

AMENDMENT NO. _____ Calendar No. _____

Purpose: In the nature of a substitute.

IN THE SENATE OF THE UNITED STATES—114th Cong., 2d Sess.

S. 1252

To authorize a comprehensive strategic approach for United States foreign assistance to developing countries to reduce global poverty and hunger, achieve food and nutrition security, promote inclusive, sustainable, agricultural-led economic growth, improve nutritional outcomes, especially for women and children, build resilience among vulnerable populations, and for other purposes.

Referred to the Committee on _____ and
ordered to be printed

Ordered to lie on the table and to be printed

AMENDMENT IN THE NATURE OF A SUBSTITUTE intended
to be proposed by _____

Viz:

1 Strike all after the enacting clause and insert the fol-
2 lowing:

3 **SECTION 1. SHORT TITLE.**

4 This Act may be cited as the “Global Food Security
5 Act of 2016”.

6 **SEC. 2. FINDINGS.**

7 Congress makes the following findings:

8 (1) According to the Food and Agriculture Or-
9 ganization of the United Nations (referred to in this

1 section as the “FAO”), 805,000,000 people world-
2 wide suffer from chronic hunger. Hunger and mal-
3 nutrition rob people of health and productive lives
4 and stunt the mental and physical development of
5 future generations.

6 (2) According to the January 2014 “Worldwide
7 Threat Assessment of the US Intelligence Commu-
8 nity”—

9 (A) the “[l]ack of adequate food will be a
10 destabilizing factor in countries important to
11 US national security that do not have the fi-
12 nancial or technical abilities to solve their inter-
13 nal food security problems”; and

14 (B) “[f]ood and nutrition insecurity in
15 weakly governed countries might also provide
16 opportunities for insurgent groups to capitalize
17 on poor conditions, exploit international food
18 aid, and discredit governments for their inabil-
19 ity to address basic needs”.

20 (3) A comprehensive approach to sustainable
21 food and nutrition security should not only respond
22 to emergency food shortages, but should also ad-
23 dress malnutrition, resilience to food and nutrition
24 insecurity, building the capacity of poor, rural popu-
25 lations to improve their agricultural productivity and

1 incomes, removing institutional impediments to agri-
2 cultural development, value chain access and effi-
3 ciency, including processing and storage, enhancing
4 agribusiness development, access to markets and ac-
5 tivities that address the specific needs and barriers
6 facing women and small-scale producers, education,
7 and collaborative research.

8 **SEC. 3. STATEMENT OF POLICY OBJECTIVES; SENSE OF**
9 **CONGRESS.**

10 (a) STATEMENT OF POLICY OBJECTIVES.—It is in
11 the national security interest of the United States to pro-
12 mote global food security, resilience, and nutrition, con-
13 sistent with national food security investment plans, which
14 is reinforced through programs, activities, and initiatives
15 that—

16 (1) place food insecure countries on a path to-
17 ward self-sufficiency and economic freedom through
18 the coordination of United States foreign assistance
19 programs;

20 (2) accelerate inclusive, agricultural-led eco-
21 nomic growth that reduces global poverty, hunger,
22 and malnutrition, particularly among women and
23 children;

24 (3) increase the productivity, incomes, and live-
25 lihoods of small-scale producers, especially women,

1 by working across agricultural value chains, enhancing
2 local capacity to manage agricultural resources
3 effectively and expanding producer access to local
4 and international markets;

5 (4) build resilience to food shocks among vul-
6 nerable populations and households while reducing
7 reliance upon emergency food assistance;

8 (5) create an enabling environment for agricul-
9 tural growth and investment, including through the
10 promotion of secure and transparent property rights;

11 (6) improve the nutritional status of women
12 and children, with a focus on reducing child stunt-
13 ing, including through the promotion of highly nutri-
14 tious foods, diet diversification, and nutritional be-
15 haviors that improve maternal and child health;

16 (7) align with and leverage broader United
17 States strategies and investments in trade, economic
18 growth, science and technology, agriculture research
19 and extension, maternal and child health, nutrition,
20 and water, sanitation, and hygiene;

21 (8) continue to strengthen partnerships between
22 United States-based universities, including land-
23 grant colleges and universities and institutions in
24 target countries and communities that build agricul-
25 tural capacity; and

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

3 (b) SENSE OF CONGRESS.—It is the sense of the
4 Congress that the President, in providing assistance to im-
5 plement the Global Food Security Strategy, should—

6 (1) coordinate, through a whole-of-government
7 approach, the efforts of relevant Federal depart-
8 ments and agencies to implement the Global Food
9 Security Strategy;

10 (2) seek to fully utilize the unique capabilities
11 of each relevant Federal department and agency
12 while collaborating with and leveraging the contribu-
13 tions of other key stakeholders; and

14 (3) utilize open and streamlined solicitations to
15 allow for the participation of a wide range of imple-
16 menting partners through the most appropriate pro-
17 curement mechanisms, which may include grants,
18 contracts, cooperative agreements, and other instru-
19 ments as necessary and appropriate.

20 **SEC. 4. DEFINITIONS.**

21 In this Act:

22 (1) APPROPRIATE CONGRESSIONAL COMMIT-
23 TEES.—The term “appropriate congressional com-
24 mittees” means—

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

3 (B) the Committee on Agriculture, Nutri-
4 tion, and Forestry of the Senate;

5 (C) the Committee on Appropriations of
6 the Senate;

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

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

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

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

18 (3) FOOD AND NUTRITION SECURITY.—The
19 term “food and nutrition security” means access to,
20 and availability, utilization, and stability of, suffi-
21 cient food to meet caloric and nutritional needs for
22 an active and healthy life.

23 (4) GLOBAL FOOD SECURITY STRATEGY.—The
24 term “Global Food Security Strategy” means the

1 strategy developed and implemented pursuant to sec-
2 tion 5(a).

3 (5) KEY STAKEHOLDERS.—The term “key
4 stakeholders” means actors engaged in efforts to ad-
5 vance global food security programs and objectives,
6 including—

7 (A) relevant Federal departments and
8 agencies;

9 (B) national and local governments in tar-
10 get countries;

11 (C) other bilateral donors;

12 (D) international and regional organiza-
13 tions;

14 (E) international, regional, and local finan-
15 cial institutions;

16 (F) international, regional, and local pri-
17 vate voluntary, nongovernmental, faith- based,
18 and civil society organizations;

19 (G) the private sector, including agri-
20 businesses and relevant commodities groups;

21 (H) agricultural producers, including farm-
22 er organizations, cooperatives, small-scale pro-
23 ducers, and women; and

1 (I) agricultural research and academic in-
2 stitutions, including land-grant universities and
3 extension services.

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

7 (7) RELEVANT FEDERAL DEPARTMENTS AND
8 AGENCIES.—The term “relevant Federal depart-
9 ments and agencies” means the United States Agen-
10 cy for International Development, the Department of
11 Agriculture, the Department of Commerce, the De-
12 partment of State, the Department of the Treasury,
13 the Millennium Challenge Corporation, the Overseas
14 Private Investment Corporation, the Peace Corps,
15 the Office of the United States Trade Representa-
16 tive, the United States African Development Foun-
17 dation, the United States Geological Survey, and
18 any other department or agency specified by the
19 President for purposes of this section.

20 (8) RESILIENCE.—The term “resilience” means
21 the ability of people, households, communities, coun-
22 tries, and systems to mitigate, adapt to, and recover
23 from shocks and stresses to food security in a man-
24 ner that reduces chronic vulnerability and facilitates
25 inclusive growth.

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

7 (10) STUNTING.—The term “stunting” refers
8 to a condition that—

9 (A) is measured by a height-to-age ratio
10 that is more than 2 standard deviations below
11 the median for the population;

12 (B) manifests in children who are younger
13 than 2 years of age;

14 (C) is a process that can continue in chil-
15 dren after they reach 2 years of age, resulting
16 in an individual being “stunted”;

17 (D) is a sign of chronic malnutrition; and

18 (E) can lead to long-term poor health, de-
19 layed motor development, impaired cognitive
20 function, and decreased immunity.

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

1 (2) establish clear and transparent selection cri-
2 teria for target countries, communities, regions, and
3 intended beneficiaries of assistance;

4 (3) describe the methodology and criteria for
5 the selection of target countries;

6 (4) support and be aligned with country-owned
7 agriculture, nutrition, and food security policy and
8 investment plans developed with input from key
9 stakeholders, as appropriate;

10 (5) support inclusive agricultural value chain
11 development, with small-scale producers, especially
12 women, gaining greater access to the inputs, skills,
13 resource management capacity, networking, bar-
14 gaining power, financing, and market linkages need-
15 ed to sustain their long-term economic prosperity;

16 (6) support improvement of the nutritional sta-
17 tus of women and children, particularly during the
18 critical first 1,000-day window until a child reaches
19 2 years of age and with a focus on reducing child
20 stunting, through nutrition-specific and nutrition-
21 sensitive programs, including related water, sanita-
22 tion, and hygiene programs;

23 (7) facilitate communication and collaboration,
24 as appropriate, among local stakeholders in support
25 of a multi-sectoral approach to food and nutrition

1 security, to include analysis of the multiple under-
2 lying causes of malnutrition, including lack of access
3 to safe drinking water, sanitation, and hygiene;

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

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

12 (10) develop community and producer resilience
13 to natural disasters, emergencies, and natural occur-
14 rences that adversely impact agricultural yield;

15 (11) harness science, technology, and innova-
16 tion, including the research and extension activities
17 supported by relevant Federal Departments and
18 agencies and Feed the Future Innovation Labs, or
19 any successor entities;

20 (12) integrate agricultural development activi-
21 ties among food insecure populations living in prox-
22 imity to designated national parks or wildlife areas
23 into wildlife conservation efforts, as necessary and
24 appropriate;

1 (13) leverage resources and expertise through
2 partnerships with the private sector, farm organiza-
3 tions, cooperatives, civil society, faith-based organi-
4 zations, and agricultural research and academic in-
5 stitutions;

6 (14) strengthen and expand collaboration be-
7 tween United States universities, including public,
8 private, and land-grant universities, with higher edu-
9 cation institutions in target countries to increase
10 their effectiveness and relevance to promote agricul-
11 tural development and innovation through the cre-
12 ation of human capital, innovation, and cutting edge
13 science in the agricultural sector;

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

18 (16) include criteria and methodologies for
19 graduating target countries and communities from
20 assistance provided to implement the Global Food
21 Security Strategy as such countries and communities
22 meet the progress benchmarks identified pursuant to
23 section 8(b)(4).

24 (b) COORDINATION.—The President shall coordinate,
25 through a whole-of-government approach, the efforts of

1 relevant Federal departments and agencies in the imple-
2 mentation of the Global Food Security Strategy by—

3 (1) establishing monitoring and evaluation sys-
4 tems, coherence, and coordination across relevant
5 Federal departments and agencies;

6 (2) establishing linkages with other initiatives
7 and strategies of relevant Federal departments and
8 agencies; and

9 (3) establishing platforms for regular consulta-
10 tion and collaboration with key stakeholders and the
11 appropriate congressional committees.

12 (c) STRATEGY SUBMISSION.—

13 (1) IN GENERAL.—Not later than October 1,
14 2016, the President, in consultation with the head of
15 each relevant Federal department and agency, shall
16 submit to the appropriate congressional committees
17 the Global Food Security Strategy required under
18 this section, including a detailed description of how
19 the United States intends to advance the objectives
20 set forth in section 3(a) and the agency-specific
21 plans described in paragraph (2).

22 (2) AGENCY-SPECIFIC PLANS.—The Global
23 Food Security Strategy shall include specific imple-
24 mentation plans from each relevant Federal depart-
25 ment and agency that describes—

1 (A) the anticipated contributions of the de-
2 partment or agency, including technical, finan-
3 cial, and in-kind contributions, to implement
4 the Global Food Security Strategy; and

5 (B) the efforts of the department or agen-
6 cy to ensure that the activities and programs
7 carried out pursuant to the strategy are de-
8 signed to achieve maximum impact and long-
9 term sustainability.

10 **SEC. 6. ASSISTANCE TO IMPLEMENT THE GLOBAL FOOD SE-**
11 **CURITY STRATEGY.**

12 (a) **FOOD SHORTAGES.**—The President is authorized
13 to carry out activities pursuant to section 103, section
14 103A, title XII of chapter 2 of part I, and chapter 4 of
15 part II of the Foreign Assistance Act of 1961 (22 U.S.C.
16 2151a, 2151a–1, 2220a et seq., and 2346 et seq.) to pre-
17 vent or address food shortages notwithstanding any other
18 provision of law.

19 (b) **AUTHORIZATION OF APPROPRIATIONS.**—There is
20 authorized to be appropriated to the Secretary of State
21 and the Administrator of the United States Agency for
22 International Development \$1,000,600,000 for each of fis-
23 cal years 2017 and 2018 to carry out those portions of
24 the Global Food Security Strategy that relate to the De-

1 department of State and the United States Agency for Inter-
2 national Development, respectively.

3 (c) MONITORING AND EVALUATION.—The President
4 shall seek to ensure that assistance to implement the Glob-
5 al Food Security Strategy is provided under established
6 parameters for a rigorous accountability system to mon-
7 itor and evaluate progress and impact of the strategy, in-
8 cluding by reporting to the appropriate congressional com-
9 mittees and the public on an annual basis.

10 **SEC. 7. EMERGENCY FOOD SECURITY PROGRAM.**

11 (a) SENSE OF CONGRESS.—It is the sense of Con-
12 gress that—

13 (1) the crisis in Syria, which is characterized by
14 acts of terrorism and atrocities directed against civil-
15 ians, including mass murder, forced displacement,
16 aerial bombardment, ethnic and religious persecu-
17 tion, torture, kidnapping, rape and sexual enslave-
18 ment, has triggered one of the most profound hu-
19 manitarian crises of this century and poses a direct
20 threat to regional security and the national security
21 interests of the United States;

22 (2) it is in the national security interests of the
23 United States to respond to the needs of displaced
24 Syrian persons and the communities hosting such
25 persons, including with food assistance; and

1 (3) after four years of conflict in Syria and the
2 onset of other major humanitarian emergencies
3 where, like Syria, the provision of certain United
4 States humanitarian assistance has been particularly
5 challenging, including the 2013 super-typhoon in the
6 Philippines, the 2014 outbreak of Ebola in west Af-
7 rica, the 2015 earthquake in Nepal, ongoing human-
8 itarian disasters in Yemen and South Sudan, and
9 the threat of a major El Nino event in 2016, United
10 States international disaster assistance has become
11 severely stressed.

12 (b) STATEMENT OF POLICY.—It shall be the policy
13 of the United States, in coordination with other donors,
14 regional governments, international organizations, and
15 international financial institutions, to fully leverage, en-
16 hance, and expand the impact and reach of available
17 United States humanitarian resources, including for food
18 assistance, to mitigate the effects of manmade and natural
19 disasters by utilizing innovative new approaches to deliv-
20 ering aid that support affected persons and the commu-
21 nities hosting them, build resilience and early recovery,
22 and reduce opportunities for waste, fraud, and abuse.

23 (c) AMENDMENTS TO THE FOREIGN ASSISTANCE
24 ACT OF 1961.—

1 (1) Section 491 of the Foreign Assistance Act
2 of 1961 (22 U.S.C. 2292) is amended—

3 (A) by redesignating subsection (c) as sub-
4 section (d); and

5 (B) by inserting after subsection (b) the
6 following new subsection:

7 “(c) EMERGENCY FOOD SECURITY PROGRAM.—

8 “(1) IN GENERAL.—Subject to the limitations
9 in section 492, and notwithstanding any other provi-
10 sion of this or any other Act, the Administrator is
11 authorized to make available emergency food assist-
12 ance, including in the form of funds, transfers,
13 vouchers, and agricultural commodities (including
14 products derived from agricultural commodities) ac-
15 quired through local or regional procurement, to
16 meet emergency food needs arising from manmade
17 and natural disasters.

18 “(2) DESIGNATION.—Funds made available
19 under this subsection shall be known as the ‘Inter-
20 national Disaster Assistance – Emergency Food Se-
21 curity Program’.”.

22 (2) Section 492 of the Foreign Assistance Act
23 of 1961 (22 U.S.C. 2292a) is amended—

24 (A) in subsection (a), by striking
25 “\$25,000,000 for the fiscal year 1986 and

1 \$25,000,000 for the fiscal year 1987.” and in-
2 serting “\$2,794,184,000 for each of fiscal years
3 2017 and 2018, of which up to \$1,257,382,000
4 should be made available to carry out section
5 491(c).”; and

6 (B) by inserting after subsection (b) the
7 following new subsections:

8 “(c) AMOUNTS IN ADDITION TO OTHER AMOUNTS.—
9 Amounts authorized to be appropriated pursuant to the
10 authorizations of appropriations under section 491(c) are
11 in addition to funds otherwise available for such purposes.

12 “(d) FLEXIBILITY.—

13 “(1) UNITED STATES POLICY.—It is the policy
14 of the United States that the funds made available
15 to carry out section 491 are intended to provide the
16 President and the Administrator of the United
17 States Agency for International Development with
18 the greatest possible flexibility to address disaster-
19 related needs as they arise and to prepare for and
20 reduce the impact of natural and man-made disas-
21 ters.

22 “(2) SENSE OF CONGRESS.—It is the sense of
23 Congress that any amendments to applicable legal
24 provisions contained in this Act are not intended to
25 limit such authorities.

1 “(e) REPORT.—Not later than March 1 of each fiscal
2 year, the Administrator shall submit to the Committee on
3 Foreign Relations and the Committee on Appropriations
4 of the Senate and the Committee on Foreign Affairs and
5 the Committee on Appropriations of the House of Rep-
6 resentatives a report that describes the activities under-
7 taken by the Agency over the course of the prior fiscal
8 year pursuant to section 491(c), including the amounts of
9 assistance provided, intended beneficiaries, monitoring
10 and evaluation strategies, anticipated outcomes, and, as
11 practicable, actual outcomes.”.

12 **SEC. 8. REPORT.**

13 (a) IN GENERAL.—Not later than 1 year after the
14 date of the submission of the strategy required under sec-
15 tion 5(c), the President shall submit to the appropriate
16 congressional committees a report that describes the sta-
17 tus of the implementation of the Global Food Security
18 Strategy.

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

21 (1) contain a summary of the Global Food Se-
22 curity Strategy as an appendix;

23 (2) identify any substantial changes made in
24 the Global Food Security Strategy during the pre-
25 ceding calendar year;

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

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

7 (5) describe related strategies and benchmarks
8 for graduating target countries and communities
9 from assistance provided under the Global Food Se-
10 curity Strategy over time, including by building re-
11 siliance, reducing risk, and enhancing the sustain-
12 ability of outcomes from United States investments
13 in agriculture and nutrition security;

14 (6) indicate how findings from monitoring and
15 evaluation were incorporated into program design
16 and budget decisions;

17 (7) contain a transparent, open, and detailed
18 accounting of spending by relevant Federal depart-
19 ments and agencies to implement the Global Food
20 Security Strategy, including, for each Federal de-
21 partment and agency, the statutory source of spend-
22 ing, amounts spent, implementing partners and tar-
23 geted beneficiaries, and activities supported to the
24 extent practicable and appropriate;

1 (8) describe how the Global Food Security
2 Strategy leverages other United States food security
3 and development assistance programs on the con-
4 tinuum from emergency food aid through sustain-
5 able, agriculture-led economic growth and eventual
6 self-sufficiency;

7 (9) describe the contributions of the Global
8 Food Security Strategy to, and assess the impact of,
9 broader international food and nutrition security as-
10 sistance programs, including progress in the pro-
11 motion of land tenure rights, creating economic op-
12 portunities for women and small-scale producers,
13 and stimulating agriculture-led economic growth in
14 target countries and communities;

15 (10) assess efforts to coordinate United States
16 international food security and nutrition programs,
17 activities, and initiatives with key stakeholders;

18 (11) assess United States Government-facili-
19 tated private investment in related sectors and the
20 impact of private sector investment in target coun-
21 tries and communities;

22 (12) identify any United States legal or regu-
23 latory impediments that could obstruct the effective
24 implementation of the programming referred to in
25 paragraphs (8) and (9);

1 (13) contain a clear gender analysis of pro-
2 gramming, to inform project-level activities, that in-
3 cludes established disaggregated gender indicators to
4 better analyze outcomes for food productivity, in-
5 come growth, control of assets, equity in access to
6 inputs, jobs and markets, and nutrition; and

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

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

16 **SEC. 9. RULE OF CONSTRUCTION.**

17 (a) EFFECT ON FOOD AND NUTRITION SECURITY
18 AND EMERGENCY AND NONEMERGENCY FOOD ASSIST-
19 ANCE PROGRAMS.—Nothing in the Global Food Security
20 Strategy or this Act or the amendments made by this Act
21 shall be construed to supersede or otherwise affect the au-
22 thority of the relevant Federal departments and agencies
23 to carry out food and nutrition security and emergency
24 and nonemergency food assistance programs specified in

1 subparagraph (b), in the manner provided, and subject to
2 the terms and conditions, of those programs.

3 (b) PROGRAMS DESCRIBED.—The food and nutrition
4 security and emergency and nonemergency food assistance
5 programs referred to in subsection (a) are the following:

6 (1) The Food for Peace Act (7 U.S.C. 1691 et
7 seq.).

8 (2) The Food for Progress Act of 1985 (7
9 U.S.C. 1736o).

10 (3) Section 416(b) of the Agriculture Act of
11 1949 (7 U.S.C. 1431).

12 (4) McGovern-Dole Food for Education Pro-
13 gram (7 U.S.C.1736o–1).

14 (5) Local and Regional Procurement Program
15 (7 U.S.C. 1726e).

16 (6) Bill Emerson Humanitarian Trust Act (7
17 U.S.C. 1736f–1) .