

# GLOBAL FOOD SECURITY ACT OF 2015

APRIL 12, 2016.—Committed to the Committee of the Whole House on the State of the Union and ordered to be printed

Mr. ROYCE, from the Committee on Foreign Affairs,  
submitted the following

## R E P O R T

[To accompany H.R. 1567]

[Including cost estimate of the Congressional Budget Office]

The Committee on Foreign Affairs, to whom was referred the bill (H.R. 1567) to authorize a comprehensive, strategic approach for United States foreign assistance to developing countries to reduce global poverty and hunger, achieve food security and improved nutrition, promote inclusive, sustainable agricultural-led economic growth, improve nutritional outcomes, especially for women and children, build resilience among vulnerable populations, and for other purposes, having considered the same, reports favorably thereon with an amendment and recommends that the bill as amended do pass.

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## THE AMENDMENT

The amendment is as follows:

Strike all after the enacting clause and insert the following:

### SECTION 1. SHORT TITLE.

This Act may be cited as the “Global Food Security Act of 2015”.

### SEC. 2. STATEMENT OF POLICY OBJECTIVES; SENSE OF CONGRESS.

(a) STATEMENT OF POLICY OBJECTIVES.—It is in the national security interest of the United States to promote global food security, resilience, and nutrition, consistent with national food security investment plans, which is reinforced through programs, activities, and initiatives that—

(1) accelerate inclusive, agricultural-led economic growth that reduces global poverty, hunger, and malnutrition, particularly among women and children;

(2) increase the productivity, incomes, and livelihoods of small-scale producers, especially women, by working across agricultural value chains, enhancing local capacity to manage agricultural resources effectively, and expanding producer access to local and international markets;

(3) build resilience to food shocks among vulnerable populations and households while reducing reliance upon emergency food assistance;

(4) create an enabling environment for agricultural growth and investment, including through the promotion of secure and transparent property rights;

(5) improve the nutritional status of women and children, with a focus on reducing child stunting, including through the promotion of highly nutritious foods, diet diversification, and nutritional behaviors that improve maternal and child health;

(6) align with and leverage broader United States strategies and investments in trade, economic growth, science and technology, maternal and child health, nutrition, and water, sanitation, and hygiene;

(7) continue to strengthen partnerships between United States-based universities and institutions in target countries and communities that build agricultural capacity; and

(8) ensure the effective use of United States taxpayer dollars to further these objectives.

(b) SENSE OF CONGRESS.—It is the sense of the Congress that the President, in providing assistance to implement the Global Food Security Strategy, should—

(1) coordinate, through a whole-of-government approach, the efforts of relevant Federal departments and agencies to implement the Global Food Security Strategy; and

(2) utilize open and streamlined solicitations to allow for the participation of a wide range of implementing partners through the most appropriate procurement mechanisms, which may include grants, contracts, cooperative agreements, and other instruments as necessary and appropriate.

### SEC. 3. DEFINITIONS.

In this Act:

(1) AGRICULTURE.—The term “agriculture” means crops, livestock, fisheries, and forestry.

(2) APPROPRIATE CONGRESSIONAL COMMITTEES.—The term “appropriate congressional committees” means—

(A) the Committee on Foreign Relations of the Senate;

(B) the Committee on Agriculture, Nutrition, and Forestry of the Senate;

(C) the Committee on Appropriations of the Senate;

(D) the Committee on Foreign Affairs of the House of Representatives;

(E) the Committee on Agriculture of the House of Representatives; and

(F) the Committee on Appropriations of the House of Representatives.

(3) FEED THE FUTURE INNOVATION LABS.—The term “Feed the Future Innovation Labs” means research partnerships led by United States universities that advance solutions to reduce global hunger, poverty, and malnutrition.

(4) FOOD AND NUTRITION SECURITY.—The term “food and nutrition security” means access to, and availability, utilization, and stability of, sufficient food to meet caloric and nutritional needs for an active and healthy life.

(5) GLOBAL FOOD SECURITY STRATEGY.—The term “Global Food Security Strategy” means the strategy developed and implemented pursuant to section 4(a).

(6) MALNUTRITION.—The term “malnutrition” means poor nutritional status caused by nutritional deficiency or excess.

(7) RELEVANT FEDERAL DEPARTMENTS AND AGENCIES.—The term “relevant Federal departments and agencies” means the United States Agency for International Development, the Department of Agriculture, the Department of Com-

merce, the Department of State, the Department of the Treasury, the Millennium Challenge Corporation, the Overseas Private Investment Corporation, the Peace Corps, the Office of the United States Trade Representative, the United States African Development Foundation, the United States Geological Survey, and any other department or agency specified by the President for purposes of this section.

(8) **RESILIENCE.**—The term “resilience” means the ability of people, households, communities, countries, and systems to mitigate, adapt to, and recover from shocks and stresses to food security in a manner that reduces chronic vulnerability and facilitates inclusive growth.

(9) **SMALL-SCALE PRODUCER.**—The term “small-scale producer” means farmers, pastoralists, foresters, and fishers that have a low-asset base and limited resources, including land, capital, skills and labor, and, in the case of farmers, typically farm on fewer than 5 hectares of land.

(10) **SUSTAINABLE.**—The term “sustainable” means the ability of a target country, community, implementing partner, or intended beneficiary to maintain, over time, the programs authorized and outcomes achieved pursuant to this Act.

(11) **TARGET COUNTRY.**—The term “target country” means a developing country that is selected to participate in agriculture and nutrition security programs under the Global Food Security Strategy pursuant to the selection criteria described in section 4(a)(2), including criteria such as the potential for agriculture-led economic growth, government commitment to agricultural investment and policy reform, opportunities for partnerships and regional synergies, the level of need, and resource availability.

#### **SEC. 4. COMPREHENSIVE GLOBAL FOOD SECURITY STRATEGY.**

(a) **STRATEGY.**—The President shall coordinate the development and implementation of a United States whole-of-government strategy to accomplish the policy objectives set forth in section 2(a), which shall—

(1) set specific and measurable goals, benchmarks, timetables, performance metrics, and monitoring and evaluation plans that reflect international best practices relating to transparency, accountability, food and nutrition security, and agriculture-led economic growth, consistent with the policy objectives described in section 2(a);

(2) establish clear and transparent selection criteria for target countries, communities, regions, and intended beneficiaries of assistance;

(3) support and be aligned with country-owned agriculture, nutrition, and food security policy and investment plans developed with input from relevant governmental and nongovernmental sectors within target countries and communities, regional bodies, and representatives of the private sector, agricultural producers, including women and small-scale producers, international and local civil society organizations, faith-based organizations, agricultural research and academic institutions, and farmers, as appropriate;

(4) support inclusive agricultural value chain development, with small-scale producers, especially women, gaining greater access to the inputs, skills, resource management capacity, networking, bargaining power, financing, and market linkages needed to sustain their long-term economic prosperity;

(5) support improvement of the nutritional status of women and children, particularly during the critical first 1,000-day window until a child reaches 2 years of age and with a focus on reducing child stunting, through nutrition-specific and nutrition-sensitive programs, including related water, sanitation, and hygiene programs;

(6) facilitate communication and collaboration, as appropriate, among local stakeholders in support of a multi-sectoral approach to food and nutrition security, to include analysis of the multiple underlying causes of malnutrition, including lack of access to safe drinking water, sanitation, and hygiene;

(7) support the long-term success of programs by building the capacity of local organizations and institutions in target countries and communities;

(8) integrate resilience and nutrition strategies into food security programs, such that chronically vulnerable populations are better able to build safety nets, secure livelihoods, access markets, and access opportunities for longer-term economic growth;

(9) develop community and producer resilience to natural disasters, emergencies, and natural occurrences that adversely impact agricultural yield;

(10) harness science, technology, and innovation, including the research conducted at Feed the Future Innovation Labs, or any successor entities, throughout the United States;

(11) integrate agricultural development activities among food insecure populations living in proximity to designated national parks or wildlife areas into wildlife conservation efforts, as necessary and appropriate;

(12) leverage resources and expertise through partnerships with the private sector, farm organizations, cooperatives, civil society, faith-based organizations, and agricultural research and academic institutions;

(13) support collaboration, as appropriate, between United States universities and public and private institutions in target countries and communities to promote agricultural development and innovation;

(14) seek to ensure that target countries and communities respect and promote land tenure rights of local communities, particularly those of women and small-scale producers; and

(15) include criteria and methodologies for graduating target countries and communities from assistance provided to implement the Global Food Security Strategy as such countries and communities meet the progress benchmarks identified pursuant to section 6(b)(4).

(b) **COORDINATION.**—The President shall coordinate, through a whole-of-government approach, the efforts of relevant Federal departments and agencies in the implementation of the Global Food Security Strategy by—

(1) establishing monitoring and evaluation systems, coherence, and coordination across relevant Federal departments and agencies; and

(2) establishing platforms for regular consultation and collaboration with key stakeholders, including—

(A) national and local governments;

(B) multilateral institutions;

(C) private voluntary organizations;

(D) cooperatives;

(E) the private sector;

(F) local nongovernmental and civil society organizations;

(G) faith-based organizations;

(H) congressional committees; and

(I) other stakeholders, as appropriate.

(c) **STRATEGY SUBMISSION.**—

(1) **IN GENERAL.**—Not later than October 1, 2016, the President, in consultation with the head of each relevant Federal department and agency, shall submit to the appropriate congressional committees the Global Food Security Strategy required under this section that provides a detailed description of how the United States intends to advance the objectives set forth in section 2(a) and the agency-specific plans described in paragraph (2).

(2) **AGENCY-SPECIFIC PLANS.**—The Global Food Security Strategy shall include specific implementation plans from each relevant Federal department and agency that describes—

(A) the anticipated contributions of the department or agency, including technical, financial, and in-kind contributions, to implement the Global Food Security Strategy; and

(B) the efforts of the department or agency to ensure that the activities and programs carried out pursuant to the strategy are designed to achieve maximum impact and long-term sustainability.

#### **SEC. 5. ASSISTANCE TO IMPLEMENT THE GLOBAL FOOD SECURITY STRATEGY.**

(a) **FOOD SHORTAGES.**—The President is authorized to carry out activities pursuant to section 103, section 103A, title XII of chapter 2 of part I, and chapter 4 of part II of the Foreign Assistance Act of 1961 (22 U.S.C. 2151a, 2151a–1, 2220a et seq., and 2346 et seq.) to prevent or address food shortages notwithstanding any other provision of law.

(b) **AUTHORIZATION OF APPROPRIATIONS.**—There is authorized to be appropriated to the Secretary of State and the Administrator of the United States Agency for International Development \$1,000,600,000 for fiscal year 2016 to carry out those portions of the Global Food Security Strategy that relate to the Department of State and the United States Agency for International Development, respectively.

(c) **MONITORING AND EVALUATION.**—The President shall seek to ensure that assistance to implement the Global Food Security Strategy is provided under established parameters for a rigorous accountability system to monitor and evaluate progress and impact of the strategy, including by reporting to the appropriate congressional committees and the public on an annual basis.

#### **SEC. 6. REPORT.**

(a) **IN GENERAL.**—Not later than 1 year after the date of the submission of the strategy required under section 4(c), the President shall submit to the appropriate

congressional committees a report that describes the status of the implementation of the Global Food Security Strategy.

(b) CONTENT.—The report required under subsection (a) shall—

(1) contain a summary of the Global Food Security Strategy as an appendix;

(2) identify any substantial changes made in the Global Food Security Strategy during the preceding calendar year;

(3) describe the progress made in implementing the Global Food Security Strategy;

(4) identify the indicators used to establish benchmarks and measure results over time, as well as the mechanisms for reporting such results in an open and transparent manner;

(5) describe related strategies and benchmarks for graduating target countries and communities from assistance provided under the Global Food Security Strategy over time, including by building resilience, reducing risk, and enhancing the sustainability of outcomes from United States investments in agriculture and nutrition security;

(6) contain a transparent, open, and detailed accounting of spending by relevant Federal departments and agencies to implement the Global Food Security Strategy, including by listing all implementing partners and, to the extent practicable, describing their activities;

(7) describe how the Global Food Security Strategy relates to other United States food security and development assistance programs on the continuum from emergency food aid through sustainable, agriculture-led economic growth;

(8) describe the contributions of the Global Food Security Strategy to, and assess the impact of, broader international food and nutrition security assistance programs, including progress in the promotion of land tenure rights, creating economic opportunities for women and small-scale producers, and stimulating agriculture-led economic growth in target countries and communities;

(9) assess efforts to coordinate United States international food security and nutrition programs, activities, and initiatives with—

(A) other bilateral donors;

(B) international and multilateral organizations;

(C) international financial institutions;

(D) target country governments;

(E) international and local private voluntary, nongovernmental, faith-based organizations, and civil society organizations; and

(F) other stakeholders;

(10) assess United States Government-facilitated private investment in related sectors and the impact of private sector investment in target countries and communities;

(11) identify any United States legal or regulatory impediments that could obstruct the effective implementation of the programming referred to in paragraphs (7) and (8);

(12) contain a clear gender analysis of programming, to inform project-level activities, that includes established disaggregated gender indicators to better analyze outcomes for food productivity, income growth, control of assets, equity in access to inputs, jobs and markets, and nutrition; and

(13) incorporate a plan for regularly reviewing and updating strategies, partnerships, and programs and sharing lessons learned with a wide range of stakeholders in an open, transparent manner.

(c) PUBLIC AVAILABILITY OF INFORMATION.—The information referred to in subsection (b) shall be made available on the public website of the United States Agency for International Development in an open, machine readable format, in a timely manner.

## SUMMARY AND PURPOSE

H.R. 1567, the Global Food Security Act, establishes priorities for and enhances the transparency of U.S. foreign assistance programs, authorized pursuant to Chapter 1 of Part 1 of the Foreign Assistance Act of 1961, to reduce poverty and hunger in developing countries through activities that: Accelerate agriculture-led economic growth; enhance food and nutrition security; build resilience while reducing long-term dependence upon aid; create an enabling environment for investment and trade; and advance related U.S. economic, diplomatic, global health, and national security interests. The United States Agency for International Development (USAID)

leads implementation of related programs under a Presidential initiative called “Feed the Future,” which is funded through annual appropriations for Development Assistance (DA) and Economic Support Funds (ESF) and leverages the expertise of various stakeholders. While the existing program has achieved important successes, there is room for greater congressional oversight and programmatic improvements. H.R. 1567 thus provides a framework for the prioritization, coordination, implementation, and oversight of future U.S. foreign assistance investments in this vital international development sector.

H.R. 1567 affirms that it is in the national security interest of the United States to promote global food and nutrition security through a strategy, to be known as the Global Food Security Strategy (GFSS), that aims to catalyze economic growth and reduce poverty by: Increasing the productivity, incomes, and livelihoods of small holder farmers; promoting land tenure and property rights; building resilience and local capacity; breaking down the barriers to investment and trade; improving nutrition among women and children; and ensuring the effective use of U.S. taxpayer dollars toward these ends. The GFSS will draw upon the expertise of various stakeholders and be aligned with USAID’s Country Development Cooperation Strategy for each target country. With improved strategic planning and coordination, the GFSS will leverage and complement—rather than duplicate—investments in food and nutrition security made by the target countries themselves, the United States, other donors, and the private sector, including in the areas of governance, global health, trade capacity building, resource management, science and technology, maternal and child health, and water, sanitation and hygiene (WASH).

H.R. 1567 authorizes \$1,000,600,000 in Fiscal Year 2016 State, Foreign Operations, and Related Programs appropriations for the U.S. Department of State and USAID to carry out these programs, which is equal to the FY 2015 enacted level and \$99.4 million below the FY 2014 enacted level.

Finally, the bill enacts authorizing language that has been carried in annual appropriations bills since FY 2009, which enables the President, notwithstanding any other provision of law, to provide assistance to prevent and address food shortages pursuant to the authorities provided by the Foreign Assistance Act of 1961.

#### BACKGROUND AND NEED FOR THE LEGISLATION

Conflict, hunger, and economic exclusion have proven to be a highly combustible mix that directly threatens the national security interests of the United States. Today, a record 60 million people are displaced by conflict, nearly 800 million people face chronic hunger, and countless would-be entrepreneurs—particularly women—are denied access to economic opportunity. From 2007 through 2008, unprecedented spikes in the price of staple foods across the globe drove an estimated 150 million people into poverty, sparked riots in 30 countries, and destabilized parts of Africa, South Asia, Latin America, and the Middle East. In 2010, popular uprisings driven in part by economic exclusion and fueled by rising food prices erupted across the Middle East, resulting in the ouster of four sitting heads of state, the political collapse of Libya, deeper insecurity across the Maghreb (including a coup in Mali), and ongoing

ing civil wars in Syria and Yemen. Some predict that this situation will only worsen, and more countries will be thrown into chaos, as population growth pushes food prices up and availability down.

Food and nutrition insecurity also directly impact global health and economic growth. Malnutrition is the single greatest contributor to under-five mortality rates in the developing world and is responsible for roughly half of all child deaths worldwide. Malnutrition makes mothers and children particularly vulnerable to malaria and opportunistic infections, and may increase the risk of HIV infection. The prevalence of food and nutrition insecurity thus undermines major U.S. investments in global health which, in Fiscal Year 2015 alone, amounted to nearly \$8.9 billion (excluding emergency funding for Ebola). Moreover, stunting, a manifestation of severe malnutrition, results in both physical and cognitive impairments that have life-long consequences. According to the World Health Organization, for every 1 percent in reduced physical growth (height), a “stunted” person will experience a 1.38 percent decrease in productivity. According to the World Bank, that lost productivity costs developing countries up to 3 percent of their annual GDP and reduces the lifelong earning potential of affected children by 10 percent.

Experience shows that countries that are well governed and embrace inclusive, pro-growth policies tend to be healthier, more stable, and better trade partners. The United States, through the work of USAID and the authorities of the Foreign Assistance Act of 1961, has for more than 50 years worked to reduce poverty and support the growth of more stable, democratic societies in the developing world. Unfortunately, the results of these investments have been mixed and the obstacles to growth remain substantial.

Since its creation in 1961, USAID has been encumbered by an ever-growing number of competing priorities and objectives—some self-imposed, others imposed by Presidential initiatives and congressional directives—that have diminished its ability to focus on achieving measurable results. Yet, particularly following the creation of the Millennium Challenge Corporation (MCC) in 2004, USAID has undertaken efforts to become more strategic and effective. Included among these efforts are: (1) a commitment to greater transparency, accountability, and results; (2) a commitment to country “ownership,” including participation from local civil society and the private sector, in the design and execution of foreign assistance programming; (3) the building of partnerships with the private sector to leverage resources and amplify results; (4) a renewed focus on activities that have the greatest potential to reduce poverty through market-based economic growth; and (5) the recognition that, in much of the developing world, growth will be driven by small holder farmers. H.R. 1567 establishes these principles and best practices as priorities for U.S. foreign assistance development and economic growth programs.

#### *Legislative History*

Since 2002, and particularly in the wake of the food riots of 2007–2008, USAID has placed renewed emphasis on agriculture as an engine for economic growth and security in the developing world. National security concerns led the administration of President George W. Bush to seek to strengthen near- and longer-term

food security as a means to foster greater political stability across the globe that would, in turn, lead to economic growth and a reduction in hunger and extreme poverty. The administration began allocating increasing levels of development assistance to boost productivity in vulnerable countries, connect small holder farmer to markets, strengthen supply chains, and promote market-based principles for agriculture-led development and trade.

Food-insecure countries in Africa received particular attention. In 2002, President Bush worked with African leaders to launch the Initiative to End Hunger in Africa (IEHA), which was funded through development assistance, and implemented through USAID. At the same time, the MCC began making substantial investments in agriculture-led economic growth programs, particularly in Africa. However, neither MCC nor the Peace Corps and the U.S.-African Development Foundation, which had been making their own investments in food and nutrition security for decades, were brought into the IEHA coordination and implementation framework.

Building upon the foundation laid by the Bush administration, in 2009 President Barack Obama joined other world leaders at the G8 Summit in L'Aquila, Italy, to reiterate the U.S. commitment to international food security. He devoted additional USAID resources beyond those allocated during the previous administration, rebranded the IEHA as "Feed the Future," and expanded the scope beyond the core group of countries in Africa. Today, the \$1,006,000,000 Feed the Future program, coordinated by USAID, works to reduce poverty and improve food and nutrition security in 19 focus countries by taking a market-based approach to agricultural development, promoting country ownership, and leveraging partnerships with key stakeholders, including the private sector. It also serves as an interagency coordination mechanism so that the 11 Federal departments and agencies implementing related programs can improve strategic planning, reduce duplication and waste, and better capture and share lessons learned.

The United States Congress has followed these developments closely and has provided substantial levels of assistance (in the form of annual appropriations), but has never authorized a comprehensive, transparent approach to reducing poverty and enhancing food and nutrition security in vulnerable developing countries. H.R. 1567 would better enable Congress to conduct effective oversight of such programs and ensure that U.S. foreign assistance is being delivered in the most efficient and effective manner possible.

Bipartisan efforts to enact a Global Food Security Act were launched in earnest during the 110th Congress. On May 14, 2008, the Senate Foreign Relations Committee (SFRC) convened a hearing entitled, "Responding to the Global Food Crisis," which addressed the need to establish a long-term development strategy for food security. The hearing was followed by introduction of S. 3529, the Global Food Security Act of 2008, on September 22, 2008, which was referred to SFRC.

During the 111th Congress, S. 384, the Global Food Security Act of 2009, was introduced on February 5, 2009, referred to SFRC, debated during a hearing entitled, "Promoting Global Food Security: Next Steps for Congress and the Administration" on April 22, 2010, and reported out of committee on May 13, 2009. In the House, H.R. 3077 was introduced on June 26, 2009, referred solely to the House

Foreign Affairs Committee (HFAC), and debated during hearings entitled, “A Call to Action on Food Security: The Administration’s Global Strategy” (held on October 29, 2009) and “Oversight of the Feed the Future Initiative” (held on July 10, 2010). Discussions continued during the 112th Congress and on November 28, 2012, SFRC convened a hearing entitled, “Evaluating Current U.S. Global Food Security Efforts and Determining Future U.S. Leadership Opportunities.”

During the 113th Congress, the Global Food Security Act took the form of H.R. 2822 (introduced on July 30, 2013, and referred solely to HFAC), H.R. 5656 (introduced on September 18, 2014, and referred solely to HFAC), and S. 2909 (introduced on September 18, 2014, and referred to SFRC). H.R. 5656, as amended, was ordered favorably reported by HFAC on November 20, 2014, and was passed by the House of Representatives on December 10, 2014. The U.S. Senate did not act on H.R. 5656 before the end of the year.

After several months of consultations with the administration and key stakeholders, a substantially similar text was introduced as H.R. 1567 on March 24, 2015, referred solely to HFAC, and ordered favorably reported on April 23, 2015.

#### HEARINGS

Over the past 2 years, the committee has continued its active oversight of U.S. development, economic, and global health assistance programs, including 13 hearings related to the content of H.R. 1567:

October 7, 2015, hearing before the full committee on “Reforming Food Aid: Desperate Need to Do Better” (Hon. Dan Glickman, Vice President and Executive Director, Aspen Institute Congressional Program, former Secretary, U.S. Department of Agriculture; Hon. Rajiv Shah, Senior Advisor Chicago Council on Global Affairs, former Administrator, USAID; Christopher B. Barrett, Ph.D., David J. Nolan Director, Stephen B. and Janice G. Ashley Professor, Charles H. Dyson School of Applied Economics and Management, Cornell University; Rev. David Beckmann, President, Bread for the World);

October 7, 2015, hearing before the Subcommittee on Africa, Global Health, Global Human Rights, and International Organizations on “Food Security and Nutrition Programs in Africa” (Carolyn Woo, Ph.D., President and CEO, Catholic Relief Services; Mr. David Hong, Director of Global Policy, One Acre Fund; Mr. Roger Thurow, Senior Fellow, Global Agriculture and Food, The Chicago Council on Global Affairs);

July 9, 2015, hearing before the Subcommittee on Africa, Global Health, Global Human Rights, and International Organizations on “Africa’s Displaced People” (Catherine Wiesner, Deputy Assistant Secretary of State, Bureau of Population, Refugees, and Migration, U.S. Department of State; Thomas H. Staal, Acting Assistant Administrator, Bureau for Democracy, Conflict, and Humanitarian Assistance, USAID; John Stauffer, President, The America Team for Displaced Eritreans; Ann Hollingsworth, Senior Advocate for Government Relations, Refugees International; Natalie Eisenbarth, Policy & Advocacy Officer, International Rescue Committee);

June 16, 2015, hearing before the Subcommittee on Europe, Eurasia, and Emerging Threats on “Reviewing the Administration’s FY

2016 Budget Request for Europe and Eurasia” (Alina Romanowski, Coordinator of U.S. Assistance to Europe and Eurasia, Bureau of European and Eurasian Affairs, U.S. Department of State; Susan Fritz, Acting Assistant Administrator, Europe and Eurasia Bureau, USAID; Daniel Rosenblum, Deputy Assistant Secretary for Central Asia, Bureau of South and Central Asian Affairs, U.S. Department of State; Hon. Jonathan Stivers, Assistant Administrator, Bureau for Asia, USAID);

May 20, 2015, hearing before the Subcommittee on Asia and the Pacific on “Everest Trembled: Lessons Learned from the Nepal Earthquake Response” (Hon. Nisha Desai Biswal, Assistant Secretary, Bureau of South and Central Asian Affairs, U.S. Department of State; Thomas H. Staal, Acting Assistant Administrator, Bureau for Democracy, Conflict and Humanitarian Assistance, USAID; Hon. Jonathan Stivers, Assistant Administrator, Bureau for Asia, USAID; Anne A. Witkowsky, Deputy Assistant Secretary of Defense, Stability and Humanitarian Affairs, U.S. Department of Defense);

April 30, 2015, hearing before the Subcommittee on the Western Hemisphere, “Migration Crisis: Oversight of the Administration’s Proposed \$1 Billion Request for Central America” (Scott Hamilton, Central America Director, Bureau of Western Hemisphere Affairs, U.S. Department of State; Hon. William R. Brownfield, Assistant Secretary, Bureau of International Narcotics and Law Enforcement Affairs, U.S. Department of State; Paloma Adams-Allen, Deputy Assistant Administrator, Latin America and the Caribbean Bureau, USAID; Hon. Alan D. Bersin, Assistant Secretary and Chief Diplomatic Officer, Office of Policy, U.S. Department of Homeland Security; Lieutenant General Kenneth E. Tovo, USA, Military Deputy Commander, U.S. Southern Command, U.S. Department of Defense);

April 23, 2015, hearing before the Subcommittee on Asia and the Pacific on “The U.S. Rebalance in East Asia: Budget Priorities for FY 2016” (Hon. Daniel R. Russel, Assistant Secretary, Bureau of East Asian and Pacific Affairs, U.S. Department of State; Hon. Jonathan Stivers, Assistant Administrator, Bureau for Asia, USAID);

March 17, 2015, hearing before the full committee on “The FY 2016 Budget Request: Assessing U.S. Foreign Assistance Effectiveness” (Hon. Alfonso E. Lenhardt, Acting Administrator, USAID; Hon. Dana J. Hyde, CEO, Millennium Challenge Corporation);

May 20, 2014, hearing before the Subcommittee on Asia and the Pacific on “Resourcing the Pivot to Asia: East Asia and the Pacific FY 2015 Budget Priorities” (Hon. Daniel R. Russel, Assistant Secretary, Bureau of East Asian and Pacific Affairs, U.S. Department of State; Denise Rollins, Acting Assistant Administrator, Bureau for Asia, USAID);

April 30, 2014, hearing before the Subcommittee on Asia and the Pacific on “Assessing U.S. Foreign Assistance Priorities in South Asia” (Hon. Nisha Biswal, Assistant Secretary, Bureau of South and Central Asian Affairs, U.S. Department of State; Denise Rollins, Acting Assistant Secretary, Bureau for Asia, USAID);

April 9, 2014, hearing before the full committee on “U.S. Foreign Assistance in FY 2015: What Are the Priorities, How Effective?” (Hon. Rajiv Shah, Administrator, USAID);

April 9, 2014, hearing before the Subcommittee on the Western Hemisphere on “Advancing U.S. Interests in the Western Hemisphere: The FY 2015 Foreign Affairs Budget” (Hon. Roberta S. Jacobson, Assistant Secretary, Bureau for Western Hemisphere Affairs, U.S. Department of State; Elizabeth Hogan, Acting Assistant Administrator, Bureau for Latin America and the Caribbean, USAID); and

March 25, 2014, hearing before the Subcommittee on Africa, Global Health, Global Human Rights, and International Organizations on “The First One Thousand Days: Development Aid Programs to Bolster Health and Nutrition” (Tjada D’Oyen McKenna, Acting Assistant to the Administrator in the Bureau for Food Security, USAID; Lisa Bos, Senior Policy Advisor for Health, Education, and Water, Sanitation, and Hygiene, World Vision; Henry Perry, M.D., Ph.D., Senior Associate, Health Systems Program, Department of International Health, Bloomberg School of Public Health, Johns Hopkins University; Carolyn Wetzal Chen, Chief Grant Development Officer, Food for the Hungry, Inc.; Sophia Aguirre, Ph.D., Chair, Integral Economic Development Management Program, Catholic University of America; and Mehret Mandefro, M.D., Adjunct Professor of Health Policy, Milken Institute School of Public Health, The George Washington University).

#### COMMITTEE CONSIDERATION

On April 23, 2015, the Foreign Affairs Committee marked up H.R. 1567 pursuant to notice, in open session. The chairman obtained unanimous consent to consider the bill *en bloc* with Smith 91, an amendment in the nature of a substitute offered by Rep. Smith, and Poe 122, an amendment to Smith 91 offered by Rep. Poe. The items considered *en bloc* were agreed to by voice vote. The committee ordered H.R. 1567, as amended, favorably reported by unanimous consent.

#### COMMITTEE OVERSIGHT FINDINGS

In compliance with clause 3(c)(1) of rule XIII of Rules of the House of Representatives, the committee reports that findings and recommendations of the committee, based on oversight activities under clause 2(b)(1) of House Rule X, are incorporated in the descriptive portions of this report, particularly in the “Background and Need for the Legislation” and “Section-by-Section Analysis” sections.

#### NEW BUDGET AUTHORITY, TAX EXPENDITURES, AND FEDERAL MANDATES

In compliance with clause 3(c)(2) of House Rule XIII and the Unfunded Mandates Reform Act (P.L. 104–4), the committee adopts as its own the estimate of new budget authority, entitlement authority, tax expenditure or revenues, and Federal mandates contained in the cost estimate prepared by the Director of the Congressional Budget Office pursuant to section 402 of the Congressional Budget Act of 1974.

CONGRESSIONAL BUDGET OFFICE COST ESTIMATE

U.S. CONGRESS,  
CONGRESSIONAL BUDGET OFFICE,  
*Washington, DC, April 27, 2015.*

Hon. EDWARD R. ROYCE, *Chairman,*  
*Committee on Foreign Affairs,*  
*House of Representatives, Washington, DC.*

DEAR MR. CHAIRMAN: The Congressional Budget Office has prepared the enclosed cost estimate for H.R. 1567, the Global Food Security Act of 2015.

If you wish further details on this estimate, we will be pleased to provide them. The CBO staff contact is Sunita D'Monte, who can be reached at 226-2840.

Sincerely,

KEITH HALL,  
*Director.*

Enclosure

cc: Honorable Eliot L. Engel  
Ranking Member

*H.R. 1567—Global Food Security Act of 2015.*

As ordered reported by the House Committee on Foreign Affairs on April 23, 2015

H.R. 1567 would require the President to develop and implement a strategy to improve global food security. In carrying out that strategy, the Administration would provide assistance to developing countries to reduce chronic hunger and poverty, support economic growth by expanding agricultural output, and improve nutrition, especially among women and children. The strategy would be similar to the Administration's ongoing global food security initiative called Feed the Future. The bill also would require the Administration to submit a detailed progress report to the Congress.

H.R. 1567 would authorize appropriations of slightly more than \$1 billion in 2016 for programs at the Department of State and the U.S. Agency for International Development (USAID) to implement the strategy. The Department of State and USAID together plan to use roughly \$1 billion of their 2015 appropriation for similar purposes. Based on the historical spending patterns of similar assistance programs, CBO estimates that implementing the bill would cost \$905 million over the 2016-2020 period, assuming appropriation of the specified amounts. (Most of the remainder would be spent in subsequent years.) Based on information from USAID, CBO estimates that other federal entities involved in implementing the strategy would not require additional appropriations for that purpose. Enacting H.R. 1567 would not affect direct spending or revenues; therefore, pay-as-you-go procedures do not apply.

The estimated budgetary impact of H.R. 1567 is shown in the following table. The costs of this legislation fall primarily within budget function 150 (international affairs).

By Fiscal Year, in Millions of Dollars

|                                              | 2016  | 2017 | 2018 | 2019 | 2020 | 2016–<br>2020 |
|----------------------------------------------|-------|------|------|------|------|---------------|
| CHANGES IN SPENDING SUBJECT TO APPROPRIATION |       |      |      |      |      |               |
| Authorization Level                          | 1,001 | 0    | 0    | 0    | 0    | 1,001         |
| Estimated Outlays                            | 5     | 250  | 350  | 250  | 50   | 905           |

H.R. 1567 contains no intergovernmental or private-sector mandates as defined in the Unfunded Mandates Reform Act and would impose no costs on state, local, or tribal governments.

The CBO staff contact for this estimate is Sunita D'Monte. The estimate was approved by H. Samuel Papenfuss, Deputy Assistant Director for Budget Analysis.

#### DIRECTED RULE MAKING

Pursuant to clause 3(c) of House Rule XIII, as modified by section 3(i) of H. Res. 5 during the 114th Congress, the committee notes that H.R. 1567 contains no directed rule-making provisions.

#### NON-DUPLICATION OF FEDERAL PROGRAMS

Pursuant to clause 3(c) of House Rule XIII, as modified by section 3(g)(2) of H. Res. 5 during the 114th Congress, the committee states that no provision of this bill establishes or reauthorizes a program of the Federal Government known to be duplicative of another Federal program, a program that was included in any report from the Government Accountability Office to Congress pursuant to section 21 of Public Law 111–139, or a program related to a program identified in the most recent Catalog of Federal Domestic Assistance.

#### PERFORMANCE GOALS AND OBJECTIVES

H.R. 1567 is intended to reduce hunger and poverty in developing countries by supporting activities that will accelerate economic growth, enhance food and nutrition security, and ensure the effective use of U.S. taxpayer dollars toward that end. To achieve these goals, the Act requires the President to develop a food and nutrition security strategy that leverages the expertise of various stakeholders, strengthens strategic planning and implementation, focuses on results, and promotes efficiency, accountability, and learning. The Act includes robust monitoring and evaluation requirements, which will enable Congress to conduct effective oversight of performance and results.

#### CONGRESSIONAL ACCOUNTABILITY ACT

H.R. 1567 does not apply to terms and conditions of employment or to access to public services or accommodations within the Legislative Branch.

#### NEW ADVISORY COMMITTEES

H.R. 1567 does not establish or authorize any new advisory committees.

## EARMARK IDENTIFICATION

H.R. 1567 contains no congressional earmarks, limited tax benefits, or limited tariff benefits as described in clauses 9(e), 9(f), and 9(g) of House Rule XXI.

## CONSTITUTIONAL AUTHORITY STATEMENT

Pursuant to clause 3(d)(1) of rule XIII of the Rules of the House of Representatives, the committee finds the authority for this legislation in article I, section 8 of the Constitution.

## SECTION-BY-SECTION ANALYSIS

*Section 1* states the bill's short title: The Global Food Security Act of 2015.

*Section 2* states policy objectives and expresses the Sense of Congress that it is in the national security interest of the United States to promote global food and nutrition security through programs, activities, and initiatives that: Accelerate agriculture-led economic growth and poverty reduction; increase productivity, incomes, and livelihoods for small-scale producers; build resilience to sudden food shortages; improve the nutritional status of women and children; and ensure effective use of U.S. taxpayer dollars.

*Section 3* defines various terms including, appropriate congressional committees; Federal departments and agencies; Feed the Future Innovation Labs; food and nutrition security; target countries; and related technical terms.

*Section 4* requires the President to develop and implement a comprehensive global food security strategy to accomplish the objectives outlined above. Specifically, the strategy will: Be aligned with a country developed approach with input from diverse interests; maximize resources and expertise through partnerships with U.S. entities in the private, public, academic, and NGO communities; and include clear criteria for measuring success and ensuring sustainability. The President must then coordinate, through a whole-of-government approach, the efforts of relevant departments and agencies in carrying out the Global Food Security Strategy, including the development of monitoring and evaluation mechanisms.

The President must provide the strategy and specific agency implementation plans to the appropriate congressional committees by October 1, 2016.

*Section 5* authorizes the President, notwithstanding any other provision of law, to provide assistance to carry out programs to prevent and address food shortages pursuant to the relevant authorities under the Foreign Assistance Act of 1961.

It requires rigorous monitoring and evaluation and authorizes \$1,000,600,000 for FY 2016 to carry out the Global Food Security Strategy. The authorization is equal to the FY 2015 enacted level and \$99.4 million below the FY 2014 enacted level.

*Section 6* requires a report, which shall be made publicly available and include: A summary of the strategy and any changes made over the preceding year; an assessment of progress made under the strategy; a description of the indicators used to measure success and strategies for graduating target countries from U.S. assistance; a detailed accounting of each implementing agency's contributions; an explanation of how the strategy relates to other U.S.

food security and development assistance programs; an assessment of donor coordination; identification of potential challenges to implementing the strategy; gender analysis; and plans for updating the strategy and sharing lessons learned.

