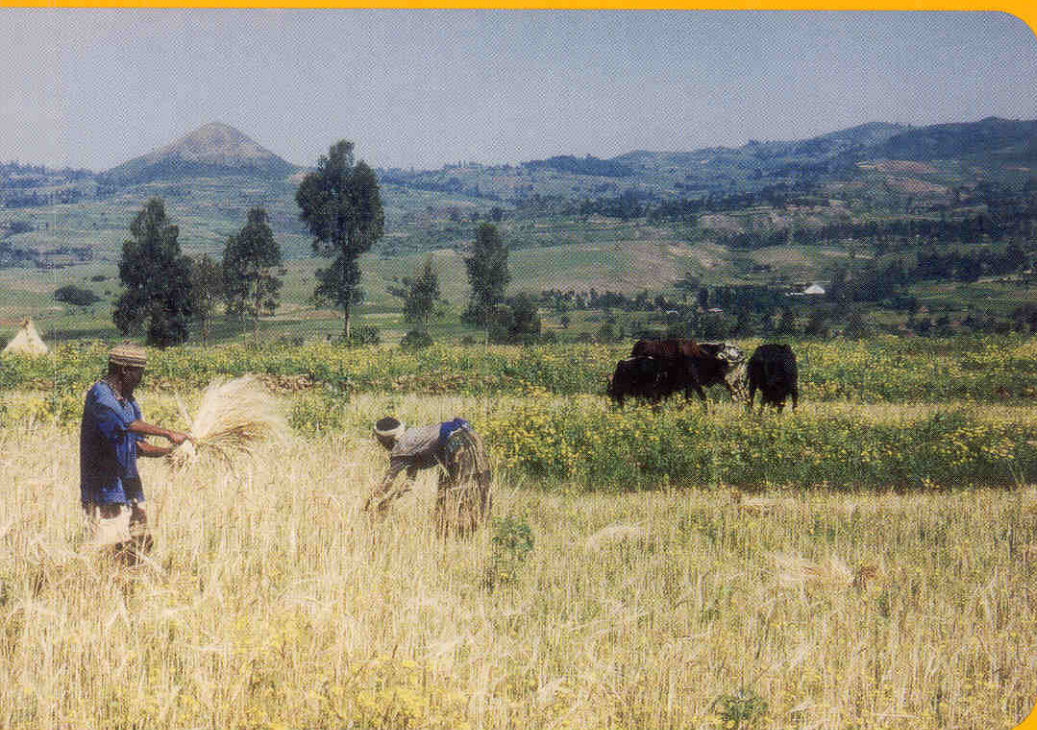


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# Integration of Food and Nutrition Security in Poverty Reduction Strategy Papers (PRSPs)

## A Case Study of Ethiopia, Mozambique, Rwanda and Uganda



**SLE** CENTRE FOR ADVANCED TRAINING IN RURAL DEVELOPMENT



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## **Executive Summary**

### **Why integrate FNS into PRSP?**

(1) Poverty Reduction Strategy Papers (PRSPs) have become the core element of the new anti-poverty framework of the international community. They are a key requirement for debt relief and a critical factor in bilateral and multilateral donor support. The PRSP process demands all policy areas focus on poverty alleviation, engaging civil society and facilitating participation of poverty affected persons and groups. Since food and nutrition insecurity is both a cause and an outcome of poverty, a sustainable poverty eradication policy has to be linked to the combat against hunger and chronic food insecurity. For the success of the PRSP efforts it is crucial that interactions between poverty and food and nutrition insecurity are considered. Thus, integrating the concept of Food and Nutrition Security (FNS) into PRSP appears to be a necessary twin-tracking of two complementary concepts.

### **The study's objective and the choice of countries**

(2) The overall goal to which the study attempts to contribute is **"PRSP processes integrate FNS at a conceptual level and target the food and nutrition insecure population"**.

The study has been commissioned by the Sector Project Global Food Security which is implemented by the Deutsche Gesellschaft für Technische Zusammenarbeit (GTZ) on behalf of the German Ministry for Economic Cooperation and Development (BMZ).

The concept of the study was based on the assumption that the consideration of countries with different FNS-situations, PRSP status and historical backgrounds could help to identify the different facets of integration. This led to the choice of the countries Ethiopia, Mozambique, Rwanda and Uganda.

### **Analysing the Integration: Assessment Framework**

(3) In order to analyse the integration of FNS in the PRSPs of Ethiopia, Mozambique, Rwanda and Uganda, an assessment framework has been created. The assessment framework refers on the one hand to the three complementary dimensions of FNS: food availability, food access and food use and utilisation. On the other hand, there is a reference to four PRSP-phases: elaboration and content of the poverty profile, the strategy design, the implementation and the M&E system. In addition, the degree of disaggregation of the poor and food insecure population into subgroups, the participatory process and the coherence of the FNS integration in PRSP are also part of the analysis.

### **The prevailing FNS situation in the four countries**

(4) The integration of FNS in the PRSP process in each country depends greatly on the current FNS situation and its perception, which make a closer examination of FNS in the countries appropriate:

Ethiopia and Mozambique face a very problematic FNS situation, which is reflected in the high percentage of the population who are food insecure (51% in Ethiopia and even higher, at 64%, in Mozambique). Nonetheless the cause is very different in the two countries: in Ethiopia many of the food insecure depend particularly on foreign food aid. Mozambique has the peculiarity of being food self-sufficient nationally, but has the highest rate of food insecurity of all four countries due to uneven distribution and access to food.

In contrast to Ethiopia and Mozambique, where FNS is a core element of all national and development efforts, Rwanda and Uganda both regard FNS as a non-priority issue.

In Uganda and Rwanda 40% of the population live in food insecure households, but Uganda is self-sufficient at national level whereby Rwanda is not food self-sufficient. In Rwanda the structural causes of food and nutrition insecurity have been exacerbated by the genocide. Uganda has first and foremost a lack of access to food and pockets of food and nutrition insecurity.

### **General findings and good practices**

(5) In the following paragraphs the findings and good practices are structured according to the four different PRSP phases, the participatory process and the coherence of the integration. For each of these aspects an analysis of the degree of disaggregation is undertaken.

### **FNS in the poverty profile**

(5a) Poverty is assessed in the four poverty profiles with regard to its multi-dimensional nature. Aspects of all three dimensions of FNS are considered. In Ethiopia and Mozambique poverty and FNS, which is emphasized, are profiled on the basis of a comprehensive data collection. In the Rwandan and Ugandan poverty profiles, food and nutrition insecurity play a subordinate role. In all four countries, the consideration of FNS aspects is not based on the intention to analyse all dimensions of FNS but results from the close interrelationship between the problems of poverty and food and nutrition insecurity.

None of the studied poverty profiles disaggregates the heterogeneous mass of the poor as sufficiently as is required to facilitate the design of adequate measures for different food and nutrition insecure groups.

### **FNS in the strategy design**

(5b) It is remarkable that in all four countries, FNS issues are closely linked to the poverty reduction strategies of rural development and agriculture. Plausible reasons for this common link are the importance of agriculture in these countries for food production (food availability), and for national and household economy through income generation and market supply (access to food). In contrast, the dimension of food use and utilisation tends to be generally under-emphasised in the PRSPs. When mentioned, it is mostly under the health sector strategy and often not linked to the other FNS dimensions.

Of all countries, FNS is emphasised most in the PRSP strategy designs of Ethiopia and Mozambique, and both cases demonstrate clear models of integration. In Ethiopia, the national Food Security Strategy is integrated into the PRSP strategy

design as one strategy component (pillar model), which is recognised as a multi-dimensional priority action field for poverty alleviation. In Mozambique's PRSP, FNS is a cross-cutting issue considered in different poverty reduction strategy components (mainstreaming model).

The method of integration in Rwanda and Uganda is rather indirect.

With regard to disaggregation, the consideration of the food and nutrition insecure subgroups, special targeting and the design of special programmes remain rather limited. Targeted poverty programmes or social funds can be found in Uganda, Rwanda and Mozambique and there are some cash transfer programs, mainly for widows, ill or disabled people. Safety nets that refer especially to food and nutrition insecurity are missing in the analysed PRSPs. The insufficient disaggregation and the scarce systematic integration of safety net approaches show that **sectoral approaches and actions still predominate** the PRSPs.

In addition, the case studies confirm the opinion that the poverty reduction strategies and policies still tend to concentrate on economic growth, mainly without addressing how this growth is to be redistributed to the poor.

## Implementation

(5c) Since the PRSP implementation has just begun and continual improvement is envisaged and possible in all countries, some difficulties in analysing the progress of PRSP implementation were identified. Additionally, Mozambique, Rwanda and Uganda have closely linked PRSP-implementation to extensive administrative changes under the decentralisation efforts and therefore require more time.

The analysis of the budget for the next three years in the four countries gives some hints about the future priorities in implementing the PRSPs. The budget analysis reveals a very low share of budget is allocated to agriculture and rural development. This contrasts with the significance given to these areas for poverty alleviation. Nevertheless, some aspects of the Ethiopian and the Ugandan expenditure plans show good practices. Ethiopia is the only case with a separate allocation for food security in the budget plan. Uganda has established an additional fund for direct poverty related sectoral measures.

Little emphasis is given in the PRSPs to addressing the need for multisectoral coordination, which is necessary for the implementation of the multidimensional poverty measures. However, Mozambique provides a good example for multi-sectoral coordination efforts concerning FNS, both at national and provincial level. Ethiopia has also established, at the end of 2001, Food Security Coordination Offices at national and regional level.

## FNS in M&E

(5d) The M&E systems in the studied cases, with the exception of Rwanda, are based substantially on instruments that already existed before the elaboration of the PRSPs. The goals and indicators formulated in the M&E systems are mainly sector oriented and the multi-sectoral character of FNS is to a large extent missing. An exception is Mozambique, which has a multisectoral M&E system including FNS. In Rwanda, Uganda

and Ethiopia, meaningful FNS indicators are missing. Further, the collaboration of the different sectors and concerned stakeholders in the M&E process is still insufficiently institutionalised, although in Rwanda the M&E system already implicates different levels.

### **FNS in the participatory process**

(5e) In all four countries, the historical background as well as the relationship between government, civil society and Non-Governmental Organisations (NGOs) have influenced the participatory PRSP process. Generally, participation has been stronger during the analysis and information-gathering stage of the policy cycle (poverty profile), and more difficult during policy formulation and implementation.

In almost all cases there is an urgent need to link the results of the participatory process with the process of policy decision making. In Ethiopia, where participation is still relatively new, the PRSP process has been a vehicle for a more open political dialogue which was of advantage for FNS issues. The Ethiopian case shows that an active participation of FNS stakeholders and poor people, in particular the food and nutrition insecure, is helpful and necessary to contribute to identifying FNS as a priority. In Uganda, a country with well-established mechanisms of consultation, the participation of NGOs clearly influences the poverty profile, some aspects of the budget and the implementation of the strategies. The NGO scene in Rwanda is not advocacy-oriented and has not clearly influenced the PRSP process in the sense of FNS. In Mozambique, the role of NGOs is not yet strong enough to substantially influence the PRSP process. Uganda and Rwanda however make a clear commitment to institutionalise participation instruments through the creation of permanent consultation mechanisms.

### **Coherence of Integration**

(5f) Analysing the PRSP's coherence in integrating FNS includes two perspectives: a continuous consideration of FNS issues in the four phases of PRSP (vertical coherence) and a horizontal coherence, providing links between policies and sectors. Both are crucial to meet the multidimensional character of FNS and its systematic integration. All case studies reveal gaps in the two perspectives of coherence.

There is a noticeable consideration shift from the poverty profiles to the following PRSP-phases (lack of vertical coherence): the poverty analyses refer more to the perceptions and problems of different poor population groups, while in the subsequent strategy designs and the implementation there is an emphasis on existing sectoral (administrative) structures and programmes.

Further, the already limited disaggregation of the poverty profiles is in most cases not pursued by stratification and special targeting in the strategy design and monitoring.

Concerning horizontal coherence, only one clear FNS link has been recognised in all studied PRSPs, namely the references made in the agricultural sections, concerning food availability and food access. In contrast, the consideration of interrelations between the different FNS-dimensions as well as the evaluation and assessment of previous and current approaches to reduce food and nutrition insecurity and poverty are weak.

### **What is recommended?**

(6) Additional to country specific recommendations, the following

comprehensive actions are recommended for a systematic, coherent and social oriented integration of FNS in PRSP processes:

- A deeper social assessment, including a better participation and disaggregation of the poor and food insecure, would be appropriate to improve the profiling of poverty and its interactions. Once poverty has been adequately profiled the insights must be gradually assimilated into subsequent planning steps.
- Where FNS is a significant problem, FNS must be systematically and coherently integrated in PRSP-strategy design as an essential element for poverty reduction. In such cases a combination of both the pillar model (in order to consider the specific problems of FNS) and the mainstreaming model (in order to fulfil the demands of the multidimensional character of FNS) is the most appropriate form of integration.
- The **implementation** of planned measures against poverty and food and nutrition insecurity requires better **coordination and institutional arrangement of the various implementation structures** and subjects.
- The PRSP process needs its own **M&E system** in which social and institutional targets are integrated. In addition, a better definition and integration of the role of the different stakeholders is recommended.
- Generally, the PRSPs, as frameworks for poverty alleviation, should shift away from sectoral approaches towards more multisectoral and poverty focussed approaches to poverty reduction and FNS. Sustainable poverty reduction impact depends greatly on the **disaggregation of the heterogeneous mass** of the poor. Thus, all PRSP phases require much more disaggregation to reach the different poverty and/ or food and nutrition insecure subgroups in their specificity. The fight against malnutrition, hunger and poverty in many countries also means the development of special programmes or safety net systems for vulnerable groups.