

A CALL TO ACTION ON FOOD SECURITY: THE ADMINISTRATION'S GLOBAL STRATEGY

HEARING

BEFORE THE
SUBCOMMITTEE ON AFRICA AND GLOBAL HEALTH
OF THE
COMMITTEE ON FOREIGN AFFAIRS
HOUSE OF REPRESENTATIVES
ONE HUNDRED ELEVENTH CONGRESS

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THURSDAY, OCTOBER 29, 2009

HOUSE OF REPRESENTATIVES,
SUBCOMMITTEE ON AFRICA AND GLOBAL HEALTH,
COMMITTEE ON FOREIGN AFFAIRS,
Washington, DC.

The subcommittee met, pursuant to notice, at 9:35 a.m. in room 2172, Rayburn House Office Building, the Honorable Donald M. Payne, (chairman of the subcommittee) presiding.

Mr. PAYNE. The meeting of the Subcommittee on Africa and Global Health will come to order. Let me welcome everyone here this morning and thank you for joining us on this Subcommittee on Africa and Global Health for its critically important hearing entitled, "A Call to Action on Food Security: The Administration's Global Strategy."

A number of people and I am sure you will hear from each of the witnesses about the growing number and the concern for the number of people who go hungry each day, the number varies, but we know that it is high, and our estimates say that it is shocking that 1 billion people have gone through a food and economic crisis—going hungry—during the course of the year over the last few years, and the situation, unfortunately, contrary to our goals of the Millennium Challenge, is going in the opposite direction. The number of people affected is astonishing.

Moreover, the United Nations Secretary-General Ban Ki-moon reports that the proportion of undernourished people has risen as well. This flies directly into the Millennium Development Goal. Therefore, there is perhaps nothing more important than we can be discussing this morning than what the United States is planning to do to address the food and security of nearly one-sixth of the world's population.

This hearing is the latest in a series of close to a half-dozen hearings on food security and food assistance that this subcommittee has held in the past 2 years. The last such hearing was held on June 4th of this year, focused on the local and regional purchases (LRPs) can play in enhancing our aid's effectiveness.

Today's hearing will discuss the U.S. Global Hunger and Food Security Initiatives which Secretary of State Hillary Clinton unveiled at the United Nations General Assembly this past September. Following Secretary Clinton's announcement, the State Department released a draft document which outlined the administration's strategy whose goals are to "substantially reduce chronic hunger, raise the incomes of rural poor, and reduce the number of

children suffering from undernutrition.” This is a welcomed paradigm shift back to strong investments in agriculture development and this means that there will be our goal to increase food security and as a critical element of long-term sustainable development in poor regions of the world, particularly in Africa, and that is really where we have to focus. You can feed people forever, but you have to deal with the root causes of the problem.

I commend President Obama for encouraging these bold steps and Secretary Clinton who has taken on this as a major priority of the administration and has assigned her own Chief of Staff Counsel, Cheryl Mills, to lead up the initiative.

The U.S. Global Hunger and Food Security Initiative builds upon the commitment made at the G-8 Summit in L'Aquila in Italy where countries agreed to \$20 billion over 3 years toward the global partnership for agriculture and food security. This partnership will focus on promoting sustainable agricultural production, productivity, and rural economic growth.

Last month the G-20 in Pittsburgh reaffirmed these commitments and called for the establishment of a World Bank Food Security Trust Fund to finance medium- and long-term investments in agricultural productivity and market access in low-income countries. The administration's food security initiative, therefore, will work in tandem with the global partnerships, and I think it is important to point out that both the U.S. and the global initiatives stress that assistance provided through these programs will be complementary to the ongoing emergency food assistance. The emphasis on agricultural production and rural development does come not a minute too soon. It is something that we really should have been focusing on in the past; because, according to the Food and Agricultural Organization of the United Nations it will take a 70 percent increase in global food production to feed the world's population by 2060, the world's population is expected to be 1.9 billion due to both population growth and rising income, 9.1 billion, yes. I might have said million, but it is billion as we all know.

There is also greater recognition, as emphasized particularly in the administration's strategy, on the role of women and the importance of empowering them with education, tools, and assistance they need to make up. As we know, they are the majority of the small farmers, the small holder farmers, and they are the engines of development in every society, and I think that is very clear and that has been a proven fact for decades.

While the U.S. initiative is welcomed and encouraged, many of the details are still to be ironed out. Thus, today's hearing will include an assessment of where the initiative stands as we speak, what it seeks to achieve, and what recommendations we might have to further develop it as we evolve with this policy.

Let me remind us that it comes as no surprise that with the levels of poverty that exists in the world today that the number of people who cannot afford to grow or buy the food they need to live healthy, productive lives have dramatically increased. According to UNICEF, 25,000 children die every day due to poverty. This is unconscionable, and it must change. This is simply wrong. We can and must do more to end poverty. It is simply a moral imperative.

I sincerely thank the panel of our esteemed witnesses whose testimony we will hear before us today to share their insights. Each one of you are experts in your own way, and we would like to see how we can move forward as we address this very important issue. Following the remarks from the ranking member and the other members' comments, I will introduce the witnesses and we will proceed with their testimony.

Mr. Smith?

Mr. SMITH. Thank you very much, Mr. Chairman, and I want to thank you for calling this very important and timely hearing designed to examine the administration's recently released consultation document that proposed a strategy which aids global food security. According to the U.N. Food and Agricultural Organization, people are food insecure and they do not have enough physical, social or economic access to sufficient safe and nutritious food to meet their dietary needs and food preferences for an active and healthy life.

The FAO's 2009 report "The Food of Insecurity in the World" states that the decline in the numbers of chronically hungry people that was occurring some 20 years ago has been reversed, largely due to less available official developmental assistance devoted to agriculture. That unfortunate policy outcome, combined with the current global food and economic crisis, has resulted in an estimated 1 billion undernourished people around the world. The majority of those who lack food security, an estimated 642 million, live in Asia and the Pacific. Sub-Saharan Africa also has a large number at 265 million, and has the highest prevalence at one out of every three persons undernourished.

It is disturbing to note that the developed countries are not immune from this deficiency. We have around 15 million people living in our midst who are food insecure. It is shocking to hear that hungry and undernutrition kills more people globally than AIDS, malaria and tuberculosis combined. Hunger and malnutrition are the underlying causes of death of over 3.5 million children every year, or more than 10,000 children each day.

Poor households in the developing countries currently are facing a particularly devastating challenge for food security for two reasons. One is the global nature of the economic crisis which reduces the availability of coping mechanisms such as currency evaluations, borrowing or increased use of ODA, or migrant remittances that would otherwise be available if only a certain region or regions were impacted. Another is the food crisis that preceded the economic crisis which had already placed poor households in a weak position.

Several initiatives have been announced over the past few months to galvanize international action to address this crisis. The Global Partnership for Agriculture and Food Security was announced at the G-8 Summit in Italy, in July, in which summit leaders and other countries and organizations established a goal of mobilizing, as you pointed out, \$20 billion over the next 3 years, in particular, to promote sustainable production, productivity and rural economic growth, and additional countries have since pledged an additional \$2 billion to this effort. Unfortunately, there are re-

ports that about one-half to two-thirds of that commitment is actually just in aid that has merely been repackaged.

The view of 27 in Pittsburgh, however, in September, endorsed the initiative embraced by the G-8 and also called for an establishment of a World Bank Food Security Trust Fund. The purpose of this fund will be to boost agricultural productivity and market access in low-income countries by financing medium- and long-term investments. Later that month, the United Nations Secretary-General and Secretary of State Hillary Clinton issued a joint statement in which they agreed to build upon the global partnerships initiated in Italy.

The Secretary of State also released a consultation document at the end of September taking the views of numerous interested parties with respect to our proposed strategy to address global hunger and food security. I commend the Secretary for emphasizing the importance of imports from small-scale farmers and related agricultural producers in the consultation process.

We are here today to examine this initiative and hear from the Government Accountability Office and our other very distinguished witnesses on the panel, and again, I look forward to hearing your insights as we craft this strategy.

I yield back.

Mr. PAYNE. Thank you very much, Mr. Smith, and now I would like to introduce our panelists. First, we have Dr. Thomas Melito. Dr. Melito is director of International Affairs and Trade Team at GAO. In this capacity he is primarily responsible for GAO work involving multilateral organizations and international finance. Over the last 10 years, Dr. Melito has been focusing on a wide range of development issues, including debt relief for poor country's international food security and human trafficking. As part of the human trafficking portfolio, Dr. Melito led a review of U.S. Government and international efforts to monitor and evaluate their international programs and projects.

Since 2007, Dr. Melito has testified several times to Congress on the GAO's reviews of U.S. food assistance efforts, including on weaknesses and in monitoring any valuations.

Dr. Melito holds an M.A. and a Ph.D. in economics from Columbia University and a B.S. in industrial and labor relations from Cornell University.

The second witness will be Dr. Helene D. Gayle. Dr. Gale is president and chief executive officer of CARE USA. She heads one of the world's premier international humanitarian organizations. Dr. Gayle spent 20 years with the Centers for Disease Control, focusing primarily on combatting HIV and AIDS. She then directed the HIV, TB and reproductive health programs at the Bill and Melinda Gates Foundation. Dr. Gayle is chair of the Presidential Advisory Council on HIV and AIDS. She has published numerous scientific articles and has been featured in media outlets as the person from New York Times, Washington Post, Glamour, Vogue Magazines—the ladies tell me that is important—Essence—they also say that too—Financial Times, National Public Radio and CNN.

Dr. Gayle was born and raised in Buffalo, New York, earned a B.A. in psychology at Barnard College, and an M.D. from the Uni-

versity of Pennsylvania, and a M.P.H. from Johns Hopkins University. It is good to have you with us.

Our next witness is Dr. Julie Howard. Dr. Howard has served since 2003 as the executive director of the Partnership to Cut Hunger and Poverty in Africa, an independent nonprofit coalition dedicated to increasing the level of effectiveness of U.S. assistance and private investment in Africa. Dr. Howard holds a Ph.D. in agriculture economics from Michigan State University, and an M.S. in international agriculture development from the University of California, Davis, and a B.A. in international care from George Washington University.

She has carried out research and written on agricultural technology development and transfer in Zambia, Mozambique, Ethiopia, Uganda and Somalia. Dr. Howard is co-author with Michael R. Taylor of "Investing in African's Future: U.S. Agricultural Development Assistance for sub-Saharan African," 2005, and with Alexander Ray Love of "Now is the Time to Plan to Cut Hunger and Poverty in Africa," 2002. Dr. Howard also serves as an adjunct assistant professor of development at Michigan State University.

Now, who is no stranger to us, Reverend David Beckmann. Dr. Beckmann is one of the foremost U.S. advocates for policies and programs to reduce poverty in the United States and worldwide. He has been president of Bread for the World for 15 years, leading large scale and successful campaigns to strengthen U.S. political commitments to the hunger and poverty. Before that he served at the World Bank for 15 years, and Dr. Beckmann was one of the prime movers to have legislation passed and kept the U.S. focused on supporting the Millennium Challenge goals in 2000 when there was some wavering as we saw in 2005. As a matter of fact it was when it was thought that the United States might move back from its commitment of 2000 to halve poverty by 2015, and so we really appreciate the work of Bread for the World.

Dr. Beckmann founded and served as president of the Alliance to End Hunger, which engages diverse U.S. institutions to build political support that will end hunger. Dr. Beckmann is also president of Bread for the World Institute which does research and education on poverty and development. Dr. Beckmann is a Lutheran clergyman as well as an economist earning degrees from Yale, Christ Seminary and the London School of Economics. He has written many books and articles, including "Transforming the Politics of Hunger and Grace at the Table: Ending Hunger in God's World."

Last but not least, we have Mr. Richard Leach. Mr. Leach serves as the senior advisor for Public Policy for Friends of the World Food Program. He established the organization in 1997, and in 2003 and 2004, he directed a global initiative to address the hunger among children. From 1991 to 1993, Mr. Leach served as foreign policy staff on the U.S. House Select Committee on Hunger which did so many great things during the time, and we really appreciate your work on that very important committee. He has also served as senior advisor to the World Health Organization and is a member of the American Bar Association's task force on reform of the United Nations Commission on Human Rights.

In 1993, he was appointed by the Clinton administration to direct a nationwide campaign to increase solid immunization rates,

and later transformed a campaign operation into a branch of the United States Center for Disease Control and Prevention, and we know how important immunization is with the epidemic that we have seen in recent history.

Mr. Leach practiced law for 1986 to 1990. He served as chairman of the board of directors of the American Lung Association for the District of Columbia from 2004 to 2006 and is currently a member of the board of directors of United Mitochondrial Disease Foundation.

At this time we will start with our first witness, Dr. Melito.

STATEMENT OF THOMAS MELITO, PH.D., DIRECTOR, INTERNATIONAL AFFAIRS AND TRADE TEAM, UNITED STATES GOVERNMENT ACCOUNTABILITY OFFICE

Mr. MELITO. Mr. Chairman and members of the subcommittee. I am pleased to be here to discuss the extent to which host governments and donors, including the United States, are working to improve global food security. This problem is especially severe in sub-Saharan Africa with one out of every three people considered undernourished. Worldwide the number of undernourished people has been growing and now exceeds 1 billion. As the largest international donor, contributing over half of food aid to supplies to alleviate hunger and support development, the United States plays an important role in responding to emergencies and ensuring global food security.

Global targets were set at the 1996 World Food Conference when the United States and more than 180 nations pledged to halve the total number of undernourished people worldwide by 2015. In recent years, GAO has issued a number of reports on international food assistance issues that made recommendations to improve U.S. food aid and global food security.

My statement today is based on our May 2008 report and on recent and ongoing work. I will focus on two topics. First, I will discuss host government and donor efforts to halve hunger, especially in sub-Saharan Africa by 2015. Second, I will discuss the status of U.S. agencies' implementation of GAO's 2008 recommendations to enhance efforts to address global food insecurity.

Regarding the first objective, we found that host governments and donors, including the United States, have made little progress in halving hunger for these three key reasons: First, host governments in sub-Saharan Africa have not prioritized food security as a development goal, and as of 2007, only eight countries had fulfilled the 2003 pledge to direct 10 percent of government spending to agriculture. However, these data represent an increase of four additional countries that met the pledge between 2005 and 2007.

Second, donor aid directed toward agricultural was declining until about 2005.

Third, U.S. efforts to reduce hunger, especially in sub-Saharan Africa, focused primarily on emergency food aid and had not addressed the underlying factors that contributed to their recurrence and severity.

However, to reverse the declining trend in funding, in July 2009, the Group of 8 agreed to a \$20 billion 3-year commitment to increase assistance for global food security. The U.S.'s share of this

commitment is about \$3.4 billion. It includes about \$1.4 billion in Fiscal Year 2010, representing more than double the Fiscal Year 2009 budget request.

Regarding our second objective, in our May 2008 report we recommended, first, the development of an integrated government-wide U.S. strategy that defines each agency's actions with specific timeframes and resource commitments, enhances collaboration with host governments and other donors, and improves measures to monitor the progress; and second, report annually to Congress on the implementation of the first recommendation.

Consistent with our first recommendation, U.S. agencies are in the process of developing a government-wide strategy to achieve global food security with the launching of a food security initiative. In April 2009, the new administration created the Interagency Policy Committee. In late September 2009, State issued a consultation document that delineates a proposed comprehensive approach to food security. Although the document outlines broad objectives and principles, it has not yet evolved into an integrated government-wide strategy that we called for in our 2008 recommendations.

Such a strategy would define each agency's actions and resource commitments to achieve global food security and to promote improved collaboration with host government and other donors, and include measures to monitor and evaluate progress toward implementing the strategy.

Regarding our second recommendation, USAID officials stated that they plan to update Congress on progress toward the implementation of such a strategy as part of the agency's 2008 Initiative to End Hunger in Africa report, which is expected to be released in the near future.

However, as we concluded in our May 2008 report, this effort does not comprehensively address the underlying causes of food insecurity nor does it leverage the full extent of U.S. assistance across all agencies.

Finally, in response to a request from Chairwoman Rosa DeLauro, we are currently conducting a review of U.S. efforts to address global food insecurity. We plan to report on the nature and scope of U.S. food security programs and the status of U.S. agencies' ongoing efforts to develop an integrated government-wide strategy to address persistent food insecurity by using GAO criteria identified in prior products.

Mr. Chairman, this concludes my statement. I would be pleased to any questions you or the members of the subcommittee have. Thank you.

[The prepared statement of Mr. Melito follows:]

United States Government Accountability Office

GAO

Testimony
Before the Subcommittee on Africa and
Global Health, Committee on Foreign
Affairs, House of Representatives

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INTERNATIONAL FOOD ASSISTANCE

A U.S. Governmentwide Strategy Could Accelerate Progress toward Global Food Security

Statement of Thomas Melito, Director
International Affairs and Trade



INTERNATIONAL FOOD ASSISTANCE

A U.S. Governmentwide Strategy Could Accelerate Progress toward Global Food Security



Highlights of GAO-10-212T, a testimony before the Subcommittee on Africa and Global Health, Committee on Foreign Affairs, House of Representatives

Why GAO Did This Study

The number of undernourished people worldwide now exceeds 1 billion, according to the United Nations (UN) Food and Agriculture Organization (FAO). Sub-Saharan Africa has the highest prevalence of food insecurity, with 1 out of every 3 people undernourished. Global targets were set at the 1996 World Food Summit and reaffirmed in 2000 with the Millennium Development Goals (MDG) when the United States and more than 189 nations pledged to halve the number and proportion of undernourished people by 2015.

In a May 2008 report, GAO recommended that the Administrator of the U.S. Agency for International Development (USAID), in collaboration with the Secretaries of Agriculture, State, and the Treasury, (1) develop an integrated governmentwide U.S. strategy that defines actions with specific time frames and resource commitments, enhances collaboration, and improves measures to monitor progress and (2) report annually to Congress on the implementation of the first recommendation. USAID concurred with the first recommendation but expressed concerns about the vehicle of the annual reporting. The Departments of Agriculture, State, and Treasury generally concurred with the findings.

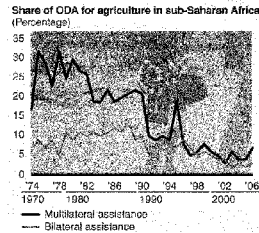
In this testimony, based on prior reports and ongoing work, GAO discusses (1) host government and donor efforts to halve hunger, especially in sub-Saharan Africa, by 2015, and (2) the status of U.S. agencies' implementation of GAO's 2008 recommendations.

View GAO-10-212T or key components. For more information, contact Thomas Melto at (202) 512-9901 or mlt@gao.gov.

What GAO Found

Efforts of host governments and donors, including the United States, to achieve the goal of halving hunger in sub-Saharan Africa by 2015 have been insufficient due to a variety of reasons. First, host governments' agricultural spending levels remain low—the most current data available show that, as of 2007, only 8 of 38 countries had fulfilled a 2003 pledge to direct 10 percent of government spending to agriculture. Second, donor aid for agriculture in sub-Saharan Africa was generally declining as a share of overall official development assistance (ODA) until 2005 (see fig. below left). Third, U.S. efforts to reduce hunger in sub-Saharan Africa were constrained in funding and limited in scope. These efforts were primarily focused on emergency food aid and did not fully integrate U.S. and other donors' assistance to the region. To reverse the declining trend in ODA funding for agriculture, in July 2009, the Group of 8 (G8) agreed to a \$20 billion, 3-year commitment. The U.S. share of this commitment, or \$3.35 billion in fiscal year 2010, represents more than double the fiscal year 2009 budget request for agriculture and related programming.

Share of Official Development Assistance (ODA) for Agriculture in Sub-Saharan Africa Has Declined Until Recent Years



Sources: GAO analysis of Organization for Economic Cooperation and Development (OECD) and U.S. Department of State data.

Principles for Advancing Global Food Security Proposed by the U.S. Department of State

- Comprehensively address the underlying causes of hunger and under-nutrition
- Invest in country-led plans
- Strengthen strategic coordination
- Leverage the benefits of multilateral institutions
- Deliver on sustained and accountable commitments

Consistent with GAO's first recommendation, U.S. agencies are in the process of developing a governmentwide strategy to achieve global food security. In September 2009, State issued a consultation document that delineates a proposed comprehensive approach to food security. Although the document outlines broad objectives and principles (see fig. above right), it is still a work in progress and should not be considered the integrated governmentwide strategy that GAO recommended. It does not define the actions, time frames, and resource commitments each agency will undertake to achieve food security, including improved collaboration with host governments and other donors and measures to monitor and evaluate progress in implementing the strategy. Regarding GAO's second recommendation, USAID officials plan to update Congress on progress toward the implementation of such a strategy as part of the agency's initiative to End Hunger in Africa 2008 report, which is forthcoming in 2009.

Mr. Chairman and Members of the Subcommittee:

I am pleased to be here to discuss the extent to which host governments and donors, including the United States, are working to improve global food security.¹ This problem is especially severe in sub-Saharan Africa, the region where food insecurity is most prevalent with 1 out of every 3 people considered undernourished. The number of undernourished people worldwide has been growing and now exceeds 1 billion, according to the estimates of the United Nations (UN) Food and Agriculture Organization (FAO). As the largest international donor, contributing over half of all food aid supplies to alleviate hunger and support development, the United States plays an important role in responding to emergencies and ensuring global food security. Global targets were set at the 1996 World Food Summit and reaffirmed in 2000 with the Millennium Development Goals (MDG), when the United States and more than 180 world leaders pledged to halve the total number and proportion of undernourished people reported worldwide from the 1990 level by 2015.

In recent years, GAO has issued a number of reports on international food assistance that made recommendations to improve U.S. food aid and global food security.² My statement today is based on our May 2008 report and other recent and ongoing work.³ I will focus on two topics. First, I will discuss host government and donor efforts to halve hunger, especially in sub-Saharan Africa, by 2015. Second, I will discuss the status of U.S. agencies' implementation of GAO's 2008 recommendations to enhance efforts to address global food insecurity and accelerate progress toward halving world hunger by 2015, particularly in sub-Saharan Africa.

¹Food security is access of all people at all times to sufficient, nutritionally adequate, and safe food, without undue risk of losing such access. FAO defines the elements of food security to include (1) food availability, (2) access, and (3) utilization.

²See the list of related GAO products at the end of this statement.

³GAO, *International Food Security: Insufficient Efforts by Host Governments and Donors Threaten Progress to Halve Hunger in Sub-Saharan Africa by 2015*, GAO-08-680 (Washington, D.C.: May 29, 2008). More recent GAO reports include *International Food Assistance: Key Issues for Congressional Oversight*, GAO-09-377SP (Washington, D.C.: Sep. 30, 2009) and *International Food Assistance: Local and Regional Procurement Provides Opportunities to Enhance U.S. Food Aid, but Challenges May Constrain Its Implementation*, GAO-09-757T (Washington, D.C.: June 4, 2009). In addition, we are currently conducting a review of U.S. efforts to address global food insecurity, which we plan to issue in February 2010.

To address these objectives in our reports, we reviewed economic literature on the factors that influence food security, and we convened an expert roundtable to further delineate factors that have contributed to persistent food insecurity in sub-Saharan Africa and efforts to address these factors. For our prior reports and our ongoing review of U.S. efforts to address food insecurity, we reviewed relevant reports by GAO and other agencies and organizations and met with numerous U.S. agency officials in Washington, D.C. and overseas. We also conducted fieldwork in a number of food-insecure countries and convened structured panels of nongovernmental organizations (NGO) and donors in four countries in sub-Saharan Africa. We conducted these performance audits in accordance with generally accepted government auditing standards. Those standards require that we plan and perform the audit to obtain sufficient, appropriate evidence to provide a reasonable basis for our findings and conclusions based on our audit objectives. We believe that the evidence obtained provides a reasonable basis for our findings and conclusions based on our audit objectives.⁴

In brief, Mr. Chairman, we found that, although world leaders have committed to halving global hunger by 2015, host governments and donors—including the United States—have made little progress, especially in sub-Saharan Africa. First, host governments have not prioritized food security as a development goal and, as of 2007, only 8 of 38 countries had fulfilled a 2003 pledge to direct 10 percent of government spending to agriculture. Second, donor aid directed toward agriculture was generally declining until 2005. Third, U.S. efforts to reduce hunger in Africa have been constrained in funding and limited in scope, focusing primarily on emergency food aid, and have not addressed the underlying factors that contributed to the recurrence and severity of food crises. To reverse the declining trend in ODA funding for agriculture, in July 2009, the Group of 8 (G8) agreed to a \$20 billion, 3-year commitment. The U.S. share of this commitment, or \$3.35 billion, includes \$1.36 billion for agriculture and

⁴For a full description of the scope and methodology of our prior reports, see GAO-06-650, *International Food Assistance: Local and Regional Procurement Can Enhance the Efficiency of U.S. Food Aid, but Challenges May Constrain Its Implementation*, GAO-09-579 (Washington, D.C.: May 29, 2009), and *International Food Assistance: USAID Is Taking Actions to Improve Monitoring and Evaluation of Nonemergency Food Aid, but Weaknesses in Planning Could Impede Efforts*, GAO-09-980 (Washington, D.C.: Sep. 28, 2009). The U.S. Department of State (State), U.S. Agency for International Development (USAID), and U.S. Department of Agriculture (USDA) agreed with the updated information we provide in this testimony.

related programming in fiscal year 2010 to establish food security, representing more than double the fiscal year 2009 budget request.

In our May 2008 report, we recommended (1) the development of an integrated governmentwide U.S. strategy that defines each agency's actions with specific time frames and resource commitments, enhances collaboration with host governments and other donors, and improves measures to monitor progress and (2) annual reporting to Congress on the implementation of the first recommendation. The U.S. Agency for International Development (USAID) concurred with the first recommendation but expressed concerns about the vehicle of the annual reporting. The U.S. Departments of Agriculture (USDA), State (State), and Treasury generally concurred with the findings.

Consistent with our first recommendation, U.S. agencies are in the process of developing a governmentwide strategy to achieve global food security, with the launching of a global hunger and food security initiative. In April 2009, the new administration created the Interagency Policy Committee (IPC). In late September 2009, State issued a consultation document that delineates a proposed comprehensive approach to food security based on country- and community-led planning and collaboration with U.S. partners. According to a senior State official, the consultation document was a product of an interagency working group. Although the document outlines broad objectives and principles, it is still a work in progress and should not be considered the integrated governmentwide strategy that we called for in our 2008 recommendation. Such a strategy would define each agency's actions and resource commitments to achieve food security, including improved collaboration with host governments and other donors and measures to monitor and evaluate progress toward implementing the strategy. Regarding our second recommendation, USAID officials stated that they plan to update Congress on progress toward the implementation of such a strategy as part of the agency's 2008 Initiative to End Hunger in Africa, which is expected to be released in 2009.

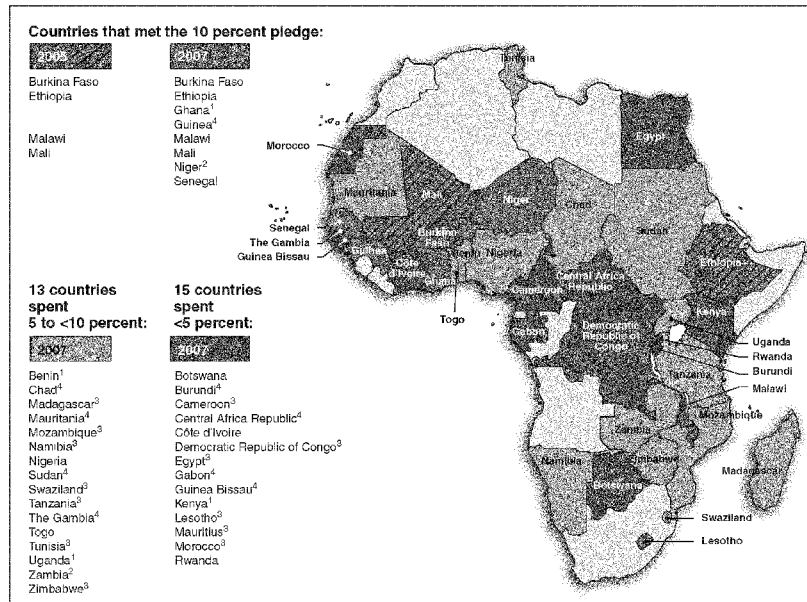
Efforts of Host Governments and Donors, including the United States, toward Halving Hunger by 2015 Have Been Insufficient, especially in Sub-Saharan Africa

Despite their commitment to halve global hunger by 2015, efforts of host governments and donors, including the United States, to accelerate progress toward that goal have been insufficient, especially in sub-Saharan Africa. First, host governments have provided limited agricultural spending, with only eight meeting their 2003 pledge to direct 10 percent of government spending to agriculture. Second, multilateral and donor aid to African agriculture generally declined from the 1980s to around 2005. Third, U.S. efforts to reduce hunger, especially in sub-Saharan Africa, have been constrained by resource and scope limitations.

Host Governments in Sub-Saharan Africa Provide Limited Agricultural Spending

Although African countries pledged in 2003 to direct 10 percent of government spending to agriculture, only 8 out of 38 governments had met this pledge as of 2007, according to the most current available data from the International Food Policy Research Institute. These data represent an increase of four additional countries that met the pledge between 2005 and 2007 (see fig.1.).

Figure 1: Performance of Countries in Sub-Saharan Africa in Meeting Their Pledge to Direct 10 Percent of Government Spending Toward Agriculture



Sources: GAO analysis of the New Partnership for Africa's Development/International Food Policy Research Institute data; Map Resources (map).
 Note: The levels of agricultural investment as a share of total expenditure are for 2007 (unless otherwise noted).
¹Estimate for 2008.
²2006.
³2005.
⁴2004.

The primary vehicle for addressing agricultural development in sub-Saharan Africa is the New Partnership for Africa's Development (NEPAD)⁵ and its Comprehensive Africa Agriculture Development Program (CAADP).⁶ The African Union (AU) established NEPAD in July 2001 as a strategic policy framework for the revitalization and development of Africa. In 2003, AU members endorsed the implementation of CAADP, a framework that is aimed to guide agricultural development efforts in African countries, and agreed to allocate 10 percent of government spending to agriculture by 2008. Subsequently, member states established a regionally supported, country-driven CAADP roundtable process, which defines the programs and policies that require increased investment and support by host governments; multilateral organizations, including international financial institutions; bilateral donors; and private foundations. According to USAID officials, the CAADP roundtable process is designed to increase productivity and market access for large numbers of smallholders and promote broad-based economic growth. At the country level, host governments are expected to lead the development of a strategy for the agricultural sector, the coordination of donor assistance, and the implementation of projects and programs, as appropriate. As of October 2009, according to a senior USAID official, nine countries had signed CAADP compacts, and five more countries were scheduled for a CAADP roundtable process, which defines programs that are to be financed by host governments and donors.⁷

⁵The New Partnership for Africa's Development, formerly known as the New African Initiative, was established by the African Union in July 2001.

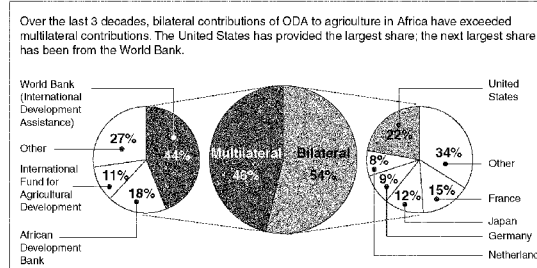
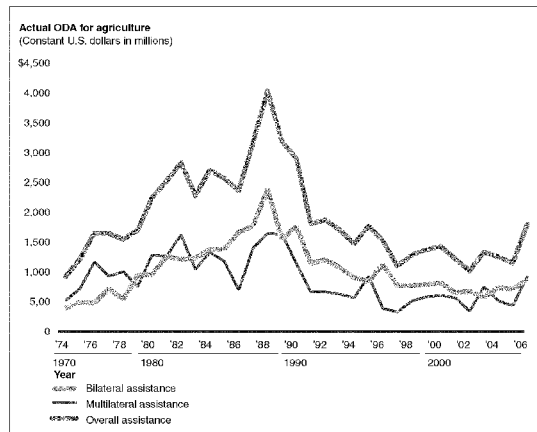
⁶According to officials from USAID's East Africa Mission, support to CAADP is coordinated by a partnership platform, a group of senior representatives of multilateral and bilateral donors.

⁷The nine countries with signed CAADP compacts are Benin, Burundi, Ethiopia, Liberia, Mali, Niger, Rwanda, Sierra Leone, and Togo. The five countries with roundtables scheduled are Gambia, Ghana, Nigeria in October, and Senegal and Uganda in November 2009.

Multilateral and Bilateral Donor Assistance to African Agriculture Has Declined Until Recent Years

Until recent years, donors had reduced the priority given to agriculture. As a result, the share of official development assistance (ODA) from both multilateral and bilateral donors to agriculture for Africa significantly declined, from about 15 percent in the 1980s to about 4 percent in 2006 (see fig. 2).

Figure 2: Trends in Multilateral and Bilateral Official Development Assistance (ODA) to Africa for Agriculture, 1974 to 2006



Source: GAO analysis of OECD data.

Notes:

1. OECD's classification of ODA to agriculture may underreport funding to agriculture. For example, OECD's ODA to agriculture excludes developmental food aid.

2. ODA commitment for agriculture in Africa has been increasing since 2005, with the 2007 levels almost doubling the levels in 2005.

The decline in donor support to agriculture in Africa over this period is due in part to competing priorities for funding and a lack of results from unsuccessful interventions. According to the 2008 *World Development Report*, many of the large-scale integrated rural development interventions promoted heavily by the World Bank suffered from mismanagement and weak governance and did not produce the claimed benefits.

In the 1990s, donors started to prioritize social sectors, such as health and education, over agriculture. In recognition of the growing global food security problem, in July 2009, the United States and assembled leaders at the G8 Summit in L'Aquila, Italy, agreed to a \$20 billion, 3-year commitment to reverse the declining trend in ODA funding for agriculture.³

U.S. Efforts to Address Food Insecurity in Sub-Saharan Africa Were Constrained in Funding and Limited in Scope

U.S. assistance to address food insecurity has been constrained in funding and limited in scope, especially in sub-Saharan Africa. In recent years, the levels of USAID funding for development in sub-Saharan Africa have not changed significantly compared with the substantial increase in U.S. funding for emergencies. Funding for the emergency portion of Title II of Public Law 480⁴—the largest U.S. food aid program—has increased significantly in recent years, while the funding level for nonemergencies has stagnated. In fact, the nonemergency portion accounted for 40 percent of Title II funding in 2002, but has declined, accounting for only 15 percent in 2008. While emergency food aid has been crucial in helping alleviate the growing number of food crises, it does not address the underlying factors that contributed to the recurrence and severity of these crises. Despite repeated attempts from 2003 to 2005, the former Administrator of USAID was unsuccessful in significantly increasing long-term agricultural development funding in the face of increased emergency needs and other priorities. Specifically, USAID and several other officials noted that budget restrictions and other priorities, such as health and education, have limited the U.S. government's ability to fund long-term agricultural

³Members of the G8 are Canada, France, Germany, Italy, Japan, Russia, the United Kingdom, and the United States. The European Union is also represented.

⁴Section 3001 of Pub. L. No. 110-246, the Food, Conservation, and Energy Act of 2008 changed the title of the underlying legislation from the Agricultural Trade Development Assistance Act of 1951—also known as Pub. L. No. 480—to the Food for Peace Act.

development programs. Also, the United States, consistent with other multilateral and bilateral donors, has steadily reduced its ODA to agriculture for Africa since the late 1980s, from about \$500 million in 1988 to less than \$100 million in 2006.¹⁰

Launched in 2002, the Presidential Initiative to End Hunger in Africa (IEHA)—which represented the U.S. strategy to help fulfill the MDG goal of halving hunger by 2015—was constrained in funding and limited in scope. In 2005, USAID, the primary agency that implemented IEHA, committed to providing an estimated \$200 million per year for 5 years through the initiative, using existing funds from Title II of Public Law 480 food for development and assorted USAID Development Assistance (DA) and other accounts. IEHA was intended to build an African-led partnership to cut hunger and poverty by investing in efforts to promote agricultural growth that is market-oriented and focused on small-scale farmers. IEHA was implemented in three regional missions in sub-Saharan Africa, as well as in eight bilateral missions: Kenya, Tanzania, and Uganda in East Africa; Malawi, Mozambique, and Zambia in southern Africa; and Ghana and Mali in West Africa.¹¹ However, USAID officials acknowledged that IEHA lacks a political mandate to align the U.S. government food aid, emergency, and development agendas to address the root causes of food insecurity. Although it purported to be a governmentwide strategy, IEHA was limited to only some of USAID's agricultural development activities and did not integrate with other agencies in terms of plans, programs, resources, and activities to address food insecurity in sub-Saharan Africa. For example, at the time of our review, because only eight USAID missions had fully committed to IEHA, and the rest of the missions had not attributed funding to the initiative, USAID had been unable to leverage all of the agricultural development funding it provides to end hunger in sub-Saharan Africa. This lack of a comprehensive strategy likely led to missed opportunities to leverage expertise and minimize overlap and duplication. For example, both the Millennium Challenge Corporation (MCC) and USDA are making efforts to address agriculture and food insecurity in sub-Saharan Africa, but IEHA's decision-making process at the time of our review had not taken these efforts into consideration. In addition, IEHA had not leveraged the full extent of the U.S. assistance across all agencies to address food insecurity in sub-Saharan Africa. For example, one of the

¹⁰This ODA funding includes the U.S. Presidential Initiative to End Hunger in Africa.

¹¹In addition, Nigeria and South Africa receive biotechnology funding through IEHA but do not have a comprehensive IEHA agenda.

United States' top priorities for development assistance is the treatment, prevention, and care of HIV/AIDS through the President's Emergency Plan for AIDS Relief (PEPFAR), which is receiving billions of dollars every year.

The new administration has committed to improving international food assistance by pledging U.S. leadership in developing a new global approach to hunger, and the Secretary of State has emphasized the importance of a comprehensive approach to sustainable systems of agriculture in rural areas worldwide. The U.S. share of the G8 commitment of \$20 billion, or \$3.35 billion, includes \$1.36 billion for agriculture and related programming in fiscal year 2010 to establish food security, representing more than double the fiscal year 2009 budget request level.

**Consistent with
GAO's
Recommendations,
Efforts to Develop a
U.S. Governmentwide
Strategy to Address
Global Food Security
Are in Progress**

In our May 2008 report, we recommended that the Administrator of USAID (1) work in collaboration with the Secretaries of State, Agriculture, and the Treasury to develop an integrated governmentwide strategy that defines each agency's actions and resource commitments to achieve food security, particularly in sub-Saharan Africa, including improving collaboration with host governments and other donors and developing improved measures to monitor and evaluate progress toward the implementation of this strategy and (2) report on progress toward the implementation of the first recommendation as part of the annual *U.S. International Food Assistance Report* submitted to Congress.¹³ USAID concurred with the first recommendation but expressed concerns about the vehicle of the annual reporting. The Departments of Agriculture, State, and Treasury generally concurred with the findings.

Consistent with our first recommendation, U.S. agencies have launched a global hunger and food security initiative and, as part of that initiative, are working to develop a governmentwide strategy to address global food insecurity. In April 2009, the new administration created the Interagency

¹³Pub. L. No. 480, section 407(f) states that "the President shall prepare an annual report that "shall include . . . an assessment of the progress toward achieving food security in each country receiving food assistance from the United States Government." This report is intended to contain a discussion of food security efforts by U.S. agencies.

Policy Committee (IPC).¹³ In late September 2009, State issued a consultation document—a work in progress—that delineates a proposed comprehensive approach to food security based on country- and community-led planning and collaboration with U.S. partners. According to a senior State official, the consultation document was a product of an interagency working group. Although the document outlines broad objectives and principles, it is still a work in progress and should not be considered the integrated governmentwide strategy that we called for in our 2008 recommendation. A comprehensive strategy would define the actions with specific time frames and resource commitments that each agency undertakes to achieve food security, particularly in sub-Saharan Africa, including improving collaboration with host governments and other donors and developing improved measures to monitor and evaluate progress toward implementing the strategy. In prior products, we have identified six characteristics of an effective national strategy that may provide additional guidance to shape policies, programs, priorities, resource allocations, and standards to achieve the identified results.¹⁴

The consultation document outlines three key objectives: (1) to increase sustainable market-led growth across the entire food production and market chain; (2) to reduce undernutrition; and (3) to increase the impact of humanitarian food assistance. State has also identified five principles for advancing global food security strategy, as follows:

- comprehensively address the underlying causes of hunger and undernutrition,
- invest in country-led plans,
- strengthen strategic coordination,
- leverage the benefits of multilateral mechanisms to expand impacts, and

¹³The IPC replaced the Sub-Policy Coordinating Committee on Food Price Increases and Global Food Security, which the Policy Coordinating Committee (PCC) on Development, chaired by USAID and State, established in May 2008. The Sub-PCC was to start the process of developing an interagency food security strategy. U.S. agencies met bi-weekly until the group dissolved in January 2009 and was subsequently replaced by the IPC.

¹⁴*Combating Terrorism: Evaluation of Selected Characteristics in National Strategies Related to Terrorism*, GAO-04-408T (Washington, D.C.: Feb. 3, 2004) and GAO, *Rebuilding Iraq: More Comprehensive National Strategy Needed to Help Achieve U.S. Goals*, GAO-05-788 (Washington, D.C.: July 11, 2006). These reports identified six characteristics of an effective national strategy, as follows: (1) a statement of purpose, scope, and methodology; (2) problem definition and risk assessment; (3) goals, subordinate objectives, activities, and performance measures; (4) resources, investments, and risk management; (5) organizational roles, responsibilities, and coordination; and (6) integration and implementation.

-
- deliver on sustained and accountable commitments.

Regarding our second recommendation for annual reporting to Congress on an integrated governmentwide food security strategy, USAID suggested that, rather than the International Food Assistance Report (IFAR), a more appropriate report, such as the annual progress report on IEHA (which is not congressionally required), be used to report progress on the implementation of our first recommendation. USAID officials stated that they plan to update Congress on progress toward implementation of such a strategy as part of the agency's 2008 IEHA report, which is forthcoming in 2009. A summary of the 2008 IEHA report, released in September 2009, identified three food security pillars—(1) immediate humanitarian response, (2) urgent measures to address causes of the food crisis, and (3) related international policies and opportunities—used to respond to the 2007 and 2008 global food crisis. However, as we concluded in our 2008 report, IEHA neither comprehensively addresses the underlying causes of food insecurity nor leverages the full extent of U.S. assistance across all agencies to fulfill the MDG goal of halving hunger by 2015, especially in sub-Saharan Africa.

Finally, in response to a request from Congresswoman Rosa DeLauro, Chair of the House Committee on Appropriations, Subcommittee on Agriculture, Rural Development, Food and Drug Administration, and Related Agencies, we are currently conducting a review of U.S. efforts to address global food insecurity. Report issuance is planned for February 2010. At that time, we plan to report on (1) the nature and scope of U.S. food security programs and activities and (2) the status of U.S. agencies' ongoing efforts to develop and implement an integrated governmentwide strategy to address persistent food insecurity by using GAO criteria identified in prior products.

Mr. Chairman, this concludes my statement. I would be pleased to respond to any questions you or other Members of the Subcommittee may have.

GAO Contact and Staff Acknowledgments

For questions about this testimony, please contact Thomas Melito at (202) 512-9601 or melito@gao.gov. Individuals who made key contributions to this testimony include Phillip J. Thomas (Assistant Director), Sada Aksartova, Carol Bray, Ming Chen, Debbie Chung, Lynn Cothorn, Martin De Alteriis, Mark Dowling, Brian Egger, Etana Finkler, Kendall Helm, Joy Labez, Ulyana Panchishin, Lisa Reijula, and Julia Ann Roberts.

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Mr. PAYNE. Thank you very much. Dr. Gayle.

**STATEMENT OF HELENE GAYLE, M.D., M.P.H., PRESIDENT AND
CHIEF EXECUTIVE OFFICER, CARE**

Dr. GAYLE. Thank you, Chairman Payne and Representative Smith, and members of the subcommittee. I want to thank you for this opportunity to give brief comments on global hunger and food security in the administration's food security initiative. We applaud the initiative of the Obama administration and your own long-standing leadership on this issue.

I speak today on behalf of CARE, a humanitarian organization that fights poverty and its causes in nearly 70 countries around the world. As an organization, our very roots are entwined with this issue since we began our work providing care packages of food to people devastated by the effects of World War II. Our over 60 years of global experience convinces us that we can end extreme hunger and food insecurity around the world if we put in place the right resources, the right strategies, and have a sustained commitment to do so.

Last year, global crisis brought much attention to the issue of world hunger. We need to maintain that focus because that crisis is more than just last year's spike. And now to make matters worse, climate change poses an additional threat to the international community's efforts to reduce chronic hunger.

CARE strongly supports the principles outlined in the administration's Food Security Initiative and believes that a country-led collaborative approach that addresses the underlying causes of hunger is critical. We also support an increased focus being placed on agricultural productivity, both here in Congress and the administration.

That said, while agricultural development is a critical element of a successful Food Security Initiative, it is not enough to assume that improved agricultural loan will achieve food security. A comprehensive initiative to combat global hunger and assure food security must include flexible food assistance, a focus on gender, social safety nets, and nutritional support. Let me just take a few moments to talk about each of these.

First, flexibility. There is no one-size-fits-all solution. The effectiveness of both short-term emergency aid and long-term development programs could be greatly improved if donors would allow countries and the organizations working with them to choose the most appropriate cost-effective approach to responding to any given food security situation.

Practitioners should be free to use imported food aid when it is most appropriate, free to purchase local food or food locally or regionally when that would be more appropriate, and free to use cash transfers, vouchers, cash for work and other non-food interventions when those are the most appropriate. Decisions about whether to distribute vouchers, local or regionally purchase food or food secured in the United States should be based on two factors: Local market conditions and local or regional availability of food in sufficient quantities and quality to meet local needs.

Where markets work well and food is locally available in sufficient quantity and quality cash transfers or vouchers are generally

the most efficient. When food is locally available but markets do not function well, direct distribution of local or regionally purchased food is likely to be the most appropriate form, and where food is not locally or regionally available in sufficient quantity and quality shipping food may be called for.

However, we want to note that shipping food from the United States to developing countries is slow, expensive, and unpredictable. The cost of this tied food aid has shown to be sufficiently higher, in many cases 30–50 percent higher than alternative non-tied food aid, and can take as much as three times longer to get food to the people who need it most. The United States is now spending 20 times as much on food aid in Africa as it is spending to help African farmers grow their own food.

We also believe that this means moving away from the practice of modernization, a practice that our organization is phasing out of because of this inefficiency and risk to local agricultural productivity.

Gender has been mentioned by both of you. We believe it is important to place the special emphasis on investing in girls and women because it is clear that it the best way to benefit families and move entire communities out of poverty. However, women have not been taken into consideration when programs and policies related o food security are developed. Rural women produce half the world's food, and in developing countries between 60 and 80 percent of food crops, yet only 1 percent of farmland. If we are going to have an impact on improving food security and agricultural productivity it is important that women be placed at the heart of those policies and that we make sure that any food policy and initiatives toward food insecurity address gender-specific barriers to accessing education credits and land tenure.

Social safety nets, we are pleased that this is one of the three key objectives of the administration's comprehensive approach to increase the impact of humanitarian and food assistance, and social thinking. We must help countries create social safety nets that prevent people in the margin from falling into extreme poverty, and we put in our written statement many examples of how social protective safety nets have made a huge difference in making sure that those who are living on the margins of poverty or who are already in poverty do not fall further behind because of a lack of access to important social safety nets and ways of mitigating the negative impacts of poverty and food insecurity.

If we can help prevent people who experience extreme poverty fall further and further behind, we can have a greater impact on moving them toward greater food self-sufficiency.

And finally, let me just touch on the issue of nutrition. Hunger and malnutrition are the primary risks of global health, as has been previously stated, in killing more people than AIDS, malaria, and tuberculosis combined. Additionally, chronically malnourished children are unable to develop their cognitive capacities adequately, thus reducing their ability to learn at school and compete later as adults in the marketplace. We suggest that nutritional impact play a key role in the Food Security Initiatives and that nutritional assessment is used as a key indicator of the initiative's effectiveness.

Just in closing, Mr. Chairman, and members of the committee, you have an opportunity to make an extraordinary difference throughout the world by taking bold actions to advance a comprehensive Global Hunger and Food Security Initiative that takes flexibility, gender equality, social safety nets, and nutrition into consideration. As Secretary Clinton said when she unveiled the administration's initiative, "The question is not whether we can end hunger, it is whether we will." The time to act is now. This hearing is an important step. We ask this committee to markup global hunger and food security legislation, the Global Food Security Act, H.R. 3077, and the Roadmap to End Global Hunger Act, H.R. 2817, and stay the course toward comprehensive flexible food security policies focused on those who are most vulnerable with a focus on inclusion of women. Thank you.

[The prepared statement of Dr. Gayle follows:]

**A CALL TO ACTION ON FOOD SECURITY:
THE ADMINISTRATION'S GLOBAL STRATEGY**

**Statement of Helene D. Gayle, MD, MPH
President and Chief Executive Officer
CARE USA**

**Before The U.S. House Committee on Foreign Affairs
Subcommittee on Africa and Global Health**

October 29, 2009

Mr. Chairman, Representative Smith, Members of the subcommittee. Thank you for the opportunity to join this important discussion about global hunger and food security.

I speak today on behalf of CARE, an international humanitarian organization that has worked for more than 60 years in some of the poorest communities in the world. CARE fights root causes of poverty in these communities, last year reaching more than 55 million people in 66 countries. CARE places special emphasis on investing in women and girls because our six decades of experience show that their empowerment benefits whole communities and is critical to moving them out of poverty. This is particularly relevant to the issue we are here to discuss today, as the majority of smallholder farmers are women. Researchers estimate that rural women produce half of the world's food and, in developing countries, between 60 and 80 percent of food crops.¹

Last year, a global food crisis brought much needed attention to world hunger. We need to maintain that focus. Because the crisis is more than just last year's spike. Today more than one billion people, nearly one-sixth of the world's population, suffer from chronic hunger, most of these people living on less than \$1.25 per day

While global child mortality has dropped in recent years, an estimated 8.8 million children still die every year before their fifth birthday, the majority of these deaths from hunger and malnutrition.² This is unacceptable.

People in extreme poverty and hunger live every day on the edge of crisis. To make matters worse, climate change poses an additional threat to our international community's efforts to reduce chronic hunger. A recent report by the International Food Policy Research Institute estimates that rising temperatures could devastate smallholder farmers, particularly in sub-Saharan Africa and South Asia, forcing 25 million more children into hunger over the next several decades.

Climate change and the current fiscal crisis threatens to compound the problem and the likelihood of meeting the first U.N. Millennium Development Goal (MDG) of cutting extreme poverty and hunger in half by 2015.

Thankfully, both the White House and Congress are demonstrating extraordinary leadership in responding to this problem. I congratulate the Obama Administration and Congress for your interest and leadership in fighting global hunger and extreme poverty and working to achieve food security for the most vulnerable populations.

Today, we find an extraordinary convergence of attention in both in the Executive and Legislative branches of government on addressing global hunger and food security. This effort began even before President Obama took the oath of office, with a bipartisan letter signed by you, Mr. Chairman, along with 115 of your colleagues in the House, urging President-Elect Obama to develop and implement a comprehensive, long-term strategy to address global hunger and food security.

The Obama administration has clearly placed food security as a high priority, evident in its first budget request to Congress, as well as its recently released Global Hunger and Food Security Initiative Consultation Document. Legislation to address global hunger and food security has been introduced in both the House and Senate. President Obama, during at the G8 meeting in L'Aquila pledged over \$3.5 billion over next three years, with more than \$1 billion requested in fiscal year 2010 (FY10). This funding is included in both the House-passed and Senate committee-passed FY10 State Foreign Operations appropriations bill.

Mr. Chairman, your leadership on this issue has been critical, and we appreciate your subcommittee making the time for this important hearing today, as well as the hearing you held in June on local and regional purchase of food aid. Your requested GAO reports on the subject, including most recently, the report on how local and regional procurement can enhance the efficiency of U.S. food aid, have helped educate and raise public awareness of global hunger and food insecurity. We also appreciate that you were an original cosponsor of H.R. 3077, the Global Food Security Act.

CARE is also actively involved in the Roadmap to End Global Hunger coalition, a broad-based coalition of NGOs that released the Roadmap to End Global Hunger report with recommendations for a comprehensive plan to address global hunger and food security. CARE believes that to successfully address global hunger and food security, we must take a comprehensive, whole-of-government approach. We are pleased that this is a central element in the Obama Administration's global hunger and food security initiative, as well as similar congressional efforts.

Mr. Chairman, I speak to you today on what CARE has observed in our decades of experience in fighting global hunger and food insecurity. The United States has a tremendous opportunity to play a leading role in this challenge. To be successful, our food security efforts must be comprehensive. From CARE's perspective, global food security is not only about agricultural development, it is also about the empowerment of women, and ensuring that we are flexible in our food assistance programs.

Obama Administration Global Hunger and Food Security Initiative

The “Global Hunger and Food Security Initiative Consultative Document” released on September 28th by Secretary of State Clinton laid out a new strategy to reducing hunger and ensuring global food security. The strategy is guided by five principles:

- Work in close collaboration with partner countries from a community and country-led approach.
- Address the underlying causes of hunger and food insecurity by investing in everything from research to the development of better seeds, to innovative insurance programs. Women will be at the center of these efforts, because the majority of the world’s farmers are women, they are a wise investment, they invest their earning into their families and communities, and pay back loans at a higher rate.
- Improve strategic coordination at the country, regional, and global level.
- Leverage benefits from multilateral institutions
- Deliver on long-term commitment and accountability

CARE supports the principles outlined in the administration’s food security initiative. This country-led, collaborative approach is critical to the ultimate success of any food security initiative.

CARE strongly supports the idea that to accomplish true food security, we must address underlying causes of hunger. We are pleased this is a central focus to both the Administration’s proposed initiative, as well as legislative efforts here on Capitol Hill. In order to achieve measurable improvements in food security, it is essential to identify who the food insecure are, to monitor their access to food and nutritional status over time, prompt early action to avert impending food crisis, and to evaluate the impact of food security initiative programs on these conditions.

A central focus of both the Obama Administration and congressional efforts to address global hunger and food insecurity is to increase agricultural production. CARE supports this approach and we are involved in hundreds of agricultural development projects around the world. We must develop a new paradigm for agricultural development that emphasizes increased productivity that is more environmentally sustainable. Since 2004, CARE has been developing a diverse portfolio of regenerative and conservation agriculture projects to develop robust and climate-resilient agricultural livelihoods in vulnerable communities, particularly in sub-Saharan Africa.

CARE is currently working in 11 countries in Sub-Saharan Africa (Mozambique, Tanzania, Angola, Mali, Ghana, Sierra Leone, Liberia, Zambia, Zimbabwe, Malawi and Lesotho) as well as a growing number of countries in Central America and the Caribbean. Our specific focus on regenerative and conservation agriculture (RCA) addresses some of the fundamental problems undermining food production in Africa: those of poor and declining soil fertility and inadequate and unpredictable rainfall, which is becoming a growing problem as a result of climate change. RCA has been widely adopted in the West and can have a substantial effect on farming households by increasing incomes and decreasing vulnerability to unfavorable soil and climatic conditions.

That said, while agricultural development is a critical element of a successful food security initiative, it is not enough to assume that improvements in agricultural production alone will achieve global food security. A comprehensive food security initiative to combat global hunger must also incorporate a number of key areas:

- flexible food assistance
- gender and women's empowerment
- social safety nets
- nutrition support

Flexible, Balanced Approach to Food Assistance

Ensuring that our nation's food assistance programs achieve success at reducing hunger around the world is a critical challenge for all of us. As the largest international food aid donor, contributing over half of all food aid supplies to alleviate global hunger and support development, the United States plays an important role in ensuring global food security. CARE believes the key to any successful global hunger/food security initiative is flexibility. There is no "one-size fits all" solution. The effectiveness of both short-term emergency aid and long-term development programs could be greatly improved if donors would allow humanitarian organizations to choose the most appropriate, cost-effective approach to respond to any given food security situation. Practitioners should be free to use imported food aid where it is most appropriate; free to purchase food locally or regionally, where that would be more appropriate; and free to use cash transfers, vouchers, cash for work, and other non-food interventions, where those are most appropriate. The effectiveness of these programs also would be greatly enhanced by ensuring that early action is supported when the first signs of an impending food crisis are identified through early warning systems.

CARE is particularly pleased that one of the three key objectives in the Obama Administration's comprehensive approach to addressing the underlying causes of hunger is to increase the impact and maximize the effectiveness of humanitarian food assistance. The initiative calls for "the use of right tools" in determining the type of humanitarian assistance to apply. Too often, we may be using the "wrong tool" in our food assistance policy. Decisions about whether to distribute vouchers, local or regionally purchased food, or food sourced in the United States, should be based on two factors: (1) local market conditions; and (2) local or regional availability of food in sufficient quantity and quality to meet local needs. Where markets work well and food is locally available in sufficient quantities and qualities, cash transfers or vouchers are generally the most efficient (quickest and least expensive) form of assistance. Cash transfers and vouchers can also stimulate local production and trade, thus addressing underlying causes of chronic hunger. Where food is locally available, but markets do not function well, direct distribution of local or regionally purchased food is likely to be the most appropriate form of transfer. Where food is not locally or regionally available in sufficient quantity and quality, transoceanic shipments may be called for.

Tied food aid, in other words, shipping food from the United States to developing countries, is expensive, slow, and unpredictable. The cost of tied food aid has been shown to be sufficiently higher – in many cases 30-50 percent higher – than alternative, non-tied sources of food aid. It

does not make sense to spend 65 cents of every dollar in food aid on transportation.³ Moreover, UN World Food Program data shows that between 2004 and 2008 international in-kind food aid donations to 10 countries in sub-Saharan Africa took, on average, 147 days compared with about 35 days for locally and regionally procured food.⁴ As reported in a 2008 Bloomberg series on America's food assistance program, "Dead Children Linked to Aid Policy in Africa Favoring Americans," not only is our food assistance system inefficient, but it has deadly consequences. The series tracked a USAID shipment of food from North Dakota to southern Ethiopia that took more than six months to reach its destination. In the meantime, seven grandchildren of a Bena tribesman died waiting.⁵

In the current fiscal crisis, everything possible must be done to reduce costs and improve the effectiveness of food aid. The United States is now spending nearly 20 times as much on food aid in Africa as it is spending to help African farmers grow more of their own food.⁶ When the U.S. government allows the local or regional purchase of food commodities, humanitarian organizations like CARE can do more with less money.

I have been proud to serve on the Center for Strategic and International Studies (CSIS) Task Force on the Global Food Crisis Task Force, chaired by Senators Robert Casey (D-PA) and Richard Lugar (R-IN) that provided findings and recommendations that led to legislation introduced by the co-chairs, S. 384, the Global Food Security Act. One of the five priority recommendations issued by the Task Force was to modernize emergency assistance. This included doubling the U.S. annual commitment to emergency food relief from \$1.6 billion to \$3.2 billion, while also requiring that no less than 25 percent and as much as 50 percent of these expanded emergency funds be available for local and regional purchases.

Monetization

CARE believes that moving away from the practice of monetization is a critical part of modernizing our food assistance system, and necessary for an effective global hunger and food security strategy.

The American people have generously responded to the needs of hungry people around the world throughout our history. For more than 50 years, the U.S. government's principle strategy for addressing hunger has been to ship American food overseas, either to be distributed to people in need, or to be sold in open market to generate cash to pay for humanitarian programs. CARE used this practice of "monetization" (selling U.S. government food to fund food aid and other anti-poverty programs) for decades. However, our approach to food assistance has evolved over the years. In 2007, CARE made the decision to stop participating in monetization, and we are currently in the process of phasing out our participation in such projects in the developing world completely. CARE found three major problems with monetization:

- 1) Monetization requires intensive management and is fraught with risks. Procurement, shipping, commodity management, and commercial transactions are labor intensive and costly;
- 2) Monetization is economically inefficient. Purchasing food in the United States, shipping it overseas, and then selling it to generate funds for food security programs is far less cost-effective than the logical alternative—simply providing cash to fund food security programs.

3) When monetization involves open-market sale of commodities to generate cash, which is almost always the case, it inevitably causes commercial displacement. It can therefore be harmful to local farmers and traders and can undermine development of local markets, which is detrimental to longer-term food security objectives.

CARE did not make this decision lightly, as it is estimated to cost our organization approximately \$45 million a year. But we are not alone in this view. The Government Accountability Office also concluded the system is “inherently inefficient.” The Chicago Council on Global Affairs, in a 2009 report, calls for improving America’s food aid policies as one its top recommendations.

When it comes to food aid, CARE’s central focus is on helping poor and vulnerable people overcome food insecurity. Our objectives are to save lives, protect livelihoods, reduce vulnerability, and address underlying causes of hunger and poverty – while monitoring for and minimizing any potential harm from using this resource. CARE is committed to maximizing efficiency and impact, and minimizing unintended harmful consequences. Ending the practice of monetization and supporting local/regional purchase of food are means to this end.

Gender and Women’s Empowerment

CARE strongly supports the central focus on the role of women in the Obama administration and Congressional proposed food security initiatives. Women are critical in efforts to improve food security as they make up the majority of agricultural producers in developing countries and the vast majority of primary caregivers. Women make up an estimated 70 percent of smallholder farmers in Sub-Saharan Africa, and 60 percent globally. Rural women produce half of the world’s food and, in developing countries, between 60 and 80 percent of food crops, yet they own only one percent of registered land.⁷

Gender must be a cross-cutting element of any successful food security initiative. Programs that empower women, specifically addressing the needs of women farmers and helping them build their capacity, are extremely important. These include providing new market opportunities for women's farmer co-ops or helping women learn new techniques to increase the value of their goods through post-harvest activities. It is also important that approaches to combating food insecurity consider the roles of both women and men and address gender-specific barriers to accessing resources, like education, credit, and land tenure. Interventions should be designed, monitored and evaluated through a gender lens to ensure that dynamics at the community and household level are well understood and interventions are designed and implemented accordingly.

Women are, unfortunately, too often left out of decision making bodies and gender inequality needs to be recognized as one of the key challenges to improving food security. Programs that empower women, specifically addressing the needs of women and helping them build their capacity, are extremely important. The International Food Policy Research Institute (IFPRI)’s 2009 Hunger Index Report documenting that hunger and food insecurity is often greatest in countries where there is gender inequality in education, health and nutrition only further

solidifies the argument that without addressing gender inequality in a country specific context food security interventions will not be as effective.

Women's access to and control over key assets, especially land is critical. Specifically, CARE supports the concept of linking women and the very poor to new opportunities throughout agriculture and market value chains. CARE has paid a great deal of attention to this issue and is working to scale up our work in value chains with the goal of empowering 10 million vulnerable women and girls and their families to lift themselves out of poverty.

Gender inequality and the resulting losses in productivity, health and social capital cripple the efforts of poor families and entire communities to obtain and maintain food and livelihood security. Gender inequity also stalls or impedes economic growth, further complicating food insecurity. Recognizing the role of gender inequity in chronic food insecurity, CARE has developed and is beginning to apply an analytical tool, the Women's Empowerment in Agriculture (WEA) Framework to our work. The WEA Framework identifies three key domains of gender empowerment and illustrates how each affects the ability of women and men to pursue their full potential in agriculture. The three domains of the WEA Framework are:

1. Agency: enhancing the capacity of women as individuals to take action and secure shared control over resources and decision making and of men and boys to empower women
2. Relations: building relationships, coalitions and mutual support to expand agency and alter structures
3. Structure: supporting gender-equitable shifts in societal norms and institutions that codify and reinforce equitable gender relations at every level of society

By applying this multi-tiered approach to our agricultural and economic development work, CARE seeks to a) leverage opportunities to build the capacity of individual farmers and poor households while enhancing their ability to produce, add value, and gain access to services they require, b) promote relationships and policies that are more conducive to the equitable participation of women in agriculture and c) foster increased competitiveness, growth, and productivity in the agriculture sectors, in which women and men earn their livelihoods and there is gender equitable distribution of benefits from these activities.

This work led CARE to launch the "A Place to Grow" in February 2008 with funding from the Howard G. Buffet Foundation. The purpose of the initiative is to elevate the issue of gender inequality and women's empowerment in CARE's agriculture and value chain development agendas.

Social Safety Nets

We are pleased that one of the three key objectives of the Administration's comprehensive approach is to increase the impact of humanitarian food assistance and social safety nets. We must help countries create social safety net systems that prevent people on the margins from falling into extreme poverty. Examples of these social protection "safety net" programs are early cash transfers to households to protect livelihoods, and risk mitigation programs.

In many parts of the world, the rural poor live in high risk situations and are utterly uninsured. Natural disasters, crop failures, illness or conflict can force them to use their meager savings, go into debt, eat their seed stock or sell off other economic assets that they need to make a living. It is through scenarios like these that the rural poor can fall into “poverty traps” from which there is little hope of escape. It is for this reason that vulnerable rural households are oftentimes risk-averse – hesitant to adopt new business models or technologies for fear those innovations will expose them to new risks. This is why efforts to help link the rural poor to markets and gain greater access to new technologies and micro-finance services, should be accompanied by increased access to insurance and improved risk mitigation strategies. Evidence shows that helping rural households cope with risk can increase rates of technology transfer and returns to investment in agriculture.

Safety net programs can help people access credit and encourage greater investment in productive inputs and assets. It can also help prevent people who experience transitory poverty following a weather or climate shock from becoming chronically poor.

CARE is working on a collaborative program with the government of Ethiopia and a host of other stakeholders to implement the “Productive Safety Net Program” (PSNP) for highly vulnerable and food insecure households. The program has been recognized for the invaluable assistance it has provided to food insecure households by providing the basis for asset building. However, PSNP has also illuminated the need for additional support to prevent beneficiary households from backsliding into food insecurity and poverty. Graduation from food insecurity depends upon integrated, market-led interventions including “push” mechanisms such as cash transfers and access to financial services and “pull” mechanisms such as enhanced access to growing markets among food insecure producers. In response, CARE is working with USAID and the Government of Ethiopia to implement PSNP Plus. A practical illustration of how CARE coordinates our work in savings-led financial services through Village Savings and Loan Associations (VSLA) and value chain development, PSNP Plus provides select PSNP cash transfer recipients with opportunities to accumulate savings and access to credit through VSLAs while also supporting VSLA members to improve their ability to access growing markets. By 2011, the program is designed to empower over 40,000 poor households to make informed decisions about scarce resources, while facilitating their entry into markets and access to informal and formal financial products and services.

Women and safety nets

It is critical to understand the role of gender when implementing social protection “safety net” programs. In Bangladesh, women in rural communities who have been divorced, widowed or abandoned by their husbands must struggle to survive. Their options are few: some work as domestic servants in their villages, earning 10 cents or less a day; others become beggars; and still others turn to commercial sex work. CARE started the Rural Maintenance Program (RMP) in 1983 to give these women a chance to support themselves and their children.

RMP employed about 42,000 formerly destitute women every year to maintain 84,000 kilometers of unpaved, rural feeder roads across the country. Unions (local governments) oversaw the maintenance of the roads and paid 50 percent of the women’s daily wage of 84

cents (for six hours of work), while CARE covered the other 50 percent. The women put 20 percent of their daily wages into a savings account. They also received training from CARE in health, nutrition and business management. Since 1983, more than 160,000 women graduated from RMP. Thousands of women have gone on to start successful small businesses and have gained the respect of their communities. More than 60 have even been elected to governing councils in their districts.

Norjahan is one such RMP graduate. Her husband died more than 20 years ago, leaving her with two young sons under two. Unable to read or write, Norjahan earned a little income as a seamstress. But it was not enough to feed her children, buy clothing, or pay for health care. She joined RMP in 1993, saved a portion of her daily wages, received business training from CARE, and eventually established a small grocery shop, five chicken farms, and a tree plantation. Now her sons help run the businesses. She also pays other women to tend to the 500 or so chickens in each of the five farms. A few years ago, Norjahan lost 100,000 taka (US\$1,700 at the time) during the bird flu panic. People wouldn't buy her chickens, so her prices dropped by more than 75 percent. Later, she was dealt another blow. She lost 700 diseased chickens. When asked how she coped, Norjahan had the pragmatism of a seasoned entrepreneur, "In business, there are always gains and losses. If I lose this business, I will be lost. I have to eat, so I have to recover." Norjahan received veterinary assistance from the union government and CARE, and worked hard to rebuild her business.

Nutrition

CARE is pleased that preventing and treating under-nutrition is one of the three key objectives under the Administration's Global Food Security Initiative to comprehensively addressing the underlying causes of hunger. Hunger and malnutrition are the primary risks to global health, killing more people than AIDS, malaria and tuberculosis combined. Additionally, chronically malnourished children are unable to develop their cognitive capacities adequately, thus reducing their ability to learn at school and to compete later as adults in the marketplace. It is well recognized that the U.N. Millenium Development Goals (MDGs) cannot be met unless the global issues of malnutrition are resolved. We suggest that nutritional impact play a key role in the food security initiative, and that nutritional status is used as a key indicator of the initiative's effectiveness. Comprehensive nutrition for pregnant women and children under the age of two is critical, requiring not only a focus on availability and access to food, but an emphasis on maternal and child-care practices as well. The most significant way of preventing malnutrition and mortality in infants and young children is to ensure their optimal feeding and care.

Women and nutrition

The number of malnourished children in Africa has increased since 1990, with 13 countries experiencing deteriorating nutrition status, partly due to the mutually reinforcing relationship with HIV and under-nutrition. (UNICEF 2006, World Bank 2006a as cited in Basset 2008) This is a concern for organizations like CARE, which are trying to end extreme poverty.

Malnourished children have impaired immunity, which increases their likelihood of infection. Iron deficiency disorders can lead to irreversible mental retardation, reproductive failure and increased child mortality. Undernutrition is associated with poor educational outcomes and reduced adult earnings. Malnourished children enter school later, repeat grades more often and have higher dropout rates compared to healthy children. Short height among adults (a result of childhood stunting) has been associated with reduced adult earnings in 55 countries.⁸ The cycle repeats itself as malnourished children become adults who are more likely to have children who are malnourished.

Nutritional consequences take their greatest toll from pregnancy through age two, the period during which children's growth rates and nutritional outcomes are highest. Due to weak immune systems and living conditions of poor hygiene and sanitation, young children are highly susceptible to infection, which can exacerbate undernutrition. Damage that accrues during this period is largely irreversible. Early actions during the window of opportunity have the greatest potential for impact. This is why it is so important to increase support for nutritional programs aimed at pregnant and lactating women and children under two.

In recent years, CARE Peru succeeded in using the evidence from its highly effective project in Peru, Sustainable Networks for Food Security, that addressed chronic child malnutrition to advocate for a national policy on this issue. The external evaluation concluded that the project had achieved significant impact among the nearly 300,000 people who participated in the program by cutting chronic malnutrition in children under three by nearly 10 percentage points (34.2% to 24.3%). CARE then led the formation of a coalition of civil society organizations and donors (including USAID and UN agencies) to influence national policy, resulting in a 2006 commitment by the new government of Peru to reduce malnutrition for children under five years of age by five points over five years.

Mr. Chairman, Members of the Committee. You have an opportunity to make an extraordinary difference throughout the world by taking bold action to advance a comprehensive Global Hunger and Food Security Initiative. While this is an exceptional global challenge, to quote Secretary Clinton: "The question is not whether we can end hunger, it's whether we will." The time to act is now. This hearing is an important step. Next, I ask this committee to mark up global hunger and food security legislation – The Global Food Security Act (HR 3077) and the Roadmap to End Global Hunger Act (HR 2817) and stay the course toward comprehensive, flexible food security policies focused on those most vulnerable.

¹ FAO Focus on Women and Food Security. FAO. <http://www.fao.org/focus/women/sustin-e.htm>

² UNICEF "Global Child Mortality Continues to Drop" September 10, 2009.

³ GAO "Various Challenges Impede the Efficiency and Effectiveness of U.S. Food Aid. GAO 07-560

⁴ United States Government Accountability Office "International Food Assistance: Local and Regional Procurement Can Enhance the efficiency of U.S. Food Aid, but Challenges May Constrain Its Implementation, May, 2009

⁵ "Dead Children Linked to Aid Policy in Africa Favoring Americans, Bloomberg, December 08, 2008

⁶ Renewing American Leadership in the Fight Against Global Hunger and Poverty, The Chicago Council on Global Affairs, 2009

⁷ Doss, C. 2001. Designing Agricultural Technology for African Women Farmers: Lessons from 25 Years of Experience.

⁸ Grantham-McGregor et al. 2007 as cited in Basset 2008

Mr. PAYNE. Thank you very much. Dr. Howard.

**STATEMENT OF JULIE HOWARD, PH.D., EXECUTIVE DIRECTOR,
PARTNERSHIP TO CUT HUNGER AND POVERTY IN AFRICA**

Ms. HOWARD. Mr. Chairman, Ranking Member, thank you for this hearing, and thank you for this opportunity to testify about the administration's Food Security Initiative and recommendations for the strategy going forward. Mr. Chairman, I will make six key points today. I will focus my remarks on the impact and recommendations of the food security strategy in Africa, although I believe these recommendations are more broadly applicable.

First, the new leadership on global food security from the administration and Congress is impressive and promises a significant expansion of funding to catalogue economic development in Africa and elsewhere. For millennia, agriculture has provided the foundation for economic well being and growth worldwide. However, we seemed to forget this over the past few decades when development assistance for agriculture declined sharply. In 1979, agriculture assistance was 18 percent of ODA. This has slipped to 2.5 percent by 2004.

Today, due in large part to the devastating impact of the recent global food price crisis, agriculture has reemerged as the key driver status to sustainably reduce poverty and hunger, and this is especially important in rural Africa where 70 percent of the population lives and works.

The United States began increasing its investments in African agriculture in 2005. The gain in U.S. assistance between 2005 and 2008 was due primarily to the launch of the MCC and the beginning of compact implementation. This is documented in reports of the partnership earlier this month. The MCC is in fact our first U.S. experience with assistance that is driven by priorities set by partner countries. When partners had the opportunity to choose the kind of economic development assistance they wanted, they opted for agriculture and agriculture-related infrastructure programs. That increase between 2005 and 2008 was from \$660 million to \$1.1 billion. That includes all U.S. assistance provided through bilateral and multilateral channels.

We are expecting further and significant increases as has already been discussed, the pledge at L'Aquila Summit, the budgets that President Obama has submitted to Congress, all very promising, and of course the release of the consultative security documents.

The leadership on food security, we are pleased to note, is coming not only from the administration but from Congress. The Global Food Security Act of 2009, developed by Senators Lugar and Casey, and in the House by Congresswoman McCollum, calls for a comprehensive goal of government strategies for tackling food security with sustainable agricultural development. The bill would make USAID the lead implementing agency and also authorize add-on appropriations that would be \$2.5 billion by 2014.

Representative McGovern and Emerson have also introduced important legislation focusing on the imperative of dealing with both emergency needs and longer term agricultural development.

These funding increases are significant and important, but I think it is helpful to put these increases in context. Even with pro-

jected increase, U.S. agricultural funding for African nations are a relatively small fraction of U.S. assistance globally, and continues to lag far behind health funding. Even with the 2010 increase in agricultural programming for Africa would be just 1.8 percent of global U.S. ODA and less than 10 percent of the assistance for Africa.

Due largely to the significant and important U.S. funding in combating AIDS, the health program area received almost 60 percent of the USAID state-managed assistance in 2008, and would receive 67 percent under the 2010 budget increase.

The availability of resources is not the end of the story, it is simply the beginning, and so our central question must be this: How can donor resources supply the spark that will feed the energy of hundreds of African organizations, individuals and families in solving problems themselves that are now making them food insecure?

So my second point is that we are very pleased to see a demand-driven potentially responsive approach play such a central role in the administration's global hunger and food security consultation documents. We believe that embracing a demand-driven approach will enable the U.S. and its bilateral and multilateral partners to focus and coordinate their resources and then translate or commitments into actions sustained by Africans.

It should be clear that this would be a significant departure from the way in which decisions about foreign aid are made now. Although recipient countries and organizations are involved in the process, decision-making about foreign aid has traditionally been the prerogative of the donors. Donor countries and organizations act as investors, determining the total amount of funding, its allocation to specific countries, the way the funds are managed, the kinds of results, impacts that are expected, and who implements the program, and despite consultations this final program is really country owned, and the U.S. prolonged negotiations takes place each year between the administration and Congress as well as in Congress to structure the foreign aid assistance budget and direct its implementation.

Further, the U.S. Government enters into agreements for program implementation with NGOs, the colleges and universities, the private businesses. These organizations align the financial and staff resources to pursue development goals that are set in Washington. We have two specific recommendations.

First, it will be important to elevate this demand-driven principle by instilling in U.S. law a strong presumption that recipient countries will appropriately determine the priorities for achieving food securities and agricultural development on the ground.

And the second recommendation in this area is that the demand-driven approach should be expanded to include regional organizations. The African Union has placed a high priority on regional organizations and effective regional integration of markets, trade, and supporting institutions.

My third point, Mr. Chairman, is that funding and implementation flexibility can be maximized through the creation of a food security fund in the U.S. As you know, currently the stove piping of programs, rigid separation of funding accounts, and complex systems for selecting contract or grantee organizations to lead imple-

mentation greatly constrained the U.S. Government's ability to respond to country priorities for changing conditions at the partner country level.

Alternatively, a single congressionally mandated U.S. food security fund could cut through this maze. The fund could be tapped for the unique mix of assistance appropriate for each nation or region, allowing the U.S. to respond to country priorities and to changing realities on the ground.

Fourth, Mr. Chairman, U.S. programs ought to place a high priority on local capacity and institution building, and adopt a results-oriented learning approach. To deepen the effectiveness of the demand-driven approach, the U.S. Food Security Initiative should place more emphasis on using and strengthening African local capacity and institutions. This would underscore our long-term commitment to strengthening the foundation for sustained agricultural development.

Also in implementing the Food Security Initiative, the U.S. Government should set strong initiatives for contractors and grantees to contribute to building the capacity of local staff and institutions in both public and private sectors.

Fifth, while the consultative document is a promising start, there are many questions about how the initiative will be implemented in Washington and in the U.S. country regional offices. U.S. efforts on food security will be complex, multi-sectorial, and long term. Investing in country-led food security plans will require acting on a number of fronts simultaneously.

The diversity of current U.S. Government assistance approaches is a strength and weakness. It implies potential for responding with depth and expertise to a number of issues in a variety of sectors, but it also implies clashing organizational cultures, competition for resources and influence, and uncoordinated implementation. Building and sustaining a Washington team dedicated to food security is critical to translating this commitment into action efficiently and effectively.

Many questions remain to be answered. These are critical for the successful implementation of the Food Security Initiative. They include, first, at the Washington level, will, as proposed under the Global Food Security Act, USAID take the interagency lead in coordinating a whole-of-government approach and in consultation with international donors? It is obviously a very serious problem that we still do not have a USAID administrator at this critical stage.

Second, is the current structure of the centralized foreign-assistance budgeting system, under State's deputy secretary, consistent with the decentralized, participatory, flexible, and innovative approach to food security, or must it be modified?

Also, how will U.S. food security funding for country- and region-led investments mesh with other bilateral and multilateral food security initiatives, such as the initiatives by the U.N., IFAD, and the World Bank?

Equally important questions remain at the country level. How will U.S. teams be built at the country and regional levels? Will the White House and NSA and the State Department designate USAID

to lead, with the Ambassador, U.S. Government interagency implementation of the Food Security Initiative?

What are the appropriate roles for nonlead agencies in individual countries and regions, which, nevertheless, have a significant and important presence? What role should MCC and USDA play at the country and regional level?

And, finally, Mr. Chair, my final point: Successful implementation of this country-led Food Security Initiative can lead the way toward larger foreign assistance reforms. The demand-driven, Food Security Initiative can be employed to test and demonstrate the benefits of broader foreign assistance reforms.

There are three critical areas for replicating this approach: First, developing new approaches to strategic planning for country- and regional-level assistance; second, establishing a collaborative learning environment that engages host country governments, communities, and other implementing partners, bilateral and multilateral partners included, as well as other U.S.-funded organizations; testing the functionality of new partnership and ownership models as State and USAID move to lead both the whole-of-government approach to food security, undertake a broadly consultative process in country and with regional organizations, and expand outreach to international donors and multilateral organizations. Thank you.

[The prepared statement of Ms. Howard follows:]

**A CALL TO ACTION ON FOOD SECURITY: A PROGRESS REPORT ON THE
ADMINISTRATION'S GLOBAL STRATEGY**

Statement by

Julie Howard, Ph.D.

Executive Director, Partnership to Cut Hunger and Poverty in Africa

**Before the House Committee on Foreign Affairs,
Subcommittee on Africa and Global Health**

October 29, 2009

Mr. Chairman, Ranking Member and Members of the Sub-Committee:

Thank you for this opportunity to testify about the Administration's food security initiative and recommendations for the strategy going forward. I represent the Partnership to Cut Hunger and Poverty in Africa ("the Partnership"), a nongovernmental organization which was founded in 2001 by four African Presidents, former USAID Administrator Peter McPherson, former Cong. Lee Hamilton (former Chair, House Committee on Foreign Affairs), Senator Robert Dole, Rev. David Beckmann and others.

The Partnership is committed to analysis, dialogue, and advocacy to significantly increase the level and effectiveness of U.S. public assistance and private investment to strengthen African agricultural and rural development. For millennia, agriculture provided the foundation for economic well-being and growth worldwide, and it has reemerged today as the key driver of strategies to sustainably reduce poverty and hunger in rural Africa, where 70% of Africa's population lives and works. This recognition is grounded in the great potential of Africa's vast land and creative people to produce not only an abundance of food but genuine wealth through modern, market-oriented agriculture and agribusiness.

These are the key points of my statement:

- The new leadership on global food security from the Administration and Congress is impressive, promising a significant expansion of funding to catalyze agricultural development in developing countries;
- The Administration's proposed "demand-driven" approach is very positive, would align US investments with country-determined priorities and investments of other donors, and should be expanded to include regional and sub-regional organizations. It will be important to instill in US law the "presumption" that recipients are responsible for setting their priorities for achieving food security and agricultural development;

- Funding and implementation flexibility can be maximized through the creation of a “Food Security Fund” in the U.S.;
- U.S. programs ought to place a high priority on local capacity and institution-building, and adopt a results-oriented, learning approach;
- A number of questions remain about supporting the implementation of the food security initiative in Washington and in US country/regional offices; and
- Successful implementation of a country-and region-driven food security initiative can lead the way toward larger foreign assistance reforms.

Introduction

In our 2005 report, *Investing in Africa's Future: U.S. Agricultural Development Assistance for Sub-Saharan Africa*, the Partnership to Cut Hunger and Poverty found that the U.S. policy commitment to African agriculture during 2000-2004 was not matched by increased U.S. assistance, with overall funding through bilateral and multilateral channels essentially flat at \$500 million annually. The report also documented how earmarks and other Congressional constraints on the bilateral U.S. assistance program, especially the major program elements administered by the U.S. Agency for International Development (USAID), resulted in fragmentation of U.S. efforts and poor alignment with African strategies and priorities.

Much has changed since 2005. The Millennium Challenge Corporation (MCC) entered into its first compacts in 2005 and is now a major funder of large-scale African projects, which have been designed by Africans to support their development strategies and typically center on agriculture.

The global food price crisis beginning in 2008 galvanized the international community around the challenge of reducing global hunger and food insecurity, leading to the commitment of \$20 billion by international donors, led by President Obama, at the L'Aquila G8 Summit in July 2009. As part of this commitment, President Obama pledged to double U.S. agricultural development assistance, with Africa as a primary intended beneficiary, and subsequently submitted to Congress a proposed 2010 budget making good on his pledge.

More change is coming as Congress considers the Global Food Security Act of 2009 (S.384 and H.R. 3077), which calls for a comprehensive, whole-of-government strategy for tackling food security, with sustainable agricultural development at the heart of the strategy. The bill, developed by Senators Richard Lugar and Robert Casey, with corresponding legislation introduced in the House of Representatives by Cong. Betty McCollum, would establish a leadership focal point in the White House, make USAID the lead implementing agency, and authorize add-on appropriations to support the effort, which would reach \$2.5 billion in 2014.

And, in September 2009, Secretary of State Clinton released a draft global hunger and food security initiative which responds to the challenges identified by the U.S. Congress and is based on the principles established at L'Aquila.¹

The new leadership from the Administration and Congress to address global food security issues is impressive. Six key points about the new food security initiative, including recommendations going forward, are elaborated in the following sections.

Significant expansion of funding²

During 2005-2008, U.S. agricultural development assistance for sub-Saharan Africa grew significantly, from an estimated \$657 million in 2005 to \$1.1 billion in 2008³, when all bilateral and multilateral channels are considered. This gain in U.S. assistance is attributable primarily to the launch of the Millennium Challenge Corporation and its entering into compacts that respond to the African demand for investments that foster sustainable agricultural growth and poverty reduction. In 2008, MCC surpassed USAID as the largest single source of U.S. agricultural development assistance in Africa. MCC funding for agriculture-related projects in Africa increased from zero in 2004 to \$381.3 million in 2008.

USAID funding remained essentially flat in absolute terms during 2005-2008 around an average annual level of \$292 million. However, USAID appears headed in 2009 and 2010 for significant increases in funding for agricultural development assistance in Africa. The 2010 Congressional Budget Justification estimates the 2009 funding level of Africa Bureau-managed assistance for agriculture alone to have risen sharply to \$521 million, due in large part to the supplemental 2009 DA funding provided in response to the global food price crisis. The President's budget request for 2010 included \$658 million in Development Assistance, Economic Support Fund and PL 480 Title II funding for the Agriculture Program in Africa.

These increases are significant and important. However, even with projected increases in 2009 and 2010, U.S. agriculture funding for Africa remains a relatively small fraction of U.S. assistance globally and within Africa, and continues to lag far behind health funding. In 2008, agriculture programming for Africa was 0.8% of global U.S. foreign assistance and 3% of the U.S. assistance for Africa managed by USAID and the State Department. Even with the significant increase requested for 2010, agriculture programming for Africa would be just 1.8% of global U.S. overseas development assistance and less than 10% of assistance for Africa. Due largely to the significant and

¹ The L'Aquila principles are: adopt a comprehensive approach to food security that focuses on advancing agriculture-led growth, reducing under-nutrition, and increasing the impact of humanitarian assistance; invest in country-led plans; strengthen strategic coordination – globally, regionally, and locally; leverage the benefits of multilateral institutions; and deliver on a sustained and accountable commitment.

² This section draws on Taylor, Michael R. with David Shifcraw 2009. *Supporting Africa's Strategy for Reducing Rural Poverty: U.S. Agricultural Development Assistance 2005-2008*. Partnership to Cut Hunger and Poverty in Africa, October 21, Washington, D.C. (downloadable at www.partnership-africa.org)

³ Current dollars.

important U.S. funding to fight HIV/AIDS in Africa, the Health program area received 59% of USAID/State-managed assistance for Africa in 2008 and would receive 67% under the 2010 budget request.

But availability of resources is not the end of the story; it is simply the beginning. To turn a commitment to improving food security into reality, it is necessary to work with communities across Africa to increase access to supplies of improved seeds, to enable scientists to identify the pests that are ravaging the crops and breed more resistant varieties, to build the rural roads that reduce the costs of getting surplus produce to markets, and to educate promising young high school and university students in the skills they need to run successful agribusinesses. How are these priorities and programs to be identified? How can donor resources supply the spark that will feed the energy of hundreds of African organizations, individuals, or families in solving the problems for themselves that are now making them food-insecure? For this to happen, foreign assistance programming must be demand-driven.

A demand-driven, coordinated approach

Development experience has demonstrated that this kind of partnership is critical. Local partners – governments, agribusinesses, communities, farmers -- need to be involved, committed, and capable of both leading and carrying through on the agreed-upon action agenda. Embracing a “demand-driven” approach to improving food security in sub-Saharan Africa will enable the United States and its bilateral and multilateral partners to focus and coordinate their resources and to translate their commitments into actions sustained by the Africans we are attempting to assist

The challenge of providing development assistance that is responsive to country-defined needs lies at the heart of the Paris Declaration and the Accra Agenda for Action. The US, in implementing its new food security commitment, has an important opportunity to develop and test innovative mechanisms in this regard: a Food Security Fund that would provide flexibility in shaping Food Security agreements with partner-countries and regional organizations. These demand-driven instruments can be employed to test and demonstrate the benefits of critical broader foreign assistance reforms.

Decision-making with regard to the allocation of foreign aid has traditionally been the prerogative of the donor. Donor countries and organizations act as investors, determining the total amount of funding that will be made available, its allocation to specific countries or programs, the way in which the funds are managed, the kinds of results or impacts that are expected, and who implements the programs. Clearly, recipient countries and organizations are involved in the process. National governments must concur in the programs and, often, partner in their implementation. But many donors also partner directly with nongovernmental organizations, private sector actors, or public/private organizations that share a commitment to a given objective – whether expanding access to microfinance, training scientists, or building sustainable export markets. And donors

can channel resources to multilateral organizations, increasing the reach of the organization and the supply of assistance available.

Donor decision-making, though, is rarely a transparent or simple process. Despite “consultations” the final program is rarely country-owned. In the US, prolonged negotiations are undertaken each year between the Administration and Congress, as well as within Congress, to structure the foreign assistance budget and direct its implementation. The US government employs a diversity of mechanisms to implement its foreign assistance programs: the U.S. Agency for International Development, the Millennium Challenge Corporation, the U.S. Department of Agriculture, the Office of the US Trade Representative, the Department of the Treasury, and the Department of State – not to mention the Overseas Private Investment Corporation, the Export-Import Bank of the United States, US Trade and Development Agency, and the Department of Defense.

Further, the USG enters into agreements for program implementation with colleges and universities, nongovernmental organizations, private businesses, and not-for-profit firms using a dizzying array of contracting and granting mechanisms. And the USG makes substantial contributions to multilateral organizations and trust fund mechanisms. The allocation of resources – both financial and staff resources – among all these organizations plays a crucial role in their ability to pursue successfully the goals that are set in Washington.

Instill in US law the “presumption” that recipients are responsible for setting their priorities

The essence of a demand-driven, more coordinated and streamlined approach is that the United States must make a strong “presumption” – backed by US law – that the recipient country or region will appropriately determine the priorities for achieving food security and agricultural development on the ground and that, in working alongside, the United States will contribute to their realization.

Make food security assistance available to regional and sub-regional organizations

The African Union, through its New Partnership for Africa’s Development (NEPAD), has allocated an important role to regional and sub-regional organizations, recognizing that accelerating Africa’s agricultural and economic growth will depend on effective regional integration of markets, trade and supporting institutions. The US should formally adopt a policy supporting regional economic integration in sub-Saharan Africa, and give priority to the development of regional, as well as bilateral, investments. Such scaled-up investments, to organizations such as the Common Market for East and Southern Africa (COMESA), the Economic Community of West African States (ECOWAS), and the Southern African Development Community (SADC), among others, could strengthen transport and communication infrastructure, accelerate regulatory harmonization and enforcement, and build regional agricultural research, extension and training capacity.

Maximize funding and implementation flexibility through the creation of a “Food Security Fund”

Currently, the “stovepiping” of programs, rigid separation of funding accounts, and complex systems for selecting contract or grantee organizations to lead implementation constrain the US government’s ability to respond to priorities or changing conditions or capacities of partner countries and regions. Food security programs are now funded and implemented through a complex array of mechanisms: USAID-managed Title II food aid programs, Development Assistance, Economic and Security Funds, International Disaster and Famine Assistance program; the MCC Country Compacts, and USDA’s Food for Progress and McGovern Dole International Food for Education and Child Nutrition programs. Each of these mechanisms has its own rules, procedures, and implementation modalities.

Alternatively, a single Congressionally-mandated U.S. “Food Security Fund” could cut through this maze. The Fund could be tapped for the unique mix of assistance appropriate for each nation or region, allowing the U.S. to respond to country priorities and to changing realities on the ground. The “Food Security Fund” would ideally be similar to the former Development Fund for Africa, without separate sub-accounts by sector and with multiyear (or “no year”) spending authority. The Fund would emphasize administrative and Congressional oversight through independent monitoring and evaluation systems and audits, instead of imposing detailed requirements for assistance that respond more to US interests than to recipients’ needs and priorities. The Food Security Fund would be an “umbrella” authority that both coordinates and allows flexibility in how various food security funding mechanisms are used to achieve the food security objectives defined at country and regional levels.

Place a high priority on African local capacity and institution-building

To deepen the effectiveness of the demand-driven approach, the US food security initiative should place more emphasis on using and strengthening African local capacity and institutions, underscoring the long-term commitment to strengthening the foundation for sustained agricultural development and food security at country and regional levels. Thus, among the areas eligible for inclusion for funding would be strengthening national and regional institutions related to agriculture and rural development, including ministries of agriculture, research and extension systems, universities and polytechnics, statistical agencies and capacities for policy analysis within and outside the government. This could include, for example, assistance to strengthen local and regional food security information gathering, analytical and reporting capacity. Similarly, assistance could support the development of private sector capacity in agriculture, agribusiness, and food technology and safety.

Actions by the USG and its local partners, in implementing the food security initiative, would set strong incentives for contractors and grantees to contribute to building the capacity of local staff and institutions in both public and private sectors. There should

also be explicit targets for an increasing proportion of technical assistance to be delivered by Africa-based firms and non-profit organizations over time.

Implement a results-oriented, transparent, learning approach

The food security initiative investments should also include funding to strengthen institutional capacity at national and regional levels for implementation of monitoring and evaluation (M&E) systems, and provide sufficient funding for such M&E capacity building and activity. Partners would design and fund comprehensive gender-sensitive monitoring and evaluation systems, including impact evaluation systems and measures, build the capacity of local partners and institutions to design and manage M&E programs themselves, and ensure a learning process to extract lessons learned and best practices.

Supporting the implementation of the food security initiative in Washington and in US country/regional offices

US efforts on food security will be complex, multisectoral, and long-term. Investing in country- and region-led food security plans will require action on a number of fronts simultaneously. The diversity of current USG assistance approaches is both a strength and a weakness. It implies the potential for responding with depth and expertise to a number of issues in a variety of sectors. It also implies competing interests among agencies and their various performers, clashing organizational cultures, competition for resources and influence, and uncoordinated implementation.

Building and sustaining a Washington team dedicated to food security – reflecting the whole-of-government – is critical to translating commitment into action efficiently and effectively. This team must develop and share a vision of global food security and supervise the allocation of the tasks to be accomplished to those best placed to implement them.

Many questions remain to be answered:

- Will, as proposed under the Global Food Security Act, USAID take the interagency lead in coordinating a whole-of-government approach to food security, and in consultation with the international donor and NGO communities?
- Is the current structure of the centralized foreign assistance budgeting system under State's Deputy Secretary consistent with a decentralized, participatory, flexible and innovative approach to food security or must it be modified?
- Are the Administration and Congress committed to a long-term process of rebuilding the human capital and basic planning/operating systems of USAID and other important US foreign assistance institutions?
- How will US food security funding for country- and region-led investments mesh with other bilateral and multilateral food security initiatives, such as the Global Partnership for Food Security, or initiatives by UN organizations such as IFAD and the World Bank?

- Might it make sense to reestablish the U.S. Food Security Advisory Committee with clearly defined responsibilities for advising, monitoring, and assessing the development and implementation of the US Food Security Initiative?

Building US teams at the country level – or in support of regional and sub-regional organizations – is equally important. The plethora of USG or US-funded organizations working at the country/regional level has created confusion, competition, and inefficiencies in programs. There must be a designated “Food Security Point” at the country/regional level with authority for coordinating USG food security-related efforts across agencies, and who functions as a “one-stop shop” for national and regional food security partners. Again, many questions must be addressed:

- At the country and regional levels, will the White House/NSC and the State Department designate USAID to lead, with the Ambassador, USG interagency implementation of the Food Security Initiative, and to lead US consultations with the international donor/NGO communities to help define areas and countries where the US can make major contributions to food security? Whatever decisions are made, the designated agency or agencies must augment staff rapidly in order to exercise the necessary leadership at the field level in areas relevant to food security, from markets to research to rural infrastructure and rural financial services.
- What are the appropriate roles for non-lead agencies in individual countries/regions which nevertheless have a significant presence? For example, what role should the Millennium Challenge Corporation (MCC) play in country- and region-led food security investment plans? Many of the MCC Compacts include components that relate to agriculture and rural development, even in countries where USAID is simultaneously supporting agricultural programs. What are appropriate roles for USDA and other key USG public and private organizations represented at the country level or in regional organizations?
- Are there innovative contracting/grant instruments and approaches that would enable USAID and other agencies to quickly fill technical and other staffing gaps that are likely to hinder effective planning and management of new Food Security Initiative programs?
- What other measures might develop the skills and capabilities of country/regional organization based teams regarding implementation of the “demand-driven” food security programs? The magnitude of the effort contemplated implies that it will be essential to design and begin delivery in all available forums (training classes, web-based interactive training, director and technical staff conferences, etc.) sensitization and training for all permanent and contract staff (including all involved national staff) that lays out key principles behind the food security initiative, provides a roadmap for implementation in a decentralized mode, and presents the full range of flexibility in funding, planning, procedures for program approval, modes of assistance, and implementation instruments (contracts and grants) provided by administrative and legislative decision.

Successful implementation of a country-and region-driven food security initiative can lead the way toward larger foreign assistance reforms

The demand-driven food security initiative can be employed to test and demonstrate the benefits of broader foreign assistance reforms. The three most critical to replicating a demand-driven, coordinated approach are:

- Developing new approaches to strategic planning for country-level assistance and expanding those approaches to encompass assistance at the regional or sub-regional level;
- Establishing a collaborative learning environment that engages host country governments, communities, and other implementing partners as well as USG and US-funded organizations. Strong monitoring and evaluation systems that share results transparently and routinely are essential to generating the knowledge base for continual improvement of policy and practice;
- Testing the functionality of new partnership and ownership models as State and USAID move to lead both a whole-of-government approach to food security, undertake a broadly-consultative process in-country and with regional organizations, and expand outreach to international donors and multilateral organizations.

This is a dynamic time and a time of remarkable opportunity for U.S. efforts to support agricultural development and food security in Africa and globally. The strong commitment of President Obama and Congress to boosting agricultural assistance as a key element of achieving sustainable food security promises further progress.

The challenges now lie, more than ever, on the policy front, where hard work is needed to ensure that U.S. resources, combined with resources from other sources, provide maximum benefit to developing country farmers and citizens.

Mr. PAYNE. Thank you very much. Reverend Beckmann?

**STATEMENT OF REVEREND DAVID BECKMANN, PRESIDENT,
BREAD FOR THE WORLD**

Rev. BECKMANN. Chairman Payne, Ranking Member Smith, members of the committee, I really appreciate your holding this hearing. I appreciated your opening remarks and am grateful for the invitation to speak.

Bread for the World is a collective Christian voice that urges our nation's decision-makers to end hunger in our country and around the world. We are part of the Road Map to End Hunger Coalition, and I am co-chair of the Modernizing Foreign Assistance Network.

We strongly support the administration's Global Hunger and Food Security Initiative. I am struck that, in our conversation this morning, there is a lot of agreement between what the two of you said and what the witnesses have said, and there is a considerable consensus about what needs to be done to reduce hunger and food insecurity in the world, and the administration's consultation draft incorporates a lot of the things that we have talked about here.

I appreciate that they have actually started to provide leadership. It is not just about U.S. Government money but about getting the governments of the world, foundations, civil society, corporations, to focus together on reducing hunger and food insecurity mainly by investing in agriculture in poor countries.

I think the consultation draft is good in many respects. It is grounded in country consultations, so it would be responsive to what local people need, and it would get the actors working together. I think it is right to focus on agriculture, helping people be productive, but it also is comprehensive and includes nutrition and other elements that are important to reducing hunger, and what it says about using the multilaterals also makes a lot of sense.

I have three suggestions. One is that the consultation draft says it, but I think it is important that child undernutrition be the primary indicator of whether this thing works. So the focus is on agriculture, but you can have different kinds of agricultural development, and if we focus on whether fewer kids are undernourished, that will tend to pull the whole thing in the direction of the kind of agriculture that will reduce hunger and also complementary programs of rural development and nutrition that will reduce hunger.

Undernutrition among children is particularly deadly, and it is also relatively easy to monitor, so that can be used. When we are talking about this 3 years from now, we should judge our success by whether there are fewer undernourished kids.

Second, I think the initiative should include the development of organizations that speak for hungry people, so as we move toward these country consultations, it is especially important that somebody engage and strengthen organizations—farmers' organizations, women's organizations, religious organizations—that include and speak for hungry people so that they are ready to pull this whole thing down toward responsiveness to the people we want to reach, and then also, internationally, the best network we have of those kinds of organizations is called the International Alliance Against Hunger, but it is laughably weak, and that kind of international

network of organizations that speak for hungry people also needs to be strengthened as part of this global initiative.

Finally, as Dr. Howard said, the administration of this initiative should be designed in a way that contributes to the broader reform of foreign assistance and, specifically, the emergence of a strong, 21st century, U.S. development agency.

Chairman Berman and members of this committee have played a leadership role in getting a process of reform in our foreign assistance started. All of us know that our foreign aid programs could be more effective. What has happened is a scattering of foreign aid programs across the government, a complexity of objectives, lots of earmarks. As a result, as Dr. Howard said, we are not very responsive to local situations and local ideas. So everybody knows we ought to make it better, especially if we are going to put more money into it.

Now, the Senate, the White House, the State Department are all working on foreign aid reform, as is the Foreign Affairs Committee. So we cannot wait to work on the global hunger problem until that process is done, but the Global Hunger Initiative should be administered in a way that contributes to more effective U.S. foreign assistance generally.

I hope that the Foreign Affairs Committee will proceed with its work to make our foreign aid program more effective, and I would plead that making foreign aid more effective, this ought to be something on which Republicans and Democrats can work together. It will be a better outcome, it will be a more durable outcome, if the two parties can work together on this, making our aid programs more effective.

Then, as the administration proceeds to implement this Global Hunger Initiative, it seems to me that the vision of where we want to go with foreign assistance reform suggests a strong role for USAID. So the Secretary needs to appoint an administrator of USAID, and, in USAID, I think that is where the coordination function should be, to work with the rest of government on this initiative.

The Secretary should continue to speak out and put wind behind the sails of this initiative, but if she does that, and if we build up a capacity for this initiative within USAID, then we are moving toward a 21st century, capable, transparent, transformed agency that can work on agriculture, nutrition, and a range of issues that are important to hungry people around the world and to our own country.

So I think what the administration has started is really good. I think we ought to keep our eyes on what is happening to undernourished kids. That is how we should judge our success. We should strengthen organizations around the world that speak up for hungry people, and the administration of this initiative should be set up in a way that contributes to a strong U.S. development agency.

[The prepared statement of Mr. Beckmann follows:]

**Statement of Rev. David Beckmann,
President, Bread for the World
and
Co-Chair, Modernizing Foreign Assistance Network**

**Before the U.S. House Committee on Foreign Affairs, Subcommittee on
Africa and Global Health**

“A Call to Action on Food Security: The Administration’s Global Strategy”

October 29, 2009

Chairman Payne, Ranking Member Smith and members of the Subcommittee, thank you for inviting me to testify. I am David Beckmann, president of Bread for the World, a collective Christian voice urging our nation’s decision makers to end hunger at home and abroad. Bread for the World has worked for many years to strengthen U.S. development assistance for agriculture and food security. As is the case with most of the other organizations represented here today, Bread for the World has been closely involved with the efforts of the Roadmap to End Global Hunger Coalition. The attention brought to this issue by the new Administration and Congress is fantastic.

I also serve as co-chair of the Modernizing Foreign Assistance Network, or MFAN, a broad coalition of groups and individuals working to make U.S. foreign aid more effective in support of global development and the reduction of poverty.

Over the past two years we have seen a dramatic increase in hunger as food and fuel prices rose and the global recession pushed millions of people into extreme poverty. In sub-Saharan Africa, the number of hungry people has increased from 198 million at the beginning of the decade to 265 million in 2009. In response, the United States and other donors have delivered emergency assistance to help those in need. I am heartened that the Obama Administration recognizes that in addition to addressing emergency needs we must also focus on creating long-term sustainable solutions to ending hunger and poverty.

STRONG SUPPORT FOR FOCUS ON GLOBAL FOOD SECURITY

The Consultation Document put forward by the administration outlining their priorities for the U.S. Global Hunger and Food Security Initiative provides a thoughtful, coherent, comprehensive approach to hunger and malnutrition. It is a tremendous first step

toward a global initiative that rallies the support of governments and people around the world. It also includes several core principles that form a blueprint for broader reform of U.S. foreign assistance that Bread for the World and the other organizations in MFAN subscribe to: investing in country-led plans; enhancing strategic coordination both within the U.S. government and among international institutions, non-governmental organizations, the private sector, and civil society; leveraging the assets and tools of existing multilateral actors; and establishing benchmarks and targets as part of transparent and accountable evaluation systems.

IMPROVED NUTRITION AS PRIMARY INDICATOR OF SUCCESS

The Initiative is remarkable for its vision. It recognizes that a comprehensive strategy to address hunger must go beyond simply increasing agricultural production, and that improving maternal and child nutrition is a central component of the administration's plan. Focusing our agriculture and food security investments on improving the nutrition of women and children will shape better, more targeted programs that have a lasting development impact. The primary measures of success of the Global Hunger and Food Security Initiative must be reductions in poverty and maternal and child undernutrition. We will be better able to assess the effectiveness of our investments in agriculture and food security by focusing on whether nutrition is improving within a country or population. And, because nutrition is affected by other factors such as access to basic health care services and the protection of women and girls, measuring the impact of U.S. investments on the nutritional status of women and children will also tell us how well our overall development efforts are working.

The long-term damage inflicted by undernutrition on young children is a moral outrage. Last year undernutrition took the lives of nearly three million children under five years of age. Tens of millions more children who are malnourished will suffer permanent physical and cognitive damage as a result of not getting enough of the right food to eat and clean water to drink. These children will be less productive workers in the future, resulting in long-term negative consequences for the economic development of communities and countries. Where undernutrition persists, the economic consequences are as high as 2 to 3 percent of lost GDP annually. In countries like Ethiopia or Burkina Faso, long-term poverty reduction will simply never be possible unless we take steps to improve child nutrition. The Global Hunger and Food Security Initiative provides an

opportunity for the United States to scale up the kinds of proven interventions that will make such progress against poverty possible.

In addition to working with national governments, the United States has taken the mantle of leadership on hunger and food security issues, a role we should be proud of. At the G8 summit in L'Aquila, Italy, President Obama convinced leaders from wealthy nations to invest \$20 billion in agriculture over three years to help poor people grow enough food and earn enough money to escape hunger and poverty permanently. Leaders also agreed to work collaboratively to make sure money is spent wisely, reaching those most in need. The initiative will, in part, rely on the World Bank to disburse funds and coordinate the activities of the many partners who are involved in food security: IFAD, the World Food Program, UNICEF, research institutions, and donor governments. This focus on a multilateral response is important and deserves the support of Congress.

PROMOTE COUNTRY-LED PLANS

Collaboration must extend beyond donors to include civil society and governments in developing countries as well. The Global Hunger and Food Security Initiative will rely on country-led plans to determine what investments to make. Agreement between donors and developing countries is possible only if country-level plans identify the particular barriers poor people face as well as the strategies to overcome them. As the Consultation Document states, "The most effective food security strategies come from those closest to the problems—not governments or institutions thousands of miles away." Too often investment decisions are not made based on needs identified at the country level. Rather, they are decided here in Washington.

The United States should insist that the process of developing and implementing country-led food security plans include the network of local institutions focused on alleviating hunger and poverty. By including local civil society organizations, faith groups, farmer cooperatives, private voluntary organizations, and local advocacy groups in identifying problems and solutions to hunger and undernutrition, the effectiveness of U.S. investments will increase. Inclusive participation will also increase commitment at all levels, making the grants the U.S. provides more sustainable over time.

Creating a forum at the national level for dialogue about hunger is one way of engaging diverse groups about what is needed to improve agriculture and food security. In some countries space for dialogue already exists. The Ghana Alliance to End Hunger, for example, is a focal point for organizations working to end hunger and undernutrition in that country. Networks representing hungry and poor people, especially women, must be brought in early as part of regular consultations with donor stakeholders.

REFORM U.S. FOREIGN ASSISTANCE

While the administration's leadership on global food security and global health is to be commended, I also must emphasize the importance of broader foreign assistance reform to ensure that these and other important initiatives make a strong and lasting impact for poor people. President Bush led a major expansion of foreign aid, and President Obama proposes to double foreign assistance by 2015. I applaud this Congress for recognizing and supporting the Obama administration's 2010 budget request to provide more resources to international development in our fight against poverty. The administration's budget would also bolster the capacity of USAID and the State Department to carry out their development and diplomatic missions.

A substantial majority of U.S. voters favor spending more on effective programs to reduce hunger, poverty, and disease in developing countries. It's the right thing to do and the smart thing to do. But we all know that foreign aid could be spent better. If this administration and Congress manage to improve the effectiveness of U.S. assistance, our dollars will do more good for decades to come, and voters will continue to support increases in funding.

In a recent survey, 85 percent of registered voters agreed that we "need to modernize how foreign assistance is currently organized and implemented." In a poll last November – in the depths of the economic crisis – 87 percent agreed that "in a time like this, we need to make foreign assistance more efficient and get more of our aid to people who really need it."

There is clear momentum right now for foreign aid reform on both sides of the aisle. Earlier this year, Chairman Berman and Representative Mark Kirk introduced a bill which now has 119 bipartisan co-sponsors. The bill, which is a first step in reform, calls

for a U.S. national strategy for global development that establishes clear objectives and provides guidance and coherence to our development policy and activities. Bipartisan food security bills currently pending in the House rightfully call for the United States' own global food security strategy to be integrated within this broader national strategy for global development. As you are aware, Chairman Berman has also begun to think through the development of a new Foreign Assistance Act, which would replace the current legislative authority for U.S. foreign assistance that is nearly 50 years old and no longer reflects current global challenges.

In the Senate, Senators Kerry, Lugar, Menendez and Corker have introduced a strong bipartisan bill, S. 1524, that seeks to strengthen USAID and improve our ability to evaluate the effectiveness of U.S. foreign assistance programs. The White House is in the midst of a strategic review of all U.S. development policy, which will set us on a path to a true "whole-of-government" approach to how we engage with poor countries. And Secretary Clinton has launched the first-ever Quadrennial Diplomacy and Development Review, modeled after the Defense Department's own quadrennial review, that will seek to better synchronize and leverage our development and diplomatic activities so that the U.S. government can pursue a balanced foreign policy which employs all the tools at its disposal strategically, efficiently, and effectively.

Taken together, these important efforts can culminate in serious reform of U.S. foreign assistance. And I think the programs and policies that guide development will be better as a result. But I also believe that these reforms will be even stronger and more durable if they have bipartisan support. Effective foreign aid not only makes sense, but is a nonpartisan issue.

EMPOWERED, DISTINCT DEVELOPMENT VOICE

Under this administration, the State Department has demonstrated a deep commitment to global development and poverty reduction. But, it is crucial that some funding be dedicated single-mindedly to development. When we try to achieve defense and diplomatic goals with development dollars, aid is much less effective in reducing poverty. In my mind, that's the basic reason we need a strong development agency, with its own capacity to plan and carry out programs. These programs should be coordinated with other foreign policy purposes, but distinct from them.

Despite the fact that USAID continues to languish without an administrator, I strongly believe that the coordinator of the Global Hunger and Food Security Initiative should reside at USAID. Agriculture production in poor countries is fundamentally a development issue and should be led by our chief development agency. For far too long, we have usurped the critical responsibility of USAID to lead on the key development issues of the day through the proliferation of new entities and work-arounds. This has led to a fragmentation of our development policies so severe that it has perpetuated a self-fulfilling prophecy: the more we farm out USAID's authority, the more incoherent and convoluted our development assistance apparatus becomes.

We cannot afford to continue on this road. President Obama and Secretary Clinton are committed to elevating development as a coequal pillar of U.S. foreign policy alongside defense and diplomacy. To do so successfully, the U.S. government needs to have a strong and distinct development voice at the policy discussion table that can speak on behalf of development issues in a credible way. The new USAID Administrator should designate a high-level representative to coordinate the interagency efforts of the global food security initiative.

The appetite for meaningful reform of our food security efforts – and more broadly our foreign assistance programs – is large right now. But the window of opportunity for enacting reform is small. We must collectively capitalize on this rare moment in history to help poor people around the world. The administration's Global Hunger and Food Security Initiative is an enormous step in this direction. I strongly support the initiative, in particular its focus on maternal and child nutrition. However, to ensure its overall success, it is imperative that civil society in developing countries be engaged in a substantive way, and that the Initiative serve as a building block for lasting foreign assistance reform.

May God continue to bless your leadership.

Mr. PAYNE. Thank you. Mr. Leach?

**STATEMENT OF MR. RICHARD LEACH, SENIOR ADVISOR,
PUBLIC POLICY, FRIENDS OF THE WORLD FOOD PROGRAM**

Mr. LEACH. Mr. Chairman, I thank you very much for your continuing commitment to addressing hunger and Ranking Member Smith by traveling the world, looking at some of the problems, holding these hearings. It has been critically important.

I was thinking, coming up here today, that we meet today with great concern and great optimism, concern for all of the reasons that you have mentioned: The increasing number of people suffering from hunger around the world.

For the first time in many decades, we are actually not moving forward in terms of decreasing the percent of the overall population that is being removed from the ranks of the hungry. But, you know, in so many of the hearings, so many of the discussions, so many of the speeches in years past about the issue of hunger, there has been discussion about what we know. We know how to address this problem, and it has been said that the only issue is political will, and I do think that now we actually have the political will to address this problem and address it comprehensively, and, for that, I think we have a lot of optimism.

From the President's statements and his inaugural address to Secretary Clinton's convening of this interagency group that is truly moving the issue forward, I think it is a new day for all of us in the effort to address global hunger.

I want to just focus my comments on the comprehensive approach. There has been a number of organizations—Dr. Beckmann mentioned the Roadmap Coalition that we are a member of and really salute the incredible NGO community that has come together in this effort over the last 12 months.

The comprehensive approach highlighted in the administration's recent document seems to be consistent with the elements of the Roadmap work, also consistent with the Global Food Security Act, and the Roadmap legislation, and all of these focus on four key pillars that are critical, we think, to addressing this problem comprehensively, and that includes emergency response, safety nets, nutrition, and agriculture development. All address a different element of the problem, and all, we believe, are critical if we are going to address this comprehensively.

As you know, the emergency response efforts save lives. They are to help people who are facing a crisis, whether it be from national disaster or civil conflict. Based on current trends, we, unfortunately, expect the number of people who will need emergency assistance to remain at about 100 million people per year.

The United States Government has consistently, over the decades, played the leadership role in addressing those afflicted by these emergency situations, and we are confident and hopeful that will continue.

We fully support all of the recommendations that have focused on increasing flexibility and enhancing the effectiveness of our emergency response, which includes both commodity and cash resources. We have some ideas about ways to make maybe some cre-

ative approaches there as well, in terms of our food aid program, that perhaps we can entertain.

The second is the safety net programs, as was mentioned. These help mitigate the impacts of societal shocks on those on the margin. In many respects, it is to help those on the edge not fall over the edge, and it is critical that we help countries create their own safety net systems, not merely provide temporary assistance when the crisis occurs but help countries create their own systems similar to our own food stamp programs.

Third are the nutrition programs that were also mentioned, which are critically important, especially for vulnerable populations like pregnant, lactating women; children between zero and five but especially zero to two, where if they do not have the proper nutrition, they will not develop, either cognitively or physically, in the degree that they should.

Similarly, there are other populations, like those who are afflicted by AIDS, who need proper nutrition to be able to, in essence, take the antiretrovirals.

The fourth category, as has been mentioned, is the agriculture development. Such a large percent of the population of the world, those who suffer from poverty, are involved in agriculture. This will help ensure that we can raise the level of the economics of that population.

In summary, a comprehensive strategy that combines emergency assistance to help those who require immediate assistance, safety net programs to ensure those on the edge do not fall over the edge, nutrition programs to ensure that specific vulnerable populations have the opportunity to grow and develop properly, and the agricultural development efforts to develop long-term means to break the cycle of poverty are all critical to address the full spectrum of food insecurity, both acute, chronic, urban, and rural.

Hunger takes many forms. By integrating each of these categories, we will ensure that the initiative reaches all of those in need. We are concerned that without taking action on all four pillars that we will not comprehensively address this problem.

I also want to just add my comments in support for what has been said about the critical importance of integrating gender into this strategy and also Dave Beckmann's comments about the importance of having nutritional indicators and other very clear, transparent indicators where we can assess progress and make revisions, if necessary.

One comment about the United States Congress, and that is, as you all know, the jurisdiction for the issue of hunger falls within the jurisdiction of a lot of different committees, both authorizing and appropriations committees. So any of your efforts to determine how best to coordinate among all of these committees could help ensure the effectiveness and success of this initiative.

As we move from the planning to implementation phase, there are going to be a lot of critical issues for us all to grapple with, and with what we have seen from this administration in terms of their commitment, I feel very confident that we will, in fact, successfully address these issues.

In closing, I just wanted to mention something that everyone in this room knows, and that is, as we talk about the data and the

statistics and the numbers, that they represent real people, and, walking in here today, I was reminded of a situation in a particular African country where I saw this little boy leaning against a tree. He had been placed there by someone because he was too weak to stand, he was too weak even to fight the flies from his face, and it reminded me that that is the face of hunger. That is what we are here to try and grapple with.

The other side of the coin is I remember going to a school-feeding program in Malawi where the bright smiles on the faces of these children, when we got there, they sang to us, and they asked us to thank the American people for our support, through the McGovern-Dole program, for that school-feeding program, and those children are really the hope for tomorrow, and I feel quite confident, with the focus of this committee, with the members here, with this administration, that the face of tomorrow's children will be the children singing in the school-feeding programs, not the malnourished boy leaning against a tree. Thank you so much.

[The prepared statement of Mr. Leach follows:]

**HOUSE COMMITTEE ON FOREIGN AFFAIRS
SUBCOMMITTEE ON AFRICA AND GLOBAL HEALTH**

“A Call to Action on Food Security: The Administration's Global Strategy”

**Testimony by Rick Leach, Senior Advisor for Public Policy, Friends of the
World Food Program**

October 29, 2009

Chairman Payne, distinguished members, ladies and gentlemen, it is an honor to have been invited to testify at this important hearing on U.S. efforts to promote global food security.

I want to thank Chairman Payne for his continued leadership on issues pertaining to global hunger, from highlighting the impact of hunger while traveling to developing countries, to holding hearings like the one today that draw attention to specific policies critical for improving U.S. efforts in this area.

Further it's important to acknowledge Congressman Jim McGovern and Congresswoman Jo Ann Emerson for their tireless efforts over many years, including working to ensure global hunger is a priority of the Obama administration. It's also important to thank Congresswoman DeLauro, Congresswoman Lowey and Congresswoman McCollum for their continued leadership in promoting legislation and increased funding to improve U.S. hunger-alleviation efforts.

The world has long possessed the collective resources and knowledge to end global hunger. What has been lacking is the political will and sustained leadership at the highest levels of government. The Obama administration's new initiative, which couples significant improvements to U.S. policy with efforts to catalyze global action and collaboration, is a promising step in achieving the needed political will.

The administration's commitment is extraordinary and reaches to the highest levels, including the President and the Secretary of State. In his inaugural address, President Obama said, “To the people of poor nations, we pledge to work alongside you to make your farms flourish and let clean waters flow; to nourish starved bodies and feed hungry minds.” Subsequent announcements at the G20 meeting, G8 Summit and UN General Assembly have reinforced the administration's commitment to achieving global food security.

As Secretary of State Hillary Clinton said in announcing the 2009 World Food Prize Laureate, “By working together, I believe we can show the will necessary to end the hunger crisis, to usher in a new era of progress and plenty. That is our goal. That is our challenge.”

With this level of commitment, we are hopeful that we will see increases in global food security not seen for decades and the world will achieve the first Millennium Development Goal's target of cutting extreme hunger in half by 2015.

I. Statement of the Problem

We gather here today as both the absolute number and the percentage of people experiencing chronic hunger have increased for the first time in decades. Roughly 870 million people suffered from hunger in 2006 and that number has now exceeded 1 billion. Most of these people live on less than \$1 per day.

These increases are due in large part to the global food, fuel and financial crises of the past two years.

Last year, global food and fuel prices skyrocketed, with some people facing market increases as high as 75 percent. While prices have declined in 2009, they are still much higher in many places than levels just a few years ago, and markets remain volatile. In addition, the primary drivers of the crisis are still present, including growing demand for food in developing countries, fluctuating energy prices and poor harvests in important crop-producing regions.

On the heels of the food and fuel crisis, this year's global economic crisis has rippled through the developing world, lowering incomes, reducing remittances, decreasing trade, slowing investment, tightening credit and increasing the number of people at the bottom living with hunger.

The World Food Program was forced to expand its operations from targeting approximately 70 million people at the beginning of 2008 to more than 100 million by the beginning of this year, to help mitigate the worst impacts.

These crises are threatening to reverse the progress made by the global community during the past four decades in reducing the overall proportion of the world's hungry from 37 to 17 percent.

These hard-fought gains were achieved in large part due to U.S. leadership, and I'm confident that in spite of the difficult challenge the world now faces, with bold, significant action – of the kind contemplated by this new U.S. global food security initiative – the target set by the first Millennium Development Goal can still be achieved.

II. Growing Consensus on How to Address Global Hunger

A recent consensus has emerged regarding several key factors that have limited the success of previous U.S. efforts to address global hunger. Reports released by the GAO, the Chicago Council on Global Affairs and others have highlighted these factors, which included: insufficient coordination across the many U.S. agencies and programs with a role in addressing global hunger, inadequate efforts to promote agricultural development and the lack of a comprehensive U.S. hunger-alleviation strategy that focuses on addressing both immediate and long-term needs.

Similarly, a consensus has emerged regarding the specific activities needed to address global hunger, as reflected in the administration's strategy. The UN High Level Task Force on the

Global Food Crisis, GAO reports, the Chicago Council Report and the Roadmap to End Global Hunger – which united more than 40 NGOs for the first time in history around a plan to improve U.S. hunger-alleviation efforts – have all called for the development and implementation of a comprehensive U.S. strategy to address global hunger. Recently introduced legislation – the Roadmap to End Global Hunger and Promote Food Security Act (H.R. 2817) and the Global Food Security Act (H.R. 3077) – draw heavily from these reports and also endorse a comprehensive approach.

III. The Administration's Plan

The administration's initiative incorporates the four cross-cutting pillars of a comprehensive strategy, as set forth within the Roadmap, the Comprehensive Framework for Action and the legislation referenced above. These pillars are emergency response and management programs, safety net programs, nutrition programs and agricultural development programs. All four of these cross-cutting pillars are necessary to target different groups who collectively comprise the 1 billion people suffering from hunger. Moreover, adopting these pillars will enable the U.S. and global community to address both the immediate and long-term impacts of hunger.

1. Emergency Response and Management Efforts – Emergency response and management efforts target the world's most vulnerable populations in times of urgent need, whether provoked by natural disaster, man-made conflict or acute economic difficulties, when governments lack the capacity to provide the assistance on their own. These programs seek to save lives through the provision of food assistance to people affected by an emergency, including through direct food distribution, food vouchers and cash transfers. Based on current trends, it is estimated that approximately 100 million people will continue to require emergency food assistance annually.
2. Safety Nets – Safety net programs are designed to limit or mitigate the impact of shocks on vulnerable and food insecure populations who would become destitute without additional assistance. Like the Supplemental Nutrition Assistance Program (formerly Food Stamps) in the U.S., safety net programs can include vouchers, cash and other resource transfers to help vulnerable populations meet their basic needs, retain meager household resources that they might otherwise sell and develop resiliency to future shocks. By helping vulnerable populations achieve a basic level of self-sufficiency and food security, these programs reduce the need for more costly emergency interventions and help provide a foundation for future development efforts.
3. Nutrition Programs – These programs aim to ensure that nutritionally-vulnerable populations, particularly mothers and young children, have access to the required calories and nutrients needed to live healthy, productive lives. Specific interventions include targeted feeding programs, micronutrient supplementation and breastfeeding promotion.

There is widespread consensus regarding the need to provide adequate nutrition during pregnancy and during a child's first two years to avoid irreversible developmental

impacts and to promote proper cognitive development. Efforts in this area should also support the unique needs of those suffering from HIV/AIDS and other severe chronic illnesses. There is evidence that proper caloric and nutrient intake strengthens immune function and improves the absorption and tolerance of antiretroviral drugs (ARVS) and other medications.

4. Market-based Agriculture and Infrastructure Development Programs – As referenced before, U.S. and global efforts to alleviate hunger have underemphasized longer-term agricultural development programs during the past two decades. These programs increase the productivity and profitability of smallholder farmers, which is critical to breaking the cycle of hunger among the vast majority of the world’s poor who live in rural areas and rely on agriculture for their livelihoods.

These efforts seek to expand and enhance: a) rural infrastructure, such as farm to market roads, storage facilities and irrigation; b) access to and availability of financial services, so that smallholder farmers can afford inputs and investments needed to expand their capacity; c) extension services, research and training so that seed varieties and other technologies are developed and disseminated to meet the needs of poor, rural farmers; and d) post-harvest opportunities and market access to ensure farmers have opportunities to reap the benefits of their harvests.

In summary, a comprehensive strategy that combines emergency assistance, safety nets, nutrition assistance and agricultural development is necessary to address the full spectrum of food insecurity – acute and chronic, urban and rural. Hunger takes many forms, from those devastated by hurricanes and disasters, to urban slum dwellers on the verge of destitution, to poorly nourished mothers and children, to smallholder farmers struggling to produce enough to feed their families and turn a profit. By integrating each of the categories outlined above, we will ensure that the strategy reaches these and other populations with the type of assistance they need.

a. Incorporating Gender and Natural Resource Management Across Elements of a Comprehensive Approach

There is also unprecedented agreement regarding several key features that need to be integrated across various components of the initiative, including gender and natural resource management.

- Gender considerations should be fully integrated throughout the strategy. Women often face context-specific, gender-related barriers to accessing resources (education, financial services, land tenure, etc.). These and other aspects of gender inequality are one of the primary challenges to improving food security in many countries. Interventions should be designed, monitored, and evaluated through a gender lens to ensure that gender dynamics at the community and household level are well understood and that interventions are implemented accordingly.

- The initiative should support environmentally sustainable agricultural practices to ensure that increased agricultural productivity does not come at the expense of natural resource management.

b. Interagency & Open Planning Process

In addition to embracing a comprehensive approach, the administration has employed an open planning process that has engaged all relevant stakeholders, both inside and outside of the federal government.

To coordinate efforts within the federal government, Secretary Clinton formed an interagency food security task force, chaired by her chief of staff, that has brought together all of the agencies with a role in addressing global hunger. The Consultative Document drafted by this group, as well as the more detailed operational plan from which this public document was culled, incorporates perspectives and expertise that reflect a “whole of government” approach. Further, the administration’s announced intent to appoint a “Global Hunger Coordinator” will help institutionalize this collaboration moving forward.

Similarly, the administration has consulted with and incorporated the views of multilateral institutions such as the World Bank and WFP, NGOs, businesses, foundations, education and research institutions, farmers’ organizations and many other stakeholders with a role in addressing global hunger. This approach reflects Secretary Clinton’s view that our world is no longer just multi-polar, but multi-partner.

c. Multilateral Implementation Process

As planning proceeds to implementation, the administration has made it clear that partnership and coordination with other nations, both developing and developed, will be critical to the initiative’s success. The strategy’s framework and operational plan will guide the formulation of country-led plans, based on consultative processes at the local level. As noted, the U.S. has used the G20, G8, UNGA and other forums to catalyze global action regarding the coordination and increase of resources from donor nations to promote food security.

IV. Recommended Steps Ahead

While the initiative put forth by the administration is buttressed by sound principles, solid commitments, an open, partnership-driven approach and many other features vital for success, the following areas are highlighted for further consideration:

1. **Maintain Robust Emergency Response** – With the prevalence of international emergencies expected to increase in the future as a result of climate change, emergency response remains a critical component of a comprehensive strategy. The U.S., which has traditionally provided at least 40 percent of global emergency food assistance each year,

should continue to lead the global community in providing food aid during humanitarian emergencies, while expanding its food crisis toolbox to include greater cash support for a more flexible range of interventions, including local and regional purchase of commodities, cash transfers and/or voucher programs.

Flexibility is critical as sometimes cash-based interventions make the most sense while in other situations commodity-based food assistance might be more effective.

For example, vouchers are appropriate in situations where markets are well-functioning and food is readily available, while LRP can be an effective tool to reduce food aid costs and delivery time while also bolstering local food systems.

In areas such as Sudan, on the other hand, where WFP feeds approximately 6 million people each year, in-kind assistance works best because it provides a reliable stream of commodities in an area where it can be difficult to purchase large quantities on local and regional markets. In addition, WFP is able to pre-position the food ahead of the rainy season, when transport becomes challenging.

2. **Improving the Flexibility of In-Kind Assistance** – There are opportunities to explore creative approaches to increasing the flexibility and efficiency of in-kind food aid provided under Title II. For example, the U.S. government should permit humanitarian organizations to use the commitment of U.S. food aid as collateral to borrow from in-country programs or reserves to respond to emergency needs. By allowing implementers to use the in-country food, the delivery time to reach those in need could be decreased from several months to several days. The in-country food used to meet the emergency needs would be replenished by U.S. commodities.
3. **Develop Strong Indicators** – The administration should adopt strong indicators to measure success on an ongoing basis and to inform the development of new approaches if current methods can be improved. Adopting the first MDG as a measure of success will provide an effective, transparent, and internationally-accepted indicator and enable the use of already-compiled data by the UN and others in establishing a baseline for monitoring future progress. As previously referenced, the nutritional status of children in the first two years of life is critical and should also be a key indicator of this initiative's effectiveness.
4. **Build Safety Net Systems** – As currently referenced in the administration's Consultative Document, safety nets are described as "temporary assistance that allows those who are poor to protect their assets during unexpected shocks." It is important to present a broader vision, however, for international support in helping countries develop safety net programs. Efforts in this area should help governments create their own safety net systems, similar to those in the U.S., Brazil and other countries, which prevent people on the economic margins from falling into destitution in the wake of shocks.

5. **Continue to Engage All Key Stakeholders** – As noted above, the administration has engaged a wide-range of stakeholders in the planning and development of its initiative. Further, the administration has expressed its commitment to working with both developed and developing countries in marshalling the needed resources to fund country-developed plans. The U.S. should continue to work with relevant UN agencies, including WFP, as well as international NGOs, on implementation at the country, regional and global levels.
6. **Coordination within Congress** – Because funding, programs and jurisdiction for addressing hunger are divided among many Congressional committees, including the Foreign Affairs and Agriculture Committees, as well as the Foreign Operations and Agricultural Appropriations Subcommittees, efforts to enhance “inter-committee” coordination within Congress are important for the initiative’s success. Especially with respect to appropriations, coordination between all subcommittees with a role in funding the initiative will be critical to ensure that all elements of the strategy receive the needed resources to achieve overall success.
7. **Support Cross-Cutting Initiatives**: Fully realizing the benefits of a comprehensive approach will involve identifying and supporting strategies that help achieve many objectives of the initiative simultaneously. For example, the McGovern-Dole school feeding program helps alleviate child hunger, promote education and further a wide range of nutrition and health interventions. In addition, the McGovern-Dole Program provides authority to reach preschool-age children, which include the most nutritionally vulnerable in the 0-2 age range.

Another example is the Purchase for Progress program and other similar local and regional purchase initiatives, which enable small-holder farmers to sell directly to WFP and other international NGOs. These innovative models help address humanitarian, safety net and development food aid needs, while bolstering local agricultural markets, food processing and related industries, by providing a market for the sale of the food.

The road ahead will not be easy as critical implementation challenges remain. But I’m optimistic that if the administration sustains its commitment to the principles it has outlined – such as uniting key stakeholders, fostering whole-of-government collaboration, and spurring global action in support of comprehensive, country-driven approaches – we will make significant, lasting strides in alleviating global hunger.

WFP, Friends of WFP and the entire Roadmap Coalition of more than 40 NGOs stand ready to assist the administration and other global partners in this endeavor – to help translate the initiative’s sound framework into an implementation plan that comprehensively addresses global hunger and food insecurity.

I look forward to answering the committee’s questions. Thank you.

Mr. PAYNE. Let me thank this panel for a very compassionate and very thorough testimony. I might see whether our member, Dr. Boozman, whether he would like to make an opening statement. Okay. We will wait until we have questioning.

You might notice a number of members not present. There is an unveiling, a "rollout," I guess they are calling it, of the health bill right now, so I would be interested myself to see what it is, but let me thank those members who are here.

I just might mention, too, that I do know of the importance that Secretary Clinton has put on the whole question of this food security and who, early on in her administration, held a meeting at her office with Secretary Vilsack from the Agriculture Department, which I think was probably one of the first meetings of that nature early in the administration.

So there is certainly a real interest in tying USDA with the Secretary of State, and I had the privilege also of being invited to her recent August trip to seven countries that she took in Africa, and Secretary Vilsack also came to Kenya, where he, with Secretary Clinton, visited a Kenyan agriculture research institute and met with Kenyan women farmers and met with Kenyan scientists, and so I do know that there is a tremendous amount of interest, and so we are hoping to see this implementation of the new policy.

Let me ask you, Dr. Melito, since you have been following this issue for so long, and I appreciate the work that you have done and your reports; however, as we are all, you know, concerned about the fact that currently USAID does not have an administrator, and the position is still vacant, I wonder if, in your opinion, the USAID has the capacity to carry out the administration's food security program, or do you think that that task will be shared throughout different agencies, and the fact that the post is still open that there, in your opinion, will be a restructuring of USAID. If you would like to comment.

Mr. MELITO. I will begin by the answer, but I am sure my colleagues will have other things to say.

The USAID has been an active part of the effort to create a strategy, and that is vital. USAID's expertise in development and in the area of ag. needs to be part of the discussion.

We, in our meetings with USAID, have been pleased to hear the importance they are placing on creating the strategy. We are a little concerned that they have yet to really understand how they are going to report out on this. Their current thinking on reporting, we think, is more narrowly based on what they have been doing and not how it works with the rest of the government.

We think, as the administration creates a strategy, how USAID's efforts, USDA's efforts, and MCC's efforts work together, I think, is going to be a vital part of the success of the strategy. USAID is the key development agency of the U.S. Government, and they need to be a key player in this effort.

Dr. GAYLE. I would just add, I think, clearly, it is important for us to have a strong development agency, and it is important for us to continue to build the strength of USAID. There have been efforts already to rebuild the staff within USAID. They are hiring more people and improving their ability to undertake their mission. The President, as well as the Secretary of State, have both said that

they want a strong USAID and one that development, along with diplomacy and defense, are seen as equal pillars for our overall national security effort.

So I think there is a real intention to build the strength of USAID, and, as Reverend Beckmann said, this initiative, done well, can actually be part of strengthening USAID, and so, with all of the agreement that we have around how important this issue of food security is, this can be a really important way for us to strengthen USAID.

We have also said that this needs to be a whole-of-government strategy, so it is not that USAID needs to be the only organization involved. Clearly, the USDA has to take a part, with the focus on nutrition and child health and maternal health. HHS and agencies within Health need to be a part of this.

So this is really an initiative that will need to take a whole-of-government approach, but USAID, as the lead development agency, can be key to this, and this can also be key to helping to reinforce and continue to strengthen and build USAID.

Ms. HOWARD. I agree, and I just want to add to that, yes, all of the agencies—USAID and other agencies—have a very important role to play in this Food Security Initiative, but I cannot overestimate enough the importance of having a coordinator, both in Washington and at the country and regional levels.

We work quite closely with the African diplomatic community here, and I often think about one of my colleagues there, who said to me, “You know, Julie, it is so difficult here for us to figure out the U.S. foreign assistance mechanism. There are multiple agencies,” and he says, “On the ground, why am I the one who has to be the mediator between USAID and MCC? In my country, they often do not know what the other is doing.”

So I fear that that is the situation that we are faced with now. If there is not a very strong signal as, you know, this is the agency that is in charge. I am not belittling, not demeaning any of the other contributions, but someone has to be the focal point.

I think Dr. Gayle is correct that USAID’s capacity is increasing, it needs to continue to increase, but I think we cannot really delay much longer in establishing a firm focal point.

Rev. BECKMANN. I think this problem needs to be fixed with legislation, so the administration has inherited a fragmented foreign-assistance structure. At Bread for the World, we helped create the MCC, we lobbied for PEPFAR, so, you know, we understand that a lot of people were involved in this, but we come to a point where, over the last 10 years, we have doubled development assistance. President Obama wants to double foreign assistance again, so we are spending more money, and the way we have done that during the Bush administration was to create an MCA, to create a PEPFAR.

I got a chance to visit Mozambique recently. USAID, MCA, and PEPFAR all have offices in Mozambique. My sense, from talking to staff in those agencies, is they do not have a very clear idea what each other is doing. They all have their own administrative procedures, so the ministers of this very poor, good government have to jump through three sets of hoops, see three sets of officials, and

then there is a scattering, 60 offices altogether, of the U.S. Government foreign aid programs.

So when I was up in Northern Mozambique, it turned out that the USDA had a forestry project up in Northern Mozambique.

So the administration is saying, "We have got urgent problems. We cannot wait to fix this broader structural problem before we get started on this Food Security Initiative." So we need a clear guidance, I think, a strong, implementing role for USAID is part of that, some kind of coordination structure is part of it, but then it comes back to this subcommittee and the full committee.

It is Congress that, together with the President, need to develop a clear, clean set of objectives and structures for our foreign aid program. It is not just in this area but in other areas. We are not using the taxpayer dollars as well as we should. I think we ought to put more dollars into it, but we really need this committee to work with the Senate and the President and the Secretary of State to fix foreign aid for this and for a bunch of other reasons.

Mr. PAYNE. Yes?

Mr. LEACH. Just briefly, two comments. One is, in a positive sense, the administration, in developing the documents they presented, have, in fact, brought together all of the key agencies. So the consultative document that we have all been looking at was drafted by someone from USDA, USAID, and MCC. So they are working that process.

The other point is, with regard to in country, I agree, this could be an opportunity to help enhance collaboration, and we feel strongly that the U.S. Ambassador in these particular countries needs to say, "This is a priority," because, otherwise, the stove piping will not decrease. You have heard the comments from Jim McGovern, where he says he is out and sees, you know, the folks from USAID who want to travel with him to go look at the McGovern-Dole program because they have never seen it because the USDA administered the program.

So with the U.S. Ambassador making this a priority, as the Secretary and the President have, we can start to deal with some of these issues immediately at the country level.

Mr. PAYNE. Just real quickly before my time expires totally, there is a consultative process, I understand, that is going on right now in the administration. I wonder if any of your private organizations are involved in it, and how have they been coming along, just quickly, or what is going on?

Rev. BECKMANN. All of us have been involved in it. They have done a great job of reaching out. I think they have also come over to talk to Members of Congress. They are very clear about their desire to work with Congress on this, but they have consulted with all of our organizations. Also, they have brought in foundations and corporations, and they went to Africa and talked with African leaders.

They had this big meeting that Secretary Clinton co-chaired with Secretary General Ban Ki-moon in which 99 governments talked about what ways that they are going to contribute in broad alignment to strengthen agriculture and reduce hunger in poor countries. So that process of consultation; it has been good in terms of developing a good plan. I think the consultation draft is very good,

partly because they have listened, but it has also mobilized other governments, including African governments, governments in developing countries, other G-8 governments, and it has mobilized civil society foundations, companies. A number of U.S. agribusiness companies are much more interested in doing business in poor countries than they were several years ago.

So I think the administration has done a good job of bringing them into the discussion and talking about how we can all—nobody is going to take orders from anybody, but how can all of those efforts work in broad alignment to reduce hunger and food insecurity?

Dr. GAYLE. If I could add, I would agree that there has been a very good consultative process up to this point. It is going to be important that it continues to be a consultative process all along because while we have a great, broad outline, it is in the implementation and the details of the implementation that it is going to continue to be critical to have all players at the table to make sure that we do what is in the best interest of a long-term solution to this.

Just also, as Reverend Beckmann mentioned the private sector, I think it is important that we keep the private sector, who has a huge role in agricultural productivity in the countries which we are talking about, also engaged in this process.

Mr. PAYNE. Great, and we really appreciate all that you are contributing—private organizations—and we are looking forward to Ms. Mills' meeting with members of our committee, where she will be summing up what has happened up to now, and we look forward to meeting with her in the near future. Mr. Smith?

Mr. SMITH. Thank you very much, Mr. Chairman.

Let me thank our very distinguished witnesses for your testimony but, more importantly, for the work that you do on behalf of those who are suffering the cruelest poverty of all, and that is going hungry. You are doing outstanding work, and I think your insights today helped this committee, and this is a bipartisan issue. I have worked along with Tony Hall since I have been in Congress, for 29 years, on hunger issues, and there has never been any separation between the chairman and I on these issues.

When I chaired this committee, and we did not have time limits then either on questions, we always worked, I think, hand in glove, and I think the chairman should be commended for his work relative to PEPFAR that he insisted that there be focus on nutrition. You cannot take your meds, you cannot take your retrovirals, you cannot get well, relatively speaking, if you are HIV positive, if you are undernourished or starving.

So this is a very important hearing. It keeps that focus and keeps the subcommittee pushing hard on the hunger issue.

Let me ask a number of questions. I will lay it out, and those who would like to answer, please do so.

Let me, first of all, ask, with regards to the actual amounts of money; Dr. Melito, you spoke about the pledged amounts. All of us always talk about pledges versus the money that you actually end up with in hand, whether or not there is just a reprogramming or a reattribution of funding.

What is really “new funding”? And you even pointed out that it is a doubling of last year’s budget request, what was actually appropriated versus what actually gets in, whether or not you really believe we are seeing a real breakthrough in new money, not just from the United States but from the other donor nations.

You also pointed out, Dr. Melito, that 10 countries had met the goal of 10 percent. My question would be, is that an accurate barometer, the 10 percent? I know it is hard to come up with barometers as to what is really needed or not, but 10 percent of one budget is not 10 percent of another, and I would note that the Comprehensive African Agriculture Development program said only eight, so have some countries slid in the meantime? That was in June when they put out those numbers.

On the infrastructure issue, President Kikwete was here from Tanzania just a few weeks ago, and I had a very fine meeting with him. He is an outstanding leader. In every meeting he had here in Washington, and he thanked President Bush for his work in this country. He also thanked President Obama, but he talked about the importance of having that local control, and we have learned that with the states that when it comes to incubators and innovation and using money very wisely and prudently, local control is so important. All of you, or some of you, might want to speak to the very important issue of local control of those funds so that we are not directing it from Washington or from U.N. Headquarters or anywhere else.

Also, on the issue of infrastructure, I was in DR Congo a couple of years ago, and farmers told me that they could grow all that they could possibly want but cannot get it to market: Roads and bridges. The Millennium Challenge Account saw a decrease last year, much of that attributable to the Senate, but that money is so important. What good is it to grow it if you cannot get it to the market? Highways here, and the infrastructure of those highways have made it all important as to why we have our robust economy here. It is one of the linchpins.

On microfinance, some of you might want to touch on the issue of microfinance. I have worked on that my entire congressional career, as well as wrote two laws on it. I believe passionately in microfinance, but we need to do more for the rural farmer and for infrastructure systems. While microfinance will not build roads and bridges, it can help create a transportation, a FedEx, or something of that nature, that can get the food to market on a small scale and then build it up to a larger scale.

Let me ask you, Reverend Beckmann and others who might want to answer, faith based; does the strategy adequately include faith-based groups? I know it is tough to say it because you are a part of it, and you also derive funding from the Federal Government, but we need honest assessments. Are the faith-based organizations being adequately funded, in your view, when it comes to nutritional and food support, and can we do more?

It seems to me, and I have said this, and the chairman, I think, and I have agreed on this as well, from PEPFAR to all of the programs, the churches and the faith system in Africa provide such added value to getting food to the hungry mouths, so if you could touch on that.

And, finally, on the issue of security, a different kind of security, military security, we have an Africa Command, as you know, that has set up in Africa. We have had hearings on it here, and we have tried to stay abreast of what they are doing, and it seems to me that if you have war or the threat of war or conflict or bandits, it is pretty hard to get food to hungry people: The role that you think that security, in the traditional sense, plays in ensuring that hungry people are no longer hungry.

Mr. MELITO. I think I will start. That is an extraordinarily great list of questions. I think it covers a lot of the areas that we all care about. I am going to touch on two of them, and then I will move on.

First, on the budget issue, you raised an issue about a possible double-counting, how you measure this. On the work that my team is doing right now for Chairwoman DeLauro, we are trying to get a handle on the U.S. Government's total budget on food security, and it is much more difficult than you might think.

We are working very closely with each of the agencies to try to create clear definitions of what is an "expenditure on food security" to try to get an understanding of what their particular missions are. I think that is going to be an important step in trying to create a baseline to then try to understand how things have changed over time, and that report is due early next year.

As far as the CAADP goal, I want to say both a positive and a negative thing. On the positive side, we put eight countries in 2007, and it is twice as many as the four countries in 2005. However, this was a goal for 38 countries, and it is supposed to be completed by 2008. So we have not gotten the 2008 data yet, but it seems unlikely that we are going to reach the full 38 countries by 2008.

What is the right number? I do not know. They did commit to 10 percent, and, in a situation where one-third or more of your population is undernourished, having it be 10 percent of your expenditures does not seem to be out of hand, and success of the initiative, as we move forward, is going to require active participation by the host governments. They need to make sure, whatever we do is in line with what they think is a priority, and they need to be active participants, and one way for that active participation is with their own budgets. Thank you.

Dr. GAYLE. Maybe just a couple of comments. I would agree with your comments on the issue of budget.

On the infrastructure, yes, local control is critically important, and that is why I think each of us, in different ways, addressed this issue of flexibility and why it is so important that there be country-driven plans and that countries have the flexibility to decide what their priorities are and to match the different strategies with their own needs and to make sure that the funds are used in a way that they think make the biggest difference for the circumstances that they face.

Yet that said, that does not mean that all monies should be directly transferred to governments because we also want to make sure that the governments have the capability to be able to administer and implement programs well. That is why organizations like ours work with local communities, as well as working with the gov-

ernments, to strengthen their ability to be able to manage programs as effectively as possible.

So it is that partnership, but making sure that the decision-making really can be a country-led decision-making, so I think that is critical.

You mentioned the issue of MCC and other sort of infrastructure, like road infrastructure, and, again, I think, in different ways, we have all touched on the importance of making sure that there is coordination on the ground so that roads are being built in the places that would best support farmers' ability to get their crops to market.

So I think this issue of better coordination so that MCC can do what it does well, USAID can do what it does well, USDA can do what it does well, et cetera, and that we do it in a coordinated way so that it can really have the comprehensive pieces that you talked about, but, clearly, this issue of infrastructure is critical.

Microfinance; our work in providing village savings-led associations has been critical to the issue of food security, the ability for people to save, to make loans within communities, so that they can buy the best seed, so that they can develop the kinds of agricultural businesses that allow particularly women, small, holder farmer women, who oftentimes do not have resources otherwise, microfinance can be a lifeline to be able to contribute to a comprehensive approach to food security.

So, yes, we believe that microfinance linked to some of these activities can be a really important way of being an engine for building food security and improving agricultural productivity, and, again, particularly for women.

Finally, you mentioned the issue of overall security. We know that food insecurity has led to things like riots in countries, instability, and that if we do not take care of the issue of food insecurity, it goes hand in hand with instability and insecurity within countries as well.

That said, in issues of high conflict, the issues of security are very intertwined, but it is important that we recognize what the role of security forces is and what the roles of long-term development and humanitarian assistance are and that we do not blur those lines in ways that ultimately are damaging to the efforts of either.

Ms. HOWARD. Just to take a couple of these questions, on the 10-percent issue, I think it has been a very important marker for many African governments. I think it has helped to focus attention in Africa on the roots of the food security issue.

I think if you look at the trends over the past several years, the 10 percent is a barrier. Many countries are close to that, so I think we definitely are seeing progress, some setbacks perhaps in the last year because of the food-price issue, but I think there are a couple of larger questions.

One is, you know, because so many countries are so dependent on foreign assistance for a large part of their budgets, their own flexibility in saying, are they going to spend more on agriculture, also depends on the importance that donors attach to that, so that is one thing.

The other thing that is a little troubling for us is that the 10 percent, just like Mr. Melito said, we do not have a clearly understood definition in our own U.S. Government of what “food security investments” comprise. It is the same in Africa. We know it is not just the Ministry of Agriculture budget, but what part of transportation, what part of other health ministries go into this?

So there is no clear agreed definition, and also, if you look across the countries that have achieved the marker, I think some of us do not feel comfortable that the investments that are being made are necessarily the right ones that are going to push those countries in the right direction.

So I think we, in the next phase, we really need to think more clearly about a kind of peer-review mechanism, helping NEPAT develop so we will have full confidence that not only is the funding target being met but that the right things are being invested, and I think that is very important, maybe thinking about expanding the doing-business-indicator approach.

Just to comment on local control, I absolutely agree with that. Having transparency, having local groups that are able to participate in monitoring an evaluation of impact is really critical to this because, definitely, it is the government, but it is also the private sector, and it is also NGOs that need to be involved in that process.

On infrastructure, I also could not agree with you more. In our report, it shows we would not have had an increase in agricultural investment over the last 4 years had it not been for key MCC investments. USAID funding in 2005 to 2008 was just flat. MCC was what drove it.

I think the next stage in this is looking at, how do we make critical regional investments in infrastructure? Because MCC, the way it is set up now, is not able to do that, yet we know regional integration is critical, developing these regional markets. How can we aid the investment of those?

Rev. BECKMANN. I will focus just on the question that you specifically addressed to me. I really appreciated your remarks about hunger as a bipartisan issue. I know that that is shared by all three of you, and I am deeply grateful for the bipartisanship of Congress on this issue and what Tony Hall has done with people like Mr. Smith, Mr. Boozman, Frank Wolf. It keeps that tradition very much alive, that when it comes to hungry kids, we can park some other debates at the door.

I just want to clarify that Bread for the World does not have any money from the U.S. Government. We are an advocacy organization, and we are financed by our members and the churches, and because we are an advocacy organization, we cannot get money from the U.S. Government to lobby the U.S. Government.

So our focus is on what is good for hungry people. We do not have any other motive.

I think, certainly, the whole food aid program, from the very beginning, has given a very strong role to faith-based and other community organizations, Catholic Relief Services, World Vision, American Jewish World Service. I may be wrong, but I think, in fact, the origins of CARE, it was partly people wanted to establish a secular agency that could be part of that administration of food assistance.

So from the very beginning, food aid has been a model of engaging faith-based and other nongovernmental actors, and I think also, more broadly, in agriculture nutrition assistance, that U.S.-based, faith-based, and community organizations have a lot of capacity and should be, and probably will be, part of this initiative.

As we move forward, I think the place to focus first is, how do we get programs that interact directly with poor communities? So your point about more decision-making has to be shifted to good governments in poor countries but also at the community level. Those poor communities ought to have more of a say. I mean, they are the actors.

They are going to do 90 percent of the work in the end, so the money that is coming in from outside needs to work with them and support good things that those local communities are doing, and I think if we focus on how we are going to get some of this money into programs that will interact with those local poor communities, that is what is going to drive us, then, to use CARE and Catholic Relief Services, and then also, in country, to use the National Council of Churches, the Conference of Bishops. Every African country has a Conference of Bishops Office and a National Council of Churches. Most of them have Islamic Councils. Often, they work together.

If we focus on how to get help in a way that the community will get it and have a voice in it, those entities will get involved, and I think we have a chance that the way the Food Security Initiative of the administration has started, this plan for country consultations, at least the language about how they want those to go, give us a chance to involve the religious community and other civil society actors in the developing countries in formulating what should the Food Security Initiative look like in Malawi, and if they are there as the thing is planned, they will also be there as it is implemented, and even more important—they are intermediaries—what is most important is that poor communities, the people who are doing 90 percent of the work to get out of hunger, that they are reached and that they have a voice in how they are reached and what happens in their community. That is the way to make sure that this thing actually reduces hunger in the world.

Mr. LEACH. It is good to be here. I remember, 20 years ago, on the Select Committee on Hunger, we had the opportunity to work together, so I really appreciate your continued dedication to this issue.

Three quick points: One, with regard to the funding, we have seen increases in the Fiscal Year 2010 budget and expect, in the Fiscal Year 2011 budget, in emergency response in terms of the annual appropriation. It will probably be about the same amount that was provided in prior years if you add in the emergency supplementals, but the annual appropriation is, in the Title II budget, \$500 million higher than it was in prior years, and there are additional resources to add flexibility in the emergency response that was put in the foreign operations. About \$300 million was suggested—I am not sure what the final number will be—to allow for some cash resources in emergency response.

Similarly, in the agriculture-development area, there is a substantial amount of money, upwards of \$1 billion, of new resources,

but I am really looking forward to Dr. Melito's work because we have not been able to figure out where the safety net of the nutrition money is. I mean, we spent a lot of time, and we still do not know what the number is, and a lot of groups have been doing a lot of work, and we are still scratching our heads.

Just to add to Dr. Gale's comments about the national security issue, she shared how the World Food program says that when people are suffering from severe hunger, they do one of three things: Either they move, they revolt, or they die. The fact is that we have seen 30 to 40 countries experiencing riots.

Dennis Blair, in testimony earlier in the year, said that the financial crisis was the number one national security threat to our country because of issues like this.

Just to add to Dr. Beckmann's comments about the local planning, the local planning, which has been a key point to the administration's principles, needs to ensure that the folks on the ground—the NGOs, the multilaterals, the locals—are involved in the process of mapping out the problems, looking at what interventions, and coordinating, and that will ensure that we are achieving some of the goals that you have referenced.

Mr. PAYNE. Thank you. To the co-chair, Dr. Boozman, who is co-chair of the Malaria and Neglected Tropical Disease Caucus and was so helpful getting then-First Lady Mrs. Bush and U.N. Ambassador for Malaria Ray Chambers as we kicked off the Malaria Caucus. I would like to ask you for your comments.

Mr. BOOZMAN. Thank you, Mr. Chairman, and we certainly appreciate your leadership in that regard.

I think we all agree that what we are doing is not working, and we definitely need reform. You mentioned, Reverend Beckmann, about you go into these places, and you see the different offices and things. I think the reality is, to me, the reason that we have gotten in that position is where you have the PEPFAR and the Millennium Challenge Account, in different areas is because different administrations have felt those programs were important and have separated them off so that the money does not get lost in the black hole if you go the conventional way.

So I do not know. I mean, I am interested in what do we do because that is the other side of it. When you start combining things, when you do not have good accountability, it does seem to be a black hole, and the things that you are trying to accomplish that you feel like are very important, and certainly those things were very important, the Millennium Challenge Account, PEPFAR, and things, in responding to a crisis. So how do you deal with that? I am just interested in what you guys think we need to do.

The other thing—you could be thinking about this, too—is that it seems like, in visiting with others that have been around for a long time, and some of you all have been around for a long time, the idea that we have moved, over the decades—I know I was in Ghana, not being in Africa a lot, and was in Ghana not too long ago, and they were lamenting the fact that the seed varieties that they were using there were back at the turn of the century; very, very primitive, very whatever.

Through the decades, it seems like we have moved from instead of building up the agricultural program versus just handing out food. Is that a correct statement?

So let us talk about, again, how do we unfragment? I think we are fragmented for a reason. Like I say, you throw the money where it was thrown. It is a black hole; there is no accountability. How do we change?

Mr. MELITO. I guess I will start. You highlighted an important factor. In the last 10 or 15 years, the U.S. Government has moved most of its resources into emergency, and that was in line with a lot of the other donors.

In the mid-eighties, a lot of frustration developed over the lack of success of the ag.-development efforts that had been ongoing, bilateral programs by the World Bank and such, and I think, as you move forward here, there is a lot of enthusiasm and energy to bring resources back to that sector, and I think that is vital, but I think it is also vital that we do not make the same mistake, which was we did not really devote the resources to monitoring and evaluation in the eighties. We really did not, you know, put the investment in to learn what was working and what was not working and then leverage what is working to improve it.

So the consultation document does emphasize monitoring and evaluation. That is key. I think that Congress needs to make sure that it stays in and that the resources are devoted to monitoring and evaluation.

Dr. GAYLE. I think you are also asking more broadly about our whole kind of foreign assistance industry, if you will, and the reality that we fragmented it perhaps for a reason.

I think, as several of us have said, this effort, in many ways, is an effort that can be a harbinger or kind of a cutting edge for how we can do development better and our foreign assistance overall in a better way, and I think one of the things that we have lacked in the past is an overall comprehensive plan. Where do we want to go with foreign assistance? If we do not have a blueprint, if you will, some sort of a comprehensive plan, just like this effort is talking about, it is hard to hold an agency accountable. It is hard to know what your impact measurements really are.

So I think, first and foremost, we have to have some sense of where do we want to go with our foreign assistance? What do we want to accomplish in development? Have a plan that then all of the agencies can work off of, and there can be a much greater and much more coordinated effort. Without that, the natural tendency will be to say, "Well, you know, if we are not sure whether or not we are going to get any results, we want to make sure this one particular effort works."

So I think if we have an overall blueprint, some clear goals laid out, and then measurable impacts to hold us accountable for achieving those results, I think we really can have a much more coordinated overall foreign assistance.

So, again, I think this kind of effort shows that there can be a whole-of-government approach, that it clearly needs to be coordinate and have a lead, but it is having that overarching plan in mind and also having the willingness to look at this as long term. Too often, our efforts have been short term. They have been doing

small projects that do not really have the kind of impact that we want.

So we have to look at this in a much more comprehensive, long-term way, recognizing that we have to have a way of measuring our overall impact and that impact is the goal, not just doing projects.

You talked about whether or not we have shifted in our efforts from just giving aid out and giving food out to actually building capacity, and I think we have, and I think we need to do that more, but, again, as several of us said earlier on, this is not a “one size fits all.”

We still do need emergency aid, and we still will need to provide food and food substances to people in emergency situations, so we have to remember that that is going to be important in some situations, all the while we are looking at how do you build productivity, food security, and have a much more long-term strategy. So we need both, but we definitely want to make sure we are building the kind of capacity so that, ultimately, communities and populations can feed themselves and be sufficient in food and agricultural productivity.

Ms. HOWARD. I think we are at the beginning of this changeover. I think, really, for the past two decades, we have been focused more and more on emergency assistance. We are just beginning to get back, creep back, into agriculture.

On the fragmentation-and-why issue, I think that is an excellent point, and I agree with the previous comments about tying that directly to monitoring and evaluation, but I think we have some really important lessons from MCC in this regard because I think MCC has really been kind of a model of both consultation and what it means to put a plan together that has very specific benchmarks, indicators, and what is expected at the end of the day.

So I think really looking closely at that model as we go forward with the Food Security Initiative that there will be some added twists, or I hope there will be some added twists, and that will be, how do we track not just the MCC impact or USAID impact but the total impact of all U.S. Government agencies, and then also relate that to other entities—multilaterals, bilaterals—that are contributing to that.

I think that is what we really need. That is a tough evaluation question to track, but I think that is where we are all at right now. We need that kind of specificity.

Mr. BOOZMAN. Thank you.

Rev. BECKMANN. Thank you for the question. I also just want to say, I think you have played a role with Wal-Mart. Wal-Mart is in your district, I think, and Wal-Mart is doing a lot of funding now on domestic hunger and in other ways, in their own work force, they are addressing issues of poverty and hunger in a way they did not do maybe 10 years ago.

So Mr. Smith mentioned hunger in America, and what you have done with Wal-Mart, based in your own district, I think is really important actually to reducing hunger in America, so I want to start by thanking you for that.

On the broad question of how to get reform in foreign assistance, I think what we need is, in a way that has not happened for dec-

ades, for Congress and the President to agree, first, what are we trying to do with foreign aid? We have now got something like 30 goals, so there needs to be a grand bargain in which Congress and the President agree on what are the goals, and then what are the administrative arrangements to achieve those goals because that has not been reauthorized? We are still dealing with the Foreign Assistance Act of 1961.

So because there has not been a reauthorization, the way we have set up, we keep adding things and earmark an agency, but if Congress and the President could agree on the basic goals, then there could also be an agreement on the administrative arrangements and an accountability system so that Congress knows it is not a black hole. You are giving authority to somebody, and you want to know what the results are in terms of the agreed goals.

Then also, if we would do that, we could make our assistance program more responsive to local governments and local people because they are really in a much better position than anybody in Washington to know whether the thing is working. If our assistance is responsive, then they are going to be saying—they can see on the ground if the money is working. So, broadly, that is the big hope.

Now, to get to that, I think doing something in the full committee—there is H.R. 2139—some kind of amended form of that maybe that would be acceptable to the minority. It is a pretty unobjectionable bill. It would strengthen accountability. That is the main new thing in it.

On the Senate side, on the 19th, the Senate Foreign Relations Committee is marking up N.S. 1524, which is a counterpart bill.

So I think it would really help this process of getting to the grand bargain if those two bills were conferenced and maybe passed so that Congress is saying to the President and the Secretary of State, “You are laying down some markers in terms of strengthening USAID, better accountability,” and then, beyond that, then there is the process of reauthorizing the Foreign Assistance Act, and I do not think that has got to be done.

Now, in the meantime, the world cannot wait. There are a lot of hungry people, and the Secretary and the President are right that they have got to go ahead and deal with the problems we face now with the laws we have got now.

Mr. PAYNE. Thank you, Reverend Beckmann and Mr. Leach, we have a vote, and I do want to ask our Congresswoman Watson if she would like to ask some questions. If you would yield, Dr. Boozman.

Ms. WATSON. Let me just make a statement, and then I will leave to go to the floor.

Mr. Chairman, I want to thank you so much for this hearing—it is so timely—on global food security. Yesterday, one of our most noted senators was given the Congressional Gold Medal, Ed Brooke, and the first thing he said is that, together, we can change the world, and he pointed at all of the leadership sitting behind him, and he said, “If we are going to change the world attitudes toward the United States, we must address the famine, the starvation, and the needs of people who call themselves our opposition.”

So I cannot think of a more timely subject to be dealing with because we are facing a new worldwide food security crisis. He understood that. He was 90 years old. The changes in weather have caused droughts and hurricanes. I come from California. I can tell you about a drought.

I can tell you about the fire that burned for 3 weeks several weeks ago. I can tell you that where I am, in Southern California, we are desert. The northern part of the State has 6,000 miles of delta. They have got the water; we do not, and we suffer every day because of it, and hurricanes that resulted in an increase in the number of the world's hungry.

The global economy crisis and soaring food prices have concurrently reduced the ability of people to purchase a minimum food supply. Because of these combined factors, hunger is on the rise. In the last decade, and I am speaking to the choir, I know, since the declaration of the Millennium Development Goals, the number of food-insecure, hungry people has increased.

We have not progressed toward the goal of cutting in half the 2000 level of hungry people by 2015. Over 700 million people globally are undernourished. A child dies every 6 seconds due to malnutrition-related causes. The U.S., along with other nations, has made efforts to restore the human right to nourishment, yet we are woefully falling short, and I believe that those of you who have made constructive suggestions, you understand this: How do we get there?

We want the world to know that we know the conditions they are living in, and I am so reminded of what Senator Ed Brooke said yesterday, that regardless of our parties, regardless of our ideology, the only way we win is to consider the needs of other countries, and I am not talking about getting out there by ourselves but getting the European Union, NATO, our allies, to come together and recognize how we win over our detractors.

So the U.S. will have to maintain a strong commitment to providing emergency support, and assistance must also be matched by equally strong investments in agriculture development and attrition to address the underlying causes of hunger, and the question becomes how we can best reform our system, USAID, to address these underlying causes of hunger.

We must remember that food supplies a vital part of the development, health, and stability of a nation, but developing better farming practices in a region will not help a farmer get his produce to market without a road, and lessons in nutrition will remain unused if we do not help improve access to better choices.

So, Mr. Chairman, I want to thank you for your overall commitment, and I always kid him, if he is missing for Monday, he has been in Africa, and I do not know if there is any one member who has put himself on the line and knows the problems throughout the world, mainly on the continent of Africa, and so thank you so much for holding this hearing. I am going to rush on down to the floor.

I was at the Health Access news conference, very well attended, and we actually had people from various parts of our country who were testifying on their condition and how our bill will help improve their living standards, so thank you so much, and I yield back the remainder of my time.

Mr. PAYNE. Thank you very much, and, as we do know, it is extremely important that we take care of our needs here as we try. We can do both, and we can do both better, and I do not think we have to ever think we have to compete domestic issues against international issues, and that has been settled years ago.

Mr. Smith might have a short—

Mr. SMITH. Yes, very brief. Again, thanks for the hearing. It was a very good and important hearing.

I do want to welcome back Greg Simpkins, who served very admirably and very effectively on this committee on our staff. He is now vice president of policy and program development for the Leon H. Sullivan Foundation.

Greg, great to see you again.

I would just point out again to our distinguished witnesses, the MCC, the Presidential request for 2009 was \$2.225 billion. The appropriated amount was \$875 million, a little more than a third of the request.

In 2010, the House appropriated \$1.4 billion; the Senate, \$950 million in infrastructure. Infrastructure is the key. It is part of that continuum if we really want to mitigate hunger and, hopefully, end it. So a very disturbing trend there, but, again, this is an important hearing, and I look forward to working with our panelists going forward and with the chairman.

Mr. PAYNE. Thank you very much, and I would also like to thank the members who participated. We have a number of unanswered questions. We could have gotten into GMOs, but not enough time to talk about a number of the issues still there.

We are looking to make sure that the money—as you know, we appropriated \$48 billion for PEPFAR. We worked very closely with President Bush and the appropriators. We have to see, though, that now that we have it authorized, we have to be sure that it becomes appropriated, and we are also pleased that since that appropriations, the new administration has increased the PEPFAR overall, \$48 billion, by \$4 billion, which is now \$52 billion, for HIV/AIDS, malaria, and tuberculosis, and another \$11 billion that makes the total number \$63 billion that will include maternal and child health, neglected tropical diseases, which there will be a new emphasis on, and also developing health systems so that when, 5 years from now, we are expecting not only people to be served better but also to have health systems that individual countries can develop.

We heard one of the witnesses mention diplomacy, USAID and Defense, and we did not get into that whole business about the militarization for foreign assistance. They say the military can do it better. That is because they get all of the money, so they do it.

If we could somehow get the aid agencies to be able to distribute, in my opinion, we would see better utilization. I am not opposed to the fact that there are military people all over the world, and the U.S. covers the entire world with some kind of military operation, but I think we are perhaps better on the right track now than what we heard initially, that we want the aid agencies.

I also think that we just simply need to work on better coordination. I hear people say, “Well, we should, you know, perhaps stop one of the programs, you know, Millennium Challenge, and forget

PEPFAR or do PEPFAR and not do another.” I think what we simply need to do is to have a strong agency, as has been mentioned, in the office of our Ambassador somewhere in a country where these agencies would simply be coordinated. It makes sense. Each of these programs, perhaps some are obsolete, but many do a very specific service.

All we simply have to do is to coordinate it so that the left hand knows what the right hand is doing, and I am sure that we will be able to synchronize it so that we can, in the long run, be able to modernize and, therefore, have additional resources on the ground by virtue of saving of overhead and better coordination.

So I think it is the smart thing to do, and I am sure that the Secretary of State and the Obama administration will come up with a good program, but, once again, let me thank all of the witnesses. It was fantastic. We could have gone on, but, as you know, the vote is on.

So I ask unanimous consent for members to have 5 days to revise and extend their remarks. Without objection, so ordered, and let me once again thank each of the witnesses for your incredible work that you have done, and without your advocacy out there, the work that we do up here would be much more difficult. Thank you very much. The meeting stands adjourned.

[Whereupon, at 11:31 a.m., the committee was adjourned.]

A P P E N D I X



MATERIAL SUBMITTED FOR THE HEARING RECORD

SUBCOMMITTEE HEARING NOTICE
COMMITTEE ON FOREIGN AFFAIRS
U.S. HOUSE OF REPRESENTATIVES
WASHINGTON, D.C. 20515

SUBCOMMITTEE ON AFRICA AND GLOBAL HEALTH
Donald M. Payne (D-NJ), Chairman

October 29, 2009

TO: MEMBERS OF THE COMMITTEE ON FOREIGN AFFAIRS

You are respectfully requested to attend the following OPEN hearing of the Subcommittee on Africa and Global Health, to be held in **2172 of the Rayburn House Office Building**.

DATE: Thursday, October 29, 2009

TIME: 9:30 a.m.

SUBJECT: A Call to Action on Food Security: The Administration's Global Strategy

WITNESSES:

Thomas Melito, Ph.D.
Director
International Affairs and Trade Team
United States Government Accountability Office

Helene Gayle, M.D., M.P.H.
President and Chief Executive Officer
CARE

Julie Howard, Ph.D.
Executive Director
Partnership to Cut Hunger and Poverty in Africa

Reverend David Beckmann
President
Bread for the World

Mr. Richard Leach
Senior Advisor
Public Policy
Friends of the World Food Program

By Direction of the Chairman

The Committee on Foreign Affairs seeks to make its facilities accessible to persons with disabilities. If you are in need of special accommodations, please call 202/225-5021 at least four business days in advance of the event, whenever practicable. Questions with regard to special accommodations in general (including availability of Committee materials in alternative formats and assistive listening devices) may be directed to the Committee as noted above.

COMMITTEE ON FOREIGN AFFAIRS

MINUTES OF SUBCOMMITTEE ON Africa and Global Health MEETING

Day Thursday Date 10/29/2009 Room 2172 RHOB

Starting Time 9:35 am Ending Time 11:31 am

Recesses _____ (_____ to _____)

Presiding Member(s) Congressman Donald M. Payne

CHECK ALL OF THE FOLLOWING THAT APPLY:

Open Session Electronically Recorded (taped)
Executive (closed) Session Stenographic Record
Televised

TITLE OF HEARING or BILLS FOR MARKUP: *(Include bill number(s) and title(s) of legislation.)*
"A Call to Action on Food Security: The Administration's Global Strategy"

SUBCOMMITTEE MEMBERS PRESENT:
Watson, Smith, Boozman

NON-SUBCOMMITTEE MEMBERS PRESENT: *(Mark with an * if they are not Members of HIRC.)*

HEARING WITNESSES: Same as meeting notice attached? Yes No
(If "no", please list below and include title, agency, department, or organization.)

STATEMENTS FOR THE RECORD: *(List any statements submitted for the record.)*

ACTIONS TAKEN DURING THE MARKUP: *(Attach copies of legislation and amendments.)*

RECORDED VOTES TAKEN (FOR MARKUP): *(Attach final vote tally sheet listing each member.)*

Subject	Yeas	Nays	Present	Not Voting

TIME SCHEDULED TO RECONVENE 12:30 pm

or
TIME ADJOURNED 11:31 am


Subcommittee Staff Director

