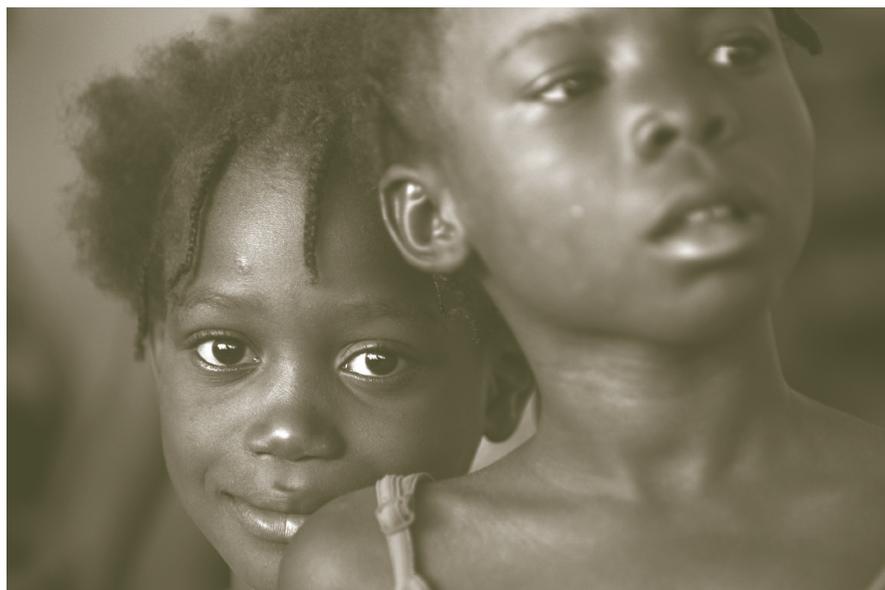


## From L'Aquila to Camp David: Sustaining the Momentum on Global Food and Nutrition Security

by Faustine Wabwire



UN Photo

### Key Points

- U.S. leadership on global hunger and food security has been instrumental in leveraging substantial additional resources and reversing decades of decline in funding for agricultural development.
- The 2012 G-8 Summit at Camp David is an important opportunity for President Obama and other G-8 leaders to take stock of the progress made by the 2009 G-8 Summit's L'Aquila Food Security Initiative (AFSI) and reaffirm their commitment to improve smallholder agriculture.
- Since 2009, the United States has also helped raise awareness of the urgency of improving nutrition in the critical 1,000 Day window between pregnancy and age 2. G-8 leaders should endorse the Scaling Up Nutrition movement, commit to a bold nutrition target to mobilize action, and ensure that investments in agriculture are improving maternal and child nutrition.
- Building on the foundation laid by AFSI, future investments should also focus on building resilience in communities; strengthening local capacity to address chronic food insecurity and respond to crises; mainstreaming gender; and adapting to climate change.
- Moving forward, it is critical that there is greater transparency around commitments and investments.

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Bread for the World Institute provides policy analysis on hunger and strategies to end it. The Institute educates its network, opinion leaders, policy makers and the public about hunger in the United States and abroad.

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### Abstract

Increases in global hunger and poverty caused by sudden spikes in the prices of staple foods in 2007-2008 and 2010-2011 have underscored the urgency of improving agricultural productivity in developing countries to lift people out of poverty and improve food and nutrition security.

In July 2009, G-8 leaders, gathered in L'Aquila, Italy, responded to the global food price crisis. The U.S. proposal to invest significantly more effort and resources in agriculture won support from other donor countries, who committed to providing \$22 billion in financing for agriculture and food security over three years. This became known as the L'Aquila Food Security Initiative (AFSI).

The United States is on track to fulfill its pledges of \$3.5 billion, but according to 2011 estimates most donors were falling short. Feed the Future is the United States' primary contribution to AFSI.

As G-8 president in 2012, the United States has an important opportunity to build on the progress made in the last three years to increase investments in smallholder agriculture and integrate nutrition into agriculture and food security efforts.

Continued food price volatility and future challenges to food security, including population growth and climate change, require sustained investments. At the Camp David G-8 Summit, leaders should build on this foundation and tackle the unfinished agenda, prioritizing nutrition, community resilience, capacity building, women's empowerment, and agricultural research.



## 2012's Golden Opportunity

The 2012 G-8 summit of the eight largest industrialized countries, to be held in May at Camp David in the United States, is an opportunity to bolster commitment to help resolve the crisis of global food insecurity and food price volatility. Approximately 925 million of the world's people suffer from chronic malnutrition and hunger; more than half of these people live in rural areas and depend on agriculture for their livelihoods.<sup>1</sup>

Significant, sudden increases in the prices of staple foods in 2007 and the first half of 2008 forced more than 100 million people into hunger. While prices fell in 2008 and 2009, they stayed above the historically low levels seen earlier in the decade and then rose sharply again in 2010-11. In February 2011, the World Bank announced that since June 2010, rising food prices—reaching nearly their 2008 highs—had driven an estimated additional 44 million people in developing countries into poverty.<sup>2</sup> Volatility in the prices of food commodities is expected to continue.

The consequences of food price shocks among hundreds of millions of people already on edge have already been seen in the riots that spread across 40 countries in 2008. The recent uprisings in North Africa and the Middle East were sparked not only by pent-up political discontent, but also by the anger and frustration of vulnerable people as global food prices soared.<sup>3</sup> The close relationship between volatile food markets and political instability is indisputable.

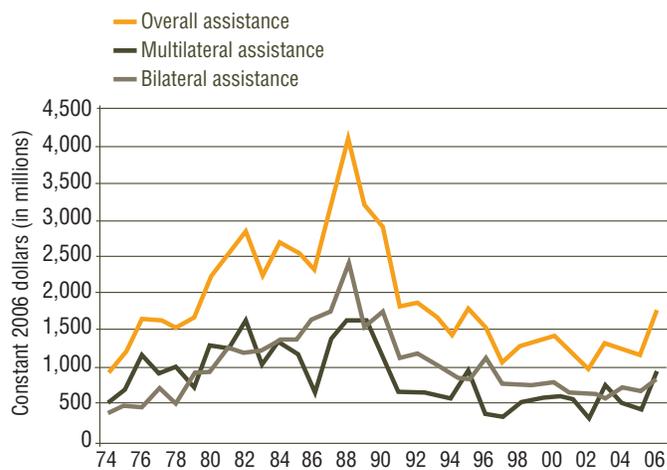
The urgency of the global food security crisis was recognized by the G-8 summit in 2009 in L'Aquila. Thirteen developed countries joined in the L'Aquila Food Security Initiative (AFSI), which committed participating nations to take all necessary measures to achieve global food security, including mobilizing \$22 billion over three years for sustainable agricultural development.<sup>4</sup> The initiative

has begun to reverse decades of neglect of agricultural development in low-income countries; it has also stimulated new efforts—such as co-financing, human capital development, institutional capacity building, and marketplace strengthening—to improve food security.

Complicating efforts to find longer-term solutions is the projected surge in the global population—to 9 billion by 2050. To meet the skyrocketing demand, global food production will need to double.<sup>5</sup> The coming years are also likely to bring further stressors on agricultural production: climate change, increasingly urbanized populations, environmental degradation, competition for scarce natural resources, and new diseases affecting both crops and livestock.

Evidence suggests that rural poverty cannot be reduced by relying entirely on economic growth in urban areas. For example, rural poverty declined rapidly in East and Southeast Asia between 1993 and 2002. More than 80 percent of the decline was attributable to better conditions in rural areas, where agriculture was a source of livelihood for 86 percent of the population,<sup>6</sup> rather than to migration to cities.

Figure 1: **Official Development Assistance (ODA) to Agriculture for Sub-Saharan Africa**

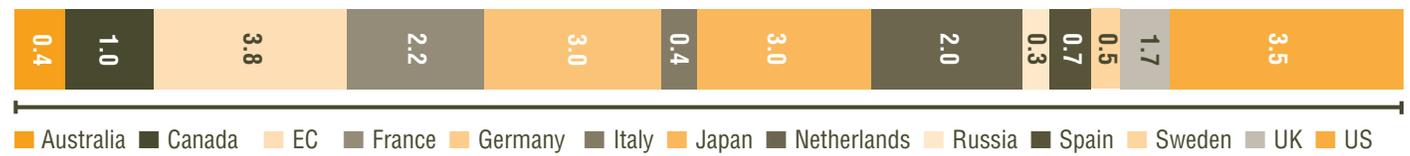


Source: GAO, 2008

The G-8 countries pledged more than 85 percent of the total AFSI commitment. Of the total, nearly half—\$9.2 billion—went to the agriculture, forestry, and fishing programs designed by individual countries, while the rest was split among multilateral development assistance channels and efforts to boost global food security.

AFSI partners also committed to improving their

Figure 2: L'Aquila Financial Pledge Breakdown by Donor



Source: ONE

coordination and alignment with country-led and regional agriculture and rural development programs to make food security interventions more effective. For example, to improve coordination and governance, AFSI partners agreed to support ongoing reforms in the FAO Committee on World Food Security and the Consultative Group for International Agricultural Research (CGIAR). They also agreed to strengthen the Global Partnership for Agriculture, Food Security, and Nutrition.

AFSI commitments provide a structured response to hunger and food insecurity. The Rome Principles for Sustainable Global Food Security (see box on page 4) serve as a basis for turning political commitments into action and outcomes at the community level. They call for changes in the policies and governance of donors, such as aligning with country investment plans, supporting innovation, and modernizing multilateral efforts to build global food security by making them more efficient. Donors also committed to taking a gender sensitive approach to food security and investments. Evidence shows that providing women and men the same access to resources such as land, seeds, and credit would raise total agricultural output in developing countries by 2.5-4 percent, contributing to food security and economic growth.<sup>7</sup>

This common understanding of pathways to eradicate hunger was endorsed at the 2009 World Summit on Food Security.

## Progress of the AFSI Pledges

Many G-8 member states have faced constraints in meeting their obligations under the L'Aquila agreement, particularly in funding for the Global Agriculture and Food Security Program (GAFSP), a trust fund managed by the World Bank that channels G-8 pledges at L'Aquila to country-led agricultural development and investment plans. Countries and regional initiatives such as the Comprehensive Africa Agriculture Development Program (CAADP) are already developing such plans in consultation with donors and local stakeholders. Multilateral initiatives such as GAFSP can play a critical role in establishing more predictable streams of assistance for development goals. Agricultural development is essential to meeting many of the U.N. Millennium Development Goals, particularly Goal 1, to cut hunger and extreme poverty in half by 2015.

## Financial Commitments

AFSI financial commitments are supposed to be met by the end of 2012. So far, the record on honoring AFSI pledges is mixed. There has been some progress, but most donors are falling far short of what is needed to raise the promised funds by the end of the year. To date, donors have met only 22 percent of the total AFSI financial pledge. Moreover, most partners have not reported on how they plan to fulfill their financial commitments, nor have they demonstrated the level of political will and momentum needed to end hunger, poverty, and malnutrition.

A core group of members, however, has not only fulfilled (or is on track to fulfill) its pledges, but has taken advantage of participating in AFSI to bring agricultural development and food security to the forefront of their respective national foreign assistance strategies.<sup>8</sup> The United States has appropriated resources for 90 percent of its \$3.5 billion pledge and continues to disburse the funds. The government of the United Kingdom said it has already disbursed 80 percent of its pledge and expects to provide the full amount by the end of 2012. Canada has disbursed nearly 90 percent of the \$1 billion it pledged.

Following an AFSI donor meeting led by the United States on February 2-3, 2012, donors agreed to report publicly not only how much they are providing of the \$22 billion pledged at L'Aquila but also, for the first time, key information on their programs. These include the primary beneficiary countries of their food security assistance, their program focus and objectives, and how they are measuring progress (indicators and results to date). The reporting will also describe how each donor is working to meet the AFSI nonfinancial commitment: doing development assistance differently to make a greater impact on food security.

## Nonfinancial Commitments

**Donor Coordination:** When AFSI was developed, donors did not agree to consistent pledge years or a uniform system for measuring progress. Most donors agreed to report their progress toward fulfilling commitments as the disbursements were made, but the United States, Germany, and Japan specified that their pledges would instead be counted as funds were appropriated or committed. Thus, three years later, the G-8 countries and other partners have

different pledge periods. Some countries used 2009-2011, others 2010-2012. Some used calendar years, while others relied on specific fiscal years that lag calendar years. In addition, some directed their assistance to specific programs or countries.

This makes the process of tracking disbursements and any comparison between countries challenging. AFSI partners need to strengthen their efforts to provide data on disbursements, implementation of commitments, and allocation on a more regular and uniform basis. The importance of coordinated efforts should not be underestimated, particularly in a context of rising food prices. Well-coordinated initiatives serve as a platform for sharing and advancing knowledge and for shaping policy on global food security. Coordinating development efforts helps improve outcomes and build transparency, accountability, and legitimacy for overall global poverty reduction.

- Most donors are not making a strong enough effort to invest in country-led plans. Their commitment to supporting the Comprehensive Africa Agriculture Development Program (CAADP) is a good first step.
- Donors have made progress in taking a comprehensive twin-track (both short-term and long-term) approach to food security, especially now that they are looking at the root causes of the food price crisis. During its 2011 presidency of the G-8 and the G-20 group of large economies, France prioritized the issue of food price volatility and its impact on food security.
- With the exception of the U.K. multilateral aid review, donors have not reported taking concrete steps to improve the effectiveness of multilateral organizations' work on food security. Additionally, most donors have not made contributions to GAFSP, which has led to financing gaps in country-led plans.
- The United States has created a five-year initiative and is changing its bureaucratic structure to ensure the continuation and sustainability of its focus on food security. No other donor has made pledges or policy changes beyond the initial three-year pledge period.
- So far, there has been minimal progress on targeting women and integrating gender sensitivity into development plans.
- Donors need to improve their integration of environmental sustainability into their agriculture and food security programs.
- Donors need to make significant improvements in reporting to achieve transparency and accountability on the L'Aquila promises. The Deauville G-8 Accountability Report of May 2011 did not use a uniform system of

## Rome Principles for Sustainable Global Food Security

1. Invest in country-owned plans, aimed at channeling resources to well-designed and results-based programs and partnerships.
2. Foster strategic coordination at national, regional, and global level to improve governance, promote better allocation of resources, avoid duplication of efforts, and identify response gaps.
3. Strive for a comprehensive twin-track approach to food security that consists of: 1) direct action to immediately tackle hunger for the most vulnerable and 2) medium- and long-term sustainable agricultural, food security, nutrition and rural development programs to eliminate the root causes of hunger and poverty, including the progressive realization of the right to adequate food.
4. Ensure a strong role for the multilateral system by sustained improvements in efficiency, responsiveness, coordination and effectiveness of multilateral institutions.
5. Deliver on sustained and accountable commitments, phasing in investments responsibly to ensure returns, using benchmarks and targets to measure progress toward shared goals, and holding ourselves and other stakeholders publicly accountable for achieving results.

Source: [http://www.fao.org/fileadmin/templates/wsfs/Summit/Docs/Final\\_Declaration/WSFS09\\_Declaration](http://www.fao.org/fileadmin/templates/wsfs/Summit/Docs/Final_Declaration/WSFS09_Declaration).

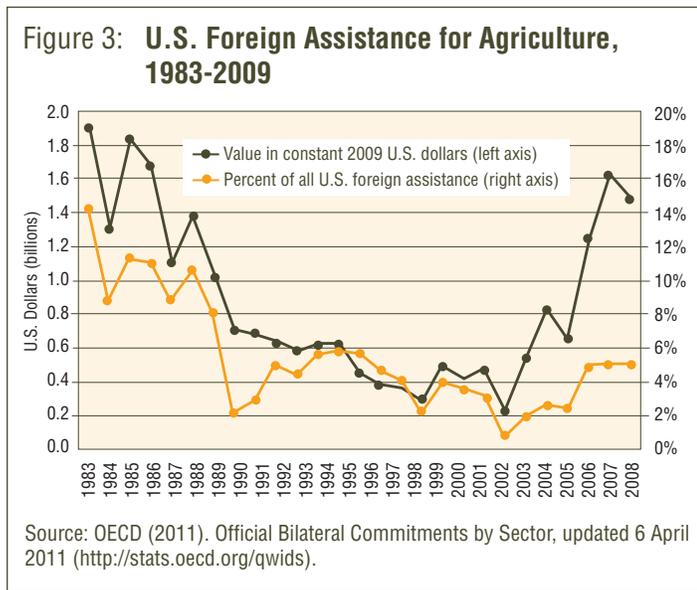
measurement to review the progress donors have made, which would have strengthened its findings.<sup>9</sup>

A sustained political and financial commitment by national governments, the G-8 countries, other nations, and the private sector is critical to transforming smallholder farming into a robust driving force for reducing hunger, poverty, and malnutrition. Significantly greater investments in agricultural research will be needed if the global agriculture and food system is to meet the demands created by a growing population, rising incomes, climate change, and resource scarcity. Despite progress, more work remains to be done to fulfill the L'Aquila commitment to "act with the scale and urgency needed to achieve sustainable global food security."

## U.S. Contributions to AFSI

U.S. leadership has proven essential to global action on food security. When the United States cut back on its support for agricultural development at the end of the 1980s, the efforts of most other developed countries waned as well. More recently, however, the United States presented a new

global security food initiative at the G-8 summit in L'Aquila and other G-8 countries pledged significant amounts to help reinvigorate work on agricultural productivity.



## Feed the Future

In 2009, once the L'Aquila principles for strengthening bilateral and multilateral support for agricultural development had been put in place, the United States developed a plan to fulfill its own pledge and went a step further by making food security a top pillar of its global development agenda. To help meet its L'Aquila commitment, the United States launched the Feed the Future program, designed to focus its investments within agriculture on improving the livelihoods of smallholder farmers, strengthening maternal/child nutrition, and building capacity for long-term growth.

Under the Feed the Future initiative, the administration has pledged \$3.5 billion toward helping rural poor people build resilience against agricultural supply shocks.<sup>10</sup> Feed the Future is committed to targeted, high-potential, country-led food security strategies that focus on building long-term capacity across the entire supply chain—from preparing the soil and planting viable seeds to getting the crops to market while they are fresh. Feed the Future programs include, for example, improving farm-to-market roads in Tanzania and conducting research for nutrient-dense rice production in Bangladesh. Each program is tailored to the needs of specific at-risk populations and is part of an effort that also includes resources from national governments, private stakeholders, and international development organizations.

Feed the Future helps develop stronger linkages between food security and nutrition by focusing on improving the quality of people's diets, with special attention given to the nutritional status of mothers and children. Feed the Future programs can support women agricultural producers in several ways, in addition to improving nutrition for pregnant

women. For example, innovation funds to develop technology appropriate for women can increase the amount of food they are able to harvest.

Despite tight budgetary constraints, the United States is on track to nearly fulfill its L'Aquila commitment of \$3.5 billion over three years, with \$3.26 billion committed as part of the fiscal year 2012 budget. On the strength of these financial commitments, the Feed the Future initiative has now developed comprehensive, country-led strategies in 20 countries. In Ethiopia, where the United States has traditionally focused on short-term humanitarian relief, the initiative has helped improve administrative efficiency and assisted the government in securing private-sector investment for long-term infrastructure improvement. In Bangladesh, a country-led strategy has complemented an eightfold increase in resources devoted to agriculture with long-term initiatives to help the country improve the nutritional status of women and conduct research on improving agricultural productivity.

## Global Agriculture and Food Security Program

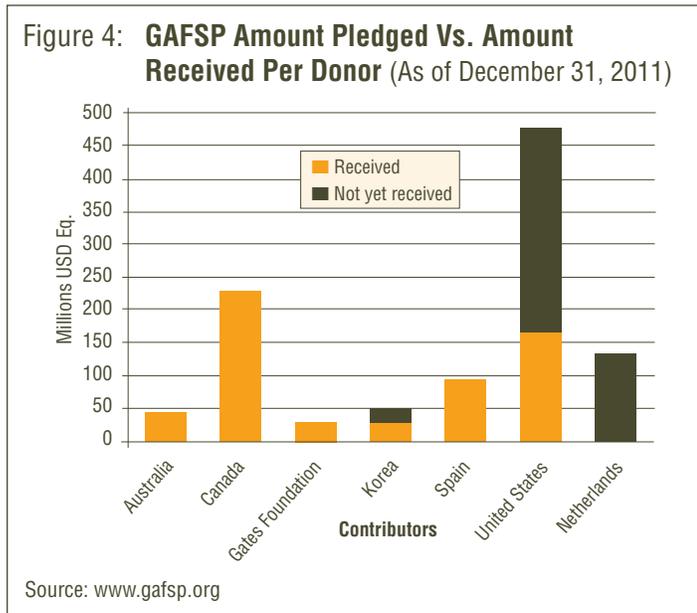
The Global Agriculture and Food Security Program (GAFSP) was established in April 2010 to help implement the food security commitments made at L'Aquila. L'Aquila has also given momentum to the Maputo Commitment, a pledge by 20 African states to commit 10 percent of their national budgets to agricultural development.<sup>11</sup> Data indicate that several African countries—Burkina Faso, Cape Verde, Chad, Ethiopia, Ghana, Malawi, Mali, and Niger—have met this goal through CAADP,<sup>12</sup> a framework for coordinated, evidence-based investments in Africa's agricultural sector.

CAADP is African leaders' collective vision for agricultural reform in Africa. It seeks to stimulate broad-based economic growth on the continent and thereby significantly reduce chronic hunger, malnutrition, and poverty. The target is to attain an average annual growth rate of 6 percent in agriculture by 2015.<sup>13</sup> Multilateral donor initiatives such as GAFSP can channel funds through country-led and regional coordination efforts such as CAADP and can play a critical role by establishing more predictable streams of assistance for development goals. Funding for agriculture is particularly important to meet the first U.N. Millennium Development Goal, cutting hunger and extreme poverty in half by 2015.

GAFSP embodies the Paris Declaration and Rome Principles<sup>14</sup> by pooling and aligning donor resources behind country-owned food security plans. GAFSP's steering committee gives an equal voice to both donor and recipient countries, and civil society also participates fully in discussions. Another GAFSP strategy to ensure accountability and transparency is a strong results framework that will rigorously track outcomes through in-depth impact evaluations.

GAFSP has not, however, received much of the funding

pledged to it as part of AFSI. (See Figure 4). The United States and other G-8 leaders should set the standard by fulfilling their commitments and asking others to support multilateral mechanisms as well.



## Key Issues for the Camp David G-8 Summit

### Integrating Nutrition into Global Food Security Initiatives

Historically, agriculture programs have rarely focused on improving nutritional outcomes. In 2008, the leading British medical journal *The Lancet* declared that malnutrition, especially among children below age 2, is a global development challenge of the greatest urgency. Interventions during this critical window have a profound impact on a country's long-term economic development and stability. Sustained chronic malnutrition is an enormous drain on a country's financial and human resources and can cost a country more than 3 percent<sup>15</sup> of its economic output (Gross Domestic Product), which translates into deficits of several billion dollars a year. It has now been five years since the very influential *Lancet* series was published. Although progress has been made, there is still a long way to go to make nutrition the top global priority that it should be.

Developing countries that are part of the Scaling Up Nutrition (SUN) Movement recognize that scaling up evidence-based nutrition actions is one of the best ways to save lives and enhance the intellectual, physical, and social growth of young children—and thus help build a society's future. Each country in SUN identifies priorities and promotes both specific nutrition interventions and nutrition-sensitive policies that focus on the 1,000-day “window of opportunity.” At

least 27 countries have indicated their commitment to scaling up nutrition, and 10 others have expressed interest in joining.

The *Muskoka Accountability Report* indicates that G-8 pledges for nutrition are less than 3 percent (\$426 million) of these countries' total bilateral development assistance. On the other hand, more than 50 percent (\$9 billion) of assistance is dedicated to agriculture, agro-industries, forestry, and fishing.

In order to attract public attention, galvanize support for nutrition, and ensure that pledges translate into tangible results for the nearly 1 billion hungry people in the world, the United States and other G-8 leaders should endorse SUN. Leaders should make direct nutrition interventions and nutrition-sensitive development a higher priority in nations with high rates of child malnutrition. They should also commit to the goal of reducing child stunting by 40 percent in the next 10 years and eliminating stunting for 15 million children by the end of 2015 in the 18 low-income SUN countries with vetted country agricultural development plans.

### Mainstreaming Gender in Agriculture: Connecting the Dots

Around the world, socially disadvantaged populations bear the brunt of low agricultural productivity. One of these groups is at the nexus of agriculture and nutrition: women. Women not only prepare food, but are the main agricultural producers in many developing countries. In Southeast Asia, women supply up to 90 percent of the labor required for rice cultivation. In sub-Saharan Africa, women produce up to 70 percent of the food for their households and the market.<sup>16</sup>

Evidence shows that reducing gender inequality increases agricultural productivity. Among the specific indicators of gender equality: both women and men are enabled to participate fully as economic actors, they are motivated by sharing in the benefits of their work, they have equal input into decision-making, and their time—particularly women's time—is freed from the back-breaking repetitive tasks associated with rural living in poor countries. Greater gender equality leads to improved crop yields, higher economic productivity, faster growth, and improvements in the quality of life—including less malnutrition and fewer infant deaths.

Nearly two years after it was launched, Feed the Future can point to great progress in strengthening the gender integration of its programs. Its initial blueprint document—the draft Feed the Future guide—acknowledged women's roles in agriculture but did not take into account the complexities of gender integration.

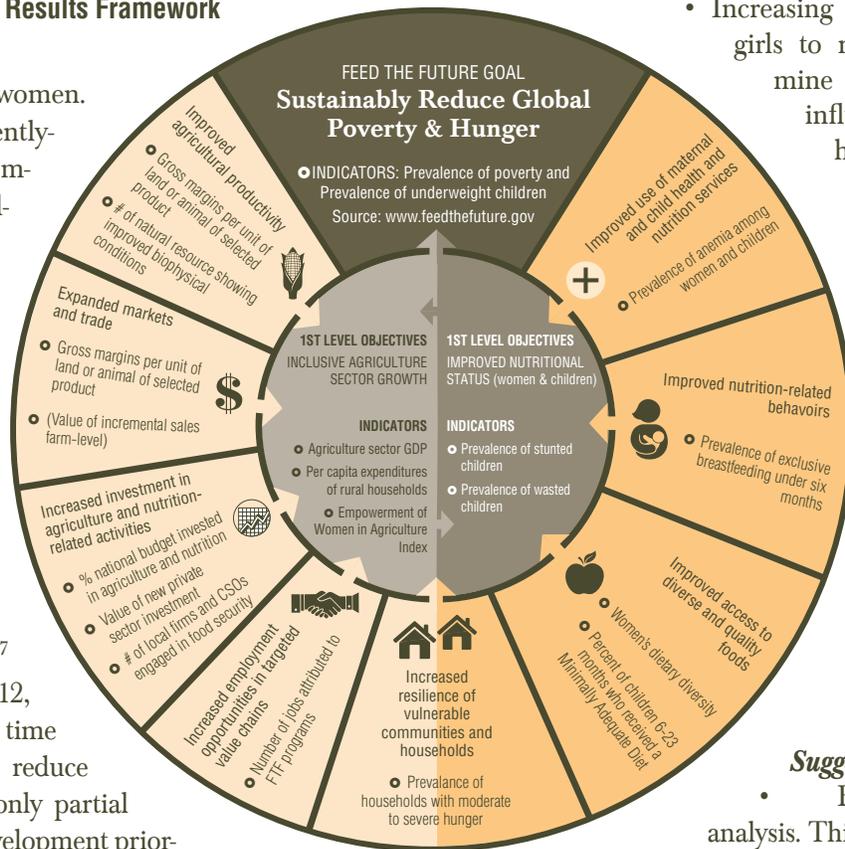
A number of U.S. tools and policies can help highlight the

Figure 5: Feed the Future Results Framework

contributions of rural women. For example, the recently-launched Women's Empowerment in Agriculture Index (WEAI) is a policy tool to evaluate Feed the Future programs and their impact on gender, thus ensuring that programs support women's essential role in reducing hunger.

USAID's Gender Equality and Female Empowerment Policy,<sup>17</sup> released in March 2012, also comes at a critical time since global efforts to reduce gender gaps have met only partial success. Across every development priority worldwide—from education to economic inclusion—gender inequality remains a significant challenge. The goal of USAID's policy is to improve people's lives by promoting equity between females and males and empowering women and girls to participate fully in—and benefit from—the development of their societies. Accordingly, USAID investments focus on:

- Reducing gender disparities in access to, control over, and benefit from resources, wealth, opportunities, and services (whether these are economic, social, political, or cultural);
- Reducing gender-based violence and mitigating its harmful effects on individuals; and



- Increasing the ability of women and girls to realize their rights, determine their life outcomes, and influence decision-making in households, communities, and societies.

The U.S. gender policy is part of USAID's broader reform agenda, which includes rebuilding the agency's policy capacity and establishing the Bureau for Policy, Planning and Learning, tasked with making strategic policy choices that are informed by cutting-edge evidence and analysis.

**Suggestions for Feed the Future:**

- Begin with a gender analysis. This analytical step is critically important if the unique constraints on women are to be addressed. Gender analysis was not included in many of the Multi-Year Strategies that countries developed, an omission that should be corrected as soon as possible. Furthermore, the strategies that do reference gender analysis are ambiguous as to how it will be integrated into the project timeline—a point that needs to be clarified at the outset. After all, it is far less likely that gender analysis will be used as a dynamic tool to inform ongoing work if it is completed after projects are under way.
- Ensure that the Results Framework, finalized in 2011, and the Women's Empowerment in Agriculture Index, released in 2012, are incorporated into all Feed the Future country strategies. In-depth gender impact

**Sustaining the Momentum on Nutrition**

At the September 2010 UN MDG Summit, U.S. Secretary of State Hillary Clinton and then-Irish Foreign Minister Micheál Martin launched the 1,000 Days Partnership to draw international attention to the 1,000-day window of opportunity for nutrition, from pregnancy through the age of 2. During this window, adequate nutrition saves the greatest number of lives and is critical to a child's cognitive and physical development. The Partnership challenges the international community to jumpstart efforts to improve maternal and child nutrition

within the 1,000 days between the September 2010 MDG Summit and June 2013. The 1,000 Days Partnership supports the SUN Movement, which works to reduce maternal and child malnutrition worldwide by focusing attention, aligning and increasing resources, and building partnerships. The SUN Movement supports nutrition planning and implementation at the country level by building support and garnering resources at the global level, and by bringing together governments, donors, civil society, and other stakeholders.

evaluations should be conducted in as many countries as possible. Gender integration indicators must be included in each results framework. Monitoring and evaluation drives program priorities; when gender indicators are not required, they are often not taken seriously and measured.

- Assign a gender advisor for food security and agriculture to each Feed the Future country. The expertise of USAID’s Bureau of Food Security (BFS) gender advisors should be used to improve and expand commitments to take active steps toward gender integration. Each gender advisor should have time budgeted to help missions strengthen their capacity to promote gender integration. Feed the Future will be less effective in improving food security—for both men and women—if countries with poor gender integration strategies do not receive guidance on strengthening them.
- Create a forum where country missions can share best practices and discuss progress and challenges. A glance through the various Country Investment Plans and Multi-Year Strategies reveals great variation in how gender integration plans are carried out. While each country context is unique, some lessons on how to meaningfully integrate gender into program plans and activities are usefully shared with everyone.

*Credit for the formation of these suggestions goes to Ritu Sharma, president, Women Thrive Worldwide.<sup>18</sup>*

### Social Safety Nets and Chronic Food Insecurity

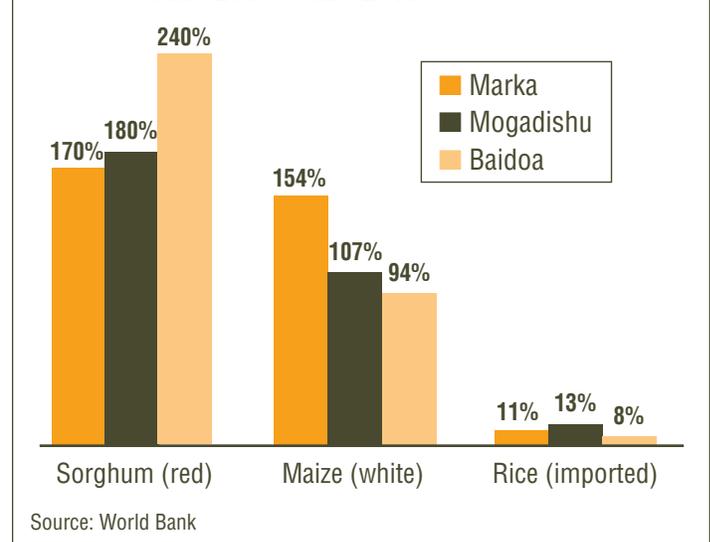
At a time of intense debate over budgets, it is helpful to remember that not only do investments in food security save lives, improve livelihoods, and promote stability—they also save money in the long run. Providing emergency relief during famines costs an estimated seven times as much as preventing famines. The donor community and national governments are making smart investments by continuing to support programs that give small farmers access to the inputs needed to become self-sufficient—including good seeds, quality tools, and reliable markets. It is also critical to strengthen local capacity to design and implement social protection policies and programs.

Countries need policy frameworks and technical capacities that enable them to respond rapidly to crises and to assist people and groups who are chronically disadvantaged. This can only come from a country-specific assessment of conditions and options. It is important to avoid creating or continuing unnecessary financial costs or political “debts” that may cause programs to become unresponsive to changing needs. The design and implementation of social protection policies should ensure the participation of a broad range of stakeholders, including the most vulnerable people.

Responses to food price spikes should include expanding nutritional and safety net programs in the countries where food prices are rising fastest, developing better information on food stocks, and taking steps to prevent food-surplus countries from restricting food exports. Also needed are more investments in agriculture and assistance in adapting to climate change.

In July 2011, the United Nations declared that conditions in six areas of Somalia met the definition of famine.<sup>19</sup> Among the people worst-affected were small farmers and agro-pastoralists who had no reserve supplies of cereals and could not afford to purchase these staple foods. Across Somalia, in just one year, the prices of the two major food crops produced domestically—red sorghum and white maize—increased by between 30 and 240 percent, and 50 and 154 percent, respectively.<sup>20</sup> Prices of imported food commodities, such as rice, sugar, wheat flour, and vegetable oil, are also higher than a year ago. Today, Somalia has one of the highest malnutrition rates in the world, and the famine has caused the deaths of tens of thousands of young children.

Figure 6: **Changes in Food Prices in Somalia—June 2010 - June 2011**



On the other hand, the ongoing food crisis in the Horn of Africa has also demonstrated that effective safety net programs can pay off very dramatically. The last time a drought of this magnitude struck Ethiopia, in 2002-2003, more than 13 million people faced starvation. At the peak of the recent crisis, the number was less than 5 million. In 2005, the Ethiopian government established the Productive Safety Net Program with support from international donors, including the United States. This safety net initiative helps smallholder farmers diversify their crops, create local markets, better manage their water resources, and increase the nutritional content of their own diets and those of their children. The program has now helped more than 7.6 million farmers and herders—

people who would otherwise have needed emergency aid during the most recent crisis. Because the program is multi-year and thus more predictable, depletion of household assets can be prevented more easily and community sub-projects can be better planned. The safety-net program ensures that chronic, predictable needs are met while at the same time facilitating a transition from emergency assistance to longer-term solutions.

Another food crisis is now looming in the Sahel region of West Africa, where an estimated 15 million people are in need of food following below-average rains that caused poor harvests. The United Nations has warned that an estimated \$725 million will be needed in 2012 for emergency assistance to save lives and stave off conflict in the drought-stricken region.

“Chronic emergencies” such as the ones in the Horn of Africa and the Sahel underscore the need for continued attention and funding for long-term solutions to food insecurity. While emergency responses to meet the immediate needs of vulnerable communities are crucial, it is equally necessary to find long-term solutions to prevent large-scale food crises from erupting in the first place. It is preventing crises, not responding to emergencies, that puts countries on the path forward to sustainable development.

Several medium-term initiatives are already under way. One of these, the World Bank’s Global Food Crisis Response Program, is providing \$1.5 billion to help 40 million people in need. So far, more than 40 low-income countries are receiving or will receive new and improved seeds, irrigation, and other farm support, along with food assistance for the most vulnerable people. Early results are promising: for example, fertilizer distributed by the program in Benin enabled the production of an extra 100,000 tons of cereals. For the longer term, the World Bank Group is boosting its spending on agriculture, from \$4.1 billion in 2008 to a projected \$6 billion - \$8 billion annually.

The World Bank Group also supports wider measures to improve nutrition among vulnerable groups. Through safety net programs such as conditional cash transfers, the World Bank provides about 2.3 million school meals every day to children in low-income countries; it also works with



Crista Friedli

the World Food Program to help feed 22 million children in 70 countries. Over the past decade, the World Bank has provided 98 million children with vitamin A supplements and treatment for worms, as well as information for their parents on improved child feeding practices. Donors can help with these effective multilateral efforts by providing additional resources to initiatives such as GAFSP, SUN, the Consultative Group on International Agricultural Research, and the CAADP Multi-Donor Trust Fund.

### Financing Local Capacity-Strengthening Initiatives

Long-term progress against hunger and poverty depends on the capacity of each developing country to build on the gains achieved with donor assistance rather than having donor assistance replace its own efforts. The Organization for Economic Cooperation and Development defines capacity building as the process through which individuals, groups, and countries develop and enhance their ability to perform functions, solve problems, and achieve objectives.<sup>21</sup> Insufficient human and institutional capacity remain significant obstacles to food security for many countries.

Achieving global food security therefore requires more than just financing for programs. For example, a government’s capacity to manage aid resources effectively is largely determined by financial management systems—meaningful functions—such as procurement, budgeting, and auditing. Governments also need strong systems to manage public expenditures and medium-term fiscal policies that can protect the gains that

## Implementation of Commitments and Disbursements (in millions of dollars)

Country Commitments =C¹		Period of reference	ODA Pledge		Period covered	Indicative Breakdown by Channel/Sector									Total
			Total	Additional		Multilateral Channel		Bilateral Channel							
						Voluntary Core	Earmarked and Trust Funds	Agriculture, Agro-Industries, Forestry, Fishing (311, 32161, 312, 313)	Nutrition (12240)	Development food aid/ food security assistance (520)	with the main purpose of improving good security				
Disbursements =D²									Transport & storage (210)	Safety nets (i.e. social welfare services) (210)	Rural development (43040)	Other (specify)			
Australia	C	Fiscal 2009/10 to 2012/13	360	360	FY2010/11	20		10		1		4	5	2	42
	D				FY2009/10	8		4		4		4		8	3
Canada	D	Fiscal 2008/2009 to 2010/11	1,034	526	FY 2008-2009 to 2010-2011	160	285	474							919
European Union Institution	C	2010-2012	3,800	742	2010	25		805	47	262	572	56	253		2,020
France	C	2009-2011	2,161	365	2009-10	28	14	839	4	125	84		57	187	1,337
	D				2009	14	14	387.51	4	60				43	84
Germany	C	2010-2012	3,000	1,000	2010	95		228.4		25			90	479	919.6
Italy	D	2009-2012	428	180	2009-2010	121.7	39.8	65.9	0.9	40.8	7.5	19.2	41.1	12.2	349.1
Japan	C	2010-2012	3,000	600	2010			530			470				1,000
Netherlands	D	2009-2011	2,000	139	2010	271	37	290	9	58	26	81	117	612	1,501
Russia	C	2009-2011	330	139	2009-2010	32	158	3	5	40					238
	D				2009-2010	20	133	1	5	40					
Spain	D	2009-2011	696	696	2009-2010		641								641
Sweden	D	2010-2012	522	14	2010	60									60
United Kingdom	D	Fiscal 2009/10-2011/12	1,718	312	FY 2009-10	117.9	74.2	181.4		41.3	13.7		80.4		509
United States	C	Fiscal 10/2009-09/2012	3,500	1,751	FY 2010		66.6	1,304.7			10.9		2.8		1,385
	D				FY 2010		66.6	6.8							

1. A commitment is made by a government or official agency, backed by the appropriation or availability of the necessary funds, to provide resources of a specified amount under specified financial terms and conditions and for specified purposes for the benefit of a recipient country or a multilateral agency.

2. A disbursement takes place when the funds are actually spent against a committed budget amount. For further guidance the OECD DAC glossary defines a disbursement as: The release of funds to or the purchase of goods or services for a recipient; by extension, the amount thus spent. Disbursements record the actual international transfer of financial resources, or of goods or services valued at the cost of the donor.

Source: Deauville Accountability Report, G-8 Commitments on Health and Food Security: State of Delivery and Results

have already been made. Investing in public goods, such as infrastructure and agricultural research, and building effective social safety nets are also important ways of building capacity. Yet for the most part, donor funding for capacity building is limited.

### Research and Development

Extensive empirical evidence from the past five decades shows that investments in nutritional and agricultural research have contributed significantly to economic growth, agricultural development, and poverty reduction in developing countries. Locally adapted nutrition and agricultural technologies as well as crop varieties have enhanced the quantity and quality of agricultural produce, while also improving sustainability, reducing food prices, and providing smallholder farmers with access to markets. Given complex challenges such as rapid population growth, climate change, water scarcity, and the volatility of food prices, it is increas-

ingly important to recognize that investing in nutrition and agriculture research is the smart thing to do.

Recent evidence collected through the Agricultural Science and Technology Indicators (ASTI) initiative shows that, although public agricultural research and development investments in sub-Saharan Africa have increased overall, investments have declined sharply in some countries. Several countries still have extremely fragile funding systems. On average, there are more agricultural researchers than in the past, but simultaneously, personnel qualifications have deteriorated in some countries. Staff departures—leading to an aging pool of those agricultural researchers with advanced training and significant experience—are of great concern.

### Post-Harvest Losses

Overall, food losses contribute to high food prices since there is less food available to be sold at the market. Losses also

come at a cost to the environment and contribute to climate change, because land, water, and non-renewable resources such as fertilizer and energy are used to produce, process, handle, and transport food that no one consumes.

Significant volumes of grain in developing countries are lost after harvest. Technical causes may include inadequate harvesting methods, handling procedures, drying techniques, and moisture levels; types of storage or lack thereof; contamination; and attacks by pests, insect damage, and infestation by food-borne pathogens. Governance-related causes include poor sales, procurement, storage, marketing, and distribution policies or practices; absence of mechanisms for dealing with cash flow needs, such as warehouse receipts systems; mismanagement in handling grain stocks and associated financing; or difficulty in dealing with the ownership, control, and payment aspects of grain storage and price stabilization programs.

In most low-income countries, particularly in Africa, post-harvest losses in cereal quantity and quality lead to lower earnings at the market and less nutritional value for family meals. They may even cause serious illness if a person consumes grain contaminated with aflatoxin. The annual cost of grain losses to African countries is estimated at \$4 billion. This is far more than the continent receives in food aid—in fact, \$4 billion is a significant percentage of the food aid sub-Saharan Africa received in the decade 1998-2008 (an estimated \$6.1 billion). Its cost is in the same range as the annual value of sub-Saharan Africa's total cereal imports (which ranged between \$3 billion and \$7 billion over the period 2000-2007). Perhaps most importantly, \$4 billion would provide 2,500 calories every day for a year for at least 48 million people. Building capacity to support the food supply chain will help reduce grain losses as well as improve food quality and safety, generate more income, and contribute to food and nutritional security.<sup>22</sup>

## Recommendations

The United States has played an integral role in mobilizing both political will and resources to bolster food security. The 2012 G-8 Summit provides an extraordinary opportunity for the U.S. administration to make the case for coordinated agricultural development and highlight the U.S. commitment to achieving global food security. The leadership of the United States in making investments in food security can leverage



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the work and political will of others, including developing countries. U.S. leadership can pave the way for developing countries to focus on achieving greater self-reliance, productivity, and human security.

- The Camp David framework should reaffirm the commitment to achieving food security through country-developed and country-led plans that are focused on smallholder farmers and on improving local technical and institutional capacities. Investments should target smallholder farmers—particularly women and girls, who are approximately 43 percent of the global agricultural workforce<sup>23</sup>—to enable them to improve their practices and productivity through education, extension, financing, market access, and property rights.
- Making a renewed commitment to agricultural development at Camp David is critical to stepping up progress towards the Millennium Development Goals.
- The framework should support the Scaling Up Nutrition Movement and a global target to improve nutrition in the 1,000-day window between pregnancy and age 2.
- The framework should include food security, nutrition, and agriculture, (incorporating research, extension, and education). These indicators are important for ensuring accountability, identifying gaps in research, and assessing effectiveness. The United States should provide leadership on monitoring and tracking both short- and long-term efforts.
- As the three-year initial financial pledge period draws to a close in 2012, the enduring value of AFSI as a forum for accountability and improved aid effectiveness should be reaffirmed.

## Endnotes

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culture in Africa: Trends and composition. Regional Strategic Analysis and Knowledge Support Systems (ReSAKSS) Working Paper 28. Washington, DC.

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