although Switzerland’s contribution to WFP is small at first sight (0.7% contribution of WFP total budget), the timely and reliable contributions of Switzerland are particularly appreciated. In its focal geographical area of Northern Bahr el Ghazal, Switzerland’s bilateral contributions to its partners (ACF, FAO, VSF-CH) have had a visible impact on the lives and livelihoods of thousands of vulnerable people, which benefited from integrated programs aiming at reinforcing their resilience when facing periods of food insecurity and reduce their dependence on food aid.

### *Philippines*

On 8 November 2013 the super Typhoon Haiyan struck the Philippines, destroying ready to harvest, harvested and newly planted rice. Following the Typhoon, farmers needed to immediately clear and replant their fields in order to secure the first harvest of 2014. Switzerland therefore decided to support WFP operation but also to provide a critical financial contribution to the Food and Agriculture Organization (FAO) to support farmers with seeds to replant for the next harvest season.

Rapid support from Switzerland and other partners has enabled FAO to work closely with the Government of the Philippines to deliver rice seed packages to nearly 44 000 affected farmers in time for the planting season. Every farmer FAO has supported with one hectare-worth of rice seed (40kg), will be able to produce two tons of rice. This is enough to feed a family of five people for a year, to generate vital income and save for future planting.

The immediate seed distribution has therefore established very quickly in the aftermath of the disaster, a strong basis for longer-term recovery. It is estimated that the USD 5 million initially invested by Switzerland and other partners, in providing farmers with time-critical agricultural inputs will yield enough to feed 800 000 people for more than one year. This will generate a value equivalent to USD 84 million of rice production: a 17-fold return from the initial investment. Switzerland's support to the FAO in the Philippines is therefore an excellent example of the multiplier effect that immediate agriculture emergency assistance can generate.

### ***Other initiatives***

#### *Policy initiatives*

Switzerland aims at fostering policy initiatives that bridge more short term food assistance activities with longer term development activities in agriculture, food security and nutrition.

*Reducing food loss and waste* is crucial in the fight against hunger and malnutrition. Almost one third of the local farming production in sub-Saharan Africa is lost due to inadequate post-harvest management and storage. This volume far exceeds the total amount of international food aid provided to the region each year. Simple and inexpensive steps such as education on the grain drying process and improved storage infrastructure at household and community level have proven to reduce food loss and increase food availability on local and regional markets. Switzerland is therefore funding a joint post-harvest management project between UN's food agencies WFP, FAO and IFAD.

In Switzerland an inter-departmental working group to increase knowledge and efforts to reduce food waste in Switzerland was also launched.

### *Nutrition*

In 2013, Switzerland allocated a contribution to the Scaling-up Nutrition (SUN) Multi-Partner Trust Fund in support of civil society participation. The SUN Movement encompasses 42 countries that have prioritized nutrition in their development plans and strategies to accelerate attainment of the MDGs by 2015.

In Switzerland, a thematic multi-stakeholder Task Force on the *post 2015 development agenda* prepared a position paper on food security and nutrition for all through sustainable agro-food systems with positive economic, environmental and social outcomes, supporting strongly a stand-alone goal.

Switzerland is also actively engage and advocating at the *international policy level*. The Committee on World Food Security (CFS) is gaining global acknowledgment as the relevant platform to hold inclusive multi-stakeholder policy discussions related to food security and nutrition. As chair of the CFS working group, Switzerland is taking a strong role in the negotiation of the Principles of Responsible Agricultural Investments (“RAI principles”). These principles aim at promoting responsible agricultural investment that enhance food security and employment and reduce hunger and poverty.

### **United States of America**

During 2013, the United States provided \$2.0 billion of food assistance to more than 40 countries. The United States provided assistance in response to emergencies and longer term causes of hunger and malnutrition.

The U.S. emergency food assistance programs play a critical role in responding to global food insecurity. Emergency food assistance saves lives and livelihoods, supports host government efforts to respond to the critical needs of the country’s population when emergency food needs exist and external assistance is required, and demonstrates the concern and generosity of the American people. Responses to emergencies and efforts to resolve protracted crises provide a basis for transitioning to the medium- and long-term political, economic, and social investments that can eliminate the root causes of poverty, instability, and food insecurity.

In 2013, the United States provided more than \$1.55 billion of assistance to respond to emergencies and protracted crises disrupting food production and destroying the foundations of people’s livelihoods. This assistance benefitted nearly 21.6 million people in 26 countries, including 16 countries in Africa, eight in Asia and the Near East, and two in Latin America and the Caribbean. The emergency food assistance was provided through a variety of foreign assistance, disaster, and agricultural budget sources of the United States. Nongovernment organizations and public international organizations distributed the assistance to beneficiaries on behalf of the United States.

The United States provided a mix of in-kind food aid and cash, vouchers, and locally sourced food in response to the emergencies. Approximately \$1 billion of the emergency assistance was provided through in-kind food aid. More than \$530 million of resources were provided for the local and regional purchase of food, food vouchers, and cash transfer programs that facilitate access to food. Beneficiaries in 22 countries, including Burma, Kenya, Somalia, Syria, Niger, Pakistan, and Yemen, received locally and regionally procured food, food vouchers, and cash.

The United States provided more than \$480 million to through developmental food assistance programs. These programs aimed to improve food security by reducing chronic malnutrition among children under five and pregnant or lactating women, increasing and diversifying household income, strengthening and diversifying agricultural production and productivity, and improving the diets and education of school-aged children. The objective of these programs is to build resilience and reduce the longer-term need for food assistance.

Due to the complexity of food insecurity, multi-sectoral development food assistance programs engage in a range of activities that may include sustainable agricultural production and marketing, natural resource management, non-agricultural income generation, integrated health and family planning programming, nutrition, water and sanitation, education, disaster risk reduction, vulnerable group feeding, and social safety nets.

### ***Selected projects***

In *Syria*, the U.N. estimated that 9.3 million people would need of humanitarian assistance at the end of 2013 as a result of ongoing conflict. An estimated 6.5 million people were internally displaced, and the number of Syrian refugees in the neighboring countries of Jordan, Turkey, Lebanon, and Iraq was expected to reach three million by the end of 2013. Reductions in agricultural production, widespread displacement, disruption of markets and transportation, elimination of bread subsidies, damage to infrastructure including mills and bakeries, and loss of livelihoods contributed to unprecedented food insecurity in Syria. In response to the complexity of this crisis, the United States used a variety of mechanisms to deliver emergency food. These mechanisms included family rations in all 14 Syrian governorates, supplementary nutritional food for children, flour-to-bakeries programs, food vouchers for refugees in neighbouring countries, and meal replacement bars for new refugee arrivals. The United States provided \$347.3 million in 2013 to the World Food Program and non-government organizations to address the food needs of populations affected by the Syria crisis. This included more than \$196.7 million for assistance inside Syria through cross-border assistance. Assistance to Syrian refugees in Egypt, Iraq, Jordan, Lebanon,

and Turkey consisted primarily of a food voucher system, with hot meals, dry rations, and emergency food bars provided where necessary.

The United States also assisted *Yemen* by providing leveraged emergency resources to reduce vulnerability and enhance resilience, while addressing urgent food security needs. In 2013, the United States awarded three new cash-based programs that will provide \$15 million annually over three years.

The United States provided critical assistance to the *Philippines* following Typhoon Haiyan, which was the most powerful recorded storm ever to make landfall. The United States made an early cash contribution to the World Food Program's emergency response, facilitating the local procurement of 2,400 metric tons (MT) of rice and the airlift of 40 MT of high-energy biscuits. These products were included in the first distribution of family food packs to affected populations in Tacloban. The United States airlifted 55 MT of emergency food pastes and 1,020 MT rice from prepositioned inventories in Florida and Sri Lanka for ongoing food distributions. The United States continues to support cash-for-assets activities to restore agriculture-based livelihoods and ensure long-term food security.

### ***Other initiatives***

#### *Examples of Coordination among Donors*

In 2013, the Government of Pakistan donated 150,000 tons of wheat valued at \$53 million to provide food to people who were displaced by conflict in Khyber Pakhtunkhwa Province and the Federally Administered Tribal Areas. The United States, Australia, the United Kingdom, Belgium, and the World Food Program provided funding to cover the "twinning" costs, which consisted of milling, fortifying, storing, and distributing wheat and wheat flour. The United States contributed \$15 million for twinning, which was sufficient to mill and distribute more than 50,000 tons of the wheat donated by Pakistan.

#### *Policy Initiatives*

In April of 2013, President Obama proposed a major reform to the largest U.S. food assistance program. The proposal aimed to expand programming that helps farmers closer to the disaster provide commodities for food programs through local and regional procurement and helps beneficiaries access more local, healthful foods by providing them with a targeted cash transfer or food voucher. The overall trend in food assistance globally is towards more flexible approaches that give responders a wider range of tools to assure the best response for each context.

The difference in cost per beneficiary between cash-based and commodity-based programs allows the United States to reach additional people in crises with the same resources. Research shows commodities purchased locally and regionally can result in savings of between 25-50 percent compared to commodities purchased in the United States.

Additionally, U.S. food aid typically takes four to six months to reach beneficiaries. Studies show significant time savings for local and regional purchase versus purchase in the United States. Food can reach those in need as much as 11-14 weeks sooner with local and regional procurement. Prepositioning has been an effective tool in reducing initial response times; however, it can be logistically difficult and less timely than local responses, and adds to the cost of food aid, reducing the number of people in crises who can be helped.

The United States will continue to work to achieve flexibility and to assure the United States sustains its global leadership role in food assistance.

### *Innovative Approaches in Providing Assistance*

#### *Specialized Food Products*

The United States continued to review and improve the food aid products in accordance with recommendations from the Food Aid Quality Review final report, which the United States issued in 2011. The United States has reformulated the vegetable oil provided in food programs by adding vitamins A and D. The United States has also improved the formulations of cornmeal, soy fortified cornmeal, wheat flour, bulgur, soy fortified bulgur, and corn-soy blend (CSB).

The United States expanded the use of ready-to-use therapeutic food (RUTF). In 2013, the United States provided 3,700 MT of RUTF to treat severe acute malnutrition in Afghanistan, Pakistan, Yemen, Angola, Burundi, South Sudan, and Somalia. The United States added a ready-to-use supplementary food (RUSF) to its food aid package that prevents and treats moderate acute malnutrition. In October 2013, the United States provided the first shipment of 200 MT of RUSF to WFP/Somalia. The United States continues to test additional food aid products that include peanut- and dairy-based products, sorghum products, and fortified rice. In keeping with its goal of assuring the most nutritious and cost-effective foods are made available for food assistance programs, the United States is expanding research on the cost-effectiveness and impact of new food products, in partnership with Tufts University and the World Food Program.

To ensure partners have adequate information on how to program these new and reformulated products, the United States has published new and updated commodity reference documents and related fact sheets on public websites for partner use. (Visit

<http://www.usaid.gov/what-we-do/agriculture-and-food-security/food-assistance/resources/implementation-tools/commodity>)

### *Resilience*

In the past few years, chronic hunger crises demanding high cost, expansive relief operations to alleviate suffering in both the Sahel region of West Africa and the Horn of Africa have brought the international community together to identify ways to better assist communities facing chronic poverty and recurrent crisis. In 2012, the United States developed and issued the Building Resilience to Recurrent Crisis policy and program guidance. The guidance informed U.S. food assistance programs during 2013. The policy defines resilience as the ability of people, households, communities, countries, and systems to mitigate, adapt to, and recover from shocks and stresses in a manner that reduces chronic vulnerability and facilitates inclusive growth.

The new policy stresses the importance of bringing relief and development practitioners together to define problem sets and develop a shared strategy that layers, sequences or integrates relief and development efforts in ways that address root causes of the crisis. By breaking down walls and establishing new cross-cutting teams of development and humanitarian workers, the United States hopes to bring the best thinking together to improve overall impact.