

Concept Paper

FOOD SECURITY

Guidelines for the Promotion and Execution
of Food Security Projects by
German Agro Action

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FOREWORD

At its first World Food Summit roughly 30 years ago, the Food and Agricultural Organisation of the United Nations (FAO) formulated the following objective: “In ten years no man, no woman and no child will go to bed hungry any more”. At that time there were more than 920 million hungry people in the world.

A “Hunger Summit” was held in Rome in 1996. In this year the number of undernourished people in the world was estimated at 840 million. The 1974 goals had in the meantime become poignant illusions. The new objective set out at the 1996 summit was to halve the number of undernourished people by the year 2015. In view of the current figure of more than 840 million hungry people in the world and less-than-encouraging forecasts, this goal has also become a distant hope.

Food security work has many facets: humanitarian aid during crises and disasters, reconstruction following wars or in the wake of natural disasters and long-term, sustained development work under stable conditions. In the developing countries small farmers are the main producers of foodstuffs and are for this reason the focus of our attention in food security programmes.

In the last five years alone German Agro Action has supported several hundred thousand people through food security programmes, promoting sustained improvements in their situation. Our contribution in the fight against hunger and poverty is thus perhaps a small one, but it is an important one.

This Concept Paper is aimed at informing the public and partners of German Agro Action throughout the world about the areas of work, strategies and objectives of the organisation in the fight against hunger and poverty. The concept papers provide guidelines for staff working at headquarters and in projects at the local level. The objectives of the DWHH must be further refined and redefined including in dialogue with partners at the government, NGO and target group levels. This also especially means performing lobbying work in Germany and abroad on behalf of the needy. This Concept Paper is meant to serve as a basis for this dialogue.

Manfred Hochwald

Department Director for Programmes and Projects

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DIRECTORY OF ABBREVIATIONS AND ACRONYMS

ACP countries	A community of states in Africa, the Caribbean and the Pacific which have a special treaty with the European Union (Cotonou)
BMZ	Bundesministerium für wirtschaftliche Zusammenarbeit und Entwicklung (Federal German Ministry for Economic Co-operation and Development)
CfW	Cash for Work
DSE	Deutsche Stiftung für Internationale Entwicklung (German Foundation for International Development)
DWHH	Deutsche Welthungerhilfe (German Agro Action)
EU	European Union
FAO	Food and Agriculture Organisation of the United Nations
FfW	Food for Work
GTZ	Deutsche Gesellschaft für Technische Zusammenarbeit
FANTA	Food and Nutrition Technical Assistance
FIAN	Food First Information and Actions Network
FIVIMS	Food Insecurity and Vulnerability Information and Mapping System
HDI	Human Development Index
IFPRI	International Food Policy Research Institute
LIFDC	Low Income Food Deficit Countries
NGO	Non-Governmental Organisation
SCN	Standing Committee on Nutrition
UN ACC/SCN	United Nations Administrative Committee on Coordination/Sub-Committee on Nutrition
UNDP	United Nations Development Fund
VAM	Vulnerability Analysis and Mapping
WEP	Welternährungsprogramm
WFP	World Food Programme
WHO	World Health Organisation

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SUMMARY

German Agro Action (Deutsche Welthungerhilfe) has been working to improve the food situation and living conditions of poor and hungry people in the developing countries since its inception. Its objective in its work is to offer people in dire need survival aid as well as to help hungry people and the poor achieve food security on their own. This Concept Paper for Food Security describes the conceptual framework and the consensus between the organisation and its partners with regard to the objectives and measures involved in achieving food security on a sustained basis. It is primarily aimed at the staff of the organisation itself as well as its partner organisations. In addition, the Concept Paper addresses co-financers of German Agro Action as well as experts, specialists and the informed public.

German Agro Action's understanding of food security follows internationally recognised definitions. Accordingly food security is considered to have been achieved at the national, regional and household levels when everybody is guaranteed physical, social and economic access to a quantitatively and qualitatively proper and secure food supply at all times to allow them to lead healthy, active lives. For this to happen, enough foodstuffs have to be available so that everybody has access to them (food security) while ensuring their appropriate use (nutritional security).

842 million people in the world do not have food security as we begin the new millennium (1999-2001). 95 percent of these people live in developing countries. Development trends vary in different regions. It should be noted that at the global level progress in food security is not sufficient to achieve the goal of cutting the number of hungry people in the world in half by 2015. Certain socio-economic and physiological risk groups are particularly affected or endangered by food insecurity. It is estimated that more than one million children suffer from acute and/or chronic undernourishment and its effects in the world. Many millions or even billions of people suffer from vitamin and mineral deficiencies.

The causes of these problems are many-sided, multi-sectoral and manifested at different levels. These problems must be analysed in detail in their respective context in order to be able to plan and execute effective projects and programmes with the aim of improving the food situation in an efficient manner which has a real impact. Poverty in

its widely different forms is one of the main causes – but also the result – of food and nutrition insecurity.

Environmental issues and the use of resources, the connection with the spread of HIV/Aids, issues involving the special role of women in the context of food security, equal rights of men and women and the importance of conflicts and crises (which here means violent conflicts) are of particular relevance in the context of food security. Securing sufficient food and nutrition is not only a basic need and a crucial development factor – it is also a fundamental human right.

German Agro Action supports measures promoting food security as an autonomous promotional field in the area lying between more short-term emergency and survival aid and medium to long-term planning in the area of rural development or specific sectoral projects. Various strategies and promotional tools such as promotion of self-help, participation, sustainability, continuing training, material and food aid all receive emphasis in food security projects, although the specific focus varies from project to project.

The objective of German Agro Action in the area of food security is to contribute to reducing food insecurity by one-half and promoting the self-help potential of poor and hungry people so they can achieve food security on their own over the medium to long term. At the same time German Agro Action especially concentrates on people living in rural regions, acting, wherever possible, with local partner organisations. German Agro Action conceives, plans and implements food security projects and programmes together with these partners and with target groups on the basis of an integrated approach. The sustainability of measures as well as gender-specific aspects are considered to be the most important cross-sectional tasks.

Based on the experience of German Agro Action, the relevant fields of activity in the food security projects of German Agro Action are:

- The promotion of appropriate agricultural production;
- The promotion of grass-roots organisations at the target group level;
- The improvement of access to drinking water;
- The strengthening of basic health, nutritional counselling and
- The promotion of local traffic infrastructure as a community task of the rural population.

German Agro Action already uses or will be using appropriate tools and strategies in its food security projects. These are:

- Local-level studies and impact assessments;
- Early warning systems;
- Food for Work, Cash for Work and food programmes.

In the future special aspects of development co-operation in general and food security in particular will receive much greater attention in the context of conflicts and crisis and be introduced in project management by means of appropriate analysis and intervention tools.

One special feature of this is the strong, direct focus in food security projects on the target groups of hungry and poor people, with exceptions only being made to this approach in a few instances, e.g. in the context of crises and conflicts. The interests of both women and men are taken into account in the interest of promoting equal rights.

1 BACKGROUND

1.1 Introduction

German Agro Action's objective of offering people in dire need survival aid while helping the hungry and poor achieve food security on their own explains the special importance afforded to food security programmes in German Agro Action's work abroad. Agro Action contributes in this way to sustained economic, environmental and social improvement in the living conditions of the people affected and their families. It also takes parts in programmes aimed at minimising the risk and preventing the occurrence of food crises.

At the heart of German Agro Action's work to improve the food situation is the promotion of the self-help capabilities of people in partner countries. In the food security area, German Agro Action focuses on crisis regions in black Africa and the Caribbean. Other regions with food security projects include South and Southeast Asia and, increasingly, Central Asia as well. These projects have reached approximately 750,000 people in the world since the middle of the 1990s. Projects are elevated to a higher level of effectiveness for the most part through co-operation with local non-governmental organisations (NGOs).

The Concept Paper for Food Security is based on three areas:

- A description of the problem and the danger posed to food security in the developing countries (chapter 2 and 3), which is a precondition for the development of more appropriate measures to improve the situation;
- A conceptual understanding of German Agro Action with regard to food security (chapter 4) and
- A presentation of the objectives and work performed in food security projects promoted by German Agro Action (chapter 5).

1.2 Objectives and target groups of the Concept Paper

German Agro Action's Concept Paper for Food Security is primarily intended for staff working at headquarters, staff working on projects in the respective regions and partners. It provides guidelines for all of these people in their work on food security projects and programmes. The Concept Paper is itself the result of an intensive dialogue between the staff of German Agro Action in Germany and abroad and its partner organi-

sations. It reflects the consensus over content and concepts as manifested in the organisation's objectives and measures.

In addition, the Concept informs (potential) co-financers of German Agro Action and the informed public about the focal points of work, strategies and objectives of the organisation in the fight against hunger, food insecurity and poverty.

This analysis of the causes of food and nutrition insecurity will show that food problems can only be dealt with by means of an integrated approach at several levels. In its work German Agro Action focuses primarily on projects and programmes closely geared to the needs of target groups and which in particular attack the deeper underlying causes of food insecurity directly and indirectly at the micro and intermediate level, in this manner directly benefiting target groups facing poverty and hunger in the partner countries. It is for this reason that the Concept Paper devotes special attention to these areas.

At the same time German Agro Action is working to improve the food situation throughout the world through lobbying work, political dialogue and other tools which are elements of its global structural policy. The Concept Paper does not explore this policy, but does offer a good foundation and supporting arguments for work in this area.

2 FOOD SECURITY: SOME DEFINITIONS

Hunger and undernourishment of large parts of the world population have repeatedly been on the agenda at international conferences for decades (see Annex 1). With the shift in the focus of international development work towards poverty reduction, food security has been taking on increasing importance since the beginning of the 1990s. This is reflected in the growing awareness of the connection and interrelationship between poverty and an insecure food supply (SCN 2003).

There are many ways to define the term food security. The current understanding of the notion is dominated by the definition which has been adopted by a large number of international organisations in more or less different variations of the same theme. Food security is thus defined as a situation where a population has sufficient physical, social and economic access to a quantitatively and qualitatively appropriate and secure food supply at all times to allow them to pursue a healthy, active life on the national, regional and household levels (FAO 1999 and 2001). The food supply is deemed to be secure when the following conditions have been met:

- Food supply security designates a situation where i.e. people produce adequate quantities of food themselves or commercial activities or food aid provide the quantity of food required to feed people on the national level for an extended period of time.
- Food consumption security refers to a situation where i.e. the purchasing power of people is sufficient to compensate for deficits in the production of foodstuffs by purchasing such. In addition to income from agricultural production, purchasing power is also affected in many places by access to non-agricultural income.
- Nutritional security is the term used to define a situation where people have food security and people are not underfed i.e. the quantity, quality and hygiene of foodstuffs (including drinking water), preparation, storage and the overall diet meet the physiological needs of individuals and the food can be readily used by the human body. This requires that health conditions of people are secure, as especially infectious diseases can have an extremely negative impact on the absorption and assimilation of food and nutrients.

Given these different definitions, it makes sense to distinguish between food (supply and consumption) security on the one hand and nutritional security on the other. The terms hunger and food insecurity are used in a synonymous manner in this Concept Paper.

3 THE FOOD SUPPLY OF 842 MILLION PEOPLE IN THE WORLD IS INSECURE

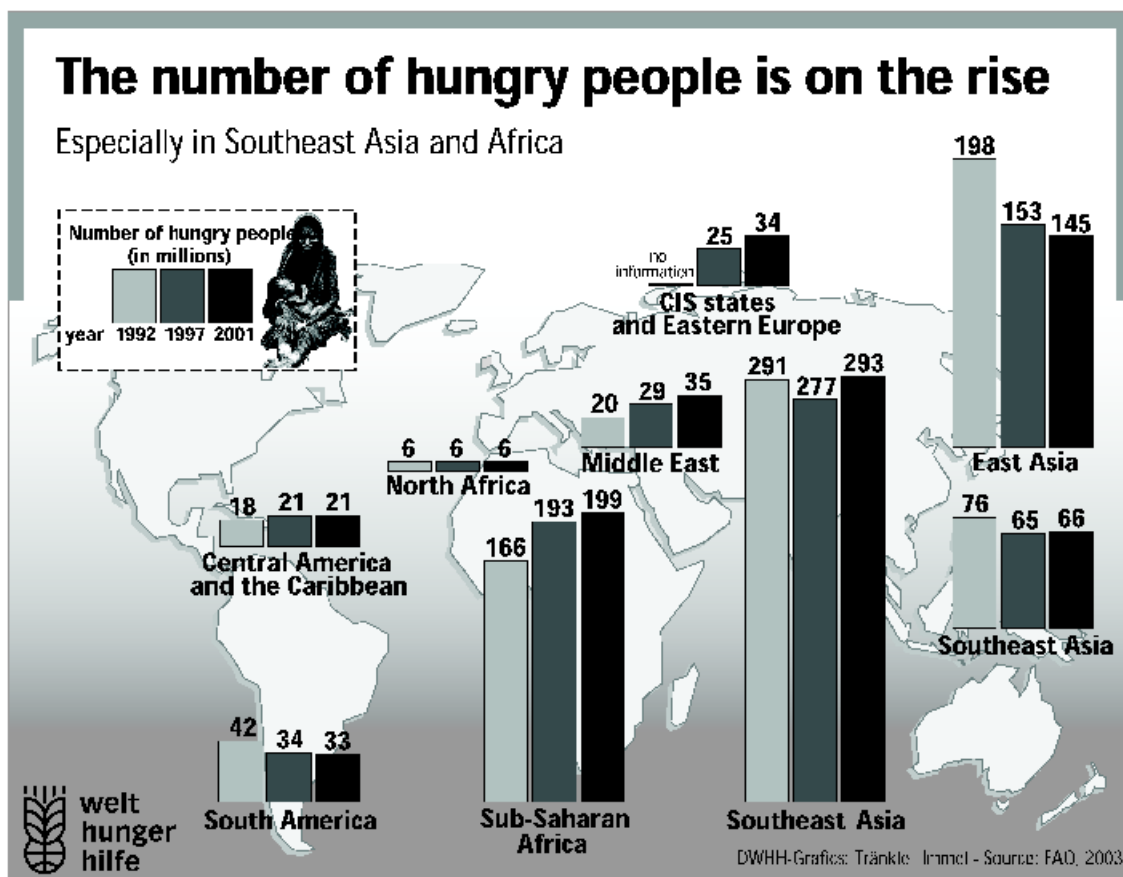
3.1 The problem

There is good news and bad news when it comes to the world food situation and trends. The good news is that the number of hungry people in the world was reduced in the 1990s. There are a host of countries in which the number of hungry people has declined steadily. This is the case with countries from all the different developing regions; large and prospering countries such as Brazil and China, which saw a broadening of food insecurity among the population at the beginning of the 1990s, as well as smaller countries which previously showed high levels of food insecurity such as, e.g. Chad, Guinea, Namibia and Sri Lanka. 22 countries which had a rising number of hungry people at the beginning of the 1990s were able to reverse this trend in the second half of the 1990s. These include e.g. Bangladesh, Cambodia, Haiti, Nicaragua, Mozambique and Uganda.

These positive trends contrast with a large number of countries where the news is not so good, however. In spite of improving global levels of food security at the beginning of the 1990s, when the number of hungry people declined by 38 million (1990-1995), the situation in the middle of the 1990s took a sharp turn to the worse. The number of hungry people has risen by 18 million since 1995-1997. The objective of the international community of states to halve the number of hungry people in 1990 by 2015 has become a distant hope. To achieve this aim, the pace of improvement would have to be accelerated by a factor of twelve.

The Food and Agricultural Organisation of the United Nations (FAO) has estimated the number of people who do not have enough to eat at the beginning of the new millennium (1999-2001) at 842 million in a 2003 report addressing food insecurity in the world. The spread of hunger is also marked by considerable regional differences. 95% of hungry people, i.e. 798 million, live in the developing countries, while 4% (34 million), live in the transformation states of the former East Bloc, and approximately 1% (10 million) live in the industrialised countries. Diagram 1 (p. 17) illustrates that the hunger and undernourishment problem varies between regions.

Diagram 1: Hunger in the world in the Year 2001



The undernourishment problem is concentrated in the regions of black Africa, South and Southeast Asia and the Caribbean, where around three-fifths of all those people affected by undernourishment live. Many of these countries are among the low-income, food-deficit countries (cf. Annex 2), which do not produce enough foodstuffs themselves and whose economic situation prevents the import of adequate quantities of foodstuffs. Food aid often compensates for deficits in such cases.

East Asia and the Pacific region have also reported declines in absolute figures. China alone succeeded in decreasing the number of people suffering from undernourishment by 58 million between 1991 and 2001. In contrast to this, India, after decreasing the number of hungry people by 20 million between 1990 and 1992, saw this figure rise by 19 million in the following four years. The situation is especially critical on the African continent. There the number of people suffering from insufficient nutrition is rising from year to year. The figure jumped from about 166 million in 1992 to the record level of

199 million in 2001. Here the situation has been most precarious in the countries of Central Africa (FAO 2003).

The situation can also vary greatly even within particular countries at the sub-national level. It is for this reason important in conducting measures aimed at improving the food situation to distinguish between the global and national dimension of food security (i.e. the macro level), the situation in selected regions and communities within countries (i.e. intermediate level) and the household and individual levels (i.e. the micro level). The problem exists in a manifold way at the intermediate and micro levels in a host of countries which are not among the low-income, food-deficit countries (LIFDC) in terms of their macro-economic status, but which exhibit high levels of food insecurity. Food insecurity is, for instance, the main problem in isolated regions, for instance, in Kenya, Uganda or Tanzania, but also for example in Brazil and China, which only have moderate food problems at the aggregate national level.

Risk groups and the people affected by food and nutrition insecurity include those people, households and/or communities living under certain unstable living conditions which could as a result of shocks or special needs cause the normally secure food situation to become deficient either temporarily or over a longer period, with people at these levels then suffering from food insecurity and/or undernourishment. Individual groups are subject to special risks due to their socio-economic situation within countries and regions (Box 1, p. 19).

In addition to those groups subject to an increased risk of food and nutrition insecurity as a result of socio-economic conditions, there are various groups which are vulnerable to nutrition problems as a result of physiological conditions. Children under five years of age are particularly affected by the quantifiable effects of food insecurity and undernourishment. According to estimates (UN SCN 2000), 182 million children throughout the world were suffering from chronic undernourishment, 150 million were underweight and 51 million emaciated (suffering from acute undernourishment) in 2000. Due to their special nutritional needs, pregnant and nursing women along with children and babies are especially affected or at risk in areas with an insufficient food supply.

Box 1: Socio-economic risk groups for food and nutrition security

The following groups within countries and regions have been identified as particularly vulnerable in studies conducted by the Food Insecurity and Vulnerability Information and Mapping System (FIVIMS):

- **Victims of conflicts and crises:** Internally displaced persons, refugees, landless people returning to the homes, victims of landmines, people wounded in armed conflicts, widows of veterans and orphans,
- **Migrants and their families:** livestock holders without or with small livestock herds of their own, migrant workers, households left by male migrant workers which are run by women,
- **Marginal groups of the population living in urban areas:** people leaving school without a degree, unemployed, rickshaw or motorcycle taxi drivers, newly arrived immigrants, inhabitants of slums, dockworkers and carriers, construction workers, employees in the informal sector, homeless, orphans, street children, beggars, people living alone with low income and without support (older people, retirees, widows and widowers, separated people, invalids and handicapped people),
- **Social risk groups:** indigenous peoples, ethnic minorities and illiterate people,
- **Some or all the members of low-income families with vulnerable living systems:** Subsistence and small farmers, farm households run by women, landless rural labourers, fishermen, nomads living from animal husbandry, sedentary farmers and people practicing small animal husbandry, agro-pastoralists, forest inhabitants, small farmers and horticulturalists living in semi-urban areas and day labourers,
- **Dependent family members in large families as well as individuals:** Older people, women of child-bearing age (especially pregnant and nursing women), small children and infants, handicapped and ill people.

Source: FAO (1999), p. 15

While in the past special attention was directed at undernourished children, the food security challenge is really related to the overall life-cycle. Undernourishment of mothers and children often begins during pregnancy and nursing, continuing into adolescence and adulthood all the way to the so-called third age (UN ACC/SCN 2000).

These so-called socio-economic and physiological risk groups are also often the target groups in projects and programmes of German Agro Action aimed at improving the food situation (cf. chapter 5.4). Which persons are particularly affected or vulnerable and what food problems predominate must be determined for each particular country or region by means of a more precise analysis of the food situation and the main factors involved (cf. chapter 5.3.1).

In addition to conditions of food insecurity and protein-energy undernourishment described above, deficits in micro-nutrients, especially iron, iodine and vitamin A with all their serious effects are also widespread. These occur especially in areas where people do not have enough to eat on the whole or where the customary diet is not diverse enough, e.g. monotonous meals which are heavily based on single foodstuffs (grain, roots and tubers). It is estimated (Mason et al. 2001 and Kennedy et al. 2003) that worldwide there are

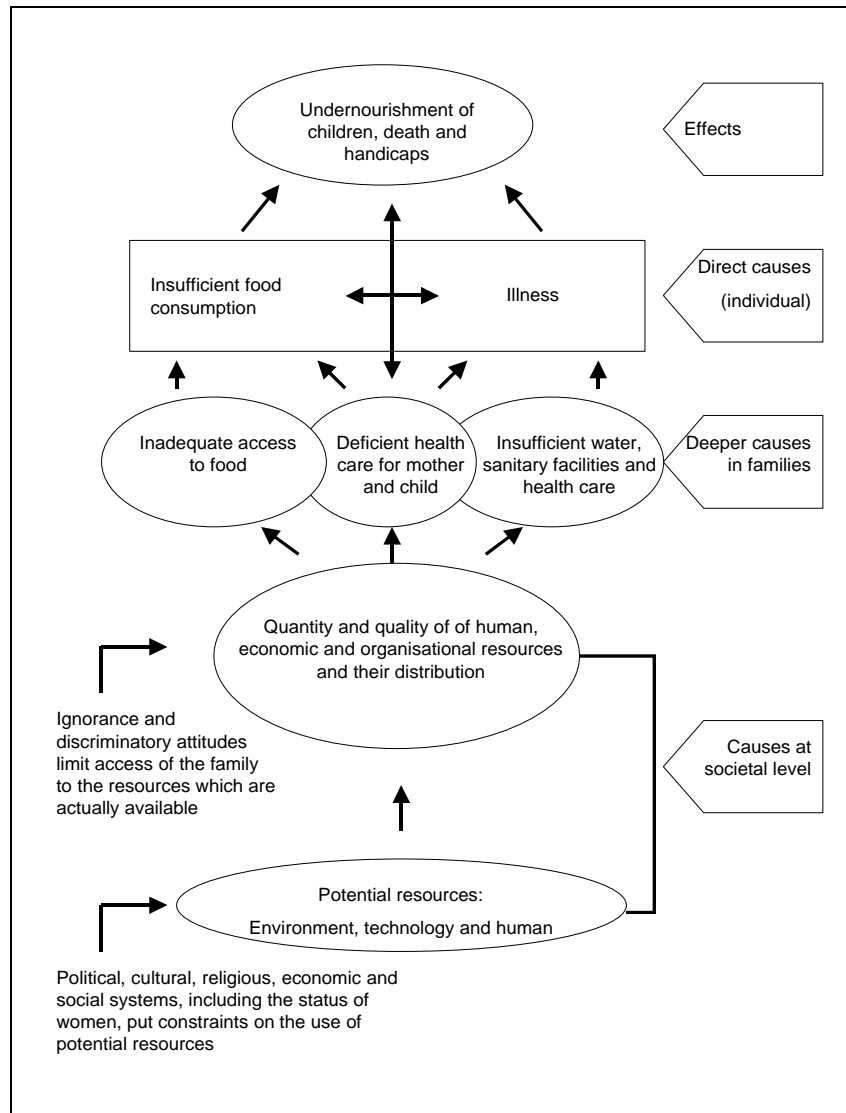
- 2 billion adults – especially women – and children suffering from an iron deficiency
- 741 million people with goitre as a result of an iodine deficiency and
- 140 million people suffering from sub-clinical vitamin A deficiency – including many pre-school children who are exposed to the danger of blindness as a result.

3.2 Nutritional security and poverty – the causes of hunger and undernourishment

The causes of hunger and undernourishment are to be found at different levels, involving a large number of mutually interdependent economic, political and “life circumstance” factors (cf. Diagram 2, p. 21). This also demonstrates that there is no such thing as one single cause or one single solution to improving the food situation. Measures aimed at improving the food situation therefore always need to address several of the causes.

Diagram 2: Causal factors of food insecurity

(adapted from UNICEF 1998, p. 30)



This schematic diagram of causal factors shows that acute undernourishment and acute hunger, which are often the result of food deficits resulting from natural disasters and wars as well as diseases, must be distinguished from chronic undernourishment. The latter is a structural phenomenon which is in many places correlated with a variety of unfavourable underlying conditions at the intermediate and macro levels. In addition to the factors explicitly shown in the diagram above, there are also additional, more implicit factors such as, e.g. insufficient purchasing power, deficiencies in suitable inputs to assure sufficient agricultural production, lack of access to basic services (ex-

tension, health and education), severe population pressure, unsustainable use of natural resources as a result of short-term needs (cf. Box 2) and a lack of participation in political decision-making processes. These conditions and the problems resulting from them never face only individuals or a family or just one household – they affect an entire region or perhaps even an entire country. Women are often especially affected.

Box 2: Food insecurity – poverty – environmental destruction

An unthinking manner of using natural resources due to the satisfaction of short-term needs is to be witnessed in many places as a result of food insecurity and poverty. People are forced to destroy their own foundations of production and very existence over the medium and long term, however, because they lack alternatives. Agricultural production will be associated with enormous damage to the environment in large parts of the countries of the Third World in the coming years. The high degree of pressure on marginal areas such as the Sahel zone or mountainous regions is accelerating the process of desertification, soil salinisation and soil erosion. The increasing area of land under use by human beings, extending to still-untouched forest areas, together with the environmental crimes being committed by the industrialised countries will lead to an exacerbation of the greenhouse effect and a decline in soil fertility while the need for foreign exchange will add further momentum to these negative processes in the immediate future.

Learning experience from food projects at the local level in Asia and Africa (cf. Annex 3) show that taking multiple factors into account in the structure of internal programme factors (e.g. making the problem understood, reasonable food counselling measures, production of income and good programme management) can, if conditions are propitious (e.g. political will to improve the food situation and reduction of poverty and involvement of the population – especially women – in decision-making processes), bring about an improvement in the food situation.

An analysis of the key factors (FAO 2003, p. 8) which have contributed to a decline in the number of hungry people over the past few years indicates that a combination of six factors play a decisive role in improving the situation. These factors are population growth, per capita growth in gross domestic product, expenditures on the health system in relation to gross domestic product, the percentage of adults infected with HIV (cf. Box 3, p. 24), the number of food crises and the Human Development Index (which

itself is a composite indicator made up of many economic and social factors). Variables which indicate an extreme national shock (frequency of food crises, loss of civil rights and a decline in life expectancies) and variables which reflect a growth in agricultural productivity were identified as significant factors influencing changes in the spread of food insecurity in a recent study (FAO 2001, p. 7).

Box 3: HIV/Aids and food insecurity

Prevention and therapy of HIV/Aids have been the subject of countless studies from a purely medical perspective. The results of these studies can also provide guidance for health programmes. The current understanding of HIV/Aids is that it is a broad social problem with far-reaching economic and social implications and causes. This problem plays a special role especially in the area of food security. The following factors need to be taken into account:

HIV/AIDS and food security

- HIV/Aids has had a devastating effect on the food security of individuals, their families and communities, as it is especially the productive members of societies who are hit. Infected people and those who have come down with the disease are no longer able to work their fields as the illness progresses, they no longer earn enough to feed their families, send their children to school or pay for their own health care or that of their families. Human capital is lost when infected people die of HIV/Aids. Children lose their parents and grow up under difficult social, psychological and economic conditions, thus reinforcing poverty.
- Food insecurity promotes coping mechanisms to generate incomes, a phenomenon which is often associated with an increased risk of HIV/Aids, i.e. migration, prostitution.

HIV/AIDS and food security

- People infected by the HIV/Aids virus have a greater need for food energy, protein, vitamins and minerals (even if detailed knowledge as to the recommended levels of nutrients is often insufficient). This is especially problematic where living conditions preclude “normal” needs being met.
- HIV/Aids exacerbates the vicious cycle of infectious diseases and undernourishment.
- Undernourishment accelerates the progression of the disease among infected people. Many medications against Aids have to be taken with food in order to reduce secondary effects on the digestive tract. Secondary effects of such medication often include loss of appetite and diarrhoea, which has an additional negative effect on the food situation.

Food security projects and programmes should especially take into account these factors, particularly when it comes to sensitising people to these interrelationships and the prevention of HIV/Aids as a cross-sectional task.

Sources: Gillespie o.J., FANTA (2001), FAO and WHO(2002), UN ACC/SCN (2001)

The four most important factors contributing to a decline in the problem of underweight children at the macro level are the educational level of women, the status of women relative to men (cf. Box 4), the national availability of foodstuffs as an indicator of food security and access to safe drinking water. In indirect terms national per capital income has an influence on undernourishment among small children through public and private investment in the stated factors (Smith and Haddad 2000, p. 65).

Box 4: Women and food insecurity

Women are the key to food security. They play a special role as producers of foodstuffs, as managers of natural resources, in producing income and as providers for their families. Women often only have limited access to and limited control over land, education, loans, information, technologies and decision-making processes. Thus they can only insufficiently take advantage of their potential to secure the food supply.

On the other hand, they are often affected themselves by food insecurity, i.e. different forms of undernourishment, especially iron deficiency, or women fail to gain enough weight during pregnancy and do not receive enough nourishment when they are nursing.

Measures aimed at securing the food supply need to take into account gender-specific roles, tasks and interests of men, women, girls and boys and promote women and girls in a targeted manner in order to reduce existing imbalances. The effects of programmes and projects must be separately identified and evaluated for both female and male target groups.

Sources: Quisumbing 1995, Smith et al. 2003, SCN 2003, p. 28 et seq.

This indicates that both the most important determinants in combating hunger as well as factors conditioning success in the fight against undernourishment among small children also characterise a situation of poverty and general neglect of large sections of the population. Poverty in its various forms is the most important cause of undernourishment. It is the task of analysis of respective national and regional contexts and variables to determine which of the individual poverty-related factors play a role in a specific context – and thus as areas where projects and programmes can intervene with the greatest prospects of success (cf. Chapter 5.3.1).

The fact that food and nutrition insecurity have serious repercussions for the physical and mental capabilities of adults, adolescents and children, their children and thus entire societies means that hunger and undernourishment are also viewed to be the most important causes of poverty. This combination of factors often translates into an underweight condition, particularly among newborn infants and small children, thereby diminishing physical and mental capabilities, which means restricted learning capabilities and mental damage, specific and in part irreversible physical and mental impairments, an increased vulnerability to infectious diseases which further weaken the body and higher death rates. It is estimated that more than half of the 11 million fatalities among small children each year are directly or indirectly linked to minor and more severe forms of undernourishment (UNICEF 1998).

Passing undernourishment on from one generation to the next – from an undernourished woman to underweight babies who often grow up as undernourished girls and women who then pass their condition on to their own children – hence leads to a perpetual cycle of food insecurity and poverty (SCN 2003).

3.3 Food insecurity as a consequence of armed conflict

A look at conflicts and crises (which here means armed conflicts) on our planet will demonstrate day in day out that armed conflicts such as civil wars, violent efforts to obtain independence, but also military coups and embargoes lead to or exacerbate hunger and undernourishment among large parts of the affected population. When people are expelled from their homes or forced into mass exodus, often in the wake of crises, there is an immediate need for external emergency and survival aid for these people, as they are cut off from the places where they produce their food or livelihood and generally do not have sufficient reserves of foodstuffs to be able to obtain access to other foodstuffs by peaceful means. Supplying food to people living in refugee camps makes an important contribution to an amelioration of hunger, thus ensuring survival.

Conflicts of the type described above provoke less spectacular cases of deterioration in food security, however. Such conflicts also tie up government resources, which has a direct impact on the self-help capacity of the population. Access to suitable seed and the supply of other production resources is threatened, the cultivation of crops can be all for naught due to attacks, pillaging or landmines, while the sale of products can be rendered impossible because markets have collapsed and cease to exist, diseases and

epidemics break out due to the lack of a functioning health system, etc. All of these things lead to or exacerbate food insecurity in regions which are often already affected by poverty and undernourishment. People living in poverty are often helpless when conflicts flare up in their own country. Many times the only alternative which remains to them if they are to survive is to flee.

On the other hand hunger and food insecurity can also become a cause of conflicts and crises. When people have the feeling that they no longer have anything to lose, they are willing to fight for access to resources, political power and cultural respect (Messer et al. 1998, p.9). Hunger and undernourishment are among the structural disparities which – on top of social awareness of conflict, social willingness to engage in conflict, pressure to modernise, collective notions of threat and insufficient social mechanisms for peaceful conflict management (Klingebiel 1999, p. 50) – can become causes of crises. It must be assumed that a strong commitment in the areas of alleviating poverty and food security must also be viewed as making a significant contribution to the prevention of crises.

To avoid repeatedly jeopardising efforts to attain food security in crisis-prone regions, suitable measures must be instituted to prevent and resolve crises at the macro level while the international community of states and the countries involved needs to agree on these measures. All measures taken at the intermediate level, i.e. including the projects and programmes of German Agro Action must be structured to react to crises in regions prone to crisis or which are currently gripped by crisis (cf. chapter 5.3.4 and 5.4).

3.4 The human right to food

The right to food has been set out in the UN Convention on Economic, Social and Cultural Rights since 1976. Important progress on the question of implementing and reviving this right was achieved at the World Food Summit in Rome in 1996. Attainment of the right to food has dominated the development policy discussion since the end of the 1990s in Germany as well, and with it the determination of areas of concentration in the fight against hunger and poverty.

The human right to food translates into several obligations for the signatory states:

- The obligation to respect people requires, for example, that the basis of economic production for families (such as land) cannot be removed from them by govern-

ments exercising their prerogatives (such as appropriation of land to build roads, to mine natural resources, etc.) without commensurate compensation being provided.

- The obligation to afford protection requires that governments *inter alia* ensure that minimum wages are paid and action is taken against efforts to drive people off of their land or steal livestock
- The obligation to afford protection can imply, for instance, that governments institute agrarian reforms – for example, to furnish landless people threatened by poverty and undernourishment access to those resources which they need in order to be able to feed themselves on a sustained basis (Wolpold Bosien 2001 und Donner 2004).

These obligations extend across national borders and are thus binding, for instance, on the policies of the U.S. and the EU. Reality shows, on the other hand, that the subsidisation of agricultural production and the export of surpluses lead to demonstrable disruptions in markets and agricultural production in developing countries and thus a threat to the existential viability of small farmers and nomadic families. These factors are among the most pronounced examples for the lack of coherence between development policy and other fields of policy. “It remains the task of countries richly endowed with capital to make sure that, in the ongoing reform of (multilateral) institutions and their programmes, particularly new strategies aimed at reducing poverty, the right to food and additional economic, social and cultural human rights are explicitly set out as minimum standards and resolutely implemented in the fight against poverty and efforts to promote social development. (...) Food security and the fight against poverty are not only a political objective amidst these human rights aspects – they also constitute an obligation under international law” (Wolpold-Bosien 2001).

In 2003 an international working group began drafting guidelines on the implementation of the human right to food. These guidelines will hopefully serve as a voluntary framework for a lively, participative and public process of implementation. Whether this effort is successful or not depends on how comprehensive and binding the guidelines can become.

4 SECURITY AS AN AUTONOMOUS AREA OF PROMOTION

Emergency and survival aid – food security – rural development and sectoral plans




Proceeding from the definition of food security and an exposition of the complex of factors causing food and nutrition insecurity, an improvement in the food situation must be viewed to be a multi-sectoral task where an integrated approach needs to be used. As an autonomous type of programme, food security projects target the central problem people face in a region where the food supply is in jeopardy, i.e. anywhere that the spectre of acute and/or chronic undernourishment is either looming or already present. And this crisis can only be overcome when the availability, access and use of food is guaranteed.

Table 1 (p. 31) underscores special aspects of the food security programme type on the one hand and integrated agricultural development or sectoral projects on the other. Special target and target group orientation, the integrated, multi-sectoral approach and the self-help orientation of these projects deserve emphasis (cf. chapter 5).

With emergency and survival aid projects, the foodstuffs which are furnished ensure that the requirements of people in need are met (for example in a refugee camp) for a certain, usually limited, period of time. Together with the promotion of initial self-help capabilities (food aid through Food-for-Work (FfW) or Cash-for-Work (CfW) programmes, emergency and survival aid make an initial contribution to securing the food supply on short notice to meet acute needs.

While it is still difficult to plan emergency and survival aid with any degree of certainty, and lower demands are placed in such cases on the sustainability of measures (the survival of people is the primary factor of concern here), with CfW and CfW one can plan on a more secure basis. Food security programmes are also more sustainable. Both imply that the role of those people and organisations involved at the local level change from being more “passive” recipients to dynamic actors or people who assume responsibility for their actions. The promotion of self-help potential stands at the forefront of co-operation. The areas of activity – including further education and retraining measures – have a multi-sectoral and integrated orientation – which means they are co-ordinated with one another, and in their entirety aim at improving the food situation in a defined region in a sustainable manner.

Table 1: Target and target-group orientation, conditions and contents of different types of projects and their contributions to food security

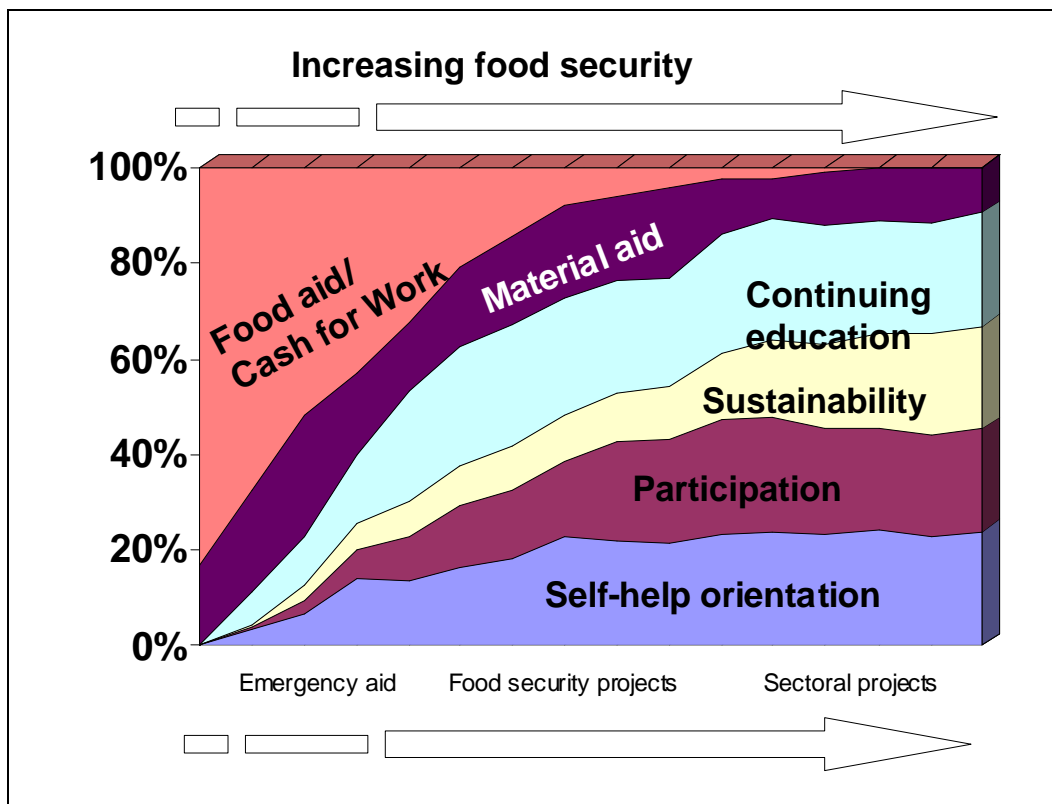
	Food and survival aid	Food security projects	Rural development / sectoral projects
Target orientation and the type of intervention	Securing survival in dire emergencies, usually through short-term projects for a limited period	Securing the food supply of people suffering from chronic under-nourishment through short, medium, and long-term projects	Promotion of sustainable development through projects of a medium and long-term nature
Target groups	Target groups in the crisis area suffer from lack of basic requirements to survive	Structural jeopardisation of the food supply in the region determines the target groups	Definition of target groups beyond food security / alleviation of poverty
Conditions	Conditions make planning difficult 	Increased certainty in planning 	High degree of planning security 
Self-help aspects	Initial self-help efforts	Strong orientation towards self-help	Help people help themselves
Contributions to food security	Availability of foodstuffs	Increase in availability, access and use of foodstuffs	Sectoral contributions, e.g. increase in agricultural production
Fields of activity	e. g. therapeutic food supply, distribution of foodstuffs, drinking water purification, simple living quarters	<ul style="list-style-type: none"> • Boost agricultural production • Drinking water • Reproductive health • Infrastructure • Grass-roots groups, etc. 	Special fields of activity for the sectoral project, e.g. credit system or infrastructure

With regard to sectoral plans or integrated rural development, it is not the insecure food supply of a broad section of the population which is the problem, or at least this is no longer the main problem. The target group here is based on clearly defined sectors of co-operation.

Practise shows that food security projects can perform a certain type of temporal and content-related transitional function between emergency and survival aid on the one hand and a type of project aimed at integrated rural development or a sectoral project on the other. Examples of such instances where projects are continued are German

Agro Action food security projects in Haiti, Ethiopia, Mali and Kenya. The target and target group orientation is at the same time continued and further refined as are the contents, tools and methods of implementation, as Diagram 3 summarises:

Diagram 3: food security and the conversion of emergency and survival aid into a sectoral project: change in the meaning of measures, methods and tools (adapted from Schoeneberger 2001)



With regard to food security projects, measures which are jointly planned with the population are orientated towards the principle of self-aid, which in conceptual terms takes on increasing importance during the execution phase and in actual practise. This process is accompanied by an intensification of involvement of the target groups in the planning, execution and evaluation of measures, i.e. participation at all levels. The sustainability of the measures is raised by strengthening self-aid capabilities. The transfer payments made in the project can be successively reduced when significant improvements in the food situation or the level of poverty occur. Measures which aim at continuing education and training closely oriented to the field of practise are assigned con-

siderable importance. One variable which continues to show a considerable degree of fluctuation is material aid.

It is important to bear in mind that the possible transitional role of food security projects outlined here are mainly to be understood in terms of a model. This type of project must not emanate from a crisis situation which has been countered with emergency and survival aid. On the other hand, a food security program does not necessarily have to turn into a sectoral project. Structural food insecurity in the absence of any preceding crises is also a conceivable underlying condition. Food security can in addition require such a long-term commitment that it cannot be foreseen whether the development potential required for integrated rural development will ever be reached. Development success at the national level can lead, however, to the independence of regions and people from external aid.

5 GUIDELINES FOR PROJECT IMPLEMENTATION: GERMAN AGRO ACTION FOOD SECURITY PROJECTS

5.1 Objectives and strategies in the work of German Agro Action in food security projects and programmes

German Agro Action is tackling the challenge formulated at the 1996 World Food Summit of halving the number of undernourished people in the world by the year 2015. In this effort food security programs are assigned central importance.

The most important element in the formulation of objectives for food security programmes is the emphasis on the encouragement of the self-help potential of the population to secure their food supply on their own – a goal of a medium to long-term nature. Ideally the objective of achieving food security would take into account the three main components of availability of food, an improvement in access to food and the use of the food supply.

Due to the economic and production structures in the developing countries, German Agro Action food security programmes will also concentrate especially on co-operating with people living in rural regions in future. A high degree of importance is assigned to agriculture, the main producer of food and source of income, but also access to clean drinking water and basic health services. To create jobs and income, labour-intensive technologies and employment have priority over technologies which require high levels of machinery inputs and investment. Complete remuneration of labour power is provided in the form of FfW or CfW in measures which have an individual effect (operating unit level), with these measures then being successively reduced with respect to community tasks. Direct food aid (free hand-outs) is supposed to be limited to periods of time characterised by acute deficits (seasonal, local harvest failures) if these measures are unable to compensate for production losses, limited access to the market and/or too little purchasing power in the region itself.

German Agro Action jointly conceives, plans and implements food security projects or programmes with its partners on the basis of an integrated approach. The sustainability of measures and consideration of gender-specific aspects are viewed to be the most important cross-sectional tasks here.

5.2 Fields of food security activities

Fields of activity in a food security project must be planned in a manner which conforms with the situation and allows different areas of concentration to be selected during the course of implementation. Measures are orientated towards requirements in the particular region. At the same time, special importance should be assigned to co-ordination of work with other institutions and organisations in order to harness comparative advantages in the implementation of an integrated, multi-sectoral strategy. If need be, existing strategies at the government and private level should be promoted using continuing education and training measures or with material aid. This especially means the promotion of the existing basic health service in a large number of German Agro Action projects.

Five essential fields of activities in food security projects can be derived on the basis of German Agro Action experience.

5.2.1 Promotion of appropriate agricultural production

Due to underlying socio-economic conditions and the micro-economic or macro-economic importance of agriculture in many regions of the world, the promotion of this branch of the economy is assigned tremendous importance. This applies in particular to food security projects. Work is for the most part based on an analysis of the main problems relating to foodstuff availability with respect to self-sufficiency and the supply of markets to generate income jointly with farmers. Small agricultural producers of basic foodstuffs are among the most important target groups of German Agro Action food security projects in many places.

With all the variety of problems to be found throughout the world in the sector of small agricultural producers and as a result of its multi-sectoral strategy, food security needs to be limited to counteracting the most important causes of quantitative, in part qualitative and hygienically inadequate food production:

- Soil protection (combating soil erosion and the loss of soil fertility);
- Diversification of cultivation and thus food and income sources, for example through agro-silvo-pastoral systems;
- Promotion of animal husbandry;
- Post-harvest protection and – wherever possible – foodstuff hygiene;
- Improvement in existing irrigation systems;

- Integrated pest control;
- Improvement in agricultural technology and use of improved seed varieties;
- Promotion of urban agriculture.

One problem which can scarcely be solved by a food security project involves access to land. In some places the cultivation of cash crops is driving producers of basic food-stuffs to marginal land. Even if unsolved land tenancy problems throttle investment in sustainable use, the farming of the land for the vast majority of small agriculture production units in the Third World is based on a very clear-cut, traditional understanding of ownership rights. Sufficient food production is greatly impeded in many places by land being broken down into increasing smaller parcels in response to ongoing population pressure.

Continuing education and training measures predominate in efforts to promote agricultural production at the single farm unit and village level. Farmers participate in the planning and execution of measures through discussions in an effort to encourage joint decision-making. They also participate through their labour power and the mobilisation of additional production resources from their own farm. Material aid must be applied in a very targeted manner and has a highly stimulating effect. To persuade target groups to assume an ever greater responsibility themselves and thus promote the sustainability of measures, it is absolutely indispensable, especially with respect to agriculture, for start-up aid provided in a project (such as gardening tools, bags of seed or building material) to be constantly reduced as time passes. The poverty level in a region decides the level of commitment made in a project at the outset.

To review the impact of the project and its significance it is necessary to develop indicators in which the stabilisation and possible increase in production and income of farms must also be reviewed (cf. Annex 4).

5.2.2 Promotion of grass-roots organisations at the target-group level

Food security projects of German Agro Action are very closely orientated to target groups. This is based first of all on the objective of helping people at the local level by reducing poverty so as to allow people to satisfy their basic needs. Secondly, food insecurity occurs especially in countries in which underlying conditions do not allow people to secure their food supply on their own due to the absence, for instance, of properly functioning decentralised structures. Existing government institutions are often

unable in the absence of external aid to make a significant contribution to raising food security in what will usually be isolated regions in the foreseeable future. It is absolutely essential, however, for government structures to be involved and promoted for measures to become sustainable and be disseminated at the national level.

Grass-roots organisations or traditional organisations of representatives from a community district or a village can constitute an important link in food security projects, making it possible to reach a majority of people requiring aid and to reach out to these people in a project. At the same time, partnership in a project is defined as working together in the planning, execution and monitoring of impact. The objective is an autonomous, bottom-up development. This requires a well-functioning dialogue between the population and their government or non-governmental representatives.

There are a host of examples of where such representative groups are already in existence and have acted as initiators and magnets for the external promotion of food security in their region in West Africa, South Asia and South America. If necessary, these groups must be encouraged to improve their functioning, e.g. by strengthening the role of women among themselves. If grass-roots organisations are lacking at the target-group level, their creation can be encouraged. The fact that such strategies predominate when it comes to measures aimed at sensitising and providing continuous education and training is demonstrated by experience in actual practice (food security in Haiti).

Socio-cultural structures in a region can have an important impact on the success of a project. The council of elders in a village, religious and other ties and values as well as modes of behaviour on the part of the population influence notions of legal rights to such a high degree in some cases that only by using these structures is it possible for significant contributions to be made to food security. These structures have also proven their worth as tools for resolving conflicts (cf. chapter 5.3.4).

In executing its projects, German Agro Action co-operates in many instances with experienced NGOs in the partner countries. There are countless examples throughout the world of how such organisations can have a positive impact on development processes in their countries. This type of co-operation with organisations at the local level must be assessed as constituting a major comparative advantage (proximity to target groups, know-how, commitment and assumption of responsibility) on the part of German Agro Action vis-à-vis government development institutions.

German Agro Action strengthens the responsibility of partners working with German Agro Action in development projects on all of the three possible levels of co-operation (grass-roots organisations, NGOs and government institutions), the reason being that it is only when partners assume this responsibility that the preconditions for sustainable development can be created (with ownership constituting a strategic element).

5.2.3 Improvement in access to drinking water

The lack of clean drinking water is one of the main problems in the area of food security and the health of people in many regions of the Third World, both in urban and rural areas. German Agro Action therefore concentrates on this area of activity in its food security projects. Walling and paving areas around wells to increase hygiene and the quantity of water which can be taken from wells, the construction of new drinking water cisterns, wells and pipelines and repair of old ones are examples of this kind of work.

Work is in part associated with very high investment costs, which have to be justified by a reasonable cost-benefit ratio. Due to the community orientation of measures, community representatives and other government institutions need to be included in the planning and execution process at an early stage. If all of those benefiting from the establishment and repair of these facilities can learn to conceive of their contribution as a community achievement, this will also enhance sustainability. The population itself is involved in the planning, construction and repair.

Important indicators of project impact (cf. Annex 4) can be the reduction of diseases transmitted by drinking water or the reduction in the amount of time needed to fetch water. The promotion of access to drinking water in developing countries is a field of activity with above-average relevance to women in many places.

5.2.4 Support of basic health system and nutritional counselling

Food security requires sufficient preventive and therapeutic measures in the health area, in particular among the risk groups (infants, small children, pregnant and nursing women). The health system makes an important contribution to disrupting the vicious cycle of illness and undernourishment through preventive activities such as, e.g. inoculations and monitoring of growth, along with therapeutic measures, e.g. the treatment of infectious diseases.

Although German Agro Action does not conduct any sectoral projects in the area of basic health, this field of activity has been constantly upgraded in importance in food security projects over the past few years. Measures in the area of reproductive health are standard elements in new projects if these are not covered by partner institutions. The focal area of this work must be sought in the promotion of existing structures and institutions. And even if the functionality of institutions at the community and provincial level (e.g. in the health station, hospitals and pharmacies) is modest, one must be careful to avoid the establishment of duplicate structures in a project, as this would contradict the principle of sustainability. Promoting existing structures can mean continuing training of midwives, nurses or voluntary helpers, supporting health stations materially or co-operating with government services.

The health system must meet minimum standards to secure the food supply. These include:

- The recognition and proper treatment of undernourishment, in particular among small children, and care for pregnant young mothers and newborn infants;
- Preventive and therapeutic assistance for families with respect to nutrition (including monitoring the growth of children, nutritional counselling and hygiene – particularly the use of drinking water and food hygiene);
- Counselling and ensuring access to family planning measures;
- Therapy for illnesses;
- The execution of blanket-coverage basic inoculation programmes.

The health system has to be supported in this. If possible the project should also be involved in the co-ordination of measures and programmes on the provincial level. A food security project is unable to succeed however, when the government and/or the private sector are not able to guarantee basic health system functions at reasonable prices and on a sustainable basis.

To institute a detailed monitoring and evaluation system, the initiatives listed above also require considerable inputs of logistics, human resources and material. Without wanting to put into question frequently encountered humanitarian reasons for action, such measures – just like any others – need to be subjected to a cost-benefit analysis.

Project impact indicators can include a significant decline in cases of undernourished children, increased effectiveness of health facilities or even quantifiable positive effects of improved counselling services and family planning (cf. indicators in Annex 4).

5.2.5 Promotion of community transportation infrastructure as a community task for the rural population

Defects in the transportation infrastructure are often countered by establishing link-ups to markets, which can stimulate development. Wherever the government is unable to expand and maintain the local transportation infrastructure, this frequently becomes a community task to be tackled by the rural population.

In food security efforts German Agro Action views the expansion and maintenance of the local transportation network to constitute a contribution to an improvement in access to markets and other health-care facilities, but also as a field of activity in the sense of job creation and poverty reduction. As an element of food security, remuneration of labour must meet three preconditions:

- The nature of the community task: This clearly involves the use of labour power to perform the community task (e.g. road maintenance, rain-collection basins, earthen dikes to protect against flooding, renovation of market places and cleaning of sewage lines).
- Job creation to support poor people: Measures are designed in such a manner as to recruit people from the poor sector of the population who at least still require direct external aid, at least during the first three years of a project in the form of remuneration of their labour power.
- Strengthening self-help: Not only the elimination of structural deficits (e.g. improved ties to markets), but also especially the participation of the population in the planning process (for example, prioritisation of the road sections to be maintained) will strengthen the self-help capabilities of the region.

To confront the warranted criticism of the often insufficient technical sustainability of community work, the project must seek together with the staff of the partner organisation that are in charge to plan measures so that appropriate technology and support can be provided in the execution. Only if road maintenance can lead to a sustained improvement in the transportation network and this condition promotes trade in the region can it lead to higher technical standards being maintained by the population under its own initiative or by the government later on.

Additional possible fields of food security activity include the educational and training sector and income promotion in the non-agricultural sector (e.g. crafts and commerce). If an opportunity arises, German Agro Action attempts to promote both of these by supporting its partners at the local level without implementing these measures itself.

5.3 Appropriate tools and strategies of food security projects

German Agro Action makes use of current standards from the pool of tools and strategies used in German development co-operation and takes into account experience gained in conceiving, planning and implementing its food security projects (cf. Annex 3). Three tools are examined in the following in terms of their special orientation towards food security and special aspects of their application in crisis situations.

5.3.1 Basic studies: analysis of the food situation and review of project impact

The food situation of people in a region can be determined by collecting anthropometric data, especially on children below five years of age (cf. for instance WHO 1995 and Cogill 2001 for measurement and measurement techniques). Here it should be taken into consideration that the food supply for households is generally subject to seasonal fluctuations, which can have a decisive impact on the data which is collected. Acute cases of hunger must be analysed separately from chronic undernourishment.

Before new projects are initiated, it is necessary to analyse the food situation of the population as well as possible causes of undernourishment and thus the needs of a region with respect to appropriate food security measures. This includes wide-ranging international experience and recommendations which German Agro Action adapts to meet the specific context.

The areas of current and longitudinal anthropometric data form the basis for an accurate picture of the food situation and high plausibility of project impact. Basic studies may be a time-consuming task when a lot of new data needs to be collected. The value of an analysis and monitoring tool is assessed in terms of the objective and not least the cost-benefit relation. For this reason data offering considerable explanatory power which is not so time-consuming to collect can be of importance in all relevant fields of activity in a basic study. The information to be generated is orientated towards a list of indicators in the M&E plan for a project or programme. German Agro Action has wide-ranging experience in the execution of basic studies on food security projects (cf. bibliography of sources).

Pertinent examples of basic studies and measurement of project/programme impact providing increased food security are discussed in Annex 4.

5.3.2 Early warning systems

Early warning systems are information tools which on the one hand allow crop failures occurring for natural reasons to be predicted in sufficient time such as e.g. in the case of lengthy dry spells or insect plagues. Secondly early warning systems also contain appropriate measures to counteract the effects of crop failures and to react quickly to these e.g. with food aid for the population which is affected.

There are a host of tools and systems which national governments and/or international organisations have established such as, for instance, the crop and food supply assessment missions of the FAO, the Food Insecurity and Vulnerability Information and Mapping System (FIVIMS) of the FAO, the Vulnerability Analysis and Mapping (VAM) System of the WEP and comparable variants. The major challenge for these systems is to collect qualitatively appropriate data quickly and to make this information available to serve as the basis for political decisions. This functions more or less satisfactorily depending on the specific case.

The most important basic data in an early warning system, the establishment and support of which German Agro Action participates in some countries (cf. Haiti), involves standardised information with respect to the expected food production which can be obtained, for instance, by measuring the amount of rainfall or the prevalence of pests and conducting a subsequent analysis of productivity losses. The supply of local markets can be analysed by looking at prices for the most important foodstuffs and staples. If precipitation is unusually low or distributed unevenly, or if prices rise in these markets, additional early warning indicators which could be of varying importance in different regions need to be checked such as, e.g. increased migration of wage labourers to other areas, increasing sale of livestock followed by a drop in prices in markets or an increase in production of products for the market such as, for example, charcoal, and a decline in prices due to oversupply.

Of particular importance to functionality and pertinence to the field of actual practice is the involvement of local know-how. Farmers and nomads observe their surroundings much more sensitively than can be done through the standardised collection of data. The prevalence of this knowledge needs to be checked and taken advantage of.

The most important task in an early warning system is accordingly to use a series of relevant indicators of quantitative and qualitative requirements with respect to addi-

tional, often external, aid to estimate the time needed to implement such projects as accurately as possible in order to avoid deterioration in the food situation.

5.3.3 Food security tools: Food for Work, Cash for Work and food programmes

Food which is distributed in the form of FfW measures or in food programmes is one of the most important tools in the area of food security. Instead of paying for work with foodstuffs, Cash for Work can turn out to be a tool better suited to needs. Conceptual strategies which these inputs need to take into account in the area of food security and recommendations for the field of practice derived from these strategies are discussed in the following.

It is possible through involving and applying the FfW and CfW tools along with food programmes to allow the population groups suffering from absolute poverty to take part in development processes. This is done by applying these tools to the modest economic power existing at the level of households. If paid labour power can be applied in such a manner as to allow it at the same time to help surmount structural bottlenecks in food security (road maintenance, making land available for agricultural use, drinking water supply, etc.) and these measures can be planned together with the population and local decision-makers, such tools can constitute an important milestone in strengthening self-responsibility and the self-help capabilities of people in the area of food security.

Food programmes are a tool with whose aid cases of acute and to a certain extent chronic undernourishment can be confronted in a target group-oriented manner – including preventively. The way these programmes are conceived and offered heavily depends on the individual case. Conceivable here are school meal programmes (if they are supplied with sufficient resources), where it is less individual than regional needs which are taken into account (cf. Rwanda in the wake of the war in 1994). Programmes feeding undernourished children function much more effectively if there is an indication of which of the families involved should receive treatment by health services. The degree of undernourishment as well as health conditions determine the composition of the diet and the duration of the aid. Food security projects can have a surprising impact which is discernible in a short period of time. In comparison to the FfW campaigns, the volume of food required here is generally less, even if logistics and human resources required can reach comparable levels.

Understood and implemented in this manner, food aid and monetary transfers gradually lose their charitable nature over time to become integral elements of food security in line with the strategy. This objective would be lost sight of if food aid was seen by donors as a tool for reducing surplus food supplies instead of its real purpose.

The following table summarises these and additional potentials and constraints associated with the three tools CfW, FfW and food programmes, and offers recommendations for their use in the actual field of practice in food security projects.

Table 2: Food for Work, Cash for Work and food programmes as food security tools: possibilities, constraints and recommendations

a) Possibilities and prospects in the use of these tools

<i>Cash for Work</i>	<i>Food for Work</i>	<i>Food programmes</i>
<ul style="list-style-type: none"> • Protection of production resources and consolidating the results and impact of measures conducted to date in the area of food security to avoid inappropriate use: no sale of animals, no cutting down trees for charcoal production, no use of seed to feed people, etc. • Facilitation of access to food by raising the purchasing power of participants (when sufficient food is available in the region!) • Higher degree of attainment (number of participants) among the target group • Positive impact on the market and production: increase in food production • Possibility to learn and further refine self-help-oriented strategies • Broadening of latitude for action among participants (promoting development at the household level) • Nature of measures aimed at building trust and confidence 	<ul style="list-style-type: none"> • Amelioration of the effects of acute, temporary deficits in the supply of food • High degree of success (number of participants) among the target group • Positive impact on the market: increase in supply and drop in price (improved access including non-participants in FfW campaigns) • Possibility to learn and further refine self-help-oriented strategies • Promotion of development potential at the household level through consumption and sale • Nature of measures aimed at building trust and confidence 	<ul style="list-style-type: none"> • Targeted selection of needy people suffering from chronic undernourishment and risk groups in the case of acute food deficits • A high degree of impact among the target group (school meals) • Promotion of self-help potential with high levels of responsibility for representatives of target groups: continuing education and training for mothers, teachers, health stations, etc. • Nutritional-physiological balance in diets of undernourished children in demonstration kitchens • In the case of school meals: increased school attendance and improved learning capacities

b) Limits of tools

<i>Cash for Work</i>	<i>Food for Work</i>	<i>Food programmes</i>
<ul style="list-style-type: none"> • Weakening of the self-help strategy if applied inappropriately: reinforcement of donor mentality • Risk of abuse, e.g. theft and corruption • Danger of increase in price on food if there is an insufficient food supply in the region • Difficulty in reaching truly needy people (in the region and in the family) (target-group orientation) • Deficient technical standards with respect to the results (generally a low level of machinery input) • Problem in identifying community tasks along the lines of promoting self-help 	<ul style="list-style-type: none"> • Disturbance in markets if estimates of acute needs for foodstuffs are inaccurate • Problem obtaining access to food in time and in accordance with needs • High logistical and overhead expenses for transport, storage, insurance, etc. • Difficulties reaching truly needy people (target-group orientation) • Deficient technical standards with respect to results (if machinery inputs are too low) • Change in nutritional customs and problems in nutritional dietary balance 	<ul style="list-style-type: none"> • Danger of duplicate structures being created by the project • High-cost, high logistical functionality for the project being conducted • High expense of identifying truly needy people • Limits of sustainability

c) Recommendations for using and prioritising tools

<i>Cash for Work</i>	<i>Food for Work</i>	<i>Food programmes</i>
<ul style="list-style-type: none"> • Conceptual integration of tools in the project cycle to boost the development-policy value of tools and measures: technical sustainability and self-help relevance; this requires minimum standards for the project term (a minimum of six years) • Staged reduction in input with increasing self-responsibility of target groups, including with respect to community tasks • Adaptation of the scope of measures to conform to actual needs: start-up financing for poor people • Restriction of measures to those of a community nature: elimination of structural food security deficits • Integration of those involved in planning, execution and evaluation processes • Integration of women • With respect to the time frame for campaigns: consideration of the local planting and harvesting calendar (no seasonal competition) • Monitoring of measures and use of funds • Identification of work performed by beneficiaries: e.g. days of work without remuneration, use of their own implements, etc. 	<ul style="list-style-type: none"> • Only with respect to food criteria in crisis regions for the needy: FfW is not used to secure the food supply if there is no acute or looming deficiency • Adaptation of the aid volume to meet actual acute needs • Limitation of use to measures of a community nature: elimination of structural deficits in securing the food supply • Integration of people involved in planning, execution and evaluation processes • Integration of women • With respect to the time frame for campaigns: consideration of the local planting and harvesting calendar 	<ul style="list-style-type: none"> • High level of commitment on the part of the implementing organisation • Involvement of government institutions early on • Staged transfer of responsibility for execution to existing institutions (e.g. health stations) • Raise awareness of the population and government institutions, food as a community task • To be understood as a concentration measure with and for women • Supporting continuing education and training in the areas of food counselling, hygiene, and health • Procurement of required food at the local level • Intensive monitoring of measures: costs, degree of attainment and impact • Time limit for participation of beneficiaries (maximum of 3 months)

It would appear that the use of these three tools for the purpose of food security can make an important contribution to reduction of poverty.

5.3.4 Special aspects of conflict and crisis situations

Various conclusions and recommendations have been made in an evaluation of development co-operation project in the context of conflicts (Klingebiel 1999) which may also be of relevance to German Agro Action's food security projects and which need to be taken into account in the situational analysis (cf. chapter 5.3.1 and 5.3.2) and preparation and implementation (cf. chapter 5.2 and 5.3.3). These include:

- A high degree of flexibility;
- Greater flexibility and willingness to engage in risk;
- Altered procedures sensitive to conflicts all the way to adaptation to conform to general development policy principles and – related hereto – in some circumstances;
- Restrictions on the principle of sustainability and partnership.

Development co-operation including food security in conflict situations is never neutral and can for this reason even have the effect of exacerbating conflicts. This has special aspects and therefore requires a special approach. Work which is sensitive to conflicts in food security projects should be performed in two manners:

1. The conflict dimension is taken into account in accordance with the "do no harm" approach (Anderson 2000) in every phase of the project or programme management. This involves e.g. the selection of target groups (cf. also chapter 5.4), the selection of partner organisations, the selection of the type and content of co-operation and a systematic analysis of the expected impact on belligerents and forces promoting peace. A whole host of specific tools have been developed for this type of work (Leonhardt 2001a and 2001b) which can also be applied in food security programmes.
2. Depending upon the conflict situation, it may be necessary under some circumstances, including within the framework of food security projects or programmes, to provide for explicit measures to support social conflict-resolution mechanisms. Staff of German Agro Action and partner organisations need to be made aware of these factors and trained accordingly.

5.4 Target-group orientation and gender approach

To understand food security it is important to analyse issues involving target orientation and the determination of target groups in a particular project. Both factors are heavily

influenced by core problems in a region (intermediate level of intervention), i.e. by an insecure food supply for the people living there or by their chronic and/or acute undernourishment and other causes.

Those people who are threatened by or already suffering from undernourishment in a particular region form the direct target group for food security projects. This understanding allows and requires that preventive action be taken in order to prevent the food situation in a region from deteriorating to critical levels in the first place. Indicators and early warning systems designed to recognise the problem are in place and are constantly being refined.

Not everybody in a region marked by undernourishment is confronted in the same manner with the core problem. The socio-economic and nutritional-physiological living conditions lead to varying development potentials at the household level. If the food problem is conceived as a spatially constrained problem, however, as is the case in a food security project with a defined project area, the target group orientation also includes several population groups. In many places the task is to identify at least three groups with which the respectively adapted measures to secure the food supply are to be pursued in the entire region:

- The so-called poorest of the poor (with no or low development potential): People and families who live in absolute poverty often require aid from outside in order to be able to escape this dilemma. With these target groups, transfer payments such as remuneration for work performed in the form of food or cash dominates “at the outset”. Food programmes for undernourished children should help alleviate the worst suffering (cf. chapter 5.3.3). The socio-economic situation of these people still offers too little latitude, however, to be able to concentrate solely on the promotion of their self-help power. Food security makes use of typical elements of emergency and survival aid here – it provides social aid. With these measures, it must be ensured that emergency aid is provided in a manner which is as closely oriented towards development as possible in order to avoid undermining self-help potential, instead supporting such as early on as possible.
- Poorer sections of the population with self-help potential (with medium-level development potential): At the heart of co-operation with the population are those families who exhibit socio-economic development potential if they receive promotion. Food measures are jointly planned, executed and examined in terms of their impact. Sectors which may be promoted include here agriculture, reproductive health, the drinking-water supply or the transportation infrastructure as well. The organisational and institutional promotion of grass-roots organisations is assigned considerable importance in many places (cf. chapters 5.2 and 5.3).
- Households with relatively high development potentials: Due to their development potential these households are assigned an important role in securing the food supply in a region. At the centre of co-operation is the promotion of existing self-

help strategies in the productive area to stabilise or boost agricultural production (e.g. irrigation or animal husbandry), to diversify the income structure (e.g. promotion of commerce and the crafts) and to revive trade (e.g. the credit system). In this way development dynamics in a region also help the poorest of the poor and the poorest sections of the population profit indirectly. Food security projects or programmes which promote households with a relatively high development potential should explicitly demonstrate a significant impact on the poor and undernourished – the direct target groups in food security projects. Here food security makes use of typical elements in the promotion of sectoral projects and integrated rural development.

The special aspects of conflict and crisis situations (cf. chapter 5.3.4) may make it necessary to deviate from strict adherence to the target-group principle. This is e.g. necessary when belligerents in a region are one-sidedly affected by food insecurity. When a project in this group can be one-sidedly promoted, there is a high degree of probability that the project can de-escalate a crisis.

In view of the role and importance of women in the productive area (availability of food), in commerce (access to food) and in care and preparation of food (use of food), securing food at the household and village level depends in a special way on the equal promotion of practical and strategic needs of men and women. The promotion and strengthening of the role of women must be considered to be one of the most important cross-sectional tasks and requires a special target group orientation and sustainability of measures. All work in this area must be evaluated from this perspective.

In many places the poorer and poorest sections of the population include those households in which a single person shoulders the brunt of the overall work, generally a woman. Many men in rural areas of the third world become migrants looking for paid work, leaving their home, the farm, field work and family for weeks or even years at a time. The work load, which is already very demanding for women with chores such as fetching water and wood, field work, food preparation, visits to markets, dishwashing and laundry, raising children, etc., becomes a back-breaking ordeal when men leave. Such units run by single women at the head of the household are often overwhelmed by it all and generally require special attention in a food security project. These needs can also be met in the form of charitable give-aways at the beginning such as participation in meal programmes or special consideration in FfW and CfW programmes. The same can also apply to households run by single men.

ANNEX 1 Food security and the international discussion

The international community of states frequently turned its attention to world food problems in the 1990s, setting out very ambitious goals. The following table provides a brief summary of the most important conferences and their results with respect to food security, indicating the high value attached to food security throughout the world.

Table A1: International conferences since 1990 and their importance to food security

(Oltersdorf and Weingärtner 1996, Lexikon Dritte Welt 2000, A Programme to end Hunger 2000, Fues and Hamm 2001 et al)

Conference	Objectives relating to food	Target year for attainment of objectives
1974: World Food Conference, Rome	Children will no longer go to bed hungry in one decade's time. No family has to worry about what it is to eat the next day, and no human being's future and life opportunities will be circumscribed by undernourishment	1984
1990: UN World Summit for Children, New York	<ul style="list-style-type: none"> • Reduction in child mortality rates by one-third • Reduction of maternal mortality by one-half • Reduction of number of malnourished children under 5 by one-half • Elementary school education for at least 80% of children; • Combating the most important childhood diseases; • Access to cleaning drinking water and sanitary facilities for everyone. <p><i>UNICEF drew a positive balance sheet on the 1990 Summit on the basis of implementation rates for these targets in 1999.</i></p>	2000
1992: International Conference on Nutrition (ICN), Rome	The persons present declared their intention of eradicating hunger and reducing all forms of undernourishment. Hunger and undernourishment are unacceptable in a world which has the know-how as well as the resources to banish human disasters. Hunger and starvation, widespread chronic hunger, undernourishment, deficiencies in micronutrient, illnesses whose spread is encouraged by malnutrition, barriers to optimum nursing and unsafe drinking water	2002

Conference	Objectives relating to food	Target year for attainment of objectives
	are to be reduced.	
June 1992: Conference for the Environment and Development, Rio	<ul style="list-style-type: none"> • Launch of strategies encouraging sustainable development in every country by 2005 with the objective of stopping the loss of important national and international resources • Improvement in food security and self-sufficiency in foodstuffs within the framework of sustainable agriculture practices 	2015
1994: World Population Conference, Cairo	<ul style="list-style-type: none"> • Reduction in the mortality rate for children under 5 in all developing countries by two-thirds • Reduction in maternal mortality rates by three-quarters compared to original 1990 levels; • Secure access of all systems to reproductive health. 	2015
March 1995: UN World Summit for Social Development, Copenhagen	<ul style="list-style-type: none"> • Overcome gender-specific unequal treatment in primary and secondary school education (by 2005); • Access to elementary school education and basic health care for everyone • Reduction in the number of people living in absolute poverty in the developing countries by one-half <p><i>Largely voluntary obligations which are in some cases merely tantamount to declarations of intent</i></p>	2015
1996: World Food Summit, Rome	<p>Declaration of Rome: Every human being has the right to proper nourishment</p> <ul style="list-style-type: none"> • Reduction in the number of undernourished people by one-half over 1996 	2015
2000: Millennium Summit, New York	<p><i>Millennium Development Goals</i>, including</p> <ul style="list-style-type: none"> • Objective 1, factor 2: Reduction in the percentage of the population suffering from hunger by one-half between 1990 and 2015 <p>Other MDGs are directly and indirectly related to food security (FAO 2002, p. 11)</p>	2015
2002: World Food Summit + 5, Rome	Renewal of the objectives set out at the 1996 World Food Summit (see above)	2015

ANNEX 2 Countries which do not have a secure food supply at the national level – on the basis of macro-economic selection criteria

The FAO has been keeping a list of so-called Low Income Food Deficit Countries (LIFDC) for many years now. An insecure food supply among a broad section of the population must be understood to constitute a national problem in these countries, as not enough food is produced in the country and a significant portion of the food supply has to be obtained through imports of foodstuffs. The LIFDCs include a total of 42 countries in Africa, 24 countries in Asia, 7 countries in America, 6 countries in Oceania and 3 countries in Europe (FAO 2002b). The following table shows the percentage of chronically undernourished people in the entire population in select LIFDC countries.

Table A2: Classification of the LIFDC countries with a poor export-import index for foodstuffs according to selected food security data

	HDI ranking 1998	Gross Domestic Product in \$ U.S.	Child-mortality rate (in percentage terms)
Undernourished people account for less than 25% of the total population			
Gambia (24)	161	340	<90
Senegal (17)	155	520	121
Togo (23)	145	330	144
Nepal (21)	144	210	107
Sudan	143	290	No information
Undernourished people account for between 25% and 50% of the total population			
Angola (43)	160	380	204
Burkina Faso (30)	172	240	210
Lesotho (28)	127	570	144
Mali (29)	165	250	218
Rwanda (37)	164	230	205
Yemen (37)	148	280	96
Cambodia (33)	136	260	143
Dominican Republic (26)	87	1.770	47
Laos (33)	140	320	No information
Nicaragua (31)	116	370	42

Sri Lanka (25)	84	810	18
Bangladesh (37)	146	350	96
Undernourished people account for more than 50% of the total population			
Eritrea (67)	159	200	90
Mozambique (63)	168	210	213
Somalia (73)	No information	< 710	No information
Afghanistan (62)	k. A.	< 710	No information
Haiti (61)	150	410	116
Ethiopia (51)	171	100	173

(figures in the table based on: FAO 2000, A Programme to End Hunger, 1997; Fischer Weltalmanach for 1998; HDI = Human Development Index)

The indicators which the figures shown in Table A2 are based on show that there is at present a group of 18 needy countries which have first priority in the area of food security. These countries are: Ethiopia*, Lesotho*, Togo*, Sudan*, Nepal, Angola*, Burkina Faso*, Mali*, Rwanda*, Yemen, Cambodia, Laos*, Bangladesh*, Eritrea*, Mozambique*, Somalia*, Afghanistan* and Haiti* (*partnership already existing with German Agro Action).

These countries are marked by:

- High level of food import needs;
- A significant percentage of needs are met by food aid;
- A high percentage of undernourished people;
- High child mortality rates;
- A high percentage of poverty, in particular in rural regions (per capita income is in some cases significantly below \$ U.S. 500 – especially after adjusting for the urban population).

This list is of limited use when one attempts an exogenous estimate of food insecurity wherever this problem is not indicated at the national level and only at the intermediate and micro levels. Reference is made hereto in the text (cf. chapters 3 and 5).

ANNEX 3 Learning experience from food projects on the community level in Asia and Africa

Context-related factors:

- Political will at all levels of society;
- Involvement of the population, especially women, in decision-making processes;
- Presence of organisations at the community level;
- High educational level, especially among women;
- Infrastructure for the provision of services, including motivated and qualified personnel;
- Empowered women;
- A local culture which assigns a high value to children, in particular where there are customs and practices encouraging child nutrition;
- Charismatic leaders in the community who are able to motivate and mobilise the population to assume more responsibility for helping themselves;
- Coterminous implementation of programmes aimed at reducing poverty, especially when the food-oriented programme/project is integrated in this.

Programme-related factors:

- Inform people as to the widespread prevalence, the serious consequences and the solutions to food problems which are available;
- Initiation, promotion and support for a process in which individuals and communities are involved in the assessment of the food problem and decide how they can use their own and external resources in various activities;
- Clear identification of objectives with a time schedule on all levels of the programme/project;
- Strengthening of awareness and understanding of the direct, indirect and fundamental causes of undernourishment and the need to intervene on all three levels;
- Identification and support of people who mobilise and support the community;
- Community-supported monitoring and use of data to improve measures and services;
- Ownership of the programme by the community and the government;
- Income-creating measures supported by low-interest loans for the poor, in particular poor women;
- Nutritional counselling aimed at changing behaviour, e.g. applying participative theatre events and successful examples (positive deviance);
- Establishment of capacities by means of training, continuous training and reasonable remuneration of people who support and mobilise the community and from members of the community on the whole, in particular women;

- Good programme or programme management, including leadership, supervision and co-ordination;
- Co-operation and co-ordination with other projects and programmes;
- Cost awareness and capacities to estimate the resources required;
- Inclusion of NGOs;
- Possibility of financial implementation and planning confidence over a period of more than ten years while applying self-financing tools (circulating funds and payment of services by communities and individuals).

Source: Gillespie et al. (1996), p. 67; Iannotti, L. und Gillespie, p. (2002)

ANNEX 4 Examples of impact indicators to review improvement of food security in a project region

The following summary, which makes no claim to completeness, provides an indication of areas or aspects which need to be taken into account in the monitoring and evaluation of impact by food security projects of German Agro Action. Not all of these areas meet the quality criteria for good indicators at present. Additional specifications should be applied in planning actual projects and programmes.

a) From the area of basic health / ability to use foodstuffs

- The number and percentage of undernourished children under 5 years of age has declined significantly by the end of the project term (or has declined by xy%).
- The number of children with diarrhoea (or other diseases) has dropped significantly (or by xy%).
- The number of persons interested in family planning has risen considerably.
- People interested in family planning use birth-control devices when needed.
- The time period between births is lengthening.

b) From the area of agriculture

- xy% of the people who have taken part in continuing education and training programmes use at least one new method of soil conservation to increase soil fertility and crop yields.
- There are examples indicating that farms are adopting new methods of agricultural production without themselves directly taking part in continuing education and training programmes
- xy% of small farms employ soil-conservation techniques
- The number of small farms which operate agro-silvo-pastoral production systems has grown significantly
- A stabilisation or boost in yields (possibly by xy%) takes place wherever small farms employ soil-conservation techniques
- The value of soil which is protected / brought under cultivation / irrigated has increased.
- The number of animals lost due to diseases has declined significantly.

c) From the area of drinking water supply

- The time used to fetch water each day has dropped significantly
- An indicator of a female farmer in Haiti: Disputes between women and children at points where water is drawn have declined
- Water analyses confirm that the quality of drinking water has improved considerably for the beneficiaries of the new drinking water sites
- The percentage of families which pay fees for water to maintain the water site is rising continuously.

d) From the area of promotion of grass-roots organisations

- xy% of women and men are satisfied with the work of the organisation which represents them and feel like they are involved in decision-making processes
- Male and female members of the grass-roots organisations are appointed or elected in accordance with jointly agreed-up procedures
- The grass-roots organisations plan the measures jointly with men and women (e.g. town meetings are called, work plans are drafted)
- The number of women in the grass-roots organisations on the whole and in leadership positions has grown significantly
- At least xy% of the activities planned by the grass-roots organisations have been carried out without the support of the project (e.g. road maintenance work free of charge, improvement in pastoral economy and reforestation).

e) Additional indicators showing the impact of poverty reduction or a development process

- The school-enrolment rate of girls and boys has been increased significantly
- The number of emigrants has been reduced significantly even during the crisis
- The supply of goods on markets has increased.
- Supplies of foodstuffs by aid organisations are declining in the region.

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- Bangladesh, Securing Economic Autonomy through Fruit and Vegetable Gardening in Kagrahchori, Chittagong Hill Tracts, 12/2000 – 12/2003
- Sri Lanka, Reconstruction Programme Vavuniya IV, 01/2000 – 12/2001
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ANNEX 6 GERMAN AGRO ACTION WORKING PAPERS PUBLISHED TO DATE

Concept Papers

- Orientational framework for the Promotion of Small-Credit Projects and Projects with Small-Credit Components, Bonn, September 1998 (available in German, English, French and Spanish)
- A Technical Concept for Promotional Programmes for Children and Adolescents (FKJ), Bonn, August 1999 (available in German, English, French and Spanish)
- Technical Concept for Rural Development. Guidelines for the Promotion of Rural Development Projects, Bonn, July 2000 (available in German, English, French and Spanish)
- Orientational Framework for Socio-Cultural Integration of Marginalised Children and Youth, Bonn, January 2001 (available in German, English, French and Spanish)
- Orientational Framework for the Promotion of Small Project Funds, Bonn, September 2001 (available in German, English, French and Spanish)
- Orientational Framework for Activities in the Area of HIV / AIDS in the Project Work of the Deutsche Welthungerhilfe, Bonn, September 2001 (available in German, English, French and Spanish)
- Technical Concept for Reconstruction and Rehabilitation, Bonn, May 2003 (available in German and English)
- Technical Concept for Impact-Oriented Evaluation in the Foreign Work of German Agro Action, Bonn, December 2003 (available in German, English, French, Portuguese and Spanish)
- Concept Paper for Food Security. Guidelines for the Promotion and Execution of Food Security Projects of German Agro Action, Bonn, May 2004 (available in German, English, French and Spanish)

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- National Concept for Ghana. Prospects for Development Co-operation 2001 - 2003, Bonn, July 2001 (available in German and English)
- National Concept for Tajikistan. Prospects for Development Co-operation 2002 - 2004 Bonn, March 2002 (available in German and English)
- National Concept for the Philippines. Prospects for Development Co-operation 2002 - 2003, Bonn, March 2002 (available in German and English)
- National Concept for Zimbabwe. Prospects for Development Co-operation 2001 - 2003 Bonn, November 2001 (available in German and English)
- National Concept for South Africa. Prospects for Development Co-operation 2002 - 2004, Bonn, July 2002 (available in German and English)
- National Concept for Madagascar. Prospects for Development Co-operation 2003 - 2006, Bonn, November 2003 (available in German and French)
- National Concept for Mozambique. Prospects for Development Co-operation 2003 - 2006, Bonn, December 2003 (available in German and Portuguese)

in process:

- National Concept for Mali. Prospects for Development Co-operation 2004 -2006
- National Concept for Angola. Prospects for Development Work 2004 - 2006

Other Working Papers (beginning in 2003)

- Sustainability of Project Impacts. An Evaluation of Impact Studies of Projects and Programmes Promoted by German Agro Action, Bonn 2003
- Prevention of Sexual Abuse of Dependent People in Project Work (the paper includes parts in English, French, Spanish, Portuguese and Russian), Bonn, June 2003
- Livelihood System Analysis of Selected Villages in the Provinces Sar-e Pul and Jawzjan in North Afghanistan, Bonn, August 2003

German Agro Action

- is non-denominational and non-partisan;
- is supervised by a voluntary Board with the Federal German President acting as patron;
- was established in 1962, when the FAO (Food and Agriculture Organisation of the UN) proclaimed an international campaign against hunger;
- has helped millions of people in approximately 4,600 projects with more than a billion Euros;
- finances much more than 50 percent of its work through donations. In addition, it receives public grants e.g. from the EU or the Ministry for Economic Co-operation;
- is subjected to regular audits by the independent Deutsche Zentralinstitut für soziale Fragen (DZI). Thus far it has always received the seal of approval for reliable, transparent use of donations.