

FOCUS ON
FOOD INSECURITY AND
VULNERABILITY

A REVIEW OF
THE UN SYSTEM
COMMON COUNTRY ASSESSMENTS AND
WORLD BANK
POVERTY REDUCTION STRATEGY PAPERS



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ABSTRACT

At the request of the FIVIMS secretariat at the Food and Agriculture Organization of the United Nations (FAO), a review of 50 Common Country Assessment (CCA) reports and 25 Poverty Reduction Strategy Papers (PRSPs), covering regions and countries with widely differing development status, was carried out as part of a FIVIMS/CCA integration project. The two major objectives of this review study were to assess the extent to which food insecurity and vulnerability problems are analysed and incorporated into policies, strategies and interventions, and to identify clear areas for improvement. The study was performed by an interdisciplinary team of scientists from the Wageningen University and Research Centre (WUR), The Netherlands.

Based upon the checklist of 20 items in the Terms of Reference agreed between the FIVIMS and WUR, a predefined analytical framework was developed comprising 255 questions grouped into seven domains: (1) general country details; (2) report preparation details; (3) definitions used for food security and vulnerability, and for poverty; (4) policy statements on food insecurity and vulnerability, and on poverty; (5) data collection, use and presentation; (6) analysis; and (7) policies, strategies and interventions. The analysis was carried out in two stages.


First, comparison of the data for the seven domains from the 75 country reports resulted in a detailed discussion of the breadth and depth of food insecurity and vulnerability analysis within these same country reports.

Second, the consistency with which the domains of food (in)security, vulnerability and poverty were dealt with, was analysed by answering the question “Does the selection of food insecurity and vulnerability as a development priority, in a country, result in clear definitions of food insecurity and vulnerability, in detailed analysis, in formulated policies and strategies, and, finally, in interventions aimed at reducing food insecurity and vulnerability?”

The review has three main conclusions.

First, there is a general deficiency in analysis of the extent and the underlying causality of food insecurity and vulnerability, and of poverty of specific population groups. Hence little analytical basis is provided for targeted policy and programme development. The incomplete nature of food insecurity and vulnerability analysis in these reports shows the need for a wider utilization of existing capabilities in a country through the involvement of more parties, and for the expansion of such existing capabilities through capacity building. It is recommended that data collection be improved with special attention given to geographical, temporal and social disaggregation. Analytical methods need to be improved, in parallel with the identification of a comprehensive and congruent set of indicators. This forms the basis for functional cooperation among a diverse group of national and international institutions operating at national as well as subnational level.

Second, the report concludes that in both types of country reports there is a lack of consistency between, on the one hand, priority setting and analysis, and, on the other hand, policies, strategies and interventions aimed at alleviating food insecurity vulnerability, and poverty.



Third, this review concludes that the CCA reports and PRSPs start with different perspectives, but both result in similar policies, strategies and interventions, irrespective whether or not food insecurity and vulnerability or poverty are identified as development priorities. It is therefore recommended that efforts be made to integrate situation analysis (and report) of poverty reduction, livelihood protection and strengthening, and sustainable development, with an identifiable component that highlights food insecurity and vulnerability issues.

Food security must be recognized as an essential component of development.

Based on the three main conclusion and derived recommendations, this review strongly recommends that an integrated framework to address food insecurity and vulnerability, and poverty be developed and incorporated into the preparation procedures of both CCA reports and PRSPs, or of any type of food insecurity and vulnerability, and poverty situation analysis, to support a comprehensive and well structured analysis that derives from a broad process of participation ■■■

PREFACE

This document is the result of intensive collaboration between an interdisciplinary team of researchers at Wageningen University and Research Centre (WUR), policy-makers at the Netherlands Ministry of Agriculture, Nature Management and Fisheries (LNV), the Netherlands Ministry of Foreign Affairs (DGIS), and FAO staff. We would like to thank Marcel Vernooij and Co Neeteson of LNV, Frank van der Staaij of DGIS, and Maarten Immink and René Verduijn of FAO for their valuable comments. We appreciate the financial support from LNV, FAO and WUR.

The driving force for all those involved was the contribution that they could make to the ultimate goal of improving food security and reducing poverty. Though the process was time consuming, it has been a rewarding exercise. We have reviewed 75 country reports that describe the national development situation, perform analyses and provide recommendations on how to improve development problems like food insecurity and poverty. It is very encouraging to realize that so much national and international effort is put into the development of country reports that aim at providing coherence on these sector-overriding themes.

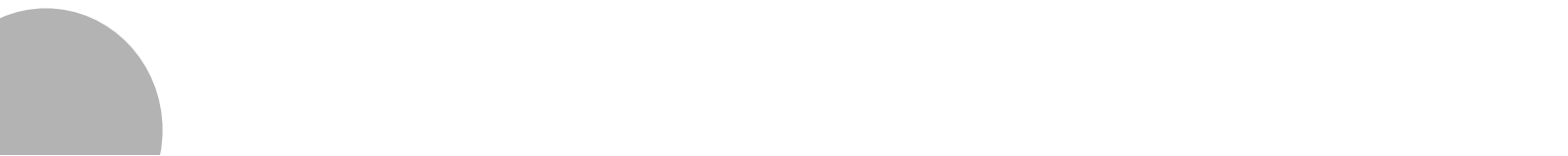
Our results show that achieving coherence appears to be a difficult task. Though various components of food security and poverty are dealt with in the country reports, no comprehensive overviews are provided. Little coherence can be found in the sequence of priority setting, analysis and recommended policy measures. Little use is made of available data at disaggregated subnational levels, and of methods for analysing and presenting data. The reports are also not clear about the extent to which interest groups participated in the development process of the country reports. Ensuring the participation of such interest groups could facilitate the implementation of recommendations made in the reports.

We hope that this review document will contribute to the development of strong country reports that will, in the end, serve the process towards mitigation of food insecurity and poverty. The research team would therefore like to pursue its effort to contribute to this valuable process of CCA and PRSP development. While we have performed a desk study in this phase, future activities should be directly linked to national country teams that are responsible for the development of the country reports.

We hope that the information provided in this report will serve the user well ■■■

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ABBREVIATIONS

BMI	Body mass index
CCA	Common Country Assessment
CIF	CCA indicator framework
CIS	Commonwealth of Independent States
CSO	Civil society organization
DES	Dietary energy supply
FAO	Food and Agriculture Organization of the United Nations
FIVIMS	Food Insecurity and Vulnerability Information and Mapping Systems
HIES	Household Income and Expenditure Survey
HIPC	Heavily indebted poor country
IAWG	Inter-Agency Working Group
IMF	International Monetary Fund
IMR	Infant mortality rate
LDC	Least developed country
MDG	Millennium Development Goal
MMR	Maternal mortality rate
NGO	Non-governmental organization
PRSP	Poverty Reduction Strategy Paper
TOR	Terms of reference
UN	United Nations
UNDAF	United Nations Development Assistance Framework
UNDGO	United Nations Development Group Office
UNDP	United Nations Development Programme
WFS	World Food Summit
WUR	Wageningen University and Research Centre

1. INTRODUCTION

B ACKGROUND

Over the past decades, at world summits and international conferences, several declarations have been agreed upon that aim at social and economic progress for enhancing food security and reducing poverty. Targets set during these meetings have not always been met, and expectations for the future do not promise improvements.

These declarations have assigned prime responsibility for food security and poverty reduction to national governments (FAO, 1996, 2002). For complex and dynamic matters such as food security and poverty reduction, concerted efforts among international and national institutions are needed to establish action plans that add up to a coherent strategy for achieving overarching goals. To this end, the UN and the World Bank have instigated the preparation of country reports that describe development status and the priorities for meeting targets (UN, 2003; World Bank, 2003).

By 1 September 2002, some 106 countries had produced a Common Country Assessment (CCA) report, supported by the UN Development Group Office (UNDGO), and 47 countries had produced, or were in the process of producing, Poverty Reduction Strategy Papers (PRSPs), at the instigation of the World Bank.

At the request of the Food and Agriculture Organization of the United Nations (FAO), this present document describes a review of 50 CCA reports and 25 PRSPs, viewed from the perspective of food insecurity and vulnerability. This chapter describes the institutional context and the purpose of the review. The review was carried out based on the terms of reference (TOR) agreed between FAO and Wageningen University and Research Centre (WUR), components of which have been incorporated in this document (see Appendix I).

I NSTITUTIONAL CONTEXT

This section discusses the institutional setting of this study. This is necessary because the objectives of the review are strongly associated with that setting.

FIVIMS

The World Food Summit (WFS) in 1996 identified the need for the following actions to remedy problems of hunger around the world:

1. Target people and areas suffering from hunger.
2. Identify the causes of hunger.
3. Take remedial action to reduce the hunger situation.

WFS also recommended more complete and user-friendly sources of information at all levels. In order to do this, the Food Insecurity and Vulnerability Information and Mapping Systems (FIVIMS) concept was established to respond to the need to monitor the number of hungry people globally and to strengthen existing national information systems. FIVIMS was established to assist national governments and other institutions to make vigorous efforts towards reducing the number of undernourished people in the world by at least half by the year 2015, as targeted at WFS. FIVIMS therefore aims to provide accurate and timely information to enable the better assessment of the current situation of food insecure and vulnerable people, for the design and evaluation of possible policies and interventions, and for monitoring purposes.

FIVIMS is any system or network of systems that assembles, analyses and disseminates information about people who are food insecure or at risk: who they are, where they are located, and why they are food insecure or vulnerable. The system has a flexible structure that makes use of existing information systems, can be used in many different national

situations, and is responsive to the expressed needs of national user groups (IAWG, 2000).

The Inter-Agency Working Group on Food Insecurity and Vulnerability Mapping Systems (IAWG-FIVIMS) was set up as the mechanism to oversee the development of FIVIMS. It has a permanent secretariat at FAO. The IAWG includes representatives of some 30 agencies and organizations, including multilateral and bilateral aid institutions and non-governmental organizations (NGOs).

THE CCA-UNDAF PROCESS

UNDGO is the main UN body promoting UN system reform. It has established a CCA process as a national follow-up tool for international summits (CCA, 1999). The CCA describes the evolution of the national situation, and compiles information from a wide range of sources and organizations as a basis for an in-depth analysis of development problems. The analysis provided in the CCA reports should not restrict itself to immediate causes, but should also uncover underlying and fundamental causes. It is perceived that the scope of the CCA reports should be extended so it can be used as a monitoring and intervention tool at subnational level for problems such as food insecurity and vulnerability.

CCA is an essential step for the preparation of the United Nations Development Assistance Framework (UNDAF), a planning framework for the development operations of the UN system at country level. It is the foundation for collaboration between the national government and UN organizations and programmes.

THE WORLD BANK PRSP PROCESS

PRSPs describe the macroeconomic, structural and social policies and programmes designed by countries to promote growth, reduce poverty and deal with associated external financing needs. Governments prepare PRSPs through a participatory process involving civil society and development partners, including the World Bank and the International Monetary Fund (IMF). Completion of a PRSP is necessary for less developed countries to be eligible for debt relief and for concessional IMF lending under the heavily indebted poor countries (HIPC) initiative. A PRSP aims to describe who the poor are and where they live. It analyses the macroeconomic, social, structural and institutional

constraints to fostering growth and reducing poverty, and sets out policies that comprise a comprehensive strategy for achieving poverty reduction.

WAGENINGEN UNIVERSITY AND RESEARCH CENTRE

WUR is a knowledge centre with international experience in the fields of food and nutrition, agriculture, natural resources and rural development. Over the past years, a group of over 30 Wageningen scientists from a wide range of disciplines – from the social to the biophysical – have discussed the issue of food security in a series of workshops. They developed a comprehensive view on the various aspects of food insecurity and their interrelations, as well as on the structural and dynamic patterns that cause food insecurity in different countries (Koning, Bindraban and Essers, 2002). The interdisciplinary nature of this team provides a solid basis from which to address the complex problem of food insecurity.

INTEGRATING FIVIMS IN THE CCA AND PRSP PROCESS

Incorporating FIVIMS into CCA and PRSP offers two significant potential benefits: first, it can greatly improve CCA, UNDAF and PRSP documents by linking them to a subnational database improvement process, focused on the better identification and targeting of food insecurity and vulnerability, and poverty, and, second, it can enhance the institutional sustainability of FIVIMS-type data collection, analysis and dissemination efforts through closer integration into key development planning mechanisms (such as CCA/UNDAF and the PRSP process) involving national governments and their key development partners. Recognition of these potential benefits resulted in an agreement between UNDGO and the FIVIMS Secretariat concerning integrating FIVIMS work into the CCA processes. It was considered equally beneficial if the same could be done with the PRSP processes.

PURPOSE OF THE REVIEW

The main objective of the joint FIVIMS/CCA/PRSP project is to define a global strategy on how to

incorporate national FIVIMS into the CCA/UNDAF and PRSP processes. An important activity of the joint FIVIMS/CCA/PRSP project is, therefore, to analyse to what extent problems of food insecurity and vulnerability are reflected in CCA reports and PRSPs, and to identify information gaps. To foster our understanding on these issues, a desk study of selected CCA reports and PRSPs was undertaken.

The objective of this review were:

- to assess the extent to which problems of food insecurity and vulnerability are being considered, and how they are analysed in CCA reports and PRSPs; and
- to identify information gaps where FIVIMS can make a valuable contribution to the CCA reports and PRSPs.

THE FAO-WUR AGREEMENT

FAO and WUR agreed to the carrying out of the review of the CCA reports and PRSPs, with the objectives noted earlier. The terms of reference (TOR) between FAO and WUR formed the basis for the review process, and included a checklist of twenty items (see Appendix I). These twenty items provided the starting point for the selection of the country reports to be included in the review, and for the development of a predefined framework for analysis of the country reports (see Appendix VI). An interdisciplinary team at WUR was responsible for carrying out the review, and was asked to produce a document on the following basis:

- review the “CCA/UNDAF Status” table and outline the number and status of CCA reports and PRSPs by region;
- select a representative sample of 50 CCA reports and analyse their contents;
- similarly, select 25 PRSPs, choosing where possible countries already selected for the CCA report review, and conduct a similar analysis (allowing for comparison between the CCA and PRSP for each country);
- assess the extent to which problems of food insecurity and vulnerability are being considered and how they are analysed in each document, and in various groupings (all CCA reports; all PRSPs in Africa; etc.);
- describe and analyse the major findings of the desk study in a final document, including consideration of the extent to which CCA reports and PRSPs agree

with (i) the IAWG-FIVIMS conceptual framework of possible causes of food insecurity and vulnerability; (ii) indicators as defined in the CCA indicator framework (CIF); and (iii) the mandate for monitoring the achievement of the Millennium Development Goals (MDGs); and

- finally, based on integrated analysis, by region across cases, identify information gaps where FIVIMS can make a valuable contribution to the CCA reports and PRSPs processes.

REPORT STRUCTURE

Chapter 2 provides a description of the review team and their mode of operation. The country selection process is concisely described, and the development of the predefined framework for analysis for the actual review is explained.

Chapter 3 addresses the first 19 items in the TOR checklist (see Appendix I) in a logical order and presents an overall view of the status of the country reports with respect to food insecurity and vulnerability.

In Chapter 4, the consistency among various domains and cross-linkages has been critically examined. Are policy recommendations and interventions in line with, for instance, data analyses that support intervention measures?

Chapter 5 discusses findings, reflecting the TOR checklist of items up to and including No. 19.

Recommendations are made in the final chapter. Suggestions are also given for ways to improve the organization, preparation process and conceptualization analysis of the CCA reports and PRSPs. Differences and possible synergies between CCA reports and PRSPs are highlighted. Recommendations on how FIVIMS can effectively contribute to strengthen the process of developing CCA reports and PRSPs are made, responding to checklist item 20 ■■■

2. REVIEW METHODOLOGY

LOCATION AND STAFF

The call for studies by interdisciplinary groups is a frequent one, and this review is an example. The authors' experience in Wageningen has taught them that an important prerequisite of interdisciplinary research is that those involved should spend a considerable amount of time and effort developing mutual understanding and insight into each others' field of knowledge. The Wageningen review team has participated in a series of discussion workshops on food security over the last three years, and these exchanges have led to the development of a common base. These interdisciplinary activities have, moreover, taken place in the context of the ongoing debate on development within WUR, in which issues of food security and poverty are central.

An interdisciplinary review group was created at WUR. Five senior scientists planned the review, provided guidance when the individual country reports were being reviewed, and also analysed them. In cooperation with FIVIMS Secretariat staff at the Economics and Social Department (ES) of FAO, the WUR team carried out the review study of selected CCA reports and PRSPs. This

involved reviewing 50 CCA reports and 25 PRSPs through a predefined framework for analysis. Four junior researchers carried out the analysis of the individual country studies, and they also participated in the drafting of this report.

The entire group met twice a week to discuss the review process and to define tasks for individual group members. Appendix II provides the names and disciplines of the entire review team.

COUNTRY SELECTION

SELECTION PROCEDURE

The countries were selected for CCA report and PRSP review based on the status of completion of CCA reports and PRSPs as of 1 September 2002 (see Table 1).

As of 1 September 2002, 106 countries had completed one or two CCA reports, with 12 in progress, and 17 countries had completed a PRSP and 30 countries had delivered an interim PRSP. For the present CCA/PRSP review, countries were selected on the basis of proportional sampling and stratified

Table 1 Status of completion of CCA reports and PRSPs as of 1 September 2002, disaggregated for five regions

	CCA reports		All PRSPs ¹	PRSPs		Total no. of countries ³
	Completed ¹	In progress		Completed	Interim ²	
Africa	40	3	29	11	18	44
Asia and the Pacific	15	4	4	1	3	24
West Asia and North Africa	9	1	2	1	1	16
Latin America and the Caribbean	23	2	4	3	1	25
Europe and CIS	19	2	8	1	7	22
Total	106	12	47	17	30	131

Notes:

¹ List used for selecting the countries for this study.

² The status of interim PRSPs differs from country to country, depending on their purpose. Some are draft documents, while others resemble project activities that need to be carried out to develop a PRSP.

³ Total number of countries in CCA report and PRSP listing.

according to five regions (Africa; Asia and the Pacific; West Asia and North Africa; Latin America and the Caribbean; Europe and Commonwealth of Independent States - CIS). In total, 50 countries were selected for the CCA review, corresponding to 38 percent of all countries. For each region, 38 percent of the number of countries in that region was taken to determine the number of CCA reports to be reviewed. Likewise, 25 countries were selected for the PRSP review, corresponding to 19 percent of all countries, and, for each region, a sample of 19 percent of the countries in that region was taken to determine the number of PRSPs to be reviewed (see Table 2).

Countries were randomly selected. In a first step, countries were selected for CCA review. If a selected country had also completed a PRSP (interim or complete), the PRSP of this country was selected for the review. Where the sample of countries selected for CCA review did not result in the required number of countries that had also completed a PRSP (interim or complete), random selection continued until the required number of countries for PRSP review was reached. Additional countries selected for review of their PRSP were not included in the CCA review. Where the selected countries for CCA review outnumbered the number required for PRSP review, the 'first come, first served' principle was used for the PRSPs.

Latin America and the Caribbean, Asia and the Pacific, and West Asia and North Africa did not have enough countries with completed or interim PRSPs. Therefore, two additional countries in Africa and one in Europe and CIS were randomly selected and included. Appendix III lists the countries selected for CCA and PRSP review.

CHARACTERISTICS OF COUNTRIES SELECTED FOR REVIEW

The selection comprised a large variety of countries. Of the CCA countries and PRSP countries, 36 percent and 44 percent, respectively, were classified as least developed countries (LDCs), and most of these were from the African region (see Appendix IV). The sample comprised both small and large countries: for example, the area of CCA countries varied from 1 800 km² (Mauritius) to 9 597 000 km² (People's Republic of China), and for PRSP countries from 26 000 km² (Rwanda) to 2 345 000 km² (Democratic Republic of the

Table 2 Number of countries selected for the review, per region

<i>Region</i>	<i>CCA reports</i>	<i>PRSPs</i>
Africa	17	8
Asia and Pacific	9	5
West Asia and North Africa	6	3
Latin America and the Caribbean	10	5
Europe and CIS	8	4
Total	50	25

Congo). Likewise, the population sizes for CCA countries varied from 400 000 (Suriname) to 1 253.8 million (People's Republic of China), and for PRSP countries from 800 000 (Guyana) to 76.1 million (Viet Nam).

Also, the proportion of undernourished people varied enormously (see Appendix III). In CCA countries, the percentage of undernourished people varied from 1 percent in Bulgaria to 66 percent in Burundi, whereas for PRSP countries the percentage varied from 10 percent in Kyrgyzstan and Moldova to 64 percent in the Democratic Republic of Congo. However, note that for 16 percent of the CCA countries and 8 percent of the PRSP countries, the percentage of undernourished people was not known. Table 3 shows that in the CCA and PRSP samples, most of the countries where more than 35 percent of the population was undernourished were situated in Africa and, to a lesser extent, in Asia and the Pacific.

The percentage of moderately and severely underweight¹ children (0–59 months old) in CCA countries varied from 0.8 percent in Chile to 47 percent in India, and in PRSP countries from 3 percent in Georgia to 46 percent in Yemen (although for 18 percent of the CCA countries and 3 percent of the PRSP countries, the percentage of moderately and severe underweight children was not known). Child anthropometric indicators do show empirically a broad relation to calorie availability, but the relation is probably not linear (Mason, 2002). When child growth is adequate, then the calorie availability is likely to be

¹ Source: UNICEF (www.childinfo.org/eddb/malnutrition/database1.htm). The indicator used was weight-for-age, as underweight children have a low weight for their age. The cut-off point used was -2 Standard Deviations below the USA Centre for Disease Control/National Centre for Health Statistics (CDC/NCHS) standard.

adequate as well, but the opposite may not apply – poor growth can be due to other factors (Shetty, 2002).

Given the large variation of countries in the sample, it can be stated that the results of the review of the sampled countries provide a good impression of the status of both the CCA reports and the (interim) PRSP reports in all regions in terms of the attention given to food insecurity and vulnerability.

APPROACH TO DATA COLLECTION

The TOR checklist of 20 items (Appendix I) formed the starting point for the development of a predefined framework for analysis of the selected country reports. The topics were disaggregated into several questions or groups of questions. These could be answered either by yes/no, a numerical code representing an answer from a list of possible answers, or by a textual explanation in case no predetermined answer was considered possible. Because the review also included PRSPs that do not directly emphasize food security, a number of questions regarding poverty were also included. The resulting 255 questions that formed the

predefined framework for analysis were grouped in seven domains.

1. General (regarding the analysis itself and country details).
2. Report preparation details (questions regarding the process of preparing the reports).
3. Definitions (questions probing the definitions used for food security and for poverty).
4. Policy statements (questions on the position of food insecurity and vulnerability within the quoted country policies).
5. Data collection (an elaborate set of questions regarding indicators, sources, visualization (maps), disaggregation, representativeness, and temporal dimensions of the data stated).
6. Analysis (an elaborate set of questions regarding approaches and methodologies applied, and causes and trends identified in the reports).
7. Policies, strategies and interventions (questions regarding the transformation of the analysis into policies, strategies and interventions).

The first two domains refer to general data on the country and the report preparation process. The subsequent five domains reflect the cyclical process of

Table 3 Number of countries in prevalence categories of undernourished people in 1998-2000 per region

	<i>Africa</i> ¹	<i>Asia and Pacific</i> ²	<i>West Asia and North Africa</i> ³	<i>Latin America and the Caribbean</i>	<i>Europe and CIS</i> ⁴
Number of countries in sample					
CCA	17	9	6	10	8
PRSP	10	4	2	4	5
<4 percent undernourished					
CCA	–	–	2	1	1
PRSP	–	–	–	–	–
5-19 percent undernourished					
CCA	3	2	1	4	4
PRSP	–	1	–	1	3
20-34 percent undernourished					
CCA	4	3	1	4	–
PRSP	4	1	1	3	–
>35 percent undernourished					
CCA	9	2	–	1	1
PRSP	6	2	–	–	1

Notes:
¹ Data missing for 1 CCA country.
² Data missing for 2 CCA countries.
³ Data missing for 2 CCA countries and 1 PRSP country.
⁴ Data missing for 3 CCA countries and 2 PRSP countries.

policy analysis and policy implementation at country level (Ellis, 1992) (see Figure 1).

The first step in this process is the identification (or not) of food security issues as a national problem. If food security is a national problem, then it needs to be ranked among other issues in development priorities. Thereafter follows a process of data collection and analysis that finally results in specific policies with strategies and interventions to tackle the food security problem. The process is cyclical and the results of interventions, and the development process in general, will determine the priority setting and the priority specification that will guide the analytical framework and action in the next cycle.

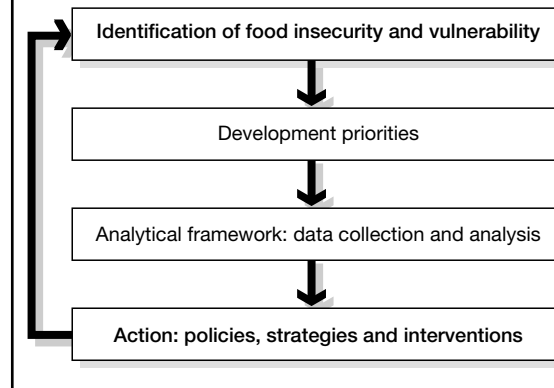
The development of the predefined framework for analysis took place in stages: preparation of sets of questions; testing on a number of country studies; discussion of the results and the revisions required; new tests on other country studies, followed by new discussions. This took place in the first two months of the operational period, and towards the end of this period amendments to the framework became less and less substantial. In this process, the “conceptual framework for understanding possible causes of low food consumption and poor nutritional status” (see Appendix V), as adopted by the Committee on World Food Security, was used for refining the framework regarding causes, strategies and interventions. FAO staff also made amendments. The final form of the predefined framework for analysis can be found in Appendix VI.

The framework was developed as a spreadsheet (Excel), allowing answers to be entered into one column, with easy transfer of the data set of a country report to one central database. The numerical answers facilitated data processing and subsequent statistical analysis through specialized programmes. The relationship between the individual questions and the checklist of 20 items in the TOR was maintained through direct references in the predefined framework for analysis.

ANALYSIS

The analysis was performed in two stages. First, an analysis was made of the major issues as identified in the TOR, based on the individual questions of the predefined framework for analysis. The resulting comparison of the data from the 75 country studies

Figure 1 The cyclical process of policy analysis and policy implementation concerning food insecurity and vulnerability



enabled a detailed discussion of the breadth and depth of food insecurity and vulnerability as dealt with in the country reports. Most of this information is given in Chapter 3.

Second, an analysis of selected domains per country report was performed. Three domains were selected for this analysis: (i) from the report preparation process to the definition of food insecurity and vulnerability, and poverty; (ii) aspects of the analysis of food insecurity and vulnerability, and poverty; and (iii) the link between the analysis and interventions. This analysis sought to answer questions about the consistency with which the domains on food (in)security, vulnerability and poverty were dealt with within the country reports. The results of this analysis are discussed in Chapter 4 ■■■

REVIEW RESULTS OVERALL

STATUS OF THE REPORTS

CCA REPORTS

Of all the 50 countries with a CCA report, three countries had performed a second country assessment. The Development Assistant Framework of the UN (UNDAF) was completed before 1 September 2002 in two-thirds of the countries (33).

PRSPs

Of the 25 PRSPs, only 11 had been completed. The remaining 14 were interim PRSPs. All PRSPs from Latin America and the Caribbean and half of the PRSPs from Africa had been completed, while this was true for only one report in West Asia and North Africa, and one in Asia and the Pacific. In the Europe and CIS region, all PRSPs were interim papers. In seven, predominantly European, countries, the UNDAF had not been completed by 1 September 2002.

The status of interim PRSPs differs from country to country, depending on the purpose. Some are draft documents, while others resemble project descriptions that need to be carried out to develop a PRSP.

REPORT PREPARATION PROCESS

CCA REPORTS

UN agencies have been involved in the execution of all CCA reports (see Table 4), with 36 reports specifically mentioning which organizations of the UN family have been involved, ranging from 4 to 17 UN institutions. Government involvement is mentioned in 39 country reports. In at least 16 of these reports, the government has been actively involved in the entire process of

report preparation, while 11 of them do not mention in what way government has been involved. The involvement of government institutions is specified in 14 reports, with the number of institutions ranging from 2 to 17. Two-thirds of the reports refer to civil society involvement. The extent of civil society involvement is barely reported, but, in seven cases, NGOs were mentioned as having participated actively in the entire process. Over one-third of the cases report some involvement of (bilateral) aid agencies and 14 cases mention the involvement of the private sector. The involvement of research institutes and universities is mentioned in 6 reports and 8 PRSPs. Some reports state the involvement of other organizations and individuals, such as consultants and some specific national institutions, like the supreme council, transitional organizations and churches.

The involvement of FAO is mentioned in 68 percent of all reports. In most of the remaining reports the involvement of FAO is unclear, as the cooperating UN agencies are not specified. When a report indicated that FAO was actively involved, its degree of involvement in the whole process was usually high. FAO was actively involved in 19 out of 34 CCA reports.

PRSPs

UN organizations were involved in almost half the PRSPs (see Table 4). In a quarter of the papers, the UN participated actively in the entire process, and in the other cases it participated either in the problem or data analysis, or by providing comments. Approximately half the reports mention the involvement of bilateral aid agencies and the private sector. University and research institute involvement is low. Civil society participated in the preparation of three-quarters of the reports, to varying degrees. In 16 percent of the cases, the involvement of other institutions is mentioned, mainly other types of donor. The involvement of FAO was

mentioned in only one case (Nicaragua), where comments had been provided.

Despite 23 of the countries included in this review having PRSPs that had been prepared after or in the same year as CCA reports, only two PRSPs refer to the respective CCA report. The PRSP of the Democratic Republic of the Congo presents some data on poverty indicators drawn from the CCA published the previous year. The report from Niger states in its introduction that the preparation of its Poverty Reduction Strategy coincided with the Common Country Assessment, which made it possible to have a fruitful exchange of views with the United Nations Development Programme (UNDP). According to the PRSP, UNDP also provided the thematic groups with very useful documentation.

FOOD SECURITY IN THE COUNTRY REPORTS

Most CCAs and completed PRSPs deal with food security in one way or another, whereas only half of the interim PRSPs do so (see Table 5). The remaining reports ignore food security. Moreover, Table 5 shows that most CCA reports assess food security in a separate section. In one CCA report, food security was not discussed in a separate section, but the issue was found scattered in the report. The PRSPs show a greater tendency to discuss food security, although in a fragmented way.

Table 6 shows the (sometimes shortened) titles of the sections in which food security is discussed. The amount of text that is dedicated to food security varies from a small paragraph to a complete chapter. While 16 CCA reports include a specific section on food security, other CCA reports have food security as an element of nutrition/health, agriculture or another heading.

Table 5 Assessment of food security in CCA reports and PRSPs

	CCA reports (n=50)	PRSPs	
		Completed (n = 11)	Interim (n = 14)
Assessment of food security	43	10	7
Separate section	42	4	4
Scattered	1	6	3
No assessment of food security	7	1	7

DEFINITIONS USED FOR FOOD SECURITY AND POVERTY

DEFINITIONS USED FOR FOOD SECURITY

According to the FAO definition, food security exists when all people, at all times, have physical and economic access to sufficient, safe and nutritious food to meet their dietary needs and food preferences for an active and healthy life (FAO, 1996).

All country reports were analysed with regard to the explicit definition of food security. Table 7 shows that 28 percent of the CCA reports and only 8 percent of

Table 4 Stated involvement of institutions in preparation of country reports (percentage)

	CCA reports (n=50)	PRSPs (n=25)
UN	100	48
FAO	68	4
Government	78	100
Civil society, including NGOs	66	76
(Bilateral) aid agencies	40	40
Private sector	28	52
Universities	16	28
Research institutes	12	4

Table 6 Titles of sections in which food security is discussed

	CCA reports (n=42)	PRSPs	
		Completed (n = 4)	Interim (n = 4)
Food security	16	1	-
Food security and nutrition	4	-	-
Nutrition	4	1	-
Health and nutrition	4	-	-
Health	2	1	1
Food security and agriculture	4	-	-
Agriculture	1	-	-
Other	7 ¹	1 ²	3 ³

Notes:

¹ The right to health and survival; the right to adequate food; world food summit; food security indicators; the state of human development; food supply; maternal and child health.

² Expanding social protection programmes.

³ Sustainable and equitable economic growth; vulnerability; the agriculture and rural development sector.

the PRSPs provide a definition of food security, with 10 percent of CCA reports using the complete FAO definition of food security, while the definitions used in the other reports are less comprehensive. If a definition is given, most CCA reports use the concepts of ‘all people’ and ‘all times’, and to a lesser extent ‘access

Table 7 Food Security definitions and related terms used in country reports (percentage)

	CCA reports (n=50)	PRSPs (n=25)
Reports with definition of food security	28	8
With complete FAO definition	36	–
With other definition	64	100
Reports using the following concepts in definition (as percentage of total)		
All people	24	2
All times	20	2
Physical access	18	4
Economic access	18	4
Sufficient food	18	2
Leading a healthy life	16	2
Safe food	14	–
Leading an active life	14	2
Nutritious food	12	2
Meeting dietary needs	10	–
Meeting food preferences	10	2

Table 8 Defining poverty in the country reports (percentage)

	CCA reports (n=50)	PRSPs (n=25)
Stating a definition of poverty	24	44
Stating a poverty line	88	100
Poverty line(s) defined in national currency	82	92
Poverty line(s) defined in US\$ 1 or 2/day/person	22	8

Table 9 Defining food security and poverty in country reports (percentage)

	CCA reports (n=50)	PRSPs (n=25)
Food Security and Poverty	6	4
Food Security only	22	4
Poverty only	18	40
Neither Food Security nor Poverty	54	52

(both physical and economic)’ and ‘sufficient food’. Concepts like ‘nutritious food’, ‘meeting dietary needs’ and ‘meeting food preferences’ are virtually absent.

The reports were also screened for the use of the following dimensions in describing food security: availability, access, utilization, stability and sustainability. Availability in our context refers to the physical presence of food for consumption. Access refers to the financial ability to acquire food. Utilization refers to the adequate dietary composition of the available and acquired food, to the proper use of this food and to the effective digestion and absorption of what is consumed. Stability refers to the year-round ability of households to meet their dietary needs, even in situations of stress like seasonal food shortages. Sustainability refers to the capacity of households to ensure the long-term stability of the household food supply.

In the reports, the dimensions “availability” and “access” are mentioned in a few cases, while other dimensions are missing. Hence, food security is mainly seen as a problem of food access and food availability. The concepts of utilization, stability and sustainability are hardly addressed.

DEFINITIONS USED FOR POVERTY

Poverty is defined in a quarter of the CCA reports (24 percent) and in less than half of the PRSPs (44 percent) (see Table 8).

This apparent lack of a definition of poverty is compensated by an almost universal use of one or more

Table 10 Development priorities in country reports (percentage)

	CCA reports (n=50)	PRSPs (n=25)
Food insecurity and vulnerability reduction	62	16
Poverty reduction	50	64
Other development priorities¹		
Environment	52	32
Good governance	42	56
Education	42	28
Health	70	44
Economic development	44	60
Gender equality	36	8

Note:

¹ Most frequently stated priorities only.

Table 11 Specification of data sources in country reports (percentage)¹

	<i>CCA reports (n = 50)</i>		<i>PRSPs (n = 25)</i>	
	<i>Food security data</i>	<i>All data</i>	<i>Food security data</i>	<i>All data</i>
No data source specified	12	2	44	4
Some data sources specified	54	76	28	76
All data sources specified	32	22	16	20

Note:

¹ 2 percent of the CCA reports and 12 percent of the PRSPs contain no data on food insecurity.

poverty lines, income or consumption levels that demarcate a certain degree of poverty. In most of the reports, the poverty lines were defined in national currency to suit the country-specific situation. The use of poverty lines in terms of US\$ 1 or 2 per person per day is meant for broad international comparison and has less domestic relevance. Whenever described, poverty lines are phrased in terms related to food consumption, such as calorie intake, food, the breadbasket or the proportion of income spent on food.

COMBINED USE OF FOOD SECURITY AND POVERTY DEFINITIONS

A small minority of the CCA and PRSPs provide definitions for both food security and poverty. The majority, however, do not give definitions for either term (see Table 9).

DEVELOPMENT PRIORITIES

Development priorities are stated in all reports, but generally not in a separate section where the full set of priorities is discussed. Food insecurity and vulnerability is stated as a priority in 62 percent of the CCA reports and 16 percent in the PRSPs (see Table 10). In more than half of these CCA reports and PRSPs, food insecurity and vulnerability is mentioned in the context of a broader development priority such as poverty reduction, equity or human development.

A comparison of food insecurity and vulnerability with other development priorities shows that food insecurity and vulnerability ranks among the most frequently mentioned priorities in CCA reports. In PRSPs, the focus is generally on priorities phrased in economic terms, with poverty reduction as the most widely stated development priority.

Table 12 Organizations stated as providers of data on food insecurity (percentage)¹

	<i>CCA reports (n=50)</i>	<i>PRSPs (n=25)</i>
Government	82	60
UN	58	20
FAO	10	4
NGOs	4	4
Bilateral aid agencies	–	4
Private sector	–	–
Research institutions	6	–
Universities	2	–
Others	2	–

Note:

¹ 14 percent of the CCA reports and 56 percent of the PRSPs do not either contain or specify any data on food insecurity.

THE DATA: COLLECTION AND PRESENTATION

COLLECTION OF DATA ON FOOD INSECURITY

Primary versus secondary data on food insecurity

The review reveals that data are predominantly secondary data, i.e. collected and recorded for purposes other than the CCA reports or PRSPs themselves. Only the CCA reports of the Gambia, Liberia and Namibia use specially collected primary data to supplement secondary data in the CCA reports.

Specification of sources of data on food insecurity

Table 11 shows that report authors are often negligent in specifying the sources of their data on food insecurity. This is especially true of PRSPs. A reason for limited

data specifications could be the use of data that has not been published and therefore cannot be cited.

Sources of food insecurity data

The government is the most important source of data in the country papers, followed by UN organizations. FAO is mentioned explicitly in only a few documents. The actual proportions in Table 12 might be higher as data sources are often not specified in the country papers. In 38 percent of the CCA reports and 20 percent of the PRSPs, data are used that have been collected as a result of collaboration between at least two organizations. These efforts mostly concern secondary data.

Data collection methods

Information describing the data collection methods used is not widely stated in the country reports. In part of the

Table 13 Surveys stated in country reports for obtaining data on food insecurity (percentage)¹

	CCA reports (n=50)	PRSPs (n=25)
Agricultural Production Surveys	12	8
Household Income and Expenditure Surveys	14	20
Anthropometry	14	8
Food Consumption Surveys	10	8
Health Information System Surveys	22	8
Qualitative methods	–	–

Note:

¹ 2 percent of the CCA reports and 12 percent of the PRSPs contain no data on food insecurity.

Table 14 Participatory and rapid assessment methods stated (percentage)

	CCA reports (n=50)	PRSPs (n=25)
Rapid assessments		
Rapid Rural Appraisal	2	4
Rapid Appraisal or Rapid Assessment ¹	12	–
Rapid Poverty Assessment	–	4
Participatory assessments		
Participatory Rural Appraisal	2	–
Participatory Assessment or Participatory Method	–	8
Participatory Poverty (or Living Standard) Assessment	8	16

Note:

¹ Among which: Rapid Assessments of street children; of economic and social conditions; of agriculture; of drug use.

reports, surveys are mentioned. Table 13 indicates the percentage of reports in which a given survey is stated as the source for at least one indicator.

The country reports have also been screened for the use of rapid, qualitative techniques to gather information. This screening refers to primary data as well as to secondary data in the report, and not specifically to data on food insecurity (see Table 14).

The figures presented in Table 14 might be an underestimation because the use of data derived from these methods could only be detected if the methods were explicitly mentioned, or if the reference list of the country papers indicated reports with titles that alluded to participatory or rapid assessment methods.

To assess the representativeness of national data used in the country studies, sampling strategies were considered (see Table 15). Approximately half of the country reports state the sampling strategy used, which refers to part of the data only.

Summarizing the information stated on data collection methods it can be concluded that the country studies do not provide comprehensive insight into the data that form the basis for the analyses.

INDICATORS USED FOR FOOD INSECURITY AND POVERTY

Improving food insecurity and vulnerability is not feasible without exact definitions and reliable numbers. While the presence of definitions and collection of data was looked at in the previous sections, this section pays attention to whether the country reports clearly make an effort to estimate the extent of food insecurity and vulnerability, and of poverty.

Table 15 Sampling strategies stated in country reports for obtaining data on food insecurity (percentage)¹

Type of data collection	CCA reports (n=50)	PRSPs (n=25)
Representative surveys		
National representative surveys	48	28
Randomly selected sample	–	–
Non-representative surveys		
Ad hoc local survey	4	12
Routine sector data collection	–	–

Note:

¹ 2 percent of the CCA reports and 12 percent of the PRSPs contain no data on food insecurity.

Box 1

DATA MANAGEMENT IN THE CCA REPORT OF LEBANON

Although the CCA report on Lebanon does not focus much on food security, this report is worth mentioning as it elaborates considerably on the efforts that have been and will be made to make better use of existing data.

The CCA report states it has been “built upon indicators to provide an overview and assessment of the current level of development by taking up seven thematic areas of concern to the UN system in Lebanon”. Each of the seven CCA task forces had selected indicators for its proper thematic area discussed in the CCA report. In addition, monitoring and follow-up indicators related to International Conferences goals had been adopted or defined. After data collection and processing, a database was developed, which was made accessible through the Internet.

The report states that, despite these efforts, Lebanon's statistical system displays large weaknesses. There is a lack of data disaggregated by gender, regions and rural vs urban population. In addition, only limited data are electronically available, and compiling data from surveys or studies is time consuming and difficult. Moreover, it is questionable whether data from different surveys or studies can be compared because of methodological differences in data collection and treatment.

The CCA report presents strategies to cope with these problems. Some of these strategies have an institutional character, while others concern data collection. Building

strong institutional links between various statistical bodies is one of the strategies, while the need for an institutional mechanism to continue updating the CCA database was also identified. Therefore, it is suggested that the database be expanded to incorporate selected additional data used in the formulation of other policy reports in Lebanon. This would eventually lead to the CCA database being a support to the development of further reports, trend analysis, etc. Ownership and responsibility for updating data is currently with the UN Resident Coordinator's office, but this might shift to the national Central Administration of Statistics.

Several strategies on data collection are brought forward: figures from various sources should be adjusted to a comparable definition within the country and for use by international bodies; integrated multi-topic surveys should continue to be conducted; small-scale indicator surveys of households and enterprises should be conducted regularly to up-date the information available; and parameters should be identified to monitor the impact of UN-system projects.

In addition to these general strategies, the CCA formulates a number of recommendations regarding data collection in each thematic section. For example, in the section on poverty alleviation, it is recommended that the data collected as part of the early warning system for food security should be used also for poverty monitoring.

Food insecurity and vulnerability

Both CCA reports and PRSPs were screened on the use of five types of indicators of food insecurity, all measuring different but complementary aspects of the food insecurity and vulnerability problem (for a detailed description of the indicators, see Appendix VII). These indicators estimate either dietary intake, food production, qualitative measurements of food security, nutritional status or mortality. All these are related to different components of the conceptual framework for understanding possible causes of low food consumption and poor nutritional status (FAO, 1998) (see Appendix V).

Most of the CCA reports and PRSPs use one or more of these five indicators to describe the food insecurity and vulnerability problem in their country. Only one CCA report and three interim PRSPs ignore the indicators mentioned above (see Table 16).

The indicators most frequently used to describe food insecurity and vulnerability in both CCA reports and PRSPs are mortality rates (infant mortality rate (IMR), under-five mortality rate (U5MR) and maternal mortality rate (MMR)) and indicators of child malnutrition. Less than half of the country reports use dietary intake indicators like per capita dietary energy supply (DES), or

food production indicators (mainly CCA reports). Qualitative measures of food insecurity are hardly used in any of the country reports.

There is no absolute measure or golden standard, but all the indicators mentioned assess different aspects of food insecurity and vulnerability. For example, as shown in the conceptual framework developed by FAO (1998), mortality rates and the percentage of malnourished children not only reflect the food insecurity problem, but are also very often related to health and health care. Therefore, to estimate the extent of the food insecurity and vulnerability problem, the use of a combination of the above indicators is advisable in order to capture the different aspects of food insecurity and vulnerability.

Indeed, 68 percent of the PRSPs and 92 percent of the CCA reports employ a combination of two or more types of indicators, but none of the PRSPs and only two CCA reports use all five types. For CCA reports, about one-third use four of the five indicators (except the qualitative indicators), and another 24 percent combine the use of mortality rates, malnourished children and dietary intake indicators. For PRSPs, 24 percent have a combination of mortality rates and

Table 16 Indicators used to describe food insecurity and vulnerability (percentage)¹

	<i>CCA reports</i> (n = 50)	<i>PRSPs</i> (n = 25)	<i>Total</i> (n = 75)	<i>In MDG or CIF²</i>
Dietary intake indicators				
Per capita dietary energy supply (DES)	44	4	31	
Proportion of population below minimum level of dietary energy consumption	24	8	19	MDG; CIF
Indicators of Household Income and Expenditure Surveys (HIES)	16	20	17	
Food production indicators				
	48	8	35	
Qualitative measures of food insecurity				
Coping strategies	6	16	9	
Anthropometry				
Malnourished children	88	64	80	CIF
Underweight ³	50	40	47	MDG
Wasting ⁴ or stunting ⁵	60	44	55	
Unspecified	18	12	16	
Malnourished women (body mass index)	6	4	5	
Mortality Rates				
Infant mortality rate	96	80	91	MDG; CIF
Under-five mortality rate	70	68	69	MDG; CIF
Maternal mortality ratio	92	80	88	MDG; CIF
Notes:				
1 2 percent of the CCA reports and 12 percent of the PRSPs contain no data on food insecurity.				
2 This column indicates whether the indicators used are part of the official set of indicators that monitor the Millennium Development Goals (MDG) and the CCA indicator framework (CIF).				
3 Low weight for age.				
4 Low weight for height, reflecting acute malnutrition.				
5 Low height for age, reflecting chronic malnutrition.				

child malnutrition indicators and 16 percent use mortality rates, child malnutrition and indicators of dietary intake.

In the country reports, an analysis was also made of the use of indicators that were relevant to the Millennium Development Goals (MDGs) and the CCA indicator framework (CIF) (see Table 16). The MDGs do not explicitly deal with food insecurity and (nutritional) vulnerability as such. However, the objective of MDG 1 is to eradicate extreme poverty and hunger. Three indicators are mentioned in respect of hunger: (i) prevalence of underweight children, (ii) proportion of household income spent on food for the poorest quintile of the population, and (iii) proportion of the population who consume less than the minimum level of daily dietary energy. Mortality rates are used as indicators for goals that explicitly aim at reducing mortality. The goal to reduce child mortality (MDG 4), for example, uses both infant mortality rates and under-five mortality rates. The goal to improve maternal health (MDG 5) suggests

using maternal mortality rates as an indicator. The CIF does have “food security and nutrition” under a specific heading, and uses the same three indicators as identified for the MDGs. In the CIF, mortality indicators are clustered under “Health and Mortality” for child mortality, and “Reproductive Health” for maternal mortality.

With respect to mortality rates, the CCA reports, and to a lesser extent also the PRSPs, show consistency with the indicators to monitor the MDGs and CIF. The percentage of underweight children (MDG indicator) is only addressed in 50 percent of the CCA reports and 40 percent of the PRSPs, while most CCA reports (88 percent) and almost two-thirds of the PRSPs (64 percent) describe the prevalence of undernutrition (related to CIF). Most of the country reports do not show coherence with the indicator ‘Proportion of population below minimum level of dietary energy consumption’, as only 24 percent of the CCA reports and 8 percent of the PRSPs use this indicator.

Table 17 Indicators used to describe poverty in country reports (percentage)

	<i>CCA reports</i> (n = 50)	<i>PRSPs</i> (n = 25)	<i>MDG or CIF¹</i>
Poverty headcount ratio (proportion of population below any given poverty line)	88	100	
Poverty headcount ratio (proportion of population below US\$ 1 or 2 per day)	22	8	CIF and MDG
Poverty headcount ratio (proportion of population below national poverty line)	82	92	CIF
Food poverty headcount ratio (proportion of population below national food poverty line)	10	16	
Poverty gap ratio ²	14	24	CIF and MDG
Share of the poorest quintile in national income	14	48	
Share of the poorest quintile in national consumption	12	16	CIF and MDG
Proportion of household income spent on food (poorest quintile)	10	100	CIF
Disaggregation of poverty ³	68	84	

Notes:
¹ This column indicates whether the indicators used are part of the official set of indicators that monitor the Millennium Development Goals (MDG) and the CCA indicator framework (CIF).
² Incidence x depth of poverty.
³ Poverty disaggregated by region, age, urban/rural, or socio-economic group.

Poverty indicators

The country reports use a range of poverty indicators. Table 17 gives those most frequently used.

Both CCA reports and PRSPs make use of the poverty indicators recommended in CIF and MDG, with the poverty headcount ratio related to the national poverty line being the one most frequently used. Other indicators, however, receive similar attention. The CCA reports and the PRSPs use approximately three and four poverty indicators respectively per study, with more or less comparable frequencies. The exception is the indicator referring to income spent on food by the poorest quintile, which is used in all PRSPs and in a few CCA reports. This is despite this indicator being mentioned under the Food Security and Nutrition indicators in the CIF. Disaggregation of poverty – important for the formulation of effective interventions – receives attention in most of the CCA reports and PRSPs.

*PRESENTATION
OF DATA ON FOOD INSECURITY*

Presentation formats for food insecurity data

Most information on food insecurity and vulnerability is provided as text. Three-quarters of the CCA reports, and little more than half the PRSPs provide data on food insecurity and vulnerability in tables. Graphs, charts and maps are used much less often.

Table 19 shows the proportional use of national and subnational data in text and tables. It can be concluded

that all forms of presentation are mainly used to present national-level data.

Disaggregation of food insecurity data

The general picture that emerges is that most data on food insecurity and vulnerability are not disaggregated. When disaggregated, the data mostly address gender; rural vs urban population; or administrative subdivisions (see Table 20). Furthermore, disaggregation is applied only to some indicators. Most country reports do not explicitly describe the administrative structure of the country. If disaggregation occurs, it usually concerns regions, districts, provinces, etc. Disaggregation by cities or households occurs in three CCA reports. One PRSP addresses cities. The country reports do not describe methodologies related to disaggregation.

Table 18 Presentation forms for data on food insecurity in country reports (percentage)¹

	<i>CCA reports</i> (n=50)	<i>PRSPs</i> (n=25)
Text	86	68
Tables	76	56
Graphs	20	8
Pie and bar charts	16	–
Scatter chart	2	–
Maps	6	–

Note:
¹ 2 percent of the CCA reports and 12 percent of the PRSPs contain no data on food insecurity.

Table 19 Presentation format used for national and subnational data on food insecurity in country reports (percentage)¹

	Text		Tables		Graphs	Pie and bar charts
	CCAs (n = 43)	PRSPs (n = 17)	CCAs (n = 38)	PRSPs (n = 14)	CCAs (n = 10)	CCAs (n = 8)
National data only	72	94	68	86	90	75
National and subnational data	5	–	16	7	10	13
Subnational data only	23	6	16	7	–	13

Note:

¹ 2 percent of the CCA reports and 12 percent of the PRSPs contain no data on food insecurity.

Box 2

EXAMPLES OF PRESENTATION FORMATS FOR FOOD INSECURITY DATA IN THE COUNTRY REPORTS

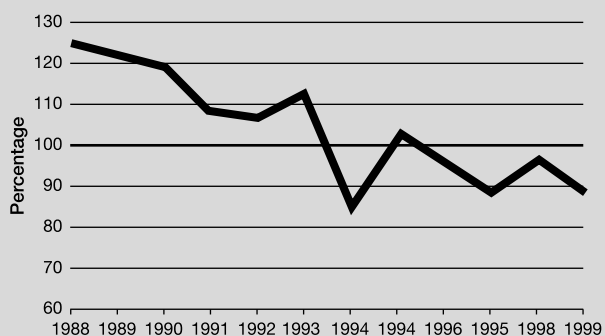
As stated in the Section on “Presentation of data on food insecurity” (page 15), data are mostly presented as text or tables. In this box, some exceptions are presented.

The usefulness and validity of maps as a tool for analysis and visualization of the distribution of the food insecurity situation at subnational level is a major issue of FIVIMS. Maps are used in the CCA reports of Burundi, Kyrgyzstan and People’s Republic of China only, of which the Chinese map on under-5 mortality rates per province is the best example, see Box Figure 2.1. This map clearly shows increasing under-5 mortality rates from the eastern provinces towards the western provinces. The maps of Burundi and Kyrgyzstan do not give more information than a table would have done, mainly because the use of shading is not optimally exploited.

Graphs and pie and bar charts are used somewhat more extensively. Graphs are mostly used to present time series. Box Figure 2.2 presents an example from the Burundi CCA report, revealing that national agricultural production is less and less able to cover the energy requirements of the population. In Box Figure 2.3, a bar graph taken from the Bolivian CCA is presented. Infant mortality rates in the high plains (Altiplano) in the west are almost double the rate in

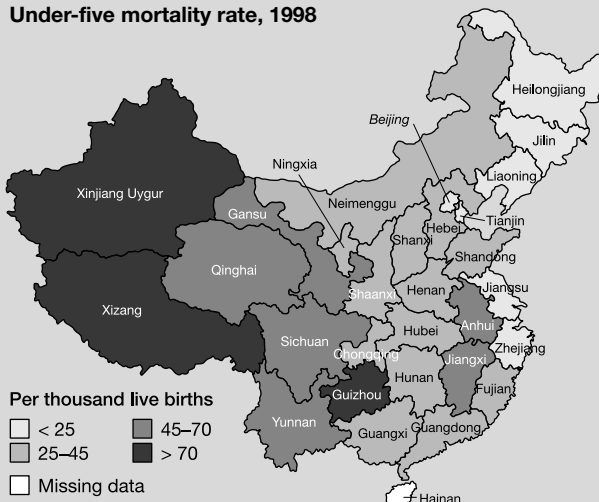
the plains (Llano) in the east and north, while the central valleys (Valle) take an intermediate position. The discrepancy is even higher when comparing rural and urban populations. The upper group of bars show the infant mortality rates per departement.

Box Figure 2.2
Coverage of energy requirements of the Burundian population through agricultural production



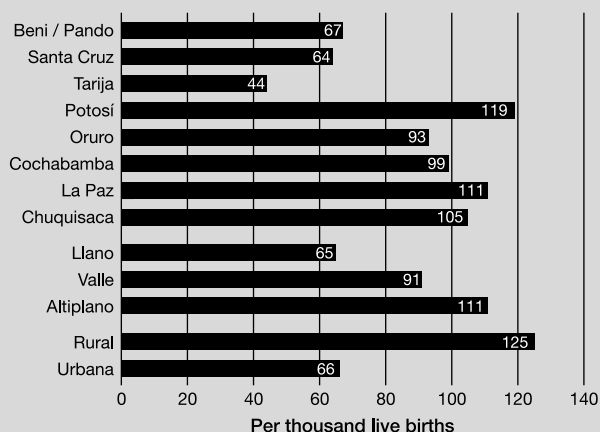
Source: CCA Burundi, 1999.

Box Figure 2.1
Under-five mortality rate, 1998



Source: CCA China, 2000.

Box Figure 2.3
Infant mortality rates (<5 years) per place of residence, 1998



Source: CCA Bolivia, 2000.

Table 20 Disaggregation of data on food insecurity in country reports (percentage)¹

	CCA reports (n=50)	PRSPs (n=25)
Gender	40	8
Ethnic groups	6	4
Age	12	4
Socio-economic groups	2	4
Rural vs urban population	46	32
Administrative subdivisions	36	20
Other	10	4

Note:

¹ 2 percent of the CCA reports and 12 percent of the PRSPs contain no data on food insecurity.

Temporal dimension of food insecurity data

All the reports were published in the period 1997–2002. To assess the timeframe of the data, the reports were screened for the most recent and the oldest data on food insecurity. The implication of this screening method is that it does not supply us with information on data in between these limits. However, most data stem from the late 1990s.

Table 21 shows that 70 percent of the CCA reports and 64 percent of the PRSPs contain at least some data from 1998 onwards. In interpreting these data, the year of publication of the reports should be taken into consideration. Due to the more recent release of PRSPs, data for 2001 can be found. Only one PRSP had most-recent data older than 6 years: in this case it was 13 years old.

Data from prior to 1990 appeared in 52 percent of the CCA reports and 20 percent of the PRSPs. Some of this older data could date back to the 1940s, although in such cases it was usually part of a time series.

Predictions on food insecurity and vulnerability are made in 14 percent of the CCA reports and in 28 percent of the PRSPs. The majority of the cases concern predictions for 1–5 years ahead, and some for 5–10 or even more than 10 years ahead.

Time series of food insecurity data

Most CCA reports and PRSPs provide at least one time series (see Table 22).

Table 23 shows that the typical time step in which data on food insecurity and vulnerability are presented is an annual or a 2–5 year step. Also a “more than 5 year” time step is frequently used in CCA reports. The

Table 21 Temporal dimension of data on food insecurity used in country reports (percentage)¹

Year	CCA reports (n = 50)	PRSPs (n = 25)
Most recent data		
2001	–	12
2000	16	12
1999	28	12
1998	26	28
1997	8	–
1996	10	8
1995	2	4
1994	2	–
1988	–	4
Date not given	8	20

Oldest data

1995-1999	18	20
1990-1994	24	44
1985-1989	12	12
1980-1984	8	–
1975-1979	12	4
1970-1974	8	–
1965-1969	2	–
1960-1964	4	4
1955-1959	2	–
1950-1954	4	–
Date not given	6	16

Note:

¹ 2 percent of the CCA reports and 12 percent of the PRSPs contain no data on food insecurity.

presentation of data for periods of under a year is uncommon. A monthly presentation of data is found only in the CCA report for Kosovo. A seasonal presentation of data occurs in only two of the 50 CCA reports (Burundi and Eritrea) and in one PRSP (the Gambia).

CAUSES AND EXPLANATIONS

About half of the CCA reports (56 percent) and 20 percent of the PRSPs present a causal model for food insecurity and vulnerability. In almost all cases, the causal model is not explained. Only one CCA report and two PRSPs explicitly describe the model.

Nevertheless, 80 percent of the CCA reports and 40 percent of the PRSPs explain the causes of food insecurity and vulnerability. Not one single report

addresses all the components of the conceptual framework, as developed by FIVIMS (FAO, 1998), but all components do appear if the entire set of reports are taken together. In general, CCA reports provide a wider variety of explanations of food insecurity and vulnerability.

Further, as might be expected, the completed PRSPs discuss more explanations of food insecurity and vulnerability than the interim PRSP reports.

Most explanations contained in the CCA reports (68 percent) and PRSPs (32 percent) were related to the

Box 3

EXAMPLES OF DISAGGREGATION OF FOOD INSECURITY DATA IN THE COUNTRY REPORTS

Most data on food insecurity are not disaggregated, but in this box a few reports with disaggregated data are quoted. The Jamaican CCA shows disaggregation for several categories, namely gender, rural-urban, economic groups and administrative subdivisions (see Box Table 3.1).

Box Table 3.2, which is taken from the Bulgarian CCA, provides an example of disaggregation for ethnic groups. The data presented in this table provide insight into the

extent to which diets are balanced for particular groups.

An example of twofold disaggregation, i.e. both for gender and for rural vs urban, is taken from the Gambia PRSP (see Box Table 3.3). This table shows interesting aspects, such the relatively low occurrence of underweight (body mass index (BMI) <18) and high occurrence of overweight (BMI ≥30) within the group of urban women when compared with rural women and men.

Box Table 3.1

Prevalence of malnutrition (low weight for age) among children (birth to 59 months, 1998)

	Percentage		Percentage
Malnutrition by gender		Malnutrition by parish	
Male	5.6	Kingston	5.5
Female	4.7	St Andrew	6.2
Malnutrition by region		St Thomas	5.6
Kingston Metropolitan Area	5.8	Portland	4.9
Other towns	4.4	St Mary	9.7
Rural areas	5.1	St Ann	2.0
Malnutrition by quintile		Trelawny	3.7
Poorest	5.3	St James	6.4
2	5.0	Hanover	6.1
3	6.5	Westmoreland	3.0
4	4.6	St Elizabeth	4.6
Wealthiest	3.2	Manchester	2.3
		Clarendon	6.6
		St Catherine	5.0
		Jamaica	5.2

Source: CCA Jamaica, 2001.

Box Table 3.2

Type of food consumed by indigent families in their daily diet (percentage)

	Bulgarians	Bulgarian Muslims	Turkish	Roma	Total
Meat	41.0	20.6	15.2	13.6	27.7
Vegetables	80.9	61.8	70.9	69.8	75.0
Fruit	42.5	32.4	34.2	22.1	33.7
Cheese	43.9	29.4	39.2	25.0	35.8
Yoghurt	62.0	82.4	57.0	49.0	58.1
Milk	27.6	38.2	24.1	18.2	24.6

Source: CCA Bulgaria, 2000.

Box Table 3.3

Anthropometric indices of the adult population by area and sex (percentage; 2000)

	Urban men	Rural men	Urban women	Rural women
Percentage with BMI <18	19.5	22.9	10.3	18.6
Percentage with BMI ≥30	1.8	0.1	15.5	1.1

Source: PRSP the Gambia, 2002.

socio-economic and political environment (see Table 24). Of these explanations, natural disasters and the agricultural sector were seen as a main cause of food insecurity and vulnerability (see Appendix VIII). Significantly, 26 percent of the CCA reports implicate the policy environment as a possible cause, although this aspect is never mentioned in the PRSPs. Furthermore, a number of CCA reports indicate that causes of food insecurity and vulnerability are related to the macro-economy and the national natural resource endowment. The PRSPs hardly ever mention these factors.

The problem of availability of food is identified in 56 percent of the CCA reports, particularly in relation to food production. These aspects are hardly mentioned in the PRSPs. Stability of food supplies and access, mainly related to income fluctuations, are discussed in 52 percent and 24 percent of the CCA reports and PRSPs, respectively.

Explanations related to access to food and to food consumption are indicated in CCA reports, but hardly ever in PRSPs. In some reports, food insecurity and vulnerability are explained in terms of care practices, health and sanitation, and food utilization.

Food insecurity and vulnerability do not exist in isolation from other problems, so reports were analysed for linkages between food insecurity and other problems, including poverty, human rights, gender, HIV/Aids, women education, good governance and environment. Most of the CCA reports (68 percent) and PRSPs (64 percent) relate food insecurity to poverty. As far as the linkages between food security and other factors are concerned, CCA reports mention more linkages than the PRSPs, and 33 percent of CCA reports relate food insecurity to gender issues and

Table 22 Time series used in country reports for presenting data on food insecurity (percentage)¹

	CCA reports (n=50)	PRSPs (n=25)
No time series	14	28
Some time series	60	36
Time series only	24	24

Note:
¹ 2 percent of the CCA reports and 12 percent of the PRSPs contain no data on food insecurity.

Table 23 Specified time steps in country reports for presenting data on food insecurity (percentage)¹

	CCA reports (n=50)	PRSPs (n=25)
Monthly	2	4
Seasonally	4	4
Six monthly	–	–
Annual	44	32
Every 2–5 years	56	36
Every >5 years	42	16

Note:
¹ 2 percent of the CCA reports and 12 percent of the PRSPs contain no data on food insecurity.

25 percent point to the relationship between environmental problems and food insecurity. Links between food security and HIV/Aids, good governance, and female education are only weakly suggested and there is virtually no link made with the issue of human rights.

Most of the explanations offered and links made are not supported by an analysis of past trends or projected data. Moreover, the explanations given are mostly

Table 24 Explanations regarding the causes of food insecurity and vulnerability in country reports (percentage)

	CCA reports (n = 50)	Total (n = 25)	PRSPs Completed (n = 11)	Interim (n = 14)
Socio-economic and political environment	68	32	55	14
Food availability	56	12	9	14
Stability of food supplies and access	52	24	36	14
Access to food	40	8	9	7
Care practices	34	16	27	0
Health and sanitation	28	12	27	0
Food consumption	40	8	9	7
Food utilization	24	16	27	7

supported by qualitative descriptions and not quantitative data.

POLICIES AND STRATEGIES

In most of the country reports, the reduction or eradication of food insecurity and vulnerability, and poverty are stated as development priorities. The determination of priorities, the formulation of policies and strategies, and the development and implementation of interventions, can be seen as three steps in the policy formulation cycle. In this section, the elaboration of these priorities into policies and strategies, as reflected in the reports, is analysed. The interventions will be reviewed subsequently.

Policies form an elaboration of priorities set, and most of the country reports with stated priorities regarding food insecurity and vulnerability, and poverty

reduction state more or less elaborated policies in these two fields (see Section “From priority to intervention”, page 30, for an analysis of the policy formulation cycle in country reports). Food insecurity and vulnerability policies are stated in about half of the country reports, and most of these reports also contain poverty eradication policies (see Table 26).

Poverty eradication policies are stated in 73 percent of the country reports, sometimes alongside food insecurity and vulnerability policies. Thus almost half of the country reports contain policies for both food insecurity and vulnerability, and poverty eradication, although both policies focus on largely the same segment of the population.

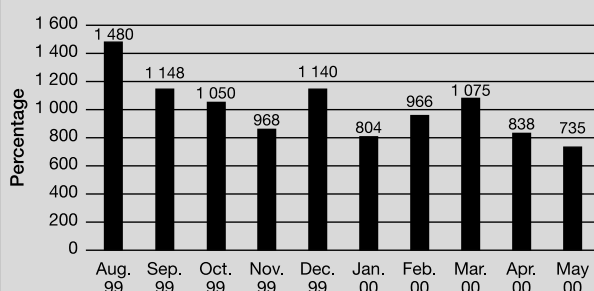
The common ground shared by food insecurity and vulnerability policies and poverty eradication policies becomes clearer in the review of the strategies formulated. The strategies stated in the reports that are relevant in the context of policies aimed at reducing, or

Box 4

EXAMPLES OF TIME SERIES OF DATA ON FOOD INSECURITY IN THE COUNTRY REPORTS

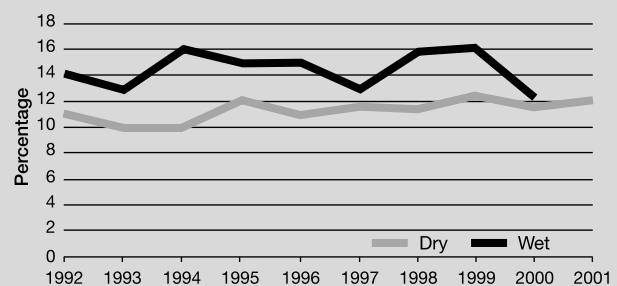
The Section on “Presentation of data on food insecurity” (page 15) indicates that most CCA reports provide at least one time series. The only case of monthly presentation of data on food security is found in the CCA report on Kosovo, where the number of beneficiaries assisted by the Kosovo Food Aid Programme is considered an indicator for food insecurity (Box Figure 4.1). Seasonal presentation of food insecurity data occurs in three reports only, of which the Gambia PRSP is one. The graph shows that malnutrition rates differ yearly, but are always higher in the dry season. Box Figure 4.2 shows the rates of wasting over years and seasons. An example of larger time steps is provided by the CCA of Viet Nam, demonstrating a steady decline in infant and child mortality over the past two decades (Box Figure 4.3).

Box Figure 4.1
Kosovo Food Aid Programme - Beneficiaries assisted August 1999–May 2000



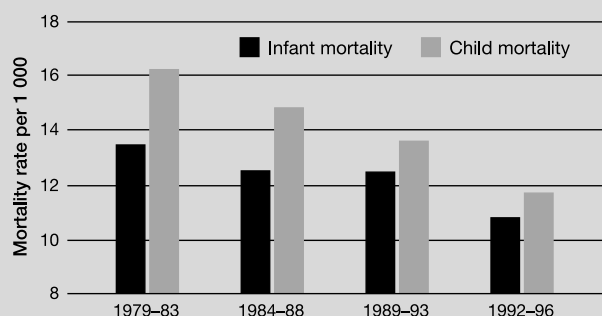
Source: CCA Kosovo, 2001.

Box Figure 4.2
Malnutrition (weight for height) trends by season 1992 – 2001



Source: PRSP the Gambia, 2002.

Box Figure 4.3
Infant and child mortality, 1979–83 to 1992–96



Source: CCA Viet Nam, 1999.

Table 25 Linkage between food insecurity and vulnerability and other problems (percentage)

	<i>CCA reports</i> (n = 50)	<i>Total</i> (n = 25)	<i>PRSPs</i> <i>Completed</i> (n = 11)	<i>Interim</i> (n = 14)
Poverty	68	64	57	73
Environment	26	16	14	18
Gender	34	8	–	18
HIV/Aids	12	8	7	9
Women education	12	8	7	9
Governance	10	–	–	–
Human rights	6	–	–	–

even eradicating, food insecurity are grouped into ten categories under three headings. Categories and headings relate to the linkages between household food security, nutrition and poverty, as stated in the conceptual framework for understanding possible causes of low food consumption and poor nutritional status (FAO, 1998). The first heading, socio-economic and political environment, focuses on the national and subnational levels that underlie the complex of reasons that lead to (low) food consumption. The second heading deals with the components of food consumption. The third heading focuses on health and care as this affects food utilization by the human body. Table 27 gives the strategies in the CCA reports and PRSPs.

In 86 percent of the CCA reports and in 96 percent of the PRSPs, one or more of these strategies are

Table 26 Policy formulation regarding food insecurity and vulnerability, and poverty eradication (percentage)

	<i>CCA reports</i> (n=50)	<i>PRSPs</i> (n=25)
General development policies	80	92 ¹
Food insecurity and vulnerability policies and poverty eradication policies	46	40
Food insecurity and vulnerability policy only	8	–
Poverty eradication policy only	14	52

Note:

¹ Two PRSPs (out of 25) were without general development policies, but were interim reports.

proposed. The country reports generally state a combination of strategies, and in 45 percent of the country reports a combination of strategies was stated,

Table 27 Stated strategies related to food insecurity and poverty eradication (percentage)

	<i>CCA reports</i> (n = 50)	<i>PRSPs</i> (n = 25)	<i>All reports</i> (n = 75)
Strategies related to food insecurity and poverty eradication	86	96	89
Strategies related to the socio-economic and political environment			
Socio-economic and political environment (unspecified)	74	92	80
Income and employment generation	50	68	56
Social services	50	80	60
Strategies related to food consumption			
Food consumption (unspecified)	30	8	23
Food availability	38	44	40
Access to food	22	32	25
Stability of food supply and access to food	18	28	21
Strategies related to health and care			
Health and sanitation	62	80	68
Food utilization	4	12	7
Care practices	22	28	24

Table 28 Interventions related to food insecurity and poverty eradication in country reports (percentage)

	<i>CCA reports</i> (n = 50)	<i>PRSPs</i> (n = 25)
Interventions related to food insecurity and poverty eradication	34	48
Interventions related to the socio-economic and political environment		
socio-economic and political environment (unspecified)	22	40
income and employment generation	8	28
social services	12	12
Interventions related to food consumption		
food consumption (unspecified)	12	16
food availability	16	12
access to food	8	8
stability of food supply and access to food	8	8
Interventions related to health and care		
health and sanitation	8	32
care practices	8	20

covering the three broad fields mentioned in the table: socio-economic and political environment, food consumption, and health and care. The CCA reports and the PRSPs show a remarkable concurrence in strategies, especially when one considers the unavoidably arbitrary element in the classification of strategies applied.

I N T E R V E N T I O N S

The interventions stated in the reports are grouped into the same categories as the strategies in the previous section (see Table 28).

Interventions related to food insecurity or poverty eradication are described in 39 percent of all country reports, but the PRSPs state interventions more often than CCA reports. Most of the country studies that mention interventions state a combination of interventions related to food insecurity and poverty eradication. Interventions related to food consumption are stated in 24 percent of the country reports, and generally cover several interventions that fall into four categories. Interventions related to the socio-economic and political environment are more frequently stated (33 percent), whereas interventions regarding health and care are stated less often (23 percent) than interventions related to food consumption ■■■

4.

FOOD INSECURITY AND VULNERABILITY, AND POVERTY: FROM PRIORITY TO INTERVENTION

BACKGROUND

The analysis of the country studies in the previous section revealed that food insecurity and vulnerability, and poverty are issues that receive varying degrees of attention in the various sections of the country reports. In this review, the focus in this section is on the consistency with which food insecurity and vulnerability, and poverty are dealt with in the reports. The central question is “Does the selection of food insecurity and vulnerability as a development priority in a country result in clear definitions of food insecurity and vulnerability, in detailed analysis, in formulated policies and strategies, and, finally, in interventions aimed at reducing food insecurity and vulnerability?”

The analysis is necessarily based on simplified parameters – whether or not a topic is defined or whether or not a policy is mentioned – because otherwise the number of possible relationships would be infinite. The issue of poverty is added to this analysis because it has a direct relationship with food insecurity and vulnerability, and because PRSPs, with their direct focus on poverty, are included in the review. The review follows the same sequence of topics as in Chapter 3, but, because the focus is on internal consistency, the topics are grouped into three subsections:

- report preparation, development priorities, and defining food insecurity and vulnerability, and poverty;

- analysis of food insecurity and vulnerability, and poverty; and
- from policies to intervention.

The overall results are first presented in cross-sectoral tables to gain a general impression about any relationship that might exist. The reference point in all these tables is the central question of whether or not food insecurity and vulnerability is stated as a development priority. Subsequently, the status of the issues is shown for all countries individually in tables, for both CCA reports and PRSPs.

REPORT PREPARATION, DEVELOPMENT PRIORITIES, AND DEFINING FOOD INSECURITY AND VULNERABILITY, AND POVERTY

Food insecurity and vulnerability is stated as a development priority in most of the CCA reports (31 out of 50) and in a few of the PRSPs (4 out of 25) (see Section on “Definitions used for food security and poverty”, page 9). One would expect that priority setting would have resulted in defining food insecurity and vulnerability, and also that the participation of FAO in report preparation would have had a positive effect on both the identification of food insecurity and vulnerability as a development priority, and its definition. The overall perspective on these issues is

Table 29 Food insecurity and vulnerability as development priority, definitions and the involvement of FAO (percentage)

Q: Food insecurity and vulnerability stated as development priority?
 A: Yes or no, as a proportion of CCA reports or PRSPs.

	CCA reports		PRSPs	
	yes (n = 31)	no (n = 19)	yes (n = 4)	no (n = 21)
Food insecurity and vulnerability defined	35	16	25	5
Poverty defined	68	84	100	95
FAO involved in report preparation	71	63	25	–

Table 30 CCA report preparation, development priorities and defining food insecurity and vulnerability, and poverty

<i>Region and Country</i>	<i>FIV stated as priority</i>	<i>FAO involved in CCA</i>	<i>FIV defined</i>	<i>Poverty defined</i>
Africa				
Burundi	yes	yes	no	yes
Cameroon	yes	yes	yes	yes
Dem. Rep. Congo	no	yes	no	yes
Equatorial Guinea	no	yes	no	no
Eritrea	yes	yes	yes	no
Kenya	no	yes	no	yes
Lesotho	yes	no	no	yes
Liberia	yes	no	no	yes
Mauritius	yes	no	no	yes
Namibia	yes	yes	yes	yes
Niger	no	no	no	yes
Rwanda	yes	yes	yes	no
Senegal	yes	yes	no	yes
Swaziland	no	yes	yes	yes
Tanzania	no	no	no	yes
the Gambia	yes	no	yes	no
Zambia	yes	yes	yes	yes
Asia and the Pacific				
Bhutan	no	yes	no	no
Cambodia	yes	yes	no	yes
P.R. China	yes	yes	yes	yes
East Timor	no	yes	yes	yes
India	yes	yes	no	yes
Lao P.D.R.	yes	yes	no	no
Mongolia	no	no	no	yes
Papua New Guinea	yes	yes	no	yes
Viet Nam	yes	yes	no	yes
West Asia and North Africa				
Djibouti	yes	no	no	yes
Egypt	yes	yes	yes	no
Lebanon	yes	yes	no	yes
Morocco	yes	no	no	yes
Tunisia	no	yes	no	yes
Yemen	yes	yes	no	yes
Latin America and the Caribbean				
Bolivia	yes	yes	yes	yes
Chile	no	no	no	yes
Guatemala	yes	no	no	yes
Guyana	no	yes	no	yes
Haiti	yes	yes	yes	no
Honduras	yes	yes	yes	yes
Jamaica	yes	yes	no	no
Nicaragua	no	yes	no	yes
Suriname	yes	yes	no	no
Trinidad and Tobago	no	yes	no	yes
Europe and CIS				
Armenia	yes	no	no	yes
Bosnia-Herzegovina	no	no	no	no
Bulgaria	no	yes	yes	yes
Georgia	yes	yes	no	no
Kazakhstan	no	no	no	yes
Kosovo	yes	no	no	no
Kyrgyzstan	no	no	no	yes
Turkey	no	yes	no	yes

stated in Table 29, with the definition of poverty added because poverty is directly related to food insecurity and vulnerability, and as the PRSPs focus on poverty.

The statement of food insecurity and vulnerability as a development priority does not necessarily lead to a definition of food insecurity and vulnerability, as only 35 percent of the CCA reports and 25 percent of the PRSPs that state this priority also contain definitions. Poverty is much more widely defined in the CCA reports and PRSPs, irrespective of any statement that food insecurity and vulnerability is a development priority. The involvement of FAO in report preparation had no clear positive effect on the identification of food insecurity and vulnerability as a development priority in the CCA reports.

Tables 30 and 31 provide information on the issues on a country basis for the CCA reports and the PRSPs, respectively.

Comparison of FAO involvement in CCA report preparation and presence of a stated definition for food insecurity and vulnerability shows that FAO involvement does not necessarily lead to the statement of such definitions.

The tables show the limited consistency among the statement of food insecurity and vulnerability as development priority and defining food insecurity and vulnerability, and poverty in both the CCA reports and the PRSPs. Comparison of Tables 30 and 31 shows that food insecurity and vulnerability receives much more attention in CCA reports than in PRSPs.

Additional analysis shows that food insecurity and vulnerability receives no higher priority as a development goal in the least developed countries. Regional differences in either policy goals or defining food insecurity and vulnerability or defining poverty cannot be detected in the country studies selected for the review.

Table 31 PRSP preparation, development priorities and defining food insecurity and vulnerability, and poverty

<i>Region and Country</i>	<i>FIV stated as priority</i>	<i>FAO involved in PRSP</i>	<i>FIV defined</i>	<i>Poverty defined</i>
Africa				
Cameroon*	no	no	no	yes
Dem. Rep. Congo*	no	no	no	yes
Kenya*	no	no	no	yes
Lesotho*	no	no	no	yes
Niger	yes	no	yes	yes
Rwanda	no	no	no	yes
Senegal*	no	no	no	yes
Tanzania	no	no	no	yes
the Gambia	no	no	no	yes
Zambia	no	no	no	yes
Asia and the Pacific				
Cambodia*	no	no	no	yes
Lao P.D.R.*	yes	no	no	yes
Mongolia*	no	no	no	yes
Viet Nam	yes	no	no	yes
West Asia and North Africa				
Djibouti*	no	no	no	yes
Yemen	no	no	no	yes
Latin America and the Caribbean				
Bolivia	no	no	yes	yes
Guyana	no	no	no	yes
Honduras	no	no	no	no
Nicaragua	yes	yes	no	yes
Europe and CIS				
Armenia*	no	no	no	yes
Georgia*	no	no	no	yes
Kyrgyzstan*	no	no	no	yes
Moldova*	no	no	no	yes
Serbia (Yugoslavia)*	no	no	no	yes

Note: * = interim PRSP.

THE ANALYSIS

A reasonable expectation is that the statement of food insecurity and vulnerability as a development priority in a country report is followed by an analysis of more-than-average detail of the various aspects of food insecurity and vulnerability. To test this expectation, a number of parameters used in the analysis are related to the presence or absence of food insecurity and vulnerability as a development priority in Table 32.

Aspects of food insecurity, vulnerability and poverty are usually expressed in indicators, and one might consider the number of indicators stated to be a measure of the depth of the analysis. In Table 32, the average number of indicators is given for CCA reports and PRSPs where food insecurity and vulnerability is stated as a development priority and for where this is not the case. It appears that the statement of food insecurity and vulnerability as a development priority does not result in a significantly higher number of indicators for either food insecurity and vulnerability or poverty in CCA reports and PRSPs.

The relationship between food insecurity and vulnerability as a development priority and the number of causes identified seems to be positive in CCA reports, but the variability in the number of causes is high (from 0 to 8; see Table 33) and the difference demonstrated between the averages is not significant. For the PRSPs, the average numbers of causes stated differ between reports that state food insecurity and vulnerability as a development priority and those that do not. The first category of PRSPs, however, contain only four reports

(16 percent) and a clear relationship cannot therefore be established.

The use of models to analyse food insecurity and vulnerability is clearly more common in CCA reports with food insecurity and vulnerability as a development priority than in reports without this priority. This relationship is not present in the PRSPs.

In approximately two-thirds of the CCA reports, a relationship is stated between food insecurity and vulnerability on the one hand, and poverty on the other, irrespective of whether food insecurity and vulnerability is stated as a development priority. Not surprisingly, all PRSPs that state food insecurity and vulnerability as a development priority also indicate a link with poverty.

The general impression arising from the review of the indicators of the analysis of food insecurity and vulnerability is that there seems to be a tendency towards a more detailed analysis in the CCA reports in which food insecurity and vulnerability is stated as a development priority. The variability among the country studies is, however, substantial and a consistent relationship cannot be established. The absence of the abovementioned tendency in PRSPs is directly explained by their primary focus being poverty rather than food insecurity and vulnerability.

The data for the individual countries dealt with in the CCA reports and PRSPs are stated in Tables 33 and 34, and give a direct insight into the substantial differences in the analysis indicators for food insecurity and vulnerability in the country studies.

Table 32 Food insecurity and vulnerability as a development priority and various aspects of the analysis

Q: Food insecurity and vulnerability stated as development priority?
A: Yes or no.

	CCA reports		PRSPs	
	yes (n = 31)	no (n = 19)	yes (n = 4)	no (n = 21)
Food insecurity and vulnerability indicators stated (average per report)	4.4	3.9	3.8	2.7
Poverty indicators stated (average per report)	3.0	3.5	4.0	3.2
Causes for food insecurity and vulnerability stated (average per report)	3.8	2.7	2.5	1.1
A model is used to analyse food insecurity and vulnerability (proportion of reports)	68%	37%	25%	19%
Relationship is stated between food insecurity and vulnerability and poverty (proportion of reports)	71%	63%	100%	57%

Table 33 CCA reports, food insecurity and vulnerability as a development priority and indicators from the analysis

<i>Region and country</i>	<i>FIV stated as development priority</i>	<i>FIV indicators</i>	<i>Poverty indicators</i>	<i>Causes FIV</i>	<i>Model used</i>	<i>Link between FIV and poverty</i>
Africa						
Burundi	yes	4	2	5	yes	yes
Cameroon	yes	5	4	5	yes	yes
Dem. Rep. Congo	no	5	4	3	yes	yes
Equatorial Guinea	no	5	0	4	no	no
Eritrea	yes	5	0	8	yes	yes
Kenya	no	5	9	2	yes	yes
Lesotho	yes	3	3	4	no	yes
Liberia	yes	3	3	7	yes	no
Mauritius	yes	4	3	3	yes	no
Namibia	yes	2	3	4	yes	no
Niger	no	3	4	0	no	no
Rwanda	yes	7	2	8	yes	yes
Senegal	yes	6	3	1	yes	yes
Swaziland	no	6	6	7	yes	yes
Tanzania	no	2	2	0	no	no
the Gambia	yes	3	3	4	yes	yes
Zambia	yes	6	4	5	yes	yes
Asia and the Pacific						
Bhutan	no	4	0	6	yes	yes
Cambodia	yes	5	3	3	yes	yes
P.R. China	yes	4	0	4	yes	yes
East Timor	no	6	2	3	yes	yes
India	yes	5	2	1	no	no
Lao P.D.R.	yes	4	3	5	yes	yes
Mongolia	no	5	2	7	no	yes
Papua New Guinea	yes	6	6	7	no	yes
Viet Nam	yes	3	4	0	no	yes
West Asia and North Africa						
Djibouti	yes	3	5	3	yes	yes
Egypt	yes	7	2	6	yes	yes
Lebanon	yes	4	2	0	no	no
Morocco	yes	3	3	1	no	yes
Tunisia	no	5	4	0	no	no
Yemen	yes	4	4	5	yes	yes
Latin America and the Caribbean						
Bolivia	yes	4	5	3	no	yes
Chile	no	3	5	0	no	yes
Guatemala	yes	5	3	5	yes	yes
Guyana	no	3	6	4	no	no
Haiti	yes	4	2	6	yes	yes
Honduras	yes	6	3	6	yes	yes
Jamaica	yes	4	2	2	no	no
Nicaragua	no	4	4	5	no	yes
Suriname	yes	4	2	3	yes	no
Trinidad and Tobago	no	4	3	2	no	yes
Europe and CIS						
Armenia	yes	6	6	0	no	no
Bosnia-Herzegovina	no	1	0	0	no	no
Bulgaria	no	6	7	4	yes	yes
Georgia	yes	4	5	5	yes	yes
Kazakhstan	no	0	3	0	no	no
Kosovo	yes	3	0	0	no	no
Kyrgyzstan	no	5	3	3	yes	yes
Turkey	no	2	3	2	no	yes

Table 34 PRSPs, food insecurity and vulnerability as a development priority and indicators of the analysis

<i>Region and country</i>	<i>FIV stated as development priority</i>	<i>FIV indicators</i>	<i>Poverty indicators</i>	<i>Causes FIV</i>	<i>Model used</i>	<i>Link between FIV and poverty</i>
Africa						
Cameroon*	no	3	2	0	no	no
Dem. Rep. Congo	no	5	3	2	no	yes
Kenya*	no	4	4	0	no	yes
Lesotho*	no	1	3	1	no	no
Niger	yes	4	4	4	yes	yes
Rwanda	no	4	5	0	no	yes
Senegal*	no	3	2	0	no	yes
Tanzania	no	3	3	1	no	yes
the Gambia	no	5	4	5	yes	yes
Zambia	no	5	3	2	yes	no
Asia and the Pacific						
Cambodia*	no	4	4	6	yes	yes
Lao P.D.R.*	yes	2	4	0	no	yes
Mongolia*	no	4	3	1	no	yes
Viet Nam	yes	5	4	1	no	yes
West Asia and North Africa						
Djibouti*	no	2	1	0	no	no
Yemen	no	2	5	0	no	no
Latin America and the Caribbean						
Bolivia	no	2	3	4	yes	yes
Guyana	no	3	5	0	no	no
Honduras	no	3	3	0	no	yes
Nicaragua	yes	4	4	5	no	yes
Europe and CIS						
Armenia*	no	2	3	0	no	no
Georgia*	no	0	1	0	no	no
Kyrgyzstan*	no	0	3	0	no	no
Moldova*	no	2	4	0	no	yes
Serbia (Yugoslavia)*	no	0	3	0	no	yes

Note: * = interim PRSP.

Table 35 Food insecurity and vulnerability as development priority and the formulation of policies, strategies and interventions (percentage)

Q: Food insecurity and vulnerability stated as a development priority?

A: Yes or no.

	<i>CCA reports</i>		<i>PRSPs</i>	
	<i>yes (n = 31)</i>	<i>no (n = 19)</i>	<i>yes (n = 4)</i>	<i>no (n = 21)</i>
Long-term policy regarding food insecurity and vulnerability formulated	77	16	75	33
Long-term policy regarding poverty eradication formulated	65	53	100	90
Strategies stated related to:				
socio-economic and political environment	54	26	16	80
food consumption	42	8	12	48
health and care	50	18	16	76
Interventions stated related to:				
socio-economic and political environment	22	6	8	36
food consumption	20	4	4	20

FROM ANALYSIS TO INTERVENTION

The statement that food insecurity and vulnerability is a development priority in a country report also raises expectations regarding the presence of policies aimed at reducing food insecurity and vulnerability, and their implementation. In this section, the relationship is discussed between policy statement and the three steps in implementation: policy formulation fi strategies fi interventions. The discussion starts with an overview of these relationships in both CCA reports and PRSPs (see Table 35).

Most CCA reports with food insecurity and vulnerability stated as a development priority combine this with a long-term policy on food insecurity and vulnerability. Conversely, absence of the development priority results in most cases in the absence of such

policy. In PRSPs, the linkage between development priority and policy is less clear because food insecurity and vulnerability is stated as such in only 16 percent of the country studies.

A long-term poverty eradication policy is mentioned in the majority of CCA reports and practically all PRSPs, irrespective of the inclusion or omission of food insecurity and vulnerability as a development priority.

The statement of strategies towards the three major aspects of food insecurity and vulnerability in CCA reports and PRSPs and the relationship with the presence or absence of food insecurity and vulnerability as a development priority provides a mixed picture. The CCA reports that state food insecurity and vulnerability as a development priority state more strategies in all three fields distinguished. In the case of the PRSPs, this seems to be the other way around, but the small number of papers with food insecurity and vulnerability as a

Table 36 CCA reports: food insecurity and vulnerability as a development priority, and policies, strategies and interventions

Region and country	FIV stated as development priority	Policies			Strategies			Interventions		
		FIV	Poverty	Socioeconomic environment	Food consumption	Health and care	Socioeconomic environment	Food consumption	Health and care	
Africa										
Burundi	yes	yes	yes	yes	yes	yes	yes	yes	yes	yes
Cameroon	yes	yes	yes	yes	yes	yes	yes	no	no	no
Dem. Rep. Congo	no	no	yes	yes	no	yes	no	no	no	no
Equatorial Guinea	no	no	no	no	no	no	no	no	no	no
Eritrea	yes	yes	yes	yes	yes	yes	no	no	no	no
Kenya	no	no	no	no	no	no	no	no	no	no
Lesotho	yes	yes	yes	yes	no	no	no	no	no	no
Liberia	yes	no	no	no	no	no	no	no	no	no
Mauritius	yes	yes	yes	yes	yes	yes	yes	yes	yes	no
Namibia	yes	yes	yes	yes	no	yes	no	no	no	no
Niger	no	no	no	yes	no	yes	no	no	no	no
Rwanda	yes	yes	yes	yes	yes	yes	no	no	no	no
Senegal	yes	yes	yes	yes	yes	yes	yes	no	yes	yes
Swaziland	no	yes	yes	yes	yes	no	no	no	no	no
Tanzania	no	no	yes	yes	no	yes	no	no	no	no
the Gambia	yes	no	no	yes	no	yes	yes	yes	yes	no
Zambia	yes	yes	yes	yes	yes	yes	no	no	yes	yes
Asia and the Pacific										
Bhutan	no	no	no	yes	yes	yes	no	no	no	no
Cambodia	yes	yes	yes	yes	yes	yes	no	no	no	no
P.R. China	yes	yes	no	yes	yes	yes	no	no	no	no
East Timor	no	no	no	yes	yes	yes	yes	yes	yes	no
India	yes	yes	yes	yes	no	no	no	no	no	no
Lao P.D.R.	yes	yes	yes	no	yes	yes	no	no	no	no
Mongolia	no	no	yes	yes	yes	no	no	no	no	no
Papua New Guinea	yes	no	no	yes	yes	yes	no	no	no	no
Viet Nam	yes	yes	yes	yes	no	yes	no	no	no	no

(Continued)

Table 36 (Continued) CCA reports: food insecurity and vulnerability as a development priority, and policies, strategies and interventions

Region and country	FIV stated as development priority	Policies		Strategies			Interventions		
		FIV	Poverty	Socioeconomic environment	Food consumption	Health and care	Socioeconomic environment	Food consumption	Health and care
West Asia and North Africa									
Djibouti	yes	no	no	yes	yes	yes	no	no	no
Egypt	yes	yes	yes	yes	yes	yes	yes	yes	yes
Lebanon	yes	no	no	no	yes	yes	yes	yes	yes
Morocco	yes	yes	yes	yes	no	yes	yes	no	no
Tunisia	no	yes	yes	no	no	no	no	no	no
Yemen	yes	yes	yes	yes	yes	yes	no	no	no
Latin America and the Caribbean									
Bolivia	yes	yes	yes	yes	no	no	no	no	no
Chile	no	no	yes	yes	no	yes	no	no	no
Guatemala	yes	no	no	yes	no	yes	yes	yes	yes
Guyana	no	no	yes	yes	no	yes	yes	yes	yes
Haiti	yes	yes	no	yes	yes	yes	no	no	no
Honduras	yes	yes	yes	yes	yes	yes	no	yes	no
Jamaica	yes	no	no	yes	yes	yes	yes	yes	no
Nicaragua	no	no	yes	no	no	no	no	no	no
Suriname	yes	yes	yes	yes	yes	yes	no	no	no
Trinidad & Tobago	no	no	no	no	no	no	no	no	no
Europe and CIS									
Armenia	yes	yes	no	no	yes	no	yes	yes	no
Bosnia-Herzeg.	no	no	no	yes	no	yes	no	no	no
Bulgaria	no	yes	yes	yes	no	no	yes	no	no
Georgia	yes	yes	yes	yes	yes	no	yes	yes	no
Kazakhstan	no	no	no	no	no	no	no	no	no
Kosovo	yes	yes	no	yes	no	yes	no	no	no
Kyrgyzstan	no	no	yes	yes	no	no	no	no	no
Turkey	no	no	no	yes	no	yes	no	no	yes

development priority makes it impossible to draw any general conclusion in this respect. Overall, the PRSPs state strategies more often than the CCA reports, although the PRSPs cover the same countries as the CCA reports.

In CCA reports with food insecurity and vulnerability stated as a development priority, interventions are more frequently mentioned than in CCA reports without this explicit priority.

The general picture shows that interventions, as the final action undertaken in the sequence from development priority to the realization of policies, are less clearly stated in the country studies than are both strategies and policies, and in this respect the CCA reports and the PRSPs run parallel.

The policies, strategies and interventions per country are stated in Tables 36 and 37. Both tables show the absence of clear relationships between the identification of food insecurity and vulnerability as a development

priority and the various aspects of policy formulation and implementation. Furthermore it becomes clear that regional patterns are absent in any of the aspects shown.

FROM PRIORITY TO INTERVENTION

The review of the consistency between the statement of food insecurity and vulnerability as a development priority and the analysis of food insecurity, policy formulation and policy implementation gives a mixed result. The country studies in which food insecurity and vulnerability is mentioned as a development priority have a slight tendency to state more causes of food insecurity, and these studies tend to make more use of models to explain food insecurity issues. This points to a more elaborate analysis in these studies. A similar positive relationship can be observed

Table 37 PRSPs: food insecurity and vulnerability as a development priority, and policies, strategies and interventions

Region and country	FIV stated as development priority	Policies		Strategies			Interventions		
		FIV	Poverty	Socioeconomic environment	Food consumption	Health and care	Socioeconomic environment	Food consumption	Health and care
Africa									
Cameroon*	no	yes	yes	yes	yes	yes	no	no	no
Dem. Rep. Congo*	no	no	yes	yes	yes	yes	yes	no	yes
Kenya*	no	no	yes	no	no	no	yes	yes	yes
Lesotho*	no	no	yes	yes	no	yes	no	no	no
Niger	yes	yes	yes	yes	yes	yes	no	no	no
Rwanda	no	no	yes	yes	no	yes	yes	no	no
Senegal*	no	yes	yes	yes	yes	yes	no	no	no
Tanzania	no	yes	yes	yes	yes	yes	yes	no	no
the Gambia	no	no	yes	yes	yes	yes	yes	yes	yes
Zambia	no	yes	yes	yes	yes	yes	no	yes	yes
Asia and the Pacific									
Cambodia*	no	no	yes	yes	yes	yes	no	no	no
Lao P.D.R.*	yes	no	yes	yes	no	yes	no	no	no
Mongolia*	no	no	yes	yes	no	no	no	no	no
Viet Nam	yes	yes	yes	yes	yes	yes	yes	no	yes
West Asia and North Africa									
Djibouti*	no	yes	yes	yes	no	yes	no	no	no
Yemen	no	no	yes	yes	yes	yes	no	no	no
Latin America and the Caribbean									
Bolivia	no	yes	yes	yes	no	yes	yes	yes	yes
Guyana	no	no	yes	yes	yes	yes	no	no	no
Honduras	no	yes	yes	yes	yes	yes	yes	yes	yes
Nicaragua	yes	yes	yes	yes	yes	yes	yes	yes	yes
Europe and CIS									
Armenia*	no	no	yes	yes	no	yes	no	no	no
Georgia*	no	no	yes	yes	yes	yes	yes	no	yes
Kyrgyzstan*	no	no	yes	yes	yes	yes	no	no	no
Moldova*	no	no	no	yes	no	yes	no	no	no
Serbia (Yugoslavia)	no	no	no	yes	no	yes	yes	no	no

Note: * = interim PRSP

between development priority and strategies related to the socio-economic and political environment, food consumption, and health and care. These few tendencies and indications of relationships are, however, exceptions. The general conclusion must be that there is no consistent pattern of linkage between selection of food insecurity and vulnerability as a development priority and detailed analysis and policies that result in interventions to reduce food insecurity and vulnerability ■■■

5.

DISCUSSION AND CONCLUSIONS

INTRODUCTION

The discussion below corresponds to the seven domains identified in the Section on “Approach to data collection”, page 6, and the review in Chapters 3 and 4. Cross references to the relevant TOR checklist items for each domain are provided as footnotes. The final TOR checklist item, relating to improvements in the CCA process, is dealt with in the next chapter. The full set of the TOR checklist items is listed in Appendix I.

GENERAL INFORMATION ON THE REPORTS REVIEWED¹

In total, 50 CCA reports and 25 PRSPs have been reviewed, from a total of 106 CCA reports and 47 PRSPs available on 1 September 2002. All regions are proportionally represented, and over one-third of the reports are from least developed countries (LDCs). Small and large countries, both in geographical size and population, are represented and there is a wide range in the extent to which food insecurity and poverty occur. This implies that the sample reviewed represents a wide range of country circumstances.

Most of the CCA reports were completed in the 1990s. The majority of the CCA reports were the first ones produced, while 6 percent were a second version. For two-thirds of the country studies in the sample, the Development Assistant Framework of the UN (UNDAF) was completed before 1 September 2002. In total, 47 PRSPs were available, of which one-third were full versions and the remainder were interim PRSPs. Interim PRSPs are preliminary documents that serve as a ‘road-map’ for the preparation of a full PRSP².

The CCA report preparation process was thus well established, whereas the preparation of PRSPs could be considered in its starting phase.

REPORT PREPARATION PROCESS³

Several stakeholder groups participated in the preparation of the country reports, but detailed information on the extent and nature of the involvement of the various parties is absent in most cases.

The information collected from the reports shows that UN organizations (100 percent in CCA reports and 48 percent in PRSPs), government bodies (78 percent in CCA reports and 100 percent in PRSPs) as well as NGOs (66 percent in CCA reports and 76 percent in PRSPs) were widely involved in the preparation of the documents. As far as UN involvement is concerned, FAO is referred to in 68 percent of the CCA reports and in one PRSP (Nicaragua). The involvement of donors (40 percent in both CCA reports and PRSPs), the private sector (28 percent in CCA reports and 52 percent in PRSPs), and universities (16 percent in CCA reports and 28 percent in PRSPs) is limited.

Report preparation was thus predominantly a combined government-UN affair, with other institutions only participating in a limited way.

DEFINITIONS OF FOOD SECURITY

Improving food security and reducing vulnerability requires exact definitions, but only 28 percent of the CCA reports and 8 percent of the PRSPs provide a definition either of food insecurity and vulnerability or of food security. The definitions used are primarily associated with food availability and access, whereas

¹ TOR checklist items 1 and 2.

² The presence of an interim PRSP is a necessary condition for the qualification of debt relief.

³ TOR checklist items 2, 3 and 5.

other aspects such as utilization, stability and sustainability are less often addressed.

Poverty is defined in only 24 percent of the CCA reports and 44 percent of the PRSPs. However, this lack of definition is compensated by an almost universal use of poverty lines to demarcate poverty. When these are described, it is usually in terms related to food consumption, like calorie intake, food, breadbasket and proportion of income spent on food, and thus relate to food security issues.

FOOD SECURITY AS A DEVELOPMENT PRIORITY⁴

Development priorities are stated in all reports, but generally not in a separate priority section that would allow a ranking of all development priorities. Food insecurity and vulnerability is stated as a priority in two-thirds of the CCA reports and in one-fifth of the PRSPs. In more than half of these country studies, food insecurity and vulnerability is mentioned in the context of a broader development priority, such as poverty reduction, equity, or human development. Poverty reduction is stated as a development priority in half of the CCA reports and two-thirds of the PRSPs.

Thus, development priorities concerning food insecurity and vulnerability are mainly found in CCA reports, whereas those concerning poverty reduction are mostly present in PRSPs. Given the background of the respective CCA and PRSP processes, this seems understandable, yet it should not be forgotten that all PRSPs deal with the same countries as the CCA reports. The respective preparation processes for CCA reports and PRSPs apparently lead to a certain bias in recording national priorities.

DATA COLLECTION

DATA SOURCES⁵

References to data sources in the country studies are scarce, and, where they appear, mostly refer to secondary data, with governments and UN organizations cited as the major sources. Data collection methods are barely discussed, and the general conclusion is that no insight is provided into the

reliability and representativeness of the data stated, for both CCA reports and PRSPs.

This general conclusion is also applicable to the data relevant to food insecurity issues. In some studies, specific mention is made only of surveys related to agricultural production, household income and expenditure, anthropometry, food consumption and health.

Participatory and rapid assessment data collection methods are explicitly mentioned in 24 percent of the CCA reports and in 32 percent of the PRSPs. Details of purpose and coverage are generally absent, which precludes an assessment of their contribution to the total data presented in the country studies.

AGGREGATION AND TREND ANALYSIS⁶

Little information is stated on the country-specific administrative structures, and few data are presented in a geographically and administratively disaggregated form. A further important omission refers to the near absence of time series that would enable an assessment of the dynamics of food security issues.

Disaggregation of poverty (according to age, region, gender, socio-economic group, rural versus urban, or administrative structure) is more often made in the country studies, but generally only for one or a few indicators.

The general lack of disaggregated data and of time series has serious implications for the validity, relevance and effectiveness of the country reports with regard to the formulation and implementation of effective policies to remedy food insecurity and vulnerability, and poverty.

DATA PRESENTATION⁷

Most information on food insecurity and vulnerability is provided as text and tables, with graphs, diagrams and maps used much less frequently. Maps for data presentation are powerful visual aids in understanding the spatial incidence of food insecurity and vulnerability, and poverty, and this can be a major tool in raising political support.

⁴ TOR checklist item 4.

⁵ TOR checklist items 9, 12 and 14.

⁶ TOR checklist items 6, 7, 8 and 15.

⁷ TOR checklist items 10 and 11.

TYPE OF INDICATORS USED⁸

Major indicators related to food insecurity and vulnerability, such as infant mortality rate, under-five mortality rate and maternal mortality rate, are used in almost all country reports, which is in line with recommendations in CIF and MDG. Some reports specify child malnutrition in terms of stunting, wasting and underweight. Food Production and dietary energy supply (DES) are used in about half of the CCA reports, but they are virtually absent in the PRSPs. More than half of the CCA reports and one-third of the PRSPs use a combination of different indicators. This is a more preferable way of capturing the different dimensions of the problem.

Both CCA reports and PRSPs use three to four poverty indicators, which is in line with recommendations in CIF and MDG. The extent to which some indicators are used, however, contrasts with recommendations. For example, the percentage of household income spent on food for the poorest quintile is used in all PRSPs analysed, but in only 10 percent of the CCA reports, while the poverty gap ratio and the share of the poorest quintile in national consumption remain almost unused.

The widespread use of one or more indicators that may be relevant as such, but nevertheless do not provide a comprehensive perspective, indicates that possibly more relevant data is available than stated. This is despite the availability of various frameworks on food security, such as CIF, and the FIVIMS conceptual framework (FAO, 1998).

ANALYSIS⁹

50 percent of the CCA reports and 20 percent of the PRSPs make implicit use of models to explain food insecurity and vulnerability issues, but model descriptions are absent in all but a few cases. Absence of models could imply that no explanations for food insecurity and vulnerability are given, but 80 percent of the CCA reports and 40 percent of the PRSPs in fact provide explanations. However, the explanations contain only a few components of the various comprehensive conceptual frameworks available, such as the one introduced by FIVIMS. The explanations provided point

mostly to the socio-economic and political environment, (stability of) food supply and access, care practices, health and sanitation, and food consumption and utilization, and here the CCA reports provide more explanations than the PRSPs.

Food insecurity is linked to poverty in most reports and linkages are mentioned with other areas, such as human rights, gender and HIV/Aids. Most of the explanations offered and linkages made are, however, not supported by analyses and are of a qualitative and descriptive nature.

POLICIES, STRATEGIES AND INTERVENTIONS¹⁰

Policies to reduce food insecurity and vulnerability are stated in about 50 percent of the country reports, and poverty eradication policies are stated in 73 percent of the country reports. Approximately 50 percent of the country reports contain separate policies for food insecurity and vulnerability and for poverty eradication, although both policies focus on largely the same segment of the population.

Strategies – the stage between policies and interventions – are proposed in 86 percent of the CCA reports and in 96 percent of the PRSPs. Generally, a combination of strategies is stated, and in 45 percent of the country reports this combination of strategies covers the three broad fields of socio-economic and political environment, food consumption, and health and care. Although PRSPs state more strategies in all of the three fields, the CCA reports and the PRSPs show a remarkable concurrence in strategies.

Both CCA reports and PRSPs state fewer interventions than strategies, 34 percent and 48 percent respectively. The interventions in both types of reports cover equally the socio-economic and political environment, food consumption, and health and care.

CONSISTENCY FROM DEVELOPMENT PRIORITY TO INTERVENTION¹¹

The review of the components of the policy analysis cycle in the foregoing paragraphs leaves one major question unanswered. Does the identification of food insecurity and vulnerability as a development priority in a

country result in a clear analysis, in formulating policies and strategies, and finally in interventions aimed at reducing food insecurity and vulnerability in that country? The review of these components within the individual countries, stated in Chapter 4, shows a general absence of any consistent pattern among these dimensions of a policy analysis. The conclusion must be that the CCA reports and the PRSPs give broad attention to food insecurity and vulnerability, and poverty, but do not reflect systematic efforts aimed at alleviation of these problems ■■■

⁸ TOR checklist items 13.

⁹ TOR checklist items 16 and 17.

¹⁰ TOR checklist items 18 and 19.

¹¹ TOR checklist items 17 and 18.

6 . RECOMMENDATIONS

The major objectives of the review study of CCA reports and PRSPs prepared at country level were to assess the extent to which food insecurity and vulnerability problems are analysed and incorporated into policies, strategies and interventions, and to identify aspects deserving improvement in the country report conceptualization, analysis, organization and preparation process. The lessons learned from the CCA reports and PRSPs review study are aimed at improving the analysis of food insecurity and vulnerability to provide a sounder basis for the formulation and monitoring of policies and action programmes at national and subnational level.

Based upon the results of the review study, this chapter formulates three main conclusions, followed by specific recommendations for improving the way food insecurity and vulnerability and related poverty are addressed in the CCA reports and the PRSPs.

The first main conclusion is that **there is a general deficiency in analysis of the extent and the underlying causality of food insecurity and vulnerability, and of the poverty of specific population groups**. Hence, little analytical basis is provided for targeted policy and programme development. The fragmented analysis of food insecurity and vulnerability and of poverty in the reports, while providing valuable details on some aspects of these problems, leaves other aspects unnoticed, overlooked or neglected. This reflects the different perspectives and capabilities of the parties involved in developing the reports. The incomplete nature of the analyses, however, shows the need for a wider utilization of existing capabilities in the country through involvement of more parties, or the need for expansion of existing capabilities through capacity building, or indeed a combination of both.

To improve the existing analysis in the reviewed country reports, the following interventions are recommended.

- **Improve data collection.** The first aim in data collection is to make use of all relevant data and information available in the country from different sources and institutions, not just from national bureaus of statistics, but also from NGOs, health or agricultural departments, and international databases. This calls for an extensive body of collaborating institutions. The second aim is to identify gaps in data and information, so that collection methods can be identified and action taken to fill the data gaps. In data collection, specific attention must be given to:
 - (i) geographical disaggregation to identify the spatial distribution of the poor, food insecure, and vulnerable groups;
 - (ii) temporal dimensions to provide insight into (intra-)annual variations, past trends and projected developments; and
 - (iii) social aspects – gender, age, rural-urban distribution, ethnicity, etc. – to provide insight into the social dimension of food insecurity and vulnerability, and poverty.
 This disaggregation supports priority setting and targeting of interventions.
- **Improve the methods of analysis used.** Methods of analysis must be based mainly on the national databases. They can range from descriptive analysis to identify relevant indicators, to analytical models for simulating the consequences of interventions.
- **Identify a comprehensive and congruent set of indicators.** These should address the components of food insecurity and vulnerability, and related poverty. An overall description and analysis must result in indicators to convey to policy-makers and other stakeholders the status and essential aspects of food insecurity and vulnerability, and poverty. The selection of a basic indicator set can be derived from currently available indicators, but they should be made country specific to present a national perspective. Special attention should be given to the use of graphical

methods of presentation, like maps and graphs, to visualize food insecurity and vulnerability and to facilitate overview.

- **Support functional cooperation.** Data collection and analysis efforts along the lines indicated above form the basis for functional cooperation among a diverse group of national and international institutions operating at both national and local levels. A focus on analysis, rather than on implementation of policies linked to spending of budgets, limits competition among institutions and thereby facilitates cooperation. A strong interdisciplinary team is needed who share knowledge and understand each other's disciplines, who are analytical, well educated and who can catalyse a process of stakeholder involvement. In this respect, it is important to mention the participation of academic institutions for the analytical aspects, and the involvement of civil society organizations (CSOs) to ensure broadening and diversifying the range of actors engaged in the process. CSOs can also draw attention to issues of marginalization, exclusion, regional difference in deprivation, corruption and poor governance (McGee, Levene and Hughes, 2002).

The second main conclusion from the review study is that **in both types of country report there is a lack of consistency between priority setting and the analysis of food insecurity and vulnerability, and poverty, and policies, strategies and interventions aimed at alleviating food insecurity and vulnerability, and poverty.** This lack of consistency in the country reports does not necessarily imply that this consistency is absent in the respective countries, but rather indicates that either the CCA and PRSP preparation processes are not sufficiently systematic, or that existing gaps are not clearly identified in the sequence of information collection, analysis and the formulation of actions.

It is recommended the potential links between the analysis of food insecurity and vulnerability, and poverty and the formulation of policies and the implementation of interventions be exploited to remedy these problems, in three policy areas.

- Policies dealing with the availability of food:
 - (i) agricultural policies dealing with primary food production within the country;
 - (ii) domestic trade policies dealing with transport, storage, processing and the retail of food and food products; and

- (iii) international trade policies regarding import and export of food and food products.
- Policies dealing with health, nutrition and care:
 - (i) public health (a set of tasks for which the government has primary responsibility);
 - (ii) water supply and sanitation; and
 - (iii) nutrition.
- Policies dealing with the socio-economic and political environment:
 - (i) employment and income policies;
 - (ii) education and training policies; and
 - (iii) policies dealing with urban and rural public services and infrastructure.

The policies mentioned under the three headings all have direct relevance to food insecurity and vulnerability, and poverty. However, national policies dealing with, for example, a stable currency or the growth of domestic production, and the absence of domestic or international conflicts, have of course a direct impact on the effectiveness of interventions. Besides depending on the results of the country analysis, the formulation of food insecurity and poverty alleviation policies and the implementation of the resulting interventions require priority setting and integration within the national policy framework. This task of national priority setting and policy formulation is the prerogative of the national decision-makers. The indication of links between the analysis of food insecurity and vulnerability, and poverty and the relevant policy fields provides national decision-makers with the information required to support rational decisions.

The third main conclusion from this review is that **the CCA reports and PRSPs start from different perspectives, but that both result in similar policies, strategies and interventions, irrespective of whether or not food insecurity and vulnerability or poverty are identified as development priorities.**

This convergence could be expected because food insecurity and vulnerability, and poverty are closely related phenomena that largely affect the same group of relatively disadvantaged people in society. Yet, often the preparation of the CCA reports and PRSPs involve different stakeholders, and the PRSPs and CCA reports seldom refer to, or rely upon, the information and data provided in the other. This points to some duplication of efforts at country level. It is therefore recommended that:

- efforts should be directed towards one integrated situation analysis (and report?) addressing poverty reduction, livelihood protection and strengthening, and sustainable development, with an identifiable component that emphasizes food insecurity and vulnerability. Such an integrated situation analysis implies, if not a merger, then exchange of relevant expertise; and
- food security must be used as an essential component of development. This provides a direct link to MDGs and turns food insecurity and vulnerability into benchmarks for monitoring goals and targets.

Based on these three main conclusions and derived recommendations, **this review strongly recommends the development of an integrated framework to address food insecurity and vulnerability, and poverty in CCA reports and PRSPs.** FIVIMS – as the network that assembles, analyses and disseminates information about people who are food insecure or at risk – can effectively support such an integrated framework.

MDGs, CIF and the FIVIMS conceptual framework taken together provide a valuable starting point for such an integrated framework that can be applied widely in country studies. The integrated framework would consist of two components:

- the analysis of food insecurity and vulnerability, and poverty; and
- the utilization of the analysis in the process of policy formulation, determination of strategies, and the formulation of interventions.

The first section could be in the form of detailed, universal guidelines, because the phenomena of food insecurity and vulnerability, and poverty show worldwide similarities. The section would cover data collection and disaggregation, methods of analysis, indicators and parties involved. Data collection and analysis efforts based on the integrated framework approach would form the basis for functional cooperation among a diverse group of institutions with varying expertise and operating at international as well as local level.

The second section, on actions to alleviate the problems of food insecurity and vulnerability, and poverty, would necessarily be dealt with in a more indicative way. This is because the formulation of policies, strategies and interventions depend, on the one hand, on the results of the country analysis, and, on the other hand, on priority setting within the context of all

national priorities. While guidelines facilitate the analysis aspect, a process approach is needed for priority setting, policy formulation and identification of effective interventions.

The integrated framework to address food insecurity and vulnerability, and poverty must be incorporated into the preparation procedures of both the CCA report and the PRSP, or of any type of food insecurity and vulnerability, and poverty situation analysis. The focus in CCA reports on analysis would be strengthened, and the relative weakness on policies would be remedied. In a similar way, the framework would deal with the relative weakness in PRSPs regarding analysis of food insecurity and vulnerability, and poverty issues, and further strengthen the existing emphasis on policies and interventions.

However, delivering improved country reports is not a matter of requesting country teams to follow frameworks. It is emphasized that the process of developing the country reports must pursue two parallel aims: implementing a comprehensive and well-structured analysis to capture all relevant dimensions of food insecurity and vulnerability, and poverty, while at the same time establishing a broad process of participation.

Steps that are required to move from this review study's conclusions and recommendation to country-level application therefore involve:

- Development of an integrated framework, including methodological and operational guidelines.
- Application of the integrated framework in a few selected countries. Testing the framework will reveal existing analytical capabilities, as well as requirements for capacity building and the required adaptation of the framework to better address the specific national situation.
- Incorporation of food insecurity and vulnerability, and poverty analysis into ongoing policy analysis of activities at country level ■■■

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APPENDIX I .

CHECKLIST IN THE TERMS OF REFERENCE, FOR GUIDANCE IN REVIEWING COUNTRY REPORTS

-
- 1 Region/Country

 - 2 CCA I or II? Year of completion? UNDAF completed? When?

 - 3 Is FAO a member of the UN Country Team? What has FAO's contribution been like?

 - 4 List development priorities as identified in the CCA. Is hunger/malnutrition/food insecurity/vulnerability explicitly identified as one of them? Or is it, explicitly or implicitly, viewed as part of a broader poverty agenda?

 - 5 Which institutions were responsible for completing the CCA? Assess, if possible, the degree to which local government and NGOs were involved in the completion of the CCA? Problem analysis? Data analysis? What sources of data have been used?

 - 6 Outline briefly country-specific administrative structure (example: region, district, subdistrict, division, village, household).

 - 7 Describe the methods applied to disaggregate statistical information (by gender, rural/urban, administrative subdivisions, other).

 - 8 If data are disaggregated, describe down to which administrative level problems of food insecurity are being analysed and contrasted among administrative subdivisions.

 - 9 Assess representativeness of the whole-country estimates based on subnational data: Ad hoc localized surveys? Selected districts? Representative or non-representative for the whole country?

 - 10 Describe how subnational information is presented (text, tables, graphs, maps).

 - 11 Assess the usefulness and validity of any maps as a tool for analysis and visualization of the distribution of the food insecurity situation at subnational level.

 - 12 Describe the methodological approach(es) used to assess food insecurity and vulnerability at subnational level (household economy approach, facility/community-based anthropometry, agricultural production surveys, crop assessments, Household Income and Expenditures Surveys, Health Information Surveys, etc.).

 - 13 List the indicators used to describe problems of food insecurity; assess these indicators regarding their validity and reliability as a monitoring tool; describe degree of overlap/coherence with indicators to monitor Millennium Development Goals and the CCA Indicator Framework.
-

-
- 14** Characterize the data sources used in the CCA analysis: Primary/secondary data? Data generated by government? By UN? NGOs? Collaborative data collection efforts?
-
- 15** Examine if timely, simple, low-cost information has been used, geared to provide clear messages to decision-makers and social actors? What are the timeliness and periodicity of food insecurity data presented?
-
- 16** Are adequate explanations being provided regarding the causes of food insecurity? Is there an underlying causal model? If yes, go to (17); if not, skip to (18).
-
- 17** If yes, do the explanations relate to one or more of the following: food insecurity, vulnerability, production risks, asset endowments, coping strategies, safety nets, intra-household food distribution, nutrition status, caring practices, access to basic services, infectious diseases, or other?
-
- 18** Describe the types of interventions proposed in the CCA to alleviate food insecurity and undernutrition problems. Do proposed interventions have direct links to underlying food insecurity and vulnerability causes?
-
- 19** What are the suggested nutritional interventions with relevance to food security? Nutritional supplementation? Nutritional educating programmes? Other?
-
- 20** Identify clear areas for improvement in the conceptualization, analysis, organization and preparation process of the CCA, and strengthening linkages with PRSP process. Make clear recommendations how FIVIMS can address some of these information gaps.
-

APPENDIX II. STAFF ENGAGED IN REVIEW

REVIEW TEAM

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Ir E.C.M. Hagenars

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Ir M.M.M. Zuurbier

Environmental and occupational health

APPENDIX III.

COUNTRIES, BY REGION, SELECTED FOR CCA AND PRSP REVIEW

<i>Region</i>	<i>Country</i>	<i>CCA</i>	<i>PRSP review</i>	<i>LDC-country review</i>	<i>Undernourished (%)</i>	<i>Underweight (%)</i>
Africa (17 CCAs; 10 PRSPs)	Kenya	X	X (Interim)		44	22.7
	Swaziland	X			12	n.a.
	Equatorial Guinea	X		X	n.a.	n.a.
	Dem. Rep. Congo	X	X (Interim)	X	73	34.4
	Zambia	X	X	X	50	25
	Senegal	X	X (Interim)	X	25	18.4
	Mauritius	X			5	16.4
	Tanzania	X	X	X	47	29.4
	Namibia	X			9	26.2
	Rwanda	X	X	X	40	29
	Niger	X	X	X	36	39.6
	Cameroon	X	X (Interim)		25	21
	Burundi	X		X	69	45.1
	Liberia	X		X	39	n.a.
	Lesotho	X	X (Interim)	X	26	16
	Eritrea	X		X	58	43.7
	the Gambia	X	X	X	21	17
Asia and the Pacific (9 CCAs; 4 PRSPs)	Viet Nam	X	X		18	33.1
	Papua New Guinea	X			27	n.a.
	Lao P.D.R.	X	X (Interim)	X	24	40
	Cambodia	X	X (Interim)	X	36	45.9
	East Timor	X			n.a.	n.a.
	India	X			24	47
	Bhutan	X		X	n.a.	18.7
	Mongolia	X	X (Interim)		42	12.7
	P.R. China	X			10	9.6
West Asia and North Africa (6 CCAs; 2 PRSPs)	Yemen	X	X	X	33	46.1
	Djibouti	X	X (Interim)	X	n.a.	18.2
	Lebanon	X			3	3
	Tunisia	X			n.a.	4
	Egypt	X			4	11.7
	Morocco	X			7	9

(Continued)

(Continued) Countries, by region, selected for CCA and PRSp review

<i>Region</i>	<i>Country</i>	<i>CCA</i>	<i>PRSP review</i>	<i>LDC-country review</i>	<i>Undernourished (%)</i>	<i>Underweight (%)</i>
Latin America and the Caribbean (10 CCAs; 4 PRSPs)	Nicaragua	X	X		29	12.2
	Jamaica	X			9	3.9
	Suriname	X			11	n.a.
	Trinidad and Tobago	X			12	n.a.
	Guyana	X	X		14	11.8
	Bolivia	X	X		23	9.5
	Haiti	X		X	50	27.5
	Guatemala	X			25	42.2
	Chile	X			4	0.8
	Honduras	X	X		21	24.5
Europe and CIS (8 CCAs; 5 PRSPs)	Bulgaria	X			15	n.a.
	Kazakhstan	X			8	4.2
	Kyrgyzstan	X	X (Interim)		8	11
	Bosnia-Herzegovina	X			6	4.1
	Georgia	X	X (Interim)		16	3.1
	Armenia	X	X (Interim)		46	2.5
	Kosovo	X			n.a.	n.a.
	Turkey	X			n.a.	8.3
	Moldova		X (Interim)		10	3.2
	Serbia (Yugoslavia)		X (Interim)		n.a.	n.a.

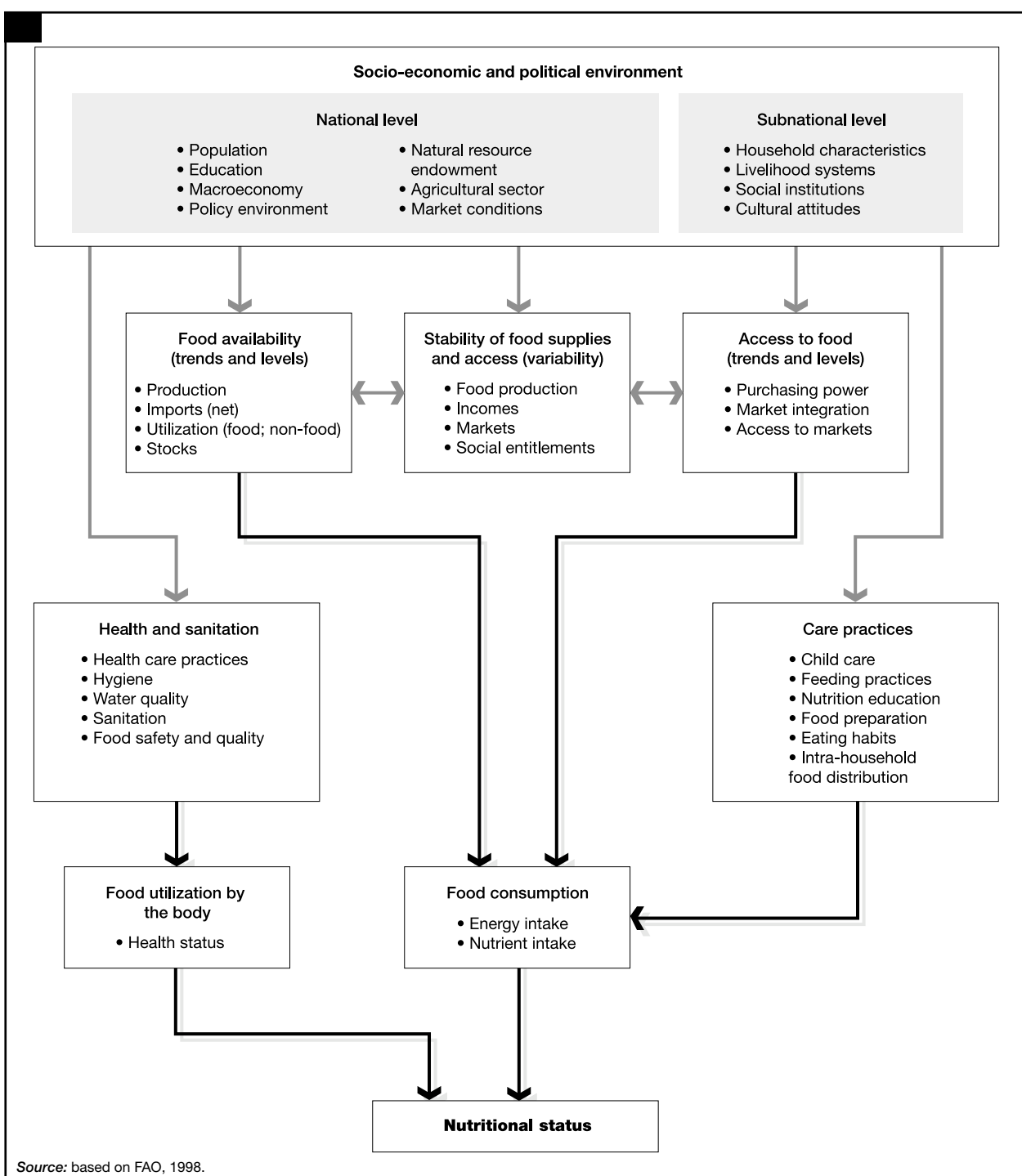
Note: n.a. = not available.

APPENDIX IV

DISTRIBUTION OF LEAST DEVELOPED COUNTRIES (LDCs) AMONG THE REPORTS IN THE REVIEW

<i>Region</i>	<i>CCA reports (n = 50)</i>	<i>PRSPs (n = 25)</i>	<i>of which PRSPs:</i>	
			<i>Completed</i>	<i>Interim</i>
Africa	17	10	5	5
Not LDC	5	3	0	3
LDC	12	7	5	2
Asia and the Pacific	9	4	1	3
Not LDC	6	2	1	1
LDC	3	2	0	2
West Asia and North Africa	6	2	1	1
Not LDC	4	0	0	0
LDC	2	2	1	1
Europe and CIS	8	5	0	5
Not LDC	8	5	0	5
LDC	0	0	0	0
Latin America and the Caribbean	10	4	4	0
Not LDC	9	4	4	0
LDC	1	0	0	0

APPENDIX V. FIVIMS CONCEPTUAL FRAMEWORK FOR UNDERSTANDING POSSIBLE CAUSES OF LOW FOOD CONSUMPTION AND POOR NUTRITIONAL STATUS



APPENDIX VI. PREDEFINED FRAMEWORK FOR ANALYSIS USED FOR REVIEW OF COUNTRY REPORTS

No.	Heading/Question	TOR ¹	Answers allowed and notes ²
IDENTIFICATION AND GENERAL			
WUR analysis			
1	Research assistant		1 = MB; 2 = EH; 3 = HA; 4 = MZ
2	Date of end of review		ddmmyy
3	Hours needed for review		range
4	Language of report		1 = English; 2 = French; 3 = Spanish; 4 = other
5	Pages in report (excluding annexes)		range
6	A general impression of the FIV information in the report		string
Country details			
7	Name of country		string
8	Region	1	1 = Africa; 2 = Asia and the Pacific; 3 = West Asia and North Africa; 4 = Europe and CIS; 5 = Latin America and the Caribbean
9	Archive number	1	archive number
10	CCA or PRSP?	2	1 = CCA; 2 = PRSP
11	Is it a "Least Developed Country" (LDC)?		0 = no; 1 = yes. See Note 2
12	Population size in millions (1997-1999)		range. See Note 2
13	Size of country (thousands of square kilometres)		range. See Note 2
Undernourishment/malnutrition in country			
14	Proportion of undernourished/malnourished people in total population following FAO in 1997-1999 (percentage)		range. See Note 2
15	Proportion of underweight (moderate and severe) children between 0-59 months following Unicef (percentage)		range. Specify year of source in remarks. If other age range, specify in remarks. See Note 2
REPORT PREPARATION DETAILS			
Type of report			
<i>If it is a CCA, answer the next questions:</i>			
16	CCA version	2	1 = I; 2 = II
17	Year of completion of CCA	2	range
18	UNDAF completed before 1 September 2002?	2	0 = no; 1 = yes. See Note 2
19	Year of completion of UNDAF	2	range. See Note 2
20	PRSP completed before 1 September 2002?		0 = no; 1 = interim; 2 = complete. See Note 2
21	Year of completion of PRSP		range. See Note 2
22	PRSP selected for FIVIMS-study?		0 = no; 1 = yes

(Continued)

Notes on the Framework:

¹ Refers to relevant item in the TOR checklist (see Appendix I).

² Additional answers allowed: x = unknown; y = not applicable.

³ RRA = Rapid Rural Appraisal.

PRA = Participatory Rural Appraisal.

PLA = Participatory Learning and Action.

(Continued) Predefined framework for analysis used for review of country reports

No.	Heading/Question	TOR ¹	Answers allowed and notes ²
<i>If it is a PRSP, answer the next questions:</i>			
23	PRSP version		1 = interim; 2 = complete
24	Year of completion of PRSP		range
25	UNDAF completed before 1 September 2002?	2	0 = no; 1 = yes. See Note 2
26	Year of completion of UNDAF	2	range. See Note 2
27	CCA completed before 1 September 2002?	2	0 = no; 1 = I; 2 = II. See Note 2
28	Year of completion of CCA	2	range. See Note 2
29	CCA selected for FIVIMS-study?		0 = no; 1 = yes
Organizations involved			
30	Are government institutions involved in the completion?	5	0 = no; 1 = yes
31	How many different government institutions were involved in the completion?		range
32	To what degree was the government involved in the completion?	5	1 = involved in data supply; 2 = active involvement in problem analysis; 3 = active involvement in data analysis; 4 = active involvement in the whole process; 5 = comments (on draft report)
33	Are there NGO's involved in the completion?	5	0 = no; 1 = yes
34	To what degree were NGOs involved in the completion?	5	As for #32
35	Is the UN involved in the completion?		0 = no; 1 = yes
36	How many different UN institutions were involved in the completion?		range
37	To what degree was the UN involved in the completion?		As for #32
38	Are there bilateral aid agencies involved in the completion?		0 = no; 1 = yes
39	Is the private sector involved in the completion?		0 = no; 1 = yes
40	Are research institutions involved in the completion?		0 = no; 1 = yes
41	Are universities involved in the completion?		0 = no; 1 = yes
42	Are other organizations involved in the completion?		0 = no; 1 = yes
43	If other organizations are involved, specify		string
FAO involvement			
44	Was FAO involved in the CCA or PRSP process?		0 = no; 1 = yes
45	What has FAO's contribution been like?	3	As for #32
DEFINITIONS			
Food security			
46	Does the report provide a definition of food security?		0 = no; 1 = yes
<i>If a definition of food security is provided, answer the following questions:</i>			
47	Is the concept of all people part of the definition of food security?		0 = no; 1 = yes
48	Is the concept of all times part of the definition of food security?		0 = no; 1 = yes
49	Is the concept of physical access part of the definition of food security?		0 = no; 1 = yes
50	Is the concept of economic access part of the definition of food security?		0 = no; 1 = yes
51	Is the concept of sufficient food part of the definition of food security?		0 = no; 1 = yes
52	Is the concept of safe food part of the definition of food security?		0 = no; 1 = yes
53	Is the concept of nutritious food part of the definition of food security?		0 = no; 1 = yes

(Continued)

(Continued) Predefined framework for analysis used for review of country reports

No.	Heading/Question	TOR ¹	Answers allowed and notes ²
54	Is the concept of meeting dietary needs part of the definition of food security?		0 = no; 1 = yes
55	Is the concept of meeting food preferences part of the definition of food security?		0 = no; 1 = yes
56	Is the concept of leading an active life part of the definition of food security?		0 = no; 1 = yes
57	Is the concept of leading a healthy life part of the definition of food security?		0 = no; 1 = yes
Are the following dimensions used in defining food security?			
58	Availability?		0 = no; 1 = yes
59	Stability?		0 = no; 1 = yes
60	Sustainability?		0 = no; 1 = yes
61	Utilization?		0 = no; 1 = yes
62	Access?		0 = no; 1 = yes
63	Are other terms related to FIV used?		0 = no; 1 = yes
64	If yes, which terms are used?		string
Poverty			
65	Does the report provide a definition of poverty?		0 = no; 1 = yes
66	Is a poverty line defined?		0 = no; 1 = yes, one poverty line defined, 2 = yes, more than one poverty line defined
67	Is the poverty line defined as US\$ 1/day/person?		0 = no; 1 = yes
68	Is the poverty line defined as local currency/day/person?		0 = no; 1 = yes
69	Is the poverty line defined in another way?		0 = no; 1 = yes
70	If the poverty line is defined in another way, specify		string
POLICY STATEMENTS			
71	Is integration of Food Insecurity Vulnerability (FIV) (hunger, malnutrition, food insecurity and vulnerability) identified as a development priority or a key issue?	4	0 = no; 1 = on its own; 2 = as part of a broader poverty agenda; 3 = other
72	Which other development priorities are identified?	4	string
73	Under which chapter is FIV discussed?		0 = none; 1 = agriculture; 2 = education; 3 = health; 4 = development; 5 = poverty; 6 = separate; 7 = other
74	If "other" in #73, under which chapter is FIV discussed?	4	string
DATA COLLECTION			
Administrative structure			
75	Of how many levels does the administrative structure consist as indicated in the report (higher than household; lower than country)?		range
76	Outline briefly country-specific administrative structure as from report (for example: region, district, subdistrict, division, village)	6	string
Sources of FIV data			
77	Are quantitative FIV data generated by the government of the country?	14	0 = no; 1 = yes
78	Are quantitative FIV data generated by NGOs?	14	0 = no; 1 = yes
79	Are quantitative FIV data generated by bilateral aid agencies?	14	0 = no; 1 = yes
80	Are quantitative FIV data generated by the private sector?	14	0 = no; 1 = yes
81	Are quantitative FIV data generated by UN?	14	0 = no; 1 = yes
82	Are quantitative FIV data generated by FAO?	14	0 = no; 1 = yes
83	Are quantitative FIV data generated by research institutions?	14	0 = no; 1 = yes

(Continued)

(Continued) Predefined framework for analysis used for review of country reports

No.	Heading/Question	TOR ¹	Answers allowed and notes ²
84	Are quantitative FIV data generated by universities?	14	0 = no; 1 = yes
85	Are quantitative FIV data generated by other organizations?	14	0 = no; 1 = yes
86	Were there any collaborative data collection efforts?	14	0 = no; 1 = yes
87	Are the FIV data sources used primary or secondary data?	14	1 = only primary; 2 = mostly primary; 3 = both primary and secondary; 4 = mostly secondary; 5 = only secondary
88	Are data sources specified (including FIV data sources)?		0 = no; 1 = some; 2 = most; 3 = all
89	Are FIV data sources specified?		0 = no; 1 = some; 2 = most; 3 = all
Visualization of FIV data			
90	Are (sub)national FIV data presented as text?	10	0 = no; 1 = yes, at national level; 2 = yes, at subnational level; 3 = yes, at national and subnational level
91	Are (sub)national FIV data presented as tables?	10	As for #90
92	Are (sub)national FIV data presented as graphs?	10	As for #90
93	Are (sub)national FIV data presented as diagrams (e.g. pie or bar charts)?		As for #90
94	Are (sub)national FIV data presented as maps?	10	As for #90
95	Are (sub)national FIV data presented in another way?		As for #90
96	If "yes" in #95, how are (sub)national data presented?		string
Disaggregation of FIV data			
97	Is the statistical information disaggregated by gender?	7	0 = no; 1 = some; 2 = most; 3 = all
98	Is the statistical information disaggregated by ethnic identity?		0 = no; 1 = some; 2 = most; 3 = all
99	Is the statistical information disaggregated by age?		0 = no; 1 = some; 2 = most; 3 = all
100	Is the statistical information disaggregated by socio-economic class?		0 = no; 1 = some; 2 = most; 3 = all
101	Is the statistical information disaggregated in rural/urban?	7	0 = no; 1 = some; 2 = most; 3 = all
102	Is the statistical information disaggregated by administrative subdivisions?	7	0 = no; 1 = some; 2 = most; 3 = all
103	Is the statistical information disaggregated by other categories?	7	0 = no; 1 = some; 2 = most; 3 = all
	If other categories in #103, specify		string
104	Down to which administrative level are FIV data disaggregated, analysed and contrasted?	8	string
Timeframe FIV data			
105	From which year were the most recent FIV data?		range
106	From which year were the oldest FIV data?		range
107	Are projected FIV data presented for the future? If so, what range?	15	0 = no; 1 = 1–5 years; 2 = 1–10 years; 3 = >10 years
What is smallest unit used to present the periodicity of FIV data?			
108	Are FIV data presented on a monthly basis?	15	0 = no; 1 = some; 2 = most; 3 = all
109	Are FIV data presented on a seasonal basis?	15	0 = no; 1 = some; 2 = most; 3 = all
110	Are FIV data presented on a half-year basis?	15	0 = no; 1 = some; 2 = most; 3 = all
111	Are FIV data presented on a yearly basis?	15	0 = no; 1 = some; 2 = most; 3 = all
112	Are FIV data presented on a 2–5 years basis?	15	0 = no; 1 = some; 2 = most; 3 = all
113	Are FIV data presented on a >5 years basis?	15	0 = no; 1 = some; 2 = most; 3 = all
How many FIV indicator measurements are presented?			
114	One measurement?		0 = no; 1 = some; 2 = most; 3 = all
115	Two or three measurements?		0 = no; 1 = some; 2 = most; 3 = all
116	Four or more measurements?		0 = no; 1 = some; 2 = most; 3 = all

(Continued)

(Continued) Predefined framework for analysis used for review of country reports

No.	Heading/Question	TOR ¹	Answers allowed and notes ²
Presentation of general data			
117	Examine if timely and simple information has been used, geared to provide clear messages to decision-makers and social actors?	15	0 = no; 1 = yes, RRA; 2 = yes, PRA; 3 = yes, PLA; 4 = several; 5 = other: specify. See Note 3
ANALYSIS			
Approaches			
118	Is there an approach used to describe FIV?		0 = no; 1 = yes
<i>What kind of approach is used to describe FIV at (sub)national level?</i>			
119	A food production approach?	12	0 = no; 1 = yes, national level; 2 = yes, subnational level
120	A household economy approach?	12	As for #119
121	A nutrition approach?	12	As for #119
122	An entitlement-based approach?	12	As for #119
123	A livelihood approach?	12	As for #119
124	Another approach?	12	As for #119. (no need to specify in remarks)
Methodologies			
125	Are there methodologies used to assess FIV at (sub)national level?	12	0 = no; 1 = yes, national level; 2 = yes, subnational level
<i>What methodologies are used to assess FIV at (sub)national level?</i>			
126	Agricultural production surveys?	12	As for #119
127	Household income and expenditure surveys?	12	As for #119
128	Anthropometric measurements?	12	As for #119
129	Individual intake surveys/Food consumption surveys?	12	As for #119
130	Health Information System surveys?	12	As for #119.
131	Qualitative methods?	12	As for #119
Indicators			
<i>Are the following FIV indicators used?</i>			
132	Level of malnourished women (based on Body Mass Index (BMI))	13	0 = no; 1 = yes
133	Per capita Dietary Energy Supply (DES)	13	0 = no; 1 = yes. See Note 2
134	Indicators of Household Income and Expenditure surveys	13	0 = no; 1 = yes. See Note 2
135	Qualitative (coping) strategies	13	0 = no; 1 = yes. See Note 2
136	Food production indicators	13	0 = no; 1 = yes
137	Prevalence of malnourished children (<5 years)	13	0 = no; 1 = yes, underweight; 2 = yes, wasted/stunted; 3 = yes, underweight/wasted/stunted; 4 = general, not specified. See Note 2
138	Proportion of population below minimum level of dietary energy consumption	13	0 = no; 1 = yes. See Note 2
139	Infant (<1) and/or child (<5) mortality rate		0 = no; 1 = yes, infant mortality rate; 2 = yes, child mortality rate; 3 = both
140	Maternal mortality rate		0 = no; 1 = yes
<i>Are the following poverty indicators used?</i>			
141	Is a proportion or number of the population below the poverty line given?		0 = no; 1 = yes
142a	If yes, define fraction of the population below the 1 st poverty line (name and define in remarks)		range
142b	If yes, define fraction of the population below the 2 nd poverty line (name and define in remarks)		range
142c	If yes, define fraction of the population below the 3 rd poverty line (name and define in remarks)		range

(Continued)

(Continued) Predefined framework for analysis used for review of country reports

No.	Heading/Question	TOR ¹	Answers allowed and notes ²
142d	If yes, define fraction of the population below the 4 th poverty line (name and define in remarks)		range
142e	If yes, define fraction of the population below the 5 th poverty line (name and define in remarks)		range
142f	If yes, define fraction of the population below the 6 th poverty line (name and define in remarks)		range
143	Is a further distinction of poverty made on the basis of regions, rural/urban, economic sectors or age?		0 = no; 1 = yes
144	Poverty gap ratio (incidence x depth of poverty)	13	0 = no; 1 = yes. See Note 2
145	Share of poorest quintile in national consumption	13	0 = no; 1 = yes. See Note 2
146	Share of poorest quintile in national income		0 = no; 1 = yes
147	Poverty headcount ratio (percentage of population below national poverty line)	13	0 = no; 1 = yes. See Note 2
148	Food poverty headcount ratio (percentage of population below national food poverty line)		0 = no; 1 = yes
149	Poverty headcount ratio (percentage of population below US\$ 1 per day)	13	0 = no; 1 = yes. See Note 2
150	Percentage of household income spent on food for the poorest quintile	13	0 = no; 1 = yes. See Note 2
Causes and trends for FIV data			
151	Is an underlying causal model presented in the report?	16	0 = no; 1 = implicit; 2 = explicit
152	Are there explanations regarding the causes of FIV in the report that are related to the socio-economic and political environment?	17	0 = no; 1 = yes
At the national level			
153	Population		0 = no; 1 = yes, static; 2 = yes, past trends; 3 = yes, projecting
154	Education		As for #153
155	Macro-economy		As for #153
156	Policy-environment		As for #153
157	Natural resource endowment		As for #153
158	Agriculture sector		As for #153
159	Market conditions		As for #153
At the subnational level			
160	Household characteristics		As for #153
161	Livelihood systems		As for #153
162	Social institutions		As for #153
163	Cultural attitudes		As for #153
Other			
164	Natural disasters		As for #153
165	Political disasters		As for #153
166	HIV/AIDS		As for #153
167	Are there explanations regarding the causes of FIV in the report that are related to the food availability?	17	0 = no; 1 = yes
168a	Production		As for #153
168b	Imports		As for #153
169	Exports		As for #153
170	Utilization (food/non-food)		As for #153
171	Stocks		As for #153

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(Continued) Predefined framework for analysis used for review of country reports

No.	Heading/Question	TOR ¹	Answers allowed and notes ²
172	Are there explanations regarding the causes of FIV in the report that are related to the stability of food supplies and stability of access?	17	0 = no; 1 = yes
173	Storage		As for #153
174	Incomes		As for #153
175	Markets		As for #153
176	Social entitlements		As for #153
177	Are there explanations regarding the causes of FIV in the report that are related to access to food?	17	0 = no; 1 = yes
178	Purchasing power (consumers)		As for #153
179	Market integration		As for #153
180	Access to markets		As for #153
181	Food prices		As for #153
182	Are there explanations regarding the causes of FIV in the report that are related to care practices?	17	0 = no; 1 = yes
183	Child care		As for #153
184	Feeding practices		As for #153
185	Nutritional education		As for #153
186	Food preparation		As for #153
187	Eating habits		As for #153
188	Intra-household food distribution		As for #153
189	Are there explanations regarding the causes of FIV in the report that are related to health and sanitation?	17	0 = no; 1 = yes
190	Health care practices		As for #153
191	Hygiene		As for #153
192	Water quality		As for #153
193	Sanitation		As for #153
194	Food safety and quality		As for #153
195	Are there explanations regarding the causes of FIV in the report that are related to food consumption?	17	0 = no; 1 = yes
196	Energy intake		As for #153
197	Nutrient intake		As for #153
198	Are there explanations regarding the causes of FIV in the report that are related to food utilization?	17	0 = no; 1 = yes
199	Bioavailability		As for #153
Health status			
200	Malaria		As for #153
201	Diarrhoea		As for #153
202	Anaemia		As for #153
203	Intestinal parasites		As for #153
204	Other infection diseases (specify in remarks)		As for #153
Is a link made between food security and...?			
205	Poverty?		As for #153
206	Human rights?		As for #153
207	Gender?		As for #153
208	HIV/AIDS?		As for #153
209	Women education?		As for #153

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(Continued) Predefined framework for analysis used for review of country reports

No.	Heading/Question	TOR ¹	Answers allowed and notes ²
210	Governance?		As for #153
211	Environment?		As for #153
Usefulness and validation of maps on FIV data			
212	Are there any maps on FIV in the report?		0 = no; 1 = yes
213	Do the maps show the geographical distribution of the FIV problem?		0 = no; 1 = yes
214	Do the maps show a relationship between the FIV problem and an indicator(s) of the FIV problem?		0 = no; 1 = yes
215	Are the results of the maps analysed and discussed in the text of the report?	11	0 = no; 1 = yes
Representativeness of FIV data			
216	Are whole-country estimates based on national representative surveys (Demographic Health Survey (DHS), Multiple Indicator Cluster Survey (MICS), etc.)?		0 = no; 1 = yes
217	Are whole-country estimates based on randomly selected districts? (or something like districts)		0 = no; 1 = yes
218	Are whole-country estimates based on ad hoc local surveys?	9	0 = no; 1 = yes
219	Are whole-country estimates based on routine sector data?	9	0 = no; 1 = yes
POLICIES, STRATEGIES AND INVECTIONS			
Policy			
220	Are there long-term general development policies formulated?		0 = no; 1 = yes
221	Is a long-term policy concerning FIV formulated?		0 = no; 1 = yes
222	Is the long-term FIV policy time bound?		0 = no; 1 = yes
223	Is a long-term policy regarding poverty eradication formulated?		0 = no; 1 = yes
Strategies to address food insecurity and vulnerability, and poverty			
224	Are strategies proposed?	18	0 = no; 1 = yes
Are strategies related to...?			
225	Socio-economic and political environment?		0 = no; 1 = yes, related to FIV; 2 = yes, related to poverty; 3 = yes, related to FIV and poverty; 4 = yes, related to other: specify
226	Food availability?		As for #225
227	Stability of food supplies and access?		As for #225
228	Access to food?		As for #225
229	Care practices?		As for #225
230	Health and sanitation?		As for #225
231	Food consumption?		As for #225
232	Food utilization?		As for #225
233	Social services		As for #225
234	Income/employment		As for #225
Interventions			
235	Are there interventions suggested with relevance to FIV and poverty?	19	0 = no; 1 = yes
Are interventions related to...?			
236	Socio-economic and political environment?		0 = no; 1 = yes, related to FIV; 2 = yes, related to poverty; 3 = yes, related to FIV and poverty
237	Food availability?		As for #236
238	Stability of food supplies and access?		As for #236

(Continued)

(Continued) Predefined framework for analysis used for review of country reports

No.	Heading/Question	TOR¹	Answers allowed and notes²
239	Access to food?		As for #236
240	Care practices?		As for #236
241	Health and sanitation?		As for #236
242	Food consumption?		As for #236
243	Food utilization?		As for #236
244	Social services		As for #236
245	Income/employment		As for #236
246	Are the interventions the responsibility of the government?		0 = no; 1 = some; 2 = most; 3 = all
247	Are the interventions the responsibility of national NGOs?		0 = no; 1 = some; 2 = most; 3 = all
248	Are the interventions the responsibility of international NGOs?		0 = no; 1 = some; 2 = most; 3 = all
249	Are the interventions the responsibility of bilateral aid agencies?		0 = no; 1 = some; 2 = most; 3 = all
250	Are the interventions the responsibility of the private sector?		0 = no; 1 = some; 2 = most; 3 = all
251	Are the interventions the responsibility of the UN?		0 = no; 1 = some; 2 = most; 3 = all
252	Are the interventions the responsibility of FAO?		0 = no; 1 = some; 2 = most; 3 = all
253	Are the interventions the responsibility of research institutions?		0 = no; 1 = some; 2 = most; 3 = all
254	Are the interventions the responsibility of universities?		0 = no; 1 = some; 2 = most; 3 = all
255	Are the interventions the responsibility of other organizations?		0 = no; 1 = some; 2 = most; 3 = all

APPENDIX VII . BACKGROUND TO THE INDICATORS OF FOOD INSECURITY AND VULNERABILITY

Both CCA reports and PRSPs were screened for their use of five indicator types for food insecurity, all measuring complementary aspects of the food insecurity and vulnerability problem.

The two first indicator types estimate dietary intake and try to relate this to energy needs. The first of this type comprises two indicators. One indicator is the per capita **dietary energy supply (DES)** and the **proportion of the population below a minimum level of dietary energy consumption**, which are based on the FAO methodology for estimating the prevalence of food deprivation at national level (Naiken, 2002). This refers to the prevalence of undernourishment, using a comparison of usual consumption expressed in terms of dietary energy (Kcal) with certain energy requirement norms. The part of the population with food consumption below this norm is considered undernourished.

The other indicator in the first category is based on **Household Income and Expenditure Surveys (HIES)**. These surveys, using food expenditure data to calculate household calorie availability, reflect the quantity of food acquired and thus immediately available to a household, rather than that consumed by its members (Smith, 2002).

The second type of indicators estimate the **level of food production** and is mainly focused on the key staple foods in a country or region and as such reflects food availability.

The third type assesses the perceptions of hunger/food insecurity and the behavioural response to these using more **qualitative measures of food insecurity** through focusing on coping strategies (Kennedy, 2002).

The fourth type of indicators measures the physical effects on growth and body form (anthropometry). These comprise three indicators of growth of infants and children under five years: height-for-age (reflecting linear growth and measures long-term growth faltering or

stunting); weight-for-height (reflecting body proportion and is particularly sensitive to acute growth disturbances, detecting the presence of **wasting**); and weight-for-age (representing a synthesis of both linear growth and body proportion, and is used to diagnose **underweight** children) (Shetty, 2002). Body mass index (BMI, weight:height ratio) is considered the most objective anthropometric indicator of nutritional status of the adult, and is used to diagnose chronic undernutrition. The causes of undernutrition are multi-dimensional, including both food- and non-food-related factors. In addition to food insecurity, many social, cultural, health and environmental factors influence the prevalence of undernutrition, and hence undernutrition is more than a problem of food insecurity.

The last type of indicators looked at are the mortality rates, including **infant mortality rate (IMR)**, number of children dying in first year per 1 000 live births), **under-five mortality rate (U5MR)**, number of children dying before end of 5th year per 1 000 live births) and **maternal mortality rate (MMR)**, number of women dying during pregnancy and delivery per 100 000 women of reproductive age). Mortality rates describe the general level of development and, as with undernutrition, reflect more than the food security situation.

There is no absolute measure or golden standard, but all the indicators mentioned assess different aspects of food insecurity and vulnerability. To estimate the extent of the food insecurity and vulnerability problem, the use of a combination of the above indicators would be advisable in order to capture the different components of food insecurity and vulnerability ■■■

APPENDIX VIII.

EXPLANATIONS REGARDING THE CAUSES OF FOOD INSECURITY AND VULNERABILITY IN CCA REPORTS AND PRSPs (PERCENTAGES)

<i>Explanations</i>	<i>CCA reports (n = 50)</i>	<i>PRSPs (n = 25)</i>	<i>of which PRSPs:</i>	
			<i>Completed (n = 11)</i>	<i>Interim (n = 14)</i>
Socio-economic and political environment	68	32	55	14
Population	14	16	18	14
Education	8	8	18	0
Macroeconomy	22	4	0	7
Policy environment	26	0	0	0
Natural resource endowment	24	8	18	0
Agricultural sector	26	16	18	14
Market conditions	10	0	0	0
Household characteristics	20	4	9	0
Livelihood systems	14	0	0	0
Social institutions	8	0	0	0
Cultural attitudes	16	0	0	0
Natural disasters	38	16	36	0
Political disasters	12	4	0	7
HIV/Aids	2	0	0	0
Food availability	56	12	9	14
Production	44	12	9	14
Imports	10	4	0	7
Exports	6	4	0	7
Utilization (food/non-food)	2	0	0	0
Stocks	10	0	0	0
Stability of food supplies and access	52	24	36	14
Storage	10	0	0	0
Incomes	36	12	27	7
Markets	10	4	0	7
Social entitlements	6	4	0	7
Access to food	40	8	9	7
Purchasing power (consumers)	18	4	0	7
Market integration	6	4	0	7
Access to markets	14	4	9	0
Food prices	16	0	0	0

(Continued)

(Continued) Explanations regarding the causes of food insecurity and vulnerability in CCA reports and PRSPs (percentages)

<i>Explanations</i>	<i>CCA reports</i> (n = 50)	<i>PRSPs</i> (n = 25)	<i>of which PRSPs:</i>	
			<i>Completed</i> (n = 11)	<i>Interim</i> (n = 14)
Care practices	34	16	27	0
Child care	4	8	18	0
Feeding practices	22	4	9	0
Nutritional education	10	0	0	0
Food preparation	0	0	0	0
Eating habits	18	0	0	0
Intra-household food distribution	10	12	18	0
Health and sanitation	28	12	27	0
Health care practice	6	0	0	0
Hygiene	10	4	9	0
Water quality	14	4	9	0
Sanitation	20	8	18	0
Food safety and quality	6	0	0	0
Food consumption	40	8	9	7
Energy intake	20	4	9	0
Nutrient intake	34	8	9	7
Food utilization	24	16	27	7
Bioavailability	2	0	0	0
Malaria	10	4	9	0
Diarrhoea	14	8	18	0
Anaemia	2	4	9	0
Intestinal parasites	8	0	0	0
Other infection diseases	18	12	18	7



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