

2010

# The Global Partnership for Food Security



Directorate-General of Global Affairs, Development and Partnerships

# Issues **and challenges**

## **The problem of food security is still before us**

Soaring agricultural prices in 2007-2008, marked by the hunger riots, then the economic crisis, took a heavy toll on the world food situation. **With 925 million hungry people in the world in 2010, we are moving further away from the first of the Millennium Development Goals (MDGs).** The target of halving the proportion of people who suffer from hunger by 2015 appears out of reach.

Demographic changes (9 billion inhabitants in 2050) and climate change make it very uncertain whether the world will be able to feed its people. Agricultural prices remain extremely unstable and there has never been so much competition for access to agricultural land resources.

## **Food security is a complex issue going beyond agricultural production**

"Food security exists when all people, at all times, have physical and economic access to sufficient, safe and nutritious food to meet their dietary needs for an active and healthy life." Thus defined by the World Food Summit held from 13 to 17 November 1996, food security covers four dimensions:

- **Availability** of food products, thanks to sufficient agricultural production;
- **Accessibility to food**, with adequate livelihoods;
- **Food quality**, nutritious and safe;
- **Stability of supply**, to prevent food crises.

Food insecurity is not only an agricultural production problem, but also concerns food access and poverty alleviation. Food security is a global issue which cannot be ensured without the close cooperation of all stakeholders.

## **FOOD SECURITY AND THE RIGHT TO FOOD**

The right to food is enshrined in Article 25 of the Universal Declaration of Human Rights of 1948, which stipulates that "Everyone has the right to a standard of living adequate for the health and well-being of himself and of his family, including food, [...]"

It is different from the controversial concept of "food sovereignty", which refers to States' possibility of defining their agricultural policy, giving priority to local agricultural production and seeking fairer international agricultural trade. The right to food, detailed in FAO *voluntary guidelines to support the progressive realization of the right to adequate food in the context of national food security* of 23 November 2004, is one of the tools helping to ensure food security. France supports the United Nations Special Rapporteur on the right to food politically and financially.



After the earthquake, people living in Cité Soleil waiting for food (Haiti). © UN Sophia Paris





# Goals and principles

**To address the 2007-2008 food crisis**, the President of the French Republic proposed on 3 June 2008 the idea of a **global partnership for agriculture, food security and nutrition, based on three pillars (governance, knowledge and finance)**. It involves insuring coherence among policies that have an impact on food security, mobilising expertise and research to ensure food security and reversing the downward trend of food security funding.

**This idea was discussed during important events putting food security at the top of the international agenda:** the G8 Summit in L'Aquila (9 July 2009), the G20 Summit in Pittsburgh (24-25 September, 2009) and the World Summit on Food Security in Rome (16-18 November, 2009).

The Global Partnership for Agriculture, Food Security and Nutrition has made great strides with the **reform of the FAO Committee on World Food Security (CFS)**, the **creation of a High-Level Panel of Experts (HLPE)**, and the **announcement in L'Aquila of budgetary pledges exceeding \$20 billion in 3 years**.

**Its implementation remains a strategic priority.** The CFS session in 2011, along with the French Presidency of the G8/G20 in 2011, will be important opportunities for measuring progress, in light of its governing principles: support for country and region-led processes, strategic coordination, a comprehensive approach to food security, support for the multilateral system and sustained financial commitments.



Preparing a meal in an African village © GRET

# Governance

## and policy coherence

### MAJOR FOOD SECURITY TRENDS

The 2007–2008 food crisis put **instability of food prices** back at the heart of debate. We need to come up with a “tool box” so that local, regional, national and international stakeholders can devise a better combination of instruments to curb price volatility and mitigate its impact without ruling out any possible paths (market tools such as insurance or long-term coverage or public action such as stocks or safety nets).

Agricultural and food systems are affected by climate change (droughts, irregular rainfall, more frequent extreme weather, new pathogens and saltwater intrusion). Efforts to adapt agricultural production to climate change and to mitigate the effects of agriculture on **climate change** are particularly important and have led us to rethink our agricultural production and food consumption models.

**The number of cases of large-scale land acquisition** is growing, with at times negative consequences on food security. France intends to address the nature and the content of the disciplines that need to be identified (respecting land rights; protecting the most vulnerable people; food security; governance; economic, social and environmental viability), the equitable distribution of wealth generated by land resources and the idea of including land issues in development assistance.

### The reform of global governance is set to better address food security

The CFS reform, decided during its 35th session in Rome (14–17 October, 2009), gave rise to an **open platform**, bringing together the entire range of stakeholders (States and their ministries, international and regional organizations, civil society, non-governmental organizations, farmers organizations, private enterprises, foundations) to define **coherent strategies** for food security. **Concrete action on key themes**, such as volatile prices, climate change and land issues, is required for its implementation.



Testing a new water supply system in Eritrea.  
© EU/Stéphane Halgand. JPG



## More can be done to modernize global food security governance

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The CFS reform decided in 2009 is only one step. All the international organizations concerned by the different aspects of food security need to be more involved. Their action develops within the Comprehensive Framework for Action of the High Level Task Force (HLTF) on the Global Food Crisis, set up by the United Nations Secretary-General to address the 2007-2008 food crisis and to which France has provided financial and technical support.

Three specific institutional frameworks, dealing with issues that are particularly important to the Global Partnership for Agriculture, Food Security and Nutrition, are undergoing reform and should be better coordinated with the CFS:

- **The Standing Committee on Nutrition (SCN)**, a technical coordination committee bringing together UN agencies, Bretton Woods institutions, bilateral partners, non-governmental partners and civil society;
- **The Food Aid Committee (FAC)**, established by the London Food Aid Convention, which today only includes food aid donor countries;
- **The Consultative Group on International Agricultural Research (CGIAR)**, now with its own governance structure and streamlined funding methods.

### NUTRITION AND FOOD AID

On 25 February 2010, France adopted a strategic guidance paper on nutrition in developing countries. It has two priorities (fighting mother and child malnutrition and international action against malnutrition) and seeks to include addressing nutrition in different instruments (programmed food aid, emergency humanitarian assistance, NGO funding, technical assistance, French Development Agency projects, shoring up research systems).

In an integrated approach, food aid can work on the four dimensions of food security. The shift of food aid in kind towards diversified food assistance, including food vouchers, cash transfers, training programmes, agricultural input supply and knowledge sharing, has helped restore agricultural production capabilities, generate income for farm workers, improve the nutrition of the poorest populations and prevent food crises from getting worse.

*Developing countries and nutrition brochure is available at  
[www.diplomatie.gouv.fr](http://www.diplomatie.gouv.fr)*



Malagasy market (Madagascar) © EU/G. Barton



**Bilateral, regional and multilateral cooperation efforts improve global food security governance**

We need to join forces to move forward on the issue of global governance of food security. **Bilaterally, we have engaged in cooperation with Brazil.** Drawing on a joint paper published during the World Summit on Food Security on 18 November 2009, this cooperation focuses on three themes (volatile prices, rural development, including agricultural land management, and climate change). We should seek the same type of cooperation with other partners.

**France is taking an active part in developing European policy on food security** in the group of European Union

Heads of Agriculture and Rural Development (HARDs) and in cooperation projects underway, especially in transatlantic dialogue with the United States, the Asia-Europe Meeting (ASEM) and the Union for the Mediterranean.

**Multilaterally, France is participating in the follow-up of the L'Aquila Joint Statement on Food Security**, bringing together 27 countries and 15 international organizations which share the same aim of staying at the forefront of the fight against hunger in the world (see **"The G8 and Development" brochure**).



Pounding cereals in Honduras © EU





# Knowledge and expertise

## Independent and multi-disciplinary expertise working for food security

As part of CFS reform, the HLTF needs to take steps to create synergy between existing scientific projects and field experience of stakeholders concerned by food security. To do so, it can be guided by the multi-disciplinary and foresight methods developed by the International Assessment of Agricultural Knowledge, Science, and Technology for Development (IAASTD). France and the European Union would like to see the HLTF swiftly provide **information on the challenges of volatile prices, climate change and access to land.**

**In France, the Interministerial Group on Food Security leverages the broadest possible range of expertise** to elaborate with our positions on the Global Partnership on Agriculture, Food Security and Nutrition. It focuses its work on climate change, volatile prices (drawing on the work of the Group on Research and Exchanges on the Regulation of Agricultural Markets–GREMA) and large-scale land acquisition (in collaboration with the Land and Development Technical Committee).

Government administrations (Ministry of Foreign and European Affairs; Ministry of Food, Agriculture and Fisheries; Ministry of Ecology, Energy, Sustainable Development and the Sea; Ministry of the Economy, Industry and Employment, Ministry of Higher Education and Research) along with the French Development Agency, research institutions, foundations (Foundation for World Agriculture and Rural Life – FARM) and NGOs (Coordination Sud represented by members of the humanitarian, agriculture and food commissions) take part in this Interministerial Group.



A farmer in Uvs (Mongolia) © UN

## A policy of excellence for research and expertise to ensure food security

**The International Agricultural Research Commission guides the French system of international agricultural research**, which is internationally recognized for its excellence. The system includes world-renowned institutions, like the French Agricultural Research Centre for Development (CIRAD), the French National Institute for Agricultural Research (INRA) and the French Research Institute for Development (IRD) as well as concerned ministries.

It relies on world-class research hubs, including the city of Montpellier, which hosted the first Global Conference for Agricultural Research for Development (GCARD) from 28 to 31 March 2010 and will host the headquarters of the Consortium of CGIAR as of 2011.

# Funding and investment

## L'Aquila pledges need to be delivered

The budgetary pledges made in L'Aquila amount to over \$20 billion over three years. **France's portion stands at €1.5 billion over the period 2009-2011. This amount translates into additional efforts of €260 million**, over three years, compared with 2008 pledges. France is actively participating in accountability efforts to check whether pledges made in L'Aquila are being delivered.

France's contribution included an estimated €1 billion in French Development Agency commitments; €290 million in research efforts; €105 million in scheduled food aid; €100 million in contributions to international organizations working in agriculture, raising livestock and animal health, food security and nutrition; approximately €30 million in technical assistance; and €10 million in support for NGO projects.

## FRENCH SUPPORT FOR FOOD SECURITY POLICIES IN WEST AFRICA

France supports the agricultural policies of the West African Economic and Monetary Union (WAEMU) and the Economic Community of West African States (ECOWAS), tasked with implementing the CAADP in this region:

This support is political: in Paris on 9 December 2008, a ministerial meeting devised a road map, which resulted in the ECOWAS International Conference on Financing Regional Agricultural Policy in West Africa in Abuja on 11 and 12 November 2009. It also takes the form of technical assistance to draw up national and regional programmes for Agricultural Investments and Agricultural Political Instruments working to step up production, regulate markets and reduce food vulnerability.

France is also helping to strengthen the Network of West African Farm Worker and Producer Organizations (ROPFA) and the Partnership for Africa Livestock Development (Alive). It supports the multi-donor trust fund managed by the World Bank, whose purpose is to back the implementation of the CAADP, with \$1.4 million.

Lastly, France is supporting the Emergency Prevention System (EMPRES-RO) for pests and cross-border diseases of animals and plants in the western region. West Africa and North Africa (Algeria, Chad, Libya, Mali, Mauritania, Morocco, Niger, Senegal, Tunisia) are involved in the programme.



A sheaf of rice © EU/Natalia Lazarewicz



**More can be done to improve the coherency, complementarity and coordination of food security actions**

Follow-up of the L'Aquila Joint Statement on Food Security should be used to **improve the coordination of actions and to back policies in the countries and regions** hardest hit by low agricultural production, food insecurity and malnutrition.

The HLTF has an important role to play in the **operational coordination** of donors and countries benefiting from official development assistance. As regards **strategic coordination**, it is key to effectively link existing tools and new instruments such as the Global Agriculture and Food Security Programme (GAFSP), a multi-donor trust fund managed by the World Bank.

**As regards geographical approaches**, a consensus is now emerging to support **regional dynamics**, like the Comprehensive Africa Agriculture Development Programme (CAADP).

As regards thematic guidelines, a balance of the **four food security dimensions** (availability, accessibility, quality and stability) **should be sought, while addressing new challenges** (volatile prices, climate change, land issues). Action should be taken downstream and around the **agricultural industry** (animal disease and crop pest control, transport and improved access, storage and conservation, marketing and distribution, development and promotion, rural development and diversification of income sources, land management and investment policies).

As regards French assistance, the **AFD's new sector-based framework for action for agriculture and rural development takes such requirements into account**. The priorities set by France's Interministerial Committee for International Cooperation and Development in 2005 are still relevant today: reducing precariousness and exclusion in rural environments, and improving the performance of farm workers.



Distributing food in Zanzibar (Tanzania) © EU/G. Barton



**The coherency and effectiveness of French assistance and European assistance for food security** (food assistance, food facility, thematic food security programme as part of the cooperation instrument for development, European Development Fund, European Investment Bank) could be enhanced:

- **The delegation of funds** between the Commission, which is in charge of European assistance, and development agencies of Member States should be encouraged, which would make for more efficiency gains in terms of instruction and implementation of projects;
- **Blending of** European funds and national concessional loans could increase the impact of the two types of instruments and optimize the financing options proposed to partners.

**Other partners in addition to States and their development agencies need to get involved.** Decentralized cooperation put into action in local or regional projects can contribute to improving food security. It is especially crucial to mobilize private funding.

To this end, we need to **bolster the capacities of the financial systems** of developing countries, particularly when it comes to funds for the agricultural and agri-food industry. We also need to **support innovative financing mechanisms** that could provide medium- and long-term capital to private investors, such as the African Agriculture Fund (AAF). Lastly, we need to **urge private investors, in the North and South alike, to invest** in agriculture, food security and nutrition in line with the principles of social and environmental responsibility.

### INNOVATIVE FINANCING FOR FOOD SECURITY

Financing for food security must come from a combination of public resources and private capital. At the African level, the African Agriculture Fund (AAF) financially participates in companies and cooperatives that invest in the agricultural and agri-food industry respecting the environment and furthering the development of family farms. A technical facility, funded by subsidies, finances studies and training programmes in order to build the capacities of small businesses and cooperatives.

In addition to ongoing initiatives, other types of innovative financing mechanisms, developing new forms of solidarity, could be explored, such as taxation of inputs (seeds and fertilizers) in the North, whose proceeds could be used to finance access to inputs in the South.



Grain milling machine in Segu (Mali) © EU





## EIGHT COMMITMENTS

### Commitment 1

Prove that the new global **governance** of agriculture, food security and nutrition can better address the four dimensions of food security (availability, accessibility, quality and stability) and better respond to the major challenges of climate change, volatile agricultural and food prices, and land management.

### Commitment 2

Complete the reform of global governance of agriculture, food security and nutrition particularly through better coordination of the FAO Committee on World Food Security, the Standing Committee on Nutrition, the Consultative Group on International Agricultural Research and the Food Aid Committee.

### Commitment 3

Ensure **coherence among policies** that impact agriculture, food security and nutrition in all forums in which such policies are discussed, especially when it comes to agriculture, livestock, development, employment, environment, energy, infrastructures, training, education, human and animal health, trade and research.

### Commitment 4

Support the development of **independent and multidisciplinary** expertise to give insight into political choices on strategic guidelines in the areas of agriculture, food security and nutrition.

### Commitment 5

**Mobilize research and expertise** through France's research hubs and international cooperation, to promote environmentally-friendly intensive farming and fight food insecurity and malnutrition.

### Commitment 6

Ensure the **delivery of budgetary pledges** announced under the L'Aquila Food Security Initiative (€1.5 billion over 2009-2011 for France).

### Commitment 7

Increase the coherence and coordination of actions to further develop agriculture, food security and nutrition, by supporting strategies and policies implemented in the countries and regions concerned.

### Commitment 8

Promote **innovative financing** mechanisms to support agriculture, food security and nutrition, in order to develop new forms of solidarity and optimize leverage on private investment.



Agricultural training in Nicaragua © EU Presenca

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## Directorate-General of Global Affairs, Development and Partnerships of the French Ministry of Foreign and European Affairs

The missions of the French Ministry of Foreign and European Affairs are:

- summarize information on the changing global economy and put it into perspective, prepare decisions on the French government's foreign policy,
- draft France's foreign policy,
- coordinate France's international relations,
- protect French interests abroad and assist French nationals outside France.

The creation of the Directorate-General of Global Affairs, Development and Partnerships (DGM) in April 2009, as part of the reform of the Ministry, enables diplomacy to anticipate, identify and respond to the challenges of globalisation more effectively.

Confronted with global issues that have a direct impact on the lives of our citizens and multiple actors, the Ministry intends to emphasise the need to tackle global issues, in the firm belief that every major economic, cultural and societal issue calls for collective action with more outward focus, anticipation, interministerial coordination, responsiveness, interdisciplinarity and a resolutely European approach.



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