

HIGH LEVEL
MEETING ON
FOOD
SECURITY

for all

26-27 JANUARY 2009



Madrid Process towards an Inclusive Global Partnership on Agriculture and Food Security (GPAFS).

Document for Consultation prepared by the Government of Spain

The central objective of the Government of Spain in arranging this High Level Event has been to facilitate an effective international response to both the immediate and longer-term problems of global food security. This response has been taking shape throughout 2008, in particular at a Summit in Rome and at the UN High Level Event in New York.

The UN High Level Task Force (UN-HLTF) on global food security has made a critical contribution by setting out a Comprehensive Framework for Action (CFA). There is consensus that this Framework contains the elements of a comprehensive, coordinated and ambitious strategy for achieving global food security. The challenge now is to forge a Global Partnership to take this agenda forward, as has been highlighted in a number of forums including the Rome Conference in June 2008, the Assembly of the African Union in July 2008, and the Hokkaido G8 Summit also in July 2008.

The purpose of this document is to engage a wide range of stakeholders who have important roles in shaping the design and structure of such a Partnership. Firstly we will set out a possible concept for such a Partnership, in broad terms. Secondly we set out a possible process or provisional roadmap for how the detailed design and implementation of such a Partnership development might be carried forward following the Madrid Event of 26/27 January, 2009.

In the interests of providing the consultation with as up-to-date information as possible, the paper will also highlight a key initial response to the Global Partnership concept that has been made by Africa Union's New Partnership for Africa's Development (NEPAD).

1. THE CONCEPT OF A GLOBAL PARTNERSHIP

Why do we need it?

Hunger and malnutrition threaten the health and development of nearly a billion people. Despite some reduction of food and commodity prices, extreme poverty and vulnerability are worsening and the international community needs to be serious and ambitious in increasing the global effort to promote food security and agricultural development for the poorest people and the poorest countries, where three out of four people still depend on farming for their livelihoods.

Although action at country level is critical, there has been increasing recognition of the global nature of this challenge. A coordinated, innovative international response is required to promote and deliver sustainable solutions that take account of long-term food supply and agricultural development trends. These solutions must also take account of the impact of agricultural policy in the economies of the North and South and how it impacts the food security of the poorest.

What it would be?

The Global Partnership for Agriculture and Food Security (GPAFS) is a platform for developing countries, exporting and importing countries, donor countries, international institutions, private sector, NGOs and global civil society to work together, with renewed commitment and mutual accountability, to achieve a comprehensive and coordinated international response to hunger and malnutrition in today's world.

What would it do?

The Global Partnership will work at various levels. First it will identify, draw attention to and agree action on global issues that will benefit from more coherent international policy and stronger coordination of action. Second, it will support countries on their process of consolidation of country-level partnerships and to prepare and implement sound policies and strategies for eradicating hunger and supporting agricultural and rural development. Thirdly, it will be a mechanism to promote south-south cooperation and learning of best practices in the design and implementation of agriculture and food security policies.

In the area of Development Aid

Much of the recent increase in donor aid after the Rome Conference last year has targeted food assistance programs. There is consensus that increased investment has to be now directed to increase agriculture productivity, specially assisting small-scale farmers and to rural development and social safety nets.

In this regard, GPAFS value added will lie in:

- Maintaining strong and sustained political commitment to address MDG1 both through a multi-level alliance (at global, national and local level) to address underlying structural problems and through national and local level

partnerships that support country-owned priorities to deliver more long term development results, in line with the principles agreed in Paris and Accra.

- Monitoring and reporting results;
- Providing a platform for mutual accountability between developing and developed countries [and other partners] regarding agricultural and food security policies and commitments
- Facilitating lesson learning on best practice, including strengthening south-south learning (for example by building on initiatives such as Brazil-Africa co-operation on social protection or the creation of a South Asia Food Security Initiative);
- Building the evidence base, particularly in relation to policy coherence, crosscutting and emerging issues; and
- Identifying financing gaps.

International institutions and country level mechanisms that already exist can do much of what needs to be done, as long as all stakeholders commit to working together more effectively and with renewed political energy.

GPAFS Guiding Principles

A number of principles would underlie the GPAFS.

- A means to ensure continued high level policy attention to global food security, taking into account the Comprehensive Framework for Action as a point of reference;
- Open and inclusive – involving all relevant stakeholders, i.e. governments, international and multilateral organizations, universities and research institutes, non-governmental organizations, farmer’s organizations, civil society, the private sector, and foundations;
- Coherent – strengthening coherence among international, regional and national policies and strategies;
- Effective – supporting aid effectiveness principles including alignment with agreed national and regional policy frameworks such as CAADP;
- Flexible – to effectively and timely address the multifaceted issue of food security;
- Accountable – by ensuring monitoring and assessment on progress;
- Result-oriented – promoting evidence-based policy making and country-led strategies, which are fully integrated into national policy and budgetary processes and local ownership.
- Built on existing UN and other international institutions without overburdening them;

- Institutionally light to avoid further complicating the agriculture and food security aid architecture and adding to the administrative burden for countries.

How could it work?

The Global Partnership will be based on a compact between participants – by joining GPAFS and agreeing to its principles, all partners commit to increasing efforts to address hunger and also agree to be publicly monitored and held to account.

A Secretariat should be set up to support and facilitate global annual meetings, annual reporting, information sharing. The size and structure of the Secretariat should be decided throughout the consultation process. HLTF should take on this role, at least initially.

At Global Level

- At the global/international level, the partners will agree action on key global constraints and opportunities affecting global food security, supported by independent evidence-based policy analysis. Possible areas for analysis and action include managing market volatility; the role of grain reserves; the impact of biofuels on food access; the impact of trade restrictions; regional cross-border impacts; gender issues; agriculture and rural development within national political economy; the role of the state; and the impact of climate change. The GPAFS will monitor international decisions on food security. The partnership will also review all partners' progress in meeting commitments.

At Country and regional Level

- At country level, GPAFS will facilitate the financing and delivery of stronger, evidence-based country policies and plans that will deliver accelerated real progress in reducing hunger and will promote an enabling environment for investment in agriculture and trade, while maintaining a focus on broad based growth.

Support design and implementation of agriculture and rural development programs and policies will depend on country needs and capacities. GPAFS will encourage coordination of efforts in capacity building and technical assistance to maximise its effectiveness and avoid duplication. While many of the basic principles underlying GPAFS have been agreed many times in international fora – most recently in Accra, they need to be implemented effectively and fully to address hunger.

GPAFS orientations/priorities could be supported by an independent **panel of experts** and scientists drawn from a wide range of technical, economic and social disciplines that are relevant to agriculture and food security. This expert panel will assist GPAFS to guide policy action at the international level by, among others, identifying factors that impact most on food security, analysing future needs and risks, ensuring science-based policy guidance and highlighting new developments and prospects. In November 2008, FAO was requested by its Member Countries to establish a High

Level Panel of Experts and to prepare its terms of reference, which are currently under discussion. GPAFS Panel of Experts should work together and receive support from FAO Panel of Experts, as well as from other potential sources of expertise.

GPAFS will leverage the political momentum that has emerged as a result of the food crisis to generate and sustain real political support for action at country level. It will **work through and support existing country level processes and institutions**. It will place a strong emphasis and provide explicit support to existing locally/regionally owned frameworks (for example CAADP in Africa). It will not create new mechanisms.

Partners will agree and undertake **concrete results based action** to:

- improve the effectiveness, alignment and co-ordination of donor support;
- improve policy dialogue among the private sector, public sector and civil society;
- strengthen the quality of both plans and policies for agriculture and food security;
- fully integrate agriculture and food security into national priorities plans and budgets;
- articulate strategies that ensure household-level access to food;
- propose strategies to support smallholder agricultural and vulnerable farmers; and
- mobilise finance for agreed plans and policies.

All partners would undertake to be monitored, including through processes of peer review, to ensure that these commitments are met and to hold each other publicly to account.

GPAFS partners will work through existing institutions and processes to strengthen regional and sub-regional policy coherence, especially for agricultural trade.

Implementation and mutual accountability

A first African Response.

Initial consultations have indicated that the Partnership idea would be welcomed by African regional bodies. The Africa Union's New Partnership for African Development (NEPAD), through its Comprehensive African Agriculture Development Programme (CAADP) has welcomed the global partnership concept and has made a concrete proposal that a future GPAFS should work with and through CAADP.

A structure linking GPAFS to programmes focussed on national agriculture development through a regional partnership such as NEPAD/CAADP, and the rest of the African Regional Economic Communities provides an illustration of the kinds of processes and relationships that GPAFS could support.

Similar linkages and relationships could be replicated in other geographical regions that are relevant to addressing food security challenges, such as the the Agro-industry Central American Council (CAC), the Central America Rural Unit for Technical Assistance (RUTA), Mercosur, or the Andean Corporation in Latin America, ASEAN in Asia, etc.

2. DEVELOPING A GPAFS – MADRID PROCESS OF CONSULTATIONS

The first consideration for an effective development process is that it be open to the participation, influence and ownership of those people and countries most directly affected by the problems of food security. For that reason we are placing a major emphasis in this consultation on obtaining the views of poor people first, developing countries, as well as other stakeholders such as the private sector and civil society.

Other critical first principles for the process of developing a partnership are that it be firmly based within the existing frameworks of MDG1 and the Comprehensive Framework for Action.

It also needs to be based on previous knowledge and understanding from the lessons learned when other global partnerships were developed. It has to ensure that it adds value to existing systems and that it generates increased political commitment to addressing both the short-term and long-term problems of food security.

The critical elements of GPAFS development process would therefore be to engage and generate the momentum needed for establishing a political Partnership.

A strategy to fulfil this purpose will need the following elements:

- clear explanation of a vision for the partnership
- Establishing a properly representative contact group, that engages with different stakeholders throughout the development process.
- facilitating an effective process of consultation at all levels, that includes a process for reporting,
- identifying and highlighting of examples of good partnership practice and;
- Agreeing a timescale that includes milestones for the partnership.

The vision should offer some clarity on the broad concept of the partnership, its principles, and the key issues, such as its scope in relation to hunger, nutrition, agriculture, rural development and other natural resources production; food emergencies and social protection policies; principles for operation; governance. The vision will also explore how the partnership will engage with relevant expertise to better link knowledge to policy and practice; the structural and accountability issues of the partnership; and the links to other mechanisms and bodies that promote coherent responses to hunger and food security.

The level of detail of a vision paper or statement would permit meaningful consultation with stakeholders while keeping options sufficiently open to allow these consultations to have real influence on the final outcome.

Establishing a Contact Group to Guide the Madrid Process to GPAFS

A contact group should be established with a membership that reflects the breadth of institutional interest that has been expressed in the Partnership so far. This will need to be established at an early stage. It will encompass members of donor countries, developing countries, regional organizations, multilateral organizations, NGOs, Civil Society and organizations of smallholders, the nutrition community, commercial sector groups, foundations and the research community.

An initial proposal based on ideas emerging from some quarters aim at:

- The Contact Group would be made up of about 18/20 members.
- Members would represent constituencies encompassing all stakeholders and sensitivities. A first proposal for discussion would split the constituencies as follows:
 - o Members from African, Asian and Latin American countries, members from donor countries members from key international organisations, members from the private sector, members from civil society organizations, including foundations, members from research organizations

The Contact Group will be responsible for overseeing the implementation of the GPAFS by providing stewardship and guidance and – if appropriate – preparing the initial Assembly of the Partnership, after which the work of the Contact Group should be complete.

The HLTF will have a key role to kick-start the process after the Madrid Conference, to facilitate it throughout the whole process and to assist in the preparation of documents, minutes of meeting and providing meeting space when necessary. To accomplish this task the HLTF's capacities should be enhanced, both in terms of human and financial resources.

A broad-based bottom-up Consultation Process

The core of the partnership development process will be the engagement of a wide range of stakeholders and a meaningful, transparent, structured and inclusive process for doing this. Country-level stakeholders need to be a key focus (so a country-by-country dialogue is needed).

The process should permit the full inclusion of stakeholders from Governments (agriculture, finance, social welfare and foreign ministry), non-governmental interests as well as commercial sector groups.

During country-level consultation, participants will be encouraged to identify country-level policy and planning responses relevant to their particular food security

challenges. This process will include country-level analysis, problem description and a monitoring framework. Country-level plans should also include lessons from the process that will inform the evolving structure and plans for a “political” Partnership.

If a genuine Global Partnership is intended to be built, the ‘voices of the poor’ shall be enhanced, heard and taken into account in the whole process, setting up in place a structured participation from the grass-roots level with adequate methodologies and resources.

To keep the momentum it is essential to show some quick results, while the Madrid Process to the GPAFS is ongoing. One possibility would be to develop GPAFS through a process in stages, so that specific outcomes are achieved at every stage thus ensuring continued interest from all stakeholders. Some ideas of the kind of things that could quickly be initiated would encompass for example:

-Some initial, well focused research work could be commissioned early in the process by the HLTF, in consultation with the contact group on some topics of high interest (biofuels, organics, etc).

-In some countries the principles of the Partnership could be quickly put in place locally, supported by donors and HLTF. Under partner government leadership, country partnership would encourage the collectively responsible for delivery of the national priorities as outlined in agriculture and rural development plans and delivering the financial and technical resources agreed. Some way of reviewing progress regularly would be established, encompassing all stakeholders. The indicators for measuring progress would have to be agreed at country level as part of the agriculture and rural development plans and annual budgets.

Next Steps

The next steps following on agreement and decision at the Madrid event would be as follows:

- Completion of a vision statement or paper (1-2 months), including GPAFS process work program.
- Agree structure and role of contact group and begin group activities (1-2 months)
- HLTF to commission first paper on best practices for global partnerships and outlining options for legal and institutional nature of GPAFS (3-4 months paper delivered).
- HLTF/contact group to commission first research work focused on highly-relevant topic (up to 8 months).
- First Country Level Partnerships established in some countries on pilot basis (4-6 months)

- Set out scope and nature of a programme of consultations (1-2 months)
- Commission consultations facilitation team
- Start a programme of consultations (2-3 months).
- Identify existing examples of relevant partnership work and monitor.
- Conduct 3-monthly interim reviews
- Draft and submit Report on GPAFS nature and structure, for approval at the first meeting of the Partnership Assembly of representatives after 12 months.