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Technical Proposal to amend CRS purpose codes to enhance donor reporting in the nutrition sector

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This note presents a proposal from "Action contre la Faim (ACF, a French NGO)" to amend CRS purpose codes to enhance donor reporting in the nutrition sector. It is presented for discussion at the informal WP-STAT meeting on 22-23 March 2016 under agenda item 6.

The Secretariat's preliminary view is that the proposal is pertinent and would contribute to the monitoring of development co-operation in support of SDG goal 2 "End hunger, achieve food security and improved nutrition and promote sustainable agriculture". The first part of the proposal regarding "basic nutrition" consists in minor adjustments to the code 12240 which could be easily implemented, perhaps starting with 2016 flows. The proposal on tracking "nutrition-sensitive" activities is more complex and would therefore need be examined in the general updating of purpose codes, also taking into account the possible introduction of a multiple purpose code system.

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A. BACKGROUND

DAC member states have made many commitments on nutrition over recent years, and have been quite generous regarding this crucial topic. According to the Global Nutrition Report¹, donor disbursements on nutrition-specific interventions almost doubled between 2012 and 2013 - rising from US\$0.56 billion to US\$0.94 billion. Following the commitments, many donors have given themselves the means to achieve those objectives by adopting a new common methodology developed by the SUN to better track global investments in nutrition. It is now high time to reflect donors' efforts to address undernutrition into the CRS Aid Activity Database. Furthermore, despite increasing volumes of reported official development assistance (ODA) for nutrition and political leadership endorsed by some countries, international assistance remains well below financial needs, and is proving to be insufficient to meet the ambition of the Sustainable Development Goals (SDGs) on ending malnutrition and world hunger unless major world donors drastically enhance both commitment and action.²

This technical proposal is an attempt to better track nutrition investments and facilitate both the donor reporting process and the tracking of nutrition programs. DAC donors are already engaged to adjust purpose codes in light of the SDGs. This review process is a unique opportunity, and donors should take full advantage of such great occasion to produce accurate and reliable data of nutrition investments, develop minimum standards for the reporting of nutrition ODA, use the results of the tracking to identify and address funding gaps.

All nutrition strategies adopted by donors and national governments focus on the effective implementation of both specific actions for nutrition and nutrition-sensitive strategies. Direct nutrition interventions address the more immediate determinants of undernutrition (such as the quality of individual dietary intake and the provision of individual health services) while nutrition-sensitive programs address the underlying determinants of malnutrition and incorporate specific nutrition goals and actions (e.g. food security and adequate caregiving resources at the maternal, household and community levels).

Nutrition specific interventions: 12240 'Basic nutrition'

Current situation

1. There is currently a common, agreed-upon and standardized approach to track nutrition-specific resources. A consensus was reached on relying upon the Lancet definition of nutrition-specific activities, which encompasses the following interventions: "adolescent health and preconception nutrition, Maternal dietary supplementation, Micronutrient supplementation or fortification, Breastfeeding and complementary feeding, Dietary supplementation for children, Dietary diversification, Feeding behaviors and stimulation, Treatment of severe acute malnutrition, Disease prevention and management, Nutrition interventions in emergencies."
2. The OECD DAC Creditor Reporting System (CRS) remains the most comprehensive source of aid data. Global investments in nutrition-specific projects are usually tracked using aid data reported in the OECD DAC's CRS database under the 12240 "basic nutrition" code. Despite an international and scientific consensus to rely upon the Lancet recommendations for nutrition-specific interventions, the DAC definition of Basic nutrition is not yet consistent with the Lancet definition of nutrition-specific activities.

¹ Global Nutrition Report (2015) <http://globalnutritionreport.org>

² According to the GNR (2015), only 0.4% of ODA is spent on nutrition programs which The Lancet identified in 2013 as only around 1.4% of what is required.

3. The current DAC definition of nutrition-specific actions is the following: “Direct feeding programmes (maternal feeding, breastfeeding and weaning foods, child feeding, school feeding); determination of micro-nutrient deficiencies; provision of vitamin A, iodine, iron etc.; monitoring of nutritional status; nutrition and food hygiene education; household food security.”
4. As explained in greater detail below, the existing reporting system on nutrition-specific interventions faces two types of risks:
 - First, the current 12240 purpose code **includes nutrition-sensitive interventions that are not directly related to nutrition**, leading to overestimating nutrition-specific investments.
 - Second, the 12240 purpose code in its current form **excludes nutrition-specific interventions** which are included elsewhere (thus underestimating nutrition-specific investments)

As a result, the existing 12240 purpose code provides an inaccurate picture of nutrition-specific investments. This can be corrected by aligning the codes with the Lancet nutrition-specific interventions. Aligning the DAC definition to the Lancet definition is not only a question of coherence with scientific consensus, but also a need for accuracy since the 12240 code, in its current form, is skewing the picture of nutrition-specific investments.

Opportunity

5. A review of the 12240 DAC purpose code **will ensure that only the 10 proven direct nutrition interventions identified by the Lancet are counted.**
6. A common basic nutrition code **will bring greater transparency to the process of tracking nutrition financial resources, and will improve the quality and availability of data on nutrition spending.**
7. A uniform definition and methodology to identify nutrition-specific **interventions would allow international comparisons of bilateral contributions to nutrition-specific development assistance.**

Nutrition sensitive interventions

Current situation

8. Indirect nutrition interventions address the underlying determinants of undernutrition (such as food availability, the quality of water and water and sanitation). However, to date, there has been **no agreed definition of nutrition sensitive interventions.**
9. The Lancet and the UNICEF conceptual framework are useful starting points to identify underlying nutrition factors. The definition of nutrition sensitive provided by the 2013 Lancet series refers to interventions or programs “that address the underlying determinants of malnutrition”, i.e. fetal and child nutrition and development and “incorporate specific nutrition goals and actions”.
10. **Nutrition sensitive activities can be found under several codes.** Spending in a broad range of areas contributes to improved nutrition for women or adolescent, with a significant nutrition objective or nutrition indicators, and nutrition-sensitive outcomes. Therefore, the range of actions improving nutrition relates to a large number of categories.

Opportunity

11. Introducing a new methodology to better track nutrition-sensitive programs is all the more necessary as **high financial commitments on nutrition-sensitive investments have been made.** At the Nutrition for Growth (N4G) event in London in 2013, donors have pledged to allocate USD 4.15 billion for nutrition-specific programs and USD 19 billion for nutrition-sensitive programs over the period 2013-2020. Strong commitments have been endorsed on nutrition-sensitive programs with valuable contributions for several key sectors: health, agriculture, education, and water supply and sanitation.
12. All nutrition strategies (both national and international) adopted by donors and national governments already focus on the effective implementation of both specific actions for nutrition and nutrition-sensitive strategies. They **all have adopted a dual approach to nutrition within their development programmes.**
13. Effective and large-scale nutrition-sensitive interventions are key to accelerating progress in nutrition since they address underlying determinants of malnutrition. They can serve as delivery platforms for nutrition-specific interventions. There is a broad agreement that the solutions needed for improving nutrition outcomes are multi-sectoral. In the lead-up to the Rio Summit, the Working Group on Development statistics should consider several options to capture donors’ spending in nutrition-specific interventions.

B. KEY FEATURES OF THE REVISED PROPOSAL

Nutrition specific interventions: 12240 'Basic nutrition'

1. **Some interventions included in the 12240 purpose code are, in fact, not “nutrition-specific”.** The DAC sector classification includes interventions such as “*household food security*” under the 12240 DAC purpose code even though they are not among the 10 proven nutrition-specific interventions identified by *The Lancet*; are not targeted the right groups (i.e. undernutrition or stunting. Furthermore, due to poor reporting by donors, many interventions reported nutritionally vulnerable population); are not based on specific nutrition objectives; and do not have clear impact on under the 12240 DAC purpose code do not qualify as nutrition-specific interventions and some of them have no link whatsoever with nutrition. This poses of risk of **overestimation of nutrition-specific interventions.**
2. A joint initiative by the World Bank, Results for Development (R4D), 1000 days, Children's Investment Fund Foundation (CIFF), and Bill & Melinda Gates Foundation also finds that, on average, 34% of the 2013 disbursements reported under the 12240 purpose code were in fact nutrition-specific interventions. According to ACF, over the 2005-2009 period, 71% of all disbursements (USD 406 million out of a total of USD 569 million) reported under the 12240 purpose code (“basic nutrition”) by the main bilateral donors (Canada, Ireland, Norway, Spain, Sweden, United Kingdom and United States) were in fact not “nutrition-specific”. 14% were identified by ACF as “nutrition-sensitive”, 25% were rejected because of lack of information and 32% were rejected because they were not relevant.
3. The OECD DAC's Creditor Reporting system database does not take into account DAC purpose codes other than 12240 (“*basic nutrition*”) to identify nutrition-specific interventions. However, because of poor reporting standards, **specific pro nutrition activities can include interventions carried out in other sectors** (such as health, education and food security), **which leads to underestimations of nutrition-specific investments.** For example, several projects included in the 12240 purpose code are in fact food aid and food security programmes, and could be considered as nutrition-specific interventions since they relate to therapeutic feeding.³ Therefore, apart from the DAC purpose code 12240 (“*basic nutrition*”), other purpose codes could be taken into account to identify nutrition-specific interventions.
4. ACF has found that 27% (USD 60 million) of all nutrition-specific interventions implemented over the 2005-2009 period by the main bilateral donors (Canada, Ireland, Norway, Spain, Sweden, United Kingdom and United States) were reported under DAC purpose codes other than the 12240 (“basic nutrition”).

To conclude, the existing reporting system on nutrition-specific interventions faces two types of risks.

- First, several top donors are still financing projects that could be classified as nutrition-sensitive, implying a risk of overestimation of nutrition-specific interventions.
- Second, assuming that nutrition-specific interventions can only be found under the 12240 DAC purpose code can lead to underestimate the level of nutrition-specific interventions.

In order to ensure that only the 10 proven direct nutrition interventions identified by the Lancet are counted as nutrition-specific interventions, it is proposed that OECD members **amend the list of nutrition actions within the CRS 'Basic Nutrition' purpose code, and align it with the Lancet definition of nutrition-specific activities recognized by all member states.**

Nutrition-sensitive development assistance

Despite considerable efforts made by donors over recent years to better track nutrition investments, and in line with commitments endorsed to increase nutrition funding, donors should go even further to track their investments in nutrition-sensitive programs. According to the Methodology and Guidance Note to Track Global Investments in Nutrition developed by the SUN Donor Network in December 2013⁴, “there are three steps to determine whether a project is nutrition-sensitive or not:

- First, the range of actions improving nutrition needs to be identified.

³ It is worth noting that other nutrition analyses such as the technical note by Results for Development on how to estimate the “fair share” of donor financing to meet the WHA targets for stunting already include additional codes (e.g. 12220, 12261, 12281, 12250, 13020, 13081). Aside from the health codes, the humanitarian aid and emergency responses codes also yielded a large number of nutrition-specific investments (primarily around therapeutic feeding).

⁴ The Methodology and Guidance note can be found here : http://scalingupnutrition.org/wp-content/uploads/2013/12/RESOURCE_TRACKING_METHODODOLOGY_SUN_DONOR_NETWORK.pdf

- Second, to be nutrition sensitive, actions must fulfill a large number of criteria, which need to be clearly defined.
- Third, nutrition-sensitive actions need to be categorized into two sub-categories (dominant and partial) depending on the intensity to which they contribute to the predefined outcomes.”

Several options can be considered to provide a valuable alternative to better track nutrition-sensitive investments, and will be explained below.

C. PROPOSAL FOR REVISED CODES IN THE NUTRITION SECTOR

Nutrition specific interventions: 12240 'Basic nutrition'

5. The OECD DAC's Creditor Reporting system database should not consider all interventions encoded under the 12240 DAC purpose code as "nutrition-specific". According to the Lancet (2013), nutrition actions that are not directly related to nutrition ("school feeding", "household food security", "monitoring of nutritional status") are out of scope since they are not recognized as nutrition-specific interventions. However, the three activities (i.e. "school feeding", "household food security", "monitoring of nutritional status") are key and need to be recognized as nutrition-sensitive programs. Several donors already report these activities in other purpose codes than the 12240 code.⁵ It is proposed that these nutrition actions should be reallocated to other purpose codes in the database.
 - The Household food security could be allocated to
 - the DAC purpose code 52010 "Food aid and food security programmes" or
 - the new DAC purpose code "nutrition sensitive" if created
 - School feeding could be allocated to
 - The DAC purpose code 11220 "Primary education" or
 - The DAC purpose code 52010 "Food aid and food security programmes" or
 - the new DAC purpose code "nutrition sensitive" if created
 - Monitoring of nutritional status:
 - The DAC purpose code 12220 "Basic health care" or
 - the new DAC purpose code "nutrition sensitive" if created

Nutrition-sensitive development assistance

Three options can be considered: a new methodology with predefined imputed percentages, a nutrition sensitive code or a marker.

6. A new purpose code for reporting nutrition-sensitive investments.

This option would require create a new purpose code whose title could be "nutrition sensitive aid". A multiple reporting system, if adopted, would allow this classification. The new code could be integrated to the 400 category "multi sector, cross-cutting". Donors could report one project into three different purpose codes. For example, for a 100\$ agricultural project, a donor may decide to report \$80 into the DAC purpose code 311 « agriculture » and \$20 into the new purpose "nutrition-sensitive". For OECD members, this means that nutrition-sensitive activities need to be identified and isolated. Some donors are already involved in such similar multiple reporting system by allocating the project shares to different codes.

- **Advantages:** The multiple reporting system is currently being debated as a good system to promote donors' investments and better tracking of resources. Knowing that 100% of nutrition-sensitive interventions are multi-sectoral, this option is in accordance with the nutritional security approach. This is a very interesting method to cover several codes. This is also a way of including nutrition actions from a wide range of sectors, and thus promoting the multi-sectoral approach to nutrition.
- **Disadvantages:** This option implies implementing a project-by-project analysis or at least a key word search to identify nutrition-sensitive activities. Furthermore, the relevance of this option is conditional upon the adoption of the multiple reporting systems.

⁵ For example, school feeding programs are already reported under the 11220, 72040, 52010 purpose codes. A key word search using data for 2014 identifies that 67% of programs with "School feeding" in the long description are reported under the 11220 purpose code (which represents only 6 projects), while 11% are reported both under the 72040 code and the 52010 code. It is worth noting that only 11% of programs with "school feeding" in the long description of the project are reported under the 12240 code (which represents only one project).

7. A nutrition-sensitive marker; inspired by the gender equality policy marker.

The OECD could track aid in support of nutrition sensitive actions using the Development Assistance Committee (DAC) nutrition sensitive marker – a qualitative statistical tool to record aid activities that target underlying determinants of malnutrition as a policy objective. The nutrition sensitive marker could be used by DAC members as part of the annual reporting of their aid activities to the DAC to indicate for each aid activity whether it targets nutrition as a policy objective.

- **Advantages:** This is in line with the need to better track nutrition-sensitive investments. In preparation of the Rio Summit, a marker would have the advantage of providing a clear understanding of the current donors' financial disbursements on nutrition. Furthermore, this is of major importance to meet the Sustainable Development Goal (SDG) on ending malnutrition and world hunger as this would allow for a clearer assessment of the financial cost and gaps.
- **Disadvantages:** Donors should agree on the criteria for eligibility, see <http://www.oecd.org/dac/stats/37461060.pdf>, which could be a difficult task. Furthermore, a marker is a qualitative tool, and does not track real investments.

8. A new methodology with predefined imputed percentages

Inspired by the G8 Health Working Group who developed a new methodology to better track G8 Member spending on Maternal, Newborn and Child Health (MNCH), donors could apply fixed percentages (pre-determined by DAC donors) to bilateral expenditures through nutrition-sensitive related OECD-DAC CRS codes. The SUN donor network agreed on a set of 35 CRS purpose codes to capture nutrition-sensitive activities. The list of OECD-DAC purpose codes to be used for DAC code filter can be based on the SUN donor network methodology. It is proposed that the list includes the 35 purpose codes used by the SUN donor Network methodology, to which two codes that no longer appear in the DAC-CRS code lists can be excluded (i.e. 16011 and 13022). In addition to this list, donors should consider two additional codes: 16050 "Multisector aid for basic social services", and 16064 "Social mitigation of HIV/AIDS". Donors should request information and assistance from the Global Nutrition Report Team on fixing the percentages. A similar methodology has been endorsed by the US government.⁶

- **Advantages:** This would have the advantage of facilitating both the donor reporting process and the tracking of nutrition-sensitive interventions. Rather than doing a project-by-project analysis, donors could track nutrition-sensitive interventions by assigning percentages to bilateral expenditures through nutrition-specific-related OECD-DAC CRS codes. This option is quite easy to implement and could be adopted rapidly. The common framework developed by the SUN Donor Network could be reflected into the Creditor Reporting system. Donors could rely on the SUN donor network methodology, and report nutrition programs according to this methodology.
- **Disadvantages:** This option requires prior agreement among donors on the percentage level to be applied to bilateral expenditures. Furthermore, this option remains outside the Creditor Reporting System. The major disadvantage of this option is the risk of overestimation/underestimation of nutrition sensitive investments since the predefined imputed percentages are fixed, and don't reflect the real investments made by donors.

⁶ As reported by the Global Nutrition Report (2015): "The US government reviewed the definition for the codes and developed a subset of 22 CRS codes (18 from the original 34 and 4 additional codes) that most strongly reflect its nutrition-sensitive programs. For nutrition sensitive, the US government applied coefficients of either 25% or 100% to each of the 22 purpose codes."

D. IMPLEMENTATION OF CHANGES

Proposed revision of clarification notes for basic nutrition

DAC 5 CODE	CRS CODE	CURRENT DESCRIPTION	Current additional notes on coverage
122	12240	Basic nutrition	Direct feeding programmes (maternal feeding, breastfeeding and weaning foods, child feeding, school feeding); determination of micro-nutrient deficiencies; provision of vitamin A, iodine, iron etc.; monitoring of nutritional status; nutrition and food hygiene education; household food security.
			Proposed version of notes on coverage (What should be included)
			Direct feeding programmes (maternal feeding, breastfeeding and weaning foods, child feeding); determination of micro-nutrient deficiencies; provision of vitamin A, iodine, iron etc.; nutrition and food hygiene education.
			What to do with the interventions that are removed (i.e. where are they reallocated?)
			monitoring of nutritional status: DAC purpose code 12220 Or new code "nutrition sensitive" school feeding: DAC purpose code 52010 Or 11220 or new code "nutrition sensitive" household food security: DAC purpose code 52010 Or new code "nutrition sensitive"

If household food security and school feeding are included in the DAC purpose code 52010 "Food aid and food security programmes", the proposed version of the coverage note for this code would become:

DAC 5 CODE	CRS CODE	CURRENT DESCRIPTION	Current additional notes on coverage
520	52010	Food aid/Food security programmes	Supply of edible human food under national or international programmes including transport costs; cash payments made for food supplies; project food aid and food aid for market sales when benefiting sector not specified; excluding emergency food aid.
			Proposed version of notes on coverage if both household food security and school feeding are included
			Supply of edible human food under national or international programmes including transport costs; cash payments made for food supplies; household food security; school feeding; project food aid and food aid for market sales when benefiting sector not specified; excluding emergency food aid.
			Proposed version of notes on coverage if only household food security is included and school feeding included in another code
			Supply of edible human food under national or international programmes including transport costs; cash payments made for food supplies; household food security; project food aid and food aid for market sales when benefiting sector not specified; excluding emergency food aid.

If the monitoring of nutritional status is included in the DAC purpose code 12220 "Basic Health care", the proposed version of coverage note for this code would become:

DAC 5 CODE	CRS CODE	CURRENT DESCRIPTION	Current notes on coverage
520	12220	Basic health care	Basic and primary health care programmes; paramedical and nursing care programmes; supply of drugs, medicines and vaccines related to basic health care.
			Proposed version of notes on coverage (What should be included)
			Basic and primary health care programmes; monitoring of nutritional status, paramedical and nursing care programmes; supply of drugs, medicines and vaccines related to basic health care.

Proposal for tracking nutrition-sensitive programs:

9. A new purpose code for reporting nutrition-sensitive investments, if adopted, could have the following coverage note:

DAC 5 CODE	CRS CODE	DESCRIPTION	Clarifications / Additional notes on coverage
	43020	Nutrition sensitive aid	Interventions or programmes that address the underlying determinants of malnutrition (fetal and child nutrition and development) including food security; adequate caregiving resources at the maternal, household and community levels; and access to health services and a safe and hygienic environment - and incorporate specific nutrition goals and actions

10. A nutrition-sensitive marker; inspired by the gender equality policy marker.

<u>DEFINITION:</u> As highlighted by the SUN Donor Network in its Methodology and Guidance note to Track Global investments in Nutrition (December 2013), an activity should be classified as nutrition-sensitive (score Dominant and partial) if:	It is intended to address the underlying determinants of malnutrition (fetal and child nutrition and development), and incorporate specific nutrition goals and actions.
<u>CRITERIA FOR ELIGIBILITY</u>	Nutrition sensitive interventions are explicitly promoted in activity documentation through specific measures: <ul style="list-style-type: none"> ➤ “The actions must intend to improve nutrition for women and adolescent girls or children AND ➤ The project has nutrition indicators OR a significant nutrition objective (which must go beyond mentioning nutrition and should require taking actions to improve nutrition). AND ➤ The project must contribute to nutrition sensitive outcomes, which are explicit in the project design through activities, indicators and specifically the expected results themselves.”
<u>Examples of typical activities</u>	<u>that could be marked as dominant objective:</u> agriculture and food security; social safety nets; early child development; maternal mental health; women’s empowerment; child protection; schooling; water, sanitation, and hygiene; health and family planning services. According to the methodology developed by the SUN, “when the full project (its main objective, results, outcomes and indicators) is nutrition-sensitive” as per the criteria defined above. <u>that could be marked as partial objective:</u> strengthen farmers’ organizations: support to organizations for family-based farms in the South. According to the methodology developed by the SUN, “when part of the project (e.g. one of the objectives, results, outcomes and indicators) is nutrition-sensitive,” as per the criteria defined above.

11. A new methodology to better track nutrition-sensitive investments: If fixed percentages to bilateral expenditures through nutrition-sensitive related OECD-DAC CRS codes are adopted, donors should use the following list of OECD-DAC purpose codes for DAC code filter:

THE LIST OF CRS PURPOSE CODES

DAC 5 CODE	CRS CODE	DESCRIPTION	DAC 5 CODE	CRS CODE	DESCRIPTION
120		HEALTH		31150	Agricultural inputs
121		Health, general		31161	Food crop production
	12110	Health policy and administrative management		31163	Livestock
122		Basic health		31166	Agricultural extension
	12220	Basic health care		31181	Agricultural education/training
	12240	Basic nutrition		31182	Agricultural research
	12250	Infectious disease control		31191	Agricultural services
	12261	Health education		31193	Agricultural financial services
	12281	Health personnel development		31194	Agricultural co-operatives
130		POPULATION POLICIES/PROGRAMMES AND REPRODUCTIVE HEALTH	313		FISHING
	13020	Reproductive health care		31310	Fishing policy and administrative management
140		WATER AND SANITATION		31320	Fishery development
	14030	Basic drinking water supply and basic sanitation		31381	Fishery education/training
	14031	Basic drinking water supply	430		Other multisector
	14032	Basic sanitation		43040	Rural development
150		GOVERNMENT AND CIVIL SOCIETY	510		General budget support
151		Government and civil society, general		51010	General budget support
	15170	Women's equality organisations and institutions	520		Developmental food aid/Food security assistance
160		OTHER SOCIAL INFRASTRUCTURE AND SERVICES		52010	Food aid/Food security programmes
	16010	Social/ welfare services	720		Emergency Response
	16050	Multisector aid for basic social services		72010	Material relief assistance and services
	16064	Social mitigation of HIV/AIDS		72040	Emergency food aid
311		AGRICULTURE		72050	Relief co-ordination; protection and support services
	31110	Agricultural policy and administrative management	730		Reconstruction relief and rehabilitation
	31120	Agricultural development		73010	Reconstruction relief and rehabilitation
	31140	Agricultural water resources			