

# GREEN EUROPE

NEWSLETTER ON THE COMMON AGRICULTURAL POLICY



**Community  
Food  
Aid**



**COMMUNITY  
FOOD AID**

A separate chapter of the Commission's Report on "The agricultural situation in the Community" (1) in 1981 is devoted to the Community food aid. In view of their economic importance we are reprinting the complete text in question in this issue of "Green Europe".

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## **Origins of Community food aid**

1. Community food aid can be said to have begun on 1 July 1968 with the coming into effect of the Food Aid (Cereals) Convention, which was one of the outcomes of the Kennedy Round of 1964 to 1967. Under this Convention the Community committed itself to an annual contribution of 1 035 000 tonnes. This figure rose to 1 161 000 tonnes in 1972/73 and was increased to 1 287 000 tonnes in 1973/74 following the enlargement of the Community by the inclusion of Denmark, Ireland and the United Kingdom on 1 January 1973. In the earlier years aid was given for the most part to relatively few countries mainly in the Middle East and Africa and small quantities were supplied to one or two international organizations.

2. In 1970 the Community began providing food aid also in the form of milk products by making available for this purpose 127 000 tonnes of skimmed-milk powder and 37 000 tonnes of butteroil. These quantities were channeled almost entirely through the World Food Programme. Regular allocation of aid on an annual basis did not however begin until 1974 with the provision of 55 000 tonnes of skimmed-milk powder and 45 000 tonnes of butteroil.

In 1973 the range of the Community's food aid was extended to include sugar. Following the conclusion of a convention between the Community and the UN Relief and Works Agency for Palestine Refugees (UNRWA) some 8 000 tonnes have been supplied annually to this organization.

There have also been occasional deliveries of other products, e.g. in 1972 dried eggs were supplied and in 1980 colza oil. As time went on the recipients of Community food aid became more numerous and by 1980 allocations to bene-

ficiaries in the annual programme had risen to 50 in the case of cereals, 37 in the case of skimmed-milk powder and 41 in the case of butteroil.

## **Food aid needs**

3. The demand for food aid has consistently exceeded supply. This has been particularly so since 1972/73 when the world food situation changed from being one of relative abundance to one of relative scarcity. Food prices and freight rates soared, and the volume of food aid provided by donor countries was reduced. These developments occurred at a time when large energy price increases were creating acute financing problems for non-oil-producing developing countries.

Because of the gravity of the situation a World Food Conference was convened in November 1974. The Conference adopted a universal declaration on the eradication of hunger and malnutrition and 22 resolutions, of which Resolution XVIII was, *inter alia*, to make all efforts to ensure at least 10 million tonnes of grain as food aid annually. Unfortunately this target has not so far been entirely achieved. Shipments of food aid in the form of cereals exceeded 9 million tonnes in 1976/77, 1977/78 and 1978/79, but dropped to some 8.9 million tonnes in 1979/80.

4. Increases in production in developing countries have failed to keep pace with increases in food requirements. Because of this there is a steady upward trend in their food aid needs; and the FAO has estimated that in the case of cereals these will rise to 17-18.5 million tonnes by 1985. As regards non-cereals aid, the Committee on Food Aid Policies and Programmes at its eighth session in October 1979 considered that 300 000 tonnes of dairy products and 350 000 tonnes of vegetable oils were 'useful indicators' of probable food aid requirements by 1985.

The Community's contribution towards meeting the food aid needs of developing countries is significant. Under its 1980 programme the Community, as such, allocated 750 500 tonnes of cereals — i.e. some 8% of the 8.9 million supplied in 1979/80. In the case of milk products, of the 434 000 tonnes of s.m.p. and 85 000 tonnes of butteroil shipped in 1979 and 1980 some 75% and 100%

respectively were supplied by the Community. In addition, there are substantial aid programmes by the Member States themselves.

## **The objectives of Community food aid**

5. In March 1977 the Council adopted a resolution setting out, *inter alia*, the objectives for Community food aid — the principal ones being:

- to relieve distress in urgent cases;
- to contribute to economic development;
- to raise the level of nutrition.

These objectives correspond closely to those adopted by the Committee on Food Aid Policies and Programmes at its seventh session in May 1979, when it was agreed that 'in allocating and utilizing food aid, donor and recipient countries should give priority to:

- Meeting emergency requirements...
- Activities designed to increase agricultural, and especially food production...
- Nutrition intervention programmes...?'

## **Use of Community food aid**

6. Recipient countries generally use food aid supplied by the Community either for free distribution to persons in need (including nursing mothers and children) or for sale on the local market. In the latter case the funds realized as a result of the sale are intended to help finance development programmes.

In addition, in emergencies food aid is supplied for the immediate relief of victims. In the case of milk products, food aid is used by some recipients to help develop their own indigenous dairy industries. A notable feature of the Community's food aid is that, unlike the practice of some other countries, the Community provides all its aid as an outright grant (i.e. gift). In addition in many cases transport costs are also borne by the Community.

## **Criteria for the allocation of food aid**

7. Requests for food aid in the form of cereals greatly exceed the quantity available for allocation. For 1980, while requests totalled about 2.5 million tonnes, provision in the Community's annual programme was 750 500 tonnes. In deciding on the individual allocations to be made it was necessary therefore strictly to observe certain criteria.

To share the available amount as fairly as possible the three main criteria adopted by the Council were applied. These were: need, per capita gross national product (GNP) and the external financial situation of the country.

8. Need was assessed on the basis of the cereal import requirements for the 1979/80 crop year as derived from FAO estimates.

GNP per capita, based on World Bank figures, was used as a poverty indicator; and countries requesting aid were categorized as follows:

- poorest countries (GNP: less than USD 325),
- intermediate countries (GNP: USD 325-625),
- others (special cases) (GNP: more than USD 625).

The external financial situation was assessed on the basis of the country's balance of current payments in 1978 (as established by the International Monetary Fund in November 1979). Where data were available a calculation was made of the relationship between the balance of current payments and the volume of goods and services exported.

Requests for skimmed-milk powder and butteroil did not exceed the quantities available to the same extent as for cereals. However, in determining allocations the same criteria as those used in making cereal allocations were applied. At the same time account was taken of a country's absorption capacity and facilities for distribution.

## **Food Aid Convention**

9. The Food Aid Convention (to which reference was made in 1.) together with the Wheat Trade Convention form the International Wheat Agreement. A

United Nations Conference was convened in February 1978 to negotiate an International Agreement to replace the International Wheat Agreement 1971 as extended. Its deliberations were adjourned *sine die* on 14 February 1979.

10. While difficulties were encountered at the UN Conference regarding some of the terms of a new Wheat Trade Convention, there was a wide measure of agreement on those of a new Food Aid Convention. Accordingly the Food Aid Committee, established under the 1971 Food Aid Convention, held a special session in March 1980 at which it succeeded in its task of elaborating the text of a new 1980 Food Aid Convention. This text was then formally established by a Conference open to all members of the Food Aid Committee which took place on 6 March 1980. On 30 June 1980 the Community lodged a declaration of provisional application of the 1980 Food Aid Convention, which came into effect on 1 July 1980. Article III(3) of this Convention provides for minimum annual contributions by members totalling 7.592 million tonnes as compared with 4.2 million tonnes under the 1971 Convention — the contribution of the Community and its Member States being 1.65 million tonnes in place of the previous 1.287 million tonnes. Of the 1.65 million tonnes the Commission will be responsible for delivering 927 663 tonnes and the Member States for delivering 732 337 tonnes.

## **Annual food aid programmes of the Community**

11. Annual programmes providing for allocations of food aid in the form of cereals, skimmed-milk powder and butteroil to various countries and international organizations are prepared by the Directorate-General for Development (DG VIII) in consultation with the Directorate-General for Agriculture (DG VI) and the Directorate-General for External Relations (DG I). Following approval by the Commission, proposals are submitted to the Council.

Prompt execution of food aid has unfortunately been handicapped by the length of the decision-making procedures. For example, it was not until 28 May 1980 that the 1980 programme was finally approved.

A proposal submitted by the Commission in January 1979 — designed amongst other things to remedy these difficulties — has not yet been formally adopted.

## Bilateral and indirect actions

12. In recent years an increasing amount of the Community's food aid has been supplied through various international and charitable organizations. The respective amounts to be supplied bilaterally and indirectly through such organizations under the 1980 programme were as follows:

	<i>(tonnes)</i>	
	<i>Bilateral aid</i>	<i>Indirect aid</i>
Cereals	499 100	175 000
Skimmed-milk powder	72 385	71 050
Butteroil	28 826	13 400

These quantities do not include reserves.

13. Since 1970 the Community has channelled appreciable quantities of food aid through the World Food Programme. Under the 1980 programme the WFP was provided with 65 000 tonnes of cereals (20 000 tonnes of which were a contribution to the International Emergency Food Reserve) and a further 35 000 tonnes were supplied to Kampuchea. The World Food Programme was also allocated 30 000 tonnes of skimmed-milk powder and 5 000 tonnes of butteroil.

From the outset food aid has been channelled through the International Committee of the Red Cross, and, more recently, through other international organizations such as the League of Red Cross Societies, UNICEF, UNCHR, etc. For the first time in 1976 food aid (in the form of skimmed-milk powder) was made available to non-governmental organizations (such as Diakonisches Werk, CARITAS Belgica, OXFAM, etc.); and in later years butteroil was also made available. The Community's 1980 programme provided for allocations to non-governmental organizations of 25 000 tonnes of skimmed-milk powder and 1 000 tonnes of butteroil (subsequently increased to 2 250 tonnes).

14. For a number of years the Community has supplied food aid to UNRWA (United Nations Relief and Works Agency for Palestine Refugees). On 18 December 1972 the Community signed a convention with this organization under which the Community undertook to supply contributions in cash and/or in kind in order to enable it to continue and to expand its food aid action programme for refugees in countries in the Middle East. Since 1973 the Community has annually provided UNRWA with food aid in the form of cereals, sugar, butteroil and skimmed-milk powder. Allocations under the Community's 1980 programme were

as follows: cereals - 40 000 tonnes; sugar - 6 086 tonnes; butteroil - 3 900 tonnes; skimmed-milk powder - 1 550 tonnes. The Community has also provided UNRWA with finance to buy other foodstuffs.

## **Mobilization of Community food aid**

15. Normally the agricultural produce provided as food aid is mobilized within the Community either out of Community stocks or by purchase on the Community market.

In the case of both cereals and milk products, following Management Committee and Commission approval of a mobilization regulation, tendering procedure is conducted by an intervention agency of one of the Member States, which acts as agent of the Commission. Thereafter a contract is concluded between the intervention agency and the successful tenderer.

In certain circumstances food is purchased on the world market, e.g. in 1980 in the case of rice for Kampuchea (supplied through the WFP), which was bought in Thailand and Burma, and in the case of cereals for Nicaragua, which were bought in countries in the Central American region.

## **Financing of Community food aid**

16. When the Community price of the product supplied as food aid exceeds the world price, in charging the cost to the budget, it is necessary to take account of the appropriate export refund. The world market price is charged to Chapter 92 'Food aid' and the theoretical refund element to Chapter 6 'EAGGF Guarantee Section (Refunds)'.

In the 1981 budget appropriations under Chapter 92 amounted to 366 431 000 EUA and under Chapter 6 to 167 000 000 EUA.

## **Commercial safeguards**

17. The Community subscribes to the FAO's principles of surplus disposal; and the Community and its Member States are members of the Consultative Subcommittee on Surplus Disposal (CSD). The Community therefore observes

the CSD procedures relating to notification, consultation and the fixing of 'usual marketing requirements'.

The CSD monitors the food aid actions of donor countries. The Community is represented at its monthly meetings which take place in Washington by a member of the staff of its Delegation there.

## **Possible objectives for the future**

18. For food aid purposes it is cereals which are most in demand. Mention has been made of the fact that the annual target of 10 million tonnes, set in 1974, has so far been nearly achieved but never actually met. Since 1974 requirements have however increased, and by 1985 the food aid needs of developing countries in the form of cereals may well be between 17 and 18.5 million tonnes a year. In these circumstances an increase in the cereals food aid provided by the Community might be considered to be justified.

Under the 1980 Food Aid Convention, out of a total commitment amounting to 7.592 million tonnes, the Community is contributing 1.65 million tonnes. On a pro rata basis, in order to attain an overall commitment of 10 million tonnes, the contribution of the Community and its Member States would need to be increased by some 523 000 tonnes.

With regard to milk products it has been pointed out that the Community is at present supplying the major part of all food aid in the form of skimmed-milk powder and butteroil. At its present level the Community is in fact providing almost two-thirds of the indicative figure for 1985.

In view of the difficulties often encountered in ensuring the correct use of food aid in dairy products the Community believes that it has reached the upper limit of the capacity of recipients to benefit from this kind of aid. There is unlikely to be any increase in present levels for the foreseeable future.

19. The range of food aid products supplied by the Community is virtually limited to cereals, skimmed-milk powder and butteroil. Proposals for extending it to include for example vegetable oil and sugar have been presented by the Commission to the Council in the framework of the 1982 budgetary proposals.

Both these commodities are well known and widely consumed in developing countries. Moreover, they are available in sufficient quantities on the Community market to make their inclusion in the Community's annual food aid programme a practical possibility. From a nutritional point of view both these commodities are valuable in adding calories to the diet of the consumer. This is of particular importance since calorie deficiency is the greatest immediate nutritional danger for the developing world.

20. Food aid is only a means to an end. The elimination of hunger requires many separate but integrated actions — in particular the decrease in the dependence of developing countries on external food supplies. This in turn supposes a major increase in the production of these countries' own agricultural sector.

The role of food aid is to provide both immediate and temporary assistance by helping to overcome current shortages and also to provide additional economic resources which the recipient country can utilize for improving its own development efforts.

The Commission's discussions, particularly in the context of the Parliamentary debate on hunger in the world, have led it to propose that food aid should be more closely linked with the efforts made by beneficiaries to overcome their food deficits. It will become a major instrument in the Commission's policy of assisting developing countries to step up and implement food strategies.

To achieve this it will need to be more flexible and adaptable, both in the quantity and the kind of products given as well as in the management of the aid.

The first decade of EEC food aid has demonstrated the positive effects which can be gained. The second decade will make use of these foundations to make food aid a yet more effective development policy.

**Situation regarding the execution of  
Community annual food aid programmes  
at 31 December 1980**

(tonnes)

Commodity	Programme	Allocation	Shipped	In course of shipment	Balance
Cereals	1968/69	310 000	301 000	—	—
	1969/70	335 500	335 000	—	—
	1970/71	353 140	353 140	—	—
	1971/72	414 000	414 000	—	—
	1972/73	464 400	464 400	—	—
	1973/74	580 000	580 000	—	—
	1974/75	643 500	643 500	—	—
	1975/76	708 000	708 000	—	—
	1976/77	720 500	720 500	—	—
	1977/78	720 500	716 000	—	4 500
	1978/79	720 500	712 060	8 440	—
	1979/80	720 500	434 100	45 201	241 199
<b>Total</b>		<b>6 681 540</b>	<b>6 382 200</b>	<b>53 641</b>	<b>245 699</b>
Skimmed-milk powder	1970	127 000	127 000	—	—
	1973	73 000	73 000	—	—
	1974	55 000	55 000	—	—
	1975	55 000	55 000	—	—
	1976	150 000	150 000	—	—
	1977	105 000	103 900	—	1 100
	1978	150 000	143 475	150	6 375
	1979	150 000	124 711	7 775	17 514
	1980	150 000	54 303	16 303	79 488
<b>Total</b>		<b>1 015 000</b>	<b>886 295</b>	<b>24 228</b>	<b>104 477</b>
Butteroil	1970	37 000	37 000	—	—
	1973	15 000	15 000	—	—
	1974	45 000	45 000	—	—
	1975	45 000	45 000	—	—
	1976	45 000	45 000	—	—
	1977	45 000	44 300	—	700
	1978	45 000	44 400	—	675
	1979	45 000	40 616	—	4 384
	1980	45 000	17 887.5	3 826	23 286.5
<b>Total</b>		<b>367 000</b>	<b>367 203.5</b>	<b>3 826</b>	<b>28 970.5</b>

**Approximate value of Community annual food aid programmes (as per budget)  
from 1969 to 1980 inclusive**

*(Mio EUA)*

Commodity	68/69	69/70	70/71	71/72	72/73	73/74	74/75	75/76	76/77	77/78	78/79	79/80
<b>A Cereals</b>	16.44	20	31.82	31.82	48.18	88	91.3	97.97	82.2	88.8	96.12	111.06
	1970	1971	1972	1973	1974	1975	1976	1977	1978	1979	1980	
Skimmed- milk powder	73.4	—	—	48	46	42.9	76.98	41.5	76.05	87.94	109.95	
Butteroil	57.9	—	—	19.6	61.1	63.5	68.95	47	56.34	62.25	67.83	
Sugar	—	—	0.9	0.5	2	2.3	2.33	1.7	1.52	1.45	1.78	
Eggs	—	—	2	—	—	—	—	—	—	—	—	
Various products	—	—	—	—	—	—	—	—	—	2 (*)	4.3 (*)	
<b>B Total</b>	131.3	—	2.9	68.1	109.1	108.7	148.26	90.2	133.91	153.64	183.86	
<b>C Refunds paid from Title 6 of the budget</b>						65.03	124.83	201.5	284.95	194.6	254.73	
<b>Grand total of A, B + C</b>						265.03	371.06	373.9	507.66	444.36	549.65	

*Note* : Prior to 1975 the total cost of food aid in milk products was charged to Title 6 of the budget, the refund element not being shown separately.

(\*) Bought on the world market for Nicaragua.

(<sup>b</sup>) Bought on the world market for Nicaragua (3.9 Mio EUA) and Algeria (0.4 Mio EUA).

## Main beneficiaries of Community food aid

### A — Between 1969 and 1974

(tonnes)

Beneficiary	Total allocations of cereals	Total allocations of skimmed-milk powder	Total allocations of butteroil
Bangladesh	350 000	21 450	6 500
Egypt	68 100	2 450	1 000
Ethiopia	34 000	3 000	2 300
India	110 000	2 750	3 000
Indonesia	187 800	250	—
Mali	100 500	5 900	450
Mauritania	26 000	4 600	2 000
Morocco	68 100	100	150
Niger	59 500	6 450	1 450
Pakistan	213 000	600	3 000
Tunisia	124 500	100	—
Turkey	143 100	2 000	2 000
Upper Volta	44 000	5 100	2 600
International Red Cross	140 652	12 000	1 000
UNRWA	66 445	2 700	4 000
WFP	69 000	169 450	63 000

### B — Between 1975 and 1980

Bangladesh	720 000	30 000	20 300
Egypt	439 100	33 600	14 929
Ethiopia	60 000	8 170	4 750
India	338 000	105 500	41 400
Jordan	87 000	7 700	6 375
Lebanon	76 139	4 325	3 440
Pakistan	214 000	7 250	13 250
Senegal	78 000	7 880	200
Somalia	133 500	9 950	5 200
Sri Lanka	131 000	9 175	1 210
Tanzania	56 000	11 350	2 300
Vietnam	115 000	15 016	6 300
International Red Cross	70 000	14 000	5 000
UNHCR	188 921	10 930	9 720
UNICEF	59 000	41 306	8 150
UNRWA	206 460	5 650	18 540
WFP	365 000	160 050	56 650
NGOs	—	84 200	2 800

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