

International Conference on Public Policy Closing Conference

**Feeding the World, a multi-dimensional Public Policy Challenge**

2015 July, the 4<sup>th</sup>, 10:45 – 13:00

Università Cattolica del Sacro Cuore, Milano, Italy

<http://www.icpublicpolicy.org/Plenary-Sessions-473>

Facilitation : Eve Fouilleux, CNRS / CIRAD

Feeding the world is a multi-dimensional policy challenge. Despite the fact that the amount of food available at the global scale exceeded the daily intake requirement for a working man in 1981, and has constantly increased since then, 805 million people were still suffering chronic hunger and malnutrition in 2013, most of them in developing countries (FAO, 2014). At the same time, 1300 million people suffer from obesity, both in developing and developed countries (WHO, 2012). Additionally, the dominant way in which food is produced has been confronted with both social and environmental crises worldwide which call for renewed production models.

In such a complex context, key political and public policy concerns are raised at different levels of governance. How to address these food and farm issues? Which public (and private) regulations and policies are to be implemented? At which level of governance? These issues are discussed on various forums and arenas by a number of stakeholders from government agencies, scientific communities, civil society organizations and various industries, each with their own visions and strategic interests. They problematize the concerns differently and promote different policy instruments to address them. Their ability to influence the policy-process depends on their access to resources and on their ability to build favorable balance of power at the various levels of governance. These questions will be raised by keynote speakers specialized in public-policy analysis and policy practice in the field of food and agriculture. They will provide us with worldwide perspectives: Brazil with its 'Fome Zero' program; the Australian and Indian experiences; large-scale agricultural investments and land-grab in Africa; and global food security governance issues.

**Food Security Governance: empowering communities, regulating corporations**

Nora McKeon (University of Rome 3, Italy)

Today's global food system generates hunger alongside of land grabs, food waste, health problems, massive greenhouse gas emissions. The presentation will discuss why we find ourselves in this situation and explore what we can do to change it. It will review how the international community

(mis)handled food governance issues from WWII up to the food crisis of 2007-2008, privileging short term national or private interests over long-term public goals of equity and sustainability. It will contrast how actors link up in corporate global food chains - in which producers, consumers and the environment are the losers – and in the local food systems that are considered to be “alternative” but in fact feed most of the world’s population. It will explain how the financial and structural power of corporations, allied to discourse that portrays their approach to meeting the world’s food needs as “modern” and “productive”, allows them to set the rules to their advantage. The perils of “scientific evidence-based” decision-making when it intrudes on the terrain that properly belongs to political process and value-based debate, will be highlighted. The presentation will describe how people around the world are organizing to protect their access to resources and build better ways of food provision, in what is increasingly referred to as a food sovereignty movement. The United Nations Committee on World Food Security - a uniquely inclusive global policy forum since its reform in 2009 - could be supportive of these efforts in pursuing its mandate to defend the right to food of the world’s population. The presentation will conclude with a call to blow the whistle on speculative capitalism by building effective public policy instruments for accountable governance and extending their authority to the realm of regulating markets and corporations.

### **Intersectorial and participatory policies for promoting food and nutrition security in Brazil**

Renato S. Maluf (Rural Federal University of Rio de Janeiro, Brazil)

The presentation will approach the Brazilian Hunger Zero strategy and subsequent programmes and actions for promoting food and nutrition security as outcomes of a long-standing social construction that started with the re-democratization of the country (mid-1980s), and has gained concreteness with the decision of President Lula of characterizing hunger as a political question whose eradication became a priority of his government (2003-2010). The combination of recovery of the minimum-wage, intense formal job creation, cash transfer programmes and the support of family farming, was at the core of the strategy. The underlying goal of overcoming extreme poverty in a highly unequal country has enlarged the focus to a “Brazil without Misery” (Government Dilma, 2011-2014). Participatory processes of policy making and implementing leading to intersectorial programmes and actions were at the origins of the ongoing National Plan for Food and Nutrition Security (2012-2015). The cognitive approach of public policies suits well for analysing these processes. A high degree of land concentration and a significant social heterogeneity in rural areas gave rise to a unique institutional dualism with distinct Ministries that manage differentiated programmes for patronal agriculture (agribusiness sector) and family farming. The coexistence of two models of agriculture involves complementarities, conflicts and contradictions coming from distinct ways, models and visions of “feeding the world”. This and other challenges that have been faced by these programmes will be highlighted. A final remark will be made on the international recognition of the Brazilian experience and its diffusion through an expanding South-South cooperation that pose questions and challenges discussed by the policy transfer approach.

## **The last gasp of neoliberalism? Food security in the shifting political landscape of Australian food and agriculture**

Stewart Lockie (James Cook University, Australia)

Australian farmers produce 90 percent of food consumed domestically and enough to feed another 40 million people beyond Australia's borders. With global population and living standards continuing to rise, export-focused agricultural and food businesses can quite reasonably look forward to strong long-term market growth. Yet debate has turned in recent years as to whether Australia will, in fact, be able to meet its own long-term food security needs, let alone contribute to food security elsewhere. Global environmental change will almost certainly prove a major disruptive force resulting in heightened year-on-year volatility in food production. Meanwhile, a range of social and economic stressors threaten to undermine the adaptive capacity of agricultural businesses including de-population of rural areas, decreasing participation in agricultural education, low levels of entry into farming as an occupation (particularly by young women), low incomes and comparatively poor health outcomes for farmers and other rural residents. Dominant policy responses to these challenges emphasize continued commitment to the project of trade liberalization and deregulation, encouragement of foreign investment, and colonization of new production spaces. These responses ignore key changes in the political landscape for food and agriculture including: (1) consumer and civil society interest in and activism around food production; (2) imposition by a highly concentrated retail sector of safety and quality standards that include social and environmental criteria; and (3) global momentum for climate mitigation policies that may influence input costs and/or discriminate against products seen as greenhouse gas intensive. This paper thus proposes the development of more flexible, participatory and robust governance arrangements incorporating, among other things, verifiable standards, collaborative resource planning and clarification of property rights.

## **Globalising farming to feed the world? Unraveling large-scale land acquisitions as a (policy) response to the world's food challenge**

Ward ANSEEUW (CIRAD & University of Pretoria - GovInn, Pretoria, South Africa)

The past years have been characterized by a "rediscovery" of agriculture as a sector for strategic activity. Until then, agriculture had been gradually relegated both in the public policy agenda, for whom the myths of an essentially urban growth and provision of agricultural produce at moderate cost contributed to the chronic indifference; as well as in private investors' strategies who were discouraged by the low financial margins and the risks inherent to this activity. As such, a multiplication of investment projects and increased foreign direct investments (FDI) into agriculture has been observed, particularly in Africa: FDI into the African primary sector reached US\$87,6 billion in 2009 and increases on average by 27 % per year.

This communication will analyse this trend, often referred to as the large-scale land acquisition (LSLSA) phenomenon, and regularly put to the fore as a public policy orientation aiming at feeding the world. It will do so, firstly, by characterizing this phenomenon in the framework of the globe's, and more particularly Africa's, food challenge, presenting the nature, degree and evolutions of the latter. Secondly, it will assess this policy choice by unraveling the policy frameworks which have

framed it. It will show how LSLAs are not only a global phenomenon, but are embedded in a multi-dimensional and multilevel policy framework, combining local land and natural resource rights and policies, human rights and (non)inclusive policy frameworks, international trade and investment treaties in a globalized world, together with a perception – promoted by global actors and local policy-makers - refusing to recognize family farming to be able to respond to the world's food situation. The communication finally argues for a more comprehensive approach to rethink the challenge of how to feed the world.

*Speakers : Nora Mc Keon, Renato Maluf, Stewart Lockie, Ward Anseeuw, Eve Fouilleux*

**Nora McKeon** studied history at Harvard and political science at the Sorbonne before joining the Food and Agriculture Organization (FAO) of the United Nations. She held positions of increasing responsibility there, culminating in overall direction of the FAO's relations with civil society. She was also a major actor in the UN inter-agency network of civil society offices that became active from the '90s on as the UN tried to transit from intergovernmental process to global governance. She now divides her time between research, teaching, consulting and advocacy around food systems, food governance, small-scale farmer movements, and UN-civil society relations. She coordinates a program of exchange and advocacy among African and European small-scale farmers' organizations ([www.europafrika.info](http://www.europafrika.info)). She is technical adviser to the Network of Peasant and Agricultural Producers Organizations of West Africa (ROPPA). She is closely following the current reform of global food governance, particularly the Committee on World Food Security. She lectures in the Masters Course on Human Development and Food Security at Rome 3 University and in other universities in Italy and the US. Publications include: *Peasant Organizations in Theory and Practice* (with Michael Watts and Wendy Wolford, UNRISD 2004), *Strengthening Dialogue with People's Movements: UN experience with small farmer platforms and Indigenous Peoples* (with Carol Kalafatic, UN NGLS 2009), *The United Nations and Civil Society: Legitimizing Global Governance-Whose Voice?* (Zed 2009), *Global Governance for World Food Security: A Scorecard Four Years After the Eruption of the "Food Crisis"* (Heinrich-Böll Foundation, 2011), and *Food Security Governance: empowering communities, regulating corporations* (Routledge 2015). She has co-edited a special issue of *Globalizations* on land-grabbing and global governance (Vol. 10, Issue 1, 2013), contributing an article on land grabbing, transnational rural social movements and global governance.

**Renato Maluf** holds a PhD in Political Economy from the State University of Campinas, Brazil (1988). Post-doctoral studies in development issues as visiting fellow at Queen Elizabeth House, Oxford University (Oxford/UK, 1996-7), and at the Centre de Recherches sur le Brésil Contemporain, École des Hautes Études en Sciences Sociales (Paris/France, 2000-1). He is Associate Professor and Ex-Coordinator of the Graduate Programme of Social Sciences in Agriculture, Development and Society (CPDA), of the Federal Rural University of Rio de Janeiro ([www.ufrrj.br/cpda](http://www.ufrrj.br/cpda)). He is the author of several books and scientific articles on economic development, rural and agrarian issues, family farming, food systems, multifunctionality of agriculture, public policies for food and nutrition sovereignty and security. He is an ex-President (2007-2011) and present member of the National Council of Food and Nutrition Security (CONSEA), advisory body to the Presidency of the Republic of Brazil, on behalf of the civil society. He is also a member of the Steering Committee of the High Level

Panel of Experts on Food Security (HLPE), United Nations Committee on World Food Security (CFS), 2010-2015. Renato will present us the Brazilian experience, and will explain the political process that led to the famous FOME ZERO policy program launched by former President Lula, which aims to guarantee the right of access to basic food.

**Stewart Lockie** is Professor of Sociology and Director of The Cairns Institute at James Cook University. He is also a Fellow of the Academy of the Social Sciences in Australia and serves on the International Council for Science (ICSU) Committee for Scientific Planning and Review. Prof Lockie's research addresses environmental governance with a focus on agriculture and food security, biodiversity conservation, climate change, indigenous peoples and resource development. Recent publications include *The Routledge International Handbook of Social and Environmental Change* (Routledge, 2014), *Risk and Social Theory in Environmental Management* (CSIRO Publishing, 2012) and *Agriculture, Biodiversity and Markets: Livelihoods and Agroecology in Comparative Perspective* (Earthscan, 2010). <https://research.jcu.edu.au/portfolio/stewart.lockie/>

**Ward Anseeuw** is a development economist and policy analyst. He is a research fellow at the Agricultural Research Centre for International Development (CIRAD) seconded to the Post-Graduate School of Agriculture and Rural Development of the University of Pretoria <http://www.up.ac.za/agricultural-economics-extension-and-rural-development/article/1912024/ward-anseeuw>. He has conducted research for the last 15 years in Southern Africa and the African continent, more particularly on the issues of agricultural and land policies, agrarian and land reforms, land conflicts and large-scale land acquisitions. Regarding large-scale land based investments, Ward Anseeuw coordinated for the ILC the Commercial Pressures on Land project and is one of the founding members of the Land Matrix. He just released an assessment of Large-scale land based investments for Southern Africa, detailing the different investment models being developed in the region, and is presently implementing a similar African based study for the African Union and the Economic Commission for Africa of the UN. His major fields of expertise are: (i) Policy analyses, particularly related to land and agricultural policies, land and agrarian reform; (ii) Socio- economic and institutional analyses regarding land policies, land reform and agricultural and rural development; (iii) Monitoring and evaluation and methodology development for the evaluation of socio-economic impacts (related to (redistributive and tenure) land reform, land certification).

The conference will be facilitated by **Eve Fouilleux**. She holds an agricultural engineer degree (1993) and a PhD in political science (1999) and is a Research Director at the French National Centre for Scientific Research (CNRS) in the field of public policy and globalization studies. She works at the Centre for Political Studies in Latin Europe (CEPEL, University of Montpellier) and at the Agricultural Research Centre for International Development (CIRAD) in Montpellier (<http://umr-moisa.cirad.fr/membres>). She mainly works on food and agriculture policies and policy-making, with a special focus on the role of ideas in policy changes in a multilevel governance context. She was initially a European Common Agricultural Policy (CAP) specialist. She then turned to agriculture and food security policies in developing countries, with a special focus on Africa and on the role of international organizations in the production of specific discourses and representations in this field. For some years now, she has been working on (public and private) voluntary standards as

increasingly important regulation tools in the farm and food sector, with an aim at understanding to which extent and how this trend is reshaping the political and policy debates at stake. She pays a specific attention to the current debates about what 'sustainable agriculture' is / should be, and about how a policy to promote sustainability in the food and farm sector should look like.