



# The Future of U.S. Development Cooperation

## Chapter Summary

This chapter makes the case for U.S. engagement with other countries—developed, emerging, and developing—to promote a pro-poor development agenda beyond 2015, the deadline for the Millennium Development Goals (MDGs). The fact that most of the world’s poor now live in middle-income countries raises complicated questions about how the United States forms bilateral and multilateral partnerships to reduce poverty and hunger. Sub-Saharan Africa, the poorest region in the world, is experiencing rapid population growth. The MDGs downplayed the important role of jobs in reducing poverty, but job creation is particularly important for countries with burgeoning youth populations. Hunger and poverty in Latin America is a key reason for unauthorized immigration to the United States, so it is a glaring blind spot that U.S. policy in the Western Hemisphere essentially ignores this relationship. Climate change is now aggravating economic and social problems in countries on the southern doorstep of the United States. The future of U.S. development cooperation everywhere will have to put greater emphasis on sustainability. Despite new and old challenges, it is possible to eliminate global hunger and poverty by 2040. It is not possible, however, without committed leadership and good governance at all levels. Leadership at the national level is particularly important, and the United States and the rest of the global community should champion strategies that support fledgling leadership wherever it appears.

### MAIN RECOMMENDATIONS IN THIS CHAPTER

- The United States should support efforts in developing countries to provide productive employment to large and growing youth populations.
- U.S. partnerships with major immigrant-sending countries in Latin America should respond to poverty and hunger as primary causes of unauthorized immigration.
- A post-2015 global development framework must address climate change within the context of a clear overall focus on poverty.
- A global development framework should explicitly support good governance, effective leadership, and the institutions that make them possible.
- U.S. partnerships with middle-income countries should be pro-poor in emphasis.
- The United States should work cooperatively with middle-income countries to provide development assistance in low-income countries.

As the 2015 deadline for the Millennium Development Goals (MDGs) rapidly approaches, a process is under way to draft and negotiate a successor framework and global development goals. It is critical that a post-2015 framework emerges that has widespread acceptance of shared goals. A consensus on global development goals will leave an indelible imprint on the development agenda for the next 10, 15, or perhaps 25 years, redefining priorities just as the MDGs have

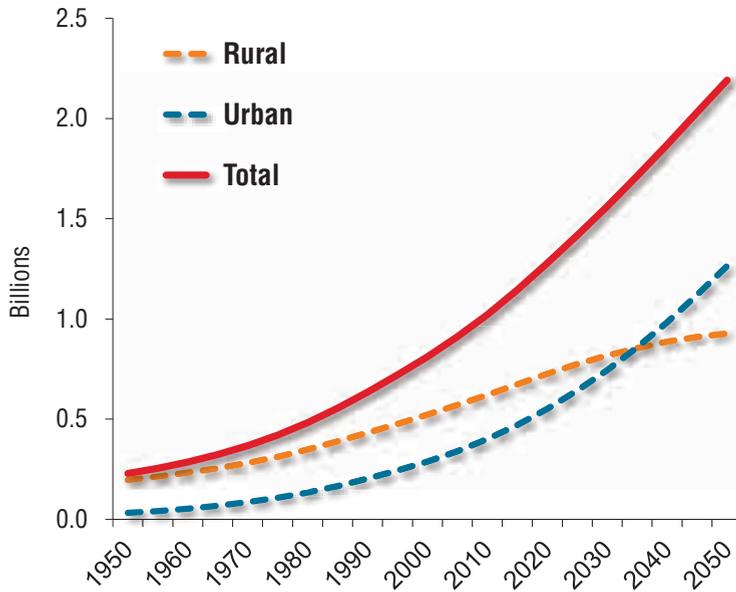
done. The world is dramatically different now than in 2000, when the MDGs were launched, and the challenges are different, or at least better understood. This should guide the next set of goals and the post 2015 development priorities.

The MDGs helped focus attention on the absolute necessity of reducing rural poverty. The fact that poor countries are rapidly urbanizing cannot divert attention from rural poverty. The rapid pace of urbanization is a sign of the unmet development needs in rural communities and to some extent how the development agenda of the MDGs is far from complete. One of the biggest challenges of the 21<sup>st</sup> century is to ensure that the world can produce enough food to feed everyone and that everyone has access to

sufficiently nourishing food. To accomplish this, the world needs productive farmers. In turn, agriculture must be seen as a viable way to make a living and rural areas need to be places where young people in particular want to live, rather than places they feel the need to escape.

Large and still-growing youth populations in developing countries, particularly those in sub-Saharan Africa, need jobs. However, in many countries, a large majority of would-be workers can't find jobs either in rural or urban areas. Creating jobs is primarily the responsibility of national governments and the private sector in the developing world. But policies in the United States and other rich countries should recognize the realities confronting young adults—and the potential being wasted by widespread youth unemployment among people in their most productive years.

Figure 3.1 Africa's Total, Rural, and Urban Population



Source: UN Population Division, 2011



There are an estimated 942 million working people—**nearly 1 in 3 workers worldwide—living below \$2 a day.**<sup>1</sup>

**Internationally, 2 out of every 5 migrants are aged 18 to 29.**<sup>2</sup>

National borders and the laws governing them are likely to become more contentious in the coming years as the global population continues to rise and climate change puts additional pressure on natural resources. We look at this convergence from the perspective of U.S. policy in the Western Hemisphere. Thus far, policymakers have been slow to make the connection between the impact of climate change and increasing numbers of immigrants and would-be immigrants. In neighboring countries, climate change is aggravating hunger and poverty due to the region's vulnerability to natural disaster, causing people to look north to the United States as a place to find work. Mexico and three Central American nations top the list of home countries of undocumented immigrants in the United States.

Central America, while not as poor as Africa, is still quite poor and with highly unequal distributions of wealth. The robust economic growth of the 2000s in other parts of Latin America largely bypassed Central America.<sup>1</sup> Given the large size of the U.S. footprint on climate change, the United States bears some responsibility for helping its neighbors to weather the changes. Added to this question of basic fairness is the reality that, given its proximity, any losing battle to adapt to climate change in Central America would almost certainly affect the United States.

Improving governance is essential to further progress on development; “big issues” surrounding governance, political will, capacity, and leadership need to be thoughtfully incorporated into the approach to a new set of global development goals. The topic was conspicuously absent from the MDGs, which said in effect that it doesn't matter how countries reach targets as long as they get there. This may be good enough to cut hunger and poverty in half, or maybe more—but actually *eliminating* hunger and extreme poverty will mean dealing with difficult issues that stall progress.

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Millions of Central Americans have migrated to the United States in search of work and to provide their children with opportunities scarcely available where they'd come from.

**In 2011, 1.4 billion people were living without electricity, mostly in rural areas.**<sup>3</sup>

**90 percent** of India's water resources go to the agricultural sector, but only **10 to 15 percent** ends up nourishing crops, with much of the rest wasted.<sup>4</sup>

tion and a prerequisite to lasting change. Good governance includes many elements, but the most relevant for reducing poverty have to do with creating space for a strong civil society that can hold governments accountable for making progress; building effective institutions to manage and deliver public services; and respecting the rule of law—for example, by protecting the rights of minorities and ensuring that people have recourse to redress for injustices. Most of the work to put these elements in place must be done by national governments

and by civil society in developing countries. What the United States and other countries can do as a partner is set high expectations for levels of accountability and transparency. Additionally, they can provide technical know-how, strengthen global institutions that foster good governance and support leaders who want to govern well. The United States itself must be an example of good governance and continue to work towards becoming more transparent and accountable.

Two-thirds of the world's poor people live in middle-income countries. That's a much different scenario than in 1990, the baseline for MDG quantitative targets. (See Chapter 1, "Meet the New Bottom



Myra Valenzuela

**India's rapid economic growth over the last two decades has made it a middle-income country, yet much of the country's population lives below the international poverty line of \$1.25 per day.**

Billion," starting on page 41.) It's not that millions of poor people packed up and moved to middle-income countries over the past 20 years; rather, some of the countries with large numbers of poor people had sustained periods of economic growth, which has elevated them to middle-income status. Unfortunately, corresponding progress against hunger and poverty does not always accompany economic growth. Inequality comes into sharper focus in middle-income countries.

Significant progress against global hunger and poverty is simply not possible without focusing on India, whose 1.2 billion people include the largest number of poor and malnourished children of any one country. The U.S. relationship with India typifies the intricacies of working with middle-income countries to reduce poverty and hunger. The U.S. government has stated publicly that it wants to strengthen ties with India. There may well be other motives besides poverty reduction, but that doesn't mean that reducing poverty can't be incorporated into the process of strengthening ties. India doesn't want aid from the United States, but there are other ways to encourage progress. Strengthening ties might also include coordinating with India on efforts to reduce poverty elsewhere as India's role as a donor grows. This chapter will explore these issues and their implications for the post-2015 development agenda in greater detail.

## Helping Young People in Africa to Find Productive Work

In Kampala, the teeming capital city of Uganda, motorcycle taxis (boda-bodas) rule the roads, darting dangerously around slower vehicles. A 2007 census reported 43,000 boda-bodas in Kampala,<sup>2</sup> a number that has surely increased since then as young people fleeing rural poverty continue to arrive in Kampala.

Transporting passengers by boda-boda is a common way for a young man to earn a living in Kampala, although it doesn't pay much—sometimes not enough to put a driver above the poverty line. With so many boda-bodas on the road, the men spend hours each day seated on their quiet machines off to the side of the road. They seem bored and perhaps frustrated by their lack of prospects.

Ending hunger is fundamentally about lifting people out of poverty. A 2009 World Bank report put Uganda's unemployment rate for rural youth (ages 15-24) at 83 percent.<sup>3</sup> Half the country's population is even younger than 15.<sup>4</sup>

In parts of Asia, manufacturing drove rapid transformation of low-income economies, but the 1990s boom in manufacturing in developing countries bypassed much of Africa. Sub-Saharan countries are improving their primary school enrollment and completion rates, but they still lag well behind other regions of the developing world.<sup>5</sup>

If Uganda's young people can get the education and skills they need, and the country can create jobs for them, youthful energy and enthusiasm could mean a future with exciting possibilities. If this doesn't happen, however, the prospects for a country with ever increasing numbers of uneducated, unemployed young adults could be hampered by uncertainty and instability.

The death of Mohamed Bouazizi, a 26-year old Tunisian fruit vendor who set himself on fire in 2011, sparked outrage and protests in the country, fueled mostly by disgruntled youth like Bouazizi, jobless or underemployed, and frustrated by the Tunisian government's failure to address their grievances.<sup>6</sup> In a desperate move to save his regime, President Zine El Abidine visited Bouazizi at his hospital bed hours before he died. El Abidine pledged to establish a new youth employment program. It was too little, too late for this president, who had ruled the country since 1987.



Lauren Parnell Marino

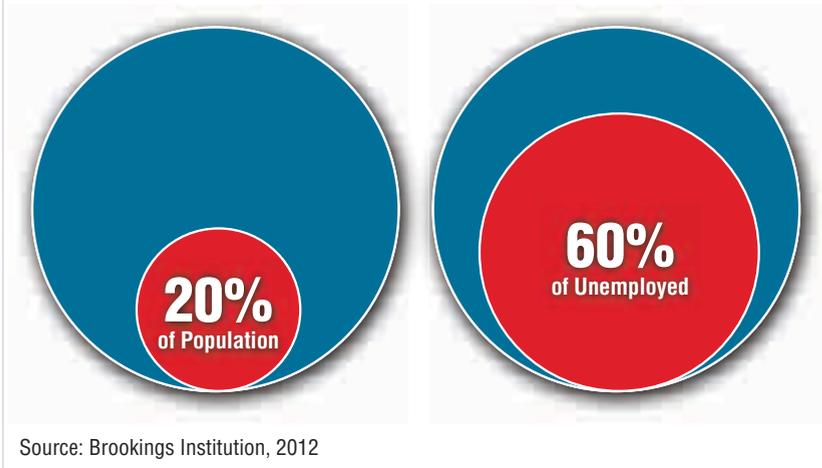
**Young men in Kampala, the capital city of Uganda, earn a living driving motorcycle taxis. Many have left rural areas to escape poverty, but find the conditions little better in the city.**

The Arab Spring touched off a wave of hope and uncertainty, and the outcomes continue to play out. The Middle East and North Africa will have to create 20 million jobs in the next ten years to reduce the current unemployment rate of 25 percent down to 10 percent.<sup>7</sup> Many developing countries find themselves in a similarly delicate spot. Eighty-five percent of the world's youth live in developing countries.<sup>8</sup> Sub-Saharan countries face the greatest challenge. (See Figure 3.2.) The population of the region is projected to more than double, reaching close

to 2 billion by 2050 and making it larger than China or India.<sup>9</sup>

Uganda has one of the world's highest population growth rates. At the current rate, the 35 million people presently in the country will grow to 70 million by 2031 and 100 million by 2040.<sup>10</sup> In all but the wealthiest quintile of the population, more than half of all girls are married before their 18<sup>th</sup> birthdays and begin to have children soon thereafter.<sup>11</sup> The average Ugandan woman gives birth to six or seven children, a statistic virtually unchanged since the 1970s.<sup>12</sup>

Figure 3.2 Sub-Saharan Youth Population, 18-24



On the other side of the continent from Uganda is Ghana. Accra, the capital city, is also teeming with young people doing anything they can to earn a living. They walk across the highway by the toll plazas and at intersections, hawking anything they can get their hands on: freshly baked goods, fruit, electronics, maps, souvenirs, even underwear. As in Uganda, a large share of the capital's young people comes from the much poorer rural regions of the country. Ghana and Uganda have similarities but also some major differences.

Ray Martin, the Executive Director of Christian Connections for International Health, visited Ghana in 2011 and found people in Accra to be noticeably more upbeat than he remembered when he worked there in the 1970s as USAID's Chief Officer of Health, Population, and Nutrition.

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Ghana is the first sub-Saharan country to reach the MDG targets of cutting poverty and hunger in half by 2015, and recently, per-capita incomes have increased enough to classify Ghana as a lower-middle-income country.

In the 1970s, Ghana's fertility rate was on par with Uganda's, but it has now fallen below four births per woman.<sup>13</sup> Generally, fertility rates in Africa's lower-middle-income countries are below the region's mean (now at five births per woman), while those of low-income countries are above the mean. In general, the poorer a country is, the higher its fertility rate.<sup>14</sup>

Reducing fertility rates was not part of the MDGs; Martin says that many of his public health colleagues who worked on family planning just couldn't fathom this omission.<sup>15</sup> One

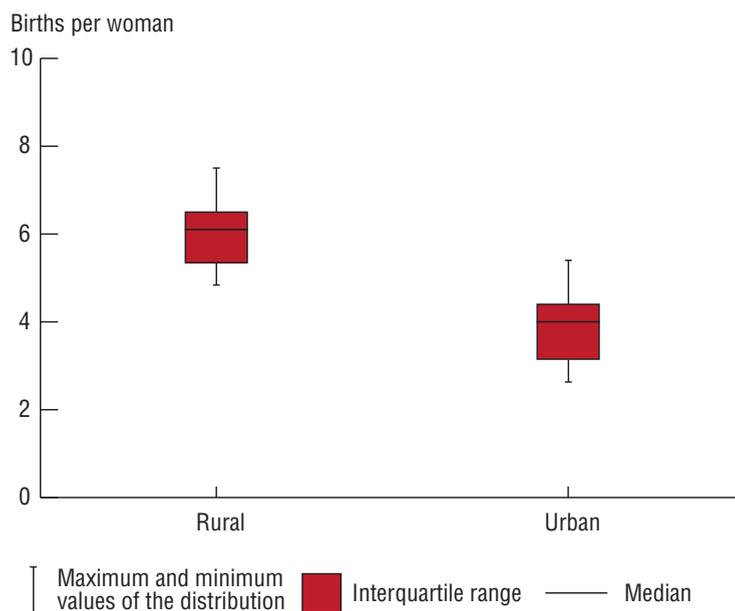
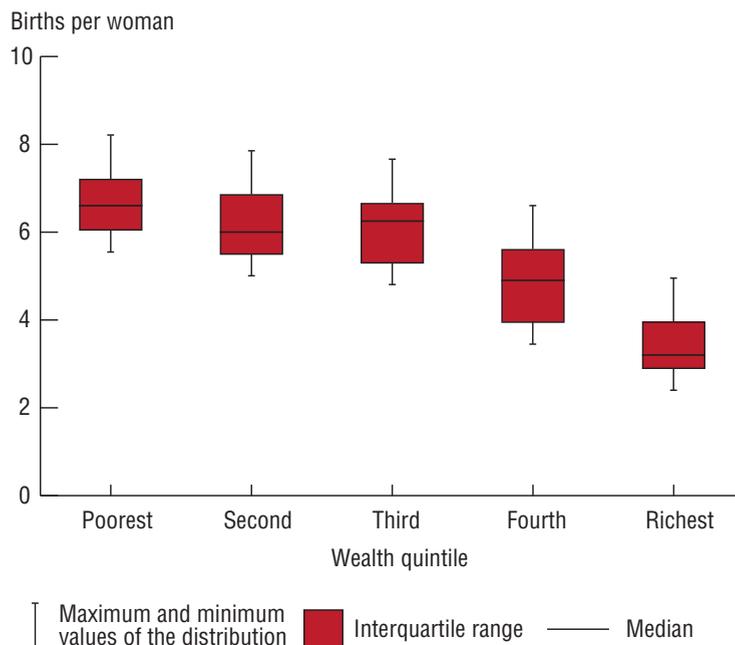
of the great triumphs of public health in the last half-century has been to increase life expectancies around the world. But without a corresponding focus on fertility rates, it was a pretty safe bet that the global population would increase more quickly as a result.

Martin says there is no definitive conclusion as to whether countries prosper because families have fewer children, or whether families have fewer children because they are prospering. But whichever direction the causality flows—or if it’s a combination of both—the main point is that interventions that improve child survival rates work to reduce family size. Why? Because in poor families, parents count on children to support them in their old age. When parents don’t have reason to feel confident that their children will survive to adulthood, or even to their fifth birthday, they tend to have more children as a form of insurance.<sup>16</sup>

Social protection programs, as discussed in the previous chapters, help by offering the insurance parents in poverty are looking for. Social protection programs should, at a minimum, focus on children under the age of 5 and pregnant and breastfeeding women.

The causes of hunger are complex, interrelated, and not always apparent at first glance. At the intersection of hunger and population growth is the topic of agricultural development. Sixty percent of the world’s uncultivated land is in sub-Saharan Africa,<sup>17</sup> and the world needs that land to be as

**Figure 3.3 Fertility Rates in Sub-Saharan Africa are 90% Higher in the Poorest Quintile than in the Richest and 53% Higher in Rural Households than in Urban Households**



Note: Total fertility rate in 31 African countries, latest available data since 2000  
 Source: UNDP, 2012

productive as possible. Countries in the region could then meet more of their own food needs and export surplus to neighboring countries. The agricultural sector has the greatest potential to put young people to work, which would help to reduce the number of rural youth fleeing to the cities in hopes of finding jobs. But Africa's youth won't stay in rural areas to farm the land if they can't earn a living this way.

Investing in Africa's agricultural development—so that youth have good reason to see it as a viable way to earn a living—means working closely with local partners who not only understand but also credibly represent youth in rural communities. Victor Ochen, the executive director of the African Youth Initiative Network (AYINET), is an example of such a partner. AYINET operates in the war-ravaged communities of northern Uganda, where Ochen grew up and lived through the decades of internal conflict. These communities witnessed some of the worst atrocities of that brutal war. They were poor before the war and left in even worse shape when it ended. Households depend on subsistence farming and use little more than hand hoes as their only tools. This is a subsistence level existence made even more difficult by physical and psychological scarring from the war.

In 2011, Ochen was awarded an Archbishop Desmond Tutu Fellowship, given to men and women representing a new generation of African leaders.<sup>18</sup> He isn't leaving rural Uganda, where the agricultural potential in the fertile north of the country is still largely undevel-

oped. If anyone can persuade others to stay, it will be Ochen and people like him. Ochen's achievements are particularly noteworthy considering how difficult it has been for AYINET to gain support from international partners, including the U.S. government.<sup>19</sup> It comes down to capacity—not to do the work of development—to meet the cumbersome requirements of donors. The obstacles he has encountered are not unique to AYINET.

So far in this report, we have discussed how the U.S. government can help meet the MDGs by channeling more of its development assistance through the governments of partner countries. Less has been said about working with local civil society organizations such as AYINET in Uganda. Members of civil society are vital partners in making lasting progress against hunger and poverty.

“Bypassing local organizations and governments defeats the purpose of aid—to help countries help themselves,” says Oxfam America.<sup>20</sup> Through its “Implementation and Procurement Reform (IPR)” initiative, the U.S. government has committed to increasing its direct work with local organizations and reducing the share of aid tied to U.S. contractors. This is one of the most impressive steps the U.S. government has taken to support the concept of country ownership. Reducing the proportion of “tied” aid is one key way that the United States is following through on pledges it made in the *Paris Principles on Aid Effectiveness* and the *Accra Agenda for Action* to support achievement of the MDGs.<sup>21</sup> U.S.-based nongovernmental organizations (NGOs) have long-term relationships with local civil society groups, and these U.S. NGOs can help with capacity building. (See “Transitioning to Local Ownership” on page 110.)

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Victor Ochen, the executive director of the African Youth Initiative Network, as a child narrowly escaped being kidnapped by the Lord's Resistance Army. One of his brothers was kidnapped and made a child soldier.

## TRAINING WOMEN FARMERS IN GHANA

The Development Action Association (DAA) provides training to women farmers in Ghana, working in some of the poorest communities in the country. Lydia Sasu is the executive director of DAA, which she co-founded in 1997. Before DAA, Ms. Sasu worked in Ghana's Ministry of Agriculture and served as the country's first female agriculture extension agent. Working with women farmers has been her life's work, shaped by her experiences as a child watching her mother struggle against obstacles that have hardly changed for the women she works with today.

In spite of the success Ghana has had in reducing hunger—meeting the 2015 MDG target before any other country in sub-Saharan Africa—progress has not been shared equally by all. Rural women and girls are the most disadvantaged members of society. This remains true of Ghana, even though its record of progress on gender equality is stronger than that of many other African countries.<sup>22</sup> Progress on the MDGs is bound to stall until it is a top priority to confront and correct the structural inequalities that hold marginalized groups in society back.

In recent years, Sasu, now 65, has been invited to speak at international events on women in agriculture, most recently at the United Nations on International Women's Day 2012. U.N. Secretary General Ban Ki-moon has pledged to incorporate consultations with multiple stakeholders into efforts to develop post-2015 global development goals. Consultations are planned in 50 countries and are supposed to include civil society organizations such as DAA. The participation of civil society is critical in developing a post-2015 development consensus that reflects the views of poor and hungry people themselves.

"It is crucial that grassroots civil society organizations like DAA play a central and meaningful role in framing the U.N. MDG post-2015 goals," says Ritu Sharma, president of Women Thrive Worldwide, one of the leading U.S. advocacy organizations on development issues. "It's important to emphasize that the participation we're talking about is from grassroots organizations, which is different than capital-based elite organizations in the [global] South which have some level of access to international processes."<sup>23</sup>



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Lydia Sasu (on the right) presents Bread for the World Institute's Faustine Wabwire (on the left) with a banner of the Development Action Association (DAA), a token of appreciation for coming to Ghana and talking with women farmers that DAA has trained.

## Building Resilience to Climate Change South of the U.S. Border

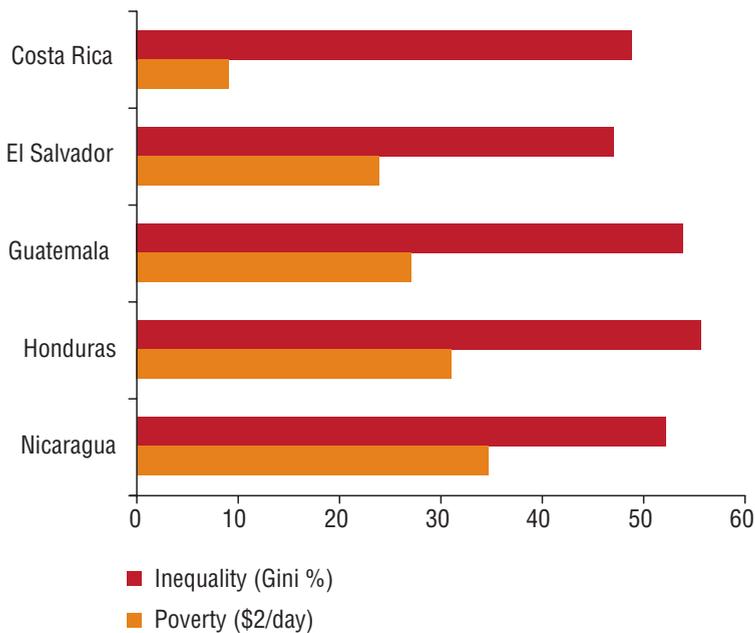
Prior to his election victory in November 2011, former military general President Otto Pérez Molina of Guatemala would not have seemed like the right person to lead his country's fight against malnutrition. His campaign slogan was “Mano Dura”—“firm hand.”

The shocking levels of violence in Mexico draw more media attention in the United States, but Guatemala's murder rate is actually twice as high as Mexico's<sup>24</sup>—a likely reason for voters to be seeking a firm hand.<sup>25</sup> Guatemalans may have heard Pérez express concern about malnutrition, but they elected him because they believe he can clamp down on the

rampant violence associated with narco-traffickers and other organized criminals.

While he was running for office, Pérez promised to reduce the country's malnutrition rate, the highest in the Western Hemisphere. Despite being a middle-income country, Guatemala has a persistently high chronic malnutrition rate—comparable to those of the poorest countries in Africa and Asia.<sup>26</sup> Estimates are that chronic malnutrition costs this small country \$8.4 million *per day* in reduced productivity, extra hospitalizations, and poorer school performance.<sup>27</sup> In recent years, Guatemala's malnutrition crisis has received much more attention from within the country, largely because of the global momentum to reduce malnutrition amid strong evidence that it is a drag on

Figure 3.4 **Poverty (Percentage of Total Population) and Inequality (Gini %) Ratios in Central America**



Source: Center for Global Development, 2012

the economies of entire countries. Guatemalan policymakers now view malnutrition as a problem that must be confronted aggressively.

Not coincidentally, Guatemala also has one of the highest levels of income inequality in the world.<sup>28</sup> One doesn't have to travel too far from the capital to see what this means for ordinary people. The country's middle-income status may be visible in the capital, but it quickly dissolves into rural landscapes of extreme poverty. Women carry goods atop their heads. They nurse young children as they continue to hoe or weed. Barefoot older children are at home cooking or out working instead of at school. Guatemala's large Native American population suffers a disproportionate share of poverty. Cultural differences aside, poor people, whether Latin American, African, or Asian, have coped in much the same way: subsistence agriculture.

Many Americans have seen Guatemala's poverty for themselves—the country receives nearly 2 million foreign visitors every year, most of them from the United States.<sup>29</sup> Easy transportation routes and affordability make it a popular tourist destination. While tourists may be sheltered from the country's poverty as they vacation in picturesque places like Antigua, many other Americans come as volunteers or missionaries to serve in poor communities.

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Tourism is Guatemala's second largest source of international currency, after remittances.<sup>30</sup> In fact, many Americans who have never visited Guatemala are at least a little bit familiar with the country because they may have met a few of the many undocumented Guatemalan immigrants who are sending money home. There are more undocumented immigrants from Guatemala in the United States than from any other country except Mexico and El Salvador—an estimated 520,000 people in 2010.<sup>31</sup> In 2011, Guatemalans in the United States sent \$4.37 billion back home in remittances.<sup>32</sup> That is ten times as much money as Guatemala receives in development assistance from the U.S. Agency for International Development (USAID).<sup>33</sup>

This means that deporting undocumented immigrants en masse, as some favor, would be a significant blow to Guatemala's economy and particularly to its rural population. It would carry consequences on the U.S. side of the border as well. One alternative to immigration for young people without hope of a job, for example, is working for a drug cartel. Partners who support Guatemala's campaign against malnutrition worry that Pérez Molina's battle against narco-traffickers could consume his presidency, draining resources that are needed to reduce malnutrition.<sup>34</sup>

Immigration from Latin America is at the center of the debate on immigration policy in the United States—yet very little attention has been paid to the conditions that drive people in Latin America to enter the United States illegally. Migration as a coping strategy is not unique to Latin American immigrants in the United States. Around the world, people have escaped poverty by migrating to places where there is a better chance of earning a living. This includes the rural youth in Uganda mentioned earlier in this chapter, migrating to cities in search of opportunity, and it includes young people from village after village in Guatemala who head to the United States or sometimes to jobs on sugar and coffee plantations in Guatemala or Mexico. The

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With training she received as part of a USAID funded project, this Guatemalan woman can provide her son with foods rich in vitamins and minerals.



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United States is a more popular destination—despite the risk of crossing the desert—because the plantations pay little more than they would be able to earn at home.

In Guatemala's Dry Corridor, near the Honduran border, Bread for the World Institute staff met a young man in his mid-20s who recently returned to his village after six years in the United States. He made his way from Arizona to Massachusetts, where he spent most of his stay working as a dishwasher in restaurants. He lived in an apartment with six other men who were also in the United States illegally. He speaks almost no English. Back in Guatemala, he stands alongside a new truck he purchased with the money he saved. With the truck, he can make a better living than he could have had he stayed at home. When we talk with him, he is waiting for family members who are receiving a new cook stove and instructions on how to assemble it. These stoves are being donated as part of a USAID food aid program. It's not just a matter of convenience: more children die of pneumonia every year than any other cause, and half of these deaths are due to trapped cooking smoke in poorly ventilated homes.<sup>35</sup>

The Dry Corridor is the site of this food aid program because, as its name implies, the region has been plagued by drought in recent

years. Food production has faltered in several areas of the country that were already suffering from deep poverty. Remittances have helped many families purchase food, but ultimately, they are not enough. Central America's agricultural production is suffering from the effects of climate change. In some areas, it shows up as drought, while in others climate change brings severe storms. Weather-related disasters draw no distinction between knowledgeable, hard-working farmers and "other" farmers. In this situation, the best that food aid programs can do is to prevent the damage done to poor people from getting worse.

Guatemala joins a growing list of developing countries affected by climate change. It would certainly not be surprising if a post-2015 development agenda viewed through a climate change lens rose to the top of the agenda. And in fact, Guatemala, Colombia, and Peru proposed Sustainable Development Goals (SDGs) for all countries at the 2012 Rio+20 meeting in Brazil (the "+20" honors the 20<sup>th</sup> anniversary of a historic meeting on sustainable development that also took place in Rio de Janeiro). See Box 3.2 to read more about the SDGs.

U.N. Secretary General Ban Ki-moon, who is leading the process of developing a post-2015 development agenda, has pledged to take up the SDG proposal when negotiations begin on



Villagers in Guatemala's Dry Corridor region receive cook stoves and training to assemble them. The stoves and training were provided through USAID.

## CAN SUSTAINABILITY AND POVERTY REDUCTION WORK IN ONE FRAMEWORK?

by Anna Wiersma

The Sustainable Development Goals (SDGs) were proposed at the Rio+20 Summit in 2012 as one way to extend the work of the Millennium Development Goals (MDGs) beyond 2015. The SDGs are intended to compensate for the lack of focus on climate change, biodiversity loss, and other environmental problems missing from the MDG framework. Table 3.1 shows the proposed SDG focus areas alongside the existing MDGs.

The proposed SDG framework includes both opportunities and challenges for anti-poverty efforts. With any expansion of goals comes the risk of losing clarity and focus. Each of the MDGs has a direct link to the goal of ending poverty. The proposed SDG focus areas do not include important ways of fighting poverty—ways that go beyond simply providing food—such as education, empowering women, improving child and maternal health and nutrition, and fighting HIV/AIDS.

In spite of these concerns, elements of the SDG agenda could well enhance future anti-poverty efforts.

Climate change affects poor people disproportionately, and feeding a rapidly rising global population will require more sustainable forms of agriculture.

Expanding the post-2015 development agenda to address the urgent problems posed by climate change and the need for sustainable food production should not come at the cost of losing the focus on key health, education, and equality issues or the overall clear anti-poverty message. Finding a balance that includes both these essential elements of the MDGs and the essentials of the SDG agenda is the challenge, particularly with numerous stakeholders already vying to shape the SDG agenda and the relationship between the SDGs and MDGs. But just as the MDGs brought global attention to the fight against poverty, the SDGs could serve as a platform for the need to act on climate change.

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Table 3.1 **Proposed SDG Focus Areas vs. MDGs**

<i>Proposed SDG Focus Areas*</i>	<i>Millennium Development Goals</i>
1. Green jobs, youth employment, and social inclusion	1. End poverty and hunger
2. Energy access, efficiency, sustainability	2. Achieve universal primary education
3. Food security and sustainable agriculture	3. Promote gender equality and empower women
4. Water	4. Reduce child mortality
5. Sustainable cities	5. Improve maternal health
6. Management of the oceans, fisheries, and other marine resources	6. Combat HIV/AIDS, malaria, and other diseases
7. Improved resilience and disaster preparedness	7. Ensure environmental sustainability
	8. Develop a global partnership for development

\*As articulated by UN member states and major groups at Rio+20 summit.  
Source: UN Department of Economic and Social Affairs, 2012

Figure 3.5 **Number of Days Likely to Exceed 100°F by the End of this Century in Low and High Emissions Scenarios.**

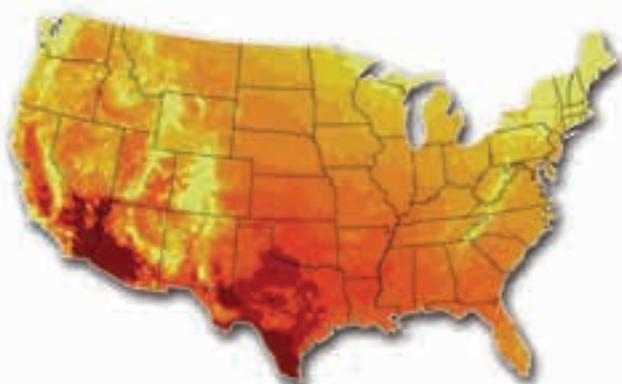
**Recent Past, 1961-1979**



**Lower Emissions Scenario, 2080-2099**



**Higher Emissions Scenario, 2080-2099**



Source: U.S. Global Change Research Program, 2009

the new set of goals.<sup>36</sup> For the United States, the SDGs could involve accepting greater responsibility for its role in climate change. As an initial step, the United States accepted the Rio+20 outcome consensus document, part of which sets up an intergovernmental process, beginning in fall 2012, to negotiate how the SDGs would be included in a new framework of development goals. The proposed SDGs include more than climate change—for example, sustainable food and water sources.

Frankly, the SDGs would be of far less value to the world without U.S. cooperation. As the country with the highest per-capita production of greenhouse gases, the United States arguably has an obligation to help nations that are now suffering the effects of its unsustainable emissions. Moreover, U.S. self-interest is now part of the climate change issue: if climate change continues at its current rate, the southern half of the United States could face significant reductions in agricultural output in the coming decades. (See Figure 3.5.)

Climate change is far from the only reason that so many Guatemalan children are chronically malnourished. If the droughts and storms suddenly became manageable again, and food aid was no longer needed, it would still be just the beginning of a difficult process of tackling the causes of malnutrition and developing sustainable solutions. Guatemala needs more than the SDGs to resolve its child malnutrition crisis. The United States is helping by supporting the Scaling Up Nutrition (SUN) movement. Guatemala is one of 30 developing countries<sup>37</sup> with a SUN Task Force that brings together government officials, civil society, the private sector, and bilateral and multilateral donors to expand proven strategies to improve nutrition among young children. In each country, the onus is on the government and the office of the president to ensure that the task force leverages contributions from all the stakeholders so that together, they are more effective than any one of them

## THE NORTHERN TRIANGLE— AND JUST SOUTH OF THE BORDER

by Andrew Wainer

Immigrants from the Northern Triangle nations—Guatemala, El Salvador, and Honduras—sent home more than \$10 billion in remittances in 2010—almost all of it from the United States.<sup>38</sup>

The Northern Triangle is one of the poorest regions in the Western Hemisphere. El Salvador, Guatemala, and Honduras are also, respectively, the second, third, and fourth largest countries of origin of unauthorized immigrants in the United States.<sup>39</sup>

Remittances dwarf foreign direct investment and overseas development aid.<sup>40</sup> In 2011, U.S. development agencies invested less than \$250 million in foreign assistance in the three Northern Triangle countries.<sup>41</sup>

In El Salvador, one study found that 81 percent of remittances were spent on food and utilities.<sup>42</sup> The International Fund for Agricultural Development (IFAD) states, “Families receiving remittances are—by virtue of the remittances—no longer among the poorest of the poor.”<sup>43</sup>

The U.S. Agency for International Development’s (USAID’s) engagement with the migration/development connection and the creation of alternative uses for remittances in Central America is limited. USAID does, however, state the importance of diaspora groups in development on its website: “Although diaspora community engagement with home countries is substantial, the developmental potential for this group remains largely untapped. USAID recognizes that by not engaging with this community, we are missing out on an opportunity to increase our development impact significantly.”<sup>44</sup>

Most of USAID’s diaspora-focused economic development initiatives are part of its African Diaspora Marketplace program. This initiative links U.S.-based

African diaspora entrepreneurs with businesses in Africa, with the goal of generating economic growth and employment.<sup>45</sup> USAID has not taken this approach in Central America, even though the Central American diaspora in the United States is almost twice as large as the African diaspora.<sup>46</sup>

U.S. development assistance could help build capacity and a policy environment that emphasizes productive channels for remittances. Recipients who want to invest in businesses and agricultural production often don’t know how to do so.

The Millennium Challenge Corporation (MCC), which finished a \$205 million four-year compact in Honduras in 2010 and is finishing its compact in El Salvador in 2012, recognizes the link between migration and development, but it has yet to integrate migration into compacts in the region. The discussions surrounding potential renewal of the MCC compacts in El Salvador and Honduras come at an opportune time to consider the possible inclusion of remittances in development plans.

Since USAID is already working with multilateral organizations, such as IFAD, that have deep experience with remittances, there is a strong foundation for incorporating the use of remittances in USAID’s rural development strategy in the Northern Triangle. The Feed the Future programs in Guatemala and Honduras could also formally include alternative uses of remittances in their rural development plans.

*Andrew Wainer is the senior immigration analyst in Bread for the World Institute. This article is excerpted from a briefing paper he published in June 2012, [Exchanging People for Money: Remittances and Repatriation in Central America.]*

**“U.S. development assistance could help build capacity and a policy environment that emphasizes productive channels for remittances.”**

could be operating alone. Read more about the SUN movement in Chapter 2, page 74.

Guatemala's success in achieving the MDGs depends mainly on what Guatemalans do. But the United States can provide much-needed support through development and emergency relief programs, improved immigration policies, and by reducing its greenhouse gas emissions. These actions are based on the realization that the wellbeing of other countries in the Western Hemisphere has a lot to do with the wellbeing of the United States. They would help to create stability in the region, strengthen markets for U.S. goods and services, reduce immigration, and prevent desperate people from risking their lives to cross the U.S. border or resorting to narco-trafficking as the only means of supporting their families.

## Promoting Good Governance and Leadership Development

The MDGs did not include specific reference to the issue of governance. Had it been included, this would almost certainly have jeopardized the universal support the goals enjoyed when they were adopted in 2000. It was important for the MDGs not to be a threat to government leaders. We mentioned this earlier in the report, but it bears repeating. The MDGs were developed by rich countries within the Organization for Economic Cooperation and Development (OECD). Developing countries had limited involvement in their creation,

so they had little ownership of the goals initially.

By 2015, the time may be right to propose a more ambitious framework for the post-MDG period, one that draws attention to the role of good governance in supporting development. Members of civil society, a sector intimately involved in working to achieve the MDGs, know all too well how poor governance undermines development and hurts poor people the most.

This report recommends that a new set of global development goals includes a bull's-eye target: to eliminate hunger and poverty in all countries by 2040. This historic achievement is possible if countries are prepared to tackle the most difficult problems that stand in the way. One of these is government corruption—the

epitome of poor governance. Corruption siphons off resources needed to provide services to poor people and equip them to improve their lives. Each time poor people are forced to pay bribes, they are stripped of the little income they have. Corruption also leads to the misuse of government resources that should serve the public good. Corrupt officials, wherever in the

Liberian polling staff prepare ballots before inviting citizens into a polling station to vote in their country's constitutional referendum.



UN Photo/Staton Winter

system they may be, undermine confidence in government institutions and the very idea of government itself.

Some people presume that corruption is an insurmountable problem, and may even dismiss it as part of “human nature.” Change is possible. It requires strong leadership and the cultivation of leaders at the highest levels of government.

In sub-Saharan Africa, a new generation of leaders appears committed to reshaping the region’s image from a nadir of corruption into an environment where the rule of law will ultimately win out. Fueling this effort is democratization. Authoritarian rule still flourishes in Africa, but the number of democratically elected governments has risen dramatically—from only three in 1989 to 23 in 2008.<sup>47</sup> Leaders across the region are expanding political and civil rights, respecting freedom of the press, and strengthening the institutions that

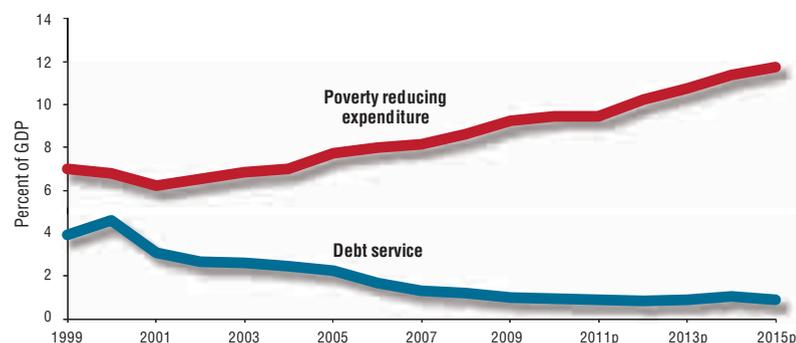
are necessary to fight corruption.<sup>48</sup> The African countries with democratic governments are, in general, also achieving high rates of economic growth and undisputed improvements in health and education.

Partnerships forged through the MDGs have supported these changes. Debt relief, for example, allowed leaders to invest more of their own resources in reducing poverty. In countries that received debt relief, spending aimed at poverty reduction increased by an average of more than 3 percent per year between 2001 and 2010.<sup>49</sup> (See Figure 3.6.) Thanks to the Jubilee debt-relief campaign, the World Bank encouraged public consultations with civil society about how the resources freed up by debt relief would be used. These consultations encouraged the trend toward democracy in Africa, and they led to new anti-corruption measures in some countries.

**“Corruption siphons off resources needed to provide services to poor people and equip them to improve their lives.”**

With citizens at home paying closer attention, and their neighbors also watching, several leaders are intent on meeting higher standards of accountability. John Kufuor, president of Ghana from 2000 to 2008, was the 2011 co-laureate of the World Food Prize. He earned the prize for his leadership in making Ghana the first sub-Saharan country to achieve both MDG 1 targets: reducing hunger and poverty by half. Ghana’s reputation among its neighbors, Kufuor explained, influenced his government’s actions at home: “Along the way we became aware that most of the neighbor countries looked up to Ghana. We felt self-conscious to get it right. We talked about legality and constitutionality. Preaching this elsewhere, we couldn’t practice differently at home. Feeling accountable to those around us contributed to the practice of good governance over the last decade.”<sup>50</sup>

Figure 3.6 Average Poverty Reducing Expenditure and Debt Service in Highly Indebted Poor Countries (HIPC)



Source: World Bank, 2011

In Africa, regional integration is essential to continued progress against poverty,<sup>51</sup> and, of course, such integration requires a high level of trust among countries. A basic phenomenon such as peer pressure could go a long way towards promoting good governance. As discussed in Chapter 2, the New Partnership for Africa's Development (NEPAD) and the Comprehensive African Agricultural Development Program (CAADP) are African-led multinational initiatives that include efforts to promote better governance. Through CAADP, African

leaders pledged to work together to enhance overall food security on the continent. NEPAD covers a much broader agenda of issues, through which countries can work together to reduce poverty and promote sustainable development—for example, finding solutions to the problem of formal and informal trade barriers between countries. This is particularly important because Africa's ticket to poverty reduction and economic growth through trade needs to include increased trade with neighboring countries as well as markets farther away.<sup>52</sup>

It remains to be seen whether governments are prepared to address difficult “cultural” questions standing in the way of progress against poverty—for example,

discrimination against women or disadvantaged ethnic groups. Every country, regardless of income, has such problems woven into its social fabric. The development framework itself can offer legitimacy for taking action. The MDGs emerged out of the *Millennium Declaration*, which called attention to six fundamental values intrinsic to development: freedom, equality, solidarity, tolerance, respect for nature, and shared responsibility.<sup>53</sup> Every country agreed to support these. But somewhere along the way from the *Millennium Declaration* to the MDGs, these values began to disappear from the discussion. Like governance, they were largely left out of the final language and targets—likely for the same reason, to avoid jeopardizing consensus on the MDGs as a whole. Many civil society groups favor a *Millennium Declaration*-like set of guiding principles for post-MDG global development goals—and this time not just for show.<sup>54</sup>

Global institutions such as the new Open Government Partnership create a platform for governments to build better partnerships by demonstrating their commitment to good governance. To participate, national governments must agree to meet a set of minimum eligibility criteria on fiscal transparency, access to information, public disclosure about public officials, and engagement with citizens. The founding members were the United States and seven other countries: Brazil, Indonesia, Mexico, Norway, the Philippines, South Africa, and



UN Photo/Albert Gonzalez Farran

In March 2011, women in the city of El Fasher, North Darfur, gathered to celebrate International Women's Day.

the United Kingdom.<sup>55</sup> Signatories now include the governments of more than 50 countries, which together include more than a quarter of the global population.

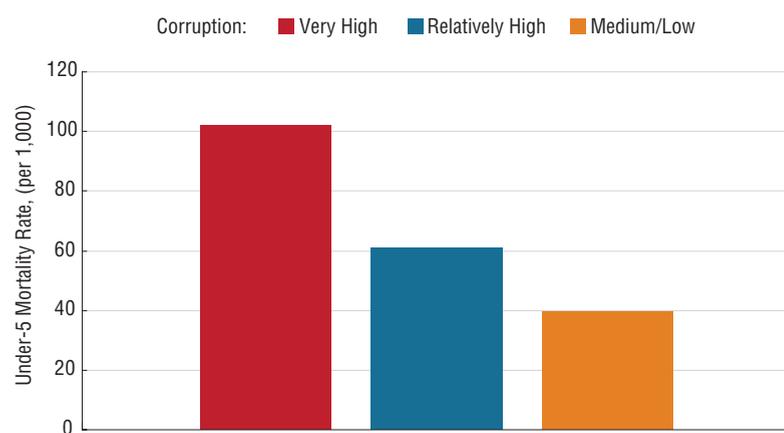
At the opening session of the 2012 meeting of the Open Government Partnership, U.S. Secretary of State Hillary Rodham Clinton said that the greatest difference between countries in the 21<sup>st</sup> century is “those that are open and those that are closed.”<sup>56</sup> Recognizing the aspirational quality of openness and the fact that countries are starting now from vastly different positions, countries are almost certain to move at different speeds and need different levels of support—just as they have when it comes to the MDGs.

The Open Government Partnership is a young initiative and it is too soon to offer an opinion as to how it will affect global governance standards. Suffice to say that it could potentially make a big contribution to helping countries achieve the MDGs. “Open government is not just about allowing individual access to budget execution data,” says Jorge Hage, who represents the Brazilian government, which along with the United States co-chairs the Open Government Partnership. “It is about establishing a permanent two-way channel for communication between governments and society.”<sup>57</sup>

In the end, there are limits to what donors can do to promote, much less insist on, good governance. They can give developing countries more control over how to use their assistance as a carrot in exchange for improvements in governance.

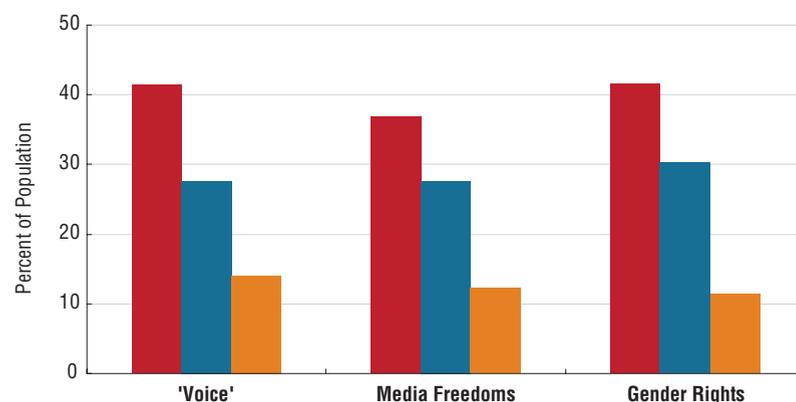
The Millennium Challenge Corporation, a U.S. government assistance program established during the Bush administration, provides grants to fund country-led poverty reduction plans for low- and middle-income countries whose governments demonstrate a commitment to good governance. If a government reneges

Figure 3.7 **Control of Corruption & Infant Mortality Rate, 2001-2008**  
(Developing Country Sample, Excluding Oil Rich Countries)



Source: Brookings Institution, 2010

Figure 3.8 **Governance and \$1.25 a day Poverty**  
(Developing Country Sample, Excluding Oil Rich Countries)



Source: Brookings Institution, 2010

on this commitment, as some have, the aid is suspended. This happened recently in Mali, following a 2012 coup that toppled a democratically elected government. Earlier, it happened in Honduras.

Another option is for donors to help build the capacity of citizens and civil society groups in developing countries to hold their governments accountable for development outcomes and assistance. In Bangladesh, for example, CARE International was administering an agricultural project in a remote village funded by U.S. development assistance. Local people were aware that services available elsewhere were not reaching them. CARE International helped them develop strategies to better advocate on their own behalf. Previously, they had not demanded attention from local officials. When the phone numbers of more than a dozen officials were posted on a board in the center of the village so that every household had access to them, people did not hesitate to begin calling officials with their complaints. And they continued to call until they received a satisfactory response and services started to improve.<sup>58</sup>

**“Donor governments generally have few qualms about criticizing governance in developing countries, but they are more circumspect about their own performance.”**

The new president of the World Bank, Jim Yong Kim, is promoting an innovative bank program to strengthen accountability. The Global Partnership for Social Accountability was developed in the wake of the Arab Spring under Kim’s predecessor, Robert Zoellick.<sup>59</sup> The Bank will fund capacity building among civil society groups that push for effective government programs. Each country’s government needs to agree to participate in the program, but cannot veto specific grants.

Table 3.2 Policy Options for Empowering the Food Insecure

POLICY OPTION	STABILITY OF FOOD SYSTEMS		
	AVAILABILITY OF FOOD	ACCESS TO FOOD	USE OF FOOD
Access to information and knowledge	<ul style="list-style-type: none"> <li>Information and communication technology</li> <li>Innovations in farm technologies</li> </ul>	<ul style="list-style-type: none"> <li>New technology, especially to reduce the time burden on women and increase equality of access to information</li> <li>Basic education</li> </ul>	
Voice and participation	<ul style="list-style-type: none"> <li>Producer organizations</li> <li>Gender-sensitive participatory methods for varietal selection and breeding</li> </ul>	<ul style="list-style-type: none"> <li>Targeted cash transfer programs</li> <li>Civil society organizations</li> </ul>	
Social justice and accountability	<ul style="list-style-type: none"> <li>Social audits</li> <li>Accountable institutions</li> <li>Rights and guarantees, especially for women</li> <li>Access and control over land, with a focus on women</li> <li>Media freedoms</li> </ul>		

Source: UNDP, 2012

Donor governments generally have few qualms about criticizing governance in developing countries, but they are more circumspect about their own performance.<sup>60</sup> Their own reviews often conclude that they have fallen short of honoring commitments that they made at international meetings to improve their aid programs.<sup>61</sup> Chapter 2 devotes considerable attention to the question of how the foreign aid system itself is governed, and the obligations of donors to improve it.

All countries should be held to high standards of governance. Indeed, corruption is not limited to poor countries.

All countries can improve government transparency, accountability and efficiency. High-income countries themselves should strive to improve governance.



UN Photo/Rick Bajornas

Jim Yong Kim, President of the World Bank, addresses the high-level meeting on the Sahel being held on the margins of the U.N. General Assembly's general debate in 2012.

## Pro-Poor Partnerships with Middle-Income Countries

In January 2012, President Obama announced that U.S. security priorities “will of necessity rebalance towards the Asia-Pacific region.”<sup>62</sup> In the same speech, the president said that the United States “is investing in a long-term strategic partnership with India”<sup>63</sup> and referred to India as “an economic and security anchor” in the region.

The president’s remarks make sense in light of the U.S. government’s strategic foreign policy objectives. As the war in Afghanistan winds down, the visible U.S. presence in the geopolitically important South Asia region will diminish, but American interests remain. Not only is Afghanistan in the Indian subcontinent, but between India and Afghanistan is

Pakistan. Ongoing border disputes make India’s relationship with Pakistan a tense one, with India’s military on high alert. These two nations possess nuclear weapons and have a history of conflict, making the Indo-Pakistani border one of the most dangerous spots in the world.

**“India is an aid donor itself; it partners with some countries that are also supported by the United States.”**

The United States also has economic reasons to build a strong partnership with India. India is an emerging economic power, a G-20 nation, and one of the so-called BRICS. Together the BRICS—Brazil, Russia, India, China, and South Africa—generated 50 percent of global economic growth in the last decade.<sup>64</sup> With more than 1 billion consumers, India is a vast market for U.S. exports; because of the country’s rapid growth over the past two decades, there is already a large and well-established middle class. In 2011, 80 percent of all foreign direct investment in South Asia went to India.<sup>65</sup>

If India were making progress on the MDGs at a rate commensurate with its rapid economic growth, the whole world would be significantly closer to achieving the 2015 targets.

Sadly, this is not the case. India leads all other countries in the number of women and children dying each year of preventable causes. It has the highest number of malnourished children and the highest number of people living in poverty. India lags far behind China and Brazil—also emerging economic powers—in reducing hunger. China and Brazil have already met the MDG target of halving hunger by 2015, but at its current rate of progress, India will not halve hunger until 2042.<sup>66</sup>

**“If India were making progress on the MDGs at a rate commensurate with its rapid economic growth, the whole world would be significantly closer to achieving the 2015 targets.”**

Corruption is widely acknowledged as a problem in India.<sup>67</sup> India scores poorly compared to the other BRICS, with the exception of Russia, on Transparency International’s latest Corruption Perception Index (CPI).<sup>68</sup> According to their CPI scores, a number of African countries are perceived as less corrupt than India. India initially signed onto the Open Government Partnership, but withdrew on the eve of its launch in 2011.<sup>69</sup> The

United States has little leverage to change the Indian government’s policies. But the United States can ill afford *not* to engage with India, regardless of its score on the CPI.

The United States/China relationship is often described as the single most important bilateral relationship in the world, the “G-2,” but when it comes to development goals, there is far more scope for a U.S. partnership with India. China is well on its way to eliminating extreme poverty and hunger. While some Indian states have met MDG targets, much more progress is needed in others if the nation as a whole is to reach the targets by 2015.<sup>70</sup> Within

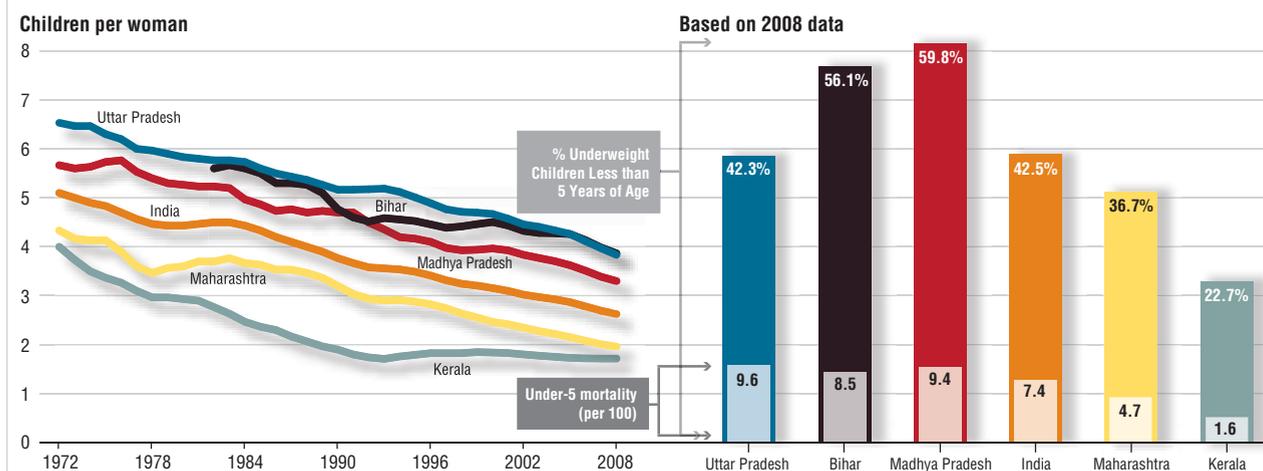
Figure 3.9 Most Populous Countries, 2012 and 2050

2012		2050	
COUNTRY	POPULATION (MILLIONS)	COUNTRY	POPULATION (MILLIONS)
China	1,350	India	1,691
India	1,260	China	1,311
United States	314	United States	423
Indonesia	241	Nigeria	402
Brazil	194	Pakistan	314
Pakistan	180	Indonesia	309
Nigeria	170	Bangladesh	226
Bangladesh	153	Brazil	213
Russia	143	Congo, Dem. Rep.	194
Japan	128	Ethiopia	166

Source: Population Reference Bureau, 2012

Figure 3.10

### Total Fertility Rates, India and Selected States, 1972-2008



Source: Population Reference Bureau, 2011

Source: India State Hunger Index Comparison of Hunger Across States, 2008

20 years, India is expected to overtake China as the most populous country (See Figure 3.9), with populations in the poorest states growing the fastest. Until these states share more equally in the progress made by the rest of the country, India's prospects for achieving the MDGs at a national level are a long way off.<sup>71</sup>

We are looking at the U.S. bilateral relationship with India as an important example of the issue of middle-income countries where a large share of the population is not sharing in the benefits of economic growth. One could look at a country like India, with its enormous development challenges, and assume that its partnership with the United States could only be a traditional aid-recipient/donor relationship—yet this paradigm is outdated. Civil society groups doing work in India can and do receive support from the United States. The United States is also able to support pro-poor development in India through multilateral institutions like the World Bank and the Asian Development Bank. The United States is a member of, and a donor to, each of these.<sup>72</sup> The multilateral banks can also engage with the Indian government in policy dialogue and urge policy improvements. The Indian government would not be as open to listening to policy advice from the U.S. government.

India can and is financing its own poverty reduction programs. In 2010, for example, the Indian government invested \$9 billion in a national rural employment program. The program guarantees 100 days of wage employment in a year and requires that 33 percent of the participants be women. India is using the program to build infrastructure such as roads and water conservation structures.<sup>73</sup> India also appears to be on the verge of passing

**“India has made little progress in reducing malnutrition in the last ten years, and in 2008, Prime Minister Manmohan Singh called the country’s 40 percent child malnutrition rate a national ‘curse.’”**

a National Food Security Act, which would establish the world's largest social protection system. Under the new law, 180 of India's 240 million households would gain the right to subsidized rations.<sup>74</sup> Indian civil society organizations are lobbying the legislature to use the new law to create stronger linkages between food security and

nutrition security. India has made little progress in reducing malnutrition in the last ten years, and in 2008, Prime Minister Manmohan Singh called the country's 40 percent child malnutrition rate a national 'curse.'<sup>75</sup>

India is an aid donor itself; it partners with some countries that are also supported by the United States. India is one of Afghanistan's largest donors and it works with many countries in sub-Saharan Africa.<sup>76</sup> In March 2012, the United Nations Development Program (UNDP) and India signed a partnership agreement designed to accelerate progress towards MDG targets through "South-South cooperation." At the signing ceremony, the UNDP Administrator, Helen Clark,



India's own development challenges show up clearly in primary education, where standards vary dramatically and in some parts of the country are as low as Afghanistan and Yemen, war-torn countries near the bottom of the Human Development Index.

praised India's "vast and rich experience in designing and implementing development solutions, engaging citizens, and strengthening local capacities, which are valuable to other developing countries."<sup>77</sup>

South-South partnerships are likely to gain increasing influence in the post-MDG era. India was invited to participate in the Fourth High Level Forum on Aid Effectiveness, held in Busan, South Korea in 2011, along with other countries, such as China and Brazil, which make up a burgeoning class of nontraditional bilateral donors. None had been invited to the first, second, or third Forums. As discussed in more detail in Chapter 2, these donors relate to their developing country partners much differently than traditional donors. At Busan, it was past time for traditional donors to recognize the contributions of new donors.

The United States and other traditional donors are still exploring how to work with new donors. At Busan, traditional and nontraditional donors agreed to essentially maintain their divergent approaches to assistance for the time being. Donors with different approaches, such as the United States and India, can find common ground in efforts to help low-income countries reach MDG targets. Partnering with India to help other countries achieve the MDGs could be an attractive aspect of the growing partnership between India and the United States. The goals are an outcome that all donors accept in principle. The United States is by far the largest donor, but for all the resources it deploys to fight hunger and poverty, it lacks an ingredient that countries such as India possess: recent experience with poverty and hunger on the order of the levels in very poor countries. This is about more than empathy; as Helen Clark described, it is about an expertise in solving problems that comes from having confronted the same problems oneself.

Partnerships to address the most difficult development challenges are changing in other ways—for example, by incorporating private sector efforts. A group calling itself the Business Leaders Council has formed in India to help the country reach the MDGs.<sup>78</sup> In May 2012, business leaders from the United States and India launched the MDG Health Alliance. More than 40 companies plan to link their business networks with governments, nongovernmental organizations, academia, and financial institutions to spur progress on the health-related MDGs. They intend to focus first on the Democratic Republic of the Congo, Ethiopia, Nigeria, Uganda, and India—the countries with the highest rates of child and maternal mortality.<sup>79</sup> In Chapter 2, we mentioned the New Alliance for Food Security and Nutrition, a public-private partnership starting in three countries in sub-Saharan Africa, aiming to lift 50 million people out of poverty in 10 years. Alliances such as these, which engage private sector partners, are another way for traditional and nontraditional donors to work together.

India has a national development plan to achieve the MDGs. Its progress is tracked and policymakers pay close attention to it.<sup>80</sup> The United States has no such plan. Here the United States could learn something from India. Both countries have striking levels of inequality—in income, education, health, and more. The United States is responding to poverty and hunger at home, but this is not the same as making a commitment to eliminate them. The United States, other rich countries, and emerging economies alike should all set development goals for the post-MDG era.

**“Donors with different approaches, such as the United States and India, can find common ground in efforts to help low-income countries reach MDG targets.”**

# TRANSITIONING TO LOCAL OWNERSHIP

by Rebecca Bennett, for Catholic Relief Services

The U.S. President's Emergency Plan for AIDS Relief (PEPFAR) was launched in 2004 as a \$15-billion response to the global HIV epidemic. PEPFAR provided funding and technical expertise through agencies such as Catholic Relief Services (CRS) to make anti-retroviral therapy available throughout the world, with emphasis on 15 focus countries including Zambia.

The AIDSRelief Zambia consortium—comprised of CRS, Futures Group, the University of Maryland School of Medicine Institute of Human Virology, and Children's AIDS Fund (CAF)—provided technical assistance and capacity strengthening to 19 local partner treatment facilities linking 111 satellite health facilities across all 72 districts in Zambia to ensure high-quality clinical HIV services.

Each AIDSRelief country program was designed with the intent to transition to a local partner, but the early project years were necessarily focused on initiating patients on treatment. Early in the project, each AIDSRelief country program identified local partners for

future transition. These partners were existing organizations with a track record demonstrating their viability and potential to sustain the program. In addition, they were either the owners of supported health facilities, or organizations that represented facility owners and were committed to providing facilities with long-term support.

Most facilities that were supported by AIDSRelief in Zambia are faith-based and belong to the Churches Health Association of Zambia (CHAZ) network. With the shared mission of bringing HIV services to Zambia's most disadvantaged people, CHAZ and AIDSRelief were natural partners and each brought complementary assets to the partnership. AIDSRelief's staff offered cutting-edge technical expertise, particularly with regard to HIV treatment, strategic information, site management, and U.S. government funding compliance. CHAZ offered a countrywide network of facilities, creative and culturally appropriate responses to HIV, a deep knowledge of Zambian communities, strong supply chain management skills and systems, and a decades-long relationship with the Zambian government.

As treatment systems were put into place, transition moved to the forefront and different understandings of transition and a local partner's role in that transition emerged among donor representatives, local partners, and within the consortium. Bringing these different perspectives into a unified vision—and beginning to make that vision a reality—was an enormous challenge. Without a shared understanding of success, no partnership—however simple or complex—can achieve its goals. Everyone must know where they're going in order to get there. In order to muster internal support and commitment, stakeholders must agree what success "looks like" and how that success benefits them or their goals.

With the U.S. Congress's reauthorization of PEPFAR in 2008, programming shifted from externally led emergency relief to strengthening health systems and building a sustainable response wholly owned by each host country. In support of country ownership of development

**"Without a shared understanding of success, no partnership—however simple or complex—can achieve its goals."**



Volunteers like Pauline Mwamba and Jane Nyangwe make sure that patients adhere to their ARV regimens and make house calls for those who miss their check-up appointments.

programs across the world, PEPFAR mandated that all grants eventually transition program efforts to a local partner.

Initially, transition was not budgeted under AIDSRelief because it was perceived as cross-cutting and a part of everyday work. Upon examination and through transition planning and implementation, everyone came to understand that transition is closely related to but distinct from implementation and even capacity strengthening. The efforts must be closely linked, but transition requires discrete planning, monitoring, and implementation. It's an ambitious task and warrants up-front attention and investments to ensure longer-term success. Further, transition is successful when both partners work in close, trusting partnerships marked by mutual respect and open communication. Many AIDSRelief programs found that successful transition also needs dedicated staff.

In an effort to achieve truly sustainable change, health and development donors worldwide have worked hard to prioritize host-country engagement in programming. Any project seeking to strengthen local ownership should consider cultivating equitable partnerships and strengthening capacity as a means to reach their wholly attainable goal. Committed partnership and capacity strengthening between CHAZ and AIDSRelief were key to the program's excellent outcomes and its substantial progress toward a wholly Zambian-owned HIV response.

The AIDSRelief Zambia experience also demonstrated the importance of taking a health systems strengthening approach. In low-resource settings, HIV care and treatment programs require building not only clinical skills but also technical expertise in areas such as strategic information, grants manage-



Jake Lyell for CRS

ment, community outreach, and supply chain. Strengthening organizations and institutions at all levels ensures that quality programming exists within a sustainable health system.

CRS regards capacity strengthening as essential to any organization's health. It includes capacity building, which focuses on individuals or teams, enhancing or developing new knowledge, skills, and attitudes in order for people or teams to function better; institutional strengthening, focusing on an organization, enhancing or developing its systems and structures to function more effectively, work towards sustainability, and achieve goals; and accompaniment, consistent coaching and mentoring that allows new skills to be mastered or new organizational systems to become standard operating procedures.

*Rebecca Bennett is a consultant for Catholic Relief Services. Her article is excerpted from a longer version published by Catholic Relief Services and available at [http://www.crsprogramquality.org/storage/pubs/partnership/The\\_AIDS\\_Relief\\_Zambia\\_Partnership\\_web.pdf](http://www.crsprogramquality.org/storage/pubs/partnership/The_AIDS_Relief_Zambia_Partnership_web.pdf).*

**At St. Theresa Mission Hospital, Regina Mwapa looks on while Dr. Kasong Tshijing examines her grandson, Josphat, who recently tested positive for HIV.**