THE CHICAGO COUNCIL
ON GLOBAL AFFAIRS

2011 Progress Report on U.S. Leadership in Global Agricultural Development

Catherine Bertini and Dan Glickman, *cochairs*

GLOBAL AGRICULTURAL
DEVELOPMENT INITIATIVE

2011 Progress Report on U.S. Leadership in Global Agricultural Development

Summary

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

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

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

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

Whether improved U.S. policies actually translate into improvements on the ground now depends mainly on the magnitude of effort and the extent to which these investments are funded over time. The return of food price volatility in 2010-11 stresses the urgency and extent of the global food-security challenge. As the 2009 *Renewing American Leadership* report indicated, the fight against global hunger and poverty requires both immediate action and a sustained, long-term commitment. It is the responsibility of both the Administration and Congress to maintain the current momentum, as persistent threats call for equally persistent leadership

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Understanding the Grades

What is being graded, by whom, and why?

The 2009 report put forward five broad recommendations to be carried out through 21 specific actions. In this Report Card, each letter grade corresponds to the degree to which the 2009 report's five broad recommendations have been implemented. The "Detailed Progress to Date" section includes narrative comments on policy changes and examples of how each action was or was not fulfilled. In each case, the evaluation refers to actions taken by the entire U.S. government, including all branches and all agencies, plus contractors and public institutions, such as state universities. Implementation has been tracked and assessed by The Chicago Council's staff with the assistance of outside experts, through the review of reports and official documents and interviews with agency personnel and observers.

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

How were the grades determined?

The letter grades are based on the scoring of each of the 21 specific actions. Performance on the 21 actions was scored on a ten-point scale, where 10 means the full extent of recommended change is being implemented, zero means all activity was stopped, and five means no significant change since 2008. Individual scores for each action were then averaged to produce an overall percentage achievement for that broad recommendation; letter grades were given based on how much change could reasonably be expected given the many constraints on U.S. government action in 2009 and 2010. Average achievements above 80 percent earned an A; averages of 65-79 percent were graded B; 55-64 percent was a C; 45-54 percent was a D; and performance below 45 percent on any recommendation would have been rated F. The "At-A-Glance Summary" details the individual numerical scores for the actions, the averages, and the overall letter grades for each recommendation.

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Report Card

Overall Assessment	Grade	Comments
U.S. Leadership in Global Agricultural Development	B-	Key changes have put the U.S. in a position to lead. Success in the field will depend on increased funding; leadership; whole-of-government coordination, both in Washington and in target countries; and sustained commitment.

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

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

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

2011 Progress Report on U.S. Leadership in Global Agricultural Development

Global Agricultural Development Initiative

Catherine Bertini and Dan Glickman, *cochairs*

May 2011

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For further information about The Chicago Council or the Global Agricultural Development Initiative, please write to The Chicago Council on Global Affairs, 332 South Michigan Avenue, Suite 1100, Chicago, IL, 60604, or visit www.thechicagocouncil.org/globalagdevelopment.

Progress Report Lead Evaluator—William Masters

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I. Introduction

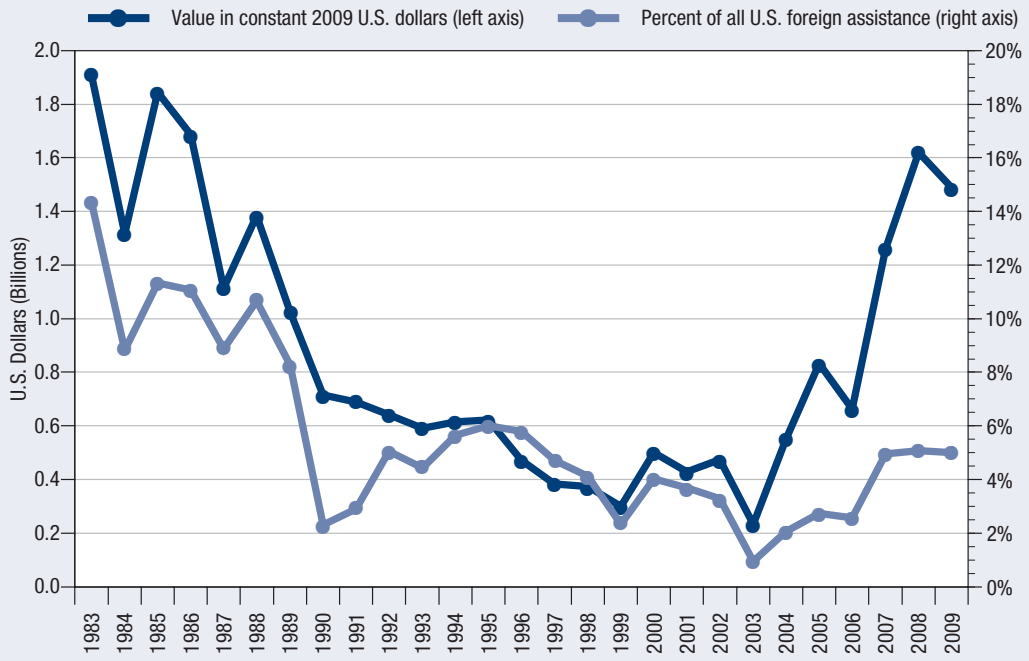
Context: Why the focus on U.S. Leadership? And why now?

The world food shortages of 2007-08 followed more than two decades of declining U.S. investment in global agriculture (see Figure 1) and revealed the importance of worldwide food security for America's national interest. At the time, optimists argued that the shortages and price volatility were temporary. World food prices did fall back in 2008 and 2009, but they stayed above the historically low levels seen earlier in the decade, and then rose sharply again to crisis levels in 2010-11.

High and volatile world food prices are an important trigger for political instability and signal natural resource scarcities, which will only worsen if public and private investment continues to fall short of consumer demand. Stronger U.S. leadership, in the form of improved policies and increased public investments, would make private investment more attractive and bring a return to rapid productivity growth and low commodity prices. Failure to exert sufficiently large and well-targeted efforts will simply continue the recent trend of rising prices and increasingly volatile markets. Until the 2007-08 food price crisis, past successes in raising agricultural output had lulled many Americans into complacency about global food security. The sudden return of high food prices in 2007-08 and again in 2010-11 have renewed attention to the persistent problems of hunger and poverty in the developing world, and aroused concern over how best to secure food availability and meet growing needs over the long term.

Since the release of The Chicago Council's 2009 *Renewing American Leadership in the Fight Against Global Hunger and Poverty* report, a number of policy developments indicate a shift in thinking about how the U.S. can best leverage its resources to address global hunger and poverty. In April 2009, President Barack Obama called for a doubling of U.S. support for agricultural development at the G20 summit; in July the G8 announced a new $20 billion multinational food security initiative. Both the House and Senate considered legislation to enhance support for agricultural productivity. In September 2009, Secretary of State Hillary Rodham Clinton released a consultation document on the U.S. Global Hunger and Food Security Initiative and in May 2010 the Administration launched the *Feed the Future Guide,* a whole-of-government food security effort led by the U.S. Agency for International Development (USAID). The government's increased focus on agricultural development and food security occurred in the context of a broader effort at foreign assistance reform, embodied in two new kinds of policy statements, the Presidential Policy Directive (PPD) on Global Development released in September 2010, and the Quadrennial Diplomacy and Development Review (QDDR) delivered in

Figure 1. U.S. Foreign Assistance for Agriculture, 1983-2009



Source: OECD (2011), Official Bilateral Commitments by Sector, updated 6 April 2011 (http://stats.oecd.org/qwids).

December 2010. U.S. investment in agricultural development has increased sharply in the past several years, evidencing that indeed the U.S. recognizes the gravity of the global food security situation (see Figure 1).

America's past and present successes with domestic agricultural development mean that it is well placed to lead the global fight against hunger and rural poverty. The institutional and technological strengths that built the U.S. agricultural sector can be deployed overseas to help the most fragile regions of Sub-Saharan Africa and South Asia achieve robust productivity growth comparable to that which was achieved over the last century. Past experience with U.S.-led assistance for agricultural development in countries like South Korea shows how valuable it can be for America to sustain these investments over many years, and thereby permanently transform a vulnerable and unstable country into a prosperous and secure partner. If we fail to lead in this way, America will be the poorer for it. U.S. public agricultural institutions have the world's strongest track record of success in achieving food security and poverty alleviation, in large part by delivering new technologies and market infrastructure for use by farmers and private-sector input suppliers and product marketers. Other countries that seek to influence agricultural development in Sub-Saharan Africa and elsewhere often bring a very different agenda, such as European countries opposed to biotechnology, or Chinese efforts to influence Sub-Saharan African governments and control natural resources. If the U.S. fails to sustain leadership in global agricultural development, the result could be a significant setback in the struggle against hunger and rural poverty.

Objectives: What are the goals towards which progress is being measured?

The *2011 Progress Report on U.S. Leadership in Global Agricultural Development* measures the extent to which the U.S. government has responded to the recommendations put forward in the 2009 *Renewing American Leadership* report. The recommendations for U.S. action were developed by a bipartisan, independent group of leaders in agriculture, development, and foreign policy, supported by a committee of technical experts in science and technology, infrastructure, education, international economics and trade, and regional affairs in Sub-Saharan Africa and South Asia. The 2009 report provided an objective assessment of the risks posed by rural poverty and food insecurity in Sub-Saharan Africa and South Asia, and proposed a long-term strategy to overcome those threats. The proposed strategy to strengthen American leadership consisted of five broad recommendations for the U.S. government, itemized into 21 specific actions to be taken by various agencies of the Administration as well as Congress.

This *2011 Progress Report* monitors the degree to which the proposed strategy has been implemented by the Administration and Congress, in terms of specific changes made in U.S. policies since 2008. The purpose of this annual *Progress Report* is to monitor year-to-year steps in a long-term strategy towards sustained agricultural development and improved food security in the world's most vulnerable regions. The world has changed since The Chicago Council released its original report, and individual readers of the *Progress Report* may adjust personal expectations about what level of performance they believe to be feasible in any given year, under short-term budgetary constraints, while still keeping the long-term strategic objectives in mind.

Methodology: How does the *Progress Report* measure U.S. leadership?

As mentioned above, the 2009 report's strategy for reestablishing U.S. leadership in global agricultural development was detailed in five broad recommendations and 21 specific actions (see Box 1). This report assigns numerical scores, based on a 10 point scale, to each action. A score of 10 indicates that the full action has been implemented, a five represents no significant change since 2008, and zero would indicate a removal of all U.S. efforts in that area of policy or programming. Individual scores from each action were averaged to produce an overall percentage achievement for that broad recommendation; letter grades were given based on how much change could reasonably be expected given the many constraints on U.S. government action in 2009 and 2010. Average achievements above 80 percent earned an A; averages of 65-79 percent were graded B; 55-64 percent was a C; 45-54 percent was a D; and performance below 45 percent on any recommendation would have been rated F.

The rating process is not mechanical: leadership strength could not be measured by dollars spent or any other single number. Points and grades for each action item were determined by Chicago Council staff, based on a research process that included the review of reports and official documents and interviews with government personnel and observers. Any evaluation of this type is necessarily subjective, especially given the very

early stage and multi-faceted character of the effort. Given the complexities involved, this report does not provide a comprehensive exploration of U.S. efforts, but rather a documented overview of major changes. Future progress reports' frameworks for measuring success will remain consistent but flexible, allowing for the inclusion of new materials and tracking varied dimensions of U.S. leadership. As the 2009 *Renewing American Leadership* report indicated, the fight against global hunger and poverty requires both urgent action and a sustained commitment that stretches far beyond each successive Administration and Congress. This *Progress Report* aims to track each year's steps in that joint effort to meet long-term national goals.

In addition to the scores for each action and letter grades in each area, the report includes the results of a leadership survey of about 250 participants in U.S. agricultural development efforts. The online survey was circulated to the Global Agricultural Development Initiative's mailing list and other partners and constituents for dissemination. The results of the survey are presented separately and were not factored into the grading process; they are included here to complement the numerical Report Card issued by The Chicago Council with the views of a broader constituency interested in agricultural development policy. Thus, the *Progress Report* in its entirety presents The Chicago Council's own Report Card on U.S. leadership efforts, plus the subjective impressions of a subset of the agricultural development community. Progress reports in future years will provide updated measures of achievement towards the 2009 recommendations, surveys, and other monitoring tools.

Box 1. Complete set of recommendations and actions from the 2009 *Renewing American Leadership* report

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

1a: Increase USAID support for Sub-Saharan African and South Asian students—as well as younger teachers, researchers and policymakers—seeking to study agriculture at American Universities

1b: Increase the number and extent of American agricultural university partnerships with universities in Sub-Saharan Africa and South Asia

1c: Provide direct support for agricultural education, research, and extension for young women and men through rural organizations, universities, and training facilities

1d: Build a special Peace Corp cadre of agriculture training and extension volunteers who work closely within the Sub-Saharan African and South Asian institutions to provide on-the-ground, practical training, especially with and for women farmers

1e: Support primary education for rural girls and boys through school feeding programs based on local or regional food purchase

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

2a: Provide greater external support for agricultural scientists working in the national agricultural research systems of selected countries in Sub-Saharan Africa and South Asia

2b: Provide greater support to international agricultural research conducted at the international centers of the CGIAR

2c: Provide greater support for collaborative research between scientists from Sub-Saharan Africa and South Asia and scientists at U.S. universities

2d: Create a competitive award fund to provide an incentive for high-impact agricultural innovations to help poor farmers in Sub-Saharan Africa and South Asia

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

3a: Encourage a revival of World Bank lending for agricultural infrastructure in Sub-Saharan Africa and South Asia, including lending for transport corridors, rural energy, clean water, irrigation, and farm-to-market roads

3b: Accelerate disbursal of the MCC funds already obligated for rural roads and other agricultural infrastructure projects in Sub-Saharan Africa and South Asia

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

4a: Restore the leadership role of USAID

4b: Rebuild USAID's in-house capacity to develop and administer agricultural development assistance programs

4c: Improve interagency coordination for America's agricultural development assistance efforts

4d: Strengthen the capacity of the U.S. Congress to partner in managing agricultural development assistance policy

4e: Improve the performance of international agricultural development and food institutions, most notably the Food and Agriculture Organization of the United Nations

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

5a: Improve America's food aid policies

5b: Repeal restrictions on agricultural development assistance that might lead to exports in possible competition with U.S. exports

5c: Review USAID objections to targeted subsidies (such as vouchers) to reduce the cost to poor farmers of key inputs such as improved seeds and fertilizers

5d: Revive international negotiations aimed at reducing trade-distorting policies, including trade-distorting agricultural subsidies

5e: Adopt biofuels policies that place greater emphasis on market forces and on the use of nonfood feedstocks

Source: The Chicago Council on Global Affairs (2009), *Renewing American Leadership in the Fight Against Global Hunger and Poverty*

II. Detailed Progress to Date

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

Grade: B-

(Simple average of numerical scores: 68%)

Summary: *The U.S. is successfully leveraging the skills and resources of domestic agricultural research and education institutions and improving the structure and composition of U.S. government education and extension programming to allow larger numbers of participants and a greater number of partnerships. The challenge ahead is to deepen support and commitment to ensure long-term impact.*

Why is this recommendation needed?

Agricultural education and extension are needed to accelerate the spread of new technologies and seize market opportunities. The U.S. government approach to this for domestic agriculture has been particularly successful in part because education, extension, and research are conducted together, through federally-supported universities and research labs whose staff are clearly rewarded for solving local farmers' real world problems. Graduates and trainees deliver innovations to farmers directly and also through input suppliers or product marketers. With education and extension tied to research, public investment drives private-sector growth, meeting growing demands through locally-appropriate production, trade and investment. The 2009 report recommended that the U.S. renew its global leadership in this field by leveraging our domestic strengths, taking strategic advantage of its own agricultural institutions.

What has been accomplished?

The U.S. has increased investment in several categories of extension and education related to food security, including a larger number of short-term trainees brought for agricultural education in the U.S., more partnerships between U.S. and African universities, and more U.S. food aid used to promote schooling within African countries. All of these steps utilize America's distinctive strengths in rural education and agricultural extension, most notably through exchanges such as the Farmer-to-Farmer pro-

gram, the recently awarded institution-building effort led by Ohio State University to strengthen Sokoine University of Agriculture in Tanzania, and the strategic effort led by the University of Illinois to strengthen agricultural extension programs across 20 countries around the world.

How might U.S. leadership be strengthened?

Continued outreach via exchange programs and university partnerships is important, but rapid changes in technology and market institutions call for the most promising students to be brought deeper into U.S. educational institutions through long-term degree programs and sustained relationships with U.S. universities. The goal should be a funnel-shaped pipeline of educational opportunities, in which many African and Asian farmers have enhanced learning about advanced agricultural techniques and markets, while a few become highly trained scientists, entrepreneurs and advocates for innovation and growth. This flow of increasingly skilled agriculturalists can drive sustainable productivity growth, if carried by a long-term vision and investment in institutional development. Leveraging U.S. strengths calls for working with universities in the larger context of other public and private institutions, South-South partnerships, non-governmental organizations (NGOs), and philanthropies.

Actions to implement recommendation 1.

Action 1a. Increase support for students, younger teachers, researchers and policymakers seeking to study agriculture at American universities

Score: 7 out of 10

Summary: *Renewed attention and growth in student numbers achieved through short-term training. In 2010 the U.S. government's agricultural training and exchange programs brought approximately 125 Sub-Saharan Africans or South Asians to U.S. universities, at an estimated cost of only $1.8 million. Support for long-term, in-depth education is more costly, but needed to keep up with technological and institutional change.*

Programs to bring Africans and South Asians for study in America's agricultural universities have changed dramatically in recent years, shifting from mainly long-term degree training towards more short-term fellowships. This has been driven primarily by sharp cuts in funding since the 1990s, and a shift in the mix of agencies involved from long-term capacity building through USAID to short-term exchanges through the US Department of Agriculture (USDA). The Council's 2009 report called for more robust U.S. leadership in global agricultural training, aiming to bring 310 students to American agricultural universities by 2014. This would reverse decades of decline in these investments, which by 2008 were reaching only about 80 students per year.[1] In 2010, the U.S. government (via USDA and USAID) funded a greater number of students, but did so through even more short-term programs, with approximately 125 students from Sub-Saharan Africa and South Asia at an estimated cost of only $1.8 million.[2] Short-term programs stretch limited resources and reach large numbers of promising students. The challenge now is to deepen students' experiences in the U.S., with a special focus on engaging women, while ensuring their relevance to home-country institutions and situations.

Action 1b. Increase the number and extent of American agricultural university partnerships with Sub-Saharan African and South Asian universities

Score: 8 out of 10

Summary: *Some growth in partnerships with initial signs of success. Developments and increased funding have led to an estimated 10 agricultural partnerships in Africa in the last two years, at a cost of under $9 million; however, there is still ample opportunity for expansion.*

Partnerships between universities in the U.S. and Africa have expanded due to new efforts such as the Africa-U.S. Higher Education Initiative and the broader Higher Education for Development (HED) program. In 2008, USAID obligated $1 million to fund 20 partnership planning grants; the grant competition drew such a high level of interest that USAID funded an additional 13.[3] Eleven of the initial planning grants were awarded two-year funding for program implementation; seven of these partnerships are focused on agriculture, and five of those are in Feed the Future countries.[4] While these partnerships are funded in two-year increments, they are part of proposed ten-year programs that encourage long-term relationships and capacity building. In addition to the seven managed by the Africa-U.S. Higher Education Initiative, HED manages another three agricultural partnerships in Sub-Saharan Africa. In 2009, HED released comprehensive assessments of more than 30 partnerships in Sub-Saharan Africa and South Asia that received funding since 1998; its research underscored that the modestly-funded HED partnerships tap local resources and reengage host country nationals at home and abroad, thereby helping to reverse the brain-drain phenomenon and make other educational investments even more productive.[5] Partnerships with African institutions are still in nascent stages and relationships with universities in South Asia remain limited, thus there are still many opportunities for additional creative partnering arrangements.

Action 1c. Provide direct support for agricultural education, research, and extension through rural organizations, universities, and training facilities

Score: 7 out of 10

Summary*: Modest increases in direct support to extension; innovation in university collaboration***.** *One key step has been using U.S. universities to build farmer-centered research and extension systems, but a larger magnitude of more direct support is also needed.*

Action 1c specifies the need for the U.S. government to increase direct support for rural education, research and extension. Much of the government's activities in this area flow through university partnerships, such as the new Tanzania Agricultural Research and Capacity Building Project awarded in March 2011. This project proposes to link Ohio State University and a consortium of other land-grant universities to work together to strengthen key agricultural institutions, including Tanzania's Sokoine University of Agriculture.[6] Another example demonstrating renewed attention to extension in particular is USAID's $9 million grant through the University of Illinois for a five year, 20-country project, Modernizing Extension and Advisory Systems; this program was cited as the first significant USAID investment in extension systems in decades.[7] There is still a need to strengthen extension systems in Africa and South Asia. One opportunity may be for the U.S. to support the training of agro-dealers as extension agents, based on a model

currently being implemented by the Alliance for a Green Revolution in Africa (AGRA). In addition to these university-focused programs, innovative exchange efforts such as USAID's John Ogonowski and Doug Bereuter Farmer-to-Farmer program help leverage agricultural development resources by providing skilled volunteer hours. This program continues to receive steady funding and will provide services to 20 core countries during fiscal years 2009 – 2013.[8] The U.S. government is also providing funds towards the CGIAR's African Women in Agricultural Research and Development (AWARD) program, which supports African women working in agricultural research through mentoring, leadership development and scientific training. While these programs offer unique opportunities, agricultural education, research and extension—and female agriculturalists in particular—require more support.

Action 1d. Build a special Peace Corps cadre of agriculture training and extension volunteers

Score: 7 out of 10

Summary: *A small increase in the number of agriculture volunteers has been achieved by changing the mix of assignments. As of 2010 there were 371 volunteers working on agriculture and environment projects in 13 African countries;[9] however, this number is less than five percent of the roughly 8,000 Peace Corps volunteers in the field at any one time, so further changes in the mix and number of volunteers are now needed.*

Peace Corps volunteer assignments that target agriculture and food production have increased since 2008 (when there was an estimated 300 volunteers in this area) and are expected to continue growing.[10] Additionally, USAID and the Peace Corps have made agreements to synergize food security related programming, focusing on training and capacity building with local farmers in Senegal, Ghana, Mali and elsewhere.[11] Peace Corps has expanded collaboration with USAID to provide direct project support to Peace Corps food security volunteers; to initiate this collaboration, the Sustainable Development Office of USAID's Africa Bureau helped fund the hire of a Food Security Specialist at Peace Corps headquarters. However, the total number of agricultural volunteers remains limited, and all Peace Corps programs in South Asia remain closed.[12]

Action 1e. Support primary education for rural girls and boys through school feeding programs based on local or regional food purchase

Score: 5 out of 10

Summary: *Increases in school feeding funding, but with little attention to local and regional food purchase. The past several years have seen increases in total funding for the USDA-administered McGovern-Dole school feeding program, and significant improvements in food aid quality are possible, but total food aid budgets face heavy cuts, with little discussion of local and regional purchase.*

The use of local procurement for regular school feeding is intended to simultaneously promote primary education, agricultural development, and child health, but has not been adequately adopted. New procurement mechanisms for food aid are being piloted under the USDA's Local and Regional Procurement (LRP) Project (2009 – 2012); however this project primarily targets expedited provision of food aid to vulnerable populations affected by food crises and disasters, and comes to an end in FY 2012.[13] The 2009 report

also encouraged the inclusion of technical assistance funds to assist local governments in the design and expansion of efficient safety-net school feeding programs.[14] While the McGovern-Dole program does require sustainability plans so that the communities being served can "graduate" from USDA assistance, to date the program's technical assistance funds do not specifically target the development of local government-sponsored school feeding. Progress on local and regional procurement is limited but school feeding activities in general continue to draw investment. Since its original authorization in 2002, McGovern-Dole has increased sharply, reaching more than $200 million in FY 2010, or about 10 percent of all food aid funding.[15] The FY 2011 budget only reduced this number slightly.[16] New programs such as the Food Aid Nutrition Education Program (FANEP) and USAID's Food Aid Quality Review could lead to dramatic improvements in the nutritional quality and effectiveness of food assistance.[17]

Recommendation 2: Increase support for Agricultural Research in Sub-Saharan Africa and South Asia

Grade: B-

(Simple average of numerical scores: 68%)

Summary: *The U.S. government has continued to support its major agricultural research mechanisms and several promising new approaches have been launched, but direct support to national agricultural research systems (NARS) remains weak.*

Why is this recommendation needed?

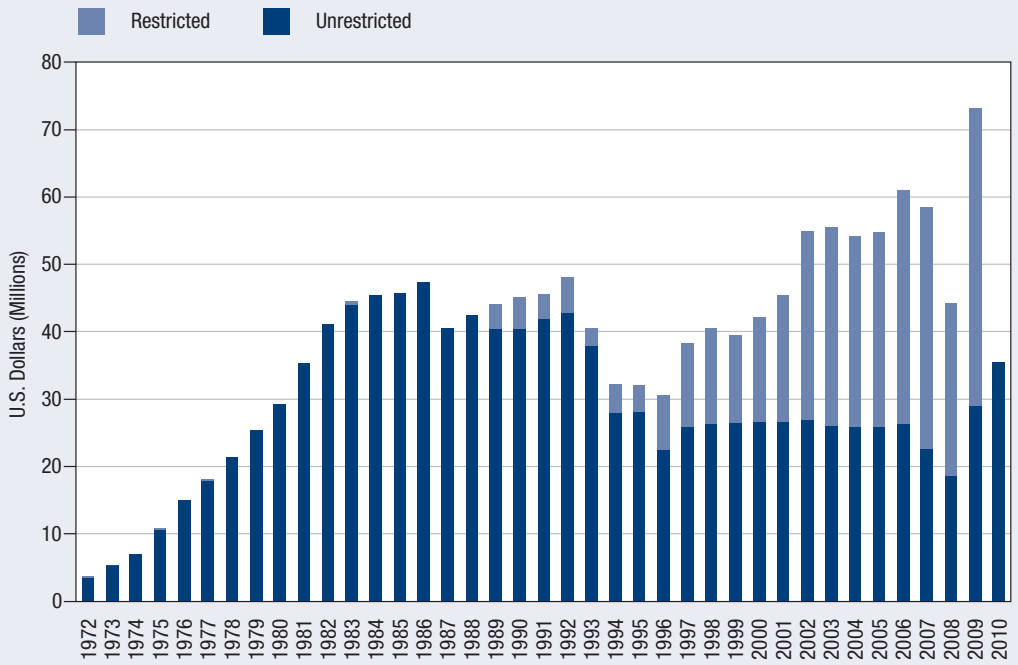
The 2009 report emphasized that sustained, geographically-targeted agricultural research is urgently needed to develop locally appropriate innovations, offering a unique opportunity to leverage American strengths in pursuit of a more secure global economic environment. American agricultural research is the most powerful in the world, using public investment to drive private-sector growth. It is successful for three main reasons: *sustained funding* from federal and state sources, *clear accountability* to farmers and the public, and *rapid delivery* of innovations through private-sector input suppliers and product marketers. This approach to agricultural innovation was successfully transferred to the most populous parts of Asia and Latin America in the green revolution of the 1960s, 1970s, and 1980s, but the resulting global abundance of food led to declining investment in the 1990s. The remaining areas of lagging farm productivity in Sub-Saharan Africa and South Asia continue to be trapped in extreme poverty and food insecurity. In these regions there is relatively little U.S.-style agricultural research, either because total investment is low or because other less successful approaches are being followed.

What has been accomplished?

The strategic importance of expanding U.S. public investment in global agricultural research is now widely recognized by the Administration and Congress. It is featured in numerous U.S. policies, most notably in the research component of Feed the Future.

Specific steps in this direction include the growth of partnerships between U.S. universities and scientists in Sub-Saharan Africa and Asia, as well as a doubling of core (unrestricted) funding to the international research centers of the Consultative Group on International Agricultural Research (CGIAR) since its low point in FY 2008 (see Figure 2).

Figure 2. U.S. Government Support to the CGIAR (1972 – 2010)



Source: USAID, Personal Communication with The Chicago Council on Global Affairs (March 2011)

How can U.S. leadership be strengthened?

The key challenge in research funding is to sustain enough support for innovations to flow from international channels to local farmers and consumers. Global capabilities are now being rebuilt; the weak link now is sufficiently strengthened national systems to perform local trials and make research responsive to local needs.

Actions to implement recommendation 2.

Action 2a. Provide greater support for agricultural scientists in national agricultural research systems

Score: 6 out of 10

Summary: *Support is flowing to NARS mainly through multi-party international partnerships, thus aggregate numbers are difficult to track. For long term success, more direct support to NARS will be needed to expand the flow of new technologies to farmers and input providers.*

Action 2a calls for the U.S. to restore its financial support for the national research systems of South Asia and Sub-Saharan Africa to the levels of two decades ago, which is roughly equivalent to $100 million annually.[1] While the U.S. has placed greater emphasis on strengthening developing country NARS, much of this support has been channeled through broader agricultural development programs and partnerships, rather than direct funding to NARS' activities. The U.S. does not track contributions to NARS, making it difficult to assess any commitment on the part of the U.S. or changes over time. Examples of recent partnerships with NARS include USAID/Senegal's Education and Research in Agriculture initiative, which will establish a broad research exchange program between a consortium of five U.S. universities and institutes of agricultural research in Senegal, and the USAID-funded Africa-U.S. Higher Education Initiative, which is working in partnership with the Forum for Agricultural Research in Africa.[2] While these partnerships are important, direct financial support of NARS is needed in order for them to reach their full potential and achieve the greatest impacts of agricultural research and development. Regular tracking of U.S. government support to NARS would be useful to assessing funds' use and ultimate impact.

Action 2b. Provide greater support to agricultural research conducted at the international centers of the Consultative Group on International Agricultural Research

Score: 7 out of 10

Summary: *U.S. unrestricted funding to the CGIAR nearly doubled from 2008 to 2010, with $29 million in unrestricted funds for 2009, and $35.5 million for 2010.[3] Continued growth depends in part on success of CGIAR reforms to focus efforts on farmers' diverse needs.*

Although the U.S. government did not reach the recommended $50 million core funding for 2010 suggested in the 2009 report, it has significantly increased its contributions, jumping from $18.6 million in 2008, to $29 million in 2009, to $35.5 million in 2010.[4] For restricted funds, U.S. funding increased from $39 million in 2008 to $50 million in 2009 (restricted funds for 2010 are not yet available).[5] The Council's 2009 report was released just as the CGIAR's "Change Management Initiative" was gaining momentum.[6] Now, a few years into the process, U.S. representatives are actively involved in many facets of the ongoing CGIAR reforms, including the development of the CGIAR Fund, which will oversee the funding and management of components of the new CGIAR Research Programs.[7] USAID has been actively working to create synergies between its agriculture and food security programming efforts and CGIAR's research agenda, particularly in relation to the Feed the Future research strategy, results framework and indicators. Future increases in U.S. funding of the CGIAR depend partly on whether CGIAR reforms prioritize results-based strategic global public goods and improved management.

Action 2c. Provide greater support for collaborative research between scientists from Sub-Saharan Africa and South Asia and scientists at U.S. universities

Score: 6 out of 10

Summary: *The Collaborative Research Support Programs (CRSPs) have evolved and are responding to changing research needs; however funding still falls short of needed levels of investment.*

The U.S. government made important progress on Action 2c by both establishing new and adapting existing CRSPs to changing agricultural research needs. For example, in October 2010, USAID awarded a new *Global Nutrition* CRSP to a consortium led by Tufts University, forming partnerships with Asian and African researchers to discover and disseminate how agricultural, health and nutrition interventions can best serve both women and men to improve maternal and child health outcomes.[8] This project's explicit focus on gender roles linking agriculture to health is an example of USAID's new priorities under Feed the Future. The *Horticulture* CRSP led by University of California-Davis and the *Adapting Livestock Systems to Climate Change* CRSP led by Colorado State University are also new additions in the last two years, and pre-existing CRSPs have been more effectively deployed through additional coordination.[9] As of 2007, the CRSPs received approximately $27 million in annual funding; in FY 2010 they received $31.5 million.[10] This increase is a positive sign; however the resources available are still nowhere near the $45 million peak funding received in 1983.[11] Given the successes of the CRSP model, the U.S. government should consider restoring funding to the previous highs of the 1980s, in real terms, and allocate additional funds to encourage the development of creative alternatives to these types of activities, working with new African leadership such as the Comprehensive Africa Agriculture Development Programme (CAADP) in efforts such as AGRA.

Action 2d. Create a competitive award fund to provide an incentive for high-impact agricultural innovations to help poor farmers in Sub-Saharan Africa and South Asia

Score: 8 out of 10

Summary: *USAID initiated the Grand Challenges for Development program, which could help implement the bipartisan America COMPETES Act successfully passed in 2010.*

Action 2d calls for innovative funding mechanisms and partnerships to offer new awards, which would recognize and accelerate the spread of high-impact agricultural innovations. An important step forward in Action 2d is the recently established USAID Grand Challenges for Development program, which aims to promote innovative approaches to problem-solving in international development. Prizes and competitions will be an important component of this program, and agriculture and food security are among the targeted sectors.[12] The Grand Challenges for Development program could help implement the America COMPETES Act, which was reauthorized in January 2011, enabling federal agencies to award prizes competitively to stimulate innovation that has the potential to advance an agency's mission.

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

Grade: B

(Simple average of numerical scores: 70%)

Summary: *The Millennium Challenge Corporation (MCC) has increased its disbursals and the World Bank has invested new energy and resources into global agriculture; however, stalled investments may hinder potential successes.*

Why is this recommendation needed?

Infrastructural investments are essential instruments by which governments attract private investment and drive economic growth. For agricultural development, a key foundation of rural roads, telecommunications and electrification is needed for the private sector to build on, so it can seize the opportunities offered by new technologies and connect farmers with urban and global markets. During the long period of worsening poverty from the 1970s, Sub-Saharan Africa neglected investment in physical infrastructure. The World Bank estimates it would cost $93 billion to fill the massive infrastructure deficit that accumulated over this period. African governments are now spending about $45 billion to do so, increasingly with financial and technical support of the Chinese government.

What has been accomplished?

The 2009 report recommended that the U.S. increase investments in agricultural infrastructure by encouraging World Bank lending and accelerating disbursals of MCC commitments. Major successes in both directions have been achieved. Infrastructure spending is closely tied to other kinds of investment, as in the World Bank's Agriculture Action Plan for FY 2010 to FY 2012, which projected an increase in support (from the International Development Association, International Bank for Reconstruction and Development, and the International Finance Corporation) to agriculture and related sectors from a baseline average support in FY 2006 to FY 2008 of $4.1 billion annually to between $6.2 billion to $8.3 billion annually over the next three years. The recently launched Global Agriculture and Food Security Program (GAFSP)—a multi-donor trust fund located at the World Bank—is a promising new mechanism for additional investment in both infrastructure and other agricultural development activities. Likewise, for those countries with MCC compacts, agricultural infrastructure disbursals have accelerated, totaling $327 million in nine countries over calendar years 2009 and 2010.

How can U.S. leadership be strengthened?

The central obstacle to infrastructural improvements is the scale of investment required. Some of the accomplishments described above could quickly become weaknesses if they are neglected and underfunded. For example, the U.S. has only delivered $67 million of the $475 million originally committed to the World Bank's GAFSP (see Figure 3),[1] and MCC's strict eligibility standards mean that it can only reach a small number of African countries.

Actions to implement recommendation 3.

Action 3a. Encourage a revival of World Bank lending for agricultural infrastructure

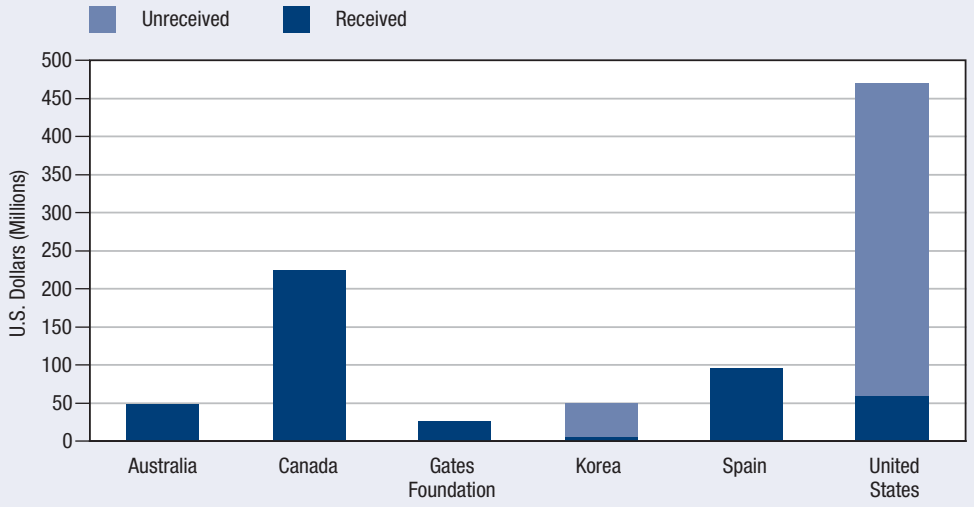
Score: 6 out of 10

Summary: *Country programs are accelerating, but GAFSP remains underfunded. Individual successes such as Nigeria's Fadama project are being scaled up across Africa.*

The World Bank has continued to increase its investment in agricultural infrastructure since the 2009 report was released; in the past several years, it has approved loans for agri-

Figure 3. The Global Agriculture and Food Security Program, Pledges vs. Contributions

(as of April 18, 2011)



Please note: Ireland also pledged in the amount of US$ .5M, all of which has been received; this chart does not include U.S. FY 2011 appropriated funds, which total $100 million.
Source: GAFSP (2011) (http://www.gafspfund.org/gafsp/content/funding)

cultural infrastructure investments in Cameroon, Liberia, Zambia, and Mozambique. Its new Africa Strategy (released in March 2011) prioritizes lending to infrastructure, including a particular focus on transport and communications that link rural areas to urban and global markets.[2] In 2009, the Bank invested a total of $3.6 billion for all African infrastructure projects,[3] but its estimate of the total needed to meet Africa's growth potential is $93 billion of which African governments are already spending $45 billion. A notable individual success of World Bank lending is the Fadama project in Nigeria, which includes significant infrastructure upgrading to make use of new technologies and develop agricultural markets for sustainable productivity growth. It is currently being expanded to include 19 more states and has already boosted the incomes of 2.3 million farm families in 12 states by an average of 60 percent.[4] The launch of the GAFSP in April 2010 signified a renewed global focus on agriculture and food security, yet its implementation has been hindered by the fact that actual contributions have been significantly lower than initial pledges.[5] The United States pledged $475 million, but has only delivered $67 million in FY 2010 and appropriated $100 million in FY 2011.[6] In 2010 $337 million in grants went to eight countries (all but two of which were in South Asia or Africa).[7] In response to concerns about the effectiveness of multi-donor trust funds, the GAFSP steering committee has set aside up to five percent of the fund's resources to conduct independent, in-depth impact evaluations on projects, as part of a broader monitoring and evaluation framework. The steering committee includes three civil society members to ensure this perspective is represented in governance discussions. A private sector window has also been established for the fund, to provide debt and equity investments in the agricultural sectors of low-income countries, particularly in market segments that have traditionally struggled to gain access to financial products. Although the fund has successfully issued grants, further successes hinge on donors fulfilling their contributions.[8]

Action 3b. Accelerate disbursal of the Millennium Challenge Corporation funds already obligated for rural roads and other agricultural infrastructure

Score: 8 out of 10

Summary: *Disbursals have grown by 26 percent from FY 2009 to FY 2010 as MCC compacts mature, but compact eligibility standards limit its reach.*

Since its inception in 2004, the MCC has signed 23 compacts totaling more than $7.82 billion, of which $2.3 billion has been disbursed as of February 2011; 12 of these compacts are in Africa.[9] While slow disbursals were a problem for MCC programs, they have increased from roughly $90 million in FY 2007 to an estimated total expenditure of $875 million in FY 2009 and $1.1 billion in FY 2010.[10] For agriculture-related infrastructure in Sub-Saharan Africa, actual disbursals during calendar years 2009 and 2010 totaled $327 million, funding projects in Benin, Burkina Faso, Cape Verde, Ghana, Mali, Mozambique, Namibia, Senegal, and Tanzania.[11] The MCC has requested to Congress that its operational model be changed to include concurrent compacts; extensions of the five-year compact duration; and adjustments to the candidate income categories.[12] Even with these changes, however, MCC compacts can reach only a few select countries, and other programs are needed to fulfill U.S. objectives in other locations.

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

Grade: B+

(Simple average of numerical scores: 74%)

Summary: *The structure and effectiveness of USAID has improved and many interagency coordination efforts are underway, but staffing and budget constraints limit the magnitude of effort.*

Why is this recommendation needed?

In the years before the world food crisis of 2007-08, an abundance of food on world markets and a shift to other priorities led to underinvestment and decline in the staffing levels of agricultural development organizations in the U.S. and abroad. This coincided with low investment and decline in staffing for USAID in general, as illustrated by the decrease in total U.S. personnel from about 7,000 in 1965-1970 to just above 2,000 in 2000-2005.[1] In the 1990s there was a surge in employment of local hires at USAID missions, but total staffing remained about half of what it was during the green revolution era of foreign aid. The neglect of agriculture and of USAID in general did not mean that foreign assistance disappeared. Interventions and staffing simply shifted from core investments in economic growth to emergency responses, health care and other services, with a fragmentation of capacity into diverse agencies and contractors in the U.S. and abroad.

In 2009, The Chicago Council proposed targeted reforms to the portions of U.S. foreign assistance that address hunger and poverty reduction through rural and agricultural development. If implemented, the recommended reforms would establish clear lines of

authority, rebuild the U.S. government's cadre of agricultural development experts, and link the varied institutions engaged in food security issues.

What has been accomplished?

The rebuilding of U.S. global agricultural development capabilities began with a flurry of activity in 2010, with overall foreign assistance reform being addressed through the PPD on Global Development, the QDDR, and USAID FORWARD. After almost a year of vacancy, the position of USAID Administrator was filled in January 2010 by Dr. Rajiv Shah. In an effort to both concentrate and augment its agriculture capacity, USAID created a new Bureau for Food Security in November 2010 to house Feed the Future's operations. USAID's hiring of agricultural officers has increased. Cooperation among agencies has been encouraged through the National Security Council and other efforts, and the U.S. continues to support improvement in multilateral organizations especially the Food and Agriculture Organization of the United Nations (FAO).

How can U.S. leadership be strengthened?

Despite the unpredictable financial climate, the U.S. government must continue to build upon the new structures and systems put in place in the past two years—and do so at a

Table 1. Tracking of USAID Leadership Appointments, Center for Global Development
(as of April 15, 2011)

Position	Nominee	Status	Months Vacant
Administrator	Rajiv Shah	Nominated: Nov. 10, 2009 Confirmed: Dec. 24, 2009 Sworn-in: Jan 7, 2010	11
Deputy Administrator	Donald Steinberg	Nominated: Aug. 5, 2010 Confirmed: Sept. 29, 2010	20
Assistant Administrator (AA)—Latin America and Caribbean	Mark Feierstein	Nominated: May 12, 2010 Confirmed: Sep. 16, 2010	19
AA—Asia	Nisha Desai Biswai	Nominated: Jul. 1, 2010 Confirmed: Sept. 16, 2010	19
AA—Democracy, Conflict, and Humanitarian Assistance	Nancy Lindborg	Nominated: Aug. 5, 2010 Confirmed: Sep. 29, 2010	20
AA—Economic Growth, Agriculture, and Trade	Eric Postel	Nominated: Nov. 9, 2010 Confirmed: Mar. 3, 2011	26
AA—Europe and Eurasia	Paige Alexander	Nominated: Sept. 23, 2010 Confirmed: Dec. 22, 2010	23
AA—Global Health	Ariel Pablos-Mendez	Nominated: Mar. 10, 2011	27+
AA—Africa			27+
AA—Middle East	Mara Rudman	Nominated: Feb. 16, 2011	27+
AA—Management			27+
AA—Legislative and Public Affairs			27+

Source: The Center for Global Development (2011) (http://www.cgdev.org/section/initiatives/_active/assistance/usaid_monitor/usaidstaffertracker).

pace that matches the urgency of the need. Some changes have been swift, while others have been painfully slow, as indicated in the USAID Staffer Tracker (see Table 1).[2] The commitment to restore leadership to USAID has been made explicit; the building blocks that will enable USAID to champion global agricultural development and food security are in place. To help these new efforts realize their potential, the U.S. government must concentrate resources, pledge sustained support, and ensure strong linkages between the myriad of actors involved in food security, both within the government, and with partners in the NGO, international, and private sector communities. Strong leaders are needed both in Washington and in the field to guarantee impact.

Actions to implement recommendation 4.

4a. Restore the leadership role of USAID

Score: 8 out of 10

Summary: *The QDDR, PPD and USAID FORWARD point to greater independence and innovation. New evaluation procedures and transparency can build trust and momentum.*

The 2009 report underlined the importance of restoring USAID's leadership role in development within the U.S. government—and cautioned that if USAID's authority was not reestablished, the U.S. would face difficulties in the successful implementation of the other recommendations and actions. The report mentioned two specific steps for restoring leadership: reestablish USAID's budgeting autonomy, and appoint the USAID Administrator as the board chair of the MCC and the head of the President's Emergency Plan for AIDS Relief (PEPFAR). Neither of these actions has been fully implemented; the USAID Administrator sits on the board of the MCC, but is not the chair, and while USAID may gain oversight and management of the Global Health Initiative, PEPFAR will remain under the guidance of the Office of the Global AIDS Coordinator at the State Department.[3] However—beyond the specific actions recommended in 2009—numerous events and changes have helped to strengthen USAID's leadership role while enabling reform and innovation within the Agency. The PPD on Global Development (September 2010), USAID FORWARD (November 2010) and the QDDR (December 2010), have all elevated USAID's status by strengthening its operations and making the Agency an integral part of the U.S. National Security Strategy. Both USAID FORWARD and the QDDR highlight the reestablishment of USAID's role in budget formulation. November 2010 saw the establishment of in-house budgeting, and monitoring and evaluation efforts for the new Bureau for Food Security.[4]

4b. Rebuild USAID's in-house capacity to develop and administer agricultural development assistance programs

Score: 9 out of 10

Summary: *USAID has dramatically increased its agriculture-focused staff and will continue to do so if it has adequate funding and support; however, key leadership positions remain vacant.*

Action 4b calls for restoring USAID's in-house technical capacity in agricultural development; the 2009 report specifically recommended that USAID aim to increase its agriculture-focused staff from an estimated 16 in 2008, to 70 in 2010, and 115 in 2013.[5] To that

end, USAID has set a goal of a net increase of 105 new agricultural officers by 2013; as of March 2011, it is just over halfway to meeting this goal with 56 new agricultural officers.[6] The majority is entering at the junior-level and will serve a two-year training assignment in a mission before moving to regular post. Of these 56, approximately half have already been deployed to overseas posts.[7] USAID has also stated that target countries will have a Feed the Future point person in each mission. The integration and impact of these additional capabilities is now of paramount importance and will be monitored in future progress reports. While some concrete successes have already occurred at the staff level, the Global Hunger and Food Security Coordinator position (the overall leader of the government's global agriculture and food security policy and budget) remains unfilled. The Deputy Coordinator for Development position turned over in March 2011, while the companion post of Deputy Coordinator for Diplomacy has been temporarily staffed with an Acting Deputy.[8] Moreover, the integration of food security objectives at the country-level still remains to be seen.

4c. Improve interagency coordination for America's agricultural development assistance efforts

Score: 9 out of 10

Summary: *The Administration has built new collaborations between USAID, USDA and other agencies. The present and future activities of the Feed the Future initiative exemplify this collaborative approach.*

The U.S. has made notable progress towards building improved interagency collaboration between the various government agencies involved in global agriculture and food security initiatives. The 2009 report recommended the establishment of an Interagency Council on Global Agriculture within the Executive Office to coordinate efforts; Government Accountability Office (GAO) reports show that indeed there is a National Security Council Interagency Policy Committee on Agriculture and Food Security, but there is little public information about this group.[9] Outside the Executive Office of the President, a number of initiatives have embraced a new "whole-of-government" approach; Feed the Future's planning and implementation cross-cut the State Department, USAID, USDA, MCC, the US Department of Treasury, and the Peace Corps among others. To oversee the creation of a shared results framework and indicators for Feed the Future, the initiative's leadership brought together an Interagency Working Group—comprised of representatives from USAID, Treasury, MCC, USDA, Peace Corps, the African Development Foundation, the Office of Management and Budget (OMB), and GAO.[10] The group initially focused on the development of a comprehensive results management plan; it is now working within the individual agencies to incorporate the indicators into their monitoring processes and draft practical approaches to monitoring food security spending and results.[11] The Feed the Future Research Strategy has laid out ambitious plans for interagency collaboration, including the new Norman Borlaug Commemorative Research Initiative, which establishes a partnership between USAID and USDA to leverage the expertise of USDA's research agencies.[12] There are also efforts to synchronize U.S. food security and global health initiatives. 1,000 Days, a public-private partnership launched by Secretary Clinton to support the Scale Up Nutrition movement, raises awareness about the window of opportunity for impact between birth and a

child's second birthday. The initiative integrates its nutrition programming with Feed the Future through supporting activities such as homestead food production, where families create low-cost home gardens and raise livestock to increase access to nutritious foods, in coordination with education on infant and young child feeding practices and access to health services and deworming. Ultimately, the success of these initiatives will depend on funding levels; the degree of interagency cooperation that actually occurs; and strong leadership at both the Washington and Ambassadorial levels.

4d. Strengthen the capacity of the U.S. Congress to partner in managing agricultural development assistance policy

Score: 5 out of 10

Summary: *The Select Committee on Hunger could have been reestablished under the bipartisan Roadmap Act of 2009, and food security policy objectives could have been authorized by the Global Food Security Act of 2009; neither of these pieces of legislation passed. Since 2010, Congressional focus on deficit reduction leaves limited room for action on hunger and poverty.*

Minimal progress has been achieved in Action 4d despite considerable efforts. Congress should be applauded for giving FY 2009 and FY 2010 appropriations to the government's food security initiatives; yet, within the past two years, it has missed several key opportunities to institute legislative change. The 2009 report recommended that the House reestablish the Select Committee on Hunger to inform and shape policy and legislation. Others have echoed this call as well. In February 2009, a diverse coalition of international relief and development organizations including Bread for the World, CARE, Catholic Relief Services, the Congressional Hunger Center, Friends of the World Food Program, Mercy Corps, Save the Children, and World Vision launched the Roadmap to End Global Hunger;[13] in June 2009, the bipartisan Roadmap Act to End Global Hunger was introduced to Congress. The Roadmap and the accompanying legislation included language that would create a Permanent Joint Select Committee on Hunger and establish a White House Office on Global Hunger and Food Security, but the legislation was not passed.[14] Additionally, Congress failed to pass the Global Food Security Act (also known as the Lugar-Casey-McCollum Global Food Security Bill) that would have authorized appropriations for FY 2010 to FY 2014 to provide assistance to foreign countries to promote food security, stimulate rural economies, and improve emergency response to food crises; this bill was supported by 16 Senate co-sponsors.[15] Given the current Congressional focus on deficit reduction and anticipated budget cuts, progress on Action 4d is unlikely.

4e. Improve the performance of international agricultural development and food institutions, most notably the Food and Agriculture Organization of the United Nations

Score: 6 out of 10

Summary: *Leadership and structural changes could improve effectiveness. Outcomes depend heavily on active U.S. participation, including in the recruitment of strong international organization leaders.*

The U.S. has made efforts to reestablish its leadership role among multilateral institutions working in food and agriculture, in accordance with the 2009 report's recommendations. In June 2009, the Administration appointed a new Ambassador to the U.N. Agencies in

Rome, bringing a new energy to U.S. participation in the FAO reforms,[16] and December 2010 saw the transition of the USDA's Coordinator for Global Food Security to the position of FAO Deputy Director-General for Knowledge,[17] replacing the American who previously held that position. Americans have traditionally had a limited presence at FAO, but there has been a recent, concerted effort to circulate vacancy and hiring information to a broader American audience—resulting in an increased number of American applications.[18] The U.S. has been engaged in the ongoing FAO reforms, and helped create a new advisory body—the High Level Panel of Experts on Food Security and Nutrition—in September 2010.[19] The U.S. played an especially important role in the L'Aquila Food Security Initiative (July 2009) and the World Summit on Food Security (November 2009). These successes are tempered by the U.S.' limited involvement in high-level recruiting for the UN agencies. The new Director-General of the FAO will be elected in late June 2011; the U.S. did not play an influential role in the recruitment process and has not yet endorsed a candidate, and thus missed the opportunity to ensure that the next leader will have the skill set to oversee the reform process. Selections for heads of the World Food Program and International Fund for Agricultural Development will be held between now and 2013. In light of these upcoming changes, the U.S. has an opportunity to be proactive in influencing in the direction and leadership of these organizations.

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

Grade: D

(Simple average of numerical scores: 52%)

Summary: *The policies and issues that cross-cut U.S. domestic agriculture and global agricultural development continue to generate heated debate. While discussions continue, little action has occurred. Policies regarding emergency food aid and targeted vouchers have improved and could bring large gains, but other rules have not changed.*

Why is this recommendation needed?

American foreign policy is generally practiced independently of domestic policy, but in the area of global agricultural development there are U.S. regulations that significantly impair the government's ability to support a more stable and prosperous international environment. The 2009 report identified five key areas for reform: how food aid is administered; rules against working on specific commodities; opposition to input subsidies or vouchers as a development strategy; failure to complete negotiations to lower world trade distortions; and the use of corn for fuel instead of food. Each of these policies is widely seen as harmful to global agricultural development and food security, and they were identified in the 2009 report as examples of policies that serve only a narrow domestic political purpose and would be in the overall U.S. national interest to reform.

What has been accomplished?

Limited success has been achieved in only two of the five areas: improving the procedures used for emergency U.S. food aid, and using vouchers to promote farm input use in post-conflict and disaster situations. While these changes can be viewed as a step in the right direction, they are still a comparatively small portion of U.S. efforts. To the extent that new food aid strategies and input-supply programs are in fact scaled up over the coming years, however, it is likely that they can be implemented more cost-effectively than in the past.

How can U.S. leadership be strengthened?

The two most important weaknesses in policies affecting global agricultural development are a lack of progress in the Doha Round of international trade negotiations, which is largely outside the control of the U.S. government, and the lack of progress in reorienting U.S. biofuels policy. Each of these serves a narrow interest group in the U.S. at the expense of most American citizens and to the detriment of our global agricultural development initiatives. The reforms advocated in the 2009 report would help accelerate domestic economic growth and also improve global agriculture and food security. Looking forward, the U.S. government should seize the opportunity offered by the renewal of the Farm Bill, slated for 2012, to rethink these important issues.

Actions to implement recommendation 5.

5a. Improve America's food aid policies

Score: 6 out of 10

Summary: *Innovative new mechanisms for emergency food aid have been introduced, but there is little evidence that these strategies will be applied to other forms of food aid.*

The 2009 report stated that the U.S. should improve its food aid policies through increased funding for local purchase of commodities and decreased monetization of food aid. Local and regional procurement activities have gained some traction in both USDA and USAID. USDA's $60 million LRP project is in its third year of implementation (its duration running from 2009 to 2012),[1] and USAID's new Emergency Food Security Program (EFSP), established in early 2010, has helped to create more flexible and appropriate emergency food assistance responses.[2] Local and regional purchase strategies have been the subject of recent study by both the GAO (2009)[3] and the Congressional Research Service (2010),[4] among others; the majority concludes that local and regional procurement in Sub-Saharan Africa is both more timely and cost-effective. The issue of scaling down monetization continues to generate debate, resulting in no policy adjustments. The costs of cargo preference rules have attracted significant attention in 2010, with coverage by the media and discussion in the NGO community eliciting a formal response by the U.S. Merchant Marine.[5] Looking forward, progress in improving food aid policies will be significantly impacted by proposed funding cuts to food aid, in addition to the reduction in the quantities purchased with a given appropriation due to higher market prices.[6]

5b. Repeal restrictions on agricultural development assistance that might lead to exports in possible competition with U.S. exports

Score: 5 out of 10

Summary: *No change in this legislation.*

Section 209 of Public Law 99-349, also known as the Bumpers Amendment, prevents USAID from supporting agricultural development research in foreign countries that might lead to exports that compete in world markets with a similar commodity grown or produced in the U.S. The 2009 report suggested that this outdated measure does little or nothing to assist U.S. farmers, sends the wrong message to the world's poor farmers about America's priorities, and fails to build the new overseas markets that follow from agricultural development in low-income countries. A modification of the Bumpers Amendment, introduced in January 2010, would have allowed USAID to waive evaluations of agricultural development projects with respect to meeting the Bumpers' requirements for those countries viewed as the least developed by the World Bank, except for commodities for which those countries are already consistent net exporters.[7] The bill never became law, demonstrating that it is unlikely that the Bumpers Amendment will be modified without an internal champion and strong support among House or Senate members.[8]

5c. Review USAID's long-standing objection to any use of targeted subsidies (such as vouchers) to reduce the cost of key inputs such as improved seeds and fertilizers

Score: 5 out of 10

Summary: *Innovations in humanitarian response could be applied to use in development programs.*

The 2009 report suggested that USAID should be willing to support "smart" subsidies so long as they can be targeted, efficiently run on a large scale, and terminated when their purpose is accomplished. Such subsidies can enable quick increases in food production in the short-term. USAID has indeed supported the use of targeted vouchers in short-term relief operations following conflicts or disasters, in ways that are seen to be much more cost-effective than traditional mechanisms. However, non-emergency agriculture and food security interventions continue to emphasize linking farmers to markets rather than providing subsidized inputs.[9]

5d. Revive international negotiations aimed at reducing trade-distorting policies, including trade-distorting agricultural subsidies

Score: 5 out of 10

Summary: *No significant progress has been made; agriculture continues to be a point of contention.*

Action 5d focuses on the need to reduce trade-distorting subsidies and suggests that the U.S. provide the necessary leadership to revive World Trade Organization negotiations. A variety of media attention and public statements have addressed reviving and concluding the Doha Round of multilateral negotiations; in March 2011, President Obama reaffirmed his commitment to bring the negotiations to a "successful, ambitious, com-

prehensive and balanced conclusion,"[10] but there has yet to be any significant action. A major hurdle in the conclusion of the negotiations continues to be the language pertaining to agriculture. The negotiators warn that it would be very difficult to produce a revised text unless members show new signs of flexibility. They have cautioned that it might be easier to generate revisions on other negotiating issues, considered to be "less mature" than agriculture.[11] In the current market environment, a central concern is the periodic use of export restrictions by developing-country food producers that add to price spikes during periods of high world prices.

5e. Adopt biofuels policies that place greater emphasis on market forces and on the use of nonfood feedstocks

Score: 5 out of 10

Summary: *No significant progress.*

The 2009 report suggested that the U.S. consider waiving or reducing the 2007 mandate that 36 billion gallons of biofuels be used by 2022 (with up to 15 billion gallons from corn). No progress has been achieved in reducing the use of food crops for biofuels, which continues to be subsidized by taxpayers and fuel users through tax credits, import duties, and consumer mandates. Action 5e also recommended that the U.S. move away from its heavy dependence on corn as a feedstock for biofuels, and invest in techniques to derive energy from cellulosic biomass. In January 2011, the Environmental Protection Agency released figures showing that cellulosic biomass production was falling dramatically short of mandated levels, suggesting a lack of investment in the nascent industry.[12] That same month, the USDA announced $405 million in new loans for cellulosic ethanol activities under the Biorefinery Assistance Program.[13] The food price spikes and food price volatility in recent months, as well as very high energy prices, have again triggered a broad debate about the environmental as well as economic impacts of biofuels subsidies and mandates. Congress and the Administration should consider these issues as they evaluate these policies in the coming years, and maintain a high level of legislative and regulatory oversight.

III. Leadership Survey Results: Perceptions of U.S. Leadership in Global Agricultural Development

Why and how was the survey conducted?

An important aspect of leadership is building confidence and mobilizing the efforts of private citizens. Enthusiasm matters. If the institutions and individuals who are now or could be involved in global agricultural development believe that the U.S. government is fundamentally on the right track, then they are more likely to support U.S. government programs and leverage taxpayer resources with their own efforts.

To track these subjective opinions, The Chicago Council conducted an informal survey of self-selected participants, asking whether U.S. leadership in this field has strengthened or weakened in the past year. An invitation to the survey was circulated by email to recipients of The Chicago Council's Global Food For Thought newsletter and related social networks; the newsletter reaches approximately 2,000 subscribers from government, NGOs, business, international organizations, media and academia working on issues of international agriculture, development, and food. The email included a link to the questionnaire website that remained open from March 15 through March 22, 2011. This approach was designed to capture the immediate impressions of individuals with some knowledge and interest in global agricultural development. The survey allowed one response per person and obtained a total of 250 responses.

The survey asked respondents whether they agreed that the U.S. government was fulfilling the seven subjective "leadership tasks" identified in the 2009 report. Then the survey asked respondents for their perceptions of U.S. government performance along three other dimensions of leadership, and asked one overall right track/wrong track question before inviting open-ended answers with examples of specific leadership successes or failures. The option to disagree came first to avoid prompting agreement that each leadership task was being fulfilled, and a choice to remain neutral was always offered. Questions one through seven were asked in random order to avoid sequencing biases, followed by the three additional dimensions of leadership and then the overall right track/wrong track question.

Who were the respondents?

The demographics of the 233 respondents who chose to identify themselves are described in Table 2. This sample is not representative of any other group, but clearly spans a wide range of individuals who could potentially contribute to U.S. efforts in global agricultural development.

Table 2. Demographics of the Leadership Survey Respondents

Region of residence	Percentage	Count	Sector of employment	Percentage	Count
USA	80%	187	Education and Research	35%	82
Sub-Saharan Africa	7%	16	Government	11%	26
South Asia	1%	3	Consulting	18%	42
Other Asia	3%	7	Business	9%	20
Europe	6%	14	Other	27%	63
Oceania	0%	1			
Other	2%	5			
Total Responses	**100%**	**233**	**Total Responses**	**100%**	**233**

What was discovered?

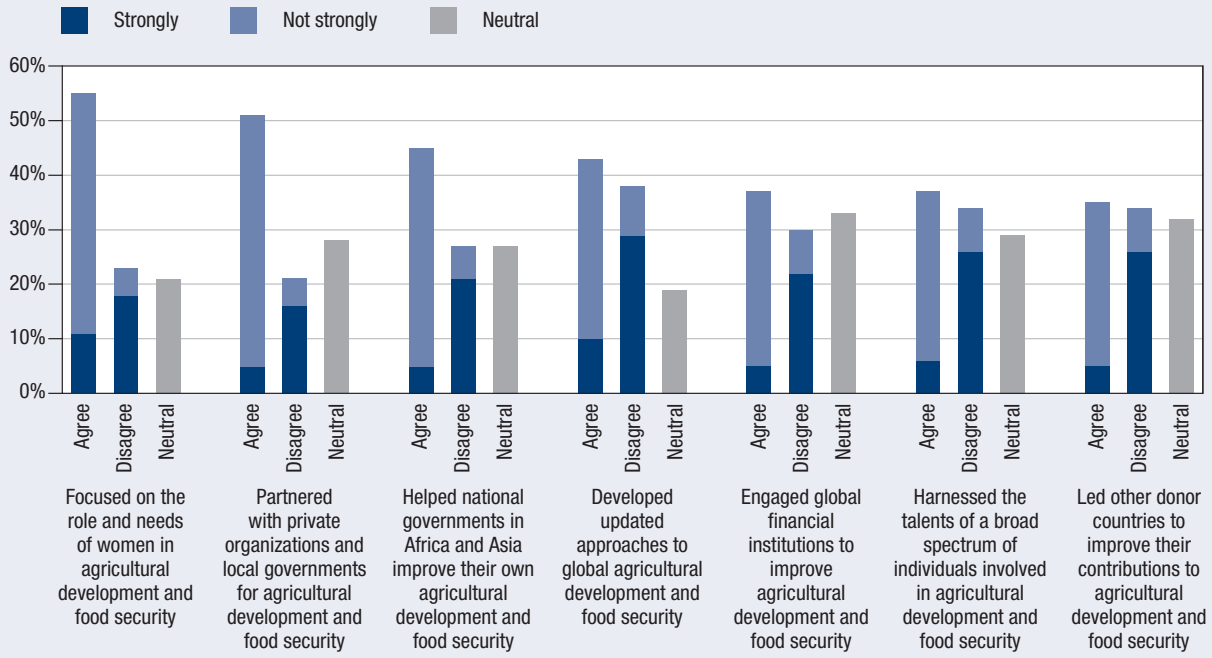
The main finding from the survey is that far more respondents agreed than disagreed that the U.S. government is successfully fulfilling the leadership tasks identified in the 2009 *Renewing American Leadership* report. Overall, in response to the summary question, is the U.S. government "on the right track" in global agricultural development, 42% of respondents agreed and only 22% disagreed with the statement (with the remainder responding neutral).

Results on that summary question and on each specific aspect of U.S. leadership are presented below (see Figures 4 and 5). An outright majority agree that the government is focused on the role and needs of women and is partnered with private organizations and local governments. More than 50% also agree that there is now more effective leadership within the U.S. government, and almost half agree that overall, the U.S. government is on the right track in this domain. There were no statements on which more respondents disagreed than agreed. But the plurality in agreement was smallest on whether the U.S. developed updated approaches, harnessed the talents of a broad spectrum of individuals, engaged global financial institutions, and led other countries to improve their contributions.

At the end of the survey, respondents were invited to describe examples of U.S. leadership successes or failures in their own words. Among the instances of leadership successes cited, 20 respondents described some aspect of the Feed the Future initiative, 11 respondents described some aspect of the high-level leadership of Administrator Shah or Secretary Clinton, and seven respondents mentioned new partnerships and coordination. Several other issues were also mentioned by a smaller number of respondents, as detailed in the Annex at the end of this report. Among the examples of leadership failures, 16 respondents mentioned the U.S. government's inability to secure funding for its initiatives, 14 mentioned a narrow conceptual approach, and 10 described USAID leadership and communications as ineffective. To show exactly how respondents articulated their answers, examples of each kind of response are provided in the Annex.

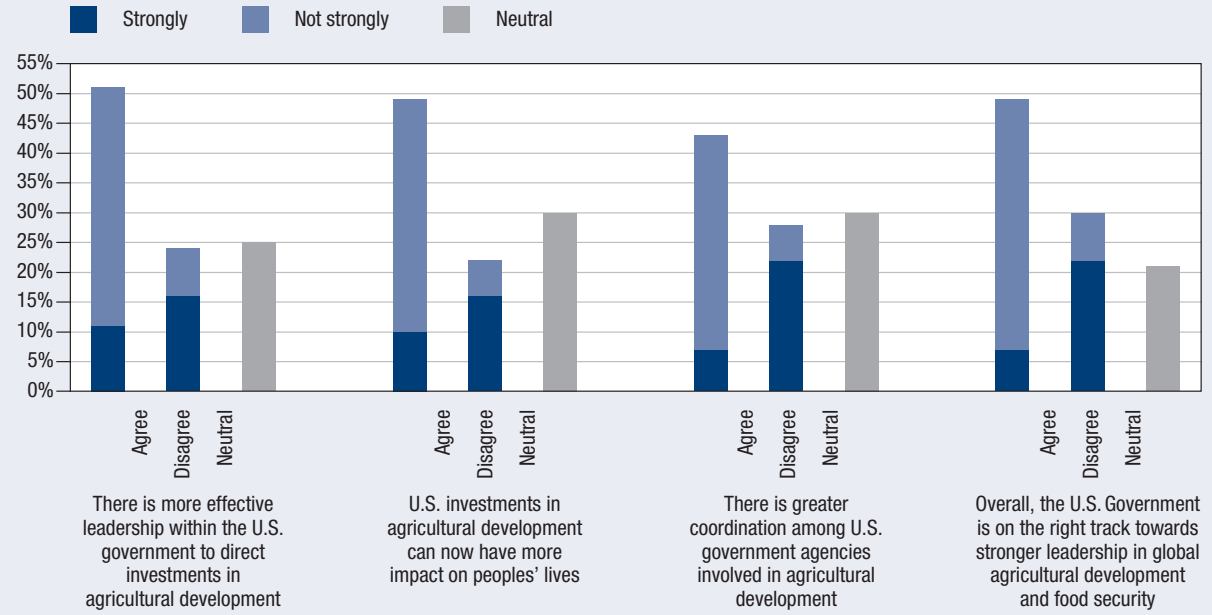
Overall, the subjective picture offered by this survey is consistent with the institutional changes and resource allocation choices described elsewhere in this progress report: observers see a clear improvement in institutional direction, but the level of effort that can be exerted in that direction is limited by funding constraints.

Figure 4. Survey Responses on Seven Objectives for U.S. Government Leadership in Global Agricultural Development



Note: These seven leadership objectives were presented in randomly varied sequence to each of the 250 respondents, and are presented here in descending order of agreement. The specific question asked was, *"The following tasks were identified as key directions for U.S. leadership by the Chicago Council in February 2009. To what extent do you think the U.S. government as a whole has achieved these objectives?"*

Figure 5. Survey Responses on Four Outcomes of Change in U.S. Government Leadership in Global Agricultural Development



Note: These first three outcomes of change in U.S. leadership were presented here in descending order of agreement among the 250 respondents. The specific question asked was, *"Over the past two years, the world has changed in many important ways. To what extent do you agree that the following changes have occurred since early 2009?"* The overall question was presented separately after the others.

About the Global Agricultural Development Initiative

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

About The Chicago Council on Global Affairs

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

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Acronyms

AGRA	Alliance for a Green Revolution in Africa
APLU	Association of Public and Land-grant Universities
AWARD	African Women in Agricultural Research and Development
BFS	Bureau for Food Security
CAADP	Comprehensive African Agricultural Development Programme
CDCS	country development cooperation strategies
CGIAR	Consultative Group on International Agricultural Research
CRSP	Collaborative Research Support Program
DIV	Development Innovation Ventures (Fund)
DLI	Development Leadership Initiative
DOD	Department of Defense
EFSP	Emergency Food Security Program
EGAT	Economic, Growth, Agriculture and Trade (Bureau)
FANEP	Food Aid Nutrition Education Program
FAO	Food and Agriculture Organization of the United Nations
FY	fiscal year
GADI	Global Agricultural Development Initiative
GAFSP	Global Agriculture and Food Security Program
GAO	Government Accountability Office
HED	Higher Education for Development
HICD	Human and Institutional Capacity Development

LEAP	Leadership Enhancement in Agriculture Program
LRP	Local and Regional Procurement
MCC	Millennium Challenge Corporation
NARS	National Agricultural Research Systems
NGO	non-governmental organization
OMB	Office of Management and Budget
PEPFAR	President's Emergency Plan for AIDS Relief
PPD	Presidential Policy Directive
PPL	(Bureau of) Policy, Planning and Learning
QDDR	Quadrennial Diplomacy and Development Review
USAID	United States Agency for International Development
USDA	United States Department of Agriculture

Annex: Examples of U.S. Successes and Failures from the Leadership Survey

The numerical results from our leadership survey are presented in the main text of this report. We also asked respondents to cite examples of U.S. leadership successes or failures in their own words. We then counted the number of these open-ended answers that referred to similar successes or failures, and chose one representative example, which we reproduced in the list below.

Examples of leadership successes

Feed the Future initiative (20 respondents)

- "The development of Feed the Future was extremely well done, with the key agencies all on the same page, which is often not the case. The proof will be in the implementation, however, which is just getting started."

Strong High-level Leadership in the Current Administration (11 respondents)

- "The combination of Secretary Clinton and Raj Shah has stimulated hope and excitement in development circles to levels not seen for many decades."

Fostering Partnerships and Coordination (7 respondents)

- "The Ag development program created in Jakarta, Indonesia in October 2010 for Obama's visit. That was well thought out and orchestrated—bringing private industry and the two governments together to work on it jointly. It was a magnificent example of a joint effort. Leadership is now needed to implement the plans."

Emphasis on Gender Equity (5 respondents)

- "The emphasis on gender equity is strong and refreshing. This is a very important area for translating growth into real poverty reduction."

Country-led Plans and Ownership (5 respondents)

- "By focusing on country-led agriculture development plans, the United States has spurred countries like Kenya to develop new five-year agriculture strategies."

No Successes (5 respondents)

- "I work in many countries in sub-Saharan Africa, but I have no examples to share of leadership successes in agriculture related to U.S. government actions. As an American citizen, I look for them, but they seem to be very elusive."

Influencing Strategies and Commitments of Other Donors and Countries (3 respondents)

- "At a high level the U.S. Gov't has clearly focused on [agriculture] and has brought intellectual clarity to its goals and objectives, and I believe that this has helped other countries and organizations in their own establishment of goals and objectives."

Comprehensive Africa Agricultural Development Programme (CAADP) (3 respondents)

- "Support to the Comprehensive Africa Agricultural Development Programme (CAADP)—a continent-wide framework operating [at] national, regional, and continental levels."

Linking Agriculture with Nutrition and Health (3 respondents)

- "Pushing for both improvements in agricultural productivity and nutrition at the same time. It is easier to do them separately (or minimize nutrition improvements) but by pushing the envelope or linking agriculture to nutrition, we have created global momentum."

Leadership during the L'Aquila G8 Summit (3 respondents)

- "President Obama's initial efforts at L'Aquila were successful, but there was no real follow-up when donors failed to deliver on pledges and only $1 billion of $22 billion promised has so far materialized."

Examples of leadership failures

Inability to Secure Funding for Commitments and Initiatives (16 respondents)

- "The price of better inter-agency coordination has been delay in getting funds allocated. Also, like many others, I am worried that the Congress will cut the President's proposed funding for Feed the Future initiatives to shreds. That would be a leadership failure on the part of the Congress."

Narrow Conceptual Approach to Food Security Strategies (14 respondents)

- "Agriculture and food security are not the same thing, and the persistent conflation of these two concepts reflects poorly on U.S. leadership in the field."

Ineffective USAID Leadership and Communications Strategy (10 respondents)

- "Unfortunately, USAID has not effectively told the story of its existing agriculture development successes, and it has not disbursed funding quickly enough to demonstrate new successes with Feed the Future."

Insufficient Engagement of Non-Governmental Actors (8 respondents)

- "There have been many opportunities to enable a truly collaborative process with implementers and non-governmental entities, but this has been extremely limited."

Failure to Translate Plans and Commitments into Action/Implementation (5 respondents)

- "Bureaucracy and potential lack of funding for an initiative that has now taken nearly three years to develop and get off the ground, with the world experiencing now its second food shock. Too much planning and not enough action."

Too Much Emphasis on Agribusiness (5 respondents)

- "Much of the current U.S. government effort seems to be geared to helping large U.S. corporations access productions systems and/or markets overseas."

Failure to Recognize the International Assessment of Agricultural Knowledge, Science and Technology for Development (IAASTD) (5 respondents)

- "The U.S. Government has not accepted or approved the International Assessment of Agricultural Knowledge, Science and Technology for Development (IAASTD), despite the fact that several prominent U.S. professionals were involved in the formulation of the IAASTD recommendations."

USAID's Existing Procurement Model (4 respondents)

- "The same NGOs and private sector members are continually engaged—reinforcing preconceived beliefs rather than allowing for new ideas and engagement."

Food Aid Policy (4 respondents)

- "Food aid still uses U.S. produced food, rather than sourcing locally or from smallholder farmers. Lack of political will to liberalize food aid and move it away from commodities basis to monetary basis."

U.S. Domestic and Trade Policies (4 respondents)

- "EPA raised the blend wall for mixing ethanol with gasoline, which could have catastrophic consequences for food security."

Insufficient Involvement of Research Universities (4 respondents)

- "USAID continues to ignore the expertise available to it in research universities around the U.S."

Failure to Leverage Private Sector Investment (3 respondents)

- "Inability to translate outreach to corporations into concrete partnerships to leverage public and private investments."

Endnotes

II. Detailed Progress to Date

Recommendation 1: Increase Support for Agricultural Education and Extension At All Levels in Sub-Saharan Africa and South Asia

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Recommendation 2: Increase support for Agricultural Research in Sub-Saharan Africa and South Asia

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Recommendation 3: Increase Support for Rural and Agricultural Infrastructure, Especially in Sub-Saharan Africa

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Recommendation 4: Improve the National and International Institutions that deliver agricultural development assistance

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332 South Michigan Avenue
Suite 1100
Chicago, Illinois 60604
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