



Back to office report

Traveller:

Martina Karaparusheva

Date

28 April -30 April

Destination

Launch of the FAO-OECD-UNCDF Publication *Adopting a Territorial Approach to Food Security and Nutrition Policy*

Purpose and expectations

- **The purpose of the travel was to establish connections with the team that prepared the publication and inquire more about the approach and methodologies they used. Furthermore the event allowed for a closer exchange on the topics of rural transformation and agenda2030 implications.**

Mailing list

BMZ-Annelene Bremer, Ellen Funch, co-chairs and G500

Persons met/participants

Rob Vos (FAO), Sabrina Lucatelli (OECD Working Party on Rural Policy), Marc Cropper (EC DG Agri), Karim Hussain (IFAD), Bruno Losch (CIRAD)

Content

Mr. Rolf Alter from OECD opened the meeting. He welcomed the diversity of policy responses to rural development, as it only shows the importance of issues for the different stakeholder, but he also stressed that implementation of the strategies is still lacking, although it remains the most important part. The publication that OECD, FAO and UNCDF drafted together is looking into ways to facilitate change in public policy. All three agencies agree that food security is not only a rural problem but also an urban one that is best addressed by integrated territorial approaches.

Sabrina Lucatelli, the Vice-chair of the OECD working party on rural policy welcomed the participants. She and the team of researchers, conducting the study presented at the event, realised pretty fast that development in rural areas is a very complex issue. And as important agriculture is, it is not enough to focus only on this sector. In order to facilitate sustainable and inclusive rural development special attention needs to be paid to services, infrastructure and human capital. Globally there are certain challenges that are common to all rural areas like shrinking population, complex policy coordination, territorial specifications and needs to invest more in building capacity at local levels. But rural areas are also diverse, challenges are quite different depending on the area and its connection to the urban areas, so in the publication the authors stress the importance of taking both into account when addressing food security issues.

Rob Vos, representing FAO, stressed the growing need to increase food production. This growth will mostly depend on small holder farmers from rural areas – the people with least access to technology and resources, who mostly suffer from food insecurity. Up until now, productivity growth has been rather small especially in the regions affected by food insecurity and poverty. But there are many other challenges that hinder the development like climate change, demographic development, lack of employment possibilities and missing institutional capacity to support the farmers. The publication



explores the territorial dimension all these challenges have. It represents the opinion that territorial approaches take all linkages into account and forges them into multibased implementation. Territorial approaches therefore help cut through the complexity by focusing on several issues at the time, not on only one.

Mr. Alter used the opportunity to inform the participants that the OECD ministers of finance and economy have adopted the topic of increasing agricultural productivity in the agenda for their next regional policy meeting.

Federico Bonaglia, OECD, praised the publication as great tool for knowledge exchange from different organisations. After the food price crisis from 2008, a new focus emerged from the re-assessment of food security policies – focus on inclusiveness of issues and sectors. The MDGs applied several new tools, but success was limited by crises and also lack of inclusiveness. Therefore although growth was taking place, it was not benefiting the most vulnerable. These discrepancies will only get more visible once the growth pace slows, so the publication should serve as an incentive for change. Food security in Africa still presents an issue in several countries and is also one that is ubiquitous, making no clear distinction between rural and urban. Additionally the demography in Africa puts additional stress on the economic development and more specifically in countries where agriculture is the driving force of the economy. In many countries structural transformation is not really taking place, which makes the situation in rural areas even more acute with growing demand for jobs that agriculture cannot provide. The new territorial approach presented in the publication provides guidance on how to set up a multilevel governance of an inclusive strategy that includes agricultural policy, but also expands the policy areas involved. Mr. Bonaglia finished by stressing that challenges to rural development, food security and nutrition might be global, but awareness remains local.

Christel Alvergne from UNCDF turned the discussion to the importance cities will play for rural development, especially the middle scale cities. Especially in the framework of the SDGs, small cities will present the link to local matters related to the goals. UNCDF sees three different arguments in their work with LDCs. First and foremost domestic capital markets don't invest in domestic economics, so growth doesn't translate in local economy. Investments are placed rather in ICT and technology, sectors that don't structurally change the LDCs economies. Local areas are still perceived risky for investments and so they move to urban areas. Secondly, even if there is finance, provided by banks ready to invest, there are few projects ready to apply for funding. UNCDF's assessment from the pilot countries shows that there is finance available and banks are ready to fund and invest, but few projects are ready for financing.

The main messages that the UNCDF team put in the publication is that territory matters for food security. LDCs still rely on imports, although productivity is increasing. There is rather low correlation between economic growth and food security. Value chain approach doesn't solve the problem as such, because experience shows that investment in food production doesn't equal investment in food security. Other issues such as demographic development, but also climate change impacts erode additionally production and productivity. Another problem is the fact that there is not enough investment in infrastructure to support the structural transformation. Territorial approaches with focus on food security present one solution.

The publication lines out three stages of boosting food security at local level. It starts with understanding the territory, the local production, processing and consumption as pillars of the local food security system. The territorial approach also sets the focus on the importance of local



governance, strengthening their capacity, cooperation and coordination of food security policy. Next step in the implementation is to unlock domestic finance for transformative investment.

Mr. Joaquim Oliveira Martins from the regional development policy division of OECD explained the significance of the new rural development paradigm. OECD published a publication on the issue, presenting a new rural development model that is multi sectoral, bottom up that includes more than just the agricultural sector. Territorial approach, as part of the new paradigm, strengthens the connections and aligns policies and sectors and should be used as a roadmap for the developing partners. The approach recognises that rural areas depend on the synergies within urban areas.

Overall the implementation hinges on several challenges – difficult data collection on food security, focused strategies not going beyond agriculture, missing links between social and economic growth policies and limited horizontal and vertical coordination between and within governance systems. There are two major steps towards a successful implementation of territorial approaches – collection of relevant data about urbanization and enhancement of political strategy to cover the complexity of issues. Data shows that the share of rural population is declining, but the in numbers it is increasing and with it the importance of growth in these areas. Finding the data will also reveal the correlations between growth, agriculture, migration and rural development. Enhancing the strategies will mean building the bridge between territory and social and other policies, by doing so creating an exit strategy and putting in place governance system that can carry over.

Representatives from pilot countries

High level representatives from the country case studies presented priority areas of intervention. Colombia pointed the huge territorial gaps in reducing poverty, while improving nutrition and anemia indicators overall. The priority of the new rural development policy in the country is improving economic indicators in rural areas, but also overall quality of life and wellbeing of the population and securing food. Data from Colombia has proven the correlation between poverty and food security and the government has taken steps to establish two overarching institutional entities that will be responsible on local and national level to secure access to food. Peru, another Latin American country, reported about the learning experience from peer to peer review amongst small holder farmers. The government has seen also a direct parallel between improving food security and increasing productivity and economic growth. Morocco urged the participants to work on the connection between improving food security and directly contributing to sustainable development within the SDGs framework, which will be a challenge on its own for the developing countries. The government is working on establishing broad partnerships to deliver on the goals and food security needs of the population. Cambodia pointed as main challenge the need to involve more actively future generations to the issues of food and nutrition security and therefore agriculture. The government is establishing programmes in rural areas that help change the perception of agriculture and present it more as a business opportunity with career changes.

All countries agreed that there needs to be a targeted promotion of policies that are adapted to the different needs of the different regions. Moreover the policies need to facilitate the resolving of conflicts between sectors, they need to scale up of what is working and improve the vertical coordination between local and national strategies towards food security and nutrition. The representatives agree that prioritisation is important, but policies must be more integrated, forging cooperation and coordination at implementation level. The countries welcomed the initiative by the OECD to accumulate the information on territorial approaches and practical experience in one publication, but they also urged for more research and analysis of territorial development and its impact on food security and nutrition. Especially the interconnection needs to be further explored to



build evidence based strategies and feed the implementation process. Finally the case studies all showed a need to diversify rural economy, strengthen the capacity of the sub-national institutions, empower institutions, improve policy and institutional coordination and improve access to finance.

The African countries that participated in the case studies offered an additional insight in the need to priorities. Mali has already started with updating the institutional mechanism that takes care of the food security in the country. Mali created the commission of food security that coordinates and monitors all issues linked to FSN. The commission has also set response tools in place that cover all ministries. Early warning system exists already; there is also an observatory for different supply markets and tools that manage the food stocks. National council is meeting regularly to discuss the issues on food security. It offers a platform for different actors to meet and identify important factors like nutrition and resilience that need to be addressed. Independent from the variety of actors participating, the responsibility remains by the local government that implements the projects. Overall Mali has moved on from a culture of crises to a culture of reform, starting with the institutional framework that regulates food security.

Niger implemented a new food security and nutrition strategy from 2011 till 2015. Currently the government reviews the outcomes and looks into a new orientation to incorporate into an action plan. The plan will aim at increasing the agricultural output, managing sustainably natural resources, aligning activities and stabilizing food security, starting at communal level, with discussions up the way to ministers.

Donor views on territorial approaches

The donor countries present at the table discussed shortly their perspectives on the territorial approach. GIZ is interested in using the approach and Germany has supported the publication and research. Territorial approach is seen as the way to address rural development challenges relevant to rural transformation. In 2011 GIZ conceptualized a rural territorial development approach, which included the potentials of rural space and human capital. But GIZ recognises that future papers need to factor in the challenges to the territorial approach. One of the main problems remains the definition of territories. Future implementation of territorial approaches needs to be based on common understanding of systemic factors, while strengthening civil society and multisectoral collaboration and exchange between territories and stakeholders. Territorial approaches are currently seen as a framework on policy level that will help policy makers to look at rural development from a different perspective, but it also needs to focus on implementation. This can only happen once donors agree on a common understanding of territory and territorial approach.

Mark Cropper from the European commission confirmed the tendency that within Europe the support for territorial approaches has grown even stronger. One explanation being that EC links agriculture and rural development policy with nutrition. Internationally there is still a lack of recognition for territorial approaches, which has to do with lack of knowledge sharing, coordination and limited capacity building. The European Union is taking steps to solve this problem by linking agriculture with food security at international meetings with African agricultural ministries, inserting reflections on world agrifood systems into the Valetta summit.

The French Development Agency, while using the territorial approach in their development policy projects, focuses on integrating various factors, starting from the communal level, while recognizing that this is the place, where rural development takes place. In the latest evaluation of projects AFD has seen a development from single donor local project to multi donor community projects. They have recognised a problem in transferring financial resources from national level to communities.



Experience showed that the transfer is more successful if facilitated by the projects themselves. This will serve as the base for developing future projects, but also other projects should aim at supporting decentralization processes and securing financial inclusion of community level. Food security and nutrition is difficult to track and this creates an accountability issue. AFD is also looking into the separation between short-term projects based on urgency, direct aid and long-term projects, where impact is much more difficult to assess.

UNDP looked back on the first international convention on territorial approach, which was held in 2007 in Marseille under the auspices of UNDP. The Art programme was launched at the event and it allows for multilateral agencies to look into providing a toolbox to local, regional, territorial communities to enable them to achieve the SDGs. It also enables the donors to create the necessary space for advocacy and joint implementation of territory based approaches. Projects should also support the development of technical capacities for CSO, local, regional, governmental and NGOs to implement the SDGs using territorial approaches. SDGs are cross cutting and this requires integrated strategic planning. Territorial approaches come with a tool kit that will strengthen the multi-level governance and the territorial coordination. The experience UNDP has shown that there is need for practical manuals and guidelines to implementation for the territorial approach. These guidelines will increase the transparency, quality and effectiveness of development cooperation in the Agenda2030 framework.

IFAD continues to produce their country strategy papers and works on defining stakeholders from all levels and from all affected areas. IFAD projects also consider the whole value-chain and including non-farm activities. Rural transformation and agriculture and rural development are required to achieve food security and nutrition. In many countries this link lies in the hands of small holder farmers, as they are the driving force of their economy. IFAD agrees that territorial approach is inclusive and this is a great base to achieve impact at scale. But in order to secure food security and nutrition, the approach has to look at production and consumption and take into account the rural urban linkages and transformation processes in rural areas. The approach best serves as an umbrella for sector projects – playing coordination and complement role. Territorial approaches in SDGs might not be the entry point for donors, as they have already developed their agendas and plans on food and nutrition security and many of these elements can't be reflected in the territorial approach.

Italy has been working on the advancement of the food and nutrition security within the G7 framework, at the ICN2 and Milano Expo. And Italy will use the G7 to keep FSN on the agenda in 2017, while focusing on all sectors that relate to rural development. Italy shares the opinion that territorial approach fit to localize the SDGs, bring the national strategy to local areas and advance ownership. They welcome the report and see a great use in it to communicate the need of going beyond agriculture. The Italian development cooperation's experience shows that territorial approaches are integral part of the development policies and key aspects of it are the rural-urban linkages. Italy had undergone a governance reform setting up a new system, creating a national council for development cooperation that involves all stakeholders from all levels of development cooperation. The new council will focus on fostering decentralization, cultivating the potential of agencies in developing partners. Italy has seen the fruits of rural transformation and the country knows how positive the involvement of science, technology and innovation can influence the processes. Furthermore the framework of monitoring and reporting created by the SDGs and FFD can be a great input to the implementation strategies. In the next years the donor community should not only focus on knowledge sharing, but also generation, by involving more partners, using GIS technologies to inform policy makers in developing territories in more sustainable way.



Global Donor Platform
for Rural Development

Territorial approaches remain complex, involving all levels, so any future strategy need to learn from what already exists, use the available data and investments to fit for the purpose. Developing countries welcome the principles presented in the report and are ready to work on the issues. They are the ones that have the knowledge; the question remains how to apply the knowledge. Capacity building will continue to be of great importance especially for local governments in the sense of empowering the partners to apply their knowledge and manage/own the projects. Territorial approaches mean more than agriculture and more than rural development, they take the whole system of territorial and regions in account. First step of the second phase of the OECD project will be in more practical terms, gathering data to define territories, cities and rural areas and measure food security. Food security will continue to be part of the rural agenda, but it also needs to be more clearly prioritized. As costly and complex multisectoral approaches are, fragmentation is even more costly in the long-term.