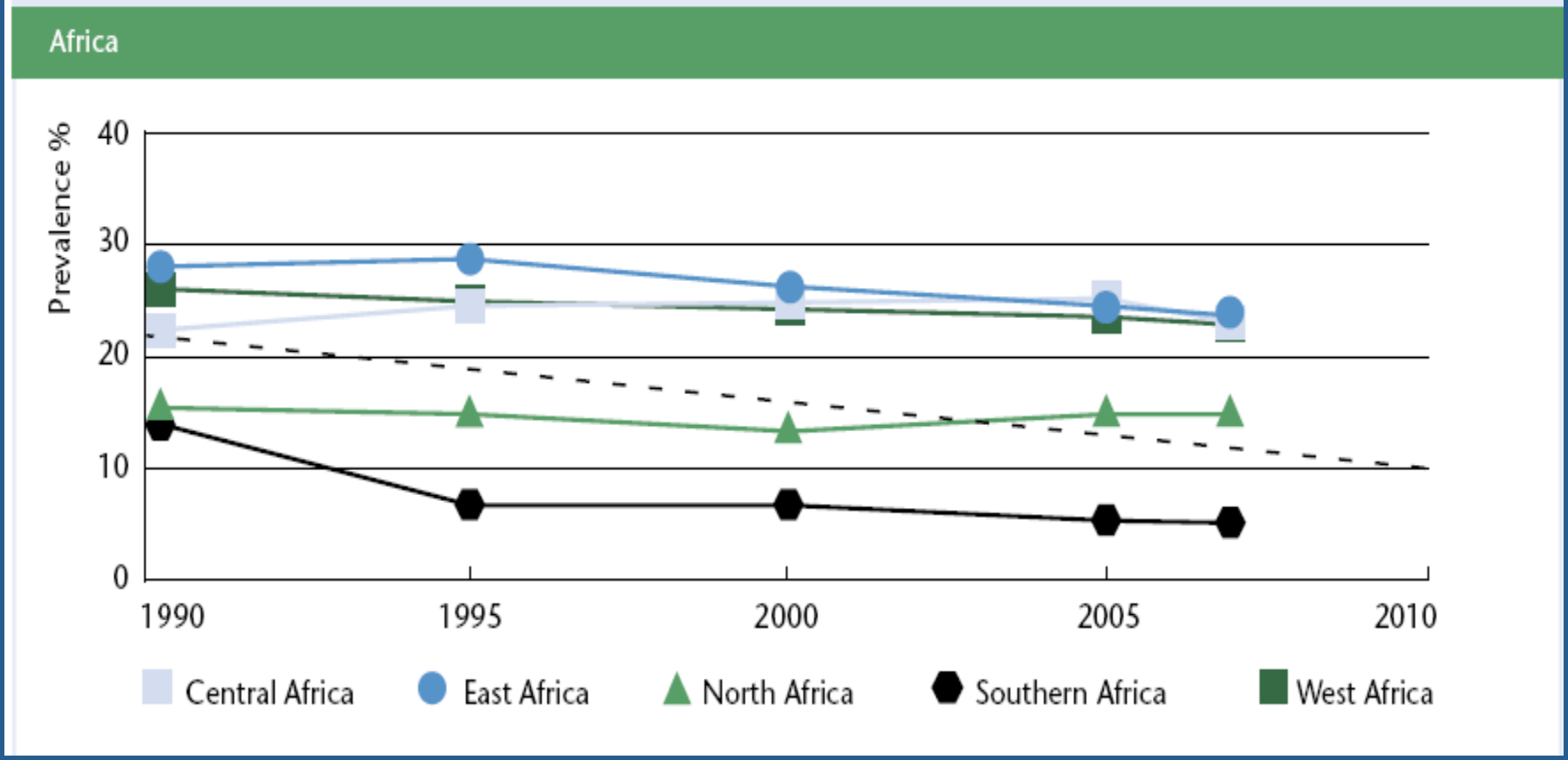
# From Recommendations to Reality: Designing and Implementing Nutrition Policy in the Real World

David Pelletier
Associate Professor of Nutrition Policy
Division of Nutritional Sciences

# Outline

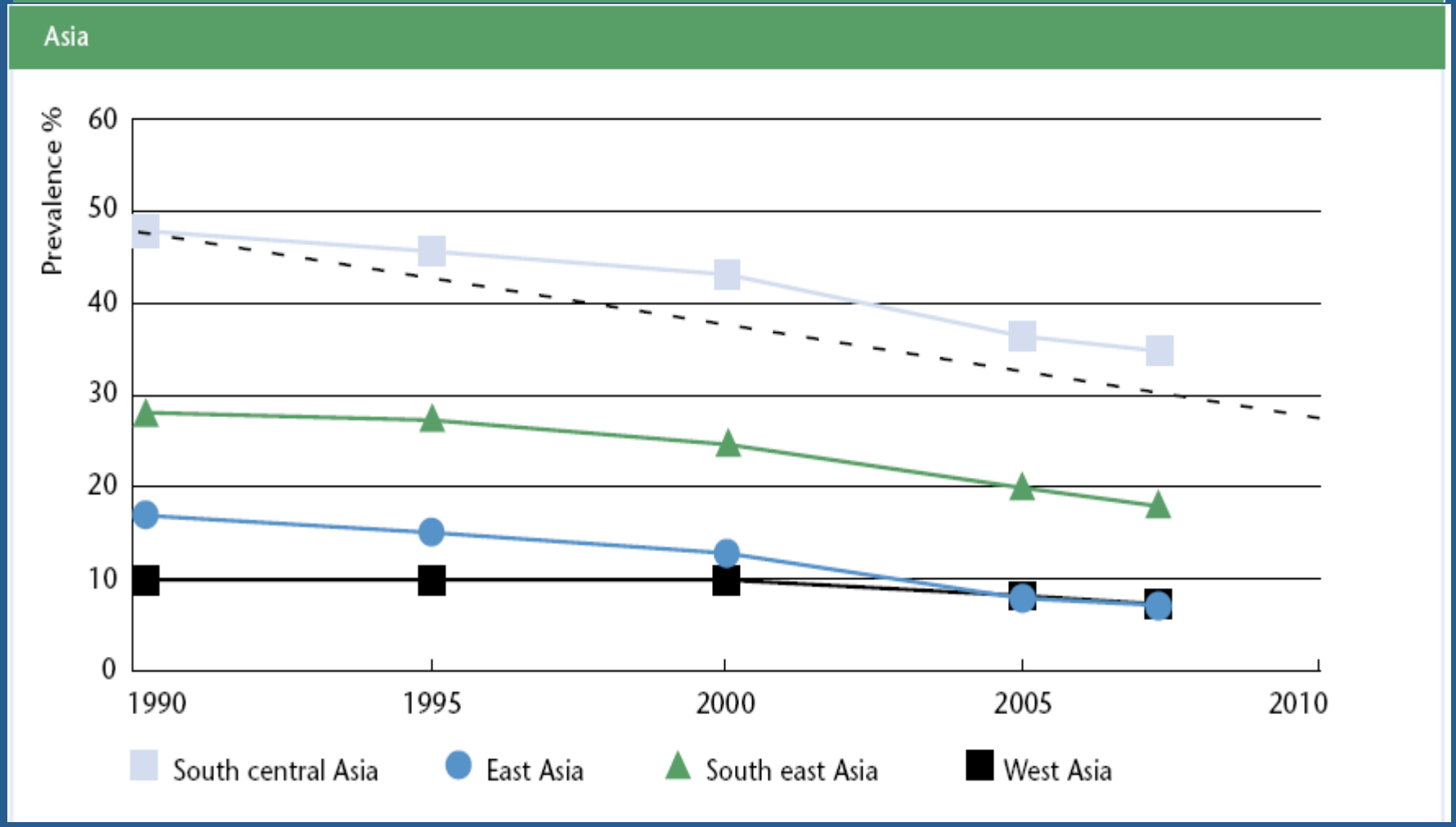
1. Overview of global undernutrition trends
2. Recent movement of the nutrition agenda
3. Current global initiatives
4. Findings from the Mainstreaming Nutrition Initiative
5. Prospects for the future

Figure 11.
Trends in prevalence of underweight children by region



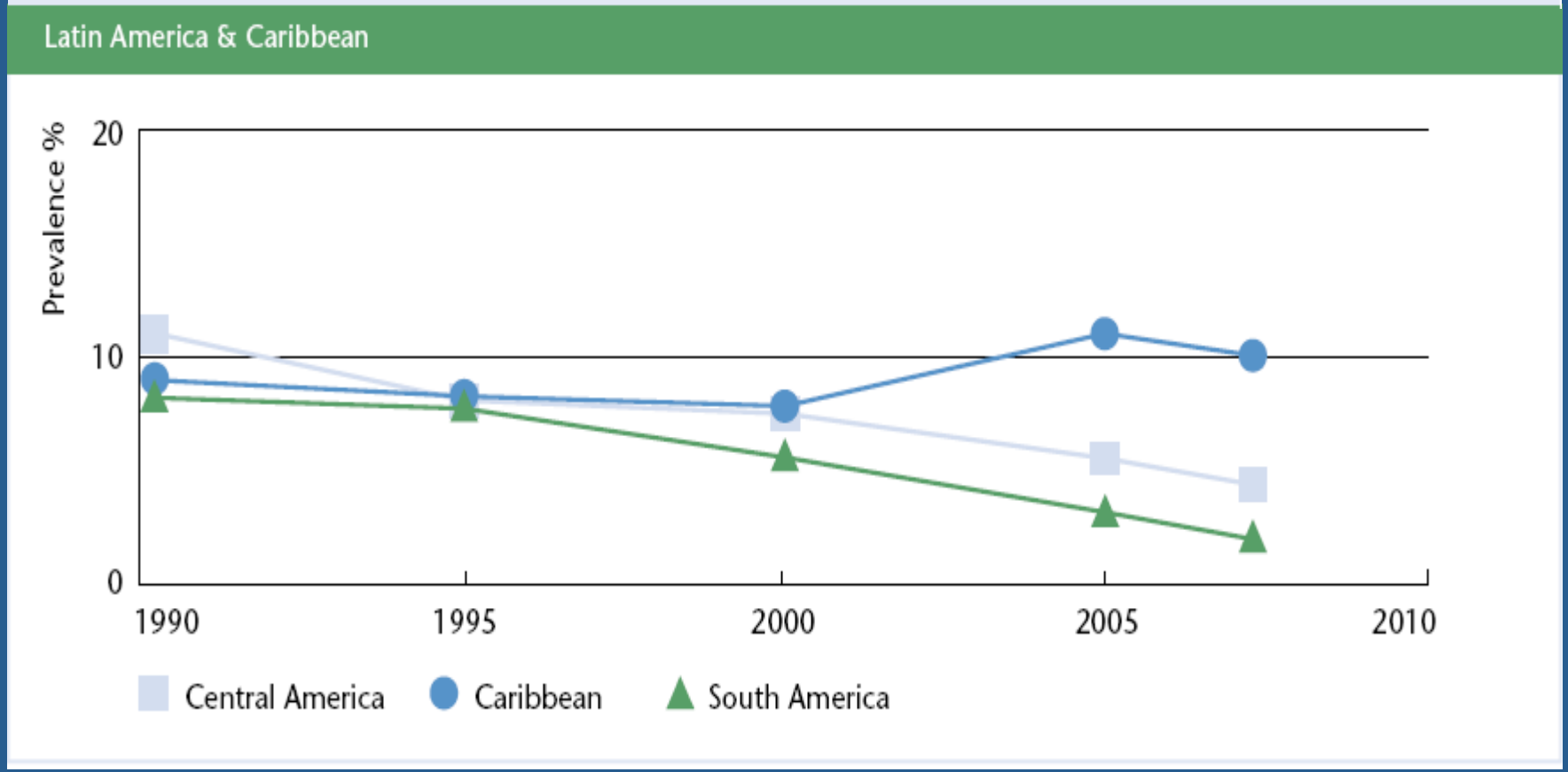

UN/SCN. Sixth Report on the Global Nutrition Situation, 2010

Figure 11.
Trends in prevalence of underweight children by region




UN/SCN. Sixth Report on the Global Nutrition Situation, 2010

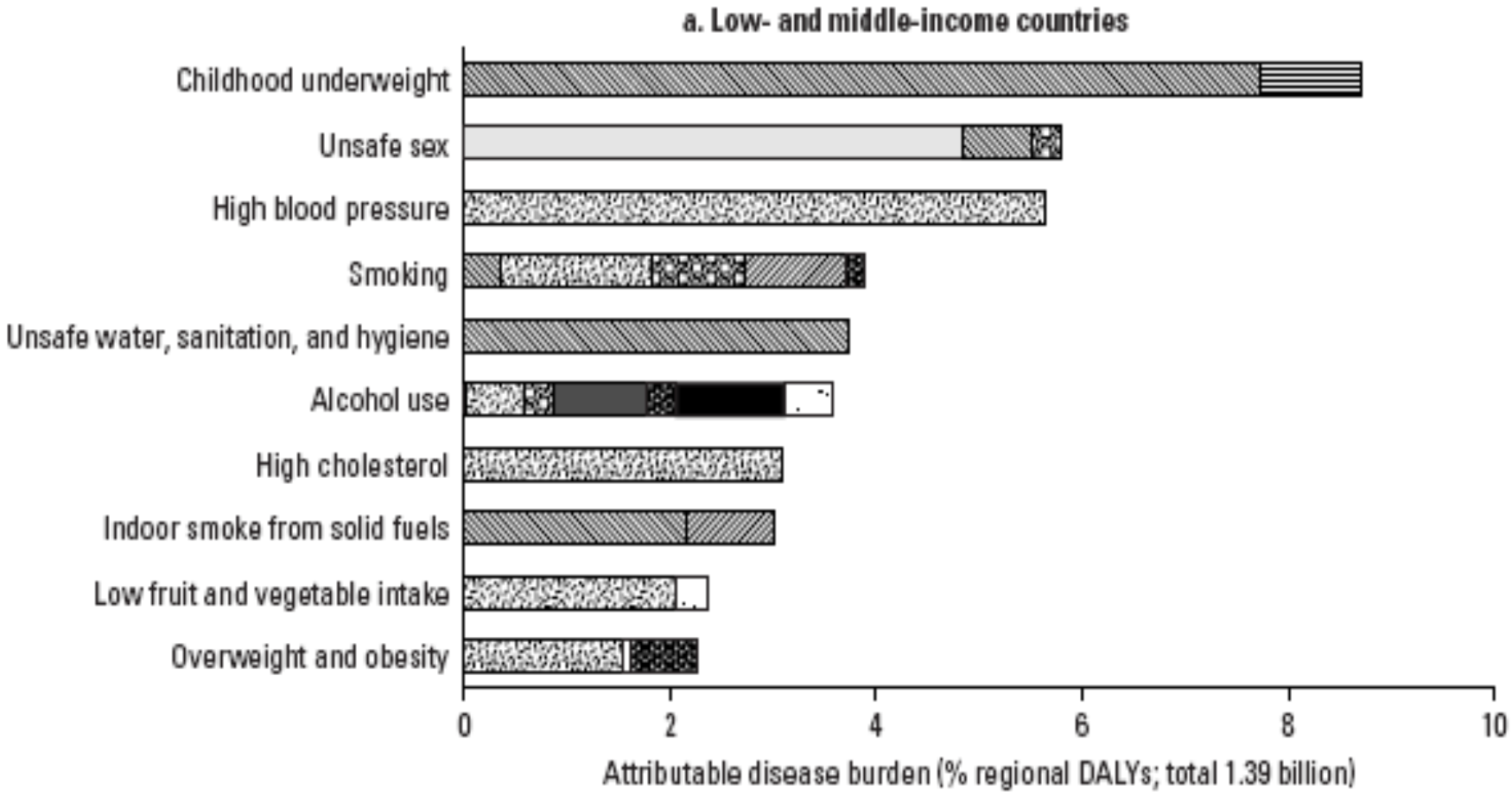
Figure 11.
Trends in prevalence of underweight children by region




UN/SCN. Sixth Report on the Global Nutrition Situation, 2010

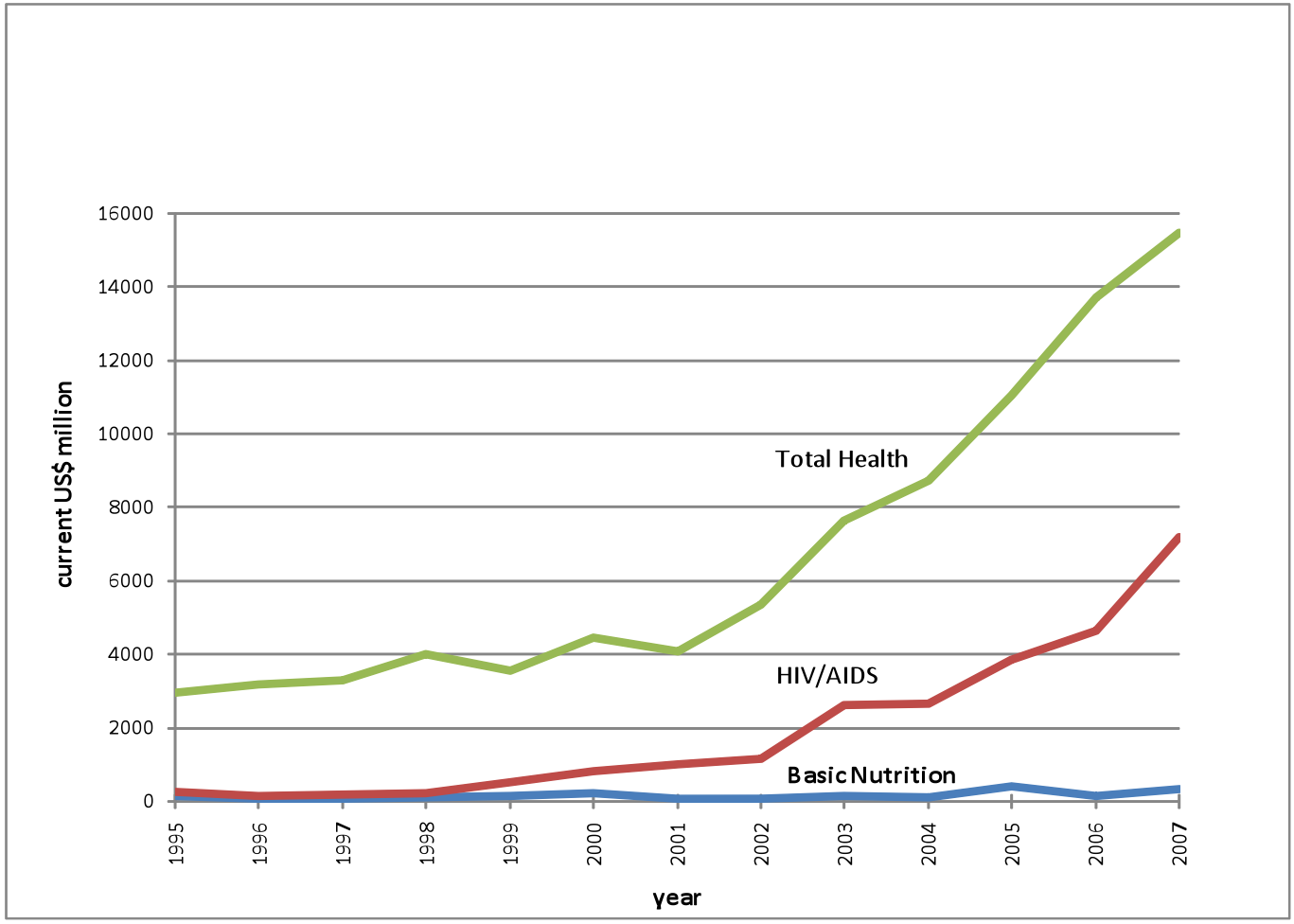
# Global Burden of Disease Risk Factors

**Figure 4.2** Burden of Disease Attributable to 10 Leading Regional Risk Factors, by Disease Type




Source: Lopez et al 2006, Global Burden of Disease and Risk Factors.

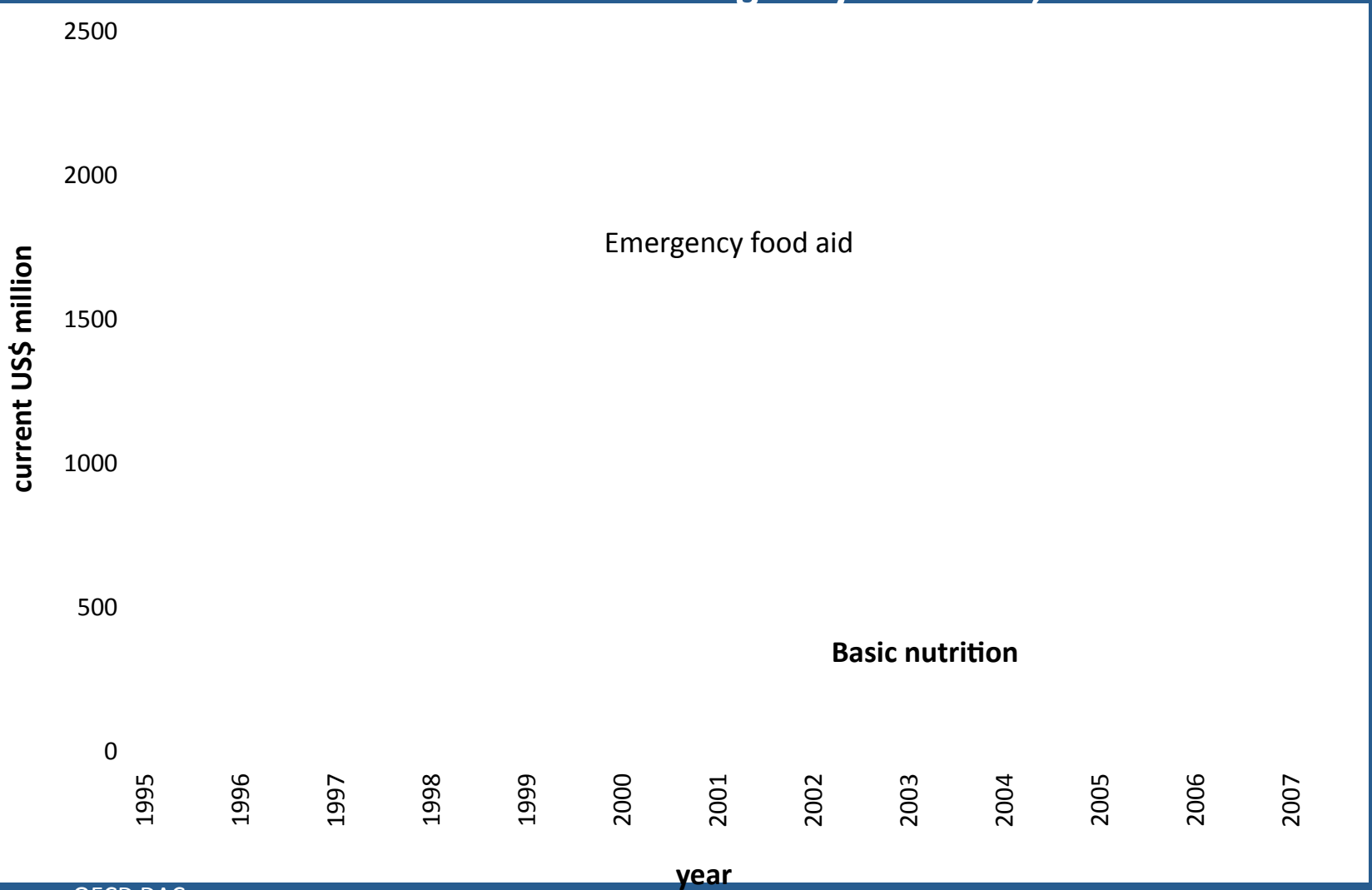
# Official development assistance (ODA) commitments for health, HIV/AIDS and nutrition, 1995-2007



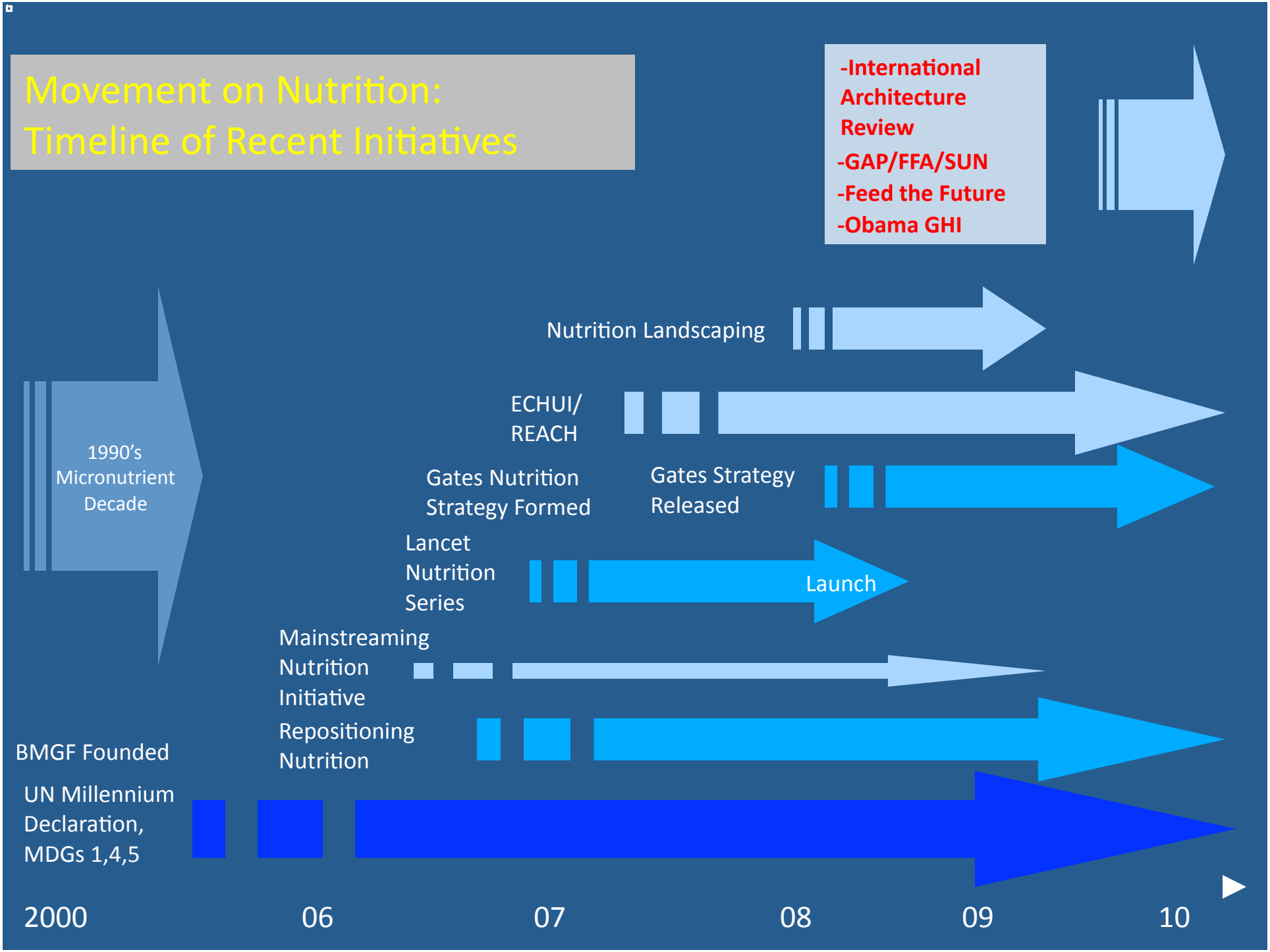

OECD/DAC data

Source: World Bank, 2009

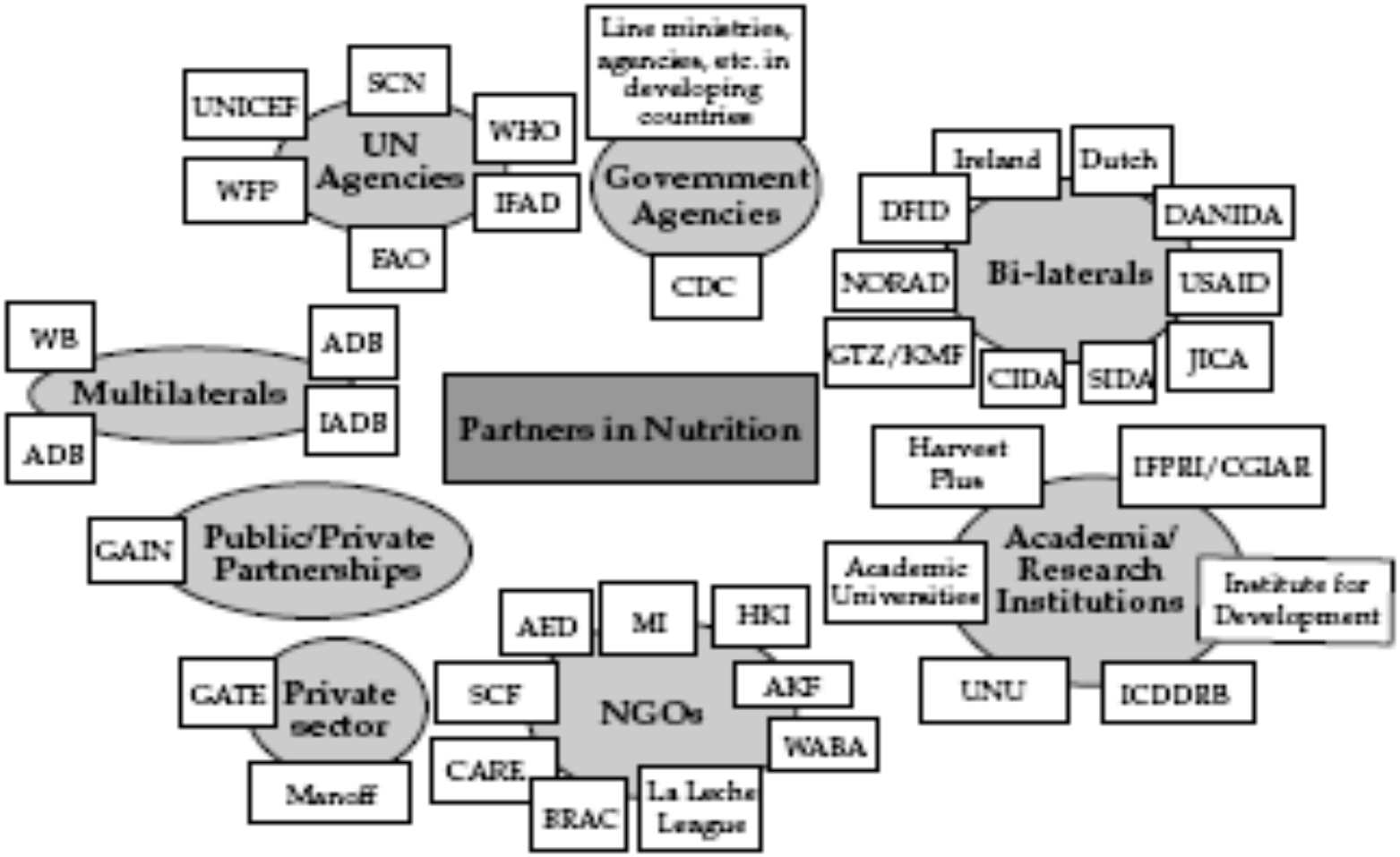
# Official development assistance (ODA) commitments for nutrition and emergency food aid, 1995-2007




Source: OECD DAC

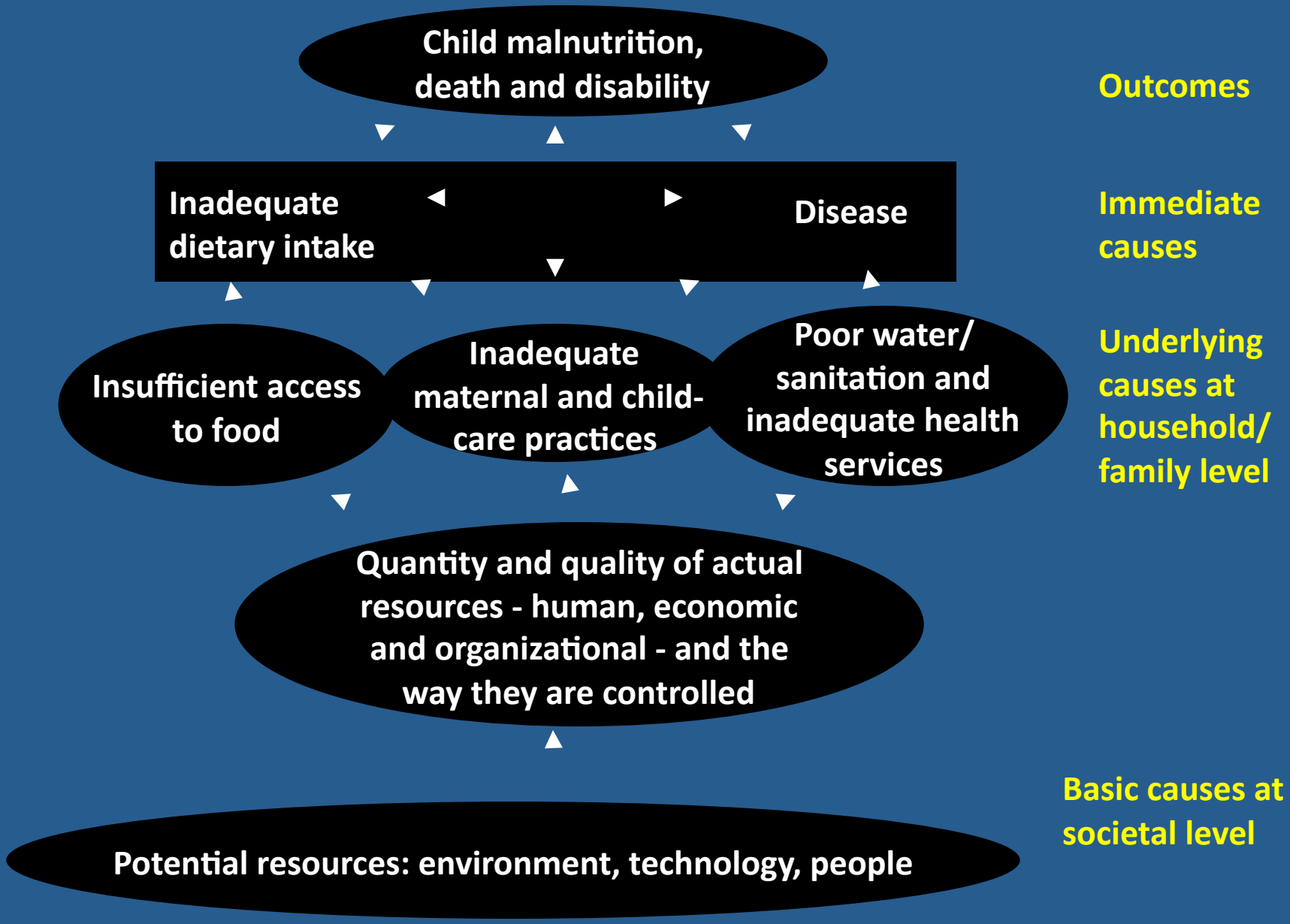

Movement on Nutrition:
Timeline of Recent Initiatives
-International Architecture Review
-GAP/FFA/SUN
-Feed the Future
-Obama GHI
Nutrition Landscaping
ECHUI/ REACH
1990's Micronutrient Decade
Gates Nutrition Strategy Formed
Gates Strategy Released
Lancet Nutrition Series
Launch
Mainstreaming Nutrition Initiative
Repositioning Nutrition
BMGF Founded
UN Millennium Declaration, MDGs 1,4,5
2000
06
07
08
09
10

## Figure 5.1 Principal development partners supporting nutrition




World Bank 2006

# Causes of Child Malnutrition




Source: The State of the World's Children 1998

# Progress Toward a Common Global Nutrition Agenda

## …but still a very fragile alliance

Retreat of Some Donors From SCN

Engagement Of BMGF in Nutrition

WB Costing Study

Global Response to the Global Food Crisis

SCN Reform Discussions

Lancet Paper 5

Meetings on International Architecture For Nutrition

Discussion of "Common Messages"

Global Action Plan

Framework For Action

Roadmap For Scaling Up Nutrition (SUN)

Agency Agendas, Ambitions, Rivalries

2008 and before

2009

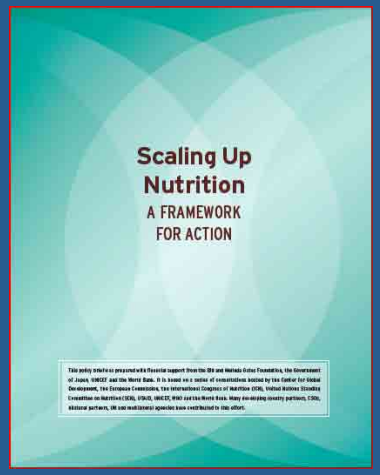
2010

**Scaling Up Nutrition: A Framework for Action. Food and Nutrition Bulletin 31(1), 2010**




Some of the 100 Organizations endorsing the global Framework for Action and SUN

# What is SUN?




- A label for global agenda setting purposes
- A Call to Action
- An attempt to get 'real money' for nutrition
- A "compendium" of actions needed (not 'consensus') viz
  - Food and nutrition security
  - Nutrition-focused (or nutrition-sensitive) development in key sectors
  - Nutrition-specific interventions ("direct" interventions)
- Broad indication of the types of investments needed
- A set of principles and strategies for moving forward
- An intent to build upon and harmonize current action and initiatives at country level and in agencies
- A lose articulation or collection of actors, interests and initiatives

# Nutrition-Specific Interventions defined

**Table 1**

**Evidenced Based Direct Interventions to Prevent and Treat Undernutrition**

***Promoting good nutritional practices ($2.9 billion):***

- breastfeeding
- complementary feeding for infants after the age of six months
- improved hygiene practices including handwashing

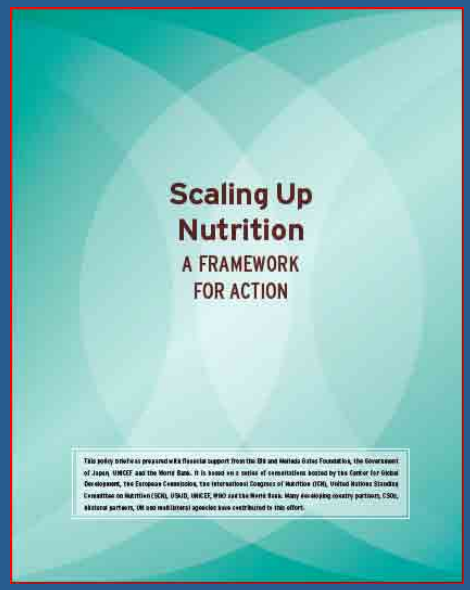
***Increasing intake of vitamins and minerals ($1.5 billion):***

- periodic Vitamin A supplements
- therapeutic zinc supplements for diarrhoea management
- multiple micronutrient powders
- de-worming drugs for children (to reduce losses of nutrients)
- iron-folic acid supplements for pregnant women to prevent and treat anaemia
- iodized oil capsules where iodized salt is unavailable
- salt iodization
- iron fortification of staple foods

***Therapeutic feeding for malnourished children with special foods ($6.2 billion):***

1. Prevention or treatment for moderate undernutrition
2. Treatment of severe undernutrition ("severe acute malnutrition") with ready-to-use therapeutic foods (RUTF).

*Reference: Scaling Up Nutrition What Will it Cost? World Bank 2009*



# Recent Agriculture and Food Security Initiatives (Anna Herforth, 2011)

| Date | Organization | Initiative | $$ | Region | Nutrition? | Env? |
|---|---|---|---|---|---|---|
| 2003 | AU/NEPAD (World Bank hosts trust fund) | CAADP Comprehensive Africa Agriculture Development Program | 50m+ | Africa | No – but now partnering with GAIN (Jan 2011) | Yes |
| 2006 | BMGF/RF | AGRA Alliance for a Green Revolution in Africa | 400m | Africa | No | Yes |
| 2008 | BMGF/USAID (IRRI) | CSISA Cereal Systems Initiative for South Asia | 30m | South Asia | No | Yes |
| 2008 | **UN** | **HLTF (created CFA)** **High Level Task Force; Comprehensive Framework for Action** | n/a | Global | Yes – late (2010) | No |
| 2008 | **World Bank** | **GFRP** **Global Food Crisis Response Program** | 2B | Global | Yes, but separate | No |
| 2009 (July) | **G8 in L'Alquila** | **AFSI** **L'Alquila Food Security Initiative** | **22B** | Global | Secondarily / ad hoc | Yes |
| 2010 (April) | **G20** **(World Bank hosts trust fund)** | **GAFSP** **Global Agriculture and Food Security Program** | 900m | Global (only 3 countries so far) | No | No |
| 2010 (May) | **USAID** | **FTF** **Feed the Future** | 3.5B | 20 target countries | Yes | Yes |
| 2010 | DFID (UK) with World Bank | Nutrition Strategy SAFNSI S Asia Food&Nutr Security Initiat | 1.8B 7.5m | 6 countries South Asia | Yes | No |
| 2010 | WEF in Davos | New Vision for Agriculture | n/a | Global | Yes | Yes |

# Commonly Espoused Principles in Recent Global Initiatives

- Scale up evidence-based interventions
- Multi-sectoral actions
- Country-owned, country-led strategies
- Aligned/harmonized external assistance

# Mainstreaming Nutrition Initiative

High Level Findings

# Mainstreaming Nutrition Initiative

- Funded by World Bank nutrition section
- ICDDR,B, Cornell: 2006-8
- Objective: develop approaches and experience in moving nutrition from the status of a marginal issue with time-limited funding to a permanent feature on policy agendas and in MCN programs and policies

1. Cross-country study (interviews, written case studies, observations)
   - 30 respondents (nationals, researchers, NGOs, donors)
   - 18 country experiences
2. Focal countries (participant-observer and interviews):
   - Bolivia, Guatemala, Peru
   - Vietnam, Bangladesh
3. Conflict and consensus sub-studies (interviews)
   - Bolivia
   - Guatemala

# Cross-country Study

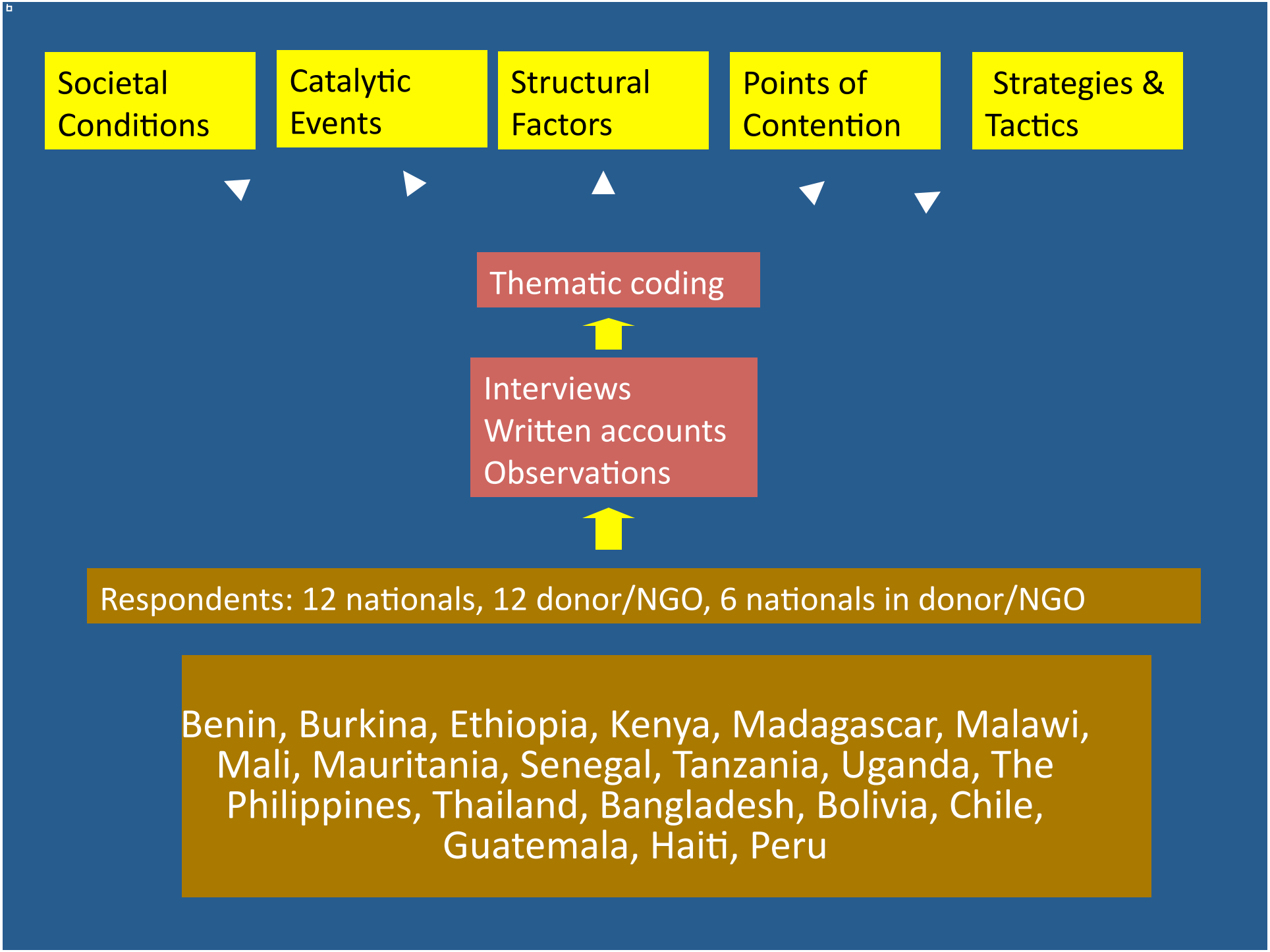
What factors influence the development of the national nutrition agenda?



What are some promising avenues for future efforts?

## Country Experiences

Pelletier,D., Frongillo, D., Frongillo, EA., Gervais, SG., Menon , P., Ngo, T. (n.d.) The Nutrition Policy Process: The Role of Strategic Capacity in Advancing National Nutrition Agendas. (in submission)


Societal Conditions
Catalytic Events
Structural Factors
Points of Contention
Strategies & Tactics
Thematic coding
Interviews
Written accounts
Observations
Respondents: 12 nationals, 12 donor/NGO, 6 nationals in donor/NGO
Benin, Burkina, Ethiopia, Kenya, Madagascar, Malawi, Mali, Mauritania, Senegal, Tanzania, Uganda, The Philippines, Thailand, Bangladesh, Bolivia, Chile, Guatemala, Haiti, Peru

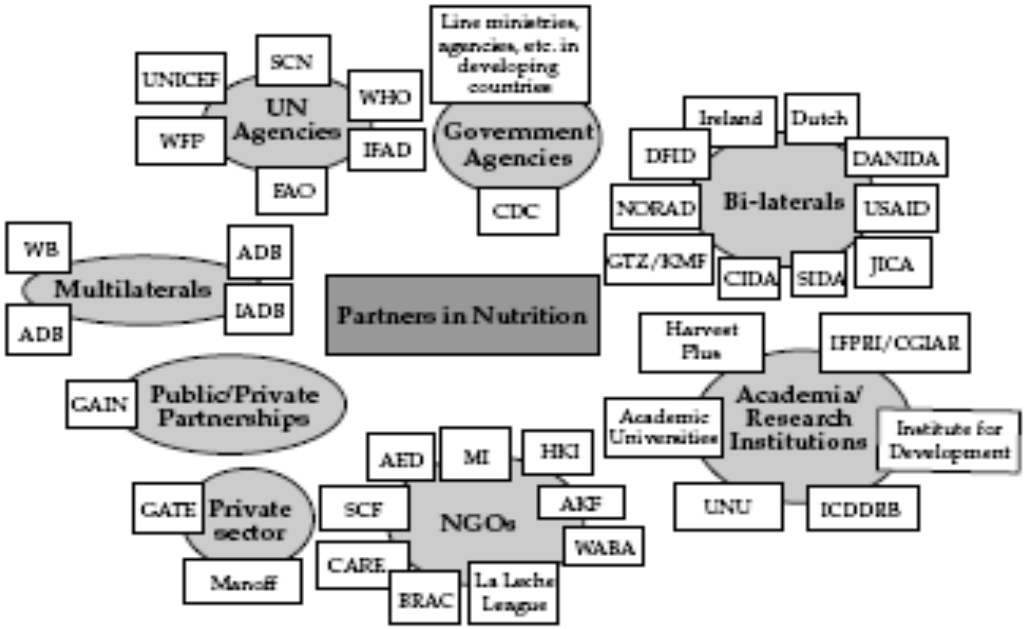
| Societal Conditions | Catalytic Events | Structural Factors | Points of Contention |
| --- | --- | --- | --- |
| Disasters<br>War<br>Civil unrest<br>Economic downturns<br>Sector reforms<br>Elections<br>HIV<br>etc. | Food crises<br>Nutr surveys,<br>Small-scale projects<br>Positive experiences<br>salt iodization<br>vitamin A suppl<br>PRSP windows<br>Natl or internatl conferences<br>Visits by high profile actors<br>MDG-1<br>Lancet series<br>etc. | Institut arrangements for leadership, coordination, implementation<br>Limited authority & budget control<br>Divergent mandates, interests and power<br>Fragmented, shifting & short-term funding<br>Weak capacity & credibility of nutrition units<br>Competition & rivalry<br>Avoidance and weak accountability<br>Decentralization<br>etc. | food programs<br>targeting<br>micronutrient strategies<br>GMP<br>stunting vs underweight<br>RUTF for mod maln<br>U2 vs U5<br>school feeding<br>vertical vs integrated<br>long vs short routes<br>etc. |

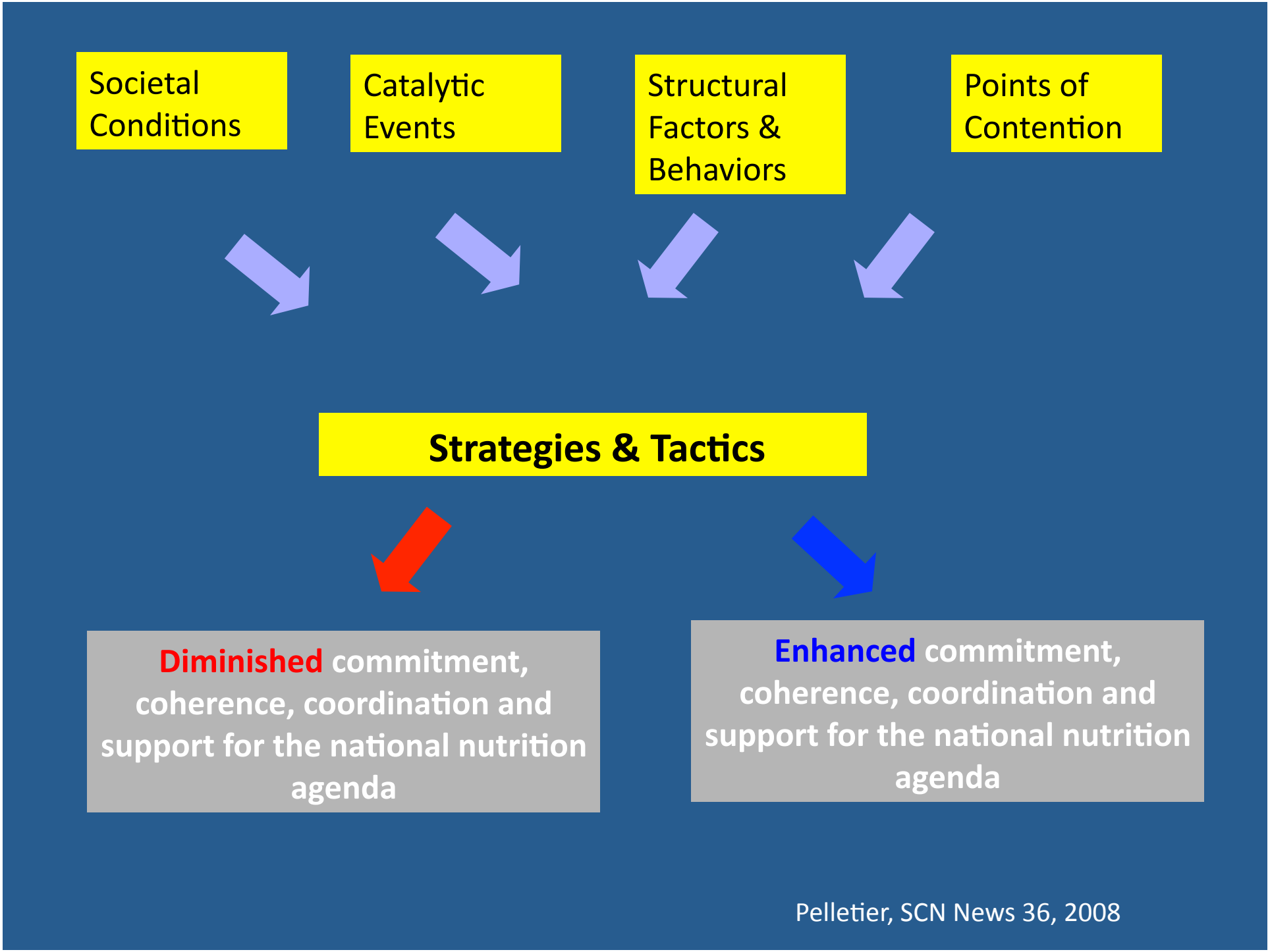
Strategies and Tactics

# Points of Contention

*"[] the donors and NGOs basically could not get their act together because they were all arguing for their own special interest or their own view of how things ought to be handled for nutrition."* (International researcher and consultant to countries)

**Figure 5.1 Principal development partners supporting nutrition**




Societal Conditions
Catalytic Events
Structural Factors & Behaviors
Points of Contention
Strategies & Tactics
Diminished commitment, coherence, coordination and support for the national nutrition agenda
Enhanced commitment, coherence, coordination and support for the national nutrition agenda
Pelletier, SCN News 36, 2008



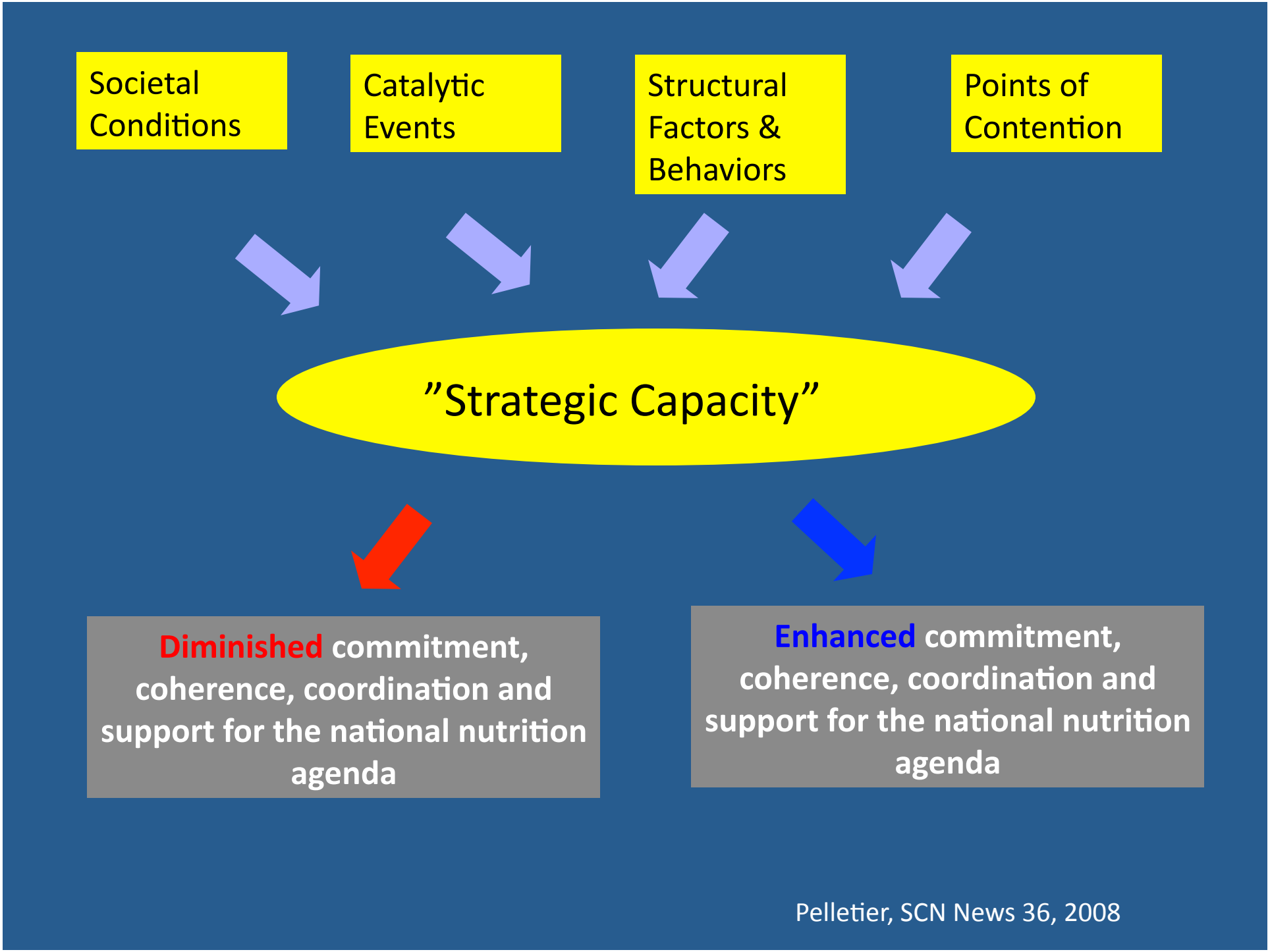
# Strategies and Tactics

*"[] they had a lot of disagreements but they always went ahead with one voice. They sat behind closed doors and didn't get out, but then they put on a good face when they came out and had one recommendation.* (Donor agency)

# Strategies and Tactics



*"NGOs got together and sort of formed a networking organization or an alliance. They agreed to put their logo all on the national program reports rather than trying to claim ownership for themselves, and things like that. So there was a period where there were a lot of fairly large NGO-run programs, and they wanted to make it one national program, and they managed to get their act together to do that."* (International NGO)


Societal Conditions
Catalytic Events
Structural Factors & Behaviors
Points of Contention
”Strategic Capacity”
Diminished commitment, coherence, coordination and support for the national nutrition agenda
Enhanced commitment, coherence, coordination and support for the national nutrition agenda
Pelletier, SCN News 36, 2008

# Strategic Capacity

The human and institutional capacity to:

- build commitment, vision and consensus towards a long-term national nutrition agenda,
- broker agreements,
- resolve conflicts,
- respond to recurring challenges and opportunities,
- build relationships,
- undertake strategic communications,
- strengthen operational capacities and implementation as part of the national nutrition agenda

Pelletier,D., Frongillo, D., Frongillo, EA., Gervais, SG., Menon , P., Ngo, T. The Nutrition Policy Process: The Role of Strategic Capacity in Advancing National Nutrition Agendas. Food and Nutrition Bulletin (in press).

# Findings from Focal Countries

## Agenda setting: generating policy attention

-Many routes

Electoral (Bolivia, Peru, Guatemala)

Bureaucratic (Vietnam, Bangladesh)





Pelletier, et al., *Health Policy and Planning* Feb 3, 2011 (online access)

# Findings from Focal Countries

## Policy formulation: deciding interventions, strategies, roles & responsibilities

- Multisectoral: Bolivia, Peru, Guatemala
- Sectoral: MOH vs others
- Biomedical: anemia versus stunting





Pelletier, et al., *Health Policy and Planning* Feb 3, 2011 (online access)

# Findings from Focal Countries

## Commitment: translating attention into effective action

Political attention vs political commitment vs system commitment

(Bolivia, Peru, Guatemala)





*Bolivian President Evo Morales swears in Ministers to the Zero Malnutrition Program*

Pelletier, et al., *Health Policy and Planning* Feb 3, 2011 (online access)

# Contention in Policy Formulation: The Case of Growth Monitoring Indicators in a LAC Country

- Wt-for-Age and MEWG (Min Exp Wt Gain) both in use in years prior
- New WHO Growth References, Priority on Stunting, Obesity concern
- ZM program is "opportunity to switch to a uniform national standard based on current international evidence and norms"
- Three-year conflict among MOH, NGOs, donors
- 4 interviews with MOH actors (favoring stunting indicator)
- 4 interviews with NGOs (favoring MEWG)







Hoey, L and Pelletier, D. (n.d.) *The Management of Conflict in Nutrition Policy Formulation: Choosing Growth Monitoring Indicators in the Context of Dual Burden.* *Food and Nutrition Bulletin* (in press).

# Anatomy of a Contentious Issue

| | MOH | NGOs |
|---|---|---|
| Position | • use HA indicator | •Use MEWG indicator |
| Goals | • align with WHO norms<br>• prevent obesity, reduce stunting, address wasting | • detect growth failure early |
| Claims | •MEWG not feasible, too costly, confusing to caregivers<br>•MEWG not effective<br>•MEWG may increase obesity<br>•HA can help distinguish stunting, obesity and wasting | •MEWG shown to be feasible and understood even by promoters<br>•HA is logistically difficult<br>•HA is slow to change and will de-motivate caregivers<br>•HA has excessive measurement error<br>•WHO norms based on technical not operational considerations<br>•IYCF messages <2 years do not cause obesity |
| Types of Support | • International norms<br>• Programmatic experience<br>•Logical inferences and conjectures | •External eval of MEWG programs<br>•Programmatic experience<br>•Experiences in other countries<br>•Interpretation of Lancet#2<br>•Logical inferences and conjectures |

# Conclusions

- "Understanding stakeholder values, interests, and perceived trade-offs, and knowing how to negotiate those effectively, turns out to be as important as being clear and 'data-driven' about one's own interests and action agenda" (Briggs, 2008 p. 228).

- "Though there is ample evidence that "conflicting parties can listen, learn, and act together, doing so is anything but a *natural* achievement" (Forester, 2009 p. 35.

- "Greater intentionality around decision-making strategies is needed at all stages of the nutrition policy process – from agenda setting to implementation decisions – and with all types of policy choices, even those that look deceptively simple and technical like growth monitoring."



Hoey, L and Pelletier, D. . *The Management of Conflict in Nutrition Policy Formulation: Choosing Growth Monitoring Indicators in the Context of Dual Burden.* *Food and Nutrition Bulletin (in press)*

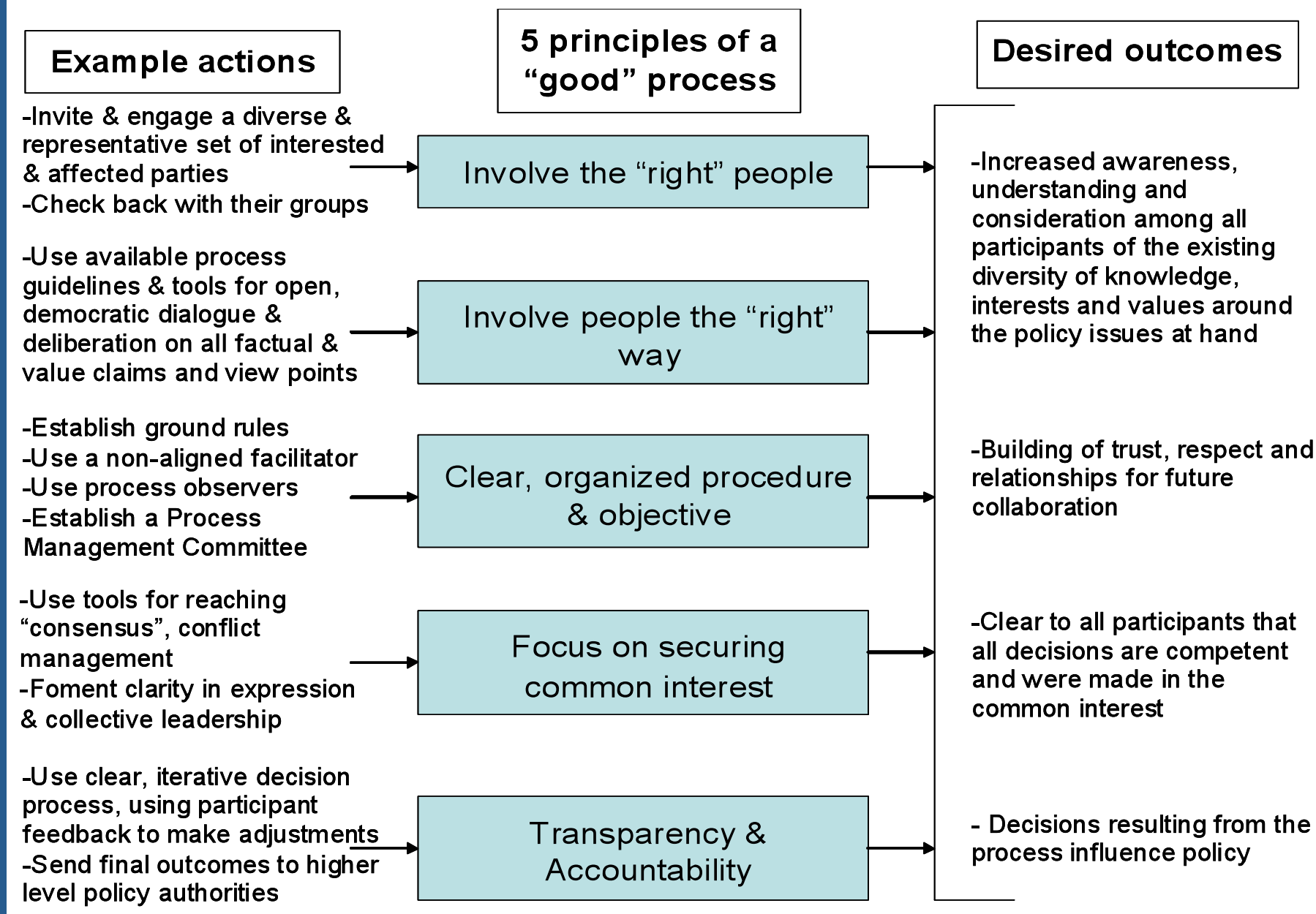
# Guatemala Case Study: From "Successful Agenda Setting" To Consensus in Policy Formulation

- A success story in agenda setting
- Policy formulation encountered deep disagreements
- Sub-study explored stakeholder views re. "Good Process"
- 20 semi-structured interviews (Govt, donor, NGO, academic)
- 60-90 min interviews; 250 pp transcribed
- Prompted and unprompted views on:
  - Key principles for "good process"
  - Desired outcomes
  - Feasibility in Guatemala
  - Willingness to participate
  - Willingness to accept decisions



Hill, R., Gonzalez, W and Pelletier, D. *The Formulation of Consensus on Nutrition Policy: Policy Actors' Perspectives on "Good Process."* *Food and Nutrition Bulletin (in press)*

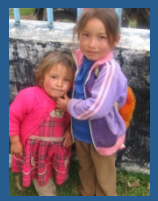
# Interview Tool (distilled from the literature)



# "Good Process:" Summary Findings

1. Key principles for good process: Strong resonance with literature
2. Desired outcomes: have impact on decisions, build trust, be inclusive
3. Feasibility in Guatemala: difficult, but yes
4. Willingness to participate: yes (all 20)
5. Willingness to accept decisions yes (all 20)
6. Are others willing to participate? Yes: 15 of 19
7. Are others willing to accept decisions? Yes: 11 of 18



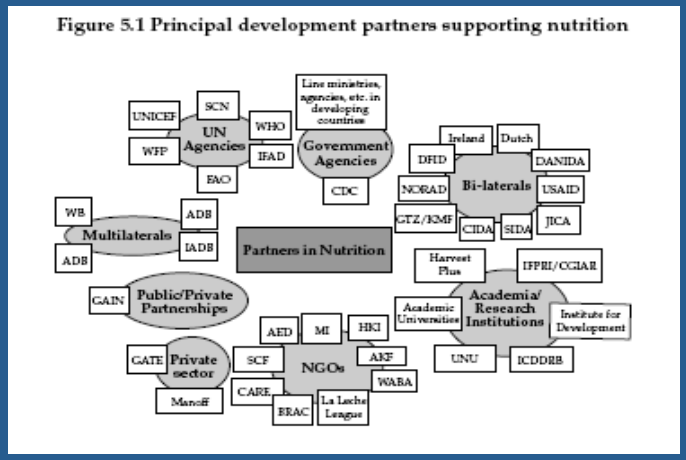




Hill, R., Gonzalez, W and Pelletier, D. *The Formulation of Consensus on Nutrition Policy: Policy Actors' Perspectives on "Good Process."* *Food and Nutrition Bulletin (in press)*

# Conclusions from Guatemala Study

- Strong interest in the fidelity of decision processes ( ≠ "evidence-based")
- Strong agreement on core principles, willing to participate and willing to accept decisions
- Actual behavior may vary from interview responses, will depend heavily on the actual quality of the process and must be studied in a real-world context
- Countries embarking on 'country-owned, country-led' initiatives would do well to first seek stakeholder agreement on the design and implementation of an explicit, inclusive and transparent decision process




Hill, R., Gonzalez, W and Pelletier, D. *The Formulation of Consensus on Nutrition Policy: Policy Actors' Perspectives on "Good Process." Food and Nutrition Bulletin (in press)*

# MNI Overall Conclusions (emphasizing "what's new")

1. Agenda setting may be easier than once thought (in some contexts)
2. "Political will" is too simplistic
3. We have seen the enemy and it is US
4. More and better evidence is not the answer (under current conditions)
5. Stronger implementation capacity is necessary but not sufficient
6. Strategic capacity is a fundamental priority
   - Enables agenda setting
   - Can deepen, broaden and sustain commitment
   - Can envision, lead, forge consensus and resolve conflicts
   - Can navigate structural obstacles and exploit windows of opportunity
   - Can integrate evidence into robust policy deliberation
   - Can envision, promote and sustain a long-term capacity-bldg effort
   - Can make "country-led and country-owned" a reality

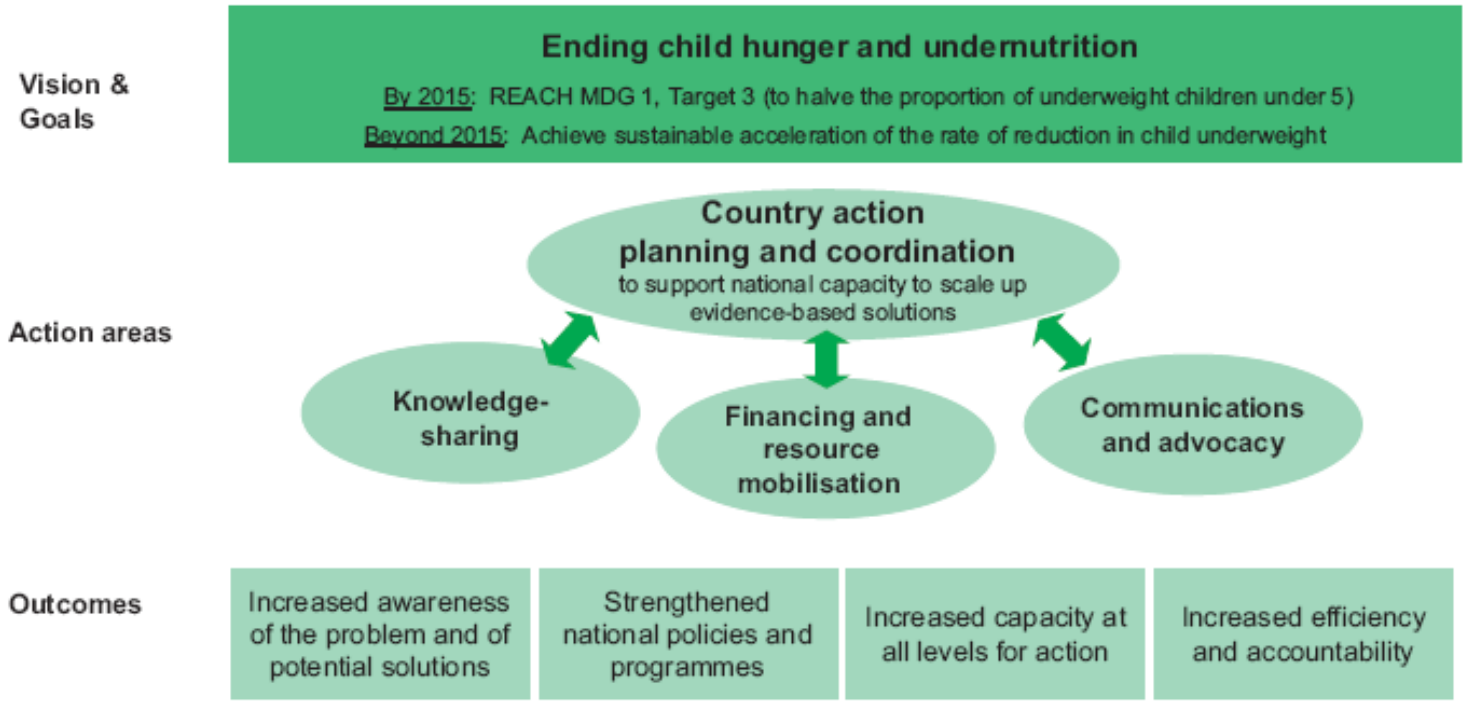
# Prospects for the Future

- Country-level support
- Global agenda setting

# Country Level Support

REACH ENDING CHILD HUNGER AND UNDERNUTRITION

## REACH focuses on scaling up country action



# Prospects for Global Agenda Setting

| Agenda Setting Factor | Maternal Mortality | Undernutrition |
|---|---|---|
| **ACTOR POWER** | | |
| Policy community cohesion | Weak | Weak |
| Uniting leadership/ champions | No | Weak |
| Effective coordinating or guiding institutions for the initiative | Weak | Not yet agreed |
| Civil society mobilization | No | For food-related issues but not "undernutrition" |
| **IDEAS** | | |
| Agreed internal frame | Many possibilities but little agreement | Yes, in broad terms |
| Resonant external frame | Many were attempted but did not get traction | Beginning, but "competes" with hunger, food security and agriculture |

Source: Framework based on Shiffman and Smith, Lancet 370: 1370-9 2007.

# The Prospects for Generating Global Priority for Undernutrition (cont'd)

| Agenda Setting Factor | Maternal Mortality | Undernutrition |
|---|---|---|
| **POLITICAL CONTEXTS** | | |
| Policy windows | Many created but only MDG5 effective | Yes |
| Governance structures | Weak for health generally, including weak leadership for maternal mortality | Weak |
| **ISSUE CHARACTERISTICS** | | |
| Credible indicators | Levels and trends are difficult to measure well | Yes |
| Severity | Severe but relatively rare | Yes |
| Effective, evidence-based solutions | Interventions are not simple and little agreement | Yes but evidence is uneven and disagreements abound |

Source: Framework based on Shiffman and Smith, Lancet 370: 1370-9 2007.

# Acknowledgments









*…and countless in-country collaborators*


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Shamsir Ahmed, ICDDR,B

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