United States Government Accountability Office

GAO

Report to Congressional Committees

March 2010

GLOBAL FOOD SECURITY

U.S. Agencies Progressing on Governmentwide Strategy, but Approach Faces Several Vulnerabilities

GAO-10-352

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U.S. Agencies Progressing on Governmentwide Strategy, but Approach Faces Several Vulnerabilities

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Highlights

Highlights of GAO-10-352, a report to congressional committees

Why GAO Did This Study

Global hunger continues to worsen despite world leaders' 1996 pledge—reaffirmed in 2000 and 2009—to halve hunger by 2015. To reverse this trend, in 2009 major donor countries pledged $22 billion in a 3-year commitment to agriculture and food security in developing countries, of which $3.5 billion is the U.S. share. Through analysis of agency documents, interviews with agency officials and their development partners, and fieldwork in five recipient countries, GAO examined (1) the types and funding of food security programs and activities of relevant U.S. government agencies; and (2) progress in developing an integrated U.S. governmentwide strategy to address global food insecurity as well as potential vulnerabilities of that strategy.

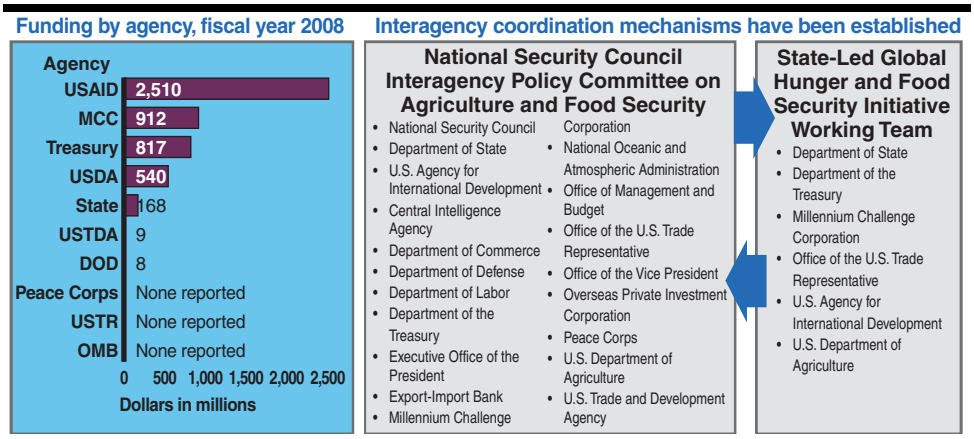
What GAO Recommends

To enhance U.S. efforts to address global food insecurity, GAO recommends that the Secretary of State (1) develop an operational definition of food security that is accepted by all U.S. agencies, establish a methodology for consistently reporting comprehensive data across agencies, and periodically inventory agencies' food security-related programs and funding; and (2) collaborate with other agency heads to finalize a governmentwide strategy that delineates measures to mitigate the risks associated with the host country-led approach. The Departments of State, the Treasury, Agriculture (USDA), and the U.S. Agency for International Development (USAID) generally concurred with the recommendations.

View GAO-10-352 or key components.
For more information, contact Thomas Melito at (202) 512-9601 or melitot@gao.gov.

What GAO Found

The U.S. government supports a wide variety of programs and activities for global food security, but lacks readily available comprehensive data on funding. In response to GAO's data collection instrument to 10 agencies, 7 agencies reported funding for global food security in fiscal year 2008 (see figure below) based on the working definition GAO developed for this purpose with agency input. USAID and USDA reported the broadest array of programs and activities, while USAID, the Millennium Challenge Corporation, Treasury, USDA, and State reported providing the highest levels of funding for food security. The 7 agencies together directed at least $5 billion in fiscal year 2008 to global food security, with food aid accounting for about half of that funding. However, the actual total level of funding is likely greater. GAO's estimate does not account for all U.S. government funds targeting global food insecurity because the agencies lack (1) a commonly accepted governmentwide operational definition of global food security programs and activities as well as reporting requirements to routinely capture data on all relevant funds; and (2) data management systems to track and report food security funding comprehensively and consistently.



Source: GAO analysis of the agencies' responses to the data collection instrument and program documents.

The administration is making progress toward finalizing a governmentwide global food security strategy—expected to be released shortly—but its efforts are vulnerable to data weaknesses and risks associated with the strategy's host country-led approach. The administration has established interagency coordination mechanisms at headquarters in Washington, D.C., (see figure above) and is finalizing an implementation document and a results framework. However, the lack of readily available comprehensive data on current programs and funding levels may deprive decision makers of information on available resources and a firm baseline against which to plan. Furthermore, the host country-led approach, although promising, is vulnerable to (1) the weak capacity of host governments, which can limit their ability to sustain donor-funded efforts; (2) a shortage of expertise in agriculture and food security at U.S. agencies that could constrain efforts to help strengthen host government capacity; and (3) policy differences between host governments and donors, including the United States, which may complicate efforts to align donor assistance with host government strategies.

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Abbreviations

CAADP	Comprehensive Africa Agriculture Development Program
DOD	Department of Defense
DSCA	Defense Security Cooperation Agency
FACTS	Foreign Assistance Coordination and Tracking System
FAS	Foreign Agriculture Service
FAO	Food and Agriculture Organization
Food Security Sub-PCC	Food Security Sub-Policy Coordinating Committee on Food Price Increases and Global Food Security
G8	Group of 8
G20	Group of 20
GHFSI	Global Hunger and Food Security Initiative
IFAD	International Fund for Agricultural Development
IFAR	International Food Assistance Report
IPC	Interagency Policy Committee
MCC	Millennium Challenge Corporation
MDB	multilateral development bank
NGO	nongovernmental organization
NSC	National Security Council
OMB	Office of Management and Budget
State	Department of State
State/F	Department of State's Office of the Director of U.S. Foreign Assistance
Treasury	Department of the Treasury
UN	United Nations
USAID	U.S. Agency for International Development
USDA	U.S. Department of Agriculture
USTDA	U.S. Trade and Development Agency
USTR	Office of the U.S. Trade Representative

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United States Government Accountability Office
Washington, DC 20548

March 11, 2010

The Honorable Rosa L. DeLauro
Chairwoman
Subcommittee on Agriculture,
Rural Development,
Food and Drug Administration,
and Related Agencies
Committee on Appropriations
House of Representatives

The Honorable John F. Kerry
Chairman
The Honorable Richard G. Lugar
Ranking Member
Committee on Foreign Relations
United States Senate

Global hunger continues to worsen despite world leaders' 1996 pledge—reaffirmed in 2000 and 2009—to halve hunger by 2015.[1] In 2009, the Food and Agriculture Organization (FAO) reported that more than 1 billion people were undernourished worldwide. The food and fuel crisis of 2006 through 2008 and the current global economic downturn exacerbated food insecurity in many developing countries and sparked food protests and riots in dozens of them. However, official development assistance for agriculture declined from the 1980s to 2005. To reverse this trend, in 2009 major donor countries agreed to a $22 billion, 3-year commitment for

[1]At the 1996 World Food Summit, world leaders set a goal to halve the *total number* of undernourished people worldwide by 2015 from the 1990 level. However, in 2000, the first of eight UN Millennium Development Goals (MDG), referred to as MDG-1, was defined as a commitment to halve the *proportion* of undernourished people. Both goals apply globally as well as at the country and regional levels. MDG-1 has two targets: first, between 1990 and 2015, to halve the proportion of people whose income is less than $1 a day and second, between 1990 and 2015, to halve the proportion of people who suffer from hunger. The second target is measured by two progress indicators: (1) the prevalence of underweight children under 5 years of age on the basis of United Nations Children's Fund and World Health Organization data and (2) the proportion of the population below the minimum level of dietary energy consumption. In this report we focus on the latter indicator, which is based on FAO's World Food Summit goal estimates.

agriculture and food security in developing countries.[2] According to the Department of State, the U.S. share of this commitment—at least $3.5 billion—includes $1.2 billion towards the administration's Global Hunger and Food Security initiative in fiscal year 2010, representing more than double the fiscal year 2009 budget request. Various legislative proposals introduced in 2009[3] call for action to improve global food security.[4]

Although investments in agriculture are important for increasing food security, we found in our 2008 review of food insecurity in sub-Saharan Africa that neither host governments nor donors, including the United States, have prioritized food security and agriculture as development goals.[5] According to the World Bank's 2008 *World Development Report*, promoting agriculture in developing countries is imperative for meeting the Millennium Development Goal of halving poverty and hunger by 2015. In our report, we concluded that U.S. efforts to reduce hunger in sub-Saharan Africa—where food insecurity is most prevalent—had been impaired by limited agricultural development resources, a fragmented approach, and an emphasis on emergency food aid. We recommended (1) the development of an integrated governmentwide strategy that defines each agency's actions and resource commitments to achieve food security, particularly in sub-Saharan Africa, including improving collaboration with host governments and other donors and developing improved measures to monitor and evaluate progress toward the implementation of this strategy and (2) annual reporting to Congress on progress toward the implementation of the first recommendation.

[2]Major donors and their commitments—totaling $22 billion—are as follows: Australia, $464 million; Canada, $1.2 billion; the European Commission, $3.8 billion; France, $2.3 billion; Germany, $3 billion; Italy, $450 million; Japan, $3 billion; the Netherlands, $2 billion; Spain, $729 million; Sweden, $563 million; the United Kingdom, $1.8 billion; and the United States, $3.5 billion.

[3]These include S. 384, *Global Food Security Act*, introduced on February 5, 2009; HR 2795, *Roadmap to End Global Hunger and Promote Food Security Act of 2009*, introduced on June 10, 2009; and HR 3077, *Global Food Security Act of 2009*, introduced on June 26, 2009.

[4]FAO defines food security as a condition that exists when all people, at all times, have physical, social, and economic access to sufficient, safe, and nutritious food to meet their dietary needs and food preferences for an active and healthy life. Specifically, food security includes three elements: (1) food availability, (2) access, and (3) utilization. The declaration approved at the World Summit on Food Security in November 2009 expanded FAO's definition to include stability as a fourth element. This fourth element was added after we completed our data collection and analysis. However, FAO's definition does not include an operational definition that would indicate which programs and activities it covers.

[5]GAO, *International Food Security: Insufficient Efforts by Host Governments and Donors Threaten Progress to Halve Hunger in Sub-Saharan Africa by 2015*, GAO-08-680 (Washington, D.C.: May 29, 2008).

Since assuming office in January 2009, the President and the Secretary of State have each stated that improving global food security is a priority for this administration. Consistent with our first recommendation, U.S. agencies have launched a global hunger and food security initiative, and in April 2009 the administration renewed efforts to develop a governmentwide strategy. The National Security Council (NSC) Interagency Policy Committee on Agriculture and Food Security and a Department of State-led Global Hunger and Food Security Initiative (GHFSI) working team are responsible for these efforts. In September 2009, State issued a consultation document that delineated a comprehensive approach to food security based on host country- and community-led planning whereby recipient countries decide on their own needs, solutions, and development strategies on the assumption that the most effective food security strategies come from those closest to the problems. The consultation document states that supporting host country-led plans increases the long-term sustainability of investments in food security, strengthens coordination among stakeholders, and provides an important opportunity to learn from the experiences of others. Moreover, the consultation document states that the U.S. strategy will support commitments made through consultative and inclusive country-led processes by aligning U.S. resources behind these host country-led plans. According to members of the GHFSI working team, the comprehensive approach under development will also include an implementation document for the strategy.

To inform Congress in its deliberations, you asked us to review U.S. efforts to address global food insecurity. Specifically, we examined (1) the types and funding levels of food security programs and activities of relevant U.S. government agencies,[6] and (2) progress in developing an integrated U.S. governmentwide strategy to address global food insecurity, as well as potential vulnerabilities of that strategy. To address these objectives, we administered a data collection instrument to the 10 U.S. agencies that are engaged in food security activities and participated in the Food Security Sub-Policy Coordinating Committee on Food Price Increases and Global Food Security (Food Security Sub-PCC) of the NSC in 2008. (Our data collection instrument is shown in app. II.) The 10 agencies are the U.S. Agency for International Development (USAID), Millennium Challenge Corporation (MCC), Department of the Treasury (Treasury), U.S. Department of

[6]In the absence of a commonly accepted governmentwide operational definition of food security, we developed a working definition for our data collection instrument based on a broad framework we established in an earlier report (GAO-08-680), prior GAO work on international food security, and our interactions with the agencies. See appendix II for a copy of the data collection instrument.

Agriculture (USDA), Department of State (State), Department of Defense (DOD), U.S. Trade and Development Agency (USTDA), Peace Corps, Office of the U.S. Trade Representative (USTR), and Office of Management and Budget (OMB). In addition, we conducted fieldwork in Bangladesh, Ethiopia, Ghana, Haiti, and Malawi on the basis of the presence of multiple active programs addressing food insecurity, the proportion of the chronically hungry in these countries, and geographic coverage of U.S. efforts in Africa, the Western Hemisphere, and Asia. In these countries, we met with U.S. mission staff and host government, donor, and nongovernmental organization (NGO) representatives. We also visited numerous project sites funded by the U.S. government and other donors. In addition, we attended the 2009 World Food Summit as an observer and met with Rome-based United Nations (UN) food and agriculture agencies—namely FAO, the World Food Program, and the International Fund for Agricultural Development (IFAD), as well as the U.S. Mission to the United Nations and representatives of other donor countries.

We conducted this performance audit from February 2009 to March 2010 in accordance with generally accepted government auditing standards. Those standards require that we plan and perform the audit to obtain sufficient, appropriate evidence to provide a reasonable basis for our findings and conclusions based on our audit objectives. We believe that the evidence obtained provides a reasonable basis for our findings and conclusions based on our audit objectives. (Appendix I provides a detailed discussion of our scope and methodology.)

Results in Brief

While the U.S. government supports a wide variety of programs and activities for global food security, it lacks comprehensive data on funding. We found that it is difficult to readily determine the full extent of such programs and activities and to estimate precisely the total amount of funding that the U.S. government as a whole directs to global food security. In response to our data collection instrument to the 10 agencies, 7 agencies reported providing monetary assistance for global food security programs and activities in fiscal year 2008, based on the working definition we developed for this exercise with agency input. USAID and USDA reported providing the broadest array of global food security programs and activities. USAID, MCC, Treasury (through its participation in multilateral development institutions), USDA, and State provide the highest levels of funding to address food insecurity in developing countries. In addition, USTDA and DOD provide some food security-related assistance. These 7 agencies reported directing at least $5 billion in fiscal year 2008 to global food security, with food aid accounting for about half of this funding. However, the actual total level of funding is likely

greater. The agencies did not provide us with comprehensive funding data due to two key factors. First, a commonly accepted governmentwide operational definition of what constitutes global food security programs and activities has not been developed. An operational definition accepted by all U.S. agencies would enable them to apply it at the program level for planning and budgeting purposes. The agencies also lack reporting requirements to routinely capture data on all relevant funds. Second, some agencies' management systems are inadequate for tracking and reporting food security funding data comprehensively and consistently. For example, USAID and State, which use the same database for tracking foreign assistance data, failed to include a very large amount of food aid funding data in that database.

The administration is making progress toward finalizing a governmentwide global food security strategy through improved interagency coordination at the headquarters level, in Washington D.C., but its efforts are vulnerable to weaknesses in data and risks associated with the strategy's host country-led approach. Two interagency processes established in April 2009—the NSC Interagency Policy Committee on Agriculture and Food Security and the GHFSI working team—are improving headquarters coordination among numerous agencies. The strategy under development is embodied in the Consultation Document issued in September 2009, which is being expanded and as of February 2010 was expected to be released shortly, along with an implementation document and a results framework that will include a plan for monitoring and evaluation. The administration has identified a group of 20 countries around which to center GHFSI assistance in fiscal year 2011, including 12 countries in sub-Saharan Africa, 4 in Asia, and 4 in the Western Hemisphere. However, the administration's efforts are vulnerable to weaknesses in funding data, and the host country-led approach, although promising, poses some risks. Currently, no single information database compiles comprehensive data on the entire range of global food security programs and activities across the U.S. government. The lack of comprehensive data on current programs and funding levels may impair the success of the new strategy because it deprives decision makers of information on all available resources, actual costs, and a firm baseline against which to plan. Furthermore, the host country-led approach has three key vulnerabilities. First, the weak capacity of host governments raises questions regarding their ability to absorb significant increases in donor funding for agriculture and food security and to sustain donor-funded projects on their own over time. Second, the shortage of expertise in agriculture and food security at relevant U.S. agencies can constrain efforts to help strengthen host government capacity, as well as review host government efforts and guide in-country activities. Third, policy differences between host

governments and donors, including the United States, with regard to agricultural development and food security may further complicate efforts to align donor assistance with host government strategies.

In this report, we are recommending that the Secretary of State (1) work with the existing NSC Interagency Policy Committee to develop an operational definition of food security that is accepted by all U.S. agencies; establish a methodology for consistently reporting comprehensive data across agencies; and periodically inventory the food security-related programs and associated funding for each of these agencies; and (2) work in collaboration with relevant agency heads to delineate measures to mitigate the risks associated with the host country-led approach on the successful implementation of the forthcoming governmentwide global food security strategy.

We provided a draft of this report to the NSC and the 10 agencies that we surveyed. Four of these agencies—State, Treasury, USAID, and USDA—provided written comments and generally concurred with our recommendations. In addition, they provided updated information and clarifications concerning data issues and the host country-led approach. We have reprinted these agencies' comments in appendixes IV, V, VI, and VII respectively, along with our responses. Both State and USAID agreed that developing an operational definition of food security that is accepted by all U.S. agencies would be useful, although State expressed some concern regarding the costs of doing so. In addition, USDA noted that the recommendation gives State the lead role, despite acknowledging that USAID and USDA offer the broadest array of food security programs and activities. We recognize the expertise that various agencies can contribute toward the effort and encourage State to fully leverage their expertise. The four agencies all noted that the administration recognizes the risks associated with a country-led approach and are taking actions to mitigate these risks. State indicated that the implementation strategy for the GHFSI will incorporate mechanisms to manage these risks. Treasury noted that the GHFSI is proposing to increase the amount of technical assistance to recipient countries and that a new multidonor trust fund administered by the World Bank will complement U.S. bilateral food security activities by leveraging the financial resources of other donors and utilizing the technical capacity of multilateral development banks. USAID noted that the administration is planning to implement support to host governments in two phases in order to reduce the risks associated with limited country capacity and potential policy conflicts. USDA pointed out the technical expertise that the department can offer, including its relationships with U.S. land grant colleges and universities and international science and technology fellowship programs to help build institutional and scientific capacity in developing countries. In addition, DOD,

MCC, NSC, OMB, State, Treasury, USAID, USDA, and USTDA provided technical comments on a draft of this report, which we have addressed or incorporated as appropriate. The Peace Corps and USTR did not provide comments.

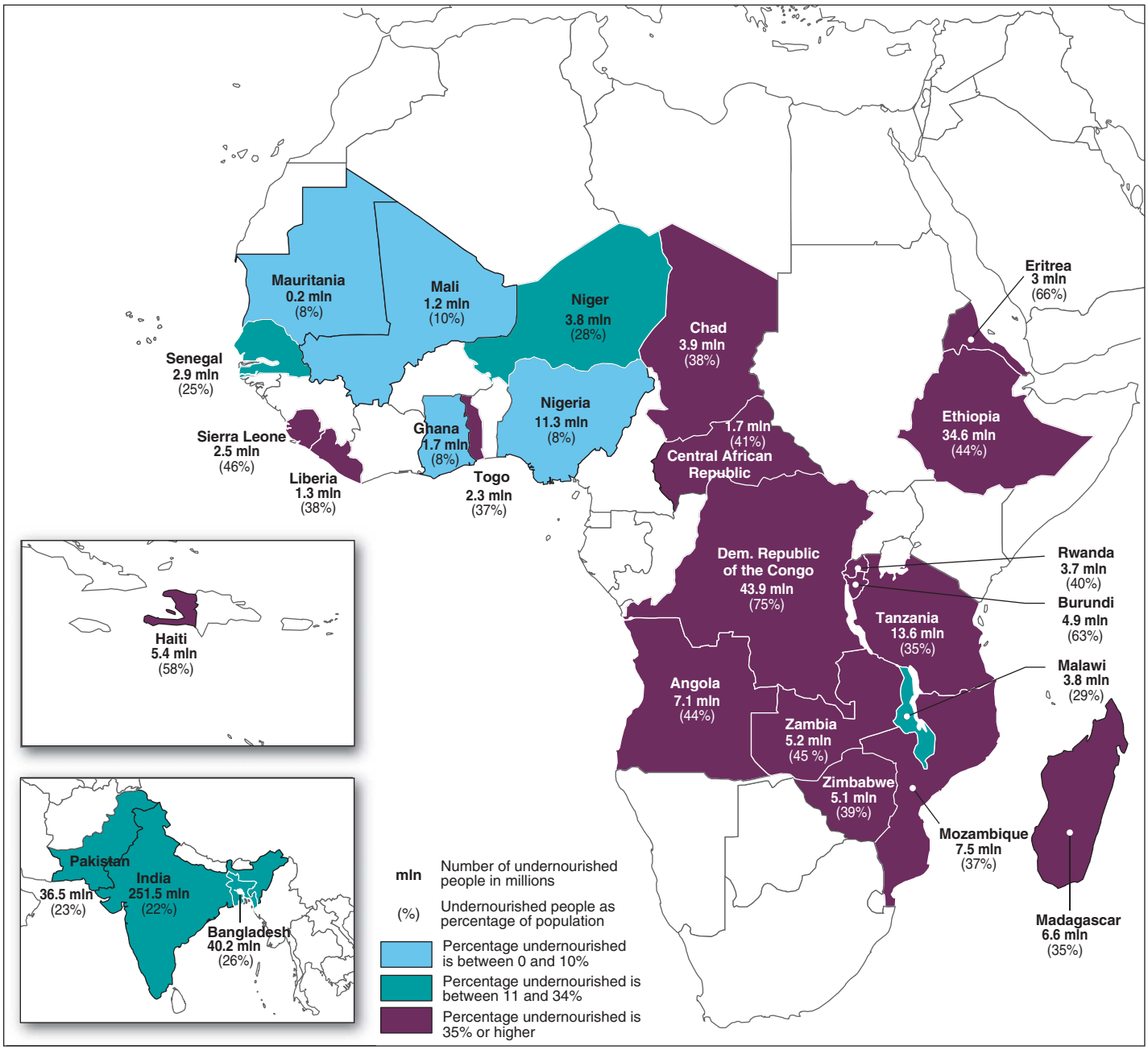
Background

Global Food Insecurity Persists, especially in Sub-Saharan Africa, South Asia, and Haiti

Currently, there are over 1 billion undernourished people worldwide, according to FAO.[7] This number is greater than at any time since the 1996 World Food Summit, when world leaders first pledged to halve the number of the world's hungry, and has been steadily increasing since the mid-1990s, even before the food and fuel crisis of 2006 through 2008 and the current economic downturn. Based on FAO's most recent data, Sub-Saharan Africa and South Asia had the most severe and widespread food insecurity as of 2004-2006. Outside these two regions, Haiti, the least developed country in the Western Hemisphere and one of the poorest countries in the world, had extremely high levels of hunger and food insecurity, which have been further exacerbated by the January 2010 earthquake.

[7]FAO monitors the state of food insecurity worldwide and periodically updates its estimates of the undernourished populations by country and by region. These estimates are published in FAO's annual report *The State of Food Insecurity in the World (SOFI)*, which was first issued in 1999. Both the WFS and the MDG targets to cut hunger are based on FAO's estimates. Because the MDG target is defined as the ratio of the number of undernourished people to the total population, it may appear that progress is being made when population increases even though there may have been no reduction in the number of undernourished people, according to FAO.

Figure 1: Prevalence of Undernourishment in Selected Countries



Sources: GAO analysis of FAO data; Map Resources (map).

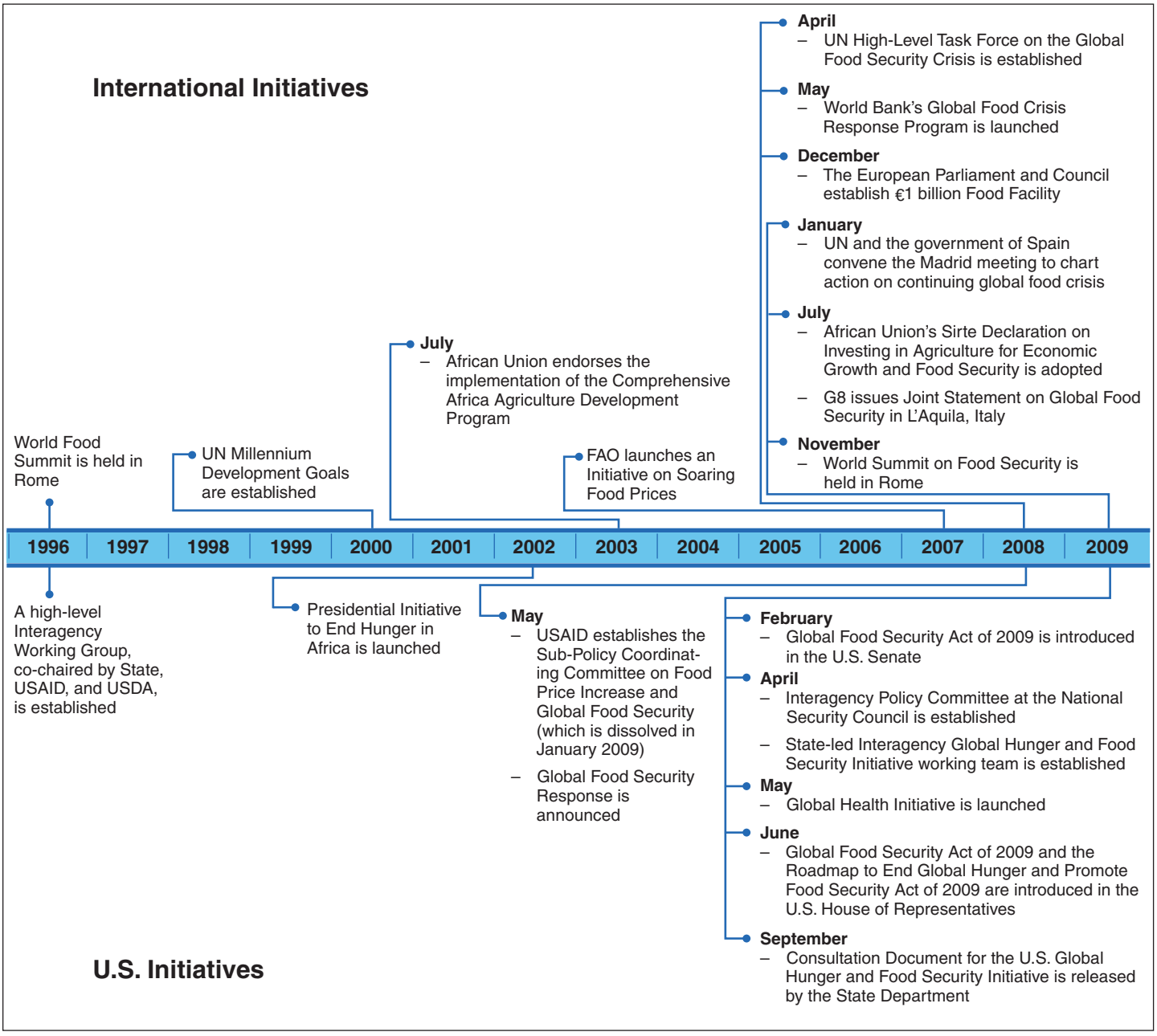
Note: The information on this map is based on FAO's 2004-2006 undernourishment estimates.

In absolute numbers, more hungry people lived in South Asia than in any other region, whereas the most concentrated hunger was found in sub-Saharan Africa, which had 16 of the world's 17 countries where the prevalence of hunger was 35 percent or higher. The 17th country was Haiti, where 58 percent of the population lived in chronic hunger. According to FAO's data for 2004-2006, since 1990, the proportion of undernourished people has declined from 34 to 30 percent in sub-Saharan Africa, from 25 to 23 percent in South Asia, and from 63 to 58 percent in Haiti. However, during this period, the actual number of undernourished people has increased: from 169 million to 212 million in sub-Saharan Africa, from 286 million to 337 million in South Asia, and from 4.5 million to 5.4 million in Haiti—a number that is likely to grow further due to the earthquake.

The United States and Other World Leaders Have Made Longstanding Commitments to Address Global Food Insecurity

In 1996, the United States and about 180 world leaders pledged to halve hunger by 2015. In 2000 they reaffirmed this commitment with the establishment of the UN Millennium Development Goals and, more recently, at the World Summit on Food Security held in Rome in November 2009. As shown in figure 2, both the international donor community and the U.S. government have undertaken a number of key initiatives over the years in their efforts to address global food insecurity. The global food price crisis in 2007 and 2008 spurred new initiatives to address the growing prevalence of hunger.

Figure 2: Selected Key Initiatives That Address Global Food Insecurity, 1996 to 2009



Source: GAO.

U.S. Agencies Work with Numerous Development Partners to Advance Global Food Security

In their efforts to advance global food security, U.S. agencies work with numerous development partners. These include host governments, multilateral organizations, and bilateral donors, as well as other entities such as NGOs, philanthropic foundations, private sector organizations, and academic and research organizations. Their roles and types of activities include the following:

- *Host governments*. At the country level, host governments generally lead the development of a strategy for the agricultural sector and the coordination of donor assistance. They typically issue a poverty reduction strategy paper that outlines their country development plans and a national action plan to alleviate poverty, both elements considered indicators of national ownership of the development approach. Donors are committed under the Paris Declaration to align their assistance with national development strategies of the host country. Host governments may also participate in efforts at the regional level. For example, in 2003, members of the African Union endorsed the implementation of the Comprehensive Africa Agriculture Development Program (CAADP), a framework that is aimed to guide agricultural development efforts in African countries, and agreed to allocate at least 10 percent of government spending to agriculture by 2008.[8]

- *Multilateral organizations*. Several multilateral organizations and international financial institutions implement a variety of programs in the areas of agricultural development and food security.[9] IFAD and other international financial institutions play a large role in providing funding support for agriculture. Together, the World Bank, IFAD, and the African Development Bank accounted for about 73 percent of multilateral official development assistance to agriculture from 1974 to 2006 in sub-Saharan Africa. In addition, the New York-based UN Development Program is responsible for supporting the implementation of the UN Millennium

[8]In sub-Saharan Africa, the primary vehicle for addressing agricultural development is the New Partnership for Africa's Development (NEPAD) and its CAADP. NEPAD was established by the African Union in July 2001 as a strategic policy framework for the revitalization and development of Africa. According to USAID, support to CAADP is coordinated by a partnership platform, a group of senior representatives of multilateral and bilateral donors.

[9]The UN High-Level Task Force on Global Food Security's progress report, April 2008 – October 2009, reported indicative funding for global food security by UN multilateral organizations from June 2008 until September 2009, as follows: World Bank, $12.2 billion; International Monetary Fund, $9.2 billion; World Food Program, $5.6 billion; IFAD, $910.7 million; FAO, $394 million; United Children's Fund, $146.3 million; UN Development Program (UNDP), $31.5 million; and World Health Organization, $2.9 million.

Development Goals. In September 2009, the Group of 20 (G20) countries asked the World Bank to establish a multidonor trust fund to support the L'Aquila initiative to boost support for agriculture and food security. As of January 2010, the World Bank board approved the establishment of the Global Agriculture and Food Security Program Trust Fund, which the World Bank will administer. According to Treasury officials, the fund will be operational by the middle of 2010.

- *Bilateral donors.* Major bilateral donors include Australia, Canada, France, Germany, Japan, the Netherlands, the United Kingdom, and the United States, among others. At the G8 Summit in L'Aquila, Italy, in July 2009, and the subsequent G20 Summit in Pittsburgh, Pennsylvania, in September 2009, major donor countries and the European Commission pledged to significantly increase aid to agriculture and food security.[10] According to the Organization of Economic Cooperation and Development, since the mid-1980s, aid to agriculture has fallen by half, but recent trends indicate a slowdown in the decline, and even the prospect of an upward trend. From 2002-2007, bilateral aid to agriculture increased at an average annual rate of 5 percent in real terms. Organization of Economic Cooperation and Development data show that in 2006-2007, development assistance countries' bilateral aid commitments to agriculture amounted to $3.8 billion, a little more than half of the L'Aquila commitment on an annual basis.

- *Other entities.* Other entities such as NGOs, philanthropic foundations, private sector organizations, and academic and research organizations—often working in partnership—also play a significant role in supporting food security and agricultural development in developing countries. For example, the Alliance for a Green Revolution in Africa, which was established in 2006 with initial funding from the Bill and Melinda Gates Foundation and the Rockefeller Foundation, has entered into a partnership with the New Partnership for African Development to help link African government commitments to agricultural development with programs in seeds, soil health, market access, and policy.[11] U.S. land-grant

[10]In L'Aquila, the leaders of the countries represented pledged $20 billion for 3 years. Subsequently, at the G20 Summit in Pittsburgh, countries including Belgium, Finland, Norway, and Switzerland pledged additional funding, bringing the total to $22 billion.

[11]Also, in March 2009, the Alliance for a Green Revolution in Africa signed in Accra, Ghana, a memorandum of understanding with the Standard Chartered Bank of South Africa to provide a guarantee facility of $100 million to assist smallholder farmers in Africa. Ghana's Millennium Development Authority, which was established to implement the Millennium Challenge Corporation compact with Ghana, is among the contributing partners for the loan guarantee fund. Loans will be offered at prevailing market interest rates.

colleges and universities—institutions of higher education which receive federal support for integrated programs of agricultural teaching, research, and extension—sponsor fellowships for students from developing countries. Additionally, some of these colleges and universities may have partnerships with research organizations, such as the Consultative Group for International Agricultural Research, including the International Food Policy Research Institute, the International Institute for Tropical Agriculture, and the International Livestock Research Institute.

The U.S. Government Supports a Broad Array of Programs and Activities for Global Food Security, but Lacks Comprehensive Funding Data

While the U.S. government supports a broad array of programs and activities for global food security, it lacks comprehensive funding data on these programs and activities. We found that it is difficult to readily determine the full extent of such programs and activities and to estimate precisely the total amount of funding that the U.S. government as a whole allocates to global food security. In response to our data collection instrument, 7 of the 10 agencies reported providing monetary assistance for global food security based on the working definition we developed for this purpose with agency input. USAID, MCC, Treasury, USDA, State, USTDA, and DOD directed at least $5 billion in fiscal year 2008 to programs and activities that we define as addressing global food insecurity, with food aid accounting for about half of this funding. However, the actual total level of funding is likely greater. The agencies were unable to provide us with comprehensive funding data due to (1) a lack of a commonly accepted governmentwide operational definition of what constitutes global food security programs and activities as well as reporting requirements to routinely capture data on all relevant funds, and (2) weaknesses in some agencies' management systems for tracking and reporting food security funding data comprehensively and consistently.

USAID and USDA Reported Providing the Broadest Array of Global Food Security Programs and Activities, while USAID and MCC Reported Providing the Largest Amounts of Funding

Among agencies that support global food security programs and activities, USAID and USDA reported providing the broadest array of such programs and activities, while USAID and MCC reported providing the largest amount of funding in fiscal year 2008. To examine the types and funding levels of these programs and activities as comprehensively as possible, we sent a data collection instrument to the 10 agencies that participated in the 2008 Food Security Sub-PCC: DOD, MCC, OMB, the Peace Corps, State, Treasury, USAID, USDA, USTDA, and USTR. In this instrument, we asked the agencies to indicate what types of food security activities they performed in fiscal year 2008 and the funding levels associated with them. We had to develop a working definition of food security because there is no commonly accepted governmentwide operational definition that specifies the programs and

activities that are food security-related.[12] We developed our working definition based on a framework of food security-related activities that we established in a prior GAO report[13] and a series of interactions with the relevant agencies over a period of several months. Our interactions with the agencies focused on refining the definition to ensure that it would be commonly understood and applicable to their programs and activities to the extent possible. The working definition that we developed included the following elements: food aid, nutrition, agricultural development, rural development, safety nets, policy reform, information and monitoring, and future challenges to food security. We asked the agencies to indicate which of these activities they performed and to provide funding data—when these data were available and reliable—on the appropriations, obligations, expenditures, and other allocations associated with these activities in fiscal year 2008. We pretested the instrument with officials at DOD, MCC, State, USAID, and USDA, and distributed it electronically in June and July 2009. All 10 agencies responded to our instrument and 7 of them (DOD, MCC, State, Treasury, USAID, USDA, and USTDA) reported funding data.

In addition, the instrument gave the agencies the option to indicate whether they were involved in other types of food security assistance and if so, to describe them. Figure 3 summarizes the agencies' responses on the types of global food security programs and activities and table 1 summarizes the funding levels. (The agencies are listed in order from highest to lowest amount of funding provided.)

[12]FAO's definition of the elements of food security is very high-level and does not provide guidance on which programs and activities it could cover.

[13]GAO-08-680.

Figure 3: Summary of the 10 Agencies' Responses on the Types of Programs and Activities for Global Food Security, Fiscal Year 2008

Types of activities	USAID	MCC	Treasury[a]	USDA	State	USTDA	DOD	Peace Corps	USTR	OMB[b]
A. Food aid										
Emergency food aid	●			●	●		●			
Nonemergency food aid	●			●	●					
B. Nutrition										
Supplementary feeding and micronutrient supplementation	●									
Nutritional education, counseling, and assessment	●			●				●		
Assistance focusing on especially vulnerable groups	●			●				●		
C. Agricultural development										
Agricultural technologies	●	●		●	●	●				
Farming techniques and agricultural inputs	●	●		●	●	●		●		
Agricultural value chains, including investments in food processing and storage	●	●		●		●				
Agricultural market development	●	●		●		●				
Agricultural risk management	●	●		●	●	●				
Agricultural research and development, education, and training	●	●		●	●		●	●		
Irrigation and watershed management	●	●		●		●	●	●		
Maintaining the natural resource base	●	●		●	●	●		●		
D. Rural development										
Land tenure reform	●	●								
Rural infrastructure	●	●		●		●	●			
Microlending and access to other credit	●	●		●		●		●		
E. Safety nets	●				●					
F. Policy reform										
Government food security-oriented policy reform	●		●	●	●	●				
Encouraging private sector investment	●		●	●	●				●	
Strengthening national and regional trade and transport corridors	●		●	●	●	●			●	
G. Information and monitoring	●			●			●			
H. Other types of food security assistance	●			●	●	●				
I. Future challenges to food security	●	●	●	●	●		●			

Source: GAO analysis of the agencies' responses to the data collection instrument.

[a]Treasury reported that its involvement in food security is in the area of policy reform and through its participation as the U.S. representative at multilateral development institutions, which support a range of global food security activities, such as agricultural and rural development.

[b]OMB is not an implementing agency for global food security activities and, as such, does not have programs and activities to report.

Table 1: Summary of Global Food Security Funding by Agency, Fiscal Year 2008

(Dollars in millions)

Agency	Reported funding
USAID	$2,510
MCC	912
Treasury	817
USDA	540
State	168
USTDA	9
DOD	8
Peace Corps	None reported
USTR	None reported
OMB	None reported
Approximate total[a]	**$5 billion**

Source: GAO analysis of the agencies' responses to the data collection instrument.

[a]We present a rounded total of $5 billion because the agencies used different measures to report data, which made it difficult to arrive at a precise estimate. USAID reported on planned appropriations; State provided appropriations, obligations, and expenditures data; DOD, MCC, USDA, and USTDA reported obligations data; and Treasury's funding is a GAO estimate based on Treasury data for agricultural development funding of multilateral development institutions and U.S. participation in these institutions.

Our analysis of the agencies' responses to the data collection instrument shows that USAID, MCC, Treasury (through its participation in multilateral development institutions), USDA, and State are the agencies providing the highest levels of funding to address food insecurity in developing countries. These agencies' food security assistance, as reported in response to our instrument, can be summarized as follows:

- *USAID*. In addition to providing the bulk of U.S. foreign assistance targeting global food insecurity, USAID supports more types of programs and activities in this area than any other agency. The two types of USAID assistance with the highest funding are the delivery of food aid and the promotion of food security by stimulating rural economies through broad-based agricultural growth. According to USAID's most recent *International Food Assistance Report*, the agency provided almost $2 billion for emergency food aid in fiscal year 2008. In addition, in response to our instrument, USAID reported about $500 million in funding for agricultural development and other global food security-related programs and activities in that year. USAID's funding for agriculture would increase significantly under the administration's fiscal year 2010 budget request to

double U.S. assistance for global food security and agricultural development from the fiscal year 2009 request level.

- *Millennium Challenge Corporation*. MCC was established in 2004 and provides eligible developing countries with grants designed to support country-led solutions for reducing poverty through sustainable economic growth. MCC offers two kinds of monetary assistance: (1) compacts, which are large, multiyear grants to countries that meet MCC's eligibility criteria in the areas of good governance, economic freedom, education, health, and natural resource management; and (2) threshold programs, which are smaller grants awarded to countries that come close to meeting these criteria and are committed to improving their policy performance. According to MCC, as of March 2009, it had obligated nearly $3.2 billion to strengthen the agricultural and rural economies in poor countries to promote reliable access to sufficient, safe, and affordable food. For fiscal year 2008, MCC reported funding obligations of about $912 million for multiyear compacts.

- *Treasury*. Treasury is the lead agency responsible for U.S. participation in the multilateral development banks. It provides funding for agricultural development through the leveraging of its contributions to the African Development Bank, Asian Development Bank, Inter-American Development Bank and Fund for Special Operations, European Bank for Reconstruction and Development, International Fund for Agricultural Development (IFAD), and World Bank. A representative from Treasury's Office of International Affairs serves in a leadership role as a member of IFAD's Board of Directors. Treasury reported that in fiscal year 2008 the total financing for public and private sector investments in agricultural development, including rural development and policy reform, from the multilateral development banks was $4.9 billion. We estimate that the U.S. share of this financing is $817 million, including $358 million in highly concessional loans[14] and grants to the world's poorest countries and $459 million in loans to middle-income and creditworthy low-income developing countries.

- *USDA*. USDA provides nonemergency food aid, as well as technical and nutritional assistance focusing on agricultural development and vulnerable

[14]The multilateral development banks' concessional windows provide development assistance to the world's poorest countries through highly concessional loans or grants. Concessional loans have no interest charge, 35 to 50 years maturities, 10-year grace periods, and a small service charge on disbursed balances. The concessional window at the World Bank is the International Development Association, and it provides interest-free long-term loans and grants to the world's 82 poorest countries which do not have the capacity to borrow on market terms.

groups. USDA reported $540 million in food security-related funding in fiscal year 2008, including $530.5 million dedicated to food aid programs—namely, Food for Progress and the McGovern-Dole International Food for Education and Child Nutrition Program[15]—and the emergency food commodity reserve known as the Bill Emerson Humanitarian Trust. The remaining amount is used for various technical assistance programs, such as the Cochran and Borlaug fellowships supporting international exchanges to facilitate agricultural development.

- *State.* State's primary role with regard to food security is to coordinate international communication, negotiations, and U.S. government policy formulation. The President has asked the Secretary of State to lead the Global Hunger and Food Security Initiative. A number of State's bureaus and offices perform duties specific to their expertise that help promote global food security. For example, State's Bureau of Economic, Energy, and Business Affairs, with assistance from the Office of Policy Planning and others, is involved in the effort to develop a whole-of-government strategy to promote global food security. The Bureau's Office of Multilateral Trade and Agriculture Affairs assists with food security policy coordination, works toward a successful conclusion of the Doha Round of trade talks in the World Trade Organization, and promotes the removal of export restrictions on agricultural products and the reduction in trade barriers to agricultural biotechnology. The Bureau of International Organizations coordinates U.S. policy towards and participation in FAO and the World Food Program. The Bureau for Population, Refugees, and Migration coordinates with the World Food Program and USAID regarding food assistance and food security for refugees and other populations of concern. The Bureau of Oceans, Environment, and Science works bilaterally and multilaterally to advance U.S. foreign policy objectives in such areas as the sustainable use of natural resources, protection of biodiversity and wildlife, adaptation to climate change, harnessing of science and technology, and improvements to human health. State's Office of the Director of U.S. Foreign Assistance (State/F) coordinates State and USAID budgets, while the Office of Conflict Prevention acts as the secretariat for the funding of reconstruction and stabilization projects

[15]Food for Progress and the McGovern-Dole Food for Education and Child Nutrition are among the six main U.S. food aid programs. Food for Progress involves emergency and nonemergency donation or credit sale of commodities to developing countries and emerging democracies. The McGovern-Dole Food for Education and Child Nutrition program involves nonemergency donation of commodities and provision of financial and technical assistance in foreign countries.

through the use of DOD Section 1207 funds.[16] State reported providing about $168 million for food security programs and activities in fiscal year 2008.

The other five agencies that responded to our data collection instrument are involved in supporting global food security initiatives in different ways. USTDA and DOD provide some food security-related monetary assistance. For fiscal year 2008, USTDA reported providing more than $9 million for agriculture, rural development, and other types of food security assistance, and DOD's Defense Security Cooperation Agency (DSCA) reported more than $8 million in funding for global food security-related activities that were part of disaster relief and humanitarian assistance efforts. The Peace Corps estimates that many of its volunteers serving in developing countries address the issues of hunger, malnutrition, and food insecurity, but did not report any funding data. While USTR does not support any food security programming, it is engaged in interagency consultations and has recently created an interagency subcommittee at the Trade Policy Staff Committee to coordinate trade policy elements of the administration's global food security initiative.[17] The 10th agency, OMB, participates in the interagency process as part of its mission to help formulate the administration's budget and to advise the White House and other components of the Executive Office of the President on the resources available to support the development of new food security initiatives. (For a more extensive description of the 10 agencies' food security-related programs and activities, see app. III.)

[16]Section 1207 of the National Defense Authorization Act for fiscal year 2006 (Pub. Law 109-163) provides authority for DOD to transfer to State up to $100 million per fiscal year in defense articles, services, training, or other support for reconstruction, stabilization, and security activities in foreign countries. Congress extended this authority through fiscal year 2010.

[17]The Trade Policy Staff Committee and the Trade Policy Review Group, administered and chaired by USTR, are composed of 19 federal agencies and offices and make up the subcabinet level mechanism for developing and coordinating U.S. government positions on international trade and trade-related investment issues.

The Agencies Did Not Report Comprehensive Funding Information Due to Incomplete Data and Inadequate Data Management Systems

Comprehensive data on the total amount of funding dedicated to global food security programs and activities by the whole of the U.S. government are not readily available. In response to our data collection instrument, the agencies providing monetary assistance for global food security reported directing at least $5 billion in fiscal year 2008 to programs and activities that we define as addressing global food insecurity, with food aid accounting for about half of this funding. However, the actual total level of funding is likely greater. We were only able to obtain these funding data and ascertain their reliability through repeated inquiries and discussions with the agencies over a 6-month period. The estimate does not account for all U.S. government funds targeting global hunger and food insecurity. The agencies did not provide us with comprehensive funding data because they lack (1) a commonly accepted governmentwide operational definition of global food security programs and activities as well as reporting requirements to routinely capture data on all relevant funds, and (2) data management systems to track and report food security funding comprehensively and consistently. For example, the estimate does not include funding for some of USAID's food security-related activities, some U.S. contributions to international food security organizations, or funding for relevant programs of agencies that did not participate in the Food Security Sub-PCC, and were, therefore, outside the scope of our audit, such as nutritional assistance implemented as part of the President's Emergency Plan for AIDS Relief.[18] In addition, the agencies used different measures, such as planned appropriations, obligations, expenditures, and, in Treasury's case, U.S. contributions to multilateral development banks,[19] which made it difficult to arrive at a precise estimate.

[18]According to the Office of the Global AIDS Coordinator, under the President's Emergency Plan for AIDS Relief, planned nutritional assistance in fiscal year 2008 was about $94 million.

[19]USAID reported data on planned appropriations (plans for implementing current-year appropriated budgets); State provided appropriations, obligations, and expenditures data for different programs; DOD, MCC, USDA, and USTDA reported obligations data; and Treasury's funding is a GAO estimate (for detailed summaries of each agency's funding data, see app. III). As planned appropriations may not lead to obligations, this creates a concern that planned appropriations may not reflect what USAID—the agency with the highest level of funding for global food security—allocates to these programs in a given fiscal year.

Incomplete Funding Data Due to Lack of a Commonly Accepted Governmentwide Operational Definition and Reporting Requirements

The agencies reported incomplete funding data due to a lack of a commonly accepted governmentwide operational definition of what constitutes global food security programs and activities as well as a lack of reporting requirements to routinely capture data on all relevant funds. An operational definition accepted by all U.S. agencies would enable them to apply it at the program level for planning and budgeting purposes. Because food security is an issue that cuts across multiple sectors, it can be difficult to define precisely what constitutes a food security-related program or activity, or to distinguish a food security activity from other development activities. Principal planning documents, even at the agencies with the highest levels of funding, have not recognized food security as a distinct program area. For example, as State noted in a written response to our data collection instrument, State's and USAID's *Strategic Plan for Fiscal Years 2007 to 2012*, the most recent guidance that sets these agencies' priorities, does not use the term "food security."

We also found that the Foreign Assistance Coordination and Tracking System (FACTS) database,[20] which State and USAID use to collect and report data on the U.S. foreign assistance that they implement, provides limited guidance for identifying food security programs and activities.[21] The organization of the FACTS database reflects the four levels of the standardized program structure of U.S. foreign assistance: objectives, program areas, elements, and subelements. USAID could identify subelements whose definitions included food security activities. After extensive discussions with USAID, we selected 13 subelements as primarily containing food security programs and activities and added up funding levels associated with these subelements to estimate USAID's global food security assistance in fiscal year 2008.[22] However, if subelements contained both food security and non-food security activities, USAID could not always isolate the former from the latter. We identified

[20]FACTS has two components: one is the FACTS database used to collect foreign assistance planning and reporting data, including plans for implementing current-year appropriated budgets and performance planning and reporting data. The other is FACTS Info used to aggregate, analyze, and report data on U.S. foreign assistance programs under the authority of the Director of Foreign Assistance.

[21]FACTS contains a field which allows the user to identify if a program addresses food security, using a high-level definition of food security. However, during our review, we found evidence that USAID bureaus and missions had not interpreted this definition consistently, and we did not rely on it.

[22]See table 3 in appendix III for a detailed summary of USAID's response to the data collection instrument.

about $850 million in funding for 12 such subelements. For example, the subelement for livelihood support, infrastructure rehabilitation, and services, with $123 million in funding in fiscal year 2008, combines food aid activities, such as food for work, with other activities, such as education and income generation, but FACTS is currently not designed to readily identify what portion of the $123 million is related to global food security.

The lack of a commonly accepted governmentwide operational definition may also lead the agencies to either define food security very broadly or to not recognize food security-related activities as such. For example, in response to our instrument, USDA reported some of the activities supported by USDA's Forest Service—such as the migratory bird and monarch butterfly habitat management—but did not explain how they were related to global food security.[23] Conversely, DOD did not initially report any global food security-related programs and activities because food security is not recognized as part of DOD's officially defined mission. However, in subsequent inquiries we established that some of DOD's humanitarian assistance projects, such as those implemented by DSCA, have food security components. DOD officials acknowledged that the Combatant Commanders' Initiative Fund and the Commanders' Emergency Response Program likely support food security-related projects but did not provide us with relevant data. DOD's involvement could be significant—for example, the Center for Global Development estimates that in 2007 DOD implemented 16.5 percent of U.S. development assistance[24]—and DSCA's $8.4 million for global food security-related projects likely represents only a portion of DOD's total spending on food security-related activities.

Additionally, some agencies that support food security activities lack reporting requirements to routinely capture data on all relevant funds. For example, although the Peace Corps has adopted a *Food Security Strategic Plan* and estimates that about 40 percent of its volunteers contribute in

[23]We did not include funding for these programs in the estimate of USDA's global food security assistance. However, in its formal agency comments on a draft of this report, USDA explained that both the migratory bird and monarch butterfly habitat projects protect forested landscapes in the highlands, thus protecting important watersheds upon which agricultural production is dependent. According to USDA, these projects aim to preserve water sources and create a stable agricultural environment over the longer term.

[24]In its technical comments on a draft of this report, DOD disagreed with this estimate and stated that it implements 3 to 5 percent of U.S. development assistance.

some capacity to food security work through projects in agriculture, health, and environment, the agency did not report any funding information. In an interview, senior Peace Corps officials noted that, given the circumstances under which Peace Corps volunteers work and live, it is impossible to isolate what portion of volunteers' time is spent on food security. Furthermore, according to these officials, the Peace Corps does not track what percentage of the organization's budget is spent on supporting volunteers' food security-related work.

Data Management Systems Are Inadequate for Tracking and Reporting Food Security Funding Comprehensively and Consistently

We found that some agencies' data management systems are inadequate for tracking and reporting food security funding comprehensively and consistently. Most notably, USAID and State/F—which both use FACTS—failed to include a very large amount of food aid funding data in the FACTS database. In its initial response to our instrument, USAID, using FACTS, reported that in fiscal year 2008 the agency's planned appropriations for global food security included about $860 million for Food for Peace Title II emergency food aid. However, we noticed a very large discrepancy between the FACTS-generated $860 million and two other sources of information on emergency food aid funding: (1) the $1.7 billion that USAID allocated to emergency food aid from the congressional appropriations for Title II food aid for fiscal year 2008,[25] and (2) about $2 billion in emergency food aid funding reported by USAID in its *International Food Assistance Report* for fiscal year 2008. Officials at USAID and State/F were unaware of the discrepancy until we brought it to their attention. As of February 12, 2010, USAID had not updated FACTS to incorporate the missing information. In formal comments on a draft of this report, USAID and State officials attributed this discrepancy to the fact that Title II food aid supplemental appropriations had not been entered into FACTS because these were made fairly late in fiscal year 2008.[26] USAID officials reported that the agency has checks in place to ensure the accuracy of the regular appropriations data entered by its overseas missions and most headquarters bureaus. However, the omission of the supplemental appropriation information for emergency food aid, which is USAID's food security program with the highest level of funding, raises

[25]These include the regular appropriations (Pub. Law No. 110-161) of $1.2 billion and the supplemental appropriations (Pub. Law No. 110-252) of $850 million in Food for Peace Title II funding for fiscal year 2008.

[26]FACTS is designed to collect data on supplemental appropriations, and the data tables we were given included some supplemental appropriations for several subelements in our definition. However, we determined that while the data for regular appropriations are sufficiently reliable, the data for supplemental appropriations are incomplete.

questions about the data management and verification procedures in FACTS, particularly with regard to the Food for Peace program, and seriously limits its capacity to track all food security funding.

In another example, in its initial response to our instrument, USDA provided us with conflicting data for the total amount of funding for its food security programs. In addition, the funding information USDA reported to us for the Food for Progress program differed from what was reported in the *International Food Assistance Report* for fiscal year 2008. USDA acknowledged and reconciled the conflicting data after repeated inquiries from us.

The implications of these data weaknesses will be discussed in the context of the development of a governmentwide global food security strategy in the next section of this report.

The Administration Is Developing a Governmentwide Global Food Security Strategy, but Efforts Are Vulnerable to Data Weaknesses and Risks Associated with the Host Country-Led Approach

Consistent with our 2008 recommendation, the current administration has taken a number of steps toward developing a U.S. governmentwide strategy for global food security, including improving interagency coordination at the headquarters level in Washington, D.C.; finalizing the main elements of the strategy; and identifying potential countries for assistance. Two interagency processes established in April 2009—the National Security Council (NSC) Interagency Policy Committee (IPC) on Agriculture and Food Security and the Global Hunger and Food Security (GHFSI) working team—are improving coordination among numerous agencies, particularly at headquarters. The strategy under development is embodied in the GHFSI Consultation Document that State issued in September 2009, which is being expanded and is expected to be released shortly, along with an implementation document and a results framework that will include a plan for monitoring and evaluation.[27] The administration has identified a group of 20 countries around which to center GHFSI assistance in fiscal year 2011, including 12 countries in sub-Saharan Africa, 4 in Asia, and 4 in the Western Hemisphere. However, the administration's efforts are vulnerable to weaknesses in funding data as well as risks associated with the country-led approach. Currently, no single information database compiles comprehensive data on the entire range of global food security programs

[27]In written agency comments dated March 1, 2010, State indicated that the department will be releasing an implementation document for GHFSI within the next month. As part of technical comments on a draft of this report, on February 22, 2010, State provided to us an expanded draft of the Consultation Document that the IPC has commented on.

and activities across the U.S. government.[28] The lack of comprehensive data on current programs and funding levels may impair the success of the new strategy because it deprives decision makers of information on all available resources, actual costs, and a firm baseline against which to plan. In addition, although the host country-led approach—a central feature of the forthcoming strategy—is promising, it is vulnerable to some risks. These include (1) the weak capacity of host governments; (2) limitations in the U.S. government's own capacity to provide needed assistance to strengthen host governments' capacity, as well as review host governments' efforts and guide in-country activities, due to a shortage of expertise in agriculture and food security; and (3) difficulties of aligning donor assistance with host governments' own strategies.

The Administration Is Making Progress toward Finalizing a Governmentwide Global Food Security Strategy

The Administration Has Established Interagency Coordination Mechanisms at the Headquarters Level to Facilitate the Development of a Governmentwide Strategy

Since 2009, to facilitate the development of a governmentwide global food security strategy, the administration has been taking steps to enhance coordination among the relevant entities and to ensure communication between policymakers and program implementers, particularly at the headquarters level in Washington, D.C. Two interagency coordination mechanisms are currently under way. These interagency coordination mechanisms, established in April 2009, are (1) the NSC/IPC on Agriculture and Food Security and (2) the State-led GHFSI working team, which have identified cross-cutting priorities and key areas of potential investment. (See figure 4.)

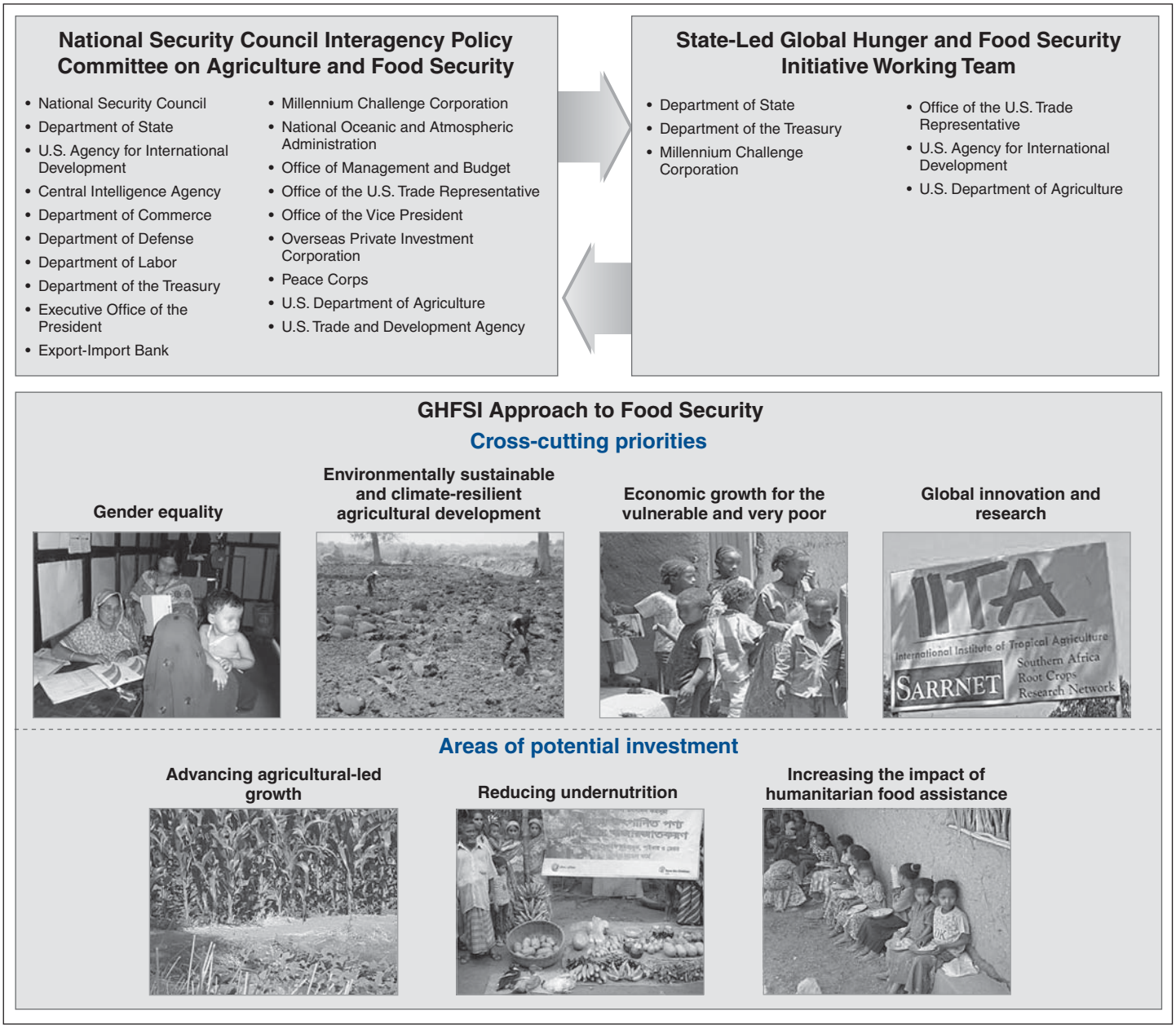
The IPC, which provides the opportunity for agencies to coordinate and integrate strategies, is led by the NSC's Special Assistant to President and Senior Director for Development, Democracy, and Stabilization. Ten agencies participated in the IPC when it was initially established: USAID, MCC, Treasury, USDA, State, DOD, Peace Corps, USTDA, USTR, and

[28]The lack of a comprehensive governmentwide information system is a prevailing limitation that hinders data collection and analysis for governmentwide programs, including those for global food security.

OMB. These agencies previously participated in the Food Security Sub-PCC, which was created in May 2008 and dissolved in January 2009. Other agencies have since joined the IPC, including the Departments of Commerce and Labor, the Export-Import Bank of the United States, the Overseas Private Investment Corporation, and the National Oceanic and Atmospheric Administration.

The GHFSI working team is developing the governmentwide strategy and coordinating the implementation of the initiative. The primary agencies participating in the GHFSI working team are State, USAID, USDA, MCC, Treasury, and USTR. The Secretary of State's Chief of Staff leads the GHFSI effort and has been convening weekly meetings with relevant agency officials since April 2009 in support of this effort.

Figure 4: Participants of the Interagency Coordination Mechanisms and GHFSI Approach to Food Security



Sources: GAO presentation based on State data; and GAO (photos).

Note: According to the GHFSI strategy, investments will emphasize the four cross-cutting priorities and potential investments will be made in the three overarching areas shown above.

In addition, several agencies at headquarters, such as USAID and USDA, have established teams comprised of staff from different entities within the agency to coordinate their food security activities. USDA has recently named a coordinator for the global food security initiative in the Office of the Secretary of Agriculture. Furthermore, the administration is considering appointing a high-level U.S. food security coordinator to help clarify roles and responsibilities and facilitate improved coordination among the multiple agencies. Finally, a number of U.S. missions—including several in countries we visited during fieldwork—are organizing an interagency task force or working group to help coordinate efforts at the mission level, and some missions are considering designating a country coordinator position for GHFSI activities. In Bangladesh, for example, an active interagency food security task force meets at least biweekly and includes staff from USAID, State, and USDA,[29] according to the USAID Mission Director, and the post is considering creating a GHFSI country coordinator position to coordinate the initiative's activities in-country. Similarly, in Ethiopia, the USAID Mission Global Food Security Response Team[30] was expanded to include DOD, the Peace Corps, State, various USAID units, and USDA, and the post is considering adding an initiative facilitator. Concurrent with these efforts, the administration continues to define the organizational structure within the executive branch to effectively manage U.S. support for the development and implementation of host country-led plans, links to regional activities, and GHFSI leadership and oversight.

The Administration Is Finalizing an Implementation Document and a Results Framework, and Moving Forward with Country Selection

Since April 2009, consistent with our recommendation in a 2008 report,[31] the administration has taken a number of steps to develop the elements of a U.S. governmentwide strategy to reduce global food insecurity—including an implementation document and a results framework—and is moving forward with selection of countries where GHFSI assistance will be focused. The administration's actions reflect the President's commitment, made in January 2009, to make the alleviation of hunger

[29]Members of the task force at the U.S. Mission in Bangladesh include USAID's Economic Growth Office, the Population, Health, Nutrition and Education Office, the Democracy and Governance Office and the Food, Disaster and Humanitarian Assistance Office; State's Political and Economic Section and Public Affairs Office; and the local hire staff of USDA and, remotely, the USDA representative in India who covers Bangladesh.

[30]The Global Food Security Response Team was established to coordinate the Global Food Security Program in 2008, which has since been superseded by GHFSI in 2009.

[31]GAO-08-680.

worldwide a top priority of this administration. In remarks to participants at a UN High-level Meeting on Food Security for All in Madrid, Spain, later that month, the Secretary of State reaffirmed the administration's commitment to build a new partnership among donors, host governments in developing countries, UN agencies, NGOs, the private sector, and others to better coordinate policies to achieve the UN Millennium Development Goals adopted in 2000. However, as U.S. agencies working on the strategy recognize, translating these intentions into well-coordinated and integrated action to address global food insecurity is a difficult task, given the magnitude and complexity of the problem, the multitude of stakeholders involved, and long-standing problems in areas such as coordination, resources, and in-country capacity.

The strategy is expected to be released shortly, according to senior U.S. officials. In September 2009, State and the GHFSI working team issued an initial draft of the strategy, known as the Consultation Document. The Consultation Document delineates a proposed approach to food security based on five principles for advancing global food security, as follows:

1. *Comprehensively address the underlying causes of hunger and undernutrition.*

2. *Invest in country-led plans.*

3. *Strengthen strategic coordination.*

4. *Leverage the benefits of multilateral mechanisms to expand impacts.*

5. *Deliver on sustained and accountable commitments.*[32]

These principles reflect the approach endorsed in several recent multilateral venues, including the G8 L'Aquila joint statement, the UN Comprehensive Framework for Action, and the World Summit on Food Security declaration. To develop the Consultation Document, the administration engaged in a consultative process within the U.S. government and with the global community and other stakeholders

[32]The G8 joint statement was agreed upon in L'Aquila, Italy, in July 2009. The *Comprehensive Framework for Action* was issued in July 2008 by the UN High-Level Task Force on the Global Food Security Crisis, which is chaired by the UN Secretary General with the FAO Director-General as vice chair. The *Declaration of the World Summit on Food Security* was adopted at the summit in Rome, Italy, in November 2009.

through the NSC/IPC and the State-led GHFSI. The Consultation Document was posted on State's Web site for input from a broad range of relevant entities.[33] According to State, to date, the document has also been shared with more than 130 entities for input, including multilateral donors, NGOs, universities, philanthropic foundations, and private sector entities. Based on the input provided, the GHFSI working team is expanding the initial Consultation Document and expects to release it to the public shortly.

Furthermore, the GHFSI working team is developing an implementation document and a results framework for this initiative under development. According to the GHFSI working team, the effort to develop an implementation document has involved intensive interagency consultations and meetings with donors, such as FAO, the World Bank, and the United Kingdom's Department for International Development, to discuss implementation "best practices," the establishment of common global guidance on the development process, and reviews of country-led investment plans. Additionally, a number of U.S. missions overseas have submitted draft implementation plans for fiscal year 2010 that include staffing and budget resources required to achieve planned objectives in core investment areas. Absent a finalized governmentwide strategy, however, it is difficult to evaluate the subordinate implementation plans that field missions are submitting to ensure sufficient resource and funding levels. The GHFSI working team is also developing a whole-of-government results framework, which articulates specific objectives of the initiative as well as causal linkages between certain objectives, their intended results, and contribution to the overall goal. The results framework will be accompanied by a monitoring and evaluation plan, which identifies indicators to be used to report progress against planned outputs and outcomes. The framework has been externally reviewed by 10 experts, is now under review by U.S. government representatives in the

[33]State's Web site on global food security can be found at http://www.state.gov/s/globalfoodsecurity/index.htm.

field, and will be made available for public comment shortly, according to State and other members of the GHFSI working team.[34]

The administration is moving forward with plans to select about 20 countries where GHFSI assistance efforts are concentrated. State's Fiscal Year 2011 Congressional Budget Justification (CBJ) for the GHFSI identified 12 countries in sub-Saharan Africa, 4 countries in Asia, and 4 countries in the Western Hemisphere on the basis of four criteria, as follows:

1. *Prevalence of chronic hunger and poverty in rural communities.*
2. *Potential for rapid and sustainable agricultural-led growth.*
3. *Host government commitment, leadership, governance, and political will.*
4. *Opportunities for regional synergies through trade and other mechanisms.*

According to the Consultation Document, the GHFSI focus countries will fall into two general categories: countries in the first phase that would benefit from technical assistance and capacity building to fully develop investment plans, and countries in the second phase with advanced national food security plans and already-established public and private capacities to enable successful plan implementation. Phase I countries will receive targeted assistance to generate a comprehensive national food security investment plan, including assistance to increase technical expertise, improve natural resource management, prepare inventories and assessments of the agricultural sector, conduct reform of trade and agricultural policies, and meet critical infrastructure needs. Phase II countries will be considered for significant resources and have to

[34]In our view, a results framework is an important tool for monitoring and evaluation to ensure that the objectives of the projects and ultimately the U.S. strategy are achieved. Our prior work on various food aid programs found that U.S. agencies did not place a great deal of importance on investing the necessary resources in monitoring and evaluation. As the administration begins to implement a governmentwide strategy, monitoring of food security programs will serve to strengthen proper management and implementation of these programs, and evaluation will be crucial to ensuring that best practices and lessons learned are considered in the management and implementation of existing programs and in designing new ones. See GAO, *International Food Assistance: USAID Is Taking Actions to Improve Monitoring and Evaluation of Nonemergency Food Aid, but Weaknesses in Planning Could Impede Efforts*, GAO-09-980 (Washington, D.C.: September 2009).

demonstrate sufficient capacity, have an enabling environment for sustainable agricultural-led growth, and have a completed country plan. According to State's Fiscal Year 2011 CBJ for GHFSI, the administration will develop a set of objective indicators that measure both the progress toward reforms that a country has committed to in its internal consultative processes and a minimum set of internationally recognized cross-country policy indicators. As of February 2010, GHFSI has identified 15 Phase I countries (7 in sub-Saharan Africa, 4 in Asia, 4 in the Western Hemisphere) and 5 Phase II plan countries (all in sub-Saharan Africa) that are being considered for assistance in fiscal year 2011. (See table 2.) GHFSI proposed budgets for Phase I countries range from $11.56 million to $36.75 million for a total of $352 million in fiscal year 2011. For Phase II countries, the proposed budgets range from $42 million to $63 million for a total of $246 million in fiscal year 2011.[35]

Table 2: List of 20 Countries Considered for GHFSI Assistance in Fiscal Year 2011

Phase I countries	Phase II countries
Sub-Saharan Africa:	Sub-Saharan Africa:
Ethiopia	Ghana
Kenya	Mali
Liberia	Rwanda
Malawi	Senegal
Mozambique	Tanzania
Uganda	
Zambia	
Asia:	
Bangladesh	
Cambodia	
Nepal	
Tajikistan	
Western Hemisphere:	
Guatemala	
Haiti	
Honduras	
Nicaragua	

Source: State.

Note: According to State, depending on progress at the country level, it is possible that one or more of the countries tentatively identified for Phase II may not be prepared to move forward with higher U.S. investment levels; or alternatively, one or two Phase I countries may move forward more rapidly than expected and be ready for higher levels of investment earlier.

[35]These funding amounts are delineated in State's Fiscal Year 2011 CBJ.

The Strategy under Development May Be Vulnerable to Weaknesses in Funding Data and Risks Associated with the Host Country-Led Approach

Comprehensive Data on Global Food Security Are Not Collected in a Governmentwide Information Database

Comprehensive data on the entire range of global food security programs and activities across the U.S. government are not collected in a single information database. As we discussed earlier in this report, the agencies we surveyed do not routinely collect and report such information using comparable measures. As a result, it is extremely difficult to capture the full extent of the U.S. government's ongoing efforts to promote global food security as well as the sources and levels of funding supporting these efforts. Current planning does not take into account comprehensive data on existing programs and funding levels, officials reported, but relies instead on budget projections for the programs considered in the strategy. However, the lack of such data deprives decision makers of information on all available resources, actual costs, and a firm baseline against which to plan. Such information would be critical for the development of a well-informed and well-planned governmentwide strategy.

FACTS, which is currently used only by two agencies, is an information system with the potential to collect and report comprehensive data using comparable measures across the U.S. government on a range of issues, including food security, but it has serious limitations in implementation. FACTS was initially designed to be a comprehensive repository of program and funding data on the U.S. foreign assistance, and State expected the system to eventually include data from the more than 25 other U.S. entities involved in providing foreign assistance, including MCC and Treasury. However, it is currently used only by State and USAID to collect, track, and report standardized data for all foreign assistance that they implement. Expanding the use of FACTS to other agencies has proven to be difficult, in part because agencies use different data management systems and procedures to allocate resources and measure results.[36] Even different units within an agency may use different data

[36]To provide funding information in response to our data collection instrument, USAID used FACTS while State did not.

management systems.[37] In addition, as USAID officials in Ethiopia told us, information sharing may have been hindered by a perception among officials from at least one agency providing U.S. foreign assistance that supporting the coordination effort through the State/F process created an additional layer of work that was not regarded as a priority by other agencies. As we discuss earlier in this report, FACTS currently has limited capacity to track data for global food security programs and activities. We highlight FACTS because, despite its limitations, it was originally designed to compile and report comprehensive and comparable funding data on assistance programs implemented by multiple agencies of the U.S. government, and State/F and USAID could address the limitations we note by changing their operating procedures rather than by redesigning the system itself.

Host Country-led Approach Could Be Central to the Success of the Forthcoming Strategy but Has Key Vulnerabilities

The administration has embraced the host country-led approach as central to the success of the new strategy, reflecting a consensus among policymakers and experts that development efforts will not succeed without host country ownership of donor interventions. At the same time, as our current and prior work shows, the host country-led approach, although promising, is vulnerable to a number of risks. These include (1) the weak capacity of host governments, which can limit their ability to absorb increased donor funding and sustain these levels of assistance; (2) a shortage of expertise in agriculture and food security at relevant U.S. agencies that could constrain efforts to help strengthen host governments' capacity as well as review host governments' efforts and guide in-country activities; and (3) difficulties in aligning donor assistance, including that of the United States, with host governments' own strategies.[38]

[37]For example, State's Bureau for Population, Refugees and Migration (PRM) reported funding information for global food security-related activities using Abacus, PRM's system for program management, not FACTS. When we found, as discussed earlier in this report, that the FACTS data for fiscal year 2008 submitted by USAID did not contain a large amount of emergency food aid funding, we were told by USAID officials that the most accurate source of the food aid funding information is the Food for Peace Information System, used by USAID's Office of Food for Peace for the preparation of the annual *International Food Assistance Report*.

[38]GAO, *Managing for Results: Barriers to Interagency Coordination*, GAO/GGD-00-106 (Washington, D.C.: Mar. 29, 2000). See also *Results-Oriented Government: Practices That Can Help Enhance and Sustain Collaboration among Federal Agencies*, GAO-06-15 (Washington, D.C.: Oct. 21, 2005).

Weak Capacity of Host Governments Can Limit Sustainability of Donor Assistance

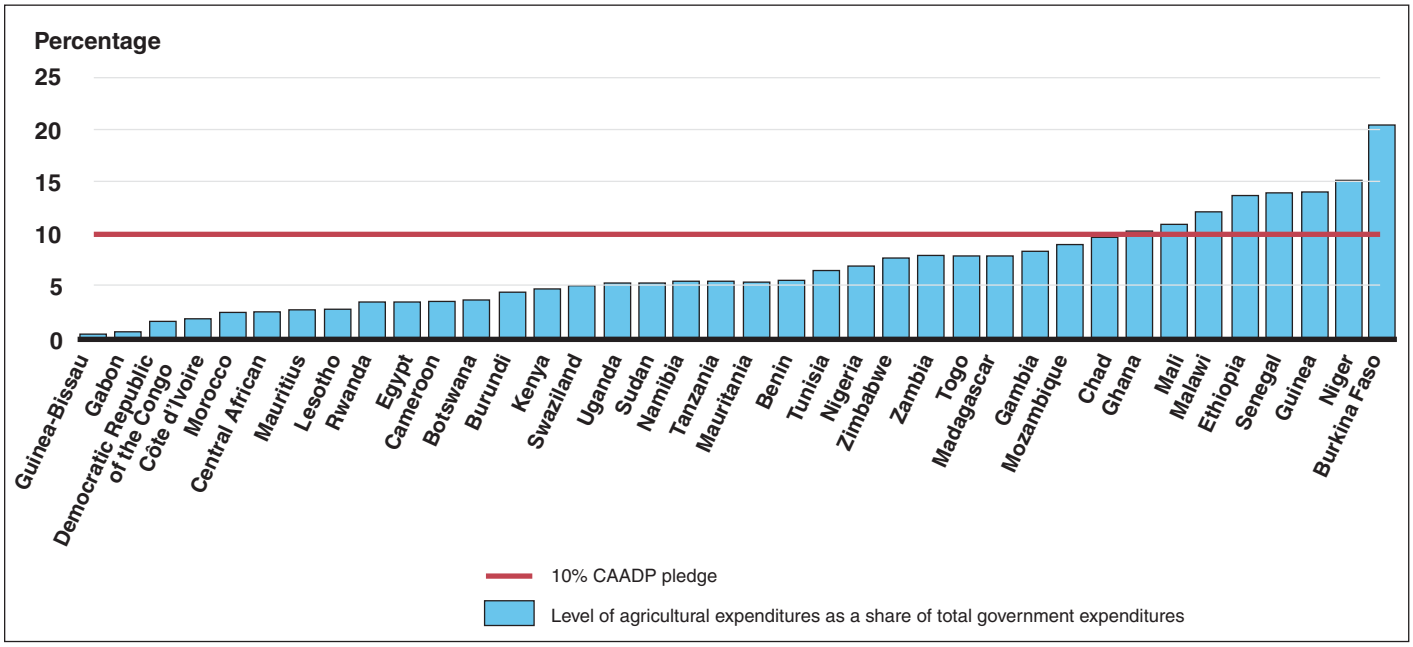
The weak capacity of host governments—a systemic problem in many developing countries, particularly in sub-Saharan Africa—could limit their ability to (1) meet their own funding commitments for agriculture, (2) absorb significant increases in donor funding for agriculture and food security, and (3) sustain these donor-funded projects over time. In addition, host governments often lack sufficient local staff with the technical skills and expertise required to implement donor-initiated agriculture and food security projects.

First, while donors are poised to substantially increase funding for agriculture and food security, many African countries have yet to meet their own pledges to increase government spending for agriculture. At the G8 and G20 summits in 2009, major donors pledged to direct more than $22 billion for agriculture and food security to developing countries between 2010 and 2012. In 2003 African countries adopted the Comprehensive Africa Agriculture Development Program (CAADP) and pledged to commit 10 percent of government spending to agriculture by 2008.[39] However, in December 2009, the International Food Policy Research Institute (IFPRI) reported that only 8 out of 38 countries had met this pledge as of 2007, namely Burkina Faso, Ethiopia, Ghana, Guinea, Malawi, Mali, Niger, and Senegal (see fig. 5).[40]

[39]The heads of state and government of the African Union, meeting in Maputo, Mozambique, from July 10 through 12, 2003, issued a *Declaration on Agriculture and Food Security in Africa* (Assembly/AU/Decl. 7 (II)) that committed to allocating at least 10 percent of national budgetary resources for the implementation of CAADP within 5 years.

[40]Of these countries, Malawi and Ethiopia are under consideration for GHFSI assistance in fiscal year 2011 as Phase I countries, while Ghana, Mali, and Senegal are under consideration as Phase II countries. Rwanda and Tanzania are also under consideration as Phase II countries although they have not yet met the 10-percent CAADP pledge.

Figure 5: Agricultural Expenditures as a Percentage of Government Spending in African Countries



Source: GAO presentation of International Food Policy Research Institute data.

Note: Data are based on the most recent available data that the International Food Policy Research Institute was able to report as of December 2009. Although most of these data were for 2007, in some cases the most recent data reported were for 2004, 2005, 2006, or 2008.

Despite stakeholders' endorsement of progress Rwanda has made toward addressing agriculture and food security at the first CAADP post-compact high-level stakeholder meeting in December 2009, an IFPRI review raised some concerns about growth performance in Rwanda's agricultural sector, which is nearly 50 percent below long-term targets. IFPRI found that (1) Rwanda's aggregate agricultural growth is higher than the precompact level and the CAADP goal of 6 percent but lower than is necessary to meet the poverty MDG, and (2) even successfully implemented investment plans that achieve their targets for individual sectors would only meet the required growth objectives to realize the poverty MDG by 2020, but not by 2015.

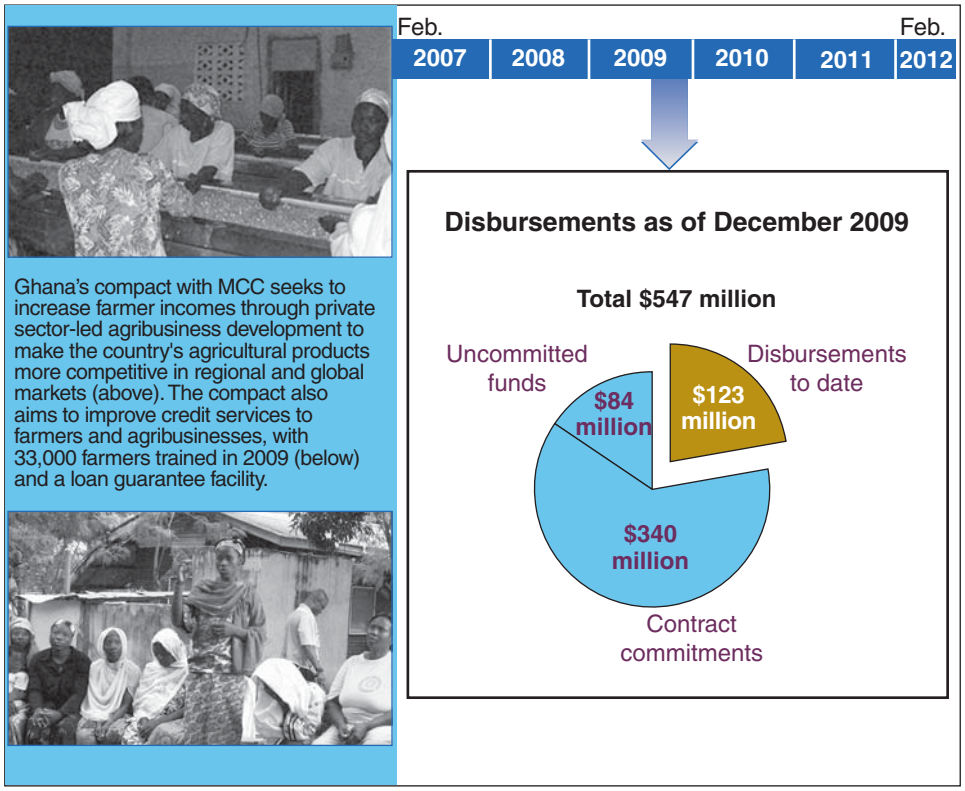
Second, the weak capacity of host governments raises questions about their ability to absorb significant increases in donor funding for agriculture and food security. According to MCC, as of the end of the first quarter of fiscal year 2009, it had disbursed approximately $438 million in compact assistance. Prior GAO analysis shows that this constitutes 32 percent of initially planned

disbursements for the 16 compacts that had entered into force. The 16 compacts have a total value of approximately $5.7 billion.[41] According to a senior technical financial advisor to the government of Ghana, a number of donor-funded projects have often not been able to spend their full funding and delays in project implementation are not uncommon. For example, as shown in figure 6, MCC's $547 million compact with Ghana, which was signed in August 2006 and entered into force February 2007, had contract commitments totaling $340 million but had disbursed only about $123 million as of December 2009, more than halfway through the 5-year compact that ends in January 2012.[42]

[41]GAO, *Millennium Challenge Corporation: MCC Has Addressed a Number of Implementation Challenges, but Needs to Improve Financial Controls and Infrastructure Planning*, GAO-10-52 (Washington, D.C.: Nov. 6, 2009). In technical comments on a draft of this report, MCC officials reported disbursements of $1.1 billion as of the first quarter in fiscal year 2010 and noted that this represents a significant improvement and a reflection of improved implementation capacity of country-level implementing entity capacity.

[42]Based on the multiyear financial plan, MCC had projected disbursements of $306 million by the first quarter of fiscal year 2010.

Figure 6: Millennium Challenge Corporation Compact with Ghana



Sources: GAO analysis of Millennium Challenge Corporation data; GAO (photos).

In another example, FAO, in its assessment of Rwanda's most recent agricultural sector investment plan, called attention to the importance of setting feasible implementation time frames as well as the need to overcome acute staff shortages and improve human capacity.

Third, the weak capacity of host governments may also limit their ability to eventually take ownership of development projects at the conclusion of donor assistance and sustain these projects over time. Moreover, according to major studies and U.S. and host government officials we met with, high population growth rates, erratic weather patterns that could worsen with climate change, and natural disasters further strain the capacity of their governments to respond to numerous demands on limited resources. Multilateral development banks—including the World Bank and IFAD, which both work primarily with host governments—have reported relatively low sustainability ratings for agriculture-related projects in the past. In a 2007 review of World Bank assistance to the agricultural sector

in Africa, the World Bank Independent Evaluation Group reported that only 40 percent of the bank's agriculture-related projects in sub-Saharan Africa had been sustainable. Similarly, an annual report issued by IFAD's independent Office of Evaluation on the results and impact of IFAD operations between 2002 and 2006 rated only 45 percent of its agricultural development projects satisfactory for sustainability.[43] Sub-Saharan Africa, where food insecurity is most concentrated and where agricultural investments are greatly needed, lags behind other regions in terms of the sustainability of development projects there. In its 2008 *Annual Review of Development Effectiveness*, the World Bank reported that agriculture and rural development ranked among the lowest of the development sectors and that Africa ranked the lowest among all regions in Bank project sustainability. According to the World Bank review of its projects for fiscal years 1998 to 2007, 47 percent of projects rated likely sustainable or better in Africa versus 64 percent worldwide, and 54 percent of agriculture and rural development projects were rated likely sustainable or better versus 64 percent for all sectors.[44] U.S. agency officials expressed similar concerns regarding the ability of host governments to sustain donor-initiated projects over time. One example of the weak institutional capacity of host governments to sustain donor assistance comes from our fieldwork in Ghana. USAID's Office of Food for Peace (FFP) made a decision to phase out its food aid programs in Ghana in March 2006 when the new Food for Peace strategy sought to focus its resources available to the most vulnerable priority countries. According to USAID officials, the Office of Food for Peace made arrangements with the Ghana School Feeding Program to absorb additional schools to be part of the school feeding program. However, the government was not able to do so quickly enough and, as a result, the World Food Program had to step in to provide food aid to 300,000 people in the northern part of the country.

Host government capacity is further constrained by the lack of sufficient local staff with the technical skills and expertise required to implement agriculture and food security projects funded by various donors. According to a World Bank review of assistance to agricultural development in Africa, in some countries, scientific and technically

[43]IFAD's evaluation shows that the sustainability rating has improved in recent years, with the percentage of projects rated satisfactory on sustainability rising from 56 percent in 2006-2007 to 70 percent in 2007-2008 worldwide.

[44]World Bank, *Independent Evaluation Group, Annual Report of Development Effectiveness 2008: Shared Global Challenges* (Washington, D.C., 2008).

proficient staff are in short supply, in part due to the low quality of education in universities. In its technical review of Rwanda's investment plan, FAO noted the need to build human and social capacity before implementing certain aspects of the plan. In Malawi, the technical secretariat responsible for measuring the outcomes of the government's agricultural input subsidy program and providing policy analysis for the Ministry of Agriculture is staffed largely with expatriates because local staff lack necessary skills. In addition, many of the African agricultural scientists trained in the United States and at Western universities are close to retirement age, which could increase the shortage of qualified staff in the years ahead. Similarly, many officials we met in Haiti cited a lack of local staff with necessary training as a particular problem, as many of Haiti's trained professionals emigrate to the United States and Canada.

Shortage of Expertise in Agriculture and Food Security at U.S. Agencies May Constrain Efforts to Strengthen Host Government' Capacity

The shortage of technical expertise in agriculture and food security at relevant U.S. agencies—in particular, USAID and USDA, which have the broadest array of food security-related programs and activities—can constrain their efforts to help strengthen the capacity of host governments in recipient countries, as well as review host governments' efforts and guide in-country activities. The Chicago Council on Global Affairs noted that whereas USAID previously had a significant in-house staff capacity in agriculture, it has lost that capacity over the years and is only now beginning to restore it.[45] The loss has been attributed to the overall declining trend in U.S. assistance for agriculture since the 1990s. In 2008 three former USAID administrators reported that "the agency now has only six engineers and 16 agriculture experts."[46] In technical comments on a draft of this report, USAID noted that a recent analysis of direct-hire staff shows the agency has since expanded its personnel with technical expertise in agriculture and food security to 79 staff. A USAID official told us that the agency's current workforce plan calls for adding 95 to 114 new Foreign Service officers with technical expertise in agriculture by the end

[45]*The Chicago Council on Global Affairs, Renewing American Leadership in the Fight Against Global Hunger and Poverty: The Chicago Initiative on Global Agricultural Development* (Chicago, IL: 2009).

[46]J. Brian Atwood, M. Peter McPherson, and Andrew Natsios. "Arrested Development: Making Foreign Aid a More Effective Tool." *Foreign Affairs*, vol. 87, No. 6, p. 127 (2008).

of fiscal year 2012. Over the past year, according to USAID, the agency has been aggressively recruiting and hiring additional staff to support this effort and now has 10 new Foreign Service agriculture officers on board with an additional 35 selected and in the hiring pipeline. In determining overseas assignments for these new officers, emphasis is being given to the selected countries under GHFSI. Thus far, new officers have been assigned to El Salvador, Ethiopia, Ghana, Guatemala, India, Kenya, Malawi, Mali, and Nepal.

USDA also has limited in-country presence, generally providing oversight for its food aid programs in recipient countries from its headquarters in Washington, D.C., and its Foreign Agricultural Service (FAS) regional offices. According to FAS attachés we met with overseas, their field visits to recipient countries are too few—not enough to be able to monitor and evaluate food security projects effectively and provide guidance to their implementing partners—due to limited travel funds and the scope of their responsibilities, which include market development and trade promotion. For example, USDA has no presence in Ethiopia although one of its largest programs provided $76.9 million in food aid funding to that country in fiscal year 2008. Ethiopia is covered by the FAS office in Kenya, which also covers the countries of Malawi, Rwanda, Tanzania, Uganda, and Zambia. The office is staffed by an agricultural counselor and an agricultural attaché, with additional support from locally-hired staff. A global review of FAS positions in fiscal year 2009 determined that USDA would need to increase its worldwide presence to support expanded programs for agriculture and food security in accordance with the G8 and G20 increased commitments. USDA estimates that 65 positions are required, primarily for Africa, the Middle East, and South Asia, between fiscal years 2010 and 2012.

Recipient Countries' and Donors' Policy Priorities May Diverge, Making It Difficult to Align Their Strategies

Recipient countries and donors, including the United States, may have difficulties in agreeing on their policy priorities and, therefore, in aligning donor assistance with host government strategies for reducing food insecurity. Under a country-led approach, host governments take the lead in setting development priorities and deciding on their own needs, solutions, and development strategies. Malawi—one of the eight African countries that has met its CAADP pledge to direct at least 10 percent of government spending toward agriculture—provides an instructive example of policy differences between the host government and donors

and the difficulties of aligning donor assistance with host government strategies. (See figure 7.)

Figure 7: An Example of a Host Country-Led Food Security Initiative: Malawi's Agricultural Input Subsidy Program

Source: GAO.

The government of Malawi provides vouchers for subsidized fertilizer (left) and seeds to poor rural households, and credits these subsidies for significantly increasing the production of white maize (right), Malawi's main food crop.

To increase agricultural production and reduce poverty among smallholder farmers, who represent a large majority of the country's population, the government of Malawi has chosen to provide subsidies to offset the costs of major agricultural inputs, such as fertilizer, seeds, and pesticides. Since 2005 and 2006, the government has implemented a large-scale national program that distributes vouchers to about 50 percent of the country's farmers so that they can purchase agricultural inputs at highly discounted prices.[47] The program has grown over the years from representing about 6 percent of the national budget in 2005 to 2006 to nearly 14 percent in 2008 to 2009. Although USAID has supported operations that use targeted vouchers to accelerate short-term relief operations following conflicts or disasters, the U.S. approach to food security in sub-Saharan Africa has focused on encouraging the development of agricultural markets and linking farmers to those markets.

[47]The vouchers offered average discounts of 64 percent (2005 to 2006) to 92 percent (2008 to 2009) on the price of fertilizer.

According to a USAID official, the provision of cheaper fertilizer and seeds does not address the fundamental problem—that poor farmers cannot afford fertilizer on their own—and, furthermore, without improvements in irrigation, investments in fertilizer would not pay off in drought years in a country like Malawi, where agriculture is mainly rain-fed.

Conclusions

In the face of growing malnutrition worldwide, the international community has established ambitious goals toward halving global hunger, including significant financial commitments to increase aid for agriculture and food security. Given the size of the problem and how difficult it has historically been to address it, this effort will require a long-term, sustained commitment on the part of the international donor community, including the United States. As part of this initiative, and consistent with a prior GAO recommendation, the United States has committed to harnessing the efforts of all relevant U.S. agencies in a coordinated governmentwide approach. The administration has made important progress toward realizing this commitment, including providing high-level support across multiple government agencies. However, the administration's efforts to develop an integrated U.S. governmentwide strategy for global food security have two key vulnerabilities: (1) the lack of readily available comprehensive data across agencies and (2) the risks associated with the host country-led approach. Given the complexity and long-standing nature of these concerns, there should be no expectation of quick and easy solutions. Only long-term, sustained efforts by all relevant entities to mitigate these concerns will greatly enhance the prospects of fulfilling the international commitment to halve global hunger.

Recommendations for Executive Action

To enhance U.S. efforts to address global food insecurity, we recommend that the Secretary of State take the following two actions:

1. work with the existing NSC/IPC to develop an operational definition of food security that is accepted by all U.S. agencies; establish a methodology for consistently reporting comprehensive data across agencies; and periodically inventory the food security-related programs and associated funding for each of these agencies; and

2. work in collaboration with the USAID Administrator, the Secretary of Agriculture, the Chief Executive Officer of the Millennium Challenge Corporation, the Secretary of the Treasury, and other agency heads, as appropriate, to delineate measures to mitigate the risks associated

with the host country-led approach on the successful implementation of the forthcoming governmentwide global food security strategy.

Agency Comments and Our Evaluation

We provided a draft of this report to the NSC and the 10 agencies that we surveyed. Four of these agencies—State, Treasury, USAID, and USDA—provided written agency comments and generally concurred with our recommendations. In addition, they provided updated information and clarifications concerning data issues and the host country-led approach. We have reprinted these agencies' comments in appendixes V, VI, VII, and VIII, respectively, along with our responses.

Both State and USAID agreed that implementing the first recommendation—to develop an operational definition of food security that is accepted by all U.S. agencies—would be useful, although State expressed some concern regarding the costs of doing so. However, the limitations we found in FACTS could be addressed by improving operating procedures and therefore need not be costly. Moreover, technical comments from OMB suggest that its budget database may be able to address our recommendation to establish a methodology for consistently reporting comprehensive data across agencies and periodically inventory agencies' food security-related programs and funding. State's and USAID's comments confirm our finding that the FACTS data were incomplete and did not reflect all food security funding as FACTS lacks complete data for supplemental appropriations. This is a serious limitation given the size of these appropriations—$850 million in fiscal year 2008—for Food for Peace Title II emergency food aid, which is USAID's global food security program with the highest level of funding. In addition, USDA noted that the recommendation gives State the lead role, despite acknowledging that USAID and USDA offer the broadest array of food security programs and activities. The report recognizes the important roles that all the relevant agencies play in the Global Hunger and Food Security Initiative (GHFSI) currently led by State as a whole-of-government effort. The recommendation is also intended to recognize the expertise that various agencies can contribute toward the effort and encourage fully leveraging their expertise.

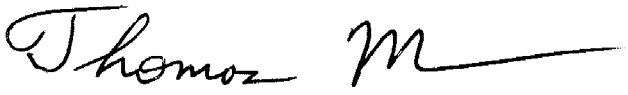
Regarding the second recommendation, the four agencies all noted that the administration recognizes the risks associated with a country-led approach and are taking actions to mitigate these risks. State indicated that the implementation strategy for GHFSI will incorporate mechanisms to manage these risks. Treasury noted that the interagency working group is proposing to increase the amount of technical assistance to recipient countries and that a new multidonor trust fund administered by the World

Bank will complement U.S bilateral food security activities by leveraging the financial resources of other donors and utilizing the technical capacity of multilateral development banks. USAID noted that the administration is planning to implement support to host governments in two phases in order to reduce the risks associated with limited country capacity and potential policy conflicts. USDA pointed out the technical expertise that the department can offer, including its relationships with U.S. land grant colleges and universities and international science and technology fellowship programs to help build institutional and scientific capacity.

In addition, DOD, MCC, NSC, OMB, State, Treasury, USAID, USDA, and USTDA provided technical comments on a draft of this report, which we have addressed or incorporated as appropriate. The Peace Corps and USTR did not provide comments.

We are sending copies of this report to interested members of Congress; the Special Assistant to the President and Senior Director for Development, Democracy, and Stabilization; the Secretary of State; and the Administrator of USAID as co-chairs of the NSC/IPC on Agriculture and Food Security; and relevant agency heads. The report is also available at no charge on the GAO Web site at http://www.gao.gov.

If you or your staffs have any questions about this report, please contact me at (202) 512-9601 or melitot@gao.gov. Contact points for our Office of Congressional Relations and Public Affairs may be found on the last page of this report. GAO staff who made major contributions to this report are listed in appendix VIII.



Thomas Melito
Director, International Affairs and Trade

Appendix I: Scope and Methodology

We examined (1) the types and funding levels of food security programs and activities of relevant U.S. government agencies and (2) progress in developing an integrated U.S. governmentwide strategy to address global food insecurity, as well as potential vulnerabilities of that strategy.

To examine the types and funding levels of food security programs and activities of relevant U.S. government agencies, we administered a data collection instrument to the 10 U.S. agencies that are engaged in food security activities and participated in the Food Security Sub-Policy Coordinating Committee on Food Price Increases and Global Food Security (Food Security Sub-PCC). These agencies included the U.S. Agency for International Development (USAID), Millennium Challenge Corporation (MCC), Department of the Treasury (Treasury), U.S. Department of Agriculture (USDA), Department of State (State), Department of Defense (DOD), U.S. Trade and Development Agency (USTDA), the Peace Corps, Office of the U.S. Trade Representative, and Office of Management and Budget.[1] We had to develop a working definition of food security because there is no commonly accepted governmentwide operational definition that specifies the programs and activities that are food-security related.[2] We developed our working definition based on a framework of food security-related activities that we established in prior work on international food assistance, including our 2008 report,[3] and a series of interactions with the relevant agencies over a period of several months. Our interactions with the agencies focused on refining the definition to ensure that it would be commonly understood and applicable to their programs and activities to the extent possible. The working definition that we developed included the following elements: food aid, nutrition, agricultural development, rural development, safety nets, policy reform, information and monitoring, and future challenges to food security. We asked the agencies to indicate which of these activities they performed and to provide funding data—when these data were available and reliable—on the appropriations, obligations, expenditures,

[1]We did not include several agencies that now participate in the National Security Council Interagency Policy Committee but did not previously participate in the Food Security Sub-PCC, which was dissolved in January 2009.

[2]The Food and Agriculture Organization's definition is very high-level and does not provide guidance on which programs and activities it could cover.

[3]GAO, *International Food Security: Insufficient Efforts by Host Governments and Donors Threaten Progress to Halve Hunger in Sub-Saharan Africa by 2015*, GAO-08-680 (Washington, D.C.: May 29, 2008).

and other allocations associated with these activities in fiscal year 2008. We pretested the instrument with officials at DOD, MCC, State, USAID, and USDA, and distributed it electronically in June and July 2009. All 10 agencies responded to our instrument and 7 of them (DOD, MCC, State, Treasury, USAID, USDA, and USTDA) reported funding data.

We conducted extensive follow-up with the agencies to determine the completeness, accuracy, and reliability of the data provided. While the agencies provided us with data about their food security programs and activities, we noted limitations in terms of establishing a complete and consistent U.S. governmentwide total. Some agencies could not report funding information for all or some of their food security activities because their databases did not track those specific activities. In some cases, agencies could provide funding information for their major food security programs, such as USDA's Food for Progress and Food for Education programs administered by the Foreign Agricultural Service, but were limited in their ability to provide this information for food security activities that spanned several units within agencies. The agencies that were able to report funding information did so using different measures: USAID reported data on planned appropriations (plans for implementing current-year appropriated budgets); State provided appropriations, obligations, and expenditures data for different programs; and DOD, MCC, USDA, and USTDA[4] reported obligations data. Treasury's funding figure is a GAO estimate based on Treasury data for (1) agricultural sector lending commitments made in fiscal year 2008 by multilateral development banks, (2) the U.S. share of capital in the banks which lend to middle-income and creditworthy low-income countries, and/or (3) the U.S. share of total resources provided to the multilateral development bank concessional windows from donor contributions for the replenishment active in fiscal year 2008. In addition, the Treasury funding estimate distinguishes between support to the poorest countries and to middle-income and creditworthy low-income developing countries. As a result, the data reported by the agencies are not directly comparable.

Where possible, we performed some cross-checks of the data we received in response to our instrument with data from published sources. During this review, we compared USAID's planned appropriations for emergency food aid—about $860 million—submitted in response to the instrument to

[4]USTDA provided appropriations, obligations, and expenditures data but we only used its obligations data for fiscal year 2008.

(1) the $1.7 billion that USAID allocated to emergency food aid from the congressional appropriations for Food for Peace Title II food aid for fiscal year 2008; and (2) about $2 billion in emergency food aid funding reported in USAID's *International Food Assistance Report* (IFAR) for fiscal year 2008, and found a very large discrepancy of between about $840 million to $1.1 billion. In this instance, we relied on the IFAR data instead of the data USAID reported using the Foreign Assistance Coordination and Tracking System (FACTS), because we determined that the IFAR data for emergency food aid were more reliable. Officials at USAID and State/F were unaware of this discrepancy until we brought it to their attention. In formal comments on a draft of this report, State/F and USAID explained that the discrepancy occurred because the funding data for the fiscal year 2008 supplemental appropriations for Food for Peace Title II emergency food aid had been entered into FACTS. Our own analysis confirmed this explanation. Based on discussions with USAID officials about their procedures for entering data into FACTS, we determined that, once we had made the correction for emergency food aid, the data we received were sufficiently reliable to indicate a minimum amount that USAID had directed to food security programs and activities. However, this amount did not include funding for USAID programs and activities that have a food security component, but also have other goals and purposes. In addition, we determined that it likely did not include all supplemental appropriations for the agricultural and other programs and activities reported. Hence, the total actual level of funding is likely greater.

Overall, based on our follow-up discussions with the agencies, we determined that their responses to the data collection instrument had covered their major food security programs, but that there were weaknesses in their reporting on other programs that addressed aspects of food security. We determined that the reported funding data were sufficiently reliable to indicate the relative size of the major agencies' efforts in terms of approximate orders of magnitude, and included the funding information provided by the agencies—as amended during the course of our follow-up inquiries—in appendix III. However, due to the limitations in the funding data reported by the agencies, we could not make precise comparisons of the agencies' funds for food security in fiscal year 2008, nor could we provide a precise total. As a result, we presented rounded totals for funding in our discussion of our findings.

To assess progress in developing an integrated governmentwide strategy to address global food insecurity—as well as potential vulnerabilities of that strategy—we reviewed selected reports, studies, and papers issued by

U.S. agencies, multilateral organizations, research and nongovernmental organizations.

In Washington, D.C., we interviewed officials from the National Security Council Interagency Policy Committee on Agriculture and Food Security to discuss the interagency process to develop a governmentwide food security strategy. We reviewed the initial Consultation Document that State issued in September 2009, which is regarded as the strategy under development. Similarly, we discussed the forthcoming U.S. global food security strategy with the officials in the agencies that are developing it, but were not able to fully consider the final draft for this review. At the time of our review, the Global Hunger and Food Security Initiative working team was in the process of finalizing the strategy, along with an implementation document and a results framework that will provide a foundation for country selection, funding, and mechanisms to monitor and evaluate the strategy.

We conducted fieldwork in Bangladesh, Ethiopia, Ghana, Haiti, and Malawi. We selected these countries for fieldwork because the United States has multiple active programs addressing food insecurity there. The proportion of the chronically hungry in these countries—based on the Food and Agriculture Organization's most recent estimates—ranged from 8 percent of the population in Ghana to 58 percent in Haiti. In addition, we also selected these countries to ensure geographic coverage of U.S. global efforts in Africa, Asia, and the Western Hemisphere. While this selection is not representative, it ensured that we had variation in the key factors we considered. We did not generalize the results of our fieldwork beyond our selection, and we used fieldwork examples to demonstrate the state of food insecurity in the countries we visited and U.S. efforts to date. In the countries that we selected for fieldwork, we met with U.S. mission staff and host government, donor, and NGO representatives. We also visited numerous project sites, smallholder farmer groups, and distribution sites funded by the U.S. government and other donors. In addition, we attended the 2009 World Food Summit as an observer and met with the Rome-based UN food and agriculture agencies—namely, the Food and Agriculture Organization, World Food Program, and the International Fund for Agricultural Development, as well as the U.S. Mission to the United Nations and representatives of other donor countries such as United Kingdom's Department for International Development.

We conducted this performance audit from February 2009 to March 2010 in accordance with generally accepted government auditing standards. Those standards require that we plan and perform the audit to obtain

sufficient, appropriate evidence to provide a reasonable basis for our findings and conclusions based on our audit objectives. We believe that the evidence obtained provides a reasonable basis for our findings and conclusions based on our audit objectives.

Appendix II: GAO's Data Collection Instrument

The following is the data collection instrument that we distributed electronically in June and July 2009 to the 10 agencies that participated in the Food Security Sub-Policy Coordinating Committee on Food Price Increases and Global Food Security.

GAO
Accountability • Integrity • Reliability

United States Government Accountability Office, Washington, DC 20548

GAO Information Request: U.S. Global Food Security Strategy

Agency Listing of Global Food Security-Related Programs and Activities

The U.S. Government Accountability Office (GAO) is conducting a review of the U.S. government's global food security strategy. A key component of our review is to prepare a comprehensive inventory of programs and activities that address global food insecurity in developing countries.[1] Respondents are requested to identify both programs and activities that directly address global food insecurity (for example, food aid or assistance for agricultural development), as well as programs and activities that are maintained for other purposes but that contribute to global food security efforts (for example, humanitarian assistance or health assistance with nutritional components).

In this data collection instrument, we ask you to respond to the questions listed below to identify the relevant activities at your agency. Please provide information on all programs and efforts within your agency focused on global food security-related operations for fiscal year 2008. Feel free to add additional lines or sheets of paper if necessary.

Scope of Information Request:

"Food security exists when all people, at all times, have physical and economic access to sufficient, safe and nutritious food that meets their dietary needs and food preferences for an active and healthy life" (World Food Summit, 1996). This widely accepted definition of food security encompasses several dimensions:

Food availability: Food is available in a country or local market from domestic production or imports, including food aid.
Food access: People have access to food either by producing it themselves, earning income to acquire it, or receiving assistance through safety nets.
Utilization: People are able to process and prepare food and utilize its essential nutrients through adequate diet, clean water, sanitation, and health care.

We are seeking high-level information on your agency's food security programs and activities.

We recognize that your agency may not have a formal and explicit food security policy or strategy, or that food security may be a component of a more broadly defined strategy. Our primary interest is to understand the place of food security in your agency's mission and to capture programs and activities that your agency views as food security-related. Consequently, this instrument consists of two parts. In Part I, we ask you to describe your agency's approach to food security; in Part II, we ask for more specific information by type of assistance or activity. Note that we are interested in efforts that may have the status of a program as well as activities that may not have this status.

[1]For our purposes, we define developing countries as those outside the United States, Canada, Western and Central Europe, Australia, New Zealand, Japan, and Israel.

Part I
Agency Views on Global Food Security

1) How, if at all, is food security referred to in your agency's overall mission statement?

2) Does your agency have an official definition of global food security? If so, what is it?

3) If you have any other comments about your agency's food security programs or activities or your agency's role in coordinating these programs and activities, please provide them here.

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Part II
Food Security-Related Programs and Activities

Section 1: Does your agency have any units or entities that provide any of the following types of assistance to developing countries?

A.	**Food aid**, including: A1. Emergency food aid A2. Non-emergency food aid	 Yes Yes	 No No
B.	**Nutritional assistance**, including: B1. Supplementary feeding and micronutrient supplementation B3. Nutritional education, counseling, and assessment B3. Assistance focusing on especially vulnerable groups (such as pregnant and lactating women and children)	 Yes Yes Yes	 No No No
C.	Assistance for **agricultural development**, including assistance for: C1. Agricultural technologies (such as biotechnology or nanotechnology) C2. Farming techniques (such as no-till farming or integrated pest management) and agricultural inputs (seeds and fertilizer) C3. Agricultural value chains, including investments in food processing and storage C4. Agricultural market development C5. Agricultural risk management (such as crop insurance, post-harvest conservation) C6. Agricultural R&D, education or training (including farmer-to-farmer programs) C7. Irrigation and watershed management C8. Maintaining the natural resource base (such as soil and biodiversity conservation, adaptation to climate change)	 Yes Yes Yes Yes Yes Yes Yes Yes	 No No No No No No No No
D.	Assistance for **rural development**, including assistance for: D1. Land tenure reform (such as women's land ownership rights) D2. Rural infrastructure (roads, energy production, etc.) D3. Access to micro-loans or other forms of credit	 Yes Yes Yes	 No No No
E.	Support for **safety nets** (broadly defined as policies to protect basic livelihoods) that have a food security component	Yes	No
F.	Encouraging **policy reform**, including: F1. Government food security-oriented policy reform F2. Encouraging private sector investment F3. Strengthening national and regional trade and transport corridors	 Yes Yes Yes	 No No No
G.	**Information** on and **monitoring** of the global food security situation	Yes	No
H.	Any **other type** of food security assistance (please describe on a separate sheet of paper)	Yes	No
I.	**Future challenges** to food security that your agency is considering	Yes	No

If you answered "yes" to any of these items, please provide the names of the units or entities and a brief description of the programs or activities on the following pages.

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Section 2: Programs or Activities

1a) Program type: *(Please report using the letter associated with the program/activity in the table above, for example "A" for Food Aid, "B" for Nutritional Assistance, etc.)*

1b) Responsible unit: *(Please give us the name of the unit in your agency, e.g., division, office, branch, bureau, that is responsible for this program/activity, etc.)*

1c) Brief description of the program/activity:

1d) Brief description of any funding data available on the program/activity (*for example, are reliable – that is, complete, consistent and accurate -- data available on appropriations, obligations and expenditures for the program or activity? If so, what is the source and for what time periods are they available?)*:

1e) Funding data for this program for FY 2008 (*If you have reliable funding data for FY 2008, please provide them. If reliable data on appropriations, obligations, expenditures are not available, please indicate that is the case. If your agency has any other type of reliable funding data, we would also like to know about them. We would like you to report all reliable types of funding data on these programs or activities that your agency may have for FY 2008.)*

i. Appropriations:
ii. Obligations:
iii. Expenditures:
iv. Other:

1f) Brief description of any monitoring and/or evaluation your agency conducts of this program/activity:

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Appendix III: Summary Description of U.S. Agencies' Reported Food Security Activities and Funding

The following tables summarize the responses of 10 U.S. agencies to our data collection instrument regarding their global food security programs and activities and associated funding levels in fiscal year 2008. The summaries are listed by agency in order from highest to lowest amount of funding reported. The totals in each summary table may not match the sum of individual rows due to rounding.

U.S. Agency for International Development

Table 3 summarizes the U.S. Agency for International Development's (USAID) funding for global food security in fiscal year 2008. USAID reported providing the broadest array of programs and activities and the largest amount of funding.

Table 3: Summary of USAID's Reported Funding for Global Food Security, Fiscal Year 2008[a]

Types of activities	Foreign Assistance Standardized Program Subelement[b,c]	Description of the program subelement	Reported funding[d]
A. Food aid			
• Emergency food aid	5.1.2.3. Health, Food and Nutrition Commodities and Services	Procure goods and services; distribute food; and support food-based market assistance, nutrition surveillance, primary health care, reproductive health, health surveillance, mobile clinics, supplementary feeding, community- and center-based therapeutic care, and educational services.	$1,980,740,840[e]
B. Nutrition			
• Assistance focusing on especially vulnerable groups	3.1.6.6. Maternal and Young Child Nutrition, Including Micronutrients	Deliver maternal and child iron, zinc, vitamin A, iodine, and other key micronutrients through supplementation, fortification, and other delivery approaches. Support breastfeeding promotion, infant and young child feeding, community-based growth promotion, activities to increase partners'/fathers' knowledge and support, management of acute and severe child malnutrition, nutrition of pregnant and lactating mothers and adolescent girls, monitoring the nutrition status of maternal and child populations, and targeted supplemental feeding.	134,121,318

Types of activities	Foreign Assistance Standardized Program Subelement[b,c]	Description of the program subelement	Reported funding[d]
C. Agricultural development			
• Agricultural technologies • Farming techniques • Agricultural research and development, education, and training • Irrigation and watershed management • Maintaining the natural resource base • Agricultural risk management • Agricultural value chains, including investments in food processing and storage • Agricultural market development • Strengthening national and regional trade and transport corridors	4.5.1.3. Agricultural Market Standards and Regulations	Improve laws, institutions, and policies that impact market transactions of agricultural goods, inputs, practices, and services. This includes international policies such as agriculture-related agreements of the WTO; domestic science-based regulation to ensure food, feed, and environmental safety; and market-based or industry-led quality grades, standards, and certification.	12,176,622
	4.5.2.1. Research and Technology Dissemination	Support scientific research and technology, including biotechnology that generates improvements in production systems (crop, livestock, farm, forest, and fisheries), value-added products, and management practices leading to sustainable productivity gains, mitigation of risk, and income growth. It also supports dissemination and adoption of productivity-enhancing and post harvest technologies, value-added products, and management practices in these areas by reducing the barriers that may constrain male or female producers, processors, and manufacturers.	67,825,273
	4.5.2.2. Land and Water Management	Develop and invest in the quantity and quality of land and water resources, including irrigation and soil fertility, riparian and range management, and water resources to improve and sustainably increase agricultural productivity and incomes. This includes related land and water administration systems.	35,296,141
	4.5.2.3. Rural and Agricultural Finance	Increase equitable access to financial services by male and female farmers in rural areas and for agricultural enterprises to purchase necessary inputs; introduce new technologies; expand productive capacity; and finance storage, transport, and marketing costs. Also includes access to mechanisms and products that reduce seasonal income and consumption variability, protect and build assets, and mitigate price and weather risk.	13,193,910

Types of activities	Foreign Assistance Standardized Program Subelement[b,c]	Description of the program subelement	Reported funding[d]
	4.5.2.4. Agribusiness and Producer Organizations	Support the growth of small and medium agro-enterprises, including producer organizations/associations, which are engaged in producing, marketing, or adding value (e.g. processing and quality enhancement) to crop, livestock, forestry, and fishery products. Support addresses the needs and capacities of both men and women producers and includes such areas as adoption of technology and technical processes, businesses and human resources management, environmental regulatory compliance, and organizational governance.	99,066,521
	4.5.2.5. Markets and Trade Capacity	Build capacity to link small-scale producers (men and women), pastoralists, and small to medium enterprises to the economic opportunities of commercial markets. This includes both input and output markets at the local, regional, and international levels. Interventions include areas such as the development of risk management strategies; warehouse receipt, agricultural commodity trading and accessible market information systems; meeting market standards; and public and private investments that support efficient agricultural marketing such as storage facilities, cold storage, packaging facilities, and agricultural processing facilities.	41,124,976
D. Rural development			
E. Safety nets			
• Support for safety nets that have a food security component	4.5.2.7. Agricultural Safety Nets and Livelihood Services	Support risk management and economic diversification, transfer and adaptation of proven technologies and human organization innovations to increase market access, food or cash transfers in exchange for public works; and resource transfers and/or agricultural inputs (e.g. seeds, tools, and livestock) which enable male and female producers to try new technologies and production methods that would otherwise not be available to them.	100,472,483

Types of activities	Foreign Assistance Standardized Program Subelement[b,c]	Description of the program subelement	Reported funding[d]
F. Policy reform			
• Government food security-oriented policy reform	4.5.1.1. Agricultural Resource Policy	Support institutions and equitable policies that foster sustainable utilization of land, water, plant, and animal resources to enhance agricultural productivity and incomes, increase resource quality and quantity, and decrease degradation of productive resources. This includes access to and securing property rights over agricultural resources, including by female headed households and returning internally displaced persons and refugees, and it includes increasing returns of agricultural labor.	10,797,010
	4.5.1.2. Food Policy	Support institutions, policies and incentives aimed at ensuring that adequate, safe, and nutritious food is available; markets function efficiently; and that low-income groups and those vulnerable to food insecurity (e.g., female farmers with small land holdings, female-headed households, children, and HIV affected) are able to access and appropriately utilize that food.	5,097,725
	4.5.1.4. Public Investment Policy	Improve institutions and policies that encourage increased and more effective public and private investments in agricultural institutions and infrastructure to provide the basis for expanded productivity in the agricultural sector. This includes support for (1) scientific and technological advances through research and development, (2) governmental actions that provide a positive climate for innovation and investment, and (3) efforts to comply with international treaties and encourage international cooperation and public-private partnerships.	7,353,401
G. Information on and monitoring of the global food security situation			
Information and monitoring	4.5.2.6. Emerging Agricultural Threats	Strengthen plant and animal disease surveillance and the control of emerging agricultural pests and diseases (e.g. Wheat Stem Rust) to mitigate productivity losses, allow access to international markets, reduce risks to human health, improve food safety, and reduce the risk of introduction of diseases into the United States.	2,373,746
H. Other types of food security assistance			
I. Future challenges to food security			
Total			**$2,510,000,000**

Source: GAO presentation of agency response to the data collection instrument.

[a]USAID relied on the Foreign Assistance Coordination and Tracking System (FACTS) database to provide funding data in response to our data collection instrument. FACTS is used by State and USAID to record, on an annual basis, all planned appropriations for foreign assistance funding that these agencies implement. FACTS uses the standardized program structure, which is based on the U.S. Foreign Assistance Framework and organized by objective, program area, element, and subelement. Using the database, USAID identified subelements that corresponded with the activities described in our instrument (see app. II). We reviewed descriptions of the subelements and discussed the ones selected by USAID in subsequent interviews with USAID officials. Based on these discussions, we and USAID identified the 13 subelements listed in the table as being primarily for global food security. A subelement may contain different types of food security activities: for example, subelement 4.5.2.5 for Markets and Trade capacity supports food security-related agricultural development as well as policy reforms in countries receiving U.S. assistance. We also discussed with USAID officials the procedures for entering FACTS data. We determined that FACTS data were not accurate for the subelement covering emergency food aid and relied instead on another USAID source for the emergency food aid funding.

[b]Subelement information and descriptions come from the Foreign Assistance Standardized Program Structure and Definitions.

[c]In addition to the 13 subelements that we have determined as primarily containing food security programs and activities, we also identified 12 other subelements, which include some food security activities (4.2.2.1, 4.2.2.3, 4.4.1.8, 4.4.3.3, 4.7.1.2, 4.7.4.1, 4.8.1.2, 4.8.1.4, 4.8.2.4, 5.1.2.1, 5.1.2.5, and 5.2.1.1) and whose combined planned appropriations exceeded $850 million in fiscal year 2008. However, the FACTS database does not allow us to determine what proportion of the reported funding for these 12 subelements supported food security activities. This table does not include Food for Peace Title II nonemergency food aid funding for programs and activities, such as basic education and social assistance, that fall outside the 13 subelements listed in the table.

[d]Planned appropriations obtained from FACTS, including supplemental appropriations, for fiscal year 2008 as of February 2010, unless noted otherwise.

[e]This amount is for emergency food aid only and comes from USAID's *International Food Assistance Report* for fiscal year 2008. It does not include funding for some other USAID programs and activities—such as disaster relief or nutritional assistance that may have some food security components—that fall under program subelement 5.1.2.3. According to FACTS, planned appropriations for those programs and activities in fiscal year 2008 were about $180 million.

Millennium Challenge Corporation

Table 4 summarizes the Millennium Challenge Corporation's (MCC) funding obligations for agricultural and rural development in fiscal year 2008.

Table 4: Summary of MCC's Reported Funding for Global Food Security, Fiscal Year 2008

Types of activities	Description	Reported funding[a]
A. Food aid		
B. Nutrition		
C. Agricultural development	MCC invests in agricultural technology transfer, irrigation and water management, and agricultural research. Examples of MCC-supported agricultural development activities include: construction and rehabilitation of irrigation systems; horticulture, crop, and livestock productive capacity; post-harvest facilities, farm service centers, and warehouses; training farmers and organizing farmer associations; business development services, market information, and training to farmers and entrepreneurs on improved production and higher-profit agriculture enterprises; and capacity-building of agriculture ministries.	$329,190,000

Types of activities	Description	Reported funding[a]
D. Rural development	MCC invests in land tenure and property rights, transport infrastructure, and access to credit. Examples of MCC-supported rural development activities include: land titling and administration and management, formalizing property rights; port modernization and ferry services; fish landing sites and fishers' facilities; construction and rehabilitation of primary and rural road segments and bridges to increase commerce and connect communities to markets; access to rural finance by building banking and financial service capacities and offering line of credit to farmers and agribusinesses; capital investment and crop insurance to small producers; and creation of investment fund for agribusiness small and medium enterprises.	582,530,000
E. Safety nets		
F. Policy reform		
G. Information on and monitoring of the global food security situation		
H. Other types of food security assistance		
I. Future challenges to food security		
Total		**$912,000,000**

Source: GAO presentation of agency response to the data collection instrument.

[a]MCC obligates funding for multiple years (usually five) at the time when MCC's compact with a recipient country enters into force. MCC's total obligations for fiscal years 2005-2009 were approximately $1.1 billion for agricultural development and $2.2 billion for rural development.

Department of the Treasury

Table 5 presents GAO's estimate of U.S. contributions made by the Department of the Treasury (Treasury) to multilateral development banks for agricultural development, rural development, and policy reform in fiscal year 2008.

Table 5: Summary of the Department of the Treasury's Reported Funding for Global Food Security, Fiscal Year 2008

Types of activities	Description	Reported funding
A. Food aid		
B. Nutrition		

Types of activities	Description	Reported funding
C. Agricultural development **D. Rural development**	Treasury participates in the multilateral development banks—such as the World Bank, African Development Bank, Asian Development Bank, Inter-American Development Bank, and International Fund for Agricultural Development (IFAD)—which provide grants and loans for agricultural and rural development. In the case of IFAD, a representative of Treasury's Office of International Affairs serves in a leadership role as a member of the Board of Directors. Total fiscal year 2008 financing for public and private sector investments in agricultural development, including rural development and policy reform, from multilateral development banks was $4.9 billion, including the estimated U.S. contribution of $817 million. The U.S. contribution includes $358 million in highly concessional loans and grants to the world's poorest countries and $459 million in loans to middle-income and creditworthy low-income developing countries.	$817,000,000[a]
E. Safety nets		
F. Policy reform	Treasury reported that it is involved in the area of food security-related policy reform and the estimated U.S. contribution of $817 million supports this involvement as well.	
G. Information on and monitoring of the global food security situation		
H. Other types of food security assistance		
I. Future challenges to food security		
Total		**$817,000,000**

Source: GAO presentation of agency response to the data collection instrument.

[a]The funding amount is a GAO estimate, confirmed by Treasury. The total of $817 million is based on (1) agricultural sector lending commitments made in fiscal year 2008 by the multilateral development banks (World Bank Group, African Development Bank and Fund, Asian Development Bank and Fund, Inter-American Bank and Fund for Special Operations, European Bank for Reconstruction and Development, and the International Fund for Agricultural Development); (2) the U.S. share of capital in the banks which lend to middle-income and creditworthy low-income countries; and/or (3) the U.S. share of total resources provided to the multilateral development banks' concessional windows from donor contributions for the replenishment active in fiscal year 2008; and (4) distinguishing between support to the poorest countries ($358 million) and to middle-income and creditworthy low-income developing countries ($459 million).

[b]The multilateral development banks' concessional lending windows require donor contributions periodically to replenish resources to provide assistance to the poorest countries. The replenishment share measures the share of each donor's contribution to the total of all donor contributions to a particular replenishment. The U.S. share for this analysis is derived from the multilateral development banks' concessional window replenishment active in fiscal year 2008.

U.S. Department of Agriculture

Table 6 summarizes the U.S. Department of Agriculture's (USDA) funding obligations for global food security programs and activities in fiscal year 2008.

Table 6: Summary of USDA's Reported Funding for Global Food Security, Fiscal Year 2008

Types of activities	Description	Reported funding
A. Food aid		
• Emergency food aid	The Bill Emerson Humanitarian Trust is a food commodity reserve for emergency humanitarian needs in developing countries.	$256,000,000
• Nonemergency food aid for development	The Food for Progress program, implemented in 41 developing countries by the Foreign Agricultural Service (FAS), supports the expansion of private enterprise and agricultural sector in developing countries. Under this program, U.S. commodities are sold in recipient countries and the proceeds are used to fund projects in agriculture, infrastructure, or economic development.	175,200,000
	The McGovern-Dole International Food for Education and Child Nutrition program, implemented in 28 developing countries by FAS, supports education and child development through school lunches, food for work, and take-home rations.	99,300,000
B. Nutrition		
C. Agricultural development		
• Agricultural research and development, education, and training • Agricultural market development	FAS runs several technical assistance and faculty exchange programs (the Borlaug Fellowship Program, Cochran Fellowship Program, Faculty Exchange Program, Scientific Cooperation Research Program, and Emerging Markets Program) to facilitate agricultural development in many countries around the world.	6,684,155
	The Animal and Plant Health Inspection Service supports training activities for capacity building training in disease and animal health inspection in agriculture, and the Food Safety and Inspection Service funds meat and poultry inspection seminars for foreign agricultural officials.	1,735,000
	A significant portion of USDA's nonemergency food aid funding is used to support agricultural development activities in developing countries.	
D. Rural development		
E. Safety nets		
F. Policy reform		
G. Information on and monitoring of the global food security situation	The Economic Research Service (ERS) carries out food security country assessments and analysis of global food supply, demand, and price conditions. In addition, in 2008 ERS analyzed the impact of increased biofuels production on food security in sub-Saharan Africa.	554,326
Total		**$540,000,000**

Source: GAO presentation of agency response to the data collection instrument.

Department of State

Table 7 summarizes the Department of State's (State) funding for global food security programs and activities in fiscal year 2008.

Table 7: Summary of State's Reported Funding for Global Food Security, Fiscal Year 2008

Types of activities	Description	Reported funding
A. Food aid • Emergency food aid • Nonemergency food aid	State's Bureau of Population, Refugees and Migration (PRM) provides aid and sustainable solutions for refugees, victims of conflict, and stateless people around the world, through repatriation, local integration, and resettlement in the United States.[a] PRM also promotes the U.S. population and migration policies.	$44,397,453**b**
B. Nutrition		
C. Agricultural development		
• Agricultural technologies • Farming techniques • Agricultural risk management • Agricultural research and development, education or training • Maintaining the natural resource base	State's Bureau of International Organization Affairs pays U.S. assessed contribution[c] to the Food and Agriculture Organization (FAO) of the United Nations.	109,349,295
	State contributes funding to several technical assistance and exchange programs that are implemented by the Department of Agriculture and promote agricultural development, including the Former Soviet Union Cooperative Research Program, the Caucasus Agricultural Development Initiative, the Cochran Fellowship Program, the Faculty Exchange Program, and the Support for Eastern European Democracy Program.	12,685,000
	Bureau of Oceans, Environment and Science (OES) promotes sustainable agriculture, sustainable natural resource management, and environmental protection in the Dominican Republic and member countries of the Central America Free Trade Agreement.	1,000,000
	Bureau of Economic, Energy, and Business Affairs (EEB) funds speakers' programs to support and educate foreign governments on the importance of agricultural biotechnology. In fiscal year 2008, EEB promoted the understanding of agricultural biotechnology as a tool for improved food security in developing countries; encouraged the adoption of fair, transparent, and science-based policies and practices in other countries; and supported biotechnology applications for biofuels.	207,091
D. Rural development		
E. Safety nets	PRM supports food security and livelihoods programs targeting refugee and returnee populations, using funding listed above under "Food aid."	
F. Policy reform	In addition to agricultural development, U.S. assessed contribution to FAO, listed above under "Agricultural development," supports policy reform on issues related to global food security.	
G. Information on and monitoring of the global food security situation		

Types of activities	Description	Reported funding
H. Other types of food security assistance		
	OES supports the building of a global partnership to advance point-of-use approaches for treating and storing water at the household level, strengthening global advocacy on sanitation, and advancing the development of water safety plans.	250,000
I. Future challenges to food security		
Total		**$168,000,000**

Source: GAO presentation of agency response to the data collection instrument.

[a]According to PRM, "repatriation" means going home when no longer at risk of persecution, "local integration" means settling permanently in the country to which one has fled, and "resettlement" means settling permanently in a third country.

[b]Funding information is based on total project costs (food and non-food activities). In addition, this funding includes support for safety nets programs reported later in the table, as State reported one number for both types of activities.

[c]Assessed contributions are payments that the United States makes to more than 40 international organizations, including FAO, in which the United States is a member pursuant to treaties, conventions, or specific acts of Congress. These contributions are assessed "dues" for belonging to these organizations.

U.S. Trade and Development Agency

Table 8 summarizes the U.S. Trade and Development Agency's (USTDA) funding obligations for global food security-related programs and activities in fiscal year 2008.

Table 8: Summary of USTDA's Reported Funding for Global Food Security, Fiscal Year 2008

Types of activities	Description	Reported funding[a]
A. Food aid		
B. Nutrition		
C. Agricultural development		
• Assistance to the agribusiness sector	USTDA agribusiness activities are related to growing, cultivation and processing of agricultural, aquaculture, and forestry products. Although a very broad definition, it is nevertheless consistent with the way it is often utilized (e.g., food processing, storage and transport, and irrigation). This assistance is provided to China, Egypt, and Morocco.	$852,054
• Assistance to the water and environment sectors	USTDA groups water and environment sectors together because of a close relationship between many large water control and supply projects and the environment (e.g. air quality and solid waste; water supply and control to support agricultural development). This assistance is provided to Jordan, Mexico, Morocco, and the Philippines.	1,173,263

Types of activities	Description	Reported funding[a]
D. Rural development		
• Assistance to the transportation sector	USTDA transportation projects emphasize the movement of people and goods—specifically, upgrading airports, highways, mass transit, railways, and shipping and ports to support the development of a modern infrastructure and a fair and open trading environment (e.g., improving transportation networks to facilitate the transport of food from farm to market). This assistance is provided to Brazil, Chile, China, Colombia, India, Mexico, Panama, and Trinidad and Tobago.	3,640,375
• Assistance to the energy sector	USTDA funds activities in support of projects designed to generate, transmit, and distribute power and heat to the food industry (e.g., electricity distribution and transmission to end users or food suppliers for cold storage, and promotion of renewable resources to produce electricity). This assistance is provided to Indonesia, Jamaica, Jordan, the Philippines, and Uganda.	1,280,553
E. Safety nets		
F. Policy reform		
G. Information on and monitoring of the global food security situation		
H. Other types of food security assistance		
• Assistance to the service sector	USTDA funds activities in this sector for those country entities that provide services to their clients, such as banking and finance to improve access to credit to support the food industry, government administration, and retail and wholesale, among others (e.g., improvement of host government services, namely tax collection, social security.)	1,355,740
• Multisectoral assistance	Multisectoral activities encompass projects that do not fit into any of the specific sectoral classifications and include USTDA activities that are designed to support projects in more than one sector yet support global food security efforts (e.g., transportation and construction). This assistance is provided to El Salvador, Ghana, and Morocco	819,993
• Assistance to the telecommunications sector	USTDA's telecommunications activities focus on the transfer of voice and data communications from one location to another to provide vital monitoring and other forecasting capabilities that could be useful in the agricultural sector (e.g., a water monitoring information technology). This assistance is provided to China.	41,621
I. Future challenges to food security		
Total		**$9,200,000**

Source: GAO presentation of agency response to the data collection instrument.

[a]The table summarizes actual funding provided by USTDA in fiscal year 2008. In addition, USTDA regularly responds to and supports project requests for agricultural technologies, land tenure reform, encouraging private sector investment, and future challenges to global food security.

Department of Defense

Table 9 summarizes the Department of Defense's (DOD) Defense Security Cooperation Agency's funding obligations for disaster relief and humanitarian assistance with global food security components in fiscal year 2008.

Table 9: Summary of DOD's Reported Funding for Global Food Security, Fiscal Year 2008

Types of activities	Description	Reported funding
A. Food aid		
Emergency food aid	The Defense Security and Cooperation Agency (DSCA) manages the storage and transportation of humanitarian daily rations[a] to countries experiencing adverse effects from war, famine, floods, or earthquakes.	$1,500,000
B. Nutrition		
C. Agricultural development		
• Irrigation and watershed management • Maintaining the natural resource base	DSCA manages the Overseas Humanitarian Disaster and Civic Aid (OHDACA) appropriation, which funds disaster relief and humanitarian assistance projects developed by the six geographic Combatant Commands. The United States Africa Command, Southern Command, and Pacific Command used some of these funds for projects directed at flood control and building of wells in developing countries in fiscal year 2008.	2,100,000
D. Rural development		
• Rural infrastructure	The United States Africa Command, Southern Command, and Pacific Command used Overseas Humanitarian Disaster and Civic Aid funds to construct roads, bridges, and water treatment facilities in developing countries in fiscal year 2008.	4,800,000
E. Safety nets		
F. Policy reform		
G. Information on and monitoring of the global food security situation		
H. Other types of food security assistance		
I. Future challenges to food security		
Total		**$8,400,000**

Source: GAO presentation of agency response to the data collection instrument.

[a]Humanitarian daily rations contain approximately 2,400 calories and conform to a range of cultural or religious dietary restrictions. In addition, nutritional content is tailored for populations near starvation or fleeing from catastrophe.

The Peace Corps

Table 10 summarizes the Peace Corps' response to our data collection instrument. The Peace Corps did not report any funding data.

Table 10: Summary of the Peace Corps' Response on Global Food Security, Fiscal Year 2008

Types of activities	Description	Reported funding
A. Food aid		
B. Nutrition		
• Nutritional education, counseling, and assessment • Assistance focusing on especially vulnerable groups	Peace Corps volunteers provide nutritional assistance through education and capacity building, such as classroom health education for students and health care providers; informal educational health sessions; and technical support and organizational development for local nongovernmental and community-based organizations.	The Peace Corps did not report any funding data
C. Agricultural development		
• Farming techniques • Agricultural research and development, education and training • Irrigation and watershed management • Maintaining the natural resources base	Peace Corps volunteers improve communities' food security by implementing sustainable practices, promoting crop diversification, and encouraging production of more nutritious foods. Peace Corps volunteers assist with launching or expanding small-scale agribusinesses, as well as train and advise cooperatives and producer associations on business planning, marketing, financial management, product design and distribution.	The Peace Corps did not report any funding data
D. Rural development		
• Access to microloans or other forms of credit	Peace Corps volunteers provide technical support to microfinance institutions, credit unions, and nongovernmental organizations with microcredit programs, and train villagers to set up and manage their village savings and loan associations.	The Peace Corps did not report any funding data
E. Safety nets		
F. Policy reform		
G. Information on and monitoring of the global food security situation		
H. Other types of food security assistance		
I. Future challenges to food security		

Source: GAO presentation of agency response to the data collection instrument.

Office of the U.S. Trade Representative

Table 11 summarizes the U.S. Trade Representative's (USTR) response to our data collection instrument. USTR did not report any funding data.

Table 11: Summary of USTR's Response on Global Food Security, Fiscal Year 2008

Types of activities	Description	Reported funding
A. Food aid		
B. Nutrition		
C. Agricultural development		
D. Rural development		
E. Safety nets		
F. Policy reform		
• Encouraging private sector investment • Strengthening national and regional trade and transportation corridors	USTR develops and coordinates U.S. international trade, commodity, and direct investment policies, and oversees negotiations with other countries. USTR is engaged in interagency consultations and has recently created an interagency subcommittee at the Trade Policy Staff Committee to coordinate trade policy elements of the administration's global food security initiative.	USTR did not report any funding data
G. Information on and monitoring of the global food security situation		
H. Other types of food security assistance		
I. Future challenges to food security		

Source: GAO presentation of agency response to the data collection instrument.

Office of Management and Budget

Table 12 summarizes the Office of Management and Budget's (OMB) response to our data collection instrument. OMB stated that it is not an implementing agency for global food security activities, and as such does not have programs, activities, or funding to report.

Table 12: Summary of OMB's Response on Global Food Security, Fiscal Year 2008

Types of activities	Description	Reported funding
A. Food aid	OMB • Analyzes agency budget requests (annual and supplemental) for global food security; • Advises the White House and other components of the Executive Office of the President on the resource options available to support the development of new global food security initiatives; • Participates in interagency consultations on global food security issues.	OMB did not report any funding data
B. Nutrition		
C. Agricultural development		
D. Rural development		
E. Safety nets		
F. Policy reform		
G. Information on and monitoring of the global food security situation		
H. Other types of food security assistance		
I. Future challenges to food security		

Source: GAO presentation of agency response to the data collection instrument.

Appendix IV: Comments from the Department of State

Note: GAO comments supplementing those in the report text appear at the end of this appendix.

United States Department of State

Chief Financial Officer

Washington, D.C. 20520

MAR 01 2010

Ms. Jacquelyn Williams-Bridgers
Managing Director
International Affairs and Trade
Government Accountability Office
441 G Street, N.W.
Washington, D.C. 20548-0001

Dear Ms. Williams-Bridgers:

We appreciate the opportunity to review your draft report, "GLOBAL FOOD SECURITY: U.S. Agencies Progressing on Governmentwide Strategy, but Approach Faces Several Vulnerabilities," GAO Job Code 320664.

The enclosed Department of State comments are provided for incorporation with this letter as an appendix to the final report.

If you have any questions concerning this response, please contact Scott Alexander, Special Assistant, Office of the Counselor at (202) 647-4690.

Sincerely,

James L. Millette

cc: GAO – Phil Thomas
C – Cheryl Mills
State/OIG – Tracy Burnett

Department of State Comments on GAO Draft Report

GLOBAL FOOD SECURITY: U.S. Agencies Progressing on Governmentwide Strategy, but Approach Faces Several Vulnerabilities
(GAO-10-352, GAO Code 320664)

Thank you for the opportunity to comment on your draft report entitled *"GLOBAL FOOD SECURITY: U.S. Agencies Progressing on Governmentwide Strategy, but Approach Faces Several Vulnerabilities."* The State Department welcomes this report, and appreciates its timely input. We have submitted detailed technical review comments, and in doing so we also provided the draft public consultation document and acknowledge the forthcoming FY2011 Congressional Budget Justification for the initiative which should be released within this month. We believe that these documents will provide greater clarity for the final report, and we look forward to its publication. Within this month, the State Department will be releasing an implementation document for the Global Hunger and Food Security Initiative (GHFSI). Many issues raised in this draft Report will be addressed more fully in the implementation document and we appreciate the collaborative benefits of having the GAO's input as we develop the implementation strategy.

First Recommendation- Develop an Operational definition of Food Security: The draft Report highlights a critical issue for the GHFSI- the difficulty of gathering comprehensive data on food security programs and activities across the U.S. government. The Department of State agrees with the benefits of having a common definition of food security that would extend to all agencies across the government, and also notes that the definition of food security that the GAO uses is much broader than the operational definition within the defined budget for the Global Hunger and Food Security Initiative. The GHFSI will lay out a clear programmatic definition based on a common results framework with goals, objectives, and indicators. These two definitions are not incompatible; rather the GHFSI operational definition is a sub-set of the larger definition that GAO developed in the course of drafting this Report.

Within the GHFSI budget, food security will be defined by programs that quantifiably impact the objectives of a) increasing economic performance of the agriculture sector; b) improving nutritional status and; c) improving the capacity of vulnerable households to meet their food needs. Through an interagency process, we will develop a strong results framework with indicators that monitor progress

on meeting the above objectives. All agencies participating in the GHFSI will be measured using this common framework for accountability.

See comment 1.

The GAO also recommends the Secretary of State should work with the NSC to "establish a methodology for consistently reporting comprehensive data across agencies; and periodically inventory the food security-related programs and associated costs for each of these agencies." As noted above, all agencies participating in the Initiative and funded by the budget of the Intiative will use the common framework to measure progress of programs and investments towards the common goals of the Initiative. While we support the concept of a common data set across the U.S. government for food security, the significance of the costs incurred in doing so would need to be weighed against the inherent value provided by this individual data set. The Department of State would be ready to work with the GAO to identify other offices or agencies where central database core competencies exist to collect this kind of data across multiple government agencies.

Second Recommendation- Mitigate the Risks Associated with the Host Country-Led Approach:

See comment 2.

Another issue of concern highlighted by the Report is that a country-led process—a core principle of GHFSI—creates vulnerabilities including risks associated with weak host governments; a shortage of expertise in agriculture and food security at U.S. agencies that could provide technical support to host governments; and difficulties in aligning host governments' policy priorities with those of donors. The draft Report makes a specific recommendation to delineate measures that will mitigate these risks when developing the Initiative's implementation strategy. The Department of State has recognized the vulnerabilities that are associated with a country-led approach and will incorporate mechanisms in our implementation strategy that help to manage these risks.

While there may be uncertainties and necessary flexibilities required in a country-led approach, the Department of State believes that such an approach provides the greatest opportunities for host country leadership and sustained effort, especially in the areas of promoting policy reform, encouraging private sector involvement and affecting change at the local level.

FACTS and FACTS Info:

See comment 3.

GAO has conducted several previous analyses of FACTS and FACTS Info and has provided helpful recommendations. For example, GAO made suggestions for

better managing and mitigating the risks associated with making changes to FACTS, and these recommendations have been implemented, including a weekly review of a risk registry with the FACTS Executive Sponsor. GAO has also recognized in past reports that the Department of State and USAID processes maintain a low risk of corrupt or incomplete data. In the current draft Report, the GAO highlights an issue which it terms a "discrepancy." USAID and State believe that GAO inadvertently compared unlike data sets, leading to the perception of a discrepancy. Specifically, USAID accurately reports to Congress and the public its Title II food aid resources via the annual International Food Assistance Report. Towards the end of FY 2008, USAID received a large supplemental appropriation for food aid, which was not recorded immediately as an Operational Plan modification and was not, therefore, reflected in the report GAO reviewed. The Department of State and USAID stand by the accuracy and completeness of the data contained in the FACTS Info database, and regret that this issue was not fully explained to GAO at the time of its research.

The Department of State thanks you for sending your draft Report, and we look forward to working with GAO in the future.

The following are GAO's comments on the Department of State's letter dated March 1, 2010.

GAO Comments

1. The limitations we found in the Foreign Assistance Coordination and Tracking System (FACTS) could be addressed by improving operating procedures and therefore need not be costly. Specifically, (1) an operational definition of food security could be provided along with guidance on the programs and activities that it covers, and (2) a requirement could be made that supplemental appropriations be entered into the system, as allowed for by FACTS' current structure. In addition, technical comments received from the Office of Management and Budget suggest that the budget database that it maintains may be able to address our recommendation to establish a methodology for consistently reporting comprehensive data across agencies and periodically inventory agencies' food security-related programs and funding.

2. We do not question the appropriateness of the host country-led approach. However, we do point out the potential weaknesses of the approach as risks that the administration should mitigate to ensure successful implementation of the strategy. State provides its assurance that the GHFSI implementation strategy will incorporate mechanisms to help manage the risks that a country-led approach presents. We note that the weak capacity of host governments is a systemic problem in many developing countries, particularly in sub-Saharan Africa. We emphasize the need for the U.S. government to be clear on its application of the criteria that the GHFSI strategy has delineated for identifying and selecting Phase I and Phase II countries, which we note include, among other things, host government commitment, leadership, and governance. We note, for example, that two of the five countries currently under consideration as Phase II countries—Rwanda and Tanzania—have not met their own pledges to commit 10 percent of government spending to agriculture.

3. We compared the data in FACTS to data in other sources that reported funding for food security, such as the annual *International Food Assistance Report* (IFAR), and several years of congressional budget justifications because that is a standard methodology for assessing data reliability. Our goal, as State and USAID officials were aware through months of discussion, was to collect the most complete and accurate data possible on food security funding. With that in mind, we requested data on supplemental appropriations and were given data tables that included some supplemental appropriations data. In

addition, when we alerted USAID officials to the discrepancy we found in the Title II emergency food aid data, they advised us to use the complete funding data reported in IFAR rather than the incomplete data that were reported in FACTS. State's comments confirm our finding that the FACTS data were incomplete and did not reflect all food security funding. While FACTS contains reasonably complete and accurate data for regular food security-related appropriations, it lacks complete data for supplemental appropriations. This is a serious limitation inasmuch as USAID's global food security program with the highest funding level received a supplemental appropriation of $850 million in fiscal year 2008.

Appendix V: Comments from the Department of the Treasury

Note: GAO comments supplementing those in the report text appear at the end of this appendix.

DEPARTMENT OF THE TREASURY
WASHINGTON, D.C. 20220

February 26, 2010

Mr. Thomas Melito
Director, International Affairs and Trade
Government Accountability Office
441 G Street N.W.
Washington, DC 20548

Dear Mr. Melito:

Thank you for the opportunity to comment on the draft report regarding the U.S. government's efforts to develop a government-wide food security strategy. The Department of the Treasury is proud of the role it plays in furthering U.S. and global efforts to reduce food insecurity and promote agricultural development around the world. We broadly agree with the draft report's two main conclusions: 1) the importance of consistent operational reporting on U.S. food security efforts; and 2) the need to finalize an integrated U.S. government-wide strategy for food security.

Issues with Attributing Multilateral Institutions' Food Security Assistance

See comment 1.

On the first conclusion, we fully support the need for consistent financial reporting and appreciate the GAO's recognition that U.S. participation in the international financial institutions (IFIs) is an important component of the U.S. Government's response to global food insecurity. I want to emphasize, however, that the amount of funding attributable to Treasury is not direct appropriations but a GAO estimate of the U.S. "share" of agriculture and rural development assistance financed by the international financial institutions. Furthermore, since U.S. bilateral food security assistance is provided on a grant basis, it would be more appropriate in the future to focus on the highly concessional loans and grants provided by the concessional windows of the multilateral development banks (MDBs) to the world's poorest countries. Lending to middle-income countries, which is tied to market-based interest rates and accounts for 56 percent of the estimated food security financing attributable to Treasury in this draft report, is not truly comparable to U.S. bilateral assistance either in its financial terms or its recipients.

See comment 2.

Additionally, it should be noted that the IFIs typically report activities on a sectoral basis (such as agriculture or rural development), and not by issue areas (such as food security). In this regard, a U.S. government-wide definition of food security and efforts to accurately measure expenditures in this area may not be wholly reflected in accounting from the IFIs.

Finalizing a U.S. Food Security Strategy

See comment 3.

With regard to the second conclusion, the interagency working team has made significant progress and a finalized strategy will be ready in the next several months. While we recognize the GAO's concern about pursuing a country-led development strategy, we believe that the effectiveness of a country-led approach is borne out by several decades of development experience. Furthermore, the interagency working group recognizes many of the potential problems in a country-led approach, such as limited recipient country capacity, and has taken

steps to address those problems, including by proposing to increase the amount of technical assistance to our initiative focus countries.

As noted in the draft report, an important component of the U.S. food security strategy for which Treasury has primary responsibility is a new multi-donor trust fund administered by the World Bank – the Global Agriculture and Food Security Program (GAFSP). Created in response to a call from G-20 leaders in Pittsburgh in September 2009, GAFSP will provide an additional source of grant financing and development expertise to support technically sound, country-led food security strategies. The GAFSP will complement our bilateral food security activities by leveraging the financial resources of other donors, utilizing the technical capacity of the multilateral development banks, and financing projects and activities unlikely to be funded adequately by bilateral donors. We expect that the GAFSP will be operational by mid-2010.

Sincerely,

Karen Mathiasen
Acting Deputy Assistant Secretary
International Development Finance and Debt

The following are GAO's comments on the Department of the Treasury's (Treasury) letter dated February 26, 2010.

GAO Comments

1. Consistent with Treasury's comments, the draft report recognized the difference between concessional windows and nonconcessional windows and noted the breakdown between funding to poor and middle-income countries.

2. The definitional issue is a challenge in estimating or determining the funding level for food security provided by the international financial institutions. Accordingly, we discussed this issue with Treasury and mutually agreed on the method to calculate U.S. contributions to multilateral development banks that address global food insecurity. We mutually agreed to use a percentage of the banks' funding for agricultural development—which is key to food security—as a way to estimate food security funding. The percentage is based on U.S. contributions to the banks.

3. We do not question the appropriateness of the host country-led approach. However, we do point out the potential weaknesses of the approach as risks that the administration should mitigate to ensure successful implementation of the strategy.

Appendix VI: Comments from the U.S. Agency for International Development

Note: GAO comments supplementing those in the report text appear at the end of this appendix.

Thomas Melito
Director
International Affairs and Trade
U.S. Government Accountability Office
Washington, DC 20548

FEB 26 2010

Dear Mr. Melito,

I am pleased to provide the U.S. Agency for International Development's (USAID) formal response to the GAO draft report entitled: "***Global Food Security**: U.S. Agencies Progressing on Governmentwide Strategy, but Approach Faces Several Vulnerabilities" (GAO-10-352).*

The enclosed USAID comments are provided for incorporation with this letter as an appendix to the final report.

Thank you for the opportunity to respond to the GAO draft report and for the courtesies extended by your staff in the conduct of this audit review.

Sincerely,

Drew W. Luten

Drew W. Luten
Senior Deputy Assistant Administrator
Bureau for Management

Enclosure: a/s

U.S. Agency for International Development
1300 Pennsylvania Avenue, NW
Washington, DC 20523
www.usaid.gov

USAID COMMENTS ON GAO DRAFT REPORT No. GAO-10-352

As the lead implementing agency within the U.S. Government in the area of food security, the U.S. Agency of International Development (USAID) is pleased to offer its comments on the GAO Report to Congressional Committees, *GLOBAL FOOD SECURITY: U.S. Agencies Progressing on Governmentwide Strategy, but Approach Faces Several Vulnerabilities.* The report comes at an important time as the President and Secretary of State have made food security a high priority within U.S. foreign assistance and USAID has played a central role in shaping the strategy and implementation planning.

We are pleased to see GAO note the very significant progress on developing a government wide global hunger and food security strategy and believe that the implementation plan under development will address a number of the concerns raised in the report.

We agree with the recommendation that central to building a whole of government approach will be a common definition for food security. The Global Hunger and Food Security Initiative (GHFSI) lays out a clear programmatic definition based on a common results framework with goals, objectives, and indicators.

See comment 1.

The revised public strategy, *Feed the Future: The Global Hunger and Food Security Initiative Strategy*, contains a definition for the initiative that will be applied to all U.S. Agencies working towards the goals of this initiative. Equally important, as part of the initiative, we will be putting in place a number of operational steps that further align the efforts of multiple agencies and allow us to better report on those combined efforts. As evidenced by the Congressional Budget Justification (CBJ) request for FY2010 and the forthcoming for FY2011, we are developing a top down budget for the global hunger and food security initiative from the outset, rather than attributing spending afterwards, which more explicitly describes the initiative components of food security funding for State and USAID and better links strategy to resource levels. We are also developing interagency annual work plans that will facilitate a common reporting system that accounts for the contributions of other U.S. government agencies in implementing the global hunger and food security initiative. Most importantly, through an interagency process we will develop a strong results framework and indicators to monitor progress that will be applied to all agencies' programs that are a part of the initiative. This will establish a common framework of accountability and reporting across agencies against the goals and objectives of the global hunger and food security initiative. It will also focus our efforts to better build synergies across the resources and expertise of different agencies.

See comment 2.

The GAO report contains certain broad generalizations about data managed by the Department of State and USAID that result from its comparison of data sets that are not comparable. The process that State and USAID use to maintain a low risk of corrupt or incomplete data has been recognized by previous GAO studies as fully compliant with GAO recommendations. Both the Department of State and USAID stand by the accuracy and completeness of the data contained in the Foreign Assistance Coordination and Tracking System (FACTS) Info database.

See comment 3.

Specifically, with respect to the completeness of data from USAID, on an annual basis, USAID reporting of Title II food aid resources is accurately provided to Congress and the public domain via the annual International Food Assistance Report. Towards the end of FY 2008, USAID received a large supplemental for food aid, which was not recorded immediately as an Operational Plan modification, because, as supplemental appropriations, it was not required to be approved as part of an Operational Plan.

See comment 4.

Most significant, the report has identified important vulnerabilities in pursuing a country-led approach to food security. In making this a key principle for the U.S. strategy, we are addressing the dual challenges of aligning our strategy with the country-led approach and coordinating implementation with other donors and development partners. Coordination is a significant tool to build greater consensus and cohesion on policy issues and leverage the resources and commitment of other partners, rather than relying solely on a bilateral dialog. Our outreach through the Group of Eight (G8), Group of Twenty (G20), and the Food and Agriculture Organization (FAO) Summit last November demonstrates the ability to arrive at a common approach and see coordinated action move forward in implementing this approach. The Comprehensive African Agricultural Development Program provides a framework for deepening that coordinated approach in Africa, but also provides a roadmap and supplements the capacity of countries in the development of technical sound investment strategies for food security.

See comment 5.

In addition to building coalitions, the U.S. will implement our support in two phases. In the first phase, the U.S. will support the country–led investment plan development at a lower level of funding, emphasizing strengthening the enabling environment (including host country capacity) for more robust subsequent food security programming. We will then undertake a rigorous review of the technical quality of that investment plan, ensure it reflects an inclusive process of consultation with stakeholders, and represents a significant commitment of the host government itself. Through this review, the U.S. will reserve discretion on what we fund in the country-led approach and perform due diligence on the quality of potential U.S. support for the country's plan. Only after these reviews will the U.S. commit to a higher level of investment in implementation. This two-phased approach reduces the risks associated with limited country capacity and potential significant conflicts with U.S. perspectives on sound development policy.

See comment 6.

Investing in country-owned plans that support results-based programs and partnerships is both good development practice, as unanimously endorsed at the FAO Summit, and more likely to achieve the desired results than donor-driven programs.

Lastly, as we noted in our technical comments, USAID has been examining our staffing to ensure we have high quality technical personnel in the field to engage with governments and oversee more diverse mechanisms for technical assistance in support of this strategy. With 79 agricultural officers on staff today, ranging from senior managers to new Foreign Service officers brought on board over the last year, we are well positioned to launch this priority agenda. The Development Leadership Initiative continues to add to the ranks of new agriculture officers along with other important technical areas such as economic growth, private sector development, humanitarian assistance, and health, among others. We are giving priority to aligning our best staff to positions in the focus countries and regions to ensure we deliver on the important goals of reducing poverty and hunger in the global and national interest.

The following are GAO's comments on the U.S. Agency for International Development's (USAID) letter dated February 26, 2010.

GAO Comments

1. The report recognizes the progress that U.S. agencies are making toward the development of the strategy, *Feed the Future: The Global Hunger and Food Security Initiative Strategy.* The implementation of our recommendations, including developing an operational definition of food security that is accepted by all U.S. agencies, will better help to ensure the successful implementation of the evolving strategy.

2. We compared the data in the Foreign Assistance Coordination and Tracking System (FACTS) to data in other sources that reported funding for food security, such as the annual *International Food Assistance Report* (IFAR), and several years of congressional budget justifications because that is a standard methodology for assessing data reliability. Our goal, as USAID officials were aware through months of discussion, was to collect the most complete and accurate data possible on food security funding. With that in mind, we requested data on supplemental appropriations and were given data tables that included some supplemental appropriations data. In addition, when we alerted USAID officials to the discrepancy we found in the Title II emergency food aid data, they advised us to use the complete funding data reported in IFAR rather than the incomplete data that were reported in FACTS.

3. USAID'S comments confirm our finding that the FACTS data were incomplete and did not reflect all food security funding. While FACTS contains reasonably complete and accurate data for regular food security-related appropriations, it lacks compete data for supplemental appropriations. This is a serious limitation inasmuch as USAID's global food security program with the highest funding level received a supplemental appropriation of $850 million in fiscal year 2008.

4. The report acknowledges the roles of all development partners, including host governments, multilateral organizations, bilateral donors, and other entities such as nongovernmental organizations, philanthropic foundations, private sector organizations, and academic and research organizations—with whom U.S. agencies will have to coordinate their efforts. As with other donors, the United States is supporting the Comprehensive Africa Agriculture Development Program (CAADP) to help ensure a coordinated approach. However, we note in the report that the data suggest that the vast majority of African countries have not met their own commitments to direct 10

percent of government spending to agriculture. This calls into question many of these countries' commitment to agricultural development which, in turn, could impact the development of technically sound investment strategies for food security that reflect the reality of these countries' capacity to implement their own strategies, with donor support and assistance.

5. While the two-phased approach in selecting countries for GHFSI assistance may reduce the risks associated with limited host country capacity and potential significant conflicts with U.S. perspectives on sound development policy, we report that two of the five countries currently under consideration as Phase II countries—Rwanda and Tanzania—have not met their 10-percent CAADP pledges (see comment 4). In identifying and selecting Phase I and Phase II countries, the U.S. government should be clear on its application of the criteria that the GHFSI strategy has delineated, which include, among other things, host government commitment, leadership, and governance.

6. Consistent with USAID comments, the report acknowledges the recent steps that USAID has taken to rebuild its staff with technical expertise in agriculture and food security, which is necessary to enhance the agency's efforts to help strengthen the capacity of host governments in these areas.

Appendix VII: Comments from the U.S. Department of Agriculture

Note: GAO comments supplementing those in the report text appear at the end of this appendix.

United States Department of Agriculture

Foreign Agricultural Service

1400 Independence Ave, SW
Stop 1001
Washington, DC
20250-1001

Mr. Thomas Melito
Director, International Affairs and Trade
United States Government Accountability Office
441 G Street, N.W.
Washington, D.C. 20548

FEB 2 2 2010

Dear Mr. Melito;

The U.S. Department of Agriculture (USDA) appreciates this opportunity to comment on the Government Accountability Office (GAO) draft report "Global Food Security: U.S. Agencies Progressing on Governmentwide Strategy, but Approach Faces Several Vulnerabilities" (GAO-10-352).

See comment 1.

The draft report contains a recommendation that the Secretary of State work with the Interagency Policy Committee to develop an operational definition of food security, establish a methodology for reporting comprehensive data across agencies, periodically inventory the food security related programs and associated costs, and delineate measures to mitigate the risks associated with the host country-led approach. This recommendation gives the Department of State the lead role, despite acknowledging that USDA and the U.S. Agency for International Development (USAID) offer the broadest array of food security programs and activities (Figure 3, page 14). We believe that greater use of both USAID's and USDA's expertise should be at the core of developing the mitigation measures recommended by GAO.

See comment 2.

GAO notes that a shortage of expertise in agriculture and food security can constrain efforts to strengthen host government capacities, yet while USAID and USDA offer the most programs, USDA only ranks fourth in terms of funding. Since most of that funding is for reimbursable projects, USDA is limited in its ability to tap into our expertise and capacity in any on-going way. Limited resources also result in a limited in-country presence and tight travel budgets, which hamper the ability of USDA to develop, monitor and evaluate food security projects. We are taking steps to increase our presence in Africa (see below) in part to respond to the growing role of Africa in our food security and trade portfolios.

See comment 3.

The draft does not fully describe the benefits for the country-led approach but contains a heavy focus on the perceived vulnerabilities of it. Most experts believe such an approach

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builds host country buy-in and provides a greater chance of sustained benefit, especially in the area of policy reform, which in turn encourages private sector involvement and affects change at the local level. The Millennium Challenge Corporation's (MCC) use of a country-led approach provides the U.S. Government (USG) with a baseline experience upon which to build on relevant lessons.

See comment 4.

A perceived inadequacy of critical technical support available from USAID and USDA is offered as one weakness in the country-led approach. In fact, non-government experts (e.g., from U.S. Land Grant Colleges and University partners) have been, and continue to be, actively engaged in providing short-term assistance. Peace Corps volunteers are also involved in supporting such efforts. Private voluntary organizations with their tremendous on the ground experience, as well as private sectors that fuel economic activity also will play important roles in the strategy implementation.

See comment 5.

Another weakness cited is concern that a country-led approach may pose problems if a country's policy position differs from USG policies. However, this can occur regardless of approach. The strategy as it is being developed places a heavy premium on insuring that the policy environment is supportive before significant agricultural investments will be made. The USG also believes there is a greater chance of influencing in-country policies in the context of a dialogue with the host country.

See comment 6.

The draft notes that local scientific capacity is crucial to sustainability in these country-led plans. USDA has contributed significantly to helping build scientific capacity through programs such as the Cochran and Norman E. Borlaug International Agricultural Science and Technology Fellowship Programs, as well as through partnerships with the Land Grant Universities. We believe that these partnerships can be expanded in ways that build institutional capacity in research and extension going forward.

See comment 7.

USDA is addressing the need of additional resources for this effort with increased programming and staffing. The Department's submission to the 2009 global review cited in the draft is a clear indication of USDA's awareness of this need. The global review relates to our long term food security strategy.

See comment 8.

As noted in the report, USDA has just named a new coordinator for global food security. The coordinator will be setting up structures within USDA to ensure that we are making the best use of our expertise in research, extension, policy analysis, markets and trade, natural resource management, and animal and plant safety, and to ensure that USDA can participate fully in the whole of government food security strategy.

See comment 9.

For the short term, and using existing resources and program funding flexibility, USDA can direct support where these resources can have the most impact. The draft specifically mentions a current lack of oversight for USDA programs in Africa. However, with the planned September 2010 opening of a permanent office -- staffed by USDA Foreign

Service personnel -- in Addis Ababa, USDA will have an Agricultural attaché in Ethiopia for the first time. In addition, we also have just hired a program analyst stationed at the Embassy in Maputo, Mozambique, who will work primarily on USDA's food assistance programs. We also currently are advertising for two program monitors who will support our global monitoring and program management efforts at FAS/Washington, with a primary focus on projects in Africa.

See comment 10.

As noted in this report, USDA included several multifaceted projects that address policy-making and social, economic, and political conflicts over resources at all levels. For example, with respect to the Monarch Butterfly and Migratory Bird habitat projects, both protect important forested landscapes in the highlands. By helping keep these forests intact, we are protecting important watersheds upon which agricultural production is dependent. Through engagement of governments, NGOs, and communities, these projects aim to preserve the very source of water and great a stable agricultural environment over the longer-term.

See comment 11.

Finally, while this GAO review focuses on the USG, a holistic approach to global food security needs to acknowledge the importance not only of better coordination within the USG structure but also better donor, private sector, and multilateral efforts.

Sincerely,

M. Ann Tutwiler
Coordinator, Feed the Future Initiative
Office of the Secretary

John D. Brewer
Administrator
Foreign Agricultural Service

The following are GAO's comments on the U.S. Department of Agriculture's (USDA) letter dated February 22, 2010.

GAO Comments

1. We are making our second recommendation to the Secretary of State to work in collaboration with the U.S. Agency for International Development Administrator, the Secretary of Agriculture, the Chief Executive Officer of the Millennium Challenge Corporation, the Secretary of the Treasury, and other agency heads, as appropriate. We recognize the important roles that all the relevant agencies play in the Global Hunger and Food Security Initiative (GHFSI) currently led by State as a whole-of-government effort. We also recognize the expertise that agencies such as USDA and USAID offer, and encourage fully leveraging their expertise, which is essential to U.S. efforts to help strengthen host governments' capacity in a country-led approach. USDA's expertise includes its relationships with U.S. land grant colleges and university partners, as well as the science and technology programs that the department supports.

2. Consistent with USDA's comments, the report acknowledges USDA's limited in-country presence and tight travel budgets—issues that agricultural attachés raised during our fieldwork. The report also acknowledges steps that USDA is taking to increase its presence, especially in Africa, in light of the growing role of Africa in USDA's food security and trade portfolios.

3. We do not question the appropriateness of the host country-led approach. However, we do point out the potential weaknesses of the approach as risks that the administration should mitigate to ensure successful implementation of the strategy. We note that the weak capacity of host governments is a systemic problem in many developing countries.

4. See comment 1.

5. See comment 3.

6. See comment 1.

7. See comment 2.

8. See comment 1.

9. See comment 2.

10. We added a footnote to provide USDA's explanation for how the migratory bird and monarch butterfly habitat management were related to global food security.

11. Although our review focuses on U.S. efforts, consistent with USDA's comments, the report also acknowledges the roles of all development partners, including host governments, multilateral organizations, bilateral donors, and other entities such as nongovernmental organizations, philanthropic foundations, private sector organizations, and academic and research organizations.

Appendix VIII: GAO Contact and Staff Acknowledgments

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Staff Acknowledgments

In addition to the individual named above, Phillip Thomas (Assistant Director), Sada Aksartova, Carol Bray, Ming Chen, Debbie Chung, Martin De Alteriis, Mark Dowling, Brian Egger, Etana Finkler, Kendall Helm, Joy Labez, Ulyana Panchishin, Lisa Reijula, Julia Ann Roberts, Jena Sinkfield, and Barbara Shields made key contributions to this report.

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