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Case studies on social protection and food and nutrition security

Ethiopia, The Gambia, Kenya, Mozambique and Zambia



**Centre of Excellence
against Hunger**

**Economic
Policy
Research
Institute**

Five case studies on social protection and food and nutrition security in Ethiopia, The Gambia, Kenya, Mozambique and Zambia

WORLD FOOD PROGRAMME
WFP Centre of Excellence against Hunger

Director and Representative
Daniel Balaban

Deputy Director
Peter Rodrigues

Head of Programme
Christiani Amaral Buani

Programme Policy Research
Bruno Valim Magalhães
Daniel Madsen Melo

Communications Officer
Isadora Ferreira

WFP Liaison Office to the African Union

Director
Angeline Rudakubana

Deputy Director
Wanja Kaaria Ndoho

ECONOMIC POLICY RESEARCH INSTITUTE

Director of Research
Michael Samsom

Lead Social Policy Advisor and Study Coordinator
Nard Huijbregts

TECHNICAL TEAM FOR THIS STUDY

EPRI Leading Authors
Nard Huijbregts
Kate Ravin
Katharina Bollig

WFP Co-authors
Bruno Valim Magalhães
Christiani Amaral Buani
Daniel Madsen Melo

Editing
Nard Huijbregts
Kate Ravin
Katharina Bollig
Bruno Valim Magalhães
Christiani Amaral Buani
Daniel Madsen Melo
Vinicius Limongi
Nadia Tavares Goodman
Isadora Ferreira

Graphic Design
Natan Giuliano

STEERING COMMITTEE

This study was supported by the invaluable assistance of a group of experts in the fields of social protection and food and nutrition security, which has guided and followed-up on the evolution of the work to ensure the technical and analytical quality, essential for this study. Our thanks go to the Gambian Ministry of Health and Social Welfare; the Kenyan Ministry of East African Community, Labour & Social Protection; Brazilian Ministry of Social Development; and the WFP Country Offices in Ethiopia, the Gambia, Kenya, Mozambique, and Zambia, and the WFP office to the African Union.

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List of Abbreviations and Acronyms

ANC	Ante-Natal Consultation
ASAL	Arid and Semi-Arid Lands
BReST	Building Resilience through Social Transfers for Nutrition Security in the Gambia
CBT	Community-Based Targeting
CCT	Conditional Cash Transfer
CWAC	Community Welfare Assistance Committees
DFID	Department for International Development
DRMFSS	Disaster Risk Management and Food Security Sector
EGTE	Ethiopian Grain Trade Enterprise
ENSSBII	National Basic Social Security Strategy 2016-2024
EU	European Union
FAO	Food and Agricultural Organisation
FISP	Farmer Input Support Programme
FRA	Food Reserve Agency
GDP	Gross Domestic Product
GTP2	Growth and Transformation Plan 2
HGSF	Home Grown School Feeding
HGSM	Home Grown School Meals
HSNP	Hunger Safety Net Programme Phase 2
IMF	International Monetary Fund
INAS	National Institute of Social Action

LT	Long-term
MCDMCH	Ministry of Community Development, Mother and Child Health
MCNHRP	Maternal and Child Nutrition and Health Results Project
MDG	Millenium Development Goal
MEACLSP	Ministry of East African Community, Labour & Social Protection
MGCAS	Ministry of Gender, Children and Social Welfare
MIS	Management Information System
MoA	Ministry of Agriculture
MoALF	Ministry of Agriculture, Livestock and Fisheries
MoE	Ministry of Education
MoGE	Minsitry of General Education
MoH	Ministry of Health
MoLSA	Ministry of Labour and Social Affairs
MoBSE	Ministry of Basic and Secondary Education
MoEST	Ministry of Education Science and Technology
MoHSW	Minsitry of Health and Social Welfare
MUDHo	Minsitry of Urban Development and Housing
NaNA	National Nutrition Agency
NDMA	National Disaster Management Agency
NGO	Non-Governmental Organisation
NNP	National Nutrition Policy
NGSNP	National Food Security and Nutrition Policy
NSNP	National Safety Net Programme
NSPP	National Social Protection Policy
NSPSC	National Social Protection Steering Committee
OVC	Orphans and Vulnerable Children
PAA	Purchase from Africa for Africans
PASP	Productive Social Action Programme
PMT	Proxy-Meanst Testing
PRONAE	National School Feeding Programme
PNSDI	Partnership for National Social Development Initiatives
PSNP	Productive Safety Nets Programme Phase 4
PSSB	Basic Social Subsidy Programme
RSNDP	Revised Sixth National Development Plan
SCT	Social Cash Transfer
SHNM	School Health, Nutrition and Meals
ST	Short-term
VSG	Village Support Group
WFP	World Food Programme



Photo: WFP/Arissalan Serra

1. Introduction

1.1. Background

The African continent has been advancing towards important development paths. Its citizens live longer than ever, and in improving conditions. However, several challenges threaten to impede or reverse progress made and divert Africa away from its trajectory towards prosperity. Widespread and inter-generational poverty remains an important barrier for a large share of the African population. Recent World Bank figures estimate that the share of Africans living on less than USD 1.90 a day dropped from 56 per cent to 43 per cent in 2012. However, because of population growth, the absolute number of poor Africans increased from 284 million to 388 million.¹ Key challenges include, among other, demographic change, unemployment, inequality, food insecurity and, importantly, malnutrition.^{2,3}

Problems with (mal)nutrition present potentially one of the most serious challenges for the continent. Malnutrition is a leading cause of deaths for children under the age of five, accounting for an estimated 45 per cent of child mortality. In addition, malnutrition contributes to the high prevalence of stunting and underweight among children below five years, which have been estimated at 35 per cent and 17.5 per cent in 2012, respectively. With 20 out of the 34 countries with the highest prevalence of malnutrition being African, and malnutrition having long-term effects on an economies' performance, the socio-economic impacts of malnutrition on the continent are substantial.⁴

Fortunately, a wide range of tested policies and programmes exist and can address the underlying causes of food insecurity and malnutrition. Among the spectrum of options available, social protection programmes are increasingly used to achieve food security and tackle malnutrition. On the continent and abroad, countries have used cash transfers, home-grown school feeding programmes and input subsidies, amongst other programmes, to improve the access, availability, stability and utilisation of food, in order to advance the right to food and nutrition security of its people. From a holistic and systems approach, social protection can promote food and nutrition security directly, but also indirectly, through demand (e.g. increased income and risk reduction) and supply (e.g. increased productivity, agricultural production and nutritional value of produce) interventions. African governments can learn from continental best practices, by looking at their neighbours, or by looking at other countries to learn how they have achieved successes stories, such as the Brazilian experience, which reaches 40 million students per year through its nationally-owned home-grown school feeding programme; and which implements one of the largest cash transfer programmes in the world.

1.2. Objectives

Responding to the increasing demand by countries in Africa to learn and benefit from the Brazilian experience and expertise in social protection to promote food and nutrition security, the World Food Programme Centre of Excellence against Hunger in Brazil, the Department for International Development of the United Kingdom (DFID) and the Brazilian Ministry of Social Development (MDS) established the *Partnership for National Social Development Initiatives* (PNSDI). A first step of the PNSDI in promoting this South-South exchange on social protection and food and nutrition security is to increase the knowledge base on social protection policies and programmes in selected African countries and understand these policies' and programmes' linkages to food and nutrition security.

With the objective to contribute to this knowledge base, the WFP Centre of Excellence against Hunger has selected the Economic Policy Research Institute (EPRI), a global institution based in Cape Town, to conduct a study focusing on Ethiopia, the Gambia, Mozambique, Kenya and Zambia as case countries to assess and evaluate the current and potential linkages between social protection policies and programmes and food and nutrition security. Based on this analysis, the study aims to identify pathways on how the PNSDI can promote South-South exchange, enable the role of Brazil in this regard, and support these five African countries with improving the design and implementation of social protection programmes for food and nutrition security, culminating in a series of suggestions about the ways forward.⁵

1 Beegle et al., 2016

2 RBA-UNDP, 2016

3 RBA-UNDP, 2013, p. 3/

4 <http://www.afro.who.int/en/nutrition/overview.html> WHO-ROA, 2016

5 WFP Terms of Reference

1.3. Outline of the Document

This case study report is subdivided into seven sections. Following this introduction, section two paints a general background of existing conceptual and theoretical trends in social protection for food and nutrition security in Africa to guide the case study country analysis, followed by a third section on the chosen methodology. After the methodology section, the report continues with three analytical sections on the approach, policies and instruments based on the five case study countries. The fourth section of the report explores and assesses the characteristics, opportunities and challenges of the different social protection approaches to food and nutrition security. Then, the fifth section explains the different social protection and food and nutrition security policy and legal frameworks and assesses to what extent these frameworks are integrated and complementary to each other. The sixth section takes a more detailed look at the features and successes of the different social protection instruments to promote food and nutrition security. Clear examples within the specific country cases are used to illustrate the three analytical sections, while the five complete country case studies can be found in **Annex D to Annex H**. Based on the analytical discussion, section seven of the report presents the conclusions of the study. Finally, section eight provides recommendations and ways forward on how to scale up and advance social protection for food and nutrition security, based on the five case study countries. These recommendations will identify pathways for the partnership (PNSDI) to roll out capacity development and technical support programmes.

1.4. Determinant Factors of Food and Nutrition Security

Promoting food and nutrition security is an important objective to address poverty and vulnerability in Africa. Food and nutrition security is a multi-faceted and complex concept, wherein this study defines nutrition security as positive nutritional impact on people. Based on the literature, in specific the work of Pieters, Guariso and Vandeplas (2013), the concept of food and nutrition security is assessed based on four determining factors:

- **availability** of food, determined by domestic production, import capacity, food stocks, and food aid;
- physical and socioeconomic **access** to food at all times, determined by purchasing power, income of the population, transport, and market infrastructure;
- food **utilisation**, determined by food safety, hygiene, diet quality, household nutritional awareness and manufacturing practices applied in agriculture, food processing, transportation, retail and households; and,
- **stability** of food supply and access, determined by weather variability, price fluctuations, political factors and economic factors, as well as by the resilience and vulnerability of households to respond to shocks.

The conceptual framework developed by Pieters, Guariso and Vandeplas (2013) in *Figure 1* visualises the relations between the various determinants. The first three determinants (availability, access and utilisation) together define the *status* of food and nutrition security related to the long-term food price trend, while the fourth determinant defines the *stability* of this food and nutrition security status, related to short-term food price shocks. What is relevant for this study, is that the determinants of food and nutrition security are not only diverse and multi-faceted, but progress in one determinant can be halted by underperformance in another. A child can improve its dietary intake because of more food of quality in the household, but if it does not have access to safe water, any additional micronutrients might not be absorbed due to vulnerability to bacterial illnesses. Promoting food and nutrition security thus demands a comprehensive approach, wherein various interrelated policy areas are covered and influenced. As the conceptual framework in *Figure 1* visualises, the above determinants can directly and indirectly be influenced by a wide variety of public and social policies areas, including, among other, policies on credit markets, trade, exchange rate, food stock, population growth, climate change, economic growth, agriculture, health and nutrition, education, land and poverty right reforms, development aid, and, lastly, social protection.⁶

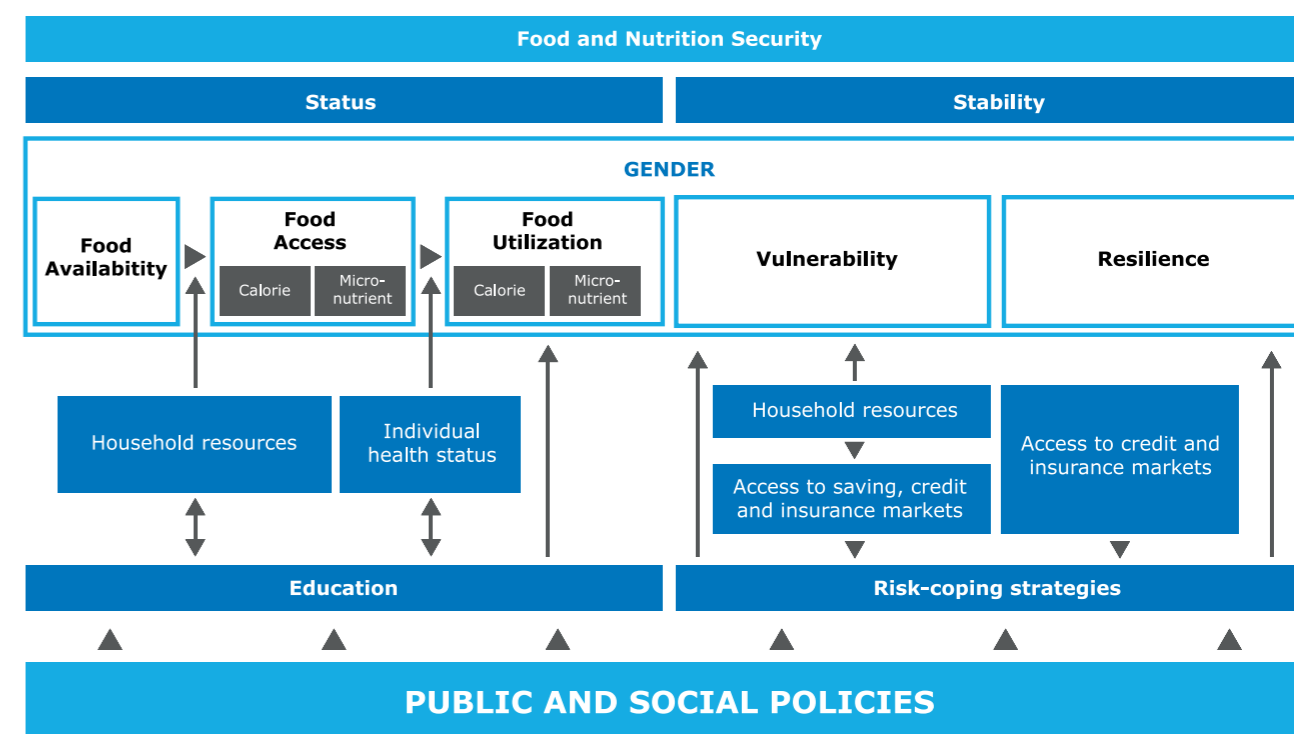


Figure 1: Conceptual Framework on determinants of food and nutrition security

1.5. Social Protection and Food and Nutrition Security

Across the world, social protection is identified as a vital element in strengthening resilience of children, families and communities, leading to greater equity and national, human and economic development. Social protection can strengthen developmental outcomes that directly and indirectly contribute to food and nutrition security. The resulting opportunities in turn can support important social protection outcomes by further reducing social and economic risks and vulnerabilities, breaking poverty traps and better empowering people to strengthen their livelihoods activities. Social protection can (a) strengthen household assets (protection), (b) enable households to better manage risks (prevention), (c) provide direct interventions supporting human capital development and food production (promotion), and (d) bolster local economies with multiplier effects (transformation).

A wide variety of social protection instruments can strengthen food and nutrition security. *Figure 2* categorises these instruments into five different **types of instruments**. The model, developed by De Janvry and adapted by the High Level Panel on Food Security and Nutrition (2012), makes a division between five instrument types: (1) social assistance, (2) income generation, (3) twin-track approach, (4) risk management and (5) risk reduction instruments.

⁶ Pieters, Guariso, Vandeplas, 2013

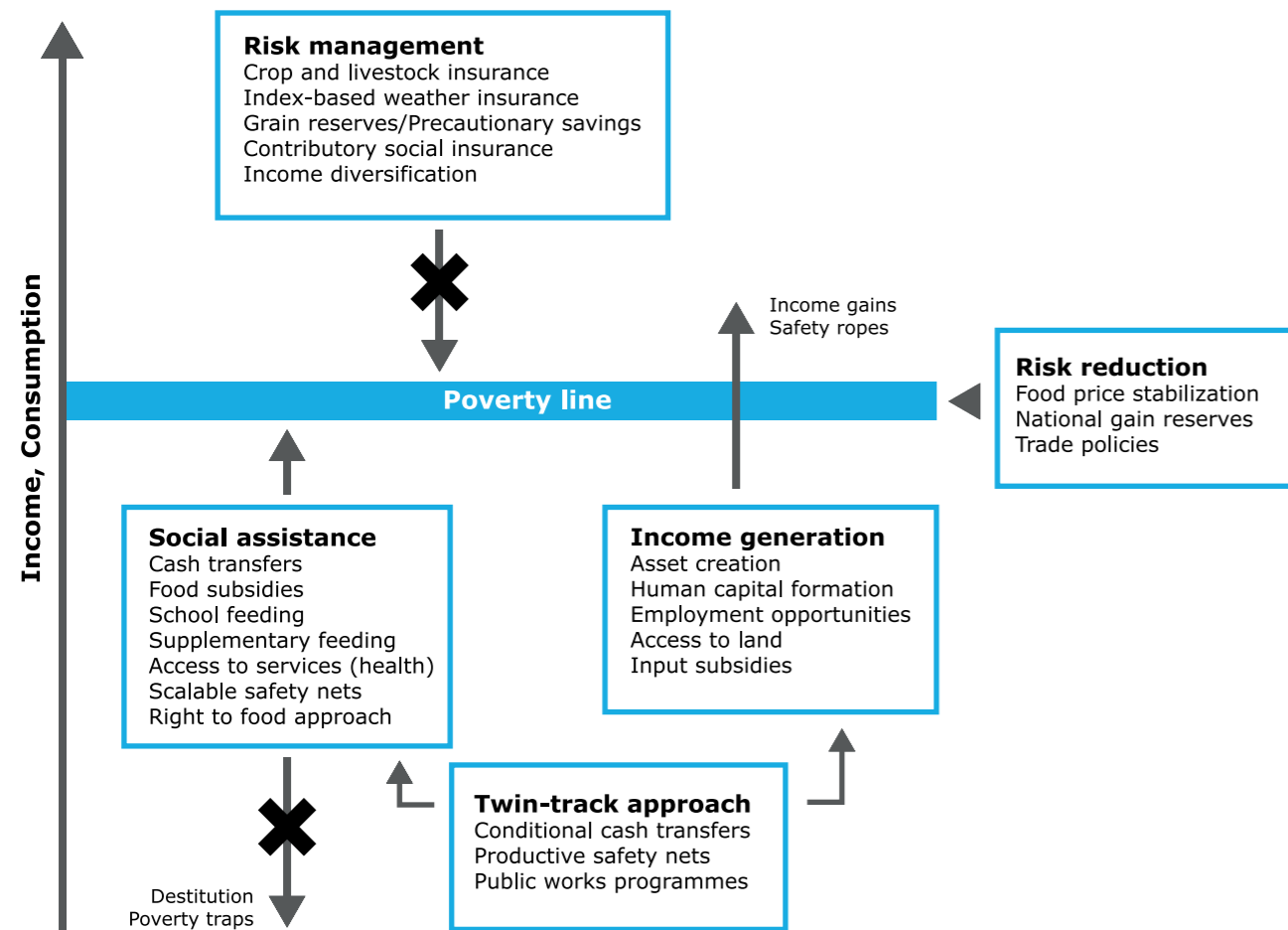


Figure 2. Social protection and food and nutrition security

Social assistance instruments, such as unconditional cash transfers, food subsidies and provision of school meals combined with nutrition education, can enhance access to or demand for nutritious food. **Income generation** instruments, such as input subsidies, combined with skills training on nutritional value of food allow farmer households to improve the supply and thus the availability of nutritious food. For instance, it can encourage farmer households to opt for more high-risk investments in agricultural technologies that yield higher agricultural outputs. As promoting either the demand or supply of food through social protection can have distortive effects on the food and labour market, the model underlines the importance of a **twin-track** approach, wherein

a combination of social protection instruments can enhance both demand and supply, and thus access and availability. Examples of twin-track programmes include home-grown school feeding⁷, public works programmes⁸, and conditional cash transfers⁹. **Risk management** instruments at the household level, such as crop, livestock or index-based weather insurance or household grain reserves and savings, can minimise the risks of households to become food insecure as a result of, among other, droughts or natural or man-made disasters. Finally, **risk reduction** instruments at national level, such as food price stabilisation, national grain reserves and trade policies, can reduce the risks for food or nutrition insecurity at the national level.¹⁰

7 Whereas "conventional" school feeding programmes often rely on the central procurement from national markets, or imported food, home grown school feeding relies on local procurement. The latter approach can be defined as twin-track, as it improves nutritious school feeding for pupils and concurrently strengthens local markets and thus food production.

8 Public works programmes often aim at constructing or rehabilitating community assets and infrastructure that promotes food and nutrition security (e.g. roads, protection of water sources and agricultural land), while its labour force is paid in either food assistance or cash transfers. As such, public works programmes aim to contribute to supply and demand of nutritious food.

9 Conditional cash transfers attach conditions to a cash transfer, which the recipient has to meet in order to receive the cash transfer. Examples of conditions include school enrolment of child beneficiaries or regular pre-natal doctor visits for beneficiaries who are pregnant.

10 High Level Panel of Experts on Food Security and Nutrition, 2012

These social protection instruments can also be classified into the sources of food and nutrition security each instrument aims to address. Literature has identified four sources of food, namely **production, labour, trade** and **transfers**. In case the sum of food derived from these four sources cannot meet the minimum food consumption and nutrition requirements at the individual, household or national level, there is food and nutrition insecurity¹¹. Food **production** can be promoted by input subsidies, while crop insurance can compensate for harvest failure. Public works programmes can temporarily compensate for unemployment (**labour**), while promoting agricultural production in the longer term. At national level, **trade** or market access to food can be promoted by demand-side interventions, such as food subsidies, and supply-side interventions, such as grain reserves. At household level, **transfers** in cash and food can enhance direct access to food and promote human capital development, with longer-term effects on food and nutrition security¹². In this study, these four sources of food and nutrition security are labelled as social protection approaches to food and nutrition security.

Table 1 combines the conceptualisation above into (1) social protection approach (2) instrument type, (3) specific instrument, which is informed from the box containing various elements of social and public policies in Figure 1, (4) food and nutrition security objectives, and (5) determinants of food and nutrition security the instruments usually serve. Table 1 can help to categorise social protection for food and nutrition security into different approaches and instruments, which can ease the country case study analysis. At the same time, the most effective social protection instruments to food and nutrition security cut across boundaries. For instance, unconditional cash transfers are categorised as a social assistance instrument under the transfers approach, directly increasing household assets to buy nutritious food (access). However, if combined with complementary programmes, such as agricultural or financial skills training or nutrition education, in the longer run, unconditional cash transfers can promote income-generating activities and investments of farmer households, help households to better cope with risks, and promote human capital development. As such, well designed unconditional cash transfers that are accompanied by **complementary programmes** can directly increase access to food, while also promoting stability, availability and utilisation of food. Thus, the country case study analysis will use Table 1 to shed light on the approaches and instruments of Ethiopia, Gambia, Kenya, Mozambique, and Zambia, but in its analysis will acknowledge the more complex interrelations between these approaches and instruments, and their outcomes.

11 Devereux, 2008; Sen, 1981

12 Ibid.

Approach	Instrument type	Specific instrument	Food and nutrition security objectives	Determinants
Production	Income generation	Input subsidies	Promote food production	Availability
	Risk management	Crop and livestock insurance	Protect against harvest failure or livestock mortality	Availability and stability
Labour	Twin-track: supply and demand	Public works programme	Provide temporary employment, create community assets and promote agricultural production	Access and availability
Trade	Risk reduction	Food price stabilisation	Maintain market access to food	Access and stability
	Social assistance	Food subsidies	Keep food affordable for the poor	Access and stability
	Risk management and reduction	Grain reserves	Ensure adequate market food supplies	Stability
Transfers	Social assistance	School feeding	Reduce malnutrition, promote access to education	Access, utilisation and availability
		Supplementary feeding, including take home rations	Enhance food consumption and dietary intake	Access and utilisation
		Unconditional cash transfers	Reduce food insecurity, malnutrition and poverty and promote a wide variety of social protection objectives according to household needs	Access, utilisation, availability and stability
	Twin-track	Conditional cash transfers	Reduce food insecurity, malnutrition and poverty, promote access to education or healthcare	Access, availability and stability
		Home grown school feeding	Reduce malnutrition, promote access to education, while increasing local food production and labour	Access, availability and stability

Specifically, **school feeding programmes** have been consistently proving to advance education, health and nutrition outcomes of school going children. Moreover, if well designed with the addition of **home-grown** food supply component, these programmes have the potential to benefit entire communities through stimulating local markets, facilitating agricultural transformation and enabling households to invest in productive assets. The long-standing presence of school feeding programmes in Africa and recent policy efforts to expand programmes underscore the wide recognition that school feeding programmes enjoy as effective tools to achieve cross-sectoral objectives.

The recent Study on *Sustainable School Feeding across the African Union* defines **School feeding** as the availability and the provision of adequate food – in terms of quantity, quality, safety, as well as socio-cultural acceptability – for schoolchildren. Additionally, it conceptualises a **national school feeding programme** as a programme that is managed by the government, either alone or with support from WFP or other development partners, and provides food on a regular basis to schoolchildren¹³. Complementarily, with their objective of promoting local economic development and agricultural transformation, **Home-Grown School Feeding (HGSF)** programmes are increasingly gaining traction. HGSF can be defined as a school feeding programme that provides food produced and purchased from within a country, especially from smallholder farmers. The main objective of HGSF programmes is to link school feeding with local agricultural production, building upon the assumption that households, local farmers and small businesses may benefit from the structured market that a school feeding programme presents to sell their goods¹⁴.

Hence, in social protection terms, school feeding can have multiple objectives and therewith the potential to achieve multiple outcomes and impacts on different beneficiaries, including school children, caterers and cooks, local producers and farmers, among others, through various pathways. Thus, school feeding programmes go beyond merely providing assistance to poor and food insecure children. Instead, by improving education-, nutrition-, and health outcomes of children, school feeding acts as a preventive mechanism – preventing hunger, malnutrition destitution and mortality in the long run. Going one further, school feeding even acts as a promotive and transformative measure, by positively impacting education indicators of schoolchildren, oftentimes particularly focused on girls, by supporting livelihoods development of farmers and producers, and by employing caterers or cooks. Therefore, this study acknowledges the preventive, promotive and even transformative impacts that school feeding can have. However, for methodological purposes, this analysis isolates school feeding's and HSGF's social protection policy impacts on specific social assistance interventions, so the study can estimate the outcomes and their subsequent impacts on the specific social protection elements for analysis presented in this session.

预览已结束，完整报告链接和二维码如下：

https://www.yunbaogao.cn/report/index/report?reportId=5_6468



¹³ (World Food Programme, No date)
¹⁴ (World Food Programme, No date)