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2012 Progress Report on U.S. Leadership in Global Agricultural Development

Catherine Bertini and
Dan Glickman, *cochairs*



GLOBAL AGRICULTURAL
DEVELOPMENT INITIATIVE

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April 2012



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Overview

The *2012 Progress Report on U.S. Leadership in Global Agricultural Development* documents recent changes to U.S. food security and agricultural development policy and funding, focusing specifically on activities affecting Sub-Saharan Africa and South Asia—the regions with the greatest breadth and depth of rural poverty and hunger. It is the second in a series of annual reports assessing progress based on The Chicago Council’s benchmark 2009 report *Renewing American Leadership in the Fight Against Global Hunger and Poverty*, which laid out a comprehensive U.S. strategy for addressing these issues through agricultural development. The strategy included specific policy recommendations for the U.S. administration and Congress to reassert U.S. leadership and commit to the long-term effort required to alleviate the burden of food insecurity felt by millions of poor around the world.

The *2012 Progress Report* reviews developments within the U.S. government in Washington, D.C.—in both the executive and legislative branches—in support of agricultural development since 2009. It then examines whether the policy developments in Washington have translated into expanded U.S. efforts in the field in three focus countries: Ethiopia, Ghana, and Bangladesh.

The Chicago Council assessed overall activities and assigned evaluations of outstanding, good, satisfactory, or unsatisfactory to relevant U.S. government departments, agencies, actors, and in-country representatives for their leadership in global agricultural development. This report assesses only policy development, implementation, and funding trends, not the actual impact of U.S. agricultural development policy in the targeted regions and countries.

This year’s report reveals that the United States continues to make strong progress in support of agricultural development and food security. Strong leadership has ushered in organizational changes, strengthened staff and programs, and secured a steady flow of financial resources from Congress. Progress is particularly visible in expanded and improved agricultural development programming in the three field study countries. These accomplishments are especially notable given the deep recession and severe budget constraints of the past several years.

The challenge in the years to come will be to maintain this strong leadership and sustain the bipartisan support for food security and agricultural development initiatives. During a time of bitter partisan wrangling in Washington, this may seem difficult to achieve. However, a payoff from these efforts can only come about through a dedicated, longer-term effort in both Washington and the field. Without continued support, the strong efforts made thus far—many of which are already showing great promise—will have been tragically wasted.

U.S. Leadership in Global Agricultural Development: Washington, D.C.

Department of State (DOS) Evaluation: Outstanding

DOS and its secretary have laid the groundwork for a renewed U.S. commitment to agricultural development by designing and leading the launch of the Feed the Future initiative. The secretary continues to raise political and public support for the initiative by calling attention to the need for global agricultural development in international settings. Since FY 2010, DOS has requested increased appropriations for agricultural development and food security programming. In the face of short-term food emergencies, senior leadership at DOS has emphasized the importance of long-term agricultural development in addition to emergency assistance. Although DOS has demonstrated outstanding leadership in food security, further progress would have been possible if the administrator for USAID and Feed the Future coordinator positions had been filled sooner and the department had aligned Feed the Future with congressional authorizing legislation.

U.S. Agency for International Development (USAID) Evaluation: Outstanding

Key management gaps and a limited institutional capacity made it difficult initially for USAID to assert strong leadership of Feed the Future. However, the appointment of a strong administrator and establishment of the Bureau for Food Security greatly expanded the agency's internal capacity. USAID and its administrator have been clear champions for Feed the Future's success. USAID has developed a strong strategy, internal goals and benchmarks, and monitoring capabilities for Feed the Future operations, including a defined approach to agricultural research and a greater emphasis on including gender considerations in its programming. The agency is experimenting with innovative public-private partnerships to achieve agricultural development goals. Centrally funded programs in agricultural research and education have expanded since 2009, but have plateaued in the past year, revealing a few shortfalls in an otherwise strong performance. Further achievements will depend on sustained leadership in guiding, monitoring, and documenting measurable results in the field and the ability to continue to ramp up staffing.

U.S. Department of Agriculture (USDA) Evaluation: Good

USDA has played a strong role in supporting U.S. leadership in agricultural development due almost exclusively to the outstanding leadership and personal commitment demonstrated by its secretary. However, expanding its education, training, and exchange activities and improving food aid policies will be critical for the department to advance the United States' agricultural development and food security activities. With a new farm bill expected in the next year, USDA has the unique opportunity to push for greater budgets for its education, training, and exchange programs and changes to food aid programs that include a scaling back or elimination of monetization and an expansion of local and regional purchase.

U.S. Leadership in Global Agricultural Development: Washington, D.C.

Millennium Challenge Corporation (MCC) Evaluation: Outstanding

The Millennium Challenge Corporation has demonstrated outstanding leadership in agricultural development in its role as the largest U.S. government provider of funding for agriculture and food security infrastructure in Sub-Saharan Africa and South Asia. It has increased its capacity to disburse funds and complete agreements in a timely fashion. Disbursements for agriculture and food security infrastructure to Sub-Saharan Africa have virtually doubled every year since FY 2009, with FY 2011 disbursements totaling almost \$371 million. With numerous Sub-Saharan African compacts due to expire in coming years, MCC should continue to work closely with other U.S. development agencies and Congress to link and extend its agriculture-related activities.

Peace Corps Evaluation: Satisfactory

The Peace Corps has increased the number of agriculture and environment volunteers, yet this number is still only an estimated 7 percent of the total number of volunteers in the field. Peace Corps work in agriculture and environment in Africa has developed a constructive synergy with Feed the Future, and Peace Corps headquarters is increasing its in-house food security capacity. Peace Corps volunteers are also returning to at least one country in South Asia and will engage in food security activities. But most initiatives to increase the agency's contribution to Feed the Future and food security more broadly are limited to the Peace Corps field missions. Going forward, the Peace Corps should encourage inventive programming worldwide originating from the agency in Washington and engage with other agriculture-focused U.S. institutions to innovate and improve its overseas programming.

Congress Evaluation: Good

Congress has demonstrated a renewed commitment to global agricultural development and increased appropriations for agricultural development and food security. Increases have occurred annually since 2009 in spite of concerns about budget deficits and a fiscally austere environment. Both houses of Congress supported greater efficiency in the Millennium Challenge Corporation by approving revised income categories and modified restrictions on U.S. agricultural assistance to export crops. Despite this progress, the last Congress missed the opportunity to institutionalize a U.S. commitment to these issues by not passing the Global Food Security Act of 2009. For U.S. leadership in global agricultural development to be maintained, Congress must sustain funding for food security and agricultural development in the face of budget concerns. Through the upcoming farm bill legislation, Congress should also make food aid more efficient by scaling back the practice of monetization and permitting food aid to be purchased from local and regional sources.

U.S. Leadership in Global Agricultural Development: The Field

The governments of Ethiopia, Ghana, and Bangladesh have been leaders in the expansion of agricultural development to decrease poverty and improve agricultural production. Each has made significant progress in recent years. The government has a wide array of partners in each country, including multilateral and bilateral donors, international aid organizations, and local nongovernmental groups. The U.S. plays an important role in each of these three countries and has designated them as “focus” countries for Feed the Future. This report evaluates the United States’ contributions to this multiyear, multiparty development effort.

U.S. Agencies in Ethiopia Evaluation: Outstanding

U.S. agricultural development activities in Ethiopia have expanded along several fronts since early 2009. This significant expansion in long-term work was sustained despite a region-wide drought on the Horn of Africa in 2011 that required larger outlays for short-term humanitarian relief.

- Department of State/USAID appropriations for agriculture have increased slightly in the past three years to \$66 million in FY 2011, but saw a dramatic increase from pre-2009 levels when appropriations were \$25.4 million (FY 2008).
- Agricultural staff has increased.
- U.S. leadership has helped support in-country government capacity, with USAID as an acknowledged leader in agricultural development in Ethiopia.
- USDA opened a permanent office in the capital in 2010 and operates several long- and short-term training programs.
- The Peace Corps food security activities have grown as a result of a global cooperation agreement under Feed the Future.
- Even as emergency food aid expanded in response to the 2010-11 drought, the effectiveness of the aid increased and resiliency to such disasters has improved.

If this standard of U.S. leadership continues over the next decade, it will provide strong support to the Ethiopian-led effort to alleviate rural poverty.

U.S. Leadership in Global Agricultural Development: The Field

U.S. Agencies in Ghana Evaluation: Outstanding

U.S. agricultural development activities in Ghana have been strong. The pace of U.S. assistance to agriculture in Ghana has accelerated since 2009, both through the MCC and through regular development assistance channels.

- Department of State/USAID appropriations for agriculture increased from \$36.8 million in FY 2009 to \$45 million in FY 2011, but saw a dramatic increase from pre-2009 levels, when appropriations were \$6.9 million (FY 2008).
- Although the MCC compact ended in February 2012, its vital work in agriculture has laid a solid foundation for expanded Feed the Future activities.
- Agricultural staff has increased.
- U.S. leadership has helped support in-country government capacity through participation in the development of Ghana's agricultural policies, sustaining a principal role among bilateral donors to the sector.
- The Peace Corps has created a new four-year, cross-sector program to address food security through grass-roots interventions.
- USDA is active in research, value-chain development, and trade-related initiatives.

Despite the 2012 termination of agricultural work under the original MCC compact, strong support for agricultural development can endure through USAID programming if steady funding continues.

U.S. Agencies in Bangladesh Evaluation: Outstanding

Since 2009 the United States has managed a strong across-the-board expansion of agricultural development activity in Bangladesh.

- Department of State/USAID appropriations for agriculture have increased sharply and steadily from \$6.5 million for FY 2009 to \$55 million in FY 2011.
- Agricultural staff has more than doubled.
- U.S. leadership has enhanced in-country government capacity through participation in the development of Bangladesh's country investment program and the coordination of U.S. government and donor initiatives.
- A range of diverse and innovative projects now deliver short-term direct benefits to 2.7 million households and longer-term benefits to many more.
- USDA is actively involved in regulatory and trade issues in addition to its Food for Progress program.
- There is still a heavy reliance on food aid, but an increasing amount of non-food aid funding has allowed the U.S. to pilot innovative projects targeting the at-risk populations.

The ability of the U.S. to continue to support Bangladesh-led agricultural development will depend upon persistent leadership at the mission and embassy levels and on sustained funding from Washington.

I. Introduction

Global hunger reemerged as an urgent policy concern in 2008 when the price of food on the world market spiked abruptly. By April 2008 the export price of corn had doubled over the previous two years, rice prices had tripled in just three months, and wheat available for export had reached its highest price in twenty-eight years.

While high international food prices suddenly drew the world's attention, leaders in agricultural development knew that rural poverty and hunger had been a growing crisis in Sub-Saharan Africa and South Asia long before the price spike. They knew that persistent hunger is linked not to international food prices but to the impoverished condition of hundreds of millions of small farmers, pastoralists, and agricultural laborers. In 2006, even when international food prices were still low, roughly 300 million Africans were living on less than \$1 per day, and 450 million were “food insecure.” In South Asia, even before the 2008 price spike, roughly 400 million rural dwellers earned less than \$1 per day and had difficulty affording an adequate diet.¹

Addressing global hunger and poverty through agricultural development

To address the grinding poverty still pervasive in most of rural South Asia and Sub-Saharan Africa, U.S. and international policy changes were needed to focus attention on agricultural development in these regions. In early 2009 The Chicago Council on Global Affairs published a report that laid out a comprehensive U.S. strategy to fight both poverty and hunger by reinvesting in agricultural development. The report, entitled *Renewing American Leadership in the Fight against Global Hunger and Poverty*, was timed to coincide with the arrival of a new U.S. administration and Congress following national elections in 2008.

The report captured the magnitude of the challenge and documented the proven value of past U.S. agricultural development assistance and leadership, with its capacity to help leverage contributions from other donors, catalyze action among local governments, create new opportunities for nongovernmental organizations (NGOs), and attract rural investments by private firms. It showed that serious problems in Africa and South Asia remained not because external assistance had failed, but because it had been sharply cut. Between 1980 and 2006 U.S. official development assistance to African agriculture declined 85 percent in real terms. The report called for a reversing of this decline in U.S. support and argued that America's earlier international leadership in this area—

combined with continuing institutional and technological strength in the agricultural sector—made the United States uniquely positioned to take a leadership role in the effort to help the farming regions of Sub-Saharan Africa and South Asia find a path to higher productivity, higher rural incomes, and diminished hunger.

The report recommended that renewed U.S. development assistance focus on three key areas: agricultural education and extension, agricultural research, and investments in rural and agricultural infrastructure (see Annex A for the full list of recommendations). It also called for improvements in the national and international institutions that deliver agricultural development assistance, and the correction of some U.S. policies then seen as harmful to agricultural development abroad. The report estimated that the cost of these activities and changes would require increased budget outlays of up to roughly \$1 billion annually.

Most importantly, the report called for sustained leadership for at least a decade, the time needed to produce a durable result. The 2008 food price spike had provided an opportunity to refocus America's policy energy on food and hunger issues, but it would take exceptional policy leadership to prevent these issues from slipping back off the U.S. and international agendas once that temporary price spike had passed.

Renewed U.S. leadership in 2009

Since the 2009 report was issued, U.S. agricultural development policy and funding has been reenergized. President Obama announced his intention to focus on agricultural development in his 2009 inaugural address, and Secretary of State Hillary Clinton put forward principles and plans for a new whole-of-government approach to global hunger and food security called Feed the Future.²

A rapid series of changes followed Feed the Future's official launch in May of 2010. President Obama issued the first-ever Presidential Policy Directive (PPD) for Global Development in September 2010, highlighting Feed the Future as a signature program. The PPD reaffirmed the nation's "moral obligation and national security interest in providing assistance" to the hungry and designated the U.S. Agency for International Development (USAID) as the lead development agency.³ The *First Quadrennial Diplomacy and Development Review* reiterated USAID's role. With its new mandate, USAID launched the USAID FORWARD reform effort and created a new Bureau for Food Security. Congressional appropriations made this expansion possible. Annual food security funding increased from approximately \$639 million in FY 2009 to more than \$1.3 billion by FY 2012.

The need for sustained leadership

These are positive short-term developments, but the need for focused and sustained investment in agricultural development still persists. Problems of rural hunger and poverty cannot be overcome quickly. There are 925 million people that suffer from chronic malnourishment, and by 2050 the world's population will reach 9.1 billion, 34 percent higher than today.⁴ Nearly all of this population growth will occur in developing countries.⁵ Currently, the population of the developing world is still more rural than urban and hence still dependent on farming for income and employment. South Asia, with the

greatest number of poor, rural people, and Sub-Saharan Africa, with the highest incidence of rural poverty, are the regions worst affected by poverty and hunger.⁶ In order to feed this larger population and to meet new demand that will arise from growing incomes in emerging economies, food production must increase by 70 percent by 2050, even though less land will be available for agricultural production.⁷ If these long-term challenges are to be addressed, the United States must pledge long-term leadership.

How the 2012 Progress Report assesses U.S. leadership

In 2011 The Chicago Council released its first *Progress Report on U.S. Leadership in Global Agricultural Development*, intended to monitor U.S. policy commitments to food security and rural poverty based on the recommendations in the 2009 strategy report. It found measurable progress on many of the recommendations, but cautioned that success would depend on further growth in funding, stronger leadership, continued whole-of-government coordination (both in Washington and in target countries), and most of all a sustained commitment over the long term.

This 2012 *Progress Report* further documents changes in U.S. agricultural development activities and policy using a broadened approach. While the 2011 *Progress Report* reviewed the U.S. government response to each of the 2009 *Renewing American Leadership* report's twenty-one specific policy recommendations, this 2012 version first assesses the various Washington-based institutions involved in agricultural development and then examines U.S. agricultural development activities in three critical countries where Feed the Future has focused its efforts.

Part II of the 2012 *Progress Report* reviews "Developments in Washington, D.C.," assessing the leadership and activities of institutions that contribute to the whole-of-government Feed the Future strategy. This section attempts to hold each of these departments and agencies accountable for their respective contributions since 2009. Part III reviews "Developments in the Field" by providing an assessment of U.S. agricultural development activities since 2009 in Ethiopia, Ghana, and Bangladesh. It addresses whether the notable progress made by the U.S. government in prioritizing agricultural development within its foreign assistance agenda has translated into action in the field that will benefit those most at risk. This approach is designed to build on the findings of the 2011 *Progress Report* by taking the reader into the implementing departments and agencies and out to the field for a deeper understanding of progress to date.

The Chicago Council selected Ethiopia, Ghana, and Bangladesh for multiple reasons. In addition to their geographic and cultural diversity, collectively they offer a variety of U.S.-sponsored agricultural development programming for analysis. This includes work carried out by USAID, the Millennium Challenge Corporation (MCC), the Peace Corps, and the U.S. Department of Agriculture (USDA). All three countries are "focus" countries for Feed the Future. USAID selected twenty such focus countries based on favorable combinations of local needs and opportunities. All twenty of these countries were experiencing chronic hunger and poverty in rural areas, yet were demonstrating potential for rapid and sustainable agricultural-led growth based on good governance and opportunities for regional impact.⁸ In sum, the three countries display a suitable mix of needs, challenges, and U.S.-sponsored activities—making them ideal for examining what the United States can potentially achieve in agricultural development with leadership and dedication.

Given the change in approach, the *2012 Progress Report* is best viewed as a midterm evaluation of U.S. leadership in what must be a long-term effort rather than a final grade on completed activities. To make this distinction, the report uses descriptions of progress (outstanding, good, satisfactory, or unsatisfactory) rather than numerical scores or letter grades in its evaluations. Each term refers to the magnitude of change in U.S. leadership in agricultural development policy and programming as compared to the Council's baseline year of assessment in 2009. The departments, agencies, or activity portfolios that have met or exceeded The Chicago Council's expectations of leadership were awarded an "outstanding." Those that have made significant progress in supporting agricultural development but with obvious room for improvement received a "good" evaluation. Where a moderate level of progress has occurred, but not at an adequate pace to address the challenges, a "satisfactory" was earned. "Unsatisfactory" implies that no progress has been made compared to The Chicago Council's 2009 reference point.

Any evaluation of this type is necessarily subjective, especially given the early stage and multifaceted character of the U.S. government's global food security policy. It must be underscored that this report assesses the expression of leadership, demonstrated through policy development, implementation, and related organizational change—not the actual impact of U.S. agricultural policy on the ground in the targeted regions and countries. Two dimensions of leadership are included in the assessments: (1) leadership of individual departments and agencies within the whole-of-government process and (2) the leadership of the U.S. government as a whole within the international donor community. "Progress" is defined as leadership in the effort to mobilize institutional and funding resources for effective long-term assistance in pursuit of the agricultural development goals laid out in the 2009 *Renewing American Leadership* report.

Readers of the *2012 Progress Report* will see that the agencies under review are demonstrating renewed leadership in agricultural development—and this leadership is most visible in the expanded and improved U.S. agricultural programming in the three field countries. Most of the departments and agencies reviewed, both in Washington and in the field, earn an evaluation of "good" or "outstanding" for their recent progress. But this creates a new challenge. The report analyzes only the first three years of what must be a long-term effort in both Washington and in the field. While the new administration and Congress have managed a three-year revival of U.S. agricultural development assistance in response to the galvanizing fears of a world food crisis that prevailed in 2008, it must now maintain the current momentum for the entire decade or longer needed to achieve a complete and durable result.

II. Developments in Washington, D.C.

U.S. agricultural development policy is directed and funded by political departments and agencies in Washington, D.C. The departments and agencies that play the largest role in delivering this assistance in Sub-Saharan Africa and South Asia are the U.S. Department of State (DOS), the U.S. Agency for International Development (USAID), the U.S. Department of Agriculture (USDA), the Millennium Challenge Corporation (MCC), the Peace Corps, and the U.S. Congress.

This section reviews the progress of these Washington-based institutions in advancing the vision for agricultural development assistance put forward in The Chicago Council's 2009 *Renewing American Leadership* report. It explores each institution's role in the whole-of-government approach to U.S. agricultural development policy and asks whether or not their actions demonstrate dedicated leadership in the quest for global food security. Box 1 provides essential background information for understanding recent developments in U.S. agricultural development policy and the institutional reviews that follow.



Box 1. U.S. Global Agricultural Development Policy Background

Timeline of Key Developments through May 2010

Prior to January 2009

- The Millennium Challenge Corporation is proposed by the George W. Bush administration and established by congressional statute in 2004, committing a significant portion of its funding to developing rural and agricultural infrastructure through country compacts.
- In 2008 the Global Hunger and Food Security Act is introduced in the U.S. Congress to formalize agricultural development and food security as a U.S. foreign assistance objective and authorize annual appropriations.

January 2009

- In his inaugural address, President Obama states “To the people of poor nations, we pledge to work alongside you to make your farms flourish and let clean waters flow.”

April 2009

- Following the conclusion of the London G20 Summit, President Obama calls upon Congress to double U.S. financial support for global agricultural development to more than \$1 billion in 2010.

June 2009

- President Obama pledges \$3.5 billion over three years (FY 2010 to FY 2012) to a global hunger and food security initiative to address hunger and poverty. This is part of a broader global pledge of more than \$20 billion announced at the 2009 G8 meeting. In addition to these pledges, G8 leaders put forward new principles for sustainable food security, which are later endorsed at the 2009 World Summit on Food Security in Rome. The pledges and principles are referred to as the L'Aquila Food Security Initiative (AFSI).
- Secretary Clinton announces the principles that support sustainable systems of agriculture in rural areas.

September 2009

- Secretary Clinton announces the U.S. global hunger and food security initiative and releases a consulting document that outlines the initiative's principles and approach.

May 2010

- The administration announces the whole-of-government global agriculture and food security initiative, Feed the Future.

Feed the Future Leadership

In 2009 the executive branch designated responsibility for designing the new whole-of-government initiative on global hunger and food security to the State Department. The 2010 *Feed the Future Guide* assigns implementation of the initiative to a Feed the Future coordinator that is supported by a deputy coordinator for diplomacy based at the State Department and a deputy coordinator for development based at USAID. In late 2010 USAID was designated as the lead implementing agency. Other executive branch agencies nonetheless continue to play critical and distinct roles, with Congress holding the final authority over budget outlays.

As of April 2012, the position of Feed the Future coordinator had not been filled. The administrator of USAID is serving as the de facto coordinator.

Department of State (DOS)

Evaluation: Outstanding

DOS and its secretary have laid the groundwork for a renewed U.S. commitment to agricultural development by designing and leading the launch of the Feed the Future initiative. The secretary continues to raise political and public support for the initiative by calling attention to the need for global agricultural development in international settings. Since FY 2010, DOS has requested increased appropriations for agricultural development and food security programming. In the face of short-term food emergencies, senior leadership at DOS has emphasized the importance of long-term agricultural development in addition to emergency assistance. Although DOS has demonstrated outstanding leadership in food security, further progress would have been possible if the administrator for USAID and Feed the Future coordinator positions had been filled sooner and the department had aligned Feed the Future with congressional authorizing legislation.

Within the executive branch, the DOS—led by Secretary Hillary Clinton—took an early lead in shaping a new global hunger and food security initiative, which later became known as Feed the Future, at the request of President Obama. This reflected the high priority assigned to international food issues in 2009 following the price spikes of the previous year. It also reflected the reality—described at length in The Chicago Council’s 2009 *Renewing American Leadership* report—that USAID lacked both the internal staffing and the political stature to launch a whole-of-government initiative of this kind. While USAID spent the critical first year of the new administration with only an “acting” administrator in place, the DOS officially launched Feed the Future in May 2010 in coordination with other departments and agencies. The December 2010 *Quadrennial Diplomacy and Development Review* placed Feed the Future under the auspices of USAID. Its mandate includes coordinating the implementation of the initiative across the executive branch, while the DOS retains the lead in supporting Feed the Future and promoting food security diplomatically on the global political stage.¹

Strong leadership support continues

The secretary of state provided instrumental leadership in the design and launch of the Feed the Future initiative. Since 2010 Secretary Clinton has continued to raise political and public support for the initiative by calling attention to the need for global agricultural development in international diplomatic settings. In its role as chair of the 2012 G8, the DOS is tracking the fulfillment of the L’Aquila Food Security Initiative’s (AFSI) financial pledges (see Box 1). Along with the National Security Council and other agencies as appropriate, the DOS aims to encourage accountability among donors for their global food security pledges. The DOS’s acting special representative for global food security, who also serves as deputy coordinator for diplomacy for the Feed the Future initiative, is tasked with leading this effort.

Despite this progress, two positions pivotal to Feed the Future within DOS were or remain unfilled. The Feed the Future coordinator position has been vacant since the initiative was announced in May 2010. This, along with the failure to appoint a permanent USAID administrator throughout 2009, made the task of launching Feed the Future initially more difficult. These lapses might have crippled the effort were it not for strong individual leadership from the new USAID administrator starting in 2010 and consistent leadership from the office of the secretary of state and the White House.

Funding has been strong

The DOS has requested about \$1 billion per year for food security and agricultural development assistance appropriations since 2010. These budget requests for agricultural development were driven by two early and highly visible presidential commitments. The first was a pledge made by President Obama at the London G20 Summit in April 2009 to increase his budget request to Congress for FY 2010 to more than \$1 billion. The actual request was almost exactly \$1 billion. The second commitment was made by the president in July 2009 at the G8 meeting in L'Aquila, Italy, to spend a total of at least \$3.5 billion on agricultural development assistance over three years (FY 2010 to FY 2012). President Obama made a highly effective personal appeal at this meeting, speaking of the impoverished conditions still experienced by his own extended family in Kenya. As a result of this personal appeal, the total dollar value of assistance to agriculture pledged by the G8 as a whole increased from \$15 billion to more than \$20 billion.² The Chicago Council's 2009 report recommended precisely this kind of American leadership within the donor community, using larger U.S. efforts to leverage efforts by others.³

In the U.S. role as chair of the 2012 G8 Summit, DOS officials are shepherding and promoting the AFSI process. As of December 2011, the U.S. government reported that it had committed \$2.677 billion and disbursed \$534 million against the U.S. \$3.5 billion pledge (see Table 3 in the Congress section for further information).⁴

DOS missed the opportunity to institutionalize Feed the Future when it neglected to align the initiative with the Global Food Security Act of 2009. This bipartisan legislation would have ensured the continuation of Feed the Future beyond the current administration and put in place legislation to authorize appropriations for the program annually (see the Congress section for further details).

Other food security priorities have not derailed a long-term commitment

DOS leadership in support of long-term agricultural development assistance has been critical to maintaining momentum for Feed the Future in the face of several food security priorities that are not so directly linked to agriculture. One of these was a parallel nutrition initiative launched by Secretary Clinton and international leaders in September 2010 called 1,000 Days. This effort focuses on the 1,000-day "window of opportunity" from pregnancy to a child's second birthday.⁵ A second priority emerged in 2011—a severe drought and famine emergency on the Horn of Africa.

The U.S. provided a strong response to this new emergency, contributing a total of \$870 million through December 2011 to help meet emergency needs on the Horn.⁶ In August 2011 Secretary Clinton admitted that because of budget constraints and these new

humanitarian emergency pressures, some were beginning to call long-term agricultural development assistance “a conversation for another time.” In a forthright address delivered at the International Food Policy Research Institute (IFPRI), she rejected that view:

“Right now, when the effects of food security are the most extreme, we must rededicate ourselves to breaking this cycle of food shortages, suffering, and dislocation that we see playing out once again in the Horn of Africa. We must support countries working hard to achieve food security. We owe it to the people whose lives we are trying to save, and frankly, we owe it to the donors and the taxpayers who make our work possible. Investing now decreases the chances that Americans or others will be called upon in the future to face these same challenges in ten or twenty years from now.”⁷

This demonstrates the ongoing political and diplomatic commitment within the DOS, even in the face of other priorities, to keeping the Feed the Future initiative on track.

Box 2. Emerging Leadership from the U.S. Department of the Treasury

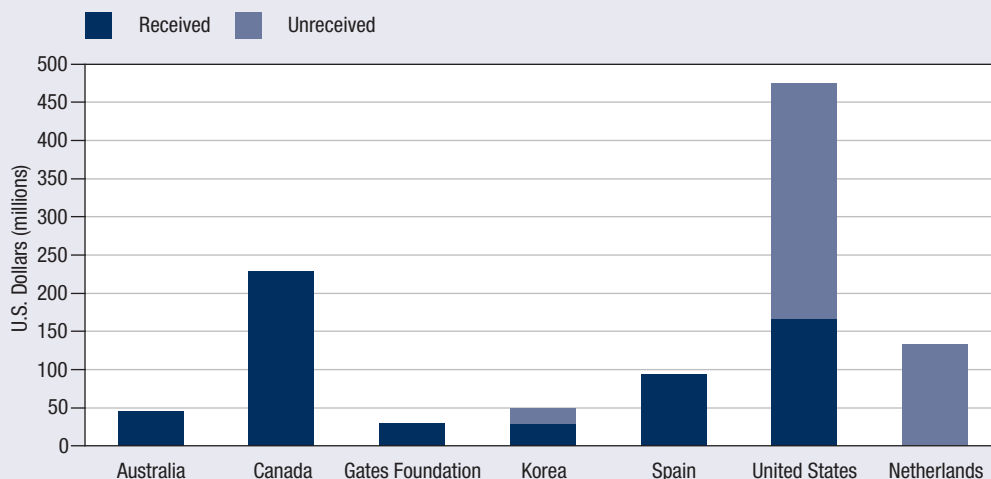
The U.S. Department of Treasury plays a role in advancing U.S. agricultural development initiatives abroad through its contributions and oversight of international financial institutions such as the World Bank, the International Fund for Agricultural Development, and regional multilateral development banks. In addition, since FY 2010 the Treasury has been designated the lead U.S. representative to a new World Bank multilateral fund dedicated specifically to agricultural development, the Global Agriculture and Food Security Program (GAFSP).

GAFSP came out of an international call at the 2009 G20 Summit for a multilateral fund to disburse monies pledged to the L'Aquila Food Security Initiative. It is a pooled fund housed at the World Bank, administered by a steering committee in which recipient countries have an equal voice and with participation by civil society NGOs. The GAFSP makes grants through a competitive process to help low-income countries finance their own agricultural development strategies. The fund emphasizes transparency and learning, using in-depth impact evaluations, and posting all of its documents online. During its first three rounds of grants (completed in June 2011), GAFSP delivered twelve grants in twelve countries, totaling \$481 million. The deadline for the fourth round of grants was March 31, 2012. Five or six successful proposals will be selected by the end of May.

Six countries—the United States, Canada, the Netherlands, Spain, Australia, and Korea—and the Bill & Melinda Gates Foundation have made pledges to GAFSP (see Figure 1 below). The United States pledged \$475 million and subsequently provided \$67 million in FY 2010. Following the 2010 midterm congressional elections, U.S. financial support for GAFSP faltered. In the final compromise between the House and the Senate in FY 2011, \$100 million was appropriated. A reprogramming of bilateral food security funds later increased the FY 2011 total to \$125 million. For FY 2012, \$135 million was appropriated. Reprogrammed money from bilateral food security funding may increase this to \$149 million. The FY 2013 requests for GAFSP total \$134 million. If the reprogrammed funds are approved and Congress grants the president's FY 2013 request, the United States will meet its \$475 million GAFSP pledge.

The Department of Treasury is well positioned to be a leader in influencing multilateral financing institutions to be more proactive in agricultural development and to increase its involvement in the whole-of-government Feed the Future initiative.

Figure 1. The Global Agriculture and Food Security Program, Amount Pledged vs. Amount Received (as of December 31, 2011)



Ireland also pledged in the amount of EUR 0.5 million, all of which has been received.
 An undisclosed donor has pledged US\$46.3 million of which US \$15.8 million has been received.
 This chart does not include U.S. FY 2012 appropriated funds, which total \$135 million.

Sources: U.S. Global Leadership Coalition 2012; independent consultant 2012; Global Agriculture and Food Security Program 2012.

U.S. Agency for International Development (USAID)

Evaluation: Outstanding

Key management gaps and a limited institutional capacity made it difficult initially for USAID to assert strong leadership of Feed the Future. However, the appointment of a strong administrator and establishment of the Bureau for Food Security greatly expanded the agency's internal capacity. USAID and its administrator have been clear champions for Feed the Future's success. USAID has developed a strong strategy, internal goals and benchmarks, and monitoring capabilities for Feed the Future operations, including a defined approach to agricultural research and a greater emphasis on including gender considerations in its programming. The agency is experimenting with innovative public-private partnerships to achieve agricultural development goals. Centrally funded programs in agricultural research and education have expanded since 2009, but have plateaued in the past year, revealing a few shortfalls in an otherwise strong performance. Further achievements will depend on sustained leadership in guiding, monitoring, and documenting measurable results in the field and the ability to continue to ramp up staffing.

Within the executive branch of the U.S. government, development assistance policy has long been the responsibility of USAID, an agency with a strong legacy of past achievements in agriculture. The agency is within the DOS, with the administrator of USAID reporting to the secretary of state. USAID also submits its budget requests through DOS rather than directly to the Office of Management and Budget. These circumstances, plus the fact that USAID did not have a permanent administrator in place for the first year of the new administration, diminished its early role in developing the Feed the Future initiative. However, once USAID's budget and staffing for agricultural development work began to increase following the arrival of Rajiv Shah as the USAID administrator in January 2010, the agency was able to establish the new Bureau for Food Security (BFS) in November 2010 and assume a much stronger role.

Within USAID, Feed the Future is the responsibility of the administrator (who currently serves as the de facto Feed the Future coordinator) with support from a deputy coordinator for development, who holds a position parallel to the DOS's deputy coordinator for diplomacy (see Box 1).⁸ This division of labor between the two deputy coordinators has some functional logic, but as long as the Feed the Future coordinator position remains officially vacant, the initiative will have to hope for the continued attention and good will of the administrator and the secretary of state to defend its resources vis-à-vis other administration programs.

A strong policy framework and monitoring initiatives have been established

USAID has dedicated substantial time and effort to developing a clear, focused, and detailed framework for Feed the Future's activities and monitoring. The *Feed the Future Guide*, released in May 2010, set the framework for Feed the Future's strategic approach, describing the initiative's plans for translating Feed the Future's principles into actions on the ground. Feed the Future and the guide have strong linkages to the Rome Principles for Sustainable Global Food Security adopted at the World Summit on Food Security in November 2009, which support country-owned plans, donor coordination, and accountability for achieving results. To advance Feed the Future's two key objectives of accelerating inclusive agriculture sector growth and improving nutritional status, the guide proposed to prioritize and concentrate efforts on "focus countries" (there are currently twenty) and track the cross-cutting priorities of gender, environment, and climate change.⁹ Since the release of this foundational document, USAID has helped further refine the strategies for implementing and monitoring the priorities laid out in the *Feed the Future Guide*.

In May 2011 USAID released its *Global Food Security Research Strategy* that prioritizes and directs Feed the Future's agricultural research investments. USAID has also dedicated new energy towards improved monitoring and reporting systems, as illustrated by the new *Feed the Future Results Framework*. The results framework is a monitoring and evaluation system that applies standardized indicators across all Feed the Future countries and projects. USAID now sets aside \$15 million annually to improve national data collection, analysis, impact evaluation, and reporting for Feed the Future.¹⁰ For the public the U.S. government has provided an online Foreign Assistance Dashboard (ForeignAssistance.gov) that allows users to examine, research, and track aid investments in a standardized, user-friendly format. In an effort to hone its gender reporting, USAID and its partnering organizations, the International Food Policy Research Institute and Oxford University, launched the Women's Empowerment in Agriculture Index in February 2012. The index is the first-ever measure to directly capture women's empowerment and inclusion levels in the agricultural sector.¹¹

While these developments are the product of Feed the Future's whole-of-government approach, USAID has taken a clear lead in their development and rollout. It is still too early to assess the effectiveness of these tools and strategies. They do, however, suggest that USAID is dedicated to making Feed the Future a successful initiative that is able to deliver both tangible results to intended beneficiaries and measurable impacts to Congress and the American public.

Staffing increases continue, if at a slower pace

In recent years USAID has had only a small budget for agriculture and a diminished in-house agricultural staff. The Chicago Council's 2009 report called for an ambitious expansion in the number of agricultural specialists working at USAID, from an estimated sixteen total in 2008 to seventy by 2010 and 115 by 2013. The *2011 Progress Report* noted that as of March 2011, USAID had added fifty-six new agricultural specialists and had set a goal of doubling that number to 105 new agricultural officers by 2013.

The hiring progress continues today, but at a slower pace. As of January 2012, only eight more agricultural officers had been hired at USAID (four junior officers and four midlevel officers), bringing the total net increase since 2009 to sixty-four. At this slower rate neither The Chicago Council's original recommendation nor the agency's internal goal will be met. Even this slower rate of progress may not be sustained due to a phasing down of USAID's Development Leadership Initiative (DLI). DLI was an initiative promoted during the Bush administration by USAID Administrator Henrietta Fore in 2008 to allow the agency to hire 300 new foreign service officers per year so as to double the size of its foreign service workforce by 2012. DLI has been the chief mechanism for bringing additional agricultural officers into USAID. Budget pressures have recently constrained the program, then late in 2011 Congress provided too little to allow additional hiring.

As of March 2012, another five officers were in training, and there were another twelve prospective agricultural officers moving through the hiring pipeline, evenly divided between midlevel and junior officers. However, with the DLI program soon to end, it is unlikely that more than eight of these will make it through the hiring process. If so, USAID in the end will have at most a net total of seventy-seven new agricultural officers, roughly 67 percent of The Chicago Council recommendation and 73 percent of the agency's own internal goal.

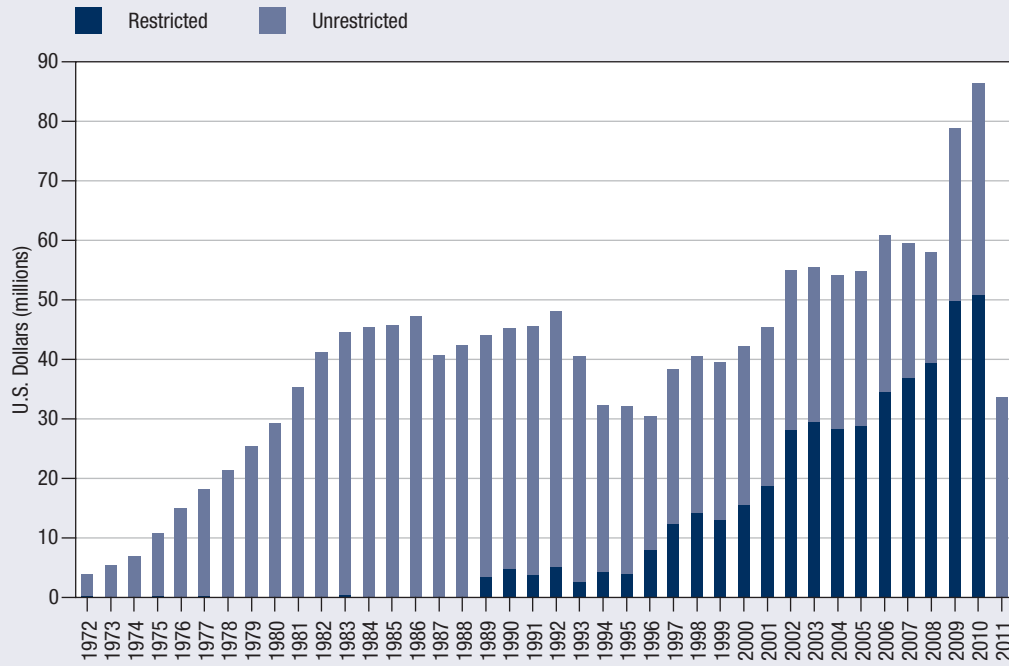
Research, education, and training programs continue

USAID also centrally manages programs in agricultural research, education, and training. These programs were singled out in The Chicago Council's 2009 report as a high priority both for Sub-Saharan Africa and South Asia. In the years since 2009, USAID has achieved an expansion in these programs that can be described as noticeable but short of dramatic.

Regarding agricultural research to help South Asia and Sub-Saharan Africa, the United States provides resources through several different channels. First, USAID provides funding to the research budget of the Consultative Group on International Agricultural Research (CGIAR), a global consortium of fifteen agricultural research centers. The CGIAR is the leading network of international research centers responsible for developing innovations in agricultural science useful to poor farmers in the developing world. The CGIAR reports that for every \$1 invested in CGIAR research, \$9 worth of additional food is produced in developing countries, where it is needed most.¹² USAID's CGIAR funding is categorized into two channels: unrestricted and restricted. Unrestricted funding supports long-term and ongoing strategic research programs, and restricted funding supports short-term, development-oriented projects.

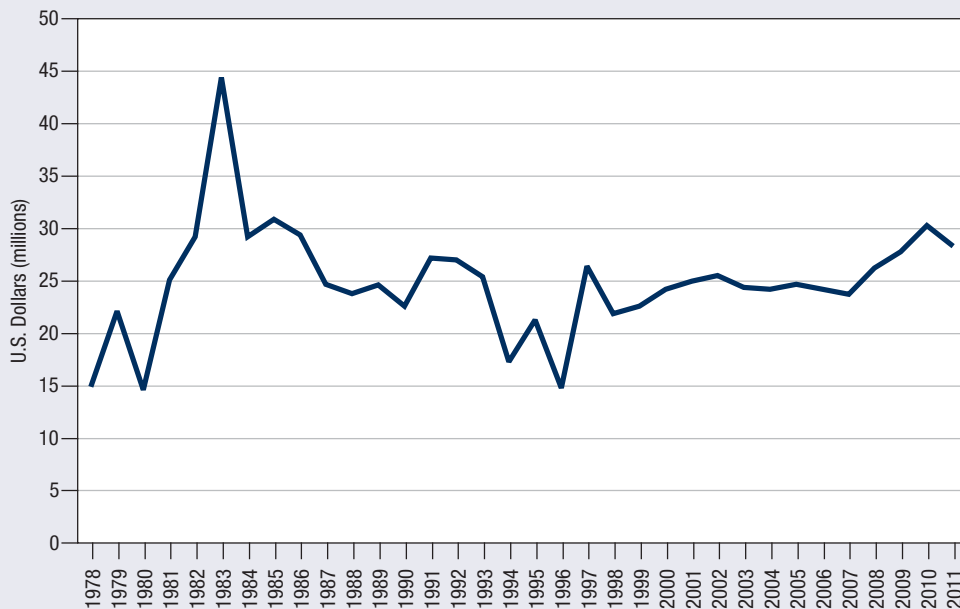
Overall funding to the CGIAR has seen a steady upward trend. While funding hovered around \$60 million between FY 2006 through FY 2008, in FY 2009 it increased to \$79 million and then to \$86 million in FY 2010 (total FY 2011 numbers were not available at time of publication). The *2011 Progress Report* applauded USAID's success in nearly doubling unrestricted funding to the CGIAR's core research budget between 2008 and 2010. Now, one year later, spending for this category has decreased, but remains above the 2008 level (see Figure 2). USAID also funds various CGIAR activities through restricted funding channels such as capacity building and research partnerships with developing countries' national agricultural research systems (NARS). Data for this category of support are

Figure 2. U.S. Government Support to the Consultative Group on International Agricultural Research (CGIAR) (1972–2010)



Restricted funds for 2011 were not available at the time this report went to print.
Source: USAID BFS 2012.

Figure 3. U.S. Government Support to the Collaborative Research Support Programs (CRSPs) (1978–2011)



Source: USAID BFS 2012.

available only through calendar year 2010, but they do show steady growth for the past decade, including strong growth in 2009 and 2010 to nearly \$51 million. This is actually more than USAID provides to the unrestricted CGIAR budget. These so-called restricted funds are frequently associated with a specific USAID mission objective in the field.¹³ While unrestricted funding has often been more heavily valued by the CGIAR, USAID contributions to restricted research funding are likely to be more closely aligned with the priorities of Feed the Future.

Second, USAID also supports a series of Collaborative Research Support Programs (CRSPs) that leverage the capabilities of U.S. land grant universities to carry out international food and agricultural research with collaborating countries. These programs fund team research by American and international scientists in partnership with NARS, the CGIAR, U.S. agricultural companies, and nongovernmental organizations. The traditional research focus has been precisely on improving crops important to poor farmers in Sub-Saharan Africa and South Asia such as sorghum, millet, beans, cowpeas, and groundnuts. Recent years have seen the addition of programs focused on nutrition and livestock and climate change. The CRSP approach has multiple advantages in that it utilizes the capacities of U.S. universities, establishes unique research networks, and creates valuable long-term training opportunities for scientists.

The *2011 Progress Report* noted a small increase in USAID budget support for the CRSPs, up from a level of \$27 million in FY 2007 to just over \$30 million by FY 2010, but it noted this was not near the \$45 million in annual funding these programs had enjoyed in 1983. FY 2011 budget allocations for the CRSPs fell back to \$29 million (see Figure 3), and \$31.5 million has been appropriated for FY 2012.¹⁴ None of the ongoing CRSPs has been cancelled, but all are currently undergoing various reviews both within USAID and by a presidentially appointed advisory council to USAID, the Board of International Food and Agricultural Development.

USAID also funds both long-term and short-term agricultural education and training through programs in the United States and abroad. Measuring specific trends in agricultural training activities within Sub-Saharan Africa and South Asia is a challenge, but USAID's past annual reporting data show an increase in short-term agricultural training from an estimated 1.8 million individuals trained in FY 2009 to 2.0 million individuals trained in FY 2010.¹⁵ A negligible number of individuals from Sub-Saharan Africa and South Asia received long-term agricultural training during this time. Furthermore, it is often difficult to ascertain trends in the number of long-term trainees, as the number can fluctuate dramatically, spurred by specific country initiatives that vary year to year.¹⁶ Feed the Future is developing a database that will track both long- and short-term agricultural training across the initiative, which will help with the reporting of these training numbers in the future.

Innovative programming has been initiated

There is also evidence that USAID is experimenting with programmatic innovations in ways that resonate with the Council's 2009 report. That report endorsed U.S. government actions to catalyze public-private partnerships in the area of agricultural development. It also called for increased support for agricultural infrastructure, especially transport corridors.¹⁷ Since 2010 USAID has made moves in this direction. In January 2011

Box 3. Southern Agricultural Corridor of Tanzania (SAGCOT)

SAGCOT is a public-private partnership that aims to boost agricultural productivity in Tanzania. It will concentrate investments initially within the rail and road corridor stretching from Dar es Salaam in the east through Morogoro and west to Sumbawanga. It is designed to increase annual farming revenues by \$1.2 billion and lift 450,000 farm households out of poverty.

SAGCOT has financial backing from the Tanzanian government, other international donors like the Norwegian government and the World Bank, and it is now seeking up to \$2 billion in private sector investments. USAID has assisted SAGCOT in part by directing 80 percent of its Feed the Future funding in Tanzania toward activities that mesh with the project, including activities to support smallholder farmers in the rice, maize, and horticultural value chains. Investments in rice will provide improved inputs and techniques, irrigation, and road infrastructure, and maize investments will also include improved milling.

USAID's agricultural development funding to Tanzania increased from less than \$5 million in 2008 to more than \$30 million by 2011. In June 2011 President Kikwete personally expressed gratitude for USAID's support for Tanzania's SAGCOT initiative.

Sources: U.S. Government Global Hunger and Food Security Initiative 2011; Relief Web 2011.

Administrator Rajiv Shah announced that USAID was contributing \$2 million to a “catalytic fund” that would bring private corporate investment into a Southern Agricultural Corridor of Tanzania (SAGCOT) (see Box 3). Planning for SAGCOT had been initiated by the Tanzanian government with support from USAID, Norway, the Alliance for a Green Revolution in Africa, and a number of international companies, including Yara International, Unilever, DuPont, General Mills, Land O’Lakes, and Syngenta. This twenty-year agricultural plan was formally launched by Tanzanian president Jakaya Kikwete in 2010. USAID has also committed \$4 million to Tanzania’s Kilimo Kwanza (“Agriculture First”) catalytic fund and plans to provide a total of \$12 million to this fund by 2015, subject to availability. Other new partnership initiatives include a program focused on chickpea production and malnutrition with PepsiCo and the World Food Program in Ethiopia (discussed later this report), and a collaboration with Royal DSM, the global life sciences and materials sciences company headquartered in the Netherlands, on rice fortification to address micronutrient deficiencies in the developing world. It is too early to assess the success of these alliances, but they suggest a renewed interest in innovative development programming and may provide interesting opportunities for other U.S. institutions such as the Department of Commerce to engage in agricultural development and facilitate private sector investment.

U.S. Department of Agriculture (USDA)

Evaluation: Good

USDA has played a strong role in supporting U.S. leadership in agricultural development due almost exclusively to the outstanding leadership and personal commitment demonstrated by its secretary. However, expanding its education, training, and exchange activities and improving food aid policies will be critical for the department to advance the United States' agricultural development and food security activities. With a new farm bill expected in the next year, USDA has the unique opportunity to push for greater budgets for its education, training, and exchange programs and changes to food aid programs that include a scaling back or elimination of monetization and an expansion of local and regional purchase.

Since 2009, the secretary of agriculture has shown strong and consistent support for Feed the Future. Secretary Vilsack has spoken in highly-visible public fora regularly and eloquently about the importance of agricultural development abroad. In keeping with the whole-of-government approach, relevant officials at USDA have also shown readiness to cooperate with other departments and agencies of the executive branch. While some progress has been made, initiative and creativity at the working level at USDA have been somewhat less in evidence.

The USDA plays a noteworthy but supporting role in agricultural development and food security abroad through the sponsorship of scientific exchanges and training and food aid programs. The Chicago Council's 2009 report praised USDA's training and scientific activities, but called for changes in food aid programs, encouraging the U.S. to allow for more local and regional procurement of food. The 2009 report also called for a scaling back of the practice of monetization, where food aid is sold in local markets by NGOs and other food aid distributors. Research has found that monetizing food aid is an inefficient use of development funds and has the potential to distort local markets.

Training and scientific exchanges have expanded very little

The USDA operates a variety of scientific exchange and training programs. These programs include Borlaug Fellowships that provide researchers and policymakers in developing countries up to twelve weeks training at U.S. land grant universities. Cochran Fellowships provide training in agricultural trade, agribusiness development, management, policy, and marketing. Embassy Science Fellowships place U.S. scientists at embassies abroad to provide technical assistance on agricultural issues. A Faculty Exchange Program brings participants to the United States for four to five months to provide training in agriculture. An International Graduate Studies Program provides instruction in English and places students in U.S. land grant universities. Finally, the Visiting Scientist Program brings foreign researchers to USDA.

These programs are modest in size. Congress has continued to appropriate \$1 million for Borlaug Fellowships each year. In FY 2011 USDA supported additional fellowships to Pakistanis when it received additional funding from the Department of State.¹⁸ This brought the total number of Borlaug Fellowships up to forty-three in FY 2011, from twenty-nine in FY 2010 (with the majority of that increase due to the Pakistani fellowships).¹⁹ On the other hand, due to temporarily reduced funding, the number of Cochran Fellows from Sub-Saharan Africa and South Asia fell in 2011, from eighty-seven (FY 2010) to sixty-six (FY 2011).²⁰ Under its Scientific Cooperation Research Program, USDA entered into four new agreements in Sub-Saharan Africa in FY 2011 (as compared to five—four in Sub-Saharan Africa and one in South Asia—for the combined FY 2009–2010 period). The Faculty Exchange Program funded four exchanges from these regions in FY 2010 and three in FY 2011.²¹

Food aid programs remain essentially unchanged

Since 2009 food aid programs have remained largely unchanged with regards to local and regional purchase and monetization practices. USDA did begin increasing local purchase in 2008 through the \$60 million Local and Regional Procurement Project scheduled to continue through 2012. USDA has contracted a third party to evaluate this project, with a report due in calendar year 2012. New congressional authority would be required for USDA to renew or expand the project. In addition, USAID administered the Emergency Food Security Program, which allows for greater flexibility with local and regional food aid procurement, at the same level in FY 2011 as it did in FY 2010 (up to \$300 million).²²

Monetization has continued to be a major feature of both USDA and USAID administered programs. Prior to The Chicago Council's 2009 report, the U.S. Government Accountability Office (GAO) found that the United States had monetized \$500 million worth of food aid over a previous three-year period.²³ In 2011 the GAO updated this report and found that the dollar value of food monetized in the more recent three-year period (2008 to 2010) was \$503 million—essentially unchanged.

Monetization of nonemergency food aid under Title II, the United States largest food aid program, is legislatively mandated through the 2008 Farm Bill, requiring at least \$450 million dedicated to food aid to be monetized.²⁴ The 2008 Farm Bill is set to expire this year, and Congress has an opportunity to adjust this requirement as it writes the new bill in 2012. There is indication that the tide could be turning on monetization. In FY 2010, the McGovern-Dole International Food for Education and Child Nutrition Program did not monetize any food aid shipments.²⁵

As USDA engages in the farm bill debate in Congress, it should seek an enlargement of education and training programs and advance a more progressive stance on issues such as local and regional procurement and monetization of food aid.

Millennium Challenge Corporation (MCC)

Evaluation: Outstanding

The Millennium Challenge Corporation has demonstrated outstanding leadership in agricultural development in its role as the largest U.S. government provider of funding for agriculture and food security infrastructure in Sub-Saharan Africa and South Asia. It has increased its capacity to disburse funds and complete agreements in a timely fashion. Disbursements for agriculture and food security infrastructure to Sub-Saharan Africa have virtually doubled every year since FY 2009, with FY 2011 disbursements totaling almost \$371 million. With numerous Sub-Saharan African compacts due to expire in coming years, MCC should continue to work closely with other U.S. development agencies and Congress to link and extend its agriculture-related activities.

The MCC, a Bush administration initiative established in 2004, is the youngest of America's development assistance agencies. It operates by making bilateral, five-year grants to a short list of qualifying countries selected on the basis of a demanding set of seventeen performance indicators. The grants are based on detailed "compacts" negotiated between the United States and the recipient governments, outlining the investments to be made by the receiving governments through their own locally established Millennium Development Authority (MiDA). Congress appropriates the full value of the compact before the agreement is signed, and the funds are then disbursed by the MCC in installments.

The Chicago Council's 2009 report applauded this innovative approach because it builds more long-term planning and "country ownership" into the development assistance process, but lamented the slow pace of disbursements. Many of the recipient governments had negotiated compacts that emphasized investments in agriculture and

Table 1. Millennium Challenge Corporation's Food Security Infrastructure Disbursements in Sub-Saharan Africa (U.S. millions)

	FY 2009	FY 2010	FY 2011
Benin	\$11,000,000	\$42,000,000	\$111,600,000
Burkina Faso	\$18,000	\$3,400,000	\$6,100,000
Cape Verde	\$28,300,000	\$25,800,000	\$15,800,000
Ghana	\$1,700,000	\$19,300,000	\$45,300,000
Mali	\$17,900,000	\$56,800,000	\$85,400,000
Mozambique	\$280,000	\$2,900,000	\$23,700,000
Namibia	\$0	\$53,000	\$2,300,000
Senegal	\$0	\$0	\$1,300,000
Tanzania	\$2,100,000	\$33,700,000	\$79,100,000
Total	\$61,300,000	\$184,000,000	\$370,600,000

Source: Millennium Challenge Corporation 2012.

rural infrastructure to support farmers, facilitate input supply and marketing, and attract private companies with improved technologies into the countryside.

Disbursements have accelerated

Disbursements for food security and agricultural infrastructure in Sub-Saharan Africa have virtually doubled every year, with FY 2011 disbursements totaling almost \$371 million (Table 1). These infrastructure investments included irrigation, roads and transport, ports, and cold chain and warehouse facilities.

The infrastructure investments for farmers supported by MCC in Africa have gone beyond simple construction work. In drought-prone Mali, the MCC has funded a \$205 million Alatona Irrigation Project that increases water delivery to small farmers while also establishing farmer associations to provide inputs and postharvest market access. A Land Allocation Activity gives poor farmers outright ownership of their newly irrigated land to improve incentives for sustainable land and water management.

Although it delivers resources through separate channels, MCC collaborates with Feed the Future, helping USAID review country plans and develop results frameworks.²⁶ MCC has emerged as a significant source of funding for agricultural and rural development, having obligated a global total of \$4.4 billion for this purpose since 2005.²⁷

Changes are needed to sustain progress

Sustaining this new, faster pace of MCC disbursements in Sub-Saharan Africa will be difficult given the limited pool of MCC-eligible countries and the number of compacts soon expected to terminate. MCC compacts for Cape Verde and Benin recently reached completion in 2011, and four more African compacts—for Ghana, Mali, Mozambique, and Tanzania—will finish by the end of 2013. The MCC has asked Congress to address this problem by making changes in candidate country income categories, extending the standard five-year compact duration, and permitting concurrent compacts. Some progress has recently been made on this front, as will be explained in the Congress section of this report.

Beyond changes to country categories, MCC functionality could improve if it were given multiyear, up-front budget appropriations. Originally envisioned as a \$5-billion-per-year program, the MCC has never been given the resources needed to deliver on its promise. The president's FY 2013 budget requests included \$898 million for the MCC—the amount equal to the final congressional appropriation level for FY 2011 and FY 2012. This trend suggests a limited interest in strengthening this U.S. development assistance tool. This may impact the success of other agricultural development efforts, as the larger-scale infrastructure investments that are typical of MCC often provide a much-needed complement to Feed the Future activities.

Peace Corps

Evaluation: Satisfactory

The Peace Corps has increased the number of agriculture and environment volunteers, yet this number is still only an estimated 7 percent of the total number of volunteers in the field. Peace Corps work in agriculture and environment in Africa has developed a constructive synergy with Feed the Future, and Peace Corps headquarters is increasing its in-house food security capacity. Peace Corps volunteers are also returning to at least one country in South Asia and will engage in food security activities. But most initiatives to increase the agency's contribution to Feed the Future and food security more broadly are limited to the Peace Corps field missions. Going forward, the Peace Corps should encourage inventive programming worldwide originating from the agency in Washington and engage with other agriculture-focused U.S. institutions to innovate and improve its overseas programming.

The Chicago Council's 2009 report recommended that the Peace Corps build a special cadre of training and extension officers working in agriculture. It also noted that in 2008 there were only an estimated 300 agriculture-focused volunteers in Africa, and no Peace Corps presence in South Asia. In 2010 the number of agriculture and environment volunteers increased to 565, but this figure only represents an estimated 7 percent of the roughly 8,655 volunteers in the field as of September 2010.* As of 2011 there were still no Peace Corps volunteers working anywhere in South Asia.

Volunteers working in agriculture and the environment have seen moderate increases

Some progress has now been made. Leadership from Director Aaron Williams has helped to raise the overall profile of the Peace Corps, however the number of Peace Corps volunteers working in agriculture and the environment has only increased slightly. As of September 2011 there were a total of 630 volunteers working in fifteen countries on seventeen agriculture and environment projects in Africa, up from 565 in 2010. In FY 2012 the Peace Corps will be returning to South Asia by reopening a post in Nepal that will include at least some volunteers in the agricultural sector.

This growth of Peace Corps activity in agriculture has been coordinated with Feed the Future's work. As noted in the *2011 Progress Report*, the Peace Corps has expanded its collaboration with USAID to increase technical support for volunteers working in the food security area, and it coordinates programming with USAID when training local farmers. This collaboration was formalized in FY 2011 when the Peace Corps signed a

* The Peace Corps has recommended that this report include the numbers for both agriculture and environment volunteers to better reflect the full extent of its food security and agriculture-related activities. Volunteers assigned to either sector frequently work on cross-cutting issues pertaining to food security; for example, both agriculture and environment volunteers might engage in activities related to food production such as gardens, agroforestry, soil conservation and management, and water conservation and management.

global agreement with USAID's BFS. In West Africa eleven Peace Corps posts are participating in the West Africa Regional Food Security Partnership with USAID's regional mission to build local capacity and respond to food security vulnerabilities.²⁸ Volunteers and their community counterparts are being trained to disseminate food security practices.

Agency-level initiatives must be bolstered

Part III of this report describes how Peace Corps volunteers in some countries are now training to serve as monitors for USAID/Feed the Future projects. To oversee this increased collaboration with USAID and Feed the Future, four new specialists are being hired to support food security work at the agency. However, most initiatives to increase the agency's contribution to Feed the Future and food security more broadly come from the Peace Corps field missions. To date there is little evidence of focused or innovative agriculture-sector programming originating from the agency level. Going forward, the Peace Corps should bolster programming originating from the agency in Washington to bring focus and initiative to programs at the field level. Specifically, it should consider developing volunteer training and field support programs in partnership with the U.S. land grant universities and institutions like Future Farmers of America and 4-H. This could boost the number of volunteers with experience in basic agriculture and help nurture the Peace Corps rural youth development programs.

Congress

Evaluation: Good

Congress has demonstrated a renewed commitment to global agricultural development and increased appropriations for agricultural development and food security. Increases have occurred annually since 2009 in spite of concerns about budget deficits and a fiscally austere environment. Both houses of Congress supported greater efficiency in the Millennium Challenge Corporation by approving revised income categories and modified restrictions on U.S. agricultural assistance to export crops. Despite this progress, the last Congress missed the opportunity to institutionalize a U.S. commitment to these issues by not passing the Global Food Security Act of 2009. For U.S. leadership in global agricultural development to be maintained, Congress must sustain funding for food security and agricultural development in the face of budget concerns. Through the upcoming farm bill legislation, Congress should also make food aid more efficient by scaling back the practice of monetization and permitting food aid to be purchased from local and regional sources.

Early in 2009, as the new administration was developing its global agricultural development strategy, key leaders in Congress were simultaneously working on accompanying legislation. On March 31, 2009, the Senate Committee on Foreign Relations passed an authorizing measure named the Global Food Security Act of 2009. This bipartisan bill, promoted by Senators Richard Lugar (R-IN) and Robert Casey (D-PA) and begun in 2008, was favorably mentioned in The Chicago Council's 2009 report. The act included a five-year, \$10 billion authorization for a whole-of-government international food security strategy and emphasized improved agricultural education, research, and technology extension in developing countries. In June 2009 Representative Betty McCollum (D-MN) introduced a companion measure in the House of Representatives.

This early momentum then faltered. The administration did not actively support the passage of the Global Food Security Act, and the bill never came to a vote on the floor of the Senate due to the objections of two senators on budget grounds. As the Global Food Security Act stalled, the president's FY 2011 budget request for Feed the Future was also cut by more than one-third. In the summer of 2011, with partisan debates on the federal budget deficit continuing to escalate, Congress seemed poised to make sharp cuts in administration requests for agricultural development once again in FY 2012.

Appropriations have increased

Instead, in December 2011 Congress gave the administration \$1.305 billion for Feed the Future in FY 2012, just \$103 million less than requested. This appropriation represented a strong 22 percent increase over the final appropriation for FY 2011 and allowed Feed the Future appropriations to continue their upward trend (see Table 2).

This enacted funding has put the U.S. government on the path to meet its 2009 AFSI pledge of \$3.5 billion over three years (FY 2010 to FY 2012). This pledge is tracked by

**Table 2. Food Security Funding Requests and Enactments (FY 2008 – FY 2013)
(U.S. millions)**

	FY 2008 Enacted	FY 2009 Enacted	FY 2010 Administration Request	FY 2010 Enacted	FY 2011 Administration Request	FY 2011 Enacted	FY 2012 Administration Request	FY 2012 Enacted	FY 2013 Administration Request
Bilateral/ Country Programs	\$245	\$639	\$982	\$808	\$1,236	\$943	\$1,100	\$1,170	\$1,001
Multilateral (GAFSP)	\$0	\$0	\$0	\$67	\$408	\$125	\$308	\$135	\$134
Total	\$245	\$639	\$982	\$875	\$1,644	\$1,068	\$1,408	\$1,305	\$1,135

Excludes amounts programmed in Afghanistan, Pakistan, and Iraq. The increase in FY 2009 funds for food security was largely due to late supplemental funding intended to mitigate the impact of the rising cost of food and the global financial crisis. The FY 2012 budget amounts are currently being finalized and are subject to change.
Source: Nowels 2011; Independent Consultant 2012; ForeignAssistance.gov 2012.

Table 3. U.S. Obligations and Disbursements towards the L'Aquila Pledge (U.S. millions)

	FY 2010 Obligations	FY 2011 Obligations	Total Obligations (as of 12/31/11)	Total Amount Disbursed (as of 12/31/11)
Department of State & USAID	\$867	\$663	\$1,530	\$353
Department of the Treasury	\$66	\$100	\$166	\$166
Millennium Challenge Corporation	\$729	\$252	\$981	\$15
Total	\$1,662	\$1,015	\$2,677	\$534

Source: USAID 2012.

aggregating funds obligated to agricultural development and food security activities from the budgets of the U.S. Department of State, USAID, Treasury, and MCC in FY 2010 to FY 2012. As of December 31, 2011, the U.S. government reports that it has obligated \$2.677 billion and disbursed \$534 million against the \$3.5 billion AFSI pledge (see Table 3). Numbers for FY 2012 are still being determined, but given the FY 2012 congressional enactment for food security and agricultural development—bilateral/country programs and the Global Agriculture and Food Security Program—the U.S. government expects to meet its AFSI pledge within the three-year time period.²⁹

The FY 2012 increase in congressional appropriations for food security may evidence bipartisan support for the fulfillment of the L'Aquila pledge. Future appropriations are hard to predict, although it is widely accepted that agricultural development funding would be more protected and the longevity of food security efforts more assured if the 2009 Global Food Security Act had been legislated. To secure future funding, the implementing departments and agencies must do their part to provide Congress with sufficient and compelling evidence that these increased food security appropriations are well spent. Additionally, Congress should institutionalize a U.S. commitment to global agricultural development and food security through authorizing legislation.

The Bumpers Amendment has been relaxed

Beyond its recent increase in appropriations for food security, Congress has taken several other steps in the past year that correspond to the recommendations made in

The Chicago Council's 2009 report. It revised the terms of the Bumpers Amendment, a measure that first passed Congress in 1986 blocking USAID from supporting agricultural productivity-related projects in foreign countries that might result in crop exports that compete with similar U.S. commodities.³⁰ The 2009 report noted this measure had become antiquated and recommended its repeal. In 2011 Congress relaxed the terms of this amendment to allow for activities (a) in low-income countries (those that are eligible for International Development Association assistance); (b) in countries recovering from a humanitarian crisis, long-term conflict, or a complex emergency; and (c) that are designed to increase food security in developing countries where such activities will not have a significant impact on the export of agricultural commodities of the United States.³¹ While a full repeal is preferable, this is real progress.

The ethanol tax credit was not renewed

Ethanol policy has also moved in a positive direction. The 2009 report called for biofuels policies to “place greater emphasis on market forces.” The 2008 Farm Bill included a 45-cents-per-gallon tax credit to oil refiners that blend with ethanol and a tariff of 54 cents per gallon on imported ethanol, slated for expiration at the end of 2011.³² Congress allowed this tax credit and tariff to expire. These measures had become less important because petroleum prices have remained high, and Brazil's capacity to produce ethanol for export has remained low.

The 2009 report also called for a waiver or a reduction to the Renewable Fuel Standard mandate. To date, Congress has not made any changes to this mandate, which will continue to drive increased biofuel use (up to 36 billion gallons by 2022) under the terms of the Energy Independence and Security Act of 2007.³³ As long as the mandate remains in place, nonmarket forces will continue to distort crop markets and the biofuels industry.

Favorable changes were made to MCC funding rules

Congress deserves credit for recently adjusting the candidate income categories that apply to grants from the MCC. The MCC had requested an income category adjustment to allow its funds to reach more than just a few countries. Congress approved these adjustments as part of its FY 2012 spending package. The new categories will use relative country income rankings rather than constantly fluctuating income levels, introducing more stability into the program. These changes will also increase the eligibility of a number of important countries—including Guatemala and Indonesia—by moving them into a low-income group.³⁴

Trade policies continue to distort markets

Congress has yet to address several other concerns raised by The Chicago Council's 2009 report such as the revival of international negotiations to reduce trade-distorting policies. Neither the administration nor Congress has taken significant action in this area. The most prominent agricultural trade action taken by Congress in 2011 was a belated approval of three previously negotiated bilateral free trade agreements with South Korea,

Colombia, and Panama.³⁵ These agreements opened some markets for U.S. agricultural exports to South Korea and Colombia in particular, but the market-distorting American, European, and Japanese farm subsidies that were the focus of the 2009 report are not addressed. The Doha Round of multilateral trade negotiations launched under the World Trade Organization in 2001 collapsed in July 2008 and has yet to be revived.

The 2012 Farm Bill will be critical

Congressional actions on international agriculture are frequently tied to the periodic reauthorizations of domestic farm income support in the larger legislative package known as the farm bill. This package is now up for renewal in 2012. Congress should seize the opportunity of renewing the farm bill and review and revise policies critical to continued U.S. leadership in global agricultural development. Key actions include (1) improving America's food aid policies by scaling down or eliminating monetization and increasing local and regional purchase of food aid, (2) increasing funding and support for agricultural research, (3) making biofuels policy more responsive to market forces, and (4) piloting a technical assistance program to assist local governments in the design and expansion of efficient, safety-net school feeding programs based on local and regional purchase.

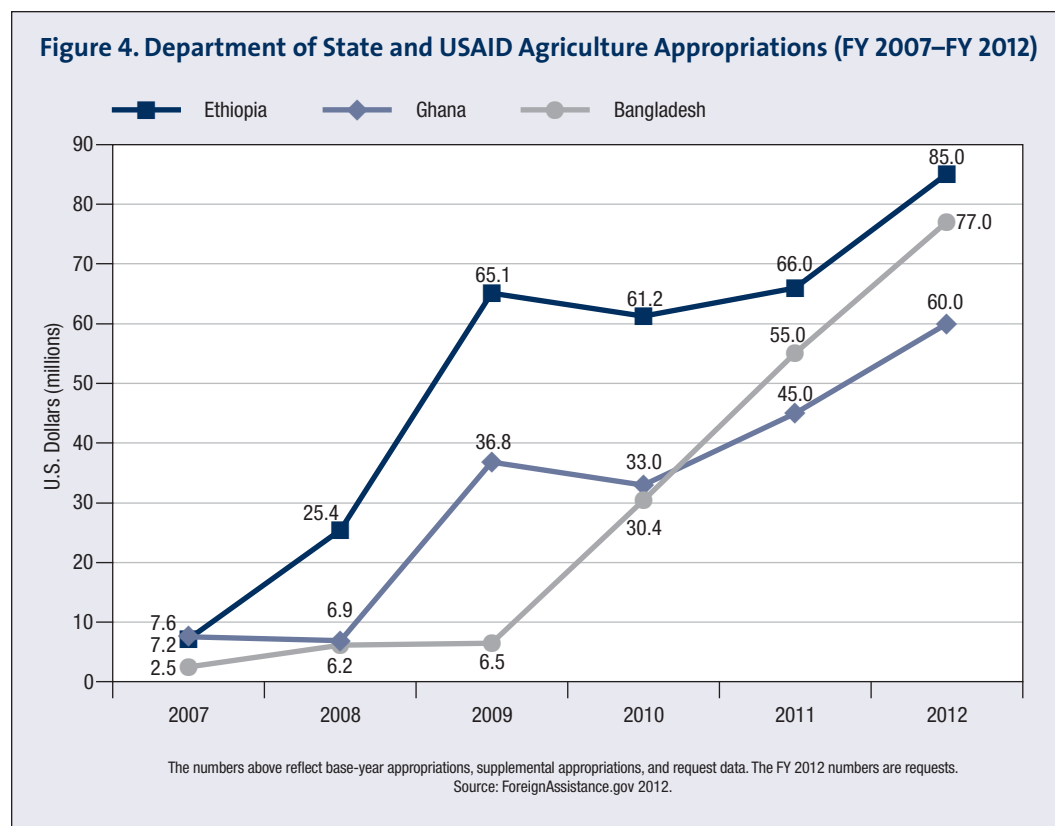
III. Developments in the Field

To what extent has the renewed leadership in Washington described in Part II actually reached the field? Part III examines the recent activities of U.S. government departments and agencies in Ethiopia, Ghana, and Bangladesh.

All three of the countries reviewed in this section have vibrant development communities led by government ministries and agencies and supported by multilateral and bilateral donors, international aid organizations, and local nongovernmental groups. In all three circumstances, the in-country governments' efforts to fight poverty and hunger coincided with—or preceded—U.S. activity in this area. In Ethiopia the government was already dedicating at least 10 percent of its public spending to agriculture in 2007, proving itself to be an early leader in implementing this important feature of the African Union/ New Partnership for Africa's Development (NEPAD) Comprehensive Africa Agriculture Programme (CAADP).¹ Between 1990 and 2004 Ghana succeeded in reducing hunger across its population by nearly three-quarters, from 34 percent to 9 percent.² Bangladesh reduced poverty from 40 percent to 31.5 percent between 2005 and 2010, raising nutrition levels across the country due to access to more diversified foods.³

In April 2010 the U.S. Agency for International Development (USAID) designated each of these countries a priority “focus” country under Feed the Future. USAID selected a total of twenty focus countries based on a favorable mix of both needs and opportunities. All twenty of these countries are experiencing chronic hunger and poverty in rural areas, yet all demonstrated potential for regional impact and rapid and sustainable agricultural-led growth based on good governance.⁴ As shown in Figure 4, U.S. agricultural development appropriations for the three countries examined in this report have increased significantly over the past three years. Because these three countries display a suitable mix of needs, challenges, promise, and U.S.-sponsored activities, they are ideal case studies for examining what may be achieved in agricultural development with U.S. leadership and dedication.

Each country is located in a different agroclimatic region, and in each the United States has brought a slightly different mix of approaches to bear. In Ethiopia U.S. food security efforts that had previously emphasized short-term humanitarian relief are now focusing on longer-term agricultural development work through food aid programs, traditional development assistance, and a new grant from the multilateral Global Agriculture and Food Security Program (GAFSP) fund. In Ghana, which is a Millennium Challenge Corporation (MCC) compact country and a Feed the Future country, the current challenge is to extend economic growth under way in the southern part of the country into the impoverished rural north. And in Bangladesh, where persistent rural poverty



coexists with heavy demographic pressure on the land, the U.S. response has combined help for farmers growing the traditional staple crop—rice—with programs to diversify food production to include more horticultural crops and fish.

This review of U.S. activities in these three countries is not intended to be an impact assessment. It is still too soon to measure final impacts on agricultural productivity or household income of projects launched only since 2009. The goal of this section is primarily to assess U.S. leadership in agricultural development in the field, as demonstrated through increased activity levels and leadership amongst donors. Since 2009 have U.S. teams in these countries hired new agricultural staff, have they designed new agricultural projects, and are those new projects actually reaching rural farming communities? Have the activities undertaken followed the recommendations contained in The Chicago Council's 2009 report, which highlighted the importance of agricultural education and extension, agricultural research, and investments in rural infrastructure?

These reviews are only a snapshot of U.S. contributions to what has in reality been a multiyear, multiparty development effort in each country—led by dedicated country governments in tandem with a host of other international donors and civil society organizations. While this report highlights the increased U.S. focus on agriculture and food security, it does not intend to imply that there was a vacuum of agricultural development activity prior to U.S. intervention. To the contrary, the ongoing work of local governments and other donors is integral to the success of U.S. activities. Given this report's focus on U.S. leadership, it does not attempt to capture the vast scope of development actions led by these key players. Nevertheless, the impact of U.S. development efforts would be greatly reduced and country progress in alleviating hunger and poverty not

possible were it not for the commitment and hard work of the country governments and other local and international partners.

The United States' global agricultural development activities are often hard to appreciate because they take place in distant and inaccessible rural locations, they engage with unfamiliar partners, and they employ a wide range of techniques. These efforts are typically run by a complex team of institutions. Most field-based U.S. agricultural development activities are directed from the local U.S. embassy, headed by an ambassador and a deputy chief of mission representing the president and the Department of State. These embassies also house officials out-posted from USAID, MCC, USDA (through the Foreign Agricultural Service), and the Peace Corps. All these departments and agencies together work as a "country team." Local USAID mission directors typically lead the design and supervision of in-country agricultural development assistance policies and projects in coordination with others in the embassy, counterparts inside host government ministries, and other donors. Separate USAID projects are typically funded for three to five years, with many implemented by NGO contractors. Some projects are funded directly from USAID's development assistance budget, but others will be supported through the USDA budget through deliveries of food aid that are either provided in kind (for example, as "food for work" or via school feeding programs) or sold locally ("monetized") to generate local currency. U.S. bilateral assistance delivered through an MCC compact will primarily be administered by the Millennium Development Authority (MiDA) of the host government.

The U.S. programs reviewed in this section are rich in variety, both in channels of implementation and in project content, making a single measure of activity levels impossible to calculate. The estimates of increased activity discussed here are derived from official country-level budget data, published project reports, and information gathered first-hand by Chicago Council researchers who visited embassies and project sites in Ethiopia, Ghana, and Bangladesh in late 2011 and early 2012.

Ethiopia

With 80 million people, Ethiopia is the second largest country in Sub-Saharan Africa, with a 2.6 percent annual population growth rate. Roughly 85 percent of Ethiopians are farmers or pastoralists, and a majority of these rural dwellers live on less than the internationally recognized poverty threshold of \$1.25 per day. Per capita income in Ethiopia is only one-third the current average for the rest of Sub-Saharan Africa, and it ranks 169th out of 177 countries on the global Human Development Index.¹ Roughly 12 million Ethiopians are either chronically or sporadically food insecure, and roughly 38 percent of children under five years old are underweight.²

Ethiopia has several distinct agricultural regions, including some that are relatively food secure thanks to larger farm size and adequate rainfall. Over much of the densely populated highlands, however, rainfall is low or unreliable, soils are degraded, and family plot sizes are very small (one hectare or less), so income from planting crops and raising livestock is unreliable. The final several months before each year's harvest are known as the hunger season. In the low-lying eastern part of the country people must rely more heavily on grazing animals since rainfall is even more scant.

Ethiopia's rural poor subsisted for decades under a feudal monarchy prior to 1973, then for eighteen more years under a Marxist-inspired military dictatorship that appropriated land, experimented with forced population resettlements, and used the state's resources to wage war against provinces that tried to break away. This regime was finally pushed out in 1991.

The opportunity

In the last decade the government of Ethiopia has focused on agricultural development and made significant improvements to its own planning and investment efforts in the sector. In the wake of a drought in 2002-03 that left 14 million Ethiopians in need of food aid, the government and six donors launched an ambitious new Productive Safety Net Program (PSNP). This program went beyond ad hoc food aid appeals and handouts to create a safety net of either food or cash for vulnerable households in return for work investments to build dams for irrigation, construct water harvesting structures, plant trees, repair roads, or build schools and health clinics. The government of Ethiopia also planned more traditional investments in agriculture, consulting with donors and regional organizations through a formally negotiated compact with the CAADP. CAADP is an institutional mechanism that supports agricultural growth strategies when they conform to an approved African Union/NEPAD framework. This framework asks governments to direct at least 10 percent of their public spending toward agriculture. By 2007 Ethiopia had met that target.³ As of 2011, 17 percent of Ethiopia's public budget was going to agriculture, often as spending for inputs like fertilizer and seed as well as for expanded agricultural extension services.

Ethiopia has significant agricultural potential waiting to be tapped. Currently, only about 25 percent of the country's arable land is being cultivated, and only 6 percent of cultivated land is irrigated. Crop yields are low because most farmers do not have access to fertilizers or improved seed. By one estimate, if Ethiopian farmers were to adopt quality seed and improved practices on just one-quarter of the current crop area, wheat pro-

duction would increase by 60 percent.⁴ This increased agricultural productivity would bring instant income gains to the millions of smallholder farmers who today produce roughly 95 percent of Ethiopia's agricultural GDP.⁵ An International Food Policy Research Institute (IFPRI) report in 2009 showed that sustained agricultural growth of at least 6 percent a year would move 3.7 million Ethiopians out of poverty by 2015.⁶

USAID has long had a presence in Ethiopia, yet until recently long-term investments in agricultural development remained marginalized by short-term emergency needs and the greater fashionability of other issues such as public health. At the local USAID mission, the only resource consistently available for work on agriculture would come through food aid budgets under the Food for Peace Title II nonemergency food aid program administered by USAID. The United States used much of this food aid as in-kind support for the PSNP program, but at a level of only \$18.6 million in FY 2008.

PSNP has continued as a central channel for USAID support in Ethiopia, now accounting for nearly half (47 percent) of all the U.S. resources classified as going into agricultural development in the country. USAID's contribution to this government-led multidonor effort covers an estimated 2.3 million Ethiopians, or about 30 percent of PSNP.⁷ Following 2008, however, resources available for agriculture through traditional development assistance channels increased, leading to a significant expansion of USAID projects that go beyond the food-for-work model.

U.S. agricultural development actions in Ethiopia since 2009

Evaluation: Outstanding

U.S. agricultural development activities in Ethiopia have expanded along several fronts since early 2009. This significant expansion in long-term work was sustained despite a region-wide drought on the Horn of Africa in 2011 that required larger outlays for short-term humanitarian relief.

- *Department of State/USAID appropriations for agriculture have increased slightly in the past three years to \$66 million in FY 2011, but saw a dramatic increase from pre-2009 levels when appropriations were \$25.4 million (FY 2008).*
- *Agricultural staff has increased.*
- *U.S. leadership has helped support in-country government capacity, with USAID as an acknowledged leader in agricultural development in Ethiopia.*
- *USDA opened a permanent office in the capital in 2010 and operates several long- and short-term training programs.*
- *The Peace Corps food security activities have grown as a result of a global cooperation agreement under Feed the Future.*
- *Even as emergency food aid expanded in response to the 2010-11 drought, the effectiveness of the aid increased and resiliency to such disasters has improved.*

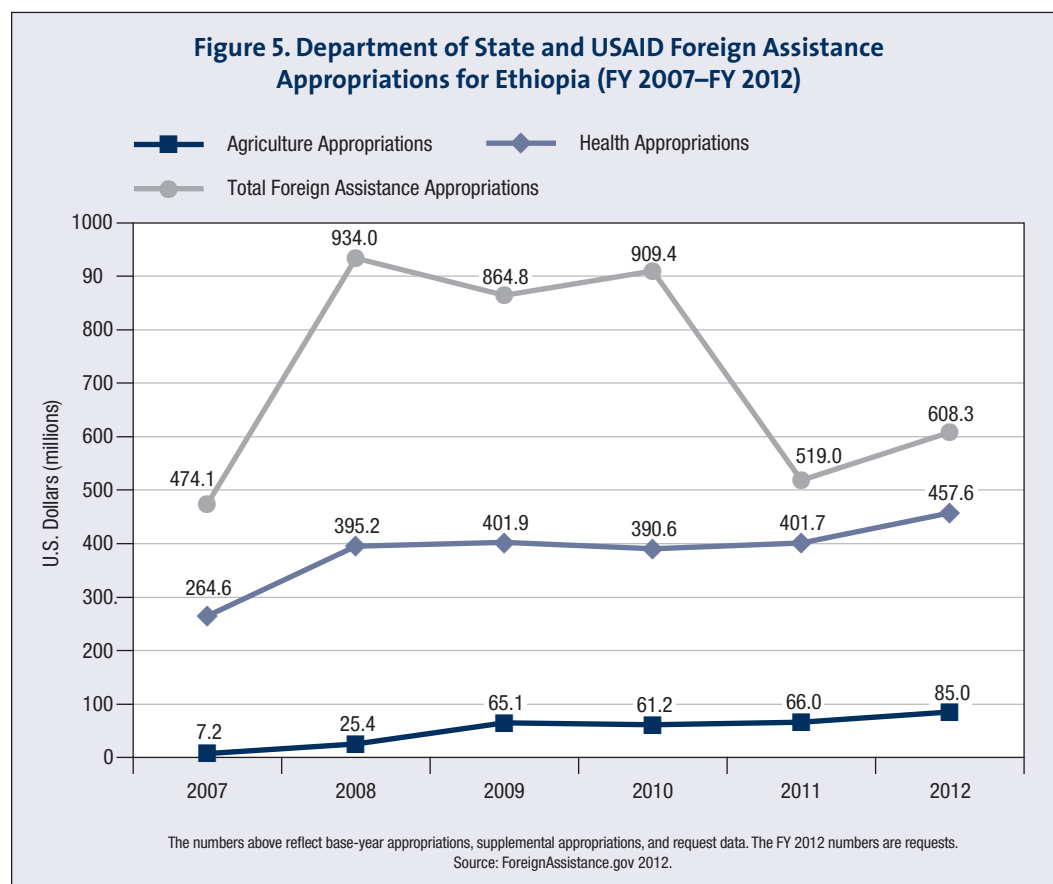
If this standard of U.S. leadership continues over the next decade, it will provide strong support to the Ethiopian-led effort to alleviate rural poverty.

DOS /USAID appropriations have more than doubled

As illustrated in Figure 5 below, the United States began increasing its agriculture appropriations for Ethiopia before the 2009 Chicago Council report. The number jumped from just \$7.2 million (for FY 2007) to \$25.4 million in FY 2008. This dramatic upward trend continued in FY 2009 when \$65.1 million was appropriated—more than doubling U.S. agriculture outlays. These appropriations reached \$66 million by FY 2011, and an even larger \$85 million was requested for FY 2012. Figure 5 shows that a large share of total U.S. foreign assistance to Ethiopia has continued to go to health, but the share going to agriculture increased from 2 percent in 2008 to 13 percent by 2011.

Dedicated agricultural staff has increased

As funding for U.S. agricultural development work in Ethiopia increased, the capacity of the USAID mission to work on agriculture was also enhanced. For three years prior to June 2011, the post of agricultural development officer in Addis was vacant, but when USAID designated Ethiopia a focus country for Feed the Future in 2010, a Foreign Service officer was assigned to the post. In addition, since 2009 the Ethiopian Growth and Transformation Office in the USAID mission has added a local Ethiopian as a Global Hunger and Food Security Initiative facilitator to work full time on Feed the Future activities. Feed the Future funding has also enabled a locally hired American staff person to



be replaced by a full-time American, providing more support for the agricultural development aspects of PSNP while enhancing USAID's role in government-led, multidonor working groups. For example, USAID has become the donor chair for PSNP. In 2010 the USAID mission also added an American nutritionist for a new Feed the Future nutrition program called Empowering New Generations to Improve Nutrition and Economic Opportunities. This program supports agricultural development through small-scale plant and animal production programs, demonstration gardens, and projects to promote production of more diverse foods.⁸

U.S. leadership has supported in-country government capacity

U.S. agricultural development assistance and food security activities in Ethiopia are undertaken in consultation with the government of Ethiopia and other donors through a mechanism known as the Rural Economic Development and Food Security Sector (RED&FS) steering and technical committees, established during a 2008 reorganization of previously ineffectual organizations. The recently expanded U.S. budget for agriculture has given American officials the ability to more effectively translate Ethiopian government planning into agricultural development activities. For example, Ethiopian government officials confirm that USAID, along with its RED&FS cochair the World Bank, was instrumental in the development of the nation's current five-year Agricultural Growth Project (AGP), formally launched in 2010.⁹ USAID is a member of the federal steering committee of AGP (chaired by the state minister of the Ministry of Agriculture) and also serves on various technical committees that review project proposals for operational programs under the AGP.

The AGP has an explicit strategy that targets the four regions of the country with the highest agricultural potential, regions that can then pull the rest of the country along once dynamic rural growth is under way. At the same time, the PSNP will continue to push Ethiopia's more vulnerable populations into a more resilient posture through public works investments. This "push-pull" approach, heavily shaped by USAID involvement, has earned praise from the World Bank, which agrees that donor activities in the past did not focus enough on areas with higher potential.¹⁰ AGP also has a clear crop focus: maize, wheat, sesame, coffee, and honey.

The donor community in Ethiopia has agreed on a division of labor in support of the AGP, with the United States primarily responsible for the Agribusiness and Market Development subcomponent under a larger agricultural production and commercialization umbrella. As a consequence, much of USAID's agricultural work on crops and livestock in Ethiopia is in the area of market integration and value-chain improvement. This might leave an impression that the United States has not given enough support to some of the areas emphasized in The Chicago Council's 2009 report such as agricultural education and extension or infrastructure, but primary responsibility for these areas was assigned to other donors.

Ethiopia was one of the first countries to receive GAFSP support, with the government winning a \$51.5 million grant to scale up existing projects within the AGP. Roughly \$32 million of this GAFSP funding will go for agricultural productivity and agribusiness development through community-level planning, adaptive research, and extension, while \$16 million will go for small-scale rural infrastructure (both construction and

rehabilitation) to improve mobility and access to markets. The remaining \$4 million will be technical assistance for “constraint analysis” and project management.¹¹ A portion of this technical support will be provided by the United Nations Food and Agriculture Organization, particularly for training extension agents in areas such as integrated pest management and improved fodder production for livestock. Ethiopia is one of twelve countries in which GAFSP is currently active.

Another new government initiative strongly supported by USAID in Ethiopia since 2008 has been the development of that country’s Agricultural Transformation Agency (ATA), an institution tasked with identifying and responding to policymaking bottlenecks in the agricultural sector. ATA was established in 2010 under the chairmanship of the prime minister following a two-year consultation with the Bill & Melinda Gates Foundation and with financial and technical support from USAID and the World Bank. USAID currently provides \$10 million to support ATA, which is roughly 25 percent of all the direct funding provided by donors. ATA is modeled after similar public-sector bodies in Taiwan, Korea, and Malaysia that have a strong record for providing nimble, innovative, results-oriented support for agricultural development.¹² The leadership of ATA reports directly to an interministerial council chaired by the prime minister. ATA works both with USAID and USDA to assist in policy implementation in the agricultural sector, including policies intended to attract greater private-sector involvement for both small-holder and commercial farmers.¹³



Livestock and dairy development projects are key features of U.S. development programming in Ethiopia. USAID’s Ethiopia Dairy Development Project (EDDP) has provided support to Ada Milk Cooperatives since 2005. Training provided by Land O’Lakes has enhanced the capacity of cooperative members to improve their market promotion operations and the quality of their milk.

Also in the category of capacity building, since 2011 USAID has funded a five-year, \$7.5 million Capacity to Improve Agriculture and Food Security project operated by Fintrac, Inc., a U.S.-based consulting company. This project trains government officials on food quality standards, collaborates with ATA in conducting policy analysis, provides assistance to local agricultural professional associations, and helps to monitor and evaluate Feed the Future projects. It also helps ensure that gender is addressed in the development of new agricultural projects.¹⁴ Since July 2008 USAID has also contributed to an Ethiopia Strategy Support Program Phase II (ESSP II) to strengthen the Ethiopian Development Research Institute.

Research has been stepped up

USAID funds a considerable amount of agricultural research in Ethiopia from its Bureau for Food Security (BFS) in Washington rather than through the embassy. A number of these centrally funded research projects were added in 2011, including an International Livestock Research Institute project on the sustainable intensification of Ethiopia's high-land systems and two other projects operated through the CGIAR. The first is on farm-level wheat productivity, and the other is on producing more meat, milk, and fish both for and by the poor. USAID also supports a number of Collaborative Research Support Programs (CRSPs) in Ethiopia that combine research with training in collaboration with land grant universities and other research institutions based in the United States. One of these is a new Livestock and Climate Change CRSP that became active in Ethiopia in 2011, with a five-year funding level of \$944,000. This project will link researchers at universities in Ethiopia with Colorado State and Emory University in the United States.¹⁵

New agricultural development projects are moving ahead

Agriculture and Market Development

As part of its support for Ethiopia's AGP, USAID is now administering a new \$50 million project called Agriculture and Market Development (AMDe).¹⁶ USAID in Addis has done this kind of work before under a smaller, five-year, \$21 million value-chain project known as ATEP that focused on export markets and was completed in 2011.¹⁷ The new AMDe project will operate across the full length of the farm-to-market value chain, both at the district and national levels. Its goals are to improve farm access to improved seeds, connect farmers to output markets, and address the critical problems of quality control and standardization that are essential to finding larger markets and attracting more private investment. There is also a research and training component to this work, building capacity at Ethiopia's National Agricultural Research Centers at the federal and regional levels, particularly to develop locally adapted, rust-resistant wheat varieties.

Pastoralist Livelihoods Initiative

USAID also plays a lead role in support of pastoralist farmers within Ethiopia's AGP. It is building on a significant history of earlier projects, most recently a \$29 million Pastoralist Livelihoods Initiative (PLI Phase I) that ran from 2005 to 2008 and was operated by a con-

Table 4. Scaling Up U.S. Agricultural Development Activities in Ethiopia													
2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017
	Productive Safety Net Program (PSNP)												
Growing Ethiopian Market (GEM)													
	Pastoralist Livelihoods Initiative (PLI Phase I)												
	Market-led Livelihoods for Vulnerable People /Support to Productive Safety Net Program (MLVP/SPSNP)												
	Agribusiness and Trade Expansion Program (ATEP)												
				PSNP PLUS Program									
			Ethiopia Strategy Support Program Phase II (ESSP II)										
				Pastoralist Livelihoods Initiative (PLI Phase II)									
					Ethiopian Agricultural Growth Project (AGP)								
						Agriculture and Market Development (AMDe)							
						Empowering New Generations to Improve Nutrition and Economic Opportunities (ENGINE)							
						International Livestock Research Institute (ILRI) project on the sustainable intensification of Ethiopia's highland systems							
						CGIAR farm-level wheat productivity project							
						Livestock and Climate Change Collaborative Research Support Program (CRSP)							
						Capacity to Improve Agriculture and Food Security (CIAFS)							
						Water, Sanitation, and Hygiene Transformation for Enhanced Resilience (WATER)							
						Graduation with Resilience to Achieve Sustainable Development (GRAD)							
						Development Food Aid Program (DFAP, formerly MYAP)							
Future/Anticipated Projects													
								MASHAV Smallholder Horticulture Program					
								Pastoralists Resiliency Improvement and Market Expansion (PRIME)					
								Agriculture Knowledge, Learning, Documentation Project (AKLDP)					
								Land Administration to Nurture Development (LAND)					
								Livestock Growth Project (LGP)					

This is not a comprehensive list of U.S. funded agricultural development activities. Source: USAID Ethiopia 2012.

sortium of NGOs headed by CARE. This is now being followed by a \$16 million PLI Phase II project, designated to run from 2009 to 2013.¹⁸ Phase II has an improved geographic focus and greater emphasis on women's empowerment, HIV/AIDS prevention, and livelihood diversification.¹⁹ Under the PLI model, women organize into groups to get credits they can then use either to buy sheep and goats or diversify into horticulture production.

Within pastoralist communities, projects that help animals are often the single most powerful way to help people. For example, one part of PLI II has been supplementary feeding for livestock at risk of becoming nonproductive under drought conditions. The 2011 annual report for the project quotes a mother with four children who had lost nearly all of her thirteen cattle until she became a beneficiary of this USAID program:

“I started feeding my only lactating cow with supplementary feed. At first, my cow refused to take it, but gradually started taking it. And luckily, one of the pregnant cows gave birth to a female calf during the feeding. Before the feeding, I was able to milk the cow only in the morning and get half a liter of milk. But with the start of the feeding, the body condition of the cows improved and milk production also increased in quality. As my pregnant cow gave birth, the milk production increased, and I started selling some of the milk for others. Currently, my home milk production is eight liters of milk per day. I sell five liters for 25 birr each and fulfill other household needs of the family. I have seen various changes, including the fact that now I am known as Dahaba Canoley (Dahaba milk seller). This indicates that unlike the old days when people were contributing for my food, I am now taking the turn to help others. My household daily food intake is improved, and I am cooking three times a day for my children. I am paying for my children's medication when the need arises. And finally, I am proud of having two lactating cows with three calves. I haven't even slaughtered the twin female calves. . . . Helping the community at the right time is highly appreciated. My livestock are safe, my children are healthy, and I am very happy.”²⁰

Livestock Growth Project

USAID is now soliciting bids for an even more ambitious \$35 million Livestock Growth Project, also to be administered within the AGP framework. This new project is intended to foster growth and reduce poverty through improvements in the competitiveness of selected livestock and dairy value chains to the benefit of both pastoralists and smallholders in targeted districts. It has a goal of increasing smallholder income by 50 percent while increasing the value of meat exports by \$300 million and leveraging private sector investments worth \$80 million.²¹

Additional projects

Pastoralists are also being reached through a two-year WATER project to improve access to safe water and sanitation. Also looking to the future, USAID plans to run a Pastoralists Resiliency Improvement and Market Expansion program from 2012 to 2017 not only to improve conventional production and marketing, but also climate change adaptation. Appropriate marketing strategies are critical for the poor. During the 2011 drought on the



*Support received from **USAID's Livestock Meat Marketing Program** enabled this livestock processing facility to receive its certification and market products in the Middle East.*

Horn, USAID saw the importance to pastoralists of careful destocking—the practice of selling animals before they become nonproductive. In addition to these projects, at least three other projects linked to Feed the Future will be launched in 2012.

Public-private partnerships

USAID has also promoted innovative public-private partnerships in Ethiopia in the past three years. In September 2011 the PepsiCo Foundation and the World Food Program (WFP) announced they were joining USAID in Ethiopia to form a partnership called Enterprise EthioPEA, designed to increase chickpea production and promote long-term nutrition and income security. This partnership is designed to give 10,000 Ethiopian farmers a twofold increase in chickpea yields by introducing up-to-date agricultural practices and irrigation techniques. At the same time it will give WFP a locally sourced and nutrient-rich Ready to Use Supplementary Food to address malnutrition through its existing operations on the Horn of Africa. For PepsiCo the project will support chickpea-based foods as part of the company's expanding international product line. USAID Administrator Shah has said this partnership “illustrates how we can develop market-based solutions and leverage resources to make a sustainable impact in reducing hunger and poverty, which is particularly critical in light of the crisis in the Horn of Africa.”²²

Support for the Productive Safety Net Program has expanded through both food aid and cash

With AGP development assistance projects providing this bigger “pull” since early 2009, expanded PSNP work in Ethiopia continues to provide a bigger “push.” As noted previously, a significant portion of U.S. assistance for agriculture in Ethiopia flows to the PSNP in the form of food aid from the Food for Peace Title II budget. Relying heavily on food aid to support agricultural development in Ethiopia is less than optimal, since it requires more taxpayer money to deliver food than cash, and monetized food donations have the potential to disrupt local markets.²³ Fortunately, cash funding for agricultural development has recently grown in Ethiopia and dependence on food aid has declined. U.S. Food for Peace Title II funding for public works projects through the government of Ethiopia’s PSNP was \$150 million per annum from 2005 to 2008 and has steadily declined to \$110 million in 2011 as the PSNP continues a planned transition to more cash. Funding for agriculture from the core development assistance budget in Ethiopia expanded from just \$7 million in FY 2008 to \$36 million by FY 2011.²⁴ The USAID mission in Addis is now able to use cash in emergencies as well as food. In 2010 it provided \$9 million in Feed the Future Community Development funding to substitute for in-kind monetization support for the PSNP. USAID in Addis has also employed the USAID’s new Emergency Food Security Program program with the World Food Program to source food aid locally to respond to the increased refugee influx in the Somali region.

U.S.-sourced food aid is nevertheless still playing a large role. In 2011 USAID’s Office of Food for Peace in Washington, D.C., made available enough food to support the six months temporary employment wages of 2.3 million Ethiopians, while funding public works projects in fifty-nine districts through Title II Section 202(e) grants.²⁵ Participants dig wells, construct small-scale irrigation canals, plant tree seedlings, build or repair rural roads, and construct school classrooms. These projects are locally coordinated through community leaders who identify eligible recipients, with the government of Ethiopia paying for local staff salaries. Typically, participants are offered guaranteed employment for five days a month in return for transfers of either fifteen kilograms of cereals or a cash equivalent of US\$4 per month for each household member. Households with no labor or other means of support are eligible for direct support worth the same as those participating. When it comes to funding local public works projects, U.S. officials in Ethiopia believe food donations are actually better than cash in some circumstances, as cash donations deliver less benefit when food prices rise and because food (compared to cash) is harder for corrupt local officials to divert.²⁶

In 2011 IFPRI published a study of PSNP showing that this program had increased the period of food security in Ethiopia by 1.05 months, the number of children’s meals consumed during the lean season, and the value of private assets held by recipients *without* crowding out private-sector activity.²⁷

The public works projects that USAID supports through the PSNP also deliver long-term environmental benefits. For example, a 2011 impact assessment of watershed protection activities under PSNP found that actions such as tree planting and the building of terraces on sloping lands had increased wood production and biodiversity, enhanced crop production, recharged groundwater (making small-scale irrigation possible in some locations), and reduced downstream sedimentation. PSNP public works to enclose and

improve pasturelands also helped shift livestock practices toward the raising of fewer but far more productive animals.²⁸ The PSNP approach has won praise for building greater resilience into impoverished rural communities. The World Bank is now looking at it as a model for other countries.

Even so, USAID has moved beyond the basic design of PSNP in innovative ways. For example, it created a PSNP PLUS program (which ran from 2008 until the end of 2011), funded with development assistance money that completed the investments originally made with Title II commodities. This program helped some 42,000 beneficiaries diversify their income sources, in part by training landless youth in beekeeping. This program is now being replaced by a complementary PSNP program called GRAD (Graduation with Resilience to Achieve Sustainable Development). GRAD is designed to overlap to various degrees with the AGP program to test the USAID's "push-pull" hypothesis of how to make agricultural growth more inclusive.²⁹

Food aid continues to fund USDA's in-country activities

Monetizing food aid through the Food for Progress program remains the funding base for all USDA activity in Ethiopia. The Chicago Council's original 2009 report called for a scaling down of food aid monetization due to inefficiencies and to protect local markets from potential disruption. In an effort to shield local markets from these potentially negative impacts, the Ethiopian government has put procedures in place since 2008 that limit sales into local markets if prices fall below a predetermined level.

USDA's activities expanded in 2009 and 2010, and in September 2010 USDA opened a permanent office in Addis for the first time. In June 2010 USDA had imported 23,000 tons of U.S. wheat worth \$7 million for local monetization, with the proceeds to be used by the World Council of Credit Unions to extend credit to farmers. In FY 2010, USDA allocated roughly \$4.5 million to Ethiopia's McGovern-Dole Food for Education program via the World Food Program to feed an estimated 125,000 beneficiaries.³⁰ To aid long-term agricultural development, USDA also operates two training programs in Ethiopia, and both have expanded since 2008. In 2008 the Borlaug Fellowship program funded the training of two people for up to twelve weeks in the United States (at land grant universities, USDA, or other research facilities). By 2011 that number was up to six. In 2009 the short-term (two to three weeks) Cochran Fellowship program sent two people to the United States, and by 2011 that number was up to ten.³¹

These programs could be scaled up if Congress provided funding directly to USDA or other organizations instead of relying on the proceeds from monetization. Monetized food aid usually gets returns of 50 to 70 cents on the dollar, wasting U.S. taxpayer money. Funding for the programs that monetization supports could be increased by 30 to 50 percent simply by ending monetization and transferring funding at extant levels.

Peace Corps support is growing

Peace Corps volunteers are also making a visible contribution to Feed the Future work in Ethiopia. Over the past two years a total of fifty volunteers have worked with Peace Corps/Ethiopia. Many have been assigned to work in the agricultural sector with farmers, promoting small-scale gardening, tree planting, and natural resource management.

Fifteen volunteers are currently in training in Ethiopia to support Feed the Future, with more planned for the future.³² This grows out of the 2011 global agreement on cooperation between the Peace Corps and USAID's BFS mentioned in Part II.³³

Even as emergency food aid increased, resilience has improved under drought conditions

The continued expansion of U.S. agricultural development assistance in Ethiopia has been noteworthy given the drought-triggered emergency that brought significant short-term distress to the entire Horn of Africa in 2011. As early as August 2010, USAID's famine early warning system network had detected a La Niña weather condition in the Indian Ocean likely to reduce rainfall on the Horn of Africa. As predicted, the rains failed in both the fall of 2010 and the spring of 2011, resulting in the worst drought in the region in sixty years. This created emergency needs for 13.3 million people, 4.5 million of them in Ethiopia. In July 2011 famine was formally declared in the southern regions of Somalia. Organizing a timely response to this emergency placed new burdens on USAID's Office of Assets and Livelihoods in Transition and USAID's Office of U.S. Foreign Disaster Assistance, which first pre-positioned 19,000 tons of food in the region and then in 2011 contributed 150,000 tons of food aid for distribution by the World Food Program.³⁴ Despite the burden of this acute, short-term emergency, USAID continued to expand its portfolio of long-term agricultural development assistance projects in Ethiopia. The fact that Ethiopia went through the 2011 emergency without a famine and with fewer than half as many of its own people in need of emergency relief compared to the 2002-03 drought has suggested to observers that ongoing U.S. support for PSNP and new investments in agricultural development are already delivering some tangible benefit in the form of increased resilience and livelihood protection under drought conditions.³⁵

Ghana

Ghana emerged a decade ago as Africa's leading economic success story. Between 2002 and 2008 annual GDP growth averaged 5.8 percent, per capita income nearly tripled, and the share of the Ghanaian population living in poverty fell from the 1992 level of 52 percent to less than 29 percent.¹ In 2007 Ghana was technically reclassified a middle-income country. Yet Ghana's impressive national averages have masked serious internal problems and regional contrasts, specifically within the farming sector. Newly prosperous coastal and urban Ghana in the south is a success story, but in the more remote rural north, farming communities remain poor and hungry. In the southern port capital of Accra, only 2 percent of Ghanaians are classified as food insecure, but in the rural north, in the Upper West Region, 34 percent are still food insecure.² Nationwide, the prevalence of underweight children under five decreased from 25 percent in 1998 to 14 percent by 2008. But in the northern regions (Upper East, Upper West, and Northern) the prevalence of underweight and wasting children remains high. Commercial farmers and smallholders in the south who produce palm oil, cocoa, and horticultural crops such as pineapples and mangoes are favored by climate and proximity to markets, but food crop farmers in the dry and remote north are lagging behind. Maize farmers in Ghana still average only 1.7 tons per hectare, compared to the global average of 5.0 tons per hectare.³ Food crop farmers make up nearly half of the population in some northern zones, and 40 percent have average annual incomes of only \$150, well below the international poverty line.⁴ Their income is low because they must work the land with hand tools, they lack improved seeds and irrigation, and most have no electricity. They are isolated from markets by poor roads that make the purchase of inputs too expensive and the marketing of crops unprofitable.

The opportunity

While the country still faces significant challenges, major improvements have been made. In the last ten years, the government of Ghana has increased farmers' access to affordable loans, expanded road coverage by 60 percent, reactivated national extension services, and increased price incentives for cocoa farmers in particular. Between 2002 and 2004, the share of the international price cocoa farmers received went from 40 percent to 70 percent. As a result, cocoa production doubled in just three years.⁵ By 2008 the share of Ghana's investment budget devoted to agricultural development exceeded the African Union/New Partnership for Africa's Development target level of 10 percent.⁶ An IFPRI study had shown that every 1 percent increase in public spending on agriculture in Ghana was associated with a 0.15 percent increase in agricultural labor productivity and generated a substantial economic benefit to cost ratio of 16.8.⁷ In 2010 Ghana asserted that it was the first Sub-Saharan African country to cut the hungry share of its population by half, thus reaching its first UN Millennium Development Goal five years ahead of schedule.⁸ President John Kufuor, who served for two terms between 2001 and 2008, won the World Food Prize in 2011 for his leadership in promoting food security and agricultural development.

Well before 2009, the U.S. government saw the opportunity to partner with Ghana's political leaders to reduce rural poverty and hunger through investments in agriculture.

In August 2006 during the George W. Bush administration the MCC signed a five-year, \$547 million compact with Ghana. The agricultural component of this project—roughly 39 percent of the compact’s funds—was aimed at reducing poverty by raising farmer incomes through private sector–led farm and agribusiness development. Economic rate of return calculations by MCC were in line with USAID modeling calculations in showing that a strategic focus for five years on the value chains for three crops—rice, maize, and soya—could raise tens of thousands of people out of poverty, especially in the northern part of the country.⁹ The compact strategy drew heavily from USAID experience in agriculture in Ghana, and USAID later used a similar strategy for its own expanded work in northern Ghana.

Benefits of the compact, however, were initially slow in coming. Large MCC compacts are a challenge to administer. For example, Ghana’s implementing agency, MiDA, has had to manage bidding on 750 major contracts to implement the compact, a start-up burden that slowed the initial pace of disbursements. Two years into the life of the compact (in 2008), only 6 percent of the MCC compact funds had been disbursed.¹⁰

U.S. agricultural development actions in Ghana since 2009

Evaluation: Outstanding

U.S. agricultural development activities in Ghana have been strong. The pace of U.S. assistance to agriculture in Ghana has accelerated since 2009, both through the MCC and through regular development assistance channels.

- *Department of State/USAID appropriations for agriculture increased from \$36.8 million in FY 2009 to \$45 million in FY 2011, but saw a dramatic increase from pre-2009 levels, when appropriations were \$6.9 million (FY 2008).*
- *Although the MCC compact ended in February 2012, its vital work in agriculture has laid a solid foundation for expanded Feed the Future activities.*
- *Agricultural staff has increased.*
- *U.S. leadership has helped support in-country government capacity through participation in the development of Ghana’s agricultural policies, sustaining a principal role among bilateral donors to the sector.*
- *The Peace Corps has created a new four-year, cross-sector program to address food security through grass-roots interventions.*
- *USDA is active in research, value-chain development, and trade-related initiatives.*

Despite the 2012 termination of agricultural work under the original MCC compact, strong support for agricultural development can endure through USAID programming if steady funding continues.

Millennium Challenge Corporation compact came into full swing

After a slow start, actual expenditures on MCC compact contracts finally picked up in 2009, as shown in Table 5. By the closeout of the grant in February 2012, \$492 million (90 percent) of funds had been disbursed for the total compact, and the remaining invoices were expected to be disbursed by May 2012.¹¹

The MCC Agriculture Project in Ghana was designed to enhance the profitability of both food staple crops (including in the impoverished north) and horticultural crops. The specific interventions included irrigation development, land tenure facilitation (to improve tenure security for existing land users), improvement of postharvest handling and value-chain services (including enhanced government capacity to monitor compliance with international standards), improvement of credit services, rehabilitation of farm-to-market feeder roads (rehabilitating 950 kilometers of feeder roads to reduce transport costs for farmers), and a major effort at training. By the compact's completion, over 66,900 farmers in thirty districts had received MCC-funded training.¹²

	FY 2007	FY 2008	FY 2009	FY 2010	FY 2011	Grand Total
Agriculture Project	2.86	12.16	40.51	50.45	60.20	166.18
Compact Total	3.62	18.44	59.93	132.07	180.63	394.69

Source: USAID Ghana 2012.

Agri-Business Centers

One distinctive feature of the MCC's Agricultural Project has been the creation of Agri-Business Centers to serve as collection or aggregation points for quality grains. This provides farmers with ways to store and process their grain effectively to avoid postharvest losses and sell it at a guaranteed minimum price in a structured market rather than relying on unreliable, "drive-by" middle buyers. In addition, the compact included the construction and equipping of three public pack houses, where pineapples and mangoes are prepared for export, as well as construction of a Perishable Cargo Center at the Kotoka International Airport in Accra. As of December 2011, 1,669 small and large agribusinesses had been assisted.

The experience of farmers in Suglo Bori Buni in northern Ghana illustrates the approach. In 2008 farmers learned from a government agricultural extension officer that if they could organize into an association of at least fifty members, they would be eligible to participate in the project as a Farmer-Based Organization (FBO). They formed an FBO that was more than 50 percent women and received training, plus a "starter pack" of assets and inputs. Mr. Mustapha Fusheni, chairman of the group, later reported the outcome: "Through MiDA we received incentive packages in the form of three bags of fertilizers, improved seeds, Wellington boots, nose masks, and thirty Ghana *cedis* as land preparation money. They helped us cultivate our farms early enough. We rigorously employed the knowledge and skills acquired through our farming training practices that resulted in increased production." Average maize yields for the group increased to fifteen bags per acre (1.5 metric tons), a dramatic improvement over the normal yield of eight to



Training provided by Ghana's Millennium Development Authority (MiDA) helped this farmer establish the Lolandi Rice Processing Centre. She has increased her capacity from 130 to 1,200 bags of rice annually and increased her profit from \$1.50 per bag to \$10 per bag.

ten bags per acre. Each farmer contributed one bag to be sold for cash that was deposited in a local bank to serve as collateral for the next season's farming loans.¹³

Rural Development Project

Ghana's MCC compact also had a Rural Development Project, which complemented the Agricultural Project by providing community services in areas where compact beneficiary farmers lived. Examples include the construction and rehabilitation of schools and water and sanitation facilities and the electrification of agricultural facilities and rural areas. The project also supported improved public procurement activities and rural financial services. Under this Rural Development Project, 547 school blocks have been rehabilitated or constructed. Expansion of the piped water system has been completed in the northern Tamale metropolitan area in an effort to combat disease in Guinea worm areas. An additional 119 boreholes and small-town water systems are producing potable water, and lightening the chore of carrying water, a traditional burden on women and girls. Computers and electrical power were extended to the rural banking network, with ninety-one rural banks newly automated and 134 rural banks connected to a satellite-based wide area network. Utilizing MCC-funded procurement curriculum, 1,315 students have completed project internships.



Following a directive from the U.S. ambassador, this village benefitted from a Millennium Development Authority (MiDA) project that increased access to water by digging boreholes.

Transportation Project

The third part of the compact was a Transportation Project, designed to reduce farmer and exporter transport costs through improvement in trunk roads and waterway transport, including two Volta Lake ferries, a floating dock, and two landing terminals.¹⁴ Another major investment was upgrading a 14.1 kilometer section of the National Highway to reduce the final bottleneck for accessing the Kotoka International Airport and the Port of Tema. At the end of the compact, 75 kilometers of trunk road construction was effectively completed. The six-lane urban motorway completed with MCC funds has reduced travel time for the section from two hours to just twenty minutes.¹⁵

Government of Ghana commitment

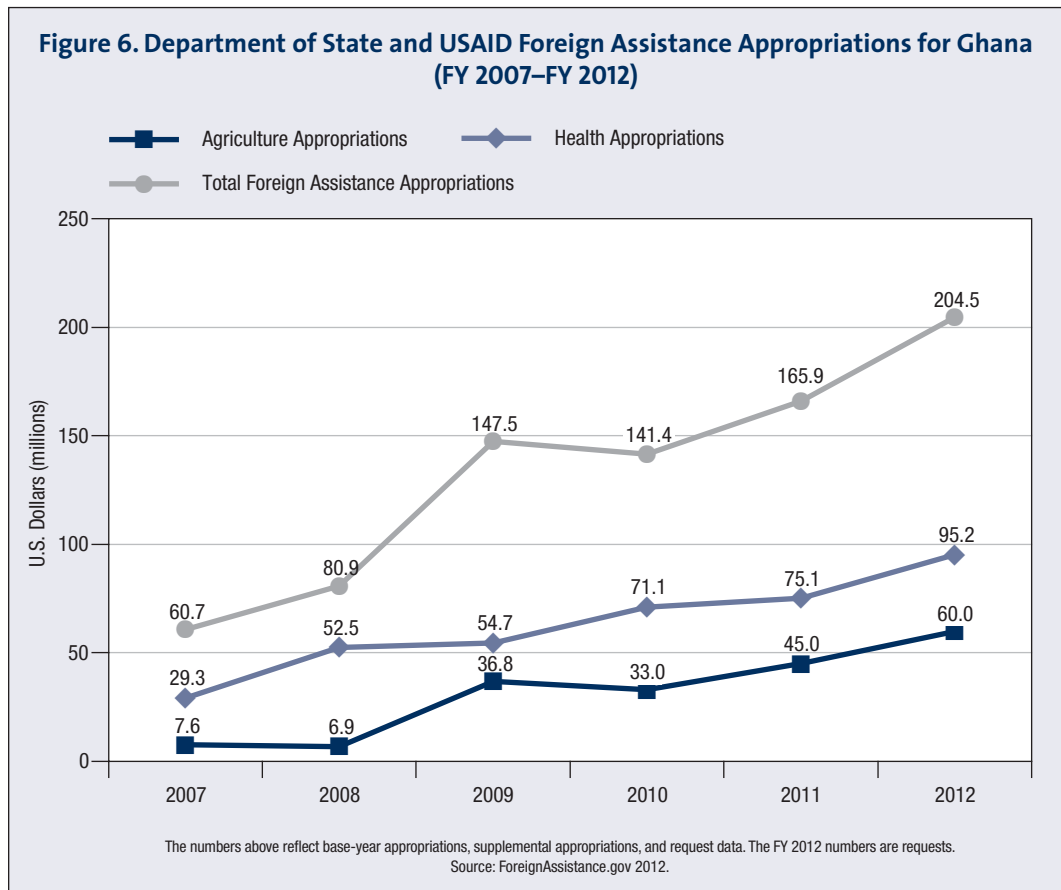
The government of Ghana has shown considerable commitment to the MCC compact. When inflation in Ghana overtook some of the anticipated budget costs, the Ghanaian government contributed an extra \$75 million from its own budget to help make up the difference.¹⁶ MCC has in place a small resident country mission of two expat personnel and a few local hires to provide technical support and oversight. The compact itself was implemented through MiDA and overseen by the MiDA board of directors, which includes numerous Ghanaian government ministers as well as a private sector and NGO representative. Activities on the ground were coordinated through four zonal managers and three project management support consultants. The contracting firms used were Agricultural

Cooperative Development International/Volunteers in Overseas Cooperative Assistance (ACDI/VOCA), (a U.S.-based nonprofit) for the southern region, Adventist Development and Relief Agency for Afram, and the International Fertilizer Development Center (IFDC) for the northern region.

In January 2011 the MCC board of directors declared that Ghana would be eligible to submit a proposal for a second compact. If a second compact is extended, it is likely to be funded at a lower level than the first compact, and it is less likely to emphasize agriculture. A joint U.S.-Ghanaian assessment of economic growth constraints conducted in 2011 identified other issues, including reliable power and urban water supplies as high-priority concerns.

DOS/USAID appropriations have increased to replace the MCC compact

Going forward, MCC’s work in the agricultural sector is being replaced by an expanded USAID effort in that area. USAID selected Ghana early as a focus country for Feed the Future. In July 2009 Washington told the mission in Ghana to expect increased funding for agriculture and asked for a plan to scale up activities through 2015. The mission was told to set evidence-based priorities for a limited set of major interventions, establish a defined geographic focus, and align its actions with country plans, CAADP, and the activities of other donors.¹⁷ The mission responded, and a larger resource stream began to flow. U.S. agricultural appropriations for Ghana increased from \$6.9 million in FY 2008



to \$45 million by FY 2011, with \$60 million requested for FY 2012.¹⁸ Agriculture remains only a small part of total U.S. foreign assistance appropriations for Ghana, as shown in Figure 6, but it has increased significantly since 2008 and is continuing to grow.

Dedicated agriculture staff has increased

Increased resources allowed the U.S. embassy in Accra to hire more staff to work on agricultural development programs. In October 2009 agricultural staffing at the embassy consisted of six individuals. By January 2012, total staff working on Feed the Future in Ghana was eleven.¹⁹

U.S. leadership has supported in-country government capacity

As USAID mission resources for agriculture increased on top of MCC funding, the United States engaged more deeply in farm-sector planning with the Ghanaian government and assumed a stronger leadership role within the larger donor community through the government of Ghana/donor Agriculture Sector Working Group. Within this group USAID in 2009 played a leadership role, helping Ghana's agricultural ministry produce a new Food and Agriculture Sector Development Policy (FASDEP II). This policy became the foundation for donor cooperation under a formal CAADP compact. A \$3.5 million Ghana Strategic Support Program (GSSP) that ran from 2004 to 2009 had earlier provided analytical assistance instrumental in Ghana's design of what became FASDEP II. USAID's own agricultural strategy in Ghana evolved in parallel with government planning, intentionally leveraging the FASDEP II initiative to promote donor contributions to the sector.²⁰ There are actually thirteen development partners currently funding agriculture-related projects and programs in Ghana,²¹ but USAID has maintained leadership partly because of the technical capacity it has provided through programs like the IFPRI-implemented GSSP project and value-chain-enhancement work for the past two decades.²²

New agriculture development projects are moving forward

Agricultural Development Value Chain Enhancement Program

The most important component of USAID's agricultural work in Ghana since 2008 has been a \$42 million, five-year Agricultural Development Value Chain Enhancement Program (ADVANCE), running from 2009 to 2013. This is a significantly enlarged follow-on to an earlier value-chain enhancement effort, USAID's 2005 to 2009 Trade and Investment Program for a Competitive Export Economy. Beyond 2013 USAID hopes to continue value-chain-enhancement work through an extended or redesigned version of ADVANCE.

ADVANCE provides the geographic focus called for by Feed the Future. In July 2009 when USAID awarded the ADVANCE project to ACDI/VOCA, it asked that the work be redesigned to concentrate more on smallholder maize, soy, and rice producers in the neglected northern part of the country—the main target area of Feed the Future in Ghana. ACDI/VOCA complied, relocating sixty-six full-time staff workers and its main office to the north. The ADVANCE project now remains in regular contact with Ghanaian



Alhaji Zachariah Alhasan (pictured here in red), the managing director and owner of Gundaa Produce Company, plowed more than 9,000 acres for farmers between 2009 and 2011 under USAID's ADVANCE Project.

Ministry of Food and Agriculture (MoFA) officials at both the regional and district levels. Fifty MoFA agricultural extension agents have been trained by ADVANCE on the use of global positioning system sets for mapping fields.

The ADVANCE project applies proven methods for farmer training, technology extension, and value-chain enhancement over a wide area. Operating during the final years of the MCC Agriculture Project, USAID's ADVANCE has followed much the same model, but with a stronger focus on smallholders. The goal has been to build organizations of small outgrower farmers and connect them to aggregators, processors, and input suppliers who provide seed, fertilizers, and plowing services in return for in-kind payments of maize, rice, or soy. With access to tractorized plowing services, farmers in the north can now expand their production and sales to serve growing markets in the south. The ultimate goal is also to strengthen the collective voice of farmers while building their financial position and increasing their access to rural credit. In FY 2011 the project worked with eighty-eight independent product supply chains (a 47 percent increase from the previous year) and with 23,000 separate producers, 99 percent of whom were smallholders and 30 percent of whom were women.²³ As of FY 2011, roughly 7,000 of these farmers had already adopted at least one new technology or management practice. That year an estimated 39,000 tons of produce attributable to ADVANCE interventions (valued at \$8.5 million) was purchased from these producers.²⁴

Activity levels under the ADVANCE project have increased continuously. One aggregator—Gundaa Produce Company—serves a farmer network that increased from 1,117 farmers in 2009 to 2,868 farmers in 2010 and to 3,180 farmers in 2011. The total num-

ber of acres that Gundaa has plowed for these farmers increased from 2,235 in 2009 to 2,953 in 2010 to 3,976 in 2011.²⁵ ADVANCE is also partnering with the Alliance for a Green Revolution in Africa to provide storage facilities for the Gundaa farmer network as one of the first building blocks towards the creation of a new warehouse receipting system to give small farmers greater access to the commercial sector.

The ADVANCE project is consistent with a number of the values promoted in The Chicago Council’s 2009 report. That report stressed the importance of gender equity, and USAID in Ghana has taken this mission seriously, initially by hiring consultants to conduct an independent assessment of the role and status of women in local agriculture. This assessment demonstrated that women remained underrepresented in farmer-based organizations partly because they had far less access to good land.²⁶ In response, the ADVANCE project encouraged local leaders at community-level meetings

Table 6. Scaling Up U.S. Agricultural Development Activities in Ghana

2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015	2016
	Ghana Strategic Support Program (GSSP)											
	Trade and Investment Program for a Competitive Export Economy (TIPCEE)											
	Business Sector Advocacy Challenge (BUSAC) Project											
	Millennium Challenge Corporation (MCC) Compact											
					Agricultural Development Value Chain Enhancement Program (ADVANCE)							
					Integrated Coastal and Fisheries Governance (ICFG)							
					Ghana Strategy Support Program (GSSP), Phase II							
					World Food Program Protracted Relief and Rehabilitation Operation (PRRO) Assistance to Food-Insecure People Vulnerable to Droughts/Flood and High Food Prices Project							
					Monitoring Evaluation and Technical Support Services (METSS)							
						Business Sector Advocacy Challenge (BUSAC II) Project						
						Africa Lead training program						
						African Women in Agricultural Research and Development (AWARD)						
						Ghana’s Commercial Agriculture Program (GCAP)						
						Agriculture Investment Fund (FinGAP)						
						Public-Private Partnerships Matching Grants Program						
						Agricultural Technology Transfer (ATT) Program						
						Resiliency in Northern Ghana (RING) Program						
						Policy & Capacity Building Project						

This is not a comprehensive list of U.S. funded agricultural development activities. Source: USAID Ghana 2012.

to make more fertile land available for women to cultivate. ADVANCE also incorporated a number of subprograms targeted only at women such as a Single Mothers Association in rice processing.²⁷ Of the 7,000 farmers who have adopted at least one new technology or management practice in the project, roughly one-third are women. One-third of those who gained improved access to loans were also women.²⁸ ADVANCE has also held workshops with the radio hosts of local agricultural programs to help them mainstream gender awareness into their programming. An informal study found that the number of women listening to these programs subsequently doubled. ADVANCE makes strong use of radio communications, supporting seventy-one Listeners' Clubs in the northern part of the country in venues where members can gather every Thursday and Saturday at a fixed time to listen to agricultural programming in local languages.

Testimonials illustrate what the ADVANCE project has been able to do to help women and girls. Memunatu Alhassan, a forty-five-year-old woman from Bincheratanga in the north had previously been able to grow only ten bags per acre of soybean and groundnuts on her small farm before she joined a local outgrower arrangement created by ADVANCE. When she entered this program in 2010 it gave her access to plowing services and quality seeds on credit, plus training in postharvest management. In that first year her yield increased 50 percent, a gain that allowed her to double her purchase of tubers and yams. Her total sales of soybeans and yams then earned enough to rebuild a collapsed room in her house and pay school fees for her daughter to enter Bagabaga Training College. "I wish I had known about this outgrower arrangement earlier," she later said.²⁹

Other diverse projects

USAID also launched several other new agricultural support projects in Ghana beginning in 2009. One of these was a substantially more ambitious, four-year Phase II of the GSSP (2010 to 2013), with analytic support provided IFPRI. USDA, with a consortium that included Louisiana State University, brought in an additional \$8 million for GSSP's technical support. In 2009 USAID also launched a new four-year, \$10 million Integrated Coastal and Fisheries Governance program, implemented by the University of Rhode Island Coastal Resources Center. Fish provide about 60 percent of all animal protein in the Ghanaian diet, and fishing provides a livelihood for several hundred thousand households in poor coastal communities. This project works through more than seventy local NGOs and will help Ghana protect depleted fisheries stocks by diagnosing and addressing the social, economic, and governance issues that negatively affect coastal marine resources.³⁰

Finally, USAID in Ghana is now funding a two-year, \$3.9 million WFP Protracted Relief and Rehabilitation Operation in northern Ghana. This project will benefit more than 100,000 vulnerable women, children, and people living with HIV/AIDS. It will also benefit local farmers since it operates through WFP's Purchase for Progress program, which in FY 2011 purchased \$700,000 worth of locally grown rice from Ghanaian farmers in the northern region. This is directly consistent with a recommendation in The Chicago Council's 2009 report that the United States "increase funding for local purchase of food aid."³¹ USAID in Ghana also continues to collaborate with other donors. Since 2005 the mission has collaborated with Danish International Development Assistance (DANIDA) and others in a multidonor Business Sector Advocacy Challenge project, which has,

among other things, designed media campaigns to advocate for transparency in land rights in Ghana. A second phase of this project was begun in 2010, funded at more than three times the earlier level.

Beyond this current work, in 2012 USAID will also begin using another new implementation approach by providing \$45 million in grant support to Ghana's own Commercial Agriculture Program as part of a new codesign and cofinancing arrangement with the World Bank. The agency will soon launch an Agriculture Investment Fund to support small-, medium-, and larger-scale investments in tractors, irrigation, commercial farming, and larger storage warehouses and processing facilities. It will also begin a partnership for Agricultural Technology Transfer focused on seeds, fertilizer, technology transfer, and biotechnology. In addition, it is planning other programs in the area of capacity building and policy reform. The larger appropriations requested for Ghana in FY 2012 are thus intended to finance an increasingly diverse portfolio of agricultural activities.

USDA activities have expanded

USDA engages in Feed the Future's whole-of-government approach via its support to Ghana's Medium-Term Agriculture Sector Investment Plan (METASIP) and other activities related to USDA's trade objectives. USDA's efforts are focused on the entire value chain for maize and legumes (including seed research, postharvest technologies, agricultural statistics, and market information) and the development of government and institutional capacities. Other current USDA activities include natural resource management and sanitary and phytosanitary trade capacity-building programs.³² In 2010-11 three land grant university specialists in postharvest storage conducted an assessment that led to two in-country training programs. In the area of agricultural research, between 2009 and 2014 American universities will be working in collaboration with Ghanaian research on cacao cultivation and starter cultures for cheese making.³³

Peace Corps volunteers are supporting grass-roots food security efforts

In 2010 USAID in Ghana signed an agreement with the Peace Corps to create a new \$1.3 million, four-year, cross-sector program to address food security through grass-roots interventions. In northern Ghana agricultural Peace Corps volunteers support the production of maize, rice, and soybean and ensure a greater role for women, while also introducing nutrition programs. This is consistent with a recommendation made in The Chicago Council's 2009 report to design an increased role in Sub-Saharan Africa and South Asia for Peace Corps volunteers in the agricultural sector.³⁴

Bangladesh

Bangladesh is a traditional rural society of roughly 66,000 separate villages. More than 70 percent of the population is rural, with nearly half of all households still dependent on farming. Farms in Bangladesh preponderantly grow rice, the staple food of the country. Rice comprises around 94 percent of all food grains produced annually in Bangladesh.

To its great credit, Bangladesh in recent decades has used an introduction of higher-yielding modern rice varieties to keep production growing ahead of population and to bring down rates of poverty in rural areas from more than 60 percent in 1980 to 35 percent today.¹ But poverty rates are still high, and absolute numbers of poor people continue to increase with population. Demographic trends indicate that the population of Bangladesh will increase from 150 million today to 250 million by midcentury. Already Bangladesh is the most densely populated nation on earth, with three times the population density of neighboring India.² Meanwhile, rising sea levels will increase flooding and soil salinity in coastal areas, shrinking the country's usable landmass. Under these circumstances continued gains in rice production will become more difficult.

Moreover, while rice may fill the stomach, it does not give the rural poor in Bangladesh a balanced and nutritious diet. Among all children in Bangladesh, 40 percent are stunted, 34 percent are iodine deficient, and 49 percent are anemic.³ More than 60 percent of protein consumption in Bangladesh currently depends on fishing, an activity of uncertain sustainability.

To improve future food security, Bangladesh needs accelerated improvements and diversification in its farming systems. Rice productivity must increase more rapidly, both to feed a growing population and to free up cropland for the production of more diverse foods, including pulses, oilseeds, vegetables, fruit, dairy, and poultry. Until recently, the government of Bangladesh sought to increase the national economic growth rate largely through gains in urban industry. Thanks mostly to an expanding textile industry, economic growth rates in Bangladesh did exceed 6 percent annually for a number of years after 2001, but as garment exports and foreign remittances increased, attention to the farming sector faltered.

The opportunity

Today's partnership between the United States and the government of Bangladesh to address the nation's agricultural challenges can be traced to the sudden shock of higher international food prices in 2007-08. When the price of imported rice tripled, the government of Bangladesh was forced to cut tariffs and taxes, increase subsidies, institute more costly social safety net programs, and conduct larger public food procurement and distribution operations. A new government led by the Awami League came to power through a general election at the end of 2008 on a pledge to improve national food security through renewed attention to rice production in particular.⁴ The new government adopted a longer-term vision, which included a National Food Policy Plan of Action and a Revised Poverty Reduction Strategy Paper II. The new focus on long-term rural and agricultural development in Bangladesh corresponded in 2008-09 with America's renewed interest in agricultural development assistance, so USAID made a logical decision to designate Bangladesh a focus country for Feed the Future.

U.S. agricultural development actions in Bangladesh since 2009

Evaluation: Outstanding

Since 2009 the United States has managed a strong across-the-board expansion of agricultural development activity in Bangladesh.

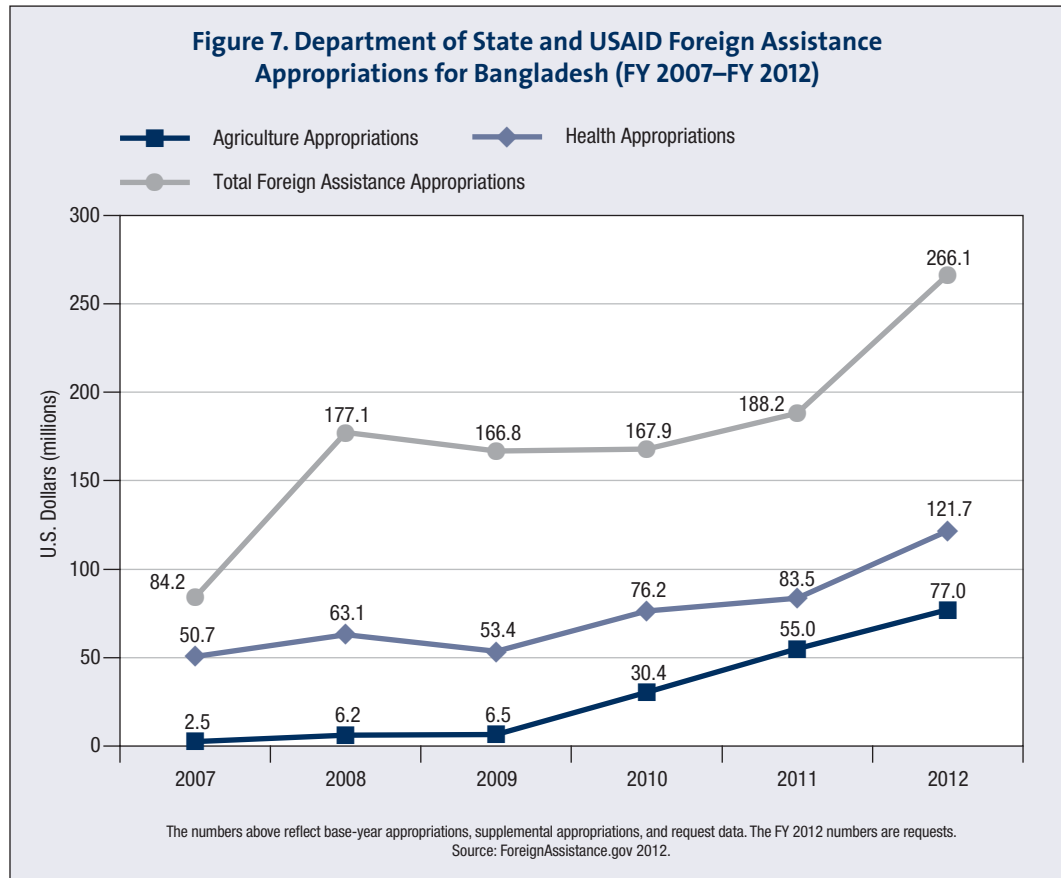
- *Department of State/USAID appropriations for agriculture have increased sharply and steadily from \$6.5 million for FY 2009 to \$55 million in FY 2011.*
- *Agricultural staff has more than doubled.*
- *U.S. leadership has enhanced in-country government capacity through participation in the development of Bangladesh's country investment program and the coordination of U.S. government and donor initiatives.*
- *A range of diverse and innovative projects now deliver short-term direct benefits to 2.7 million households and longer-term benefits to many more.*
- *USDA is actively involved in regulatory and trade issues in addition to its Food for Progress program.*
- *There is still a heavy reliance on food aid, but an increasing amount of non-food aid funding has allowed the U.S. to pilot innovative projects targeting the at-risk populations.*

The ability of the U.S. to continue to support Bangladesh-led agricultural development will depend upon persistent leadership at the mission and embassy levels and on sustained funding from Washington.

DOS/USAID appropriations have increased dramatically

As illustrated in Figure 7, overall foreign assistance appropriations to Bangladesh received a significant boost starting in FY 2008. However, just \$6.2 million of the FY 2008 funds were appropriated for agricultural development work, or 3 percent of total bilateral U.S. assistance to the country. Through 2008 the portfolio of U.S. foreign assistance activities in Bangladesh was dominated by work in the health sector, governance, natural resource management, and private-sector development. Modest support went to small enterprise agribusiness development, and nonemergency food aid was provided under the Food for Peace Title II program to the poor and ultrapoor.

After 2009 this picture changed considerably, as seen in Figure 7. By 2011 bilateral U.S. agricultural assistance funding had increased more than eightfold to \$55 million, making up 29 percent of all U.S. assistance to the country.



Dedicated agriculture staff has increased

This significant increase in agricultural activity at the U.S. mission in Dhaka required an increase in the number of agricultural specialists employed within USAID’s Economic Growth section. In 2009 the Economic Growth office had only four agricultural specialists. By 2011 there were six, and by 2012 there were eleven agricultural specialists (see Table 7).

As of 2012 the embassy in Dhaka hopes to augment these numbers further by gaining a USDA agricultural attaché in Dhaka and adding ten to fifteen Peace Corps volunteers to the Feed the Future team.⁵

Table 7. Agricultural Staffing, USAID Bangladesh (2009–2012)

	2009	2010	2011	2012
Expats	2	2	3	6
Local Hires	2	2	3	5
Total	4	4	6	11

Source: USAID Bangladesh 2012.

U.S. leadership has supported in-country government capacity

This significant scale-up of U.S. agricultural development activities in Bangladesh began with a major planning effort undertaken by the USAID mission in 2009 in collaboration with the government of Bangladesh. In October 2009 the U.S. ambassador and USAID mission director held ministerial-level discussions with government officials to establish a framework for future dialogue, supported now by a U.S. government Interagency Food Security Task Force at the embassy to ensure whole-of-government coordination. Along with the UK's Department for International Development (DFID), USAID led this coordination with other donors through a Local Consultative Group (LCG). The U.S. mission also played a leadership role in the development of the Country Investment Program (CIP) through the LCG Working Group on Agriculture, Food Security, and Rural Development (LCG-AFSRD). The Food and Agriculture Organization (FAO) and the International Food Policy Research Institute (IFPRI) provided technical and methodological support, while USAID provided financing. Now that the CIP strategy has been developed, the group meets once every two months. Efforts are under way to increase the frequency of the meetings.

Under Feed the Future, USAID in Bangladesh is engaging in more direct policy support. It is helping to staff and equip an Agriculture Policy Support Unit (APSU) within the Ministry of Agriculture, contributing \$10.2 million to a multidonor National Food Policy Capacity Strengthening Programme (NFPCSP), supporting a national household survey and a number of policy research studies, providing training to 120 Bangladesh government personnel in food and agricultural policy, and financing training on biosafety regulation for the Bangladesh Department of Environment.⁶ World Bank and FAO officials in Bangladesh confirm that under Feed the Future since 2009, USAID has assumed a far stronger leadership role on agriculture in multidonor settings. These same sources say that prior to 2009 it was difficult to find someone at USAID prepared to work in this area. USAID's role in developing the CIP has also encouraged other donors such as the Danish International Development Assistance (DANIDA) to do more agricultural work in Bangladesh.⁷

New agriculture development projects are moving forward

To grow its agricultural portfolio, the USAID mission in Dhaka began by expanding some existing projects previously limited in scope due to funding constraints, while redesigning other projects to incorporate more agricultural work. To align with government of Bangladesh priorities, several of these new efforts focused on rice productivity.

Accelerating Agriculture Productivity Improvement

For example, a project implemented by the International Fertilizer Development Center (IFDC) to improve efficiency in fertilizer use for rice was scaled up into the \$24 million Accelerating Agriculture Productivity Improvement (AAPI) project to run from 2010 to 2015. The AAPI promotes efficient use of agricultural inputs through an integrated approach, emphasizing the use of good-quality seed, judicious application of balanced fertilizer, and better water management practices. AAPI's main technological innova-



A farmer training session led by USAID staff under the Accelerating Agriculture Productivity Improvement (AAPI) Program.

tion, fertilizer deep placement (FDP), has a positive environmental impact by reducing nitrogen runoff. Most farmers in Bangladesh spread urea (the most common nitrogen-based fertilizer) directly into the floodwater of lowland rice, a practice that wastes two out of every three bags of urea and pollutes surface water with runoff. The FDP method improves yields and reduces pollution by inserting urea briquettes into the rice root zone, which reduces fertilizer use by 40 percent and increases crop yields by about 25 to 40 percent.⁸

To disseminate information on this fertilizer method, the IFDC works with the Bangladesh Ministry of Agriculture and the Department of Agricultural Extension. As of 2009, 36,000 hectares of paddy fields were using this new method. By 2011 the area utilizing FDP and other improved technologies had expanded to 277,000 hectares.⁹ AAPI estimates that 1,800 newly established private entrepreneur supply points will afford farmers access to FDP products and that the project will benefit 3.5 million farmers. In addition, AAPI supports capacity building and policy reform. Begun as a small project in applied research, this effort is now on its way to reaching significant scale. The FDP innovation has been a financial benefit to the government of Bangladesh, as it will reduce the state budget for subsidized fertilizer sales to farmers. Improved efficiency in fertilizer will provide an estimated savings of \$84 million to the government.¹⁰



The Cereal Systems Initiative for South Asia (CSISA), a joint project of the International Rice Research Institute, the International Wheat and Maize Center, and WorldFish with funding from USAID, helps increase the adoption of improved rice varieties and tilapia for fish farming.

Cereal Systems Initiative for South Asia

A second project that targets cereals, vegetable, fish, poultry, and livestock also began as a much smaller research effort. In January 2009 a consortium of three international agricultural research centers, including the International Rice Research Institute, the International Maize and Wheat Improvement Center, and WorldFish began operating in four South Asian countries, including Bangladesh, as a new Cereal Systems Initiative for South Asia (CSISA). When it became clear to the USAID mission in Bangladesh that added resources would be available under Feed the Future, CSISA was asked to broaden, strengthen, and diversify the original project. The CSISA approach spreads innovation in food and farming systems by supporting geographic “hubs,” where farmers groups, NGOs, water management associations, universities, public-sector extension agencies, equipment manufacturers, agro-processing facilities, and input dealers can all learn to expand their operations by working across boundaries with each other.

The CSISA hubs now work in collaboration with other development partners and the AAPI project described above. In Bangladesh CSISA hopes to promote hubs that will help farmers do a better job of winter cropping with innovative surface seeding techniques and that will help them increase adoption of stress-tolerant (flood and drought) rice varieties and improved strains of tilapia for fish-farming using irrigation water only on an as-needed basis.¹¹ To further intensify rice production, the project will conduct

adaptive seed trials, strengthen seed entrepreneur associations, and accelerate work to established market-based networks to provide quality seeds.

Poverty Reduction by Increasing the Competitiveness of Enterprises

Another important agricultural activity in Bangladesh has been the Poverty Reduction by Increasing the Competitiveness of Enterprises (PRICE) project, the principal mechanism USAID uses to provide technical assistance to the private sector in Bangladesh. The \$11 million PRICE project helps small- and medium-sized enterprises (SMEs) enhance their competitiveness. It is implemented by the American contracting firm Chemonics and is scheduled to run from 2008 to 2013 with a project goal to create 40,000 new jobs, generate \$200 million in additional sales, and draw \$4 million in new investment. This project, which was awarded in 2008 prior to The Chicago Council's 2009 recommendations, uses targeted interventions to remove production constraints and increase sales in the horticultural sector (especially potato, eggplant, and mango), in the aquaculture sector (especially small-scale shrimp and fish farming), and in the leather sector, supporting SMEs that hire women in the footwear industry.¹² The project provides technical assistance for the production of tissue-cultured potato plantlets and supports traders in postharvest handling and in building market information linkages. In Bangladesh the commercial and health potential from increased fruit and vegetable production are both enormous, with the health payoffs coming from dietary diversification and commercial payoffs emerging from the ability to meet the growing demand for fruits and vegetables in higher-income urban areas. Bangladesh is currently a commercial importer of horticultural products when it could be a significant exporter.

Strengthening Partnerships, Results and Innovations in Nutrition Globally

One new USAID project under Feed the Future is the Strengthening Partnerships, Results and Innovations in Nutrition Globally (SPRING) program, supporting homestead fruit and vegetable production along with behavior changes for improving the nutrition and income of poor families. This globally funded program running from 2011 to 2015 allocates \$10 million for a Bangladesh project implemented by Helen Keller International, IFPRI, and Save the Children, with subgrants to local NGOs. The objective is to improve the nutritional status of women and of children under age two through vegetable gardening and animal production. SPRING works with government officials, NGOs, community members, and extended family members to reach women and girls.¹³ To further advance dietary diversification goals, in October 2011 USAID also began supporting a five-year, \$7.5 million crop improvement project implemented by the International Potato Center and the World Vegetable Center to improve the production and use of potato, sweet potato, and various other Bangladeshi vegetable crops, including tomato, peppers, amaranth, kangkong, jute mallow, gourds, and beans.¹⁴

Aquaculture initiatives

Feed the Future also operates a five-year (2011 to 2016) aquaculture project in Bangladesh, with an estimated total budget of \$25 million, focused on twenty southern districts. This project disseminates improved quality lines of fish and shrimp and boosts commercial

Table 8. Scaling Up U.S. Agricultural Development Activities in Bangladesh												
2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015	2016
	South Asia Biosafety Program											
Integrated Pest Management (IPM) Collaborative Research Support Program (CRSP)												
National Food Policy Capacity Strengthening Program (NFPCSP) in Bangladesh												
Agricultural Biotechnology Support Project II (ABSP II)												
				Poverty Reduction by Increasing the Competitiveness of Enterprises (PRICE)								
						Bangladesh Policy Research and Strategy Support Program (BPRSSP)						
Accelerating Agriculture Productivity Improvement (AAPi)												
Cereal Systems Initiative for South Asia (CSISA)												
GAFSP funding awarded to the Government of Bangladesh												
								Rural Enterprise for Alleviating Poverty (REAP)				
CIP/AVRDC Horticulture Project												
WorldFish Aquaculture Project												
Strengthening Partnerships, Results and Innovations in Nutrition Globally												
Agriculture Market Information Systems												
Future/Anticipated Projects												
								Food Safety and Certification (SPS)				
								National Agriculture Technology Project (NATP) - Agricultural Research				
								Integrated Agricultural Productivity Project (IAPP)				

This is not a comprehensive list of U.S. funded agricultural development activities. Source: USAID Bangladesh 2012.

aquaculture to improve the nutrition and income status of farm households. More than 700,000 households are expected to benefit during the first eighteen months through productivity improvements in 100,000 hectares of pond area. The target is to generate \$218 million worth of additional production of fish and shrimp.

Agricultural Biotechnology Support Project

One older USAID project in Bangladesh, in operation since 2006, has remained almost entirely research focused. This is the Agricultural Biotechnology Support Project (ABSP II), managed by Cornell University. ABSP II works with the Bangladesh Agricultural Research Institute to conduct field evaluations of insect-resistant eggplant (Bt eggplant)

and to help India's Maharashtra Hybrid Seeds Company (Mahyco) comply with regulatory requirements for commercializing this seed variety in Bangladesh. With support from this project, government scientists in Bangladesh are now conducting confined field trials of Bt eggplant in seven agroecological zones over three seasons. When these trials are completed in the spring of 2012, a submission for regulatory approval will be made to the Crop Biotechnology Committee and Environment Biosafety Committee.¹⁵

Integrated Agricultural Productivity Project

In July 2010 GAFSP awarded the government of Bangladesh a \$52 million grant over five years, primarily to support investment activities under the Integrated Agricultural Productivity Project (IAPP). Activities will range from technology development and adoption to water management, with the expectation that 215,000 small and marginal farmers will benefit, of which at least 20 percent will be women. The supervising entity is the World Bank. GAFSP will contribute \$46.3 million to IAPP, but the government of Bangladesh will contribute \$17.5 million of its own money. The balance of the GAFSP grant (\$3.69 million) will go to technical assistance activities implemented by the FAO, which began its activities in November 2011.¹⁶ The World Bank board approved the IAPP in July 2011 and conducted a formal launch workshop shortly thereafter.¹⁷

USDA is also active in Bangladesh

Assistance to agricultural biotechnology development in Bangladesh also comes from the USDA. USDA's programs in Bangladesh focus otherwise on the strengthening of regulatory systems (working with FAO to improve animal and plant health inspection and to facilitate trade). Through its Foreign Agricultural Service, USDA also administers its own substantial food aid programs in Bangladesh under the Food for Progress program. USDA does not have an agricultural attaché in Bangladesh, but FAS and Animal and Plant Health Inspection Service concerns in the country are covered by staff that visit from Delhi, India.

Food for Progress food aid, as discussed in earlier sections, is donated to local partners and then sold (monetized), with the proceeds used to fund the work of partner organizations who engage in technical assistance and agricultural development work. Food for Progress is a substantial program in Bangladesh. In FY 2011 wheat donations valued at \$17.5 million went to the Small Enterprise Assistance Fund (which was initially a private investment subsidiary of the international development organization CARE), and wheat donations worth \$4.3 million went to Winrock International, which used these resources to provide seed and technical assistance to marginal farmers engaged in horticulture and freshwater pond fish production. This thirty-month Winrock project, named Rural Enterprise for Alleviating Poverty (REAP), has helped eight-four farmer organizations and has assisted 2,200 families. REAP partners with local NGOs and the Bangladesh Department of Fisheries. Other Food for Progress partners support university-to-university work and help build the human and institutional capacity of the National Agricultural Research System of Bangladesh. USDA also supports school feeding. Under USDA's McGovern-Dole Program in 2011, the World Food Program received \$30 million worth of U.S. wheat to support school feeding programs.¹⁸

Food for Peace food aid continues to increase

USAID's Food for Peace Title II food aid also continues to flow into Bangladesh in significant quantities. In the current five-year period (2010 to 2015), Title II funding will total \$210 million, nearly twice as much as during the previous seven-year period.¹⁹ USAID arranges for distribution through three NGOs (CARE, ACDI/VOCA, and Save the Children), primarily for nutritional programs to reduce the incidence of stunting, but also for disaster mitigation. Title II food aid currently allows CARE to work with the government of Bangladesh on cyclone early warning.²⁰ As mentioned previously, the original 2009 Chicago Council report called for a scaling back of food aid monetization. To date there is little evidence that this is happening in Bangladesh, with the exception of operational changes with USAID's largest partner in Bangladesh, CARE, who has stopped open sales into the market, and engages in monetization only if the proceeds feed into the targeted safety net programs of the government of Bangladesh.²¹

Focused strategy is having an impact

Amid all this expansion, the USAID mission in Bangladesh has not lost focus. One distinctive feature of its strategy has been a tightened focus on three geographic areas within the southwest part of the country, Barisal, Khulna, and Dhaka. This decision was made in collaboration with the government of Bangladesh based on the severe poverty and food insecurity in these regions, plus the likelihood that large numbers can be helped by interventions. The U.S. mission believes this strategy is now working based on a count of the total numbers of rural households benefitting directly from U.S. government interventions. Table 9 below shows particularly sharp increases in the reach of U.S. government interventions following the rapid scaling up in 2011 and 2012 of PRICE horticultural activities, CSISA, and AAPI and distributions of seed and fertilizer technology. The estimated number of farmers, processors, and others who have adopted new technologies or management practices as a result of U.S. government assistance has also increased dramatically.

Table 9. U.S. Bilateral Assistance in Bangladesh: Beneficiaries of Food for Peace and Feed the Future Programming					
	2008	2009	2010	2011	2012
Number of rural households benefitting directly from U.S. interventions	119,221	61,872	26,840	862,997	2,700,000
Number of farmers, processors, and others who have adopted new technologies or management practices as a result of U.S. interventions	N/A	93,000	127,810	468,428	1,379,093

Source: USAID Bangladesh 2012.

IV. Conclusion

The evidence gathered in this report reveals that the first three years of Feed the Future have generated a wide range of new governmental actions, both in Washington, D.C., and in the field. In Washington coherent strategies have been developed, new staff has been hired, new development mechanisms have continued to grow, and a larger pipeline of congressional funding has been secured. In the field, old programs have been scaled up, new programs have been launched, U.S. government representatives are taking an increasingly active role amongst donors, and host governments have become strong partners. This substantial revival of U.S. policy represents a dramatic improvement compared to the decades of neglect that prevailed before 2009.

Some departments and agencies have shown greater creativity and initiative than others. The Department of State, USAID and MCC earned the highest praise. Yet many others received a “good” evaluation, and none was judged to be “unsatisfactory.” In the field, U.S. activities in all three countries received “outstanding” evaluations. This represents a strong turnaround compared to the lagging performance of the U.S. government before The Chicago Council published its 2009 *Renewing American Leadership* report. Over the past three years, the U.S. government has managed to build a strong new programmatic and institutional capacity in agricultural development to reassume international leadership in the fight against hunger and poverty.

The positive tone of this report must be qualified by a concern about the future. The impressive policy turnaround of the past three years was the result of skilled and dedicated political leadership, aided by the galvanizing impact of the 2008 world food crisis and the fortunate timing of a dedicated new administration in 2009. The challenge will be to sustain this higher level of U.S. effort in agricultural development for the remainder of the ten-year period needed at minimum to produce a durable result. The memory of the 2008 world food crisis may fade in the years ahead, and if nothing emerges to refocus policy energies in this area, the United States may once again lose sight of the smallholders and pastoralists in Sub-Saharan Africa and South Asia who are poor and hungry year in and year out regardless of the price of food on the world market.

Neglecting the task of agricultural development will only make the need for emergency food aid more frequent and the reemergence of recurring world food crises more likely. Avoiding a retreat into inactivity or a lapse into complacency will be the real challenge our leaders must confront in the years ahead. The project has been launched, but it now must be carried forward with creative and watchful care. This is a task to which all departments and agencies of government, both in Washington and in the field, must make continuing contributions. Our stronger governmental capabilities in agricultural

development, created through an inspired effort over the past three years, must now be put to sustained use. As the initial and crucial impetus for the renewal of U.S. global leadership in agriculture development and food security came from the U.S. president himself, the same level of presidential commitment and support for a sustained effort will be necessary over the next few years to ensure success.

On March 13, 2012, Secretary of State Clinton addressed a Global Chiefs of Mission Conference in Washington, D.C., with these words:

“I believe that in this fast-changing world, American leadership is even more important. Only America has the reach, resources, and relationships to anchor a more peaceful and prosperous world. And as leaders within our country’s foreign policy here at the State Department and USAID, our goal must be to bolster America’s position, not just for the rest of this year, but for decades to come.”¹

These remarks could not have been more appropriate for Feed the Future, an initiative that would not have been launched without the vision and drive of American government leaders and which cannot succeed without at least a decade of continued effort.

About the Global Agricultural Development Initiative

The Global Agricultural Development Initiative (GADI), launched in 2008 and expanded in 2010, purposes to build support and provide policy innovation and accountability for a long-term U.S. commitment to agricultural development as a means to alleviate global poverty. It aims to maintain the policy impetus towards a renewed U.S. focus on agricultural development, provide technical assistance to agricultural development policies' formulation and implementation, and offer external evaluation and accountability for U.S. progress on food security. The Initiative is led by Catherine Bertini, former executive director, UN World Food Program, and Dan Glickman, former secretary, U.S. Department of Agriculture, and overseen by an advisory group comprised of leaders from government, business, civic, academic, and NGO sectors. The Global Agricultural Development Initiative is a program of The Chicago Council on Global Affairs. For further information, please visit thechicagocouncil.org/globalagdevelopment.

The Chicago Council on Global Affairs

Founded in 1922 as The Chicago Council on Foreign Relations, The Chicago Council on Global Affairs is one of the oldest and most prominent international affairs organizations in the United States. Independent and nonpartisan, The Chicago Council is committed to influencing the discourse on global issues through contributions to opinion and policy formation, leadership dialogue, and public learning. Learn more at thechicagocouncil.org.

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Acronyms

AAPI	Accelerating Agriculture Productivity Improvement
ABSP	Agricultural Biotechnology Support Project
ACDI/VOCA	Agricultural Cooperative Development International/Volunteers in Overseas Cooperative Assistance
ADVANCE	Agricultural Development and Value Chain Enhancement Project
AFSI	L'Aquila Food Security Initiative
AGP	Agricultural Growth Project
AMDe	Agriculture and Market Development
ATA	Agricultural Transformation Agency
BFS	Bureau for Food Security
CAADP	Comprehensive Africa Agriculture Program
CGIAR	Consultative Group on International Agricultural Research
CIP	Country Investment Program
CRSP	Collaborative Research Support Programs
CSISA	Cereal Systems Initiative for South Asia
DANIDA	Danish International Development Assistance
DLI	Development Leadership Initiative
DOS	(United States) Department of State
FAO	Food and Agriculture Organization of the United Nations
FASDEP	Food and Agriculture Sector Development Policy
FBO	Farmer-Based Organization
FDP	fertilizer deep placement

GAFSP	Global Agriculture and Food Security Program
GAO	(United States) Government Accountability Office
GRAD	Graduation with Resilience to Achieve Sustainable Development
GSSP	Ghana Strategic Support Program
IAPP	Integrated Agricultural Productivity Project
IFDC	International Fertilizer Development Center
IFPRI	International Food Policy Research Institute
LCG	Local Consultative Group
MCC	Millennium Challenge Corporation
MiDA	Millennium Development Authority
MoFA	Ghanaian Ministry of Food and Agriculture
NARS	National Agricultural Research Systems
NEPAD	New Partnership for Africa's Development
PLI	Pastoralist Livelihoods Initiative
PRICE	Poverty Reduction by Increasing the Competitiveness of Enterprises
PSNP	Productive Safety Net Program
REAP	Rural Enterprise for Alleviating Poverty
RED&FS	Rural Economic Development and Food Security Sector
SAGCOT	Southern Agricultural Corridor of Tanzania
SMEs	small- and medium-sized enterprises
SPRING	Strengthening Partnerships, Results and Innovations in Nutrition Globally
USAID	United States Agency for International Development
USDA	United States Department of Agriculture
WFP	World Food Program

Annex A

Recommendations and action items from the 2009 report *Renewing American Leadership in the Fight Against Global Hunger and Poverty*

1. Increase support for agricultural education and extension at all levels in Sub-Saharan Africa and South Asia

- 1a: Increase USAID support for Sub-Saharan African and South Asian students—as well as younger teachers, researchers, and policymakers—seeking to study agriculture at American Universities
- 1b: Increase the number and extent of American agricultural university partnerships with universities in Sub-Saharan Africa and South Asia
- 1c: Provide direct support for agricultural education, research, and extension for young women and men through rural organizations, universities, and training facilities
- 1d: Build a special Peace Corps cadre of agriculture training and extension volunteers who work closely within the Sub-Saharan African and South Asian institutions to provide on-the-ground, practical training, especially with and for women farmers
- 1e: Support primary education for rural girls and boys through school feeding programs based on local or regional food purchase

2. Increase support for agricultural research in Sub-Saharan Africa and South Asia

- 2a: Provide greater external support for agricultural scientists working in the national agricultural research systems of selected countries in Sub-Saharan Africa and South Asia
- 2b: Provide greater support to international agricultural research conducted at the international centers of the CGIAR
- 2c: Provide greater support for collaborative research between scientists from Sub-Saharan Africa and South Asia and scientists at U.S. universities
- 2d: Create a competitive award fund to provide an incentive for high-impact agricultural innovations to help poor farmers in Sub-Saharan Africa and South Asia

3. Increase support for rural and agricultural infrastructure, especially in Sub-Saharan Africa

- 3a: Encourage a revival of World Bank lending for agricultural infrastructure in Sub-Saharan Africa and South Asia, including lending for transport corridors, rural energy, clean water, irrigation, and farm-to-market roads
- 3b: Accelerate disbursement of the MCC funds already obligated for rural roads and other agricultural infrastructure projects in Sub-Saharan Africa and South Asia

4. Improve the national and international institutions that deliver agricultural development assistance

- 4a: Restore the leadership role of USAID
- 4b: Rebuild USAID's in-house capacity to develop and administer agricultural development assistance programs
- 4c: Improve interagency coordination for America's agricultural development assistance efforts
- 4d: Strengthen the capacity of the U.S. Congress to partner in managing agricultural development assistance policy
- 4e: Improve the performance of international agricultural development and food institutions, most notably the Food and Agriculture Organization of the United Nations

5. Improve U.S. policies currently seen as harmful to agricultural development abroad

- 5a: Improve America's food aid policies
- 5b: Repeal restrictions on agricultural development assistance that might lead to exports in possible competition with U.S. exports
- 5c: Review USAID objections to targeted subsidies (such as vouchers) to reduce the cost to poor farmers of key inputs such as improved seeds and fertilizers
- 5d: Revive international negotiations aimed at reducing trade-distorting policies, including trade-distorting agricultural subsidies
- 5e: Adopt biofuels policies that place greater emphasis on market forces and on the use of nonfood feedstocks

Annex B

Overview of the *2011 Progress Report on U.S. Leadership in Global Agricultural Development*

In February 2009, The Chicago Council on Global Affairs released the report *Renewing American Leadership in the Fight Against Global Hunger and Poverty*. That report laid out a comprehensive strategy for the administration and Congress to secure global food availability by refocusing and reinvesting in agricultural development in Sub-Saharan Africa and South Asia.

This *2011 Progress Report* documents the degree to which the administration and Congress have made progress in achieving the changes in U.S. government policy that were recommended in 2009. It is the first of several annual reports intended to monitor the pursuit of long-term national goals, whose results will be seen in the future stability and prosperity of today's food-security hot spots. Policy and institutional changes in pursuit of those goals were graded by Chicago Council staff after reviewing reports and official documents and interviewing agency personnel and observers. It must be underscored that this report assesses only policy development, implementation, and related organizational change, not the actual impact of U.S. agricultural policy on the ground in the targeted regions and countries.

In addition to evaluating the specific policies targeted in the 2009 recommendations, the *Progress Report* includes the results of an informal online survey on whether U.S. leadership in global agricultural development has strengthened or weakened in the past year. The results of the survey are presented separately and were not factored into the grading process; they are included here to supplement the assessments of The Chicago Council with the views of a broader constituency interested in agricultural development policy.

The *2011 Progress Report* shows that the United States is indeed exerting stronger leadership in global agricultural development, with positive changes since 2008 in the directions recommended by The Chicago Council. Improvements so far have occurred in the context of a deep recession and severe budget constraints and have consisted mainly of building partnerships and making organizational changes to improve the efficiency of new investments. U.S. government institutions have been significantly reoriented and restructured to deliver more effective agricultural development programming. This is a substantial achievement in itself, but much more is needed.

Whether improved U.S. policies actually translate into improvements on the ground now depends mainly on the magnitude of effort and the extent to which these investments are funded over time. The return of food price volatility in 2010-11 stresses the urgency and extent of the global food-security challenge. As the 2009 *Renewing American Leadership* report indicated, the fight against global hunger and poverty requires both

immediate action and a sustained, long-term commitment. It is the responsibility of both the Administration and Congress to maintain the current momentum, as persistent threats call for equally persistent leadership.

Understanding the Grades

What is being graded, by whom, and why?

The 2009 report put forward five broad recommendations to be carried out through twenty-one specific actions. In this report card, each letter grade corresponds to the degree to which the 2009 report's five broad recommendations have been implemented. The "Detailed Progress to Date" section includes narrative comments on policy changes and examples of how each action was or was not fulfilled. In each case, the evaluation refers to actions taken by the entire U.S. government, including all branches and all agencies, plus contractors and public institutions such as state universities. Implementation has been tracked and assessed by The Chicago Council's staff with the assistance of outside experts, through the review of reports and official documents and interviews with agency personnel and observers.

Any evaluation of this type is necessarily subjective, especially given the very early stage and multifaceted character of the U.S. government's global food security policy. Given the complexities of the issues discussed and the limited timeframe for research, this report does not provide a comprehensive exploration of U.S. efforts, but rather a documented overview of major changes. Each reader will have his or her own expectations about how much progress towards The Chicago Council's 2009 recommendations can or should have been achieved by this point in time. For some readers, any grade of C or better would be considered adequate, while others might expect straight As. The goal, as for any grading exercise, is to facilitate transparency in comparing performance across areas and over time between 2011 and future progress reports issued using a similar methodology. This *Progress Report* allows ready comparison across performance areas, in a field where achievements are often very difficult to benchmark and compare.

How were the grades determined?

The letter grades are based on the scoring of each of the twenty-one specific actions. Performance on the twenty-one actions was scored on a ten-point scale, where ten means the full extent of recommended change is being implemented, zero means all activity was stopped, and five means no significant change since 2008. Individual scores for each action were then averaged to produce an overall percentage achievement for that broad recommendation; letter grades were given based on how much change could reasonably be expected given the many constraints on U.S. government action in 2009 and 2010. Average achievements above 80 percent earned an A; averages of 65-79 percent were graded B; 55-64 percent was a C; 45-54 percent was a D; and performance below 45 percent on any recommendation would have been rated F. The "At-A-Glance Summary" details the individual numerical scores for the actions, the averages, and the overall letter grades for each recommendation.

2011 Progress Report on U.S. Leadership in Global Agricultural Development		
Report Card		
Overall Assessment	Grade	Comments
U.S. Leadership in Global Agricultural Development	B-	Key changes have put the U.S. in a position to lead. Success in the field will depend on increased funding, leadership, whole-of-government coordination both in Washington and in target countries, and sustained commitment.
Recommendation	Grade	Comments
Increase support for agricultural extension and education	B-	The U.S. is leveraging the skills and resources of its domestic agricultural education institutions with programs that allow larger numbers of participants and a greater number of partnerships. The challenge ahead is deepening support to ensure long-term impact.
Increase support for agricultural research	B-	The U.S. has continued to support its major agricultural research mechanisms, and several promising new approaches have been launched, but direct support to national agricultural research systems remains a weak link.
Increase support for rural and agricultural infrastructure, especially in Sub-Saharan Africa	B	The Millennium Challenge Corporation has increased its disbursements and the World Bank has invested new energy and resources in global agriculture. However, stalled investments may hinder potential successes.
Improve national and international institutions that deliver agricultural development assistance	B+	The structure and effectiveness of USAID has improved and many interagency coordination efforts are underway, but staffing and budget constraints limit the magnitude of effort.
Improve U.S. policies currently seen as harmful to agricultural development abroad	D	The policies and issues that cross-cut U.S. domestic agriculture and global agricultural development continue to generate heated debate. While discussions continue, little action has occurred. Policies regarding emergency food aid and targeted vouchers have improved and could bring large gains, but other rules have not changed.

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At-A-Glance Summary of Letter Grades and Numerical Scores

Recommendations and Actions	Action Score	Letter Grade
1. Increase support for agricultural extension and education		B-
1a: Support for students	7	
1b: Partnerships between universities	8	
1c: Direct support for education, research, and extension	7	
1d: Peace Corps volunteers in agriculture	7	
1e: Support primary education through school feeding based on local and regional purchase	5	
Average	(68%)	
2. Increase support for agricultural research		B-
2a: Support for national scientists in national agricultural research systems	6	
2b: Support for the Consultative Group on International Agricultural Research	7	
2c: Support for collaborative research between U.S. and others	6	
2d: Competitive award funds to encourage agricultural innovations	8	
Average	(68%)	
3. Increase support for rural and agricultural infrastructure, especially in Sub-Saharan Africa		B
3a: Revive World Bank's lending for agricultural infrastructure	6	
3b: Accelerate disbursement of Millennium Challenge Corporation funds	8	
Average	(70%)	
4. Improve national and international institutions that deliver agricultural development assistance		B+
4a: Restore the leadership role of USAID	8	
4b: Rebuild USAID's in-house capacity	9	
4c: Improve interagency coordination	9	
4d: Strengthen capacity of U.S. Congress	5	
4e: Improve international agricultural development and food institutions	6	
Average	(74%)	
5. Improve U.S. policies currently seen as harmful to agricultural development abroad		D
5a: Improve America's food aid policies	6	
5b: Repeal restrictions on assistance to exports	5	
5c: Review objections to targeted input subsidies	5	
5d: Revive international negotiations to reduce trade distortions	5	
5e: Adopt biofuels policies that emphasize market forces	5	
Average	(52%)	

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