



EUROPEAN COMMISSION

ISSUES PAPER

Towards a EU policy framework to assist developing countries addressing agriculture and food security challenges.

(working title)

This document does not represent an official position of the European Commission. It is a tool to explore the views of interested parties. The suggestions contained in this document do not prejudice the form and content of any possible future proposal by the European Commission.

1. PURPOSE OF THE PAPER

The European Commission is considering revising its approach to agriculture and food security in order to propose a policy framework for the European Community (EC) and the EU Member States. The development of an EU framework would appear particularly relevant and needed at this point in time, given the new challenges posed to developing countries' agriculture by demographic changes, globalisation and climate change. Similarly ongoing discussions on possible changes in the international agriculture and food security governance system and agenda also require a coherent response by the EU. The main purpose of the proposed EU policy would be to provide a common framework to address long term food security challenges, which is relevant in today's world where people and markets are more and more interconnected and in which population growth and pressures on natural resources are increasingly threatening sustainable access to food for all. Concerning short-term, emergency interventions, the Commission is in the process of redefining its approach to humanitarian food assistance.

This "issues paper" aims at launching a public consultation to gather orientations and views from relevant stakeholders regarding the proposed rationale, scope, strategic objectives, approach and implementation of such a policy framework for the EU. The issues identified result from the analysis of leading research organisations and international agencies as well as European Commission own research. Existing EU policy frameworks, where available have equally informed this paper. On issues where agreed European positions do not exist, the paper proposes some elements for discussion and exchange of views. The issues paper will be published on the European Commission website (<http://ec.europa.eu/yourvoice/>). The consultation will run from 16 November 2009 to 9 January 2010 and is open to any interested stakeholder. Individuals, organisations and countries that intend to participate in the consultation are invited to send their contributions, in the form of answers to some or all the questions presented at the end of each chapter and/or as general comments on the issues that are raised in the document.

Contributions received will be published, possibly in a summarised form, unless the author objects to the publication of personal data on the grounds that such publication would harm his/her legitimate interests. In this case, the contribution may be published in anonymous form. Otherwise, the contribution will not be published nor, in principle, will its content be taken into account. Furthermore, organisations are invited to use this Register for Interest Representatives to provide the European Commission and the public at large with information about their objectives, funding and structures¹. It is Commission policy that submissions from organisations will be considered as individual contributions unless the organisations have registered².

Contributions to the consultation should be sent to:

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¹ www.ec.europa.eu/transparency/regrin

² COM(2007)127

2. INTERNATIONAL FOOD SECURITY CONTEXT

The context in which the envisaged EU policy on food security will be developed is characterised by the following trends.

Chronic food insecurity remains one of the main challenges to developing countries' sustainable development and to the achievement of the Millennium Development Goals (MDGs). Addressing the problem is particularly challenging since food insecurity is the result of the interplay of a series of factors operating at different levels. The root causes of food insecurity include poverty, war and civil conflicts, environmental degradation as well as national policies that do not promote agricultural development, the sustainable management of fishery resources and aquaculture production and equitable access to food etc. Other factors operate at the household and community levels (low productivity of crop and livestock systems; limited or insufficient access to food because of poverty, physical barriers and gender inequalities etc) and individual level (low levels of education, poor health status, inequitable intra-household distribution etc).

Although progress has been made in the 1980's and the first half of the 1990's, hunger has been on the rise since then. According to the Food and Agricultural Organisation (FAO) the number of hungry people grew between 1995-1997 and 2004-2006 in all regions except Latin America and the Caribbean. In the first semester of 2009, the number of chronically hungry people in the world has been estimated at more than 1 billion: around 642 million in Asia and the Pacific; 265 million in Sub Saharan Africa; 53 million in Latin America and the Caribbean and 42 million in the Near East and North Africa.

Despite these trends, food security and agriculture have been generally neglected in recent decades by developing countries governments as well as part of the international donor community. As a result, the relative share of funding for food security and agriculture has decreased.

In addition, the past years have been characterised by unprecedented challenges for both developed and developing countries, spurred by increases in food and fuel prices in 2006-2008 and by the financial crisis and the global economic slowdown. These increases marked a reversal of a decades-long trend of declining (real) prices for food on the global market and are likely to lead to a period of greater price volatility for food. These events have also created uncertainty about the efficiency of global markets and triggered speculations of food commodity prices as well as a new process of large scale acquisition of farmlands by richer food-deficit countries in poorer developing countries in Africa, Latin America, Central Asia and Southeast Asia. Even though the food, fuel and financial crises affected developed, emerging and developing economies alike, impacts varied significantly across regions, countries and population groups. In many countries, the spike in food prices fuelled political instability and social unrest which clearly reignited the significance of food insecurity as a 'non-traditional' human security challenge. The recent crisis has also had a direct impact on malnutrition figures. According to a World Bank estimate, the number of children suffering from irreversible after-effects resulting from malnutrition would have increased by more than 40 million in 2008. For the poorest and most vulnerable countries, the effects of the crises not only compounded the development challenges but put also at risk the gains achieved to date in relation to the MDGs, as growth stagnates, transfers are reduced and poverty increases³.

³ European Commission Communication "Supporting Developing Countries in coping with the crisis" COM (2009) 160

These challenges are being exacerbated by growing population (although the rate of growth has slowed significantly since 1960s) and by the various effects of climate change (variations in rainfall patterns and droughts; new crop and livestock diseases; heat waves etc), which have serious repercussions on the capacity of most vulnerable countries, households and individuals to address food insecurity.

2.1. Ongoing initiatives

All these events have led to the increasing recognition in different fora⁴ that the world food insecurity challenge is of a global nature and is partly rooted in weak global governance of agriculture, food security and nutrition issues. Therefore, several initiatives have been launched aiming at improving coordination and coherence of international strategies and policies that have an impact on the world's food security.

Some initiatives aimed at reforming existing institutions: an integrated reform proposal of the Consultative Group on International Agricultural Research (CGIAR) system was put forward at the end of 2008⁵. Discussions are also currently ongoing on the reform of the UN system at large, of FAO itself and of the Committee on Food Security (CFS), of the UN Standing Committee on Nutrition (SCN) and of the international nutrition system. Improving the coordination between the three Rome-based UN agencies (FAO, the World Food Programme; the International Fund for Agriculture Development), appears particularly crucial in the current global context.

In addition, in the wake of the food crisis in April 2008 the UN Secretary General set up a UN High Level Task Force (HLTF) on the Global Food Security Crisis, which endorsed a Comprehensive Framework of Action (CFA). The stated objectives of the CFA are to set out joint positions of HLTF members on proposed actions to address the threats and opportunities resulting from food price rise; to create policy changes to avoid future crises; and contribute to country, regional and global food and nutritional security. More generally, the CFA is a catalyst for action by providing governments, international and regional agencies and organizations, and civil society groups a menu of policies and actions from which to draw appropriate responses.

Following the High Level FAO conference in June 2008, the Madrid Conference in January 2009, recent discussions on food security in the UN Commission on Sustainable Development⁶, the (forthcoming) World Food Summit on Food Security in November and the increasing engagement of G8 countries (which set up an expert group on food security and agriculture and at the recent (July) Summit in l'Aquila made the commitment to mobilise USD 20 billion over three years through "a coordinated, comprehensive strategy focused on sustainable agriculture development"⁷), the plan to establish a Global Partnership on Agriculture, Food Security and Nutrition (GPAFS) received widespread support. The proposed objectives of this partnership would be to implement an integrated approach to global food security, to generate political momentum for a comprehensive, action-oriented and effective response to food insecurity and to provide a platform for all relevant stakeholders (e.g. consumers and producers, smallholders and women farmers, civil society, private sector and academia) to share best practices, coordinate actions and improve resource management.

⁴ Including the Brazil, Russia, India and China (BRIC) 's first summit in June 2009 which issued a joint statement on food security <http://eng.kremlin.ru/text/docs/2009/06/217964.shtml>

⁵ http://www.cgiar.org/pdf/agm08/agm08_reform_proposal.pdf

⁶ See 'Shared Vision' issued by the CSD on 18 May 2009 <http://www.un.org/>

⁷ L'Aquila Joint Statement on Global Food Security, l'Aquila Food Security Initiative (AFSI)

The challenge of GPAFS - and its implementation - would be to be properly articulated and related to a) other ongoing initiatives at global level - such as the CFS reform; b) initiatives at regional level such as the development of the Comprehensive Africa Agriculture Development Programme (CAADP) of the African Union New Partnership for Africa's Development (NEPAD) and c) the appearance of new actors such as private foundations, which have also launched programmes to support agriculture.

3. WHAT RATIONALE FOR A EU POLICY ON AGRICULTURE AND FOOD SECURITY IN DEVELOPING COUNTRIES?

The current international agriculture and food security context has changed significantly in the past few years and these changes may require a new coordinated EU response. Furthermore, in view of the 2010 review of the Millennium Development Goals (MDGs), the EU needs to reflect on how to continue supporting the progress towards achieving the MDGs target, despite the difficulties encountered with the food, economic and financial crises.

Other arguments supporting the need for developing an EU policy on agriculture and food security in developing countries include:

- Assisting developing countries advancing their agricultural production. This remains crucial, notably in view of the increasing demand for food due to growing global population and changing dietary patterns.
- In this context the challenges and threats that climate change will pose to sustainable agricultural production require a consistent policy response to focus investments in order to ensure that technologies, knowledge and capacity are accessible to farmers in developing countries.
- Taking into account the benefits and economies of scale of addressing food production challenges and food insecurity at regional level, it is timely to reflect on how the EU could best use its experience and know-how to support the emergence of regional policies and strategic frameworks in agriculture and food security.
- At present there is no food security policy framework in place at European Community (EC) level. The EC approach to food security was based on Council Regulation 1292/1996, which was repealed with the entry into force of the Development Cooperation Instrument (2007). The Regulation focused on food aid and on short term operations and did not provide guidelines on how best to assist developing countries addressing chronic situations of food insecurity.
- Even though the EU is the world's largest donor, with regards to both Official Development Assistance and humanitarian aid and even though the EC and EU Member States have in place a number of policy frameworks and funding instruments to address food insecurity in developing countries, one of the key question is how to ensure "the mobilisation of all possible sources of financing for development, export credits, investment guarantees and technology transfers, and instruments to leverage assistance aimed at stimulating inclusive growth, investment, trade and job creation." (Council Conclusions of 18 May 2009 on supporting developing countries in coping with the crisis)
- Beyond the issues mentioned above, current European strategies on agriculture and food security do not systematically address other issues that only recently gained

prominence such as: a) the impact on agricultural production and food availability of biofuels production and large scale land acquisitions; b) safety nets and social protection policies in development cooperation; c) the use of new technologies and biotechnologies etc. There is also a need to more strategically address nutritional issues, i.e. issues related to ensuring appropriate (quality and quantity) individual food intake and utilisation.

- Eventually, the effectiveness of the implementation of the EU assistance should be increased, notably in the context of the current financial crisis and economic slowdown. Some orientations would be required to 1) better divide labour within the EU and globally; 2) to maximise synergies between existing financial instruments and make best use of budget support to support agriculture and food security; 3) to maximise synergies between humanitarian food assistance and longer term food security objectives etc.

Also, the past years have been characterised by increased calls for right-based approaches to food security – embodied in the Right to Food Agenda⁸ –and by discussions on food security and trade openness and on 'Food Sovereignty'. Reflection on the possible implications and added value of these concepts in the redefinition of the EU approach to agriculture food security in developing countries is warranted.

Questions

1. Do you see other drivers that could justify the development of a EU policy on agriculture and food security and which could need to be addressed in the policy?
2. In your view, which are the main strengths and weaknesses of the current European Community/EU Member States action in the areas of agriculture and food security?
3. What advantages/disadvantages do you see in a "whole of the Union" policy on agriculture and food security compared to the current European Community/EU Member States policy frameworks and compared to existing global/regional policy frameworks?
4. Which European policy/set of policies could the EU build upon in order to support regional integration responses to food production challenges in developing countries?
5. Do you think that rights-based approaches to food security could be an added value in the redefinition of the EU approach to agriculture and food security? If so, please explain why and how these approaches could be operationalised.

4. DEFINITIONS, OBJECTIVES AND PILLARS

The 1996 Declaration on World Food Security and World Summit Plan for Action defined food security as a condition where "all people, at all times, have physical and economic access to sufficient, safe and nutritious food to meet their dietary needs and food preferences for an active and healthy life".

⁸ Rights-based approaches (RBAs) are based on the position that all people are entitled to a certain standard in terms of material and spiritual wellbeing and were people are not seen as beneficiaries, but as active rights-holders. In the area of food security, RBAs are embodied in the 2004 Voluntary Guidelines on the right to food.

In line with this definition, and with the EU Consensus, EU policy will continue to have the overall objective of contributing to poverty eradication and pursuing the MDGs (particularly MDG 1) in the context of sustainable development.

The objective of the policy will be to assist developing countries addressing long-term sustainable agriculture and food security challenges by 1) increasing availability of food; 2) improving access to food; 3) improving quality and ensuring appropriate utilisation of food; 4) improving crisis prevention, preparedness and management.

This objective will be attained by: a) giving primacy to national ownership of development strategies and processes and to partnerships with developing countries and b) mainstreaming of food security policy objectives in the political dialogue conducted by Member States and EU institutions.

In addition, the policy will be based on the following principles i) equity and participation of the beneficiaries (in particular women) in policy formulation and decision-making processes; ii) targeting the most vulnerable groups, in particular small farmers, women and children; iii) linking agricultural development and food security with adaptation to climate change; iv) ensuring coherence between instruments (scope, action, timeframe) and between policies (such as agriculture, trade, fisheries, energy, environment).

4.1. Increasing availability of food

Food availability addresses the “supply side” of food security and is determined by the level of food production and international and regional trade. Functioning markets and transport systems are also crucial conditions for sufficient availability of affordable food.

When looking at agricultural production in developing countries some challenges are evident. These include amongst others:

a) the inadequacy of policies, legal frameworks and institutions addressing food supply at national, regional and global level.

b) the potential of regional agricultural policy and strategic frameworks is considerably underexploited. Such frameworks would contribute to the circulation of goods, substantial economies of scale (e.g. in research, strategic food stocks, food and prices information systems etc), to an effective harmonisation of priorities and investments and in the longer term, as a basis for regional solidarity mechanisms that could help reduce the gaps between countries.

c) the increase in the variability and fluctuations of climate patterns due to climate change. This can result in increased temperatures and rainfall, heat stress on crops and animals, greater incidence of drought and flooding, changes in disease patterns, shorter growing seasons, sea level rise, reduction in crop yields, changes in oceans temperatures etc.

d) availability of land for food production, which is constrained not only by land degradation but also by demand for land for other uses (urbanisation, biofuels production, drugs production etc). Similarly, large scale land acquisition by foreign interests can have major impacts on local food availability.

e) low productivity of crop and livestock systems, which is compounded by considerable post-harvest losses.

f) lack of diversity in cultivated crops or domesticated animal species, which makes food production more vulnerable to harsh weather conditions, water scarcity or pests and lack of farming systems (including aquaculture) combining higher productivity, sustainability, jobs creation and income generation for smallholders farmers⁹.

g) high post-harvest losses are sustained due to limited knowledge of appropriate processing technologies and the inadequacy of processing facilities to accommodate crop production. Moreover, food processing in many developing countries is characterised by a large number of small-scale operations. Therefore existing methodologies for the processing and preservation of crops and food must be upgraded in order to meet food requirements, address food security challenges and minimise losses.

Effective international and regional trading regimes, when well calibrated to countries' and regions' needs, can have positive effects on:

- 1) food availability by broadening the range and variety of food domestically available and stabilizing developing countries' national food availability;
- 2) access to food, by allowing access to cheaper food and enhancing market access that would enable greater potential for export revenue for farmers;
- 3) crisis prevention by diffusing the risks arising from domestic production fluctuations.

However, calls by some developing countries to regulate trade liberalization have been raised to protect smallholder farmers from the competition of developed and export-oriented developing countries. Moreover, in the wake of the food and fuel crises, some developing countries, in an attempt to maintain food availability in their markets at low prices, have implemented protective measures such as agricultural export restrictions.

One of the ways of addressing the potential challenges of liberalisation of agricultural trade for developing countries is to support regional markets integration. The potential benefits of regional integration for food security include:

- Free circulation of goods
- Streamlining policies that have a direct and indirect impact on food security (e.g. infrastructure; natural resources management; intellectual property regulations etc);
- Reducing Technical Barriers to Trade and harmonising Sanitary and Phytosanitary Standards;
- Establishing regional information systems; and
- Better managing food stocks.

Questions

6. Based on your experience which actions could be promoted in short, medium and long term to foster food supply, and which actions could be promoted at global, regional and national levels? In particular at regional level what do you think the role of agricultural policies/strategies should be and how best could the European Commission and EU Member States support them?

⁹ International Assessment of Agricultural Knowledge, Science and Technology for Development

7. What role do you see, if any, for the EU development policy to contribute to increased food production in developing countries and the availability of food (directly and/or indirectly)? And how could animal and plant health best be integrated in all pillars of food security policies and strategies?
8. Which, in your views, are the main policy constraints and opportunities in developing domestic/regional trade markets in developing countries, in particular for south-south integration? Do you consider that the EU should play a role in such development and if so, which one?
9. How to address pastoralism in this context?

4.2. Improving access to food

Food availability is a necessary but not sufficient condition for food security. Access to adequate and affordable safe and nutritious food is a critical aspect of food security¹⁰. Limited access to food forces people to switch to poorer diets, reducing the quantity, quality and safety of their food intake. Access to food has three main dimensions: physical; economic and social.

Physical access refers to the range, safety and quality of food that people can "reach". In many developing countries, physical access to food is still hampered by inadequate infrastructure, inadequate food processing industry, or functioning market infrastructures. This calls for better integrating food security into partner countries' transport and infrastructure policies and strategies as well as into donors' programming (e.g. priority to investments affecting prices in local markets).

Economic access refers to having enough resources to purchase sufficient and appropriate food, which depends on a household's resources, how much it can allocate to food, and on the price of food. In order to address the issue of economic access to food, many donors – including the European Commission and some EU Member States – have focused on social protection systems. These hide a great diversity of mechanisms which can be applied in acute crises and emergency situations as well as in medium term development contexts. Specific social assistance instruments include social transfers (e.g. cash, vouchers and coupons, food, agricultural inputs, assets etc) which comprise regular and predictable non-contributory grants to directly increase the incomes of those living in poverty or at risk of falling into poverty.

Economic access also contains another dimension: the price of food, which raises questions on the governance and efficiency of food markets (market functioning, subsidies and the role of the public sector). The role of regional agricultural and trade integration is here of particular relevance.

The social dimension of access to food refers to imbalances in household food distribution and weak social networks. This means that the most vulnerable groups like women and children (particularly girls) might not have access to adequate food due to differences in preferences and "bargaining power" of individuals.

Questions

10. How could the dimensions of access to food be better integrated in European Commission /EU Member States assistance programmes?

¹⁰ L'Aquila Joint Statement on Global Food Security

11. Which could be the priority areas for action at national/regional and international level to improve physical access to food?
12. How can donors, and in particular the European Commission /EU Member States, address most effectively the social dimension of access to food?
13. How could the EU contribute to improving the governance of food markets in developing countries?

4.3. Improving quality and ensuring appropriate utilisation of food

Whereas addressing problems related to availability of and access to food can reduce the incidence of under-nutrition and hunger, poor nutritional status and malnutrition can persist as a result of diets which are unbalanced or insufficiently diversified and that are unable to provide the nutrients required for a healthy life. It is widely recognised that the outcomes of poor diets and malnutrition (e.g. disability, premature death, illness, impaired physical and mental development) lower individuals' and societies' economic potential and contribute to the perpetuation of poverty.

According to the World Health Organization, malnutrition is by far the biggest contributor to child mortality. More than 4.5 million children die every year because of growth restrictions, insufficient breastfeeding and lack of vitamin A or zinc. Furthermore, malnourished children grow up with worse health and lower educational achievements. Poor nutritional status and malnutrition therefore undermine the progress towards several MDGs.

Nonetheless, only recently malnutrition gained prominence in the political or development agendas but the lack of an effective nutrition architecture has often hampered the effectiveness of donors' initiatives¹¹. One of the main challenges is the interplay of several factors – apart from lack of (access to) adequate food, poor health services; lack of access to clean water and sanitation and inadequate education. Another challenge is the lack of swift coordination from the emergency attention to acute malnutrition to longer-term development where chronic malnutrition is often neglected.

At the European Community level, an overall nutrition policy for development cooperation addressing at the same time under-nutrition and malnutrition does not exist but elements of nutritional orientations are found in policy frameworks and thematic budgets related to food aid and food security.¹²

Questions

14. In your view, what policies and approaches could be developed by donors in particular the European Commission /EU Member States to improve the prevention and management of malnutrition?
15. How could nutritional components best be integrated in other pillars of food security policies and strategies?

¹¹ Concept Note "Enhancing EC's contribution to address Maternal and Child under-nutrition and its causes", January 2009

¹² Taking into account this renewed attention on nutrition, an overarching nutrition policy framework might be developed at a later stage

16. How could the EU better target chronic malnutrition? How could the European Commission better address the vicious cycle linking malnutrition to ill health and impaired individual growth and loss in productivity?
17. How could a smoother shift from nutrition in emergency situations to post-crisis and development situations be ensured?
18. How could a multisectoral response to nutrition be operationalised at national and international level? Which could be in your view the main challenges to such operationalisation?

4.4. Crisis prevention, preparedness and management¹³

Food security in developing countries is also threatened by shocks and crises of various sorts (price shocks, unfavourable weather events, animal and plant disease outbreaks, natural disasters, armed conflicts etc). To improve food security, it is therefore necessary to integrate prevention, preparedness and crisis management in policies/strategies.

While all crises have a number of similarities, a distinction can be made between crises related to price shocks and to speculation on food commodity prices, and crises related to production shocks, which is usually felt at local, national or regional levels. Well functioning markets (including transparency on production, stocks and price developments) at national, regional and global levels reduce the risk of price shocks. For production shocks, crisis preparedness and management is related to the functioning of early warning systems, to the handling of food reserves and to the existence of transfer mechanisms and safety nets.

In the wake of the 2007/08 food price crisis, intensive discussions were held on the role of food stocks and food reserves to enhance global food security and reduce possible price hikes. Food stocks at national level have been the traditional method of ensuring food availability and, to a lesser extent, protecting countries from price volatility. However, stocks could be held at levels other than the national level and by agencies other than central governments. Some have also suggested the establishment of a 'virtual reserve' for humanitarian purposes.

More structural measures to improve prevention, preparedness and food crisis management include comprehensive information and early warning systems to maintain vigilance on market dynamics but also on other dimensions of food security (such as nutrition) at the national, regional and international levels. Market monitoring should be accompanied by the constant dissemination of information to encourage decision-making and deter some actors from speculating on food commodity prices. Likewise information systems can provide useful advance warning on events that take some time to develop (droughts, plagues etc).

Questions

19. How could the impacts of crises be mitigated at national and household levels?
20. Do you think that specific instruments could be developed to prevent the volatility of food prices? If so, which could be in your view the most effective for that purpose?

¹³ This pillar refers to long term, sustainable capacities to manage crises at national/regional level. Concerning short-term intervention, the Commission is in the process of redefining its approach to humanitarian food assistance.

21. What policies and instruments could be put in place, by who (donors, beneficiaries?) and at which level (international, regional, national?) to prevent and mitigate food crisis?
22. Do you think regionally or globally managed food stocks – physical or virtual - would be a useful alternative for national level stocks? How could such supra-national food stocks be managed?

5. AREAS OF INTERVENTION

While there are numerous potential areas of intervention to enhance global food security, a strategic focus will be necessary to ensure effectiveness of resource use and maximise comparative advantages. The consultation should provide feedback as to whether these represent the right focus for the EU.

(1) At the global level, improving the coherence of the international governance system.

Food security is a global issue and therefore an effective international governance system is particularly important. The roles and structures of the global organisations addressing food, agriculture, fisheries and related issues may require rethinking and adjustments to better meet the new and emerging challenges.

Whatever framework(s) emerge in the future, an active EU involvement will be required to share the experience gained over the years including more recently with its Food Facility, and to make sure that potential future challenges are addressed in a comprehensive and coordinated way. It is also important to define a coherent EU strategy vis-à-vis the changes in the international governance system and possible new institutional structures.

(2) At the European level, enhancing the effectiveness of EU action.

Both the European Community and EU Member States have several policy frameworks and financing instruments to assist partner countries in coping with food insecurity both in emergency situations and as a part of their long-term development assistance. Within the broader development policy framework, food security is amongst the areas of priority for Community action in the European Consensus for Development and is part of the MDG Partnership under the Joint EU-Africa Strategy.

At the European Community level, short-to-medium term assistance is provided through specific instruments such as Instrument for Stability, the European Development Fund B-Envelopes, or the Food Facility; in the medium to long term through European Development Fund A-Envelopes, the DCI (geographical programmes as well as Food Security Thematic Programme for global and supranational issues). Humanitarian interventions are funded under the Humanitarian Instrument. At the same time many Member States have bilateral programmes in developing countries. A “whole of the EU approach” is expected to increase the effectiveness of EU efforts by better harmonising existing Community and bilateral instruments and to contribute to promoting coordination also with private investments.

3) At recipient level, supporting national and regional agriculture and food security policies and strategies on the ground.

International donors' interventions can only be effective if national and regional strategies are in place. These strategies should adequately and comprehensively address availability of, access to, and quality of food as well as crisis management and prevention. To ensure their

pertinence and success these must stem from widely participatory processes involving all stakeholders.

Given the advantages of regional policy frameworks and given the EU own experience in policy harmonisation and its long term engagement in the promotion of regional integration in developing countries, the added value of an EU approach would seem to be more effective in supporting regional agriculture and food security strategies, wherever appropriate/feasible.

(4) In terms of Linking Relief, Rehabilitation and Development: better bridging the gap between short-term emergency responses and longer-term measures

With the European Community's ongoing shift to a food assistance policy framework on the humanitarian side and with a broader range of concerns and responses that are more inter-related, the EU has an even greater responsibility to coordinate carefully humanitarian food assistance and developmental food security interventions. To promote coordination, coherence and complementarity, short-term and longer-term food security needs should be addressed in an integrated and articulated way to prevent gaps or duplication, avoid short term measures that could undermine long term food security, avoid dependency on the relief system, ensure continuity and maximise sustainability – including environmental sustainability – and impact.

Questions

23. Do you think that other areas of intervention could/should be included?
24. Based on your experience how would you see a reformed international governance system? Which reform options that are currently under discussion do you think could be the most appropriate and viable and why? Which alternative options would you propose?
25. Do you agree that a “whole of the EU” approach could enhance the effectiveness of the EU actions to address current developing countries' challenges in agriculture production and food security?
26. Which could be in your view the main features of a national or regional agriculture and food security strategy? In application of the principle of subsidiarity which could be the respective areas of competence of national policies/strategies vs regional ones?
27. What would you consider to be the key policy issues to be addressed for the successful transition between emergency interventions and long term food security objectives?
28. Which common principles could be set out to coordinate emergency and development actions? How could positive synergies be established between short-medium and long term responses?
29. What are the main challenges to promoting food security in fragile states, and how could the EU best position itself to work in such contexts?

6. IMPLEMENTATION

The policy should be implemented in the spirit of the Paris Declaration on Aid Effectiveness building on active coordination mechanisms, promoting in-country coordination, increasing EU policy-dialogue on food security and harmonising methodologies as well as the Accra

Agenda for Action which includes the need to develop accountability mechanisms and clear and transparent results frameworks to measure progress. At the same time, the implementation of the policy should be based on the principles set out in the EU Code of Conduct on Division of labour in Development Policy.

Budget support, both at general and sectoral level, is increasingly becoming the preferred aid modality providing circumstances allow it. Mainstreaming food security in national policies, developing appropriate indicators and strong accounting systems is therefore crucial to make sure that budget support interventions can adequately address food security and agricultural challenges in developing countries.

It is also crucial to work with various partners including national and regional authorities as well as non state actors, including farmers' organisations, foundations and the private sector.

Questions

30. How could synergies and complementarities and division of labour between the European Commission, the EU Member States and the UN agencies be improved?
How could synergies with private foundations be improved?
31. How could synergies amongst different EC/EU policies with an impact of food security (notably trade, energy, agriculture, humanitarian, nutrition etc) be increased?
32. How could synergies between existing financial instruments be maximised and how should budget support be best used to support food security objectives?
33. What lessons can you share from your work within the area of food security that could be useful for the implementation of the proposed EU policy?
34. How could in country coordination be improved in line with the principles of the L'Aquila Declaration?