

EN

EN

EN



EUROPEAN COMMISSION

Brussels, 21 December 2010
Document C/2010/9263

FOOD SECURITY THEMATIC PROGRAMME

THEMATIC STRATEGY PAPER (UPDATE)

and

MULTIANNUAL INDICATIVE PROGRAMME

2011-2013

TABLE OF CONTENTS

1.	Introduction	6
2.	The international food security situation and the EU policy framework	7
2.1.	The world food security situation	7
2.2.	EU policy agenda and main partners	9
3.	Operations financed in the past and lessons learnt.....	11
3.1.	Implementation of the first phase of the Food Security Thematic Programme 2007-2010.....	11
3.2.	Lessons learnt and reviews.....	12
4.	The Thematic Strategy	14
4.1.	Objective	14
4.2.	Strategic priorities	15
4.2.1.	<i>Research, technology transfer and innovation to enhance food security</i>	<i>15</i>
4.2.2.	<i>Strengthened governance approaches for food security.....</i>	<i>17</i>
4.2.3.	<i>Addressing food security for the poor and vulnerable in fragile situations</i>	<i>18</i>
5.	Multiannual Indicative Programme (MIP) 2011-2013	19
5.1.	Strategic Priorities.....	19
5.1.1.	<i>Research, technology transfer and innovation to enhance food security</i>	<i>19</i>
5.1.2.	<i>Strengthened governance approaches for food security.....</i>	<i>21</i>
5.1.3.	<i>Addressing food security for the poor and vulnerable in fragile situations</i>	<i>24</i>
5.2.	Reserve.....	25
	ANNEXES	26

ACRONYMS

AAP	Annual Action Programme
AFAAS	African Forum for Agricultural Advisory Services
AFSI	L'Aquila Food Security Initiative
ARD	Agricultural Research for Development
ASARECA	Association for Strengthening Agricultural Research in Eastern and Central Africa
ASEAN	Association of South-East Asian Nations
AU	African Union
AUC	African Union Commission
CAADP	Comprehensive Africa Agriculture Development Programme
CFS	Committee on World Food Security
CGIAR	Consultative Group on International Agricultural Research
CORAF	West and Central African Council for Agricultural Research and Development (WECARD)
DCI	Development Cooperation Instrument
DG ECHO	European Commission's Directorate-General for Humanitarian Aid and Civil Protection
EDF	European Development Fund
EIARD	European Initiative for Agricultural Research for Development
ENPI	European Neighbourhood and Partnership Instrument
FAO	Food and Agriculture Organisation
FARA	Forum for Agricultural Research in Africa
FP7	7th Framework Programme for Research and Technological Development
FSTP	Food Security Thematic Programme

GCARD	Global Conference on Agricultural Research for Development
GDPRD	Global Donor Platform for Rural Development
GFAR	Global Forum on Agricultural Research
GFRAS	Global Forum for Rural Advisory Services
GPAFSN	Global Partnership for Agriculture, Food Security and Nutrition
HIV/AIDS	Human Immunodeficiency Virus/Acquired Immune Deficiency Syndrome
HLPE	High Level Panel of Experts
IFAD	International Fund for Agricultural Development
IFPRI	International Food Policy Research Institute
ISFS	Information Systems for Food Security
LRRD	Linking Relief, Rehabilitation and Development
MDG	Millennium Development Goal
MIP	Multiannual Indicative Programme
MTR	Mid Term Review
NEPAD	New Partnership for Africa's Development
ODA	Official Development Assistance
PAEPARD	Platform for African European Partnership on Agricultural Research for Development
PRESANCA	Regional Programme of Food Security and Nutrition in Central America
SCN	Standing Committee on Nutrition
UNDP	United Nations Development Programme
UNHLTF	United Nations High Level Task Force
UNICEF	United Nations Children's Fund
WFP	World Food Programme

Executive Summary

This document contains the Thematic Strategy and Multiannual Indicative Programme (MIP) of the Food Security Thematic Programme (FSTP) for the period 2011-2013. Lessons learnt from the first phase of the Thematic Strategy (2007-2010) and the recent Communication 'An EU policy framework to assist developing countries in addressing food security challenges' have prepared the ground for the second phase of the FSTP. The Development Cooperation Instrument (DCI) is the legal basis for the FSTP.

This thematic instrument continues to complement the European Union's (EU) commitment towards achieving the Millennium Development Goal on the eradication of poverty and hunger (MDG 1). It accompanies EU geographical instruments by addressing the global, continental and regional dimensions of food security and by ensuring transition from relief to development, as well as assisting countries in particularly fragile situations. In Africa, in particular, the FSTP will contribute to the implementation of the Joint Africa-EU Strategy.

The objective of the revised FSTP strategy remains: 'to improve food security in favour of the poorest and most vulnerable and contribute to achieving MDG 1, through a set of actions which ensure overall coherence, complementarity and continuity of EU interventions, including in the area of transition from relief to development as well as in particularly fragile situations'. This objective is to be pursued during the period 2011-2013 through three strategic priorities:

(1) Research, technology transfer and innovation to enhance food security: this priority aims to support pro-poor and demand-driven agricultural research and technology, including by improving its outreach and dissemination, and by fostering innovative practices and approaches to food security.

(2) Strengthened governance approaches for food security: this priority aims to (i) support global, continental, regional and national improvements in food security governance, (ii) make available and improve use of reliable and timely food security information, (iii) intensify the policy dialogue and lesson learning on food security at all levels and with all stakeholders, and (iv) enhance coordination and aid effectiveness.

(3) Addressing food security for the poor and vulnerable in fragile situations: this priority aims to address the food insecurity of the most vulnerable populations in exceptional situations of transition and fragility where EU geographical instruments are not present or are present but cannot sufficiently address food security problems. Depending on the country situation, this priority can address all four pillars of food security including interventions to protect, maintain and recover productive and social assets vital for food security, and to address vulnerability to shocks and strengthen resilience.

Main partners include the global players in the field of agriculture and food security, such as the UN organisations, notably the three Rome-based UN agencies (FAO, IFAD and WFP), with whom more strategic cooperation will be envisaged, and global research institutes and networks such as the Consultative Group on International Agricultural Research (CGIAR). In addition, the FSTP will be implemented in partnership with continental and regional organisations in Africa, Asia and Latin America, donor and civil society organisations and platforms, non-state actors, non-governmental organisations and, in specific situations, national, regional or local authorities.

The total financial allocation for the period 2011-2013 is €749 million, of which €33 million has been allocated, in line with Article 38 of the DCI, for financing activities that benefit European Neighbourhood and Partnership Instrument (ENPI) countries.

FOOD SECURITY THEMATIC STRATEGY PAPER

1. INTRODUCTION

According to new estimates from the Food and Agriculture Organisation (FAO) and the World Food Programme (WFP)¹, the number of people in the world who will suffer from chronic hunger in 2010 is 925 million. This figure demonstrates recent gains that push the figure down from 1.023 billion in 2009. Despite this decline, the number remains extremely high: almost one in six people go hungry every day and every six seconds a child dies from undernourishment-related causes. The high level of undernourished people in the world has been influenced by three factors: 1) a long-standing relative neglect of agriculture and food security by governments and international agencies, 2) the worldwide economic crisis, and 3) the volatility of food prices over the last few years. As a result, the Millennium Development Goal on the eradication of poverty and hunger (MDG 1) is likely to be missed by a sizeable margin, particularly in many sub-Saharan African countries. MDG 1 target c² is particularly off-track: in 2008, despite some improvements, 27% of children under five are underweight in Africa and 46% are underweight in South Asia³.

Since 2000, European Union (EU) development policy has been directed towards helping partner countries achieve the MDGs. Progress has been made, but it has been uneven, particularly in fragile states, as was highlighted by the first European Development Report at the end of 2009⁴. Most off-track countries are still in Africa, where nearly 80% of malnourished people live in fragile situations. On the other hand, large numbers of people are still undernourished in Asia, which hosts almost two thirds of the world's hungry due to its demographic size.

As a reflection of these global developments, food security has again become the subject of prominent policy attention in development cooperation in recent years and was the subject of discussions and commitments at various high-level meetings in 2008 and 2009 (the UN General Assembly (UNGA)⁵, FAO, G8, G20, Madrid Conference on Food Security for All). At EU level, a temporary financing instrument⁶ (the 'Food Facility') was established in December 2008 as a rapid response to soaring food prices in developing countries, making available an additional €1 billion for projects and programmes in 50 target countries during the period 2009-2011.

In more structural terms, food security⁷ issues continue to be addressed by the EU through existing financing instruments: the geographical programmes for country-level assistance and the Food Security Thematic Programme (FSTP) for global, continental and regional levels of cooperation, applying the principle of subsidiarity at national level where other instruments cannot be utilised. Moreover, food security objectives should be integrated within long-term and broad-based poverty reduction policies and strategies.

¹ FAO and WFP: The State of Food Insecurity in the World (2010)

² Halve, between 1990 and 2015, the proportion of people who suffer from hunger.

³ UN Millennium Development Goals Report 2010.

⁴ European Report on Development 2009, Overcoming Fragility in Africa, Robert Schuman Centre for Advanced Studies, European University Institute, San Domenico di Fiesole.

⁵ United Nations General Assembly

⁶ Regulation (EC) No 1337/2008 of the European Parliament and of the Council of 16 December 2008 establishing a facility for rapid response to soaring food prices in developing countries

⁷ Nutrition constitutes one of the four pillars of food security and is inherent in all mention of the term food security in this document.

The current paper updates the Food Security Thematic Strategy 2007-2010⁸, taking into account recent developments, lessons learnt from the implementation of the 2007-2010 Multiannual Indicative Programme (MIP) and messages from the 2010 EU policy framework on food security⁹. Against the background of recent developments (section 2) and lessons learnt from past assistance (section 3), the paper presents the 2011-2013 FSTP strategy (section 4) and the 2011-2013 MIP (section 5).

2. THE INTERNATIONAL FOOD SECURITY SITUATION AND THE EU POLICY FRAMEWORK

2.1. The world food security situation

Since the launch of the FSTP in 2007, the food security situation has changed for the worse, curtailing progress towards the achievement of MDG 1 - the goal of reducing poverty and hunger by half by 2015. Of the 925 million undernourished people, 578 million (62%) live in Asia and the Pacific and 239 million (26%) live in sub-Saharan Africa. While malnutrition is still predominantly a rural phenomenon, urbanisation implies that food insecurity is likely to become ever more pressing in urban areas as well.

The 2009 European Development Report "Overcoming Fragility in Africa" highlights the fact that 'food insecurity – which is closely linked to state fragility - is clearly one of the main threats for African countries, and focuses on the ways in which 'institutional fragility magnifies the risk of acute food insecurity and on what can be done to achieve the first Millennium Development Goal'. Progress on food security and achieving MDG 1 remains uneven geographically and between population groups. According to the 2009 MDG Report¹⁰, the proportion of undernourished population in sub-Saharan Africa decreased from 32% (1990-92) to 29% in 2008. The comparable figures for Southern Asia, which is the region with the second highest undernourishment rates, were 24% and 21% respectively. Moreover, the latest figures for fragile countries show a rate of undernourishment of 31.4% compared to 14.5% for non fragile countries. While it is acknowledged that Asia hosts the largest numbers of undernourished people in the world, halving the proportion of people who suffer from hunger remains the biggest challenge in Africa and in countries in fragile situations, where the highest hunger rates are found. In order to tackle this phenomenon and contribute towards achieving MDG 1, a specific investment in Africa and in countries in fragile situations will be required.

A combination of factors has led to this deterioration in the situation. The increases in food prices in 2007-2008 had a direct detrimental effect on the food security of many people around the world. The poorest people were hit hardest by this crisis, not least because a larger share of their income is spent on food. Although global food prices have decreased since then, they remain high and volatile in the domestic markets of many developing countries. Moreover, it is likely that, along with economic recovery and increasingly extreme weather patterns, prices will rise again in the coming years, possibly culminating in another food price crisis.

Moreover, the economic crisis has further exacerbated the world food security situation. Some developing countries have been hit harder than others, and it has often led to reduced income from remittances abroad, reduced investments, reduced exports, lower wages and higher unemployment. The particularly sharp impact on the food security of the rural and urban poor highlights the fact that food insecurity is a complex problem that has to be tackled both through measures that enhance agricultural productivity, that promote the creation of opportunities in the labour market and through social protection and assistance

⁸ Document C/2007/1924

⁹ An EU policy framework to assist developing countries in addressing food security challenges, 31 March 2010, COM(2010)127. Adopted by the Council on 10 May 2010.

¹⁰ UN, the Millennium Development Goals Report 2009.

mechanisms. Moreover, chronic-indebtedness has become a real burden for the livelihoods of the poor and ultra poor and deserves a better understanding of its extent, both rural and urban.

In the coming years, as well as in the longer term, major threats to food security are related to the interaction of several factors, such as inadequate agriculture and food security policies, population growth, pressures on natural resources (land, water), and the impacts of climate change and related natural disasters on agriculture. In order to better tackle such threats to food security, and to reverse previous neglect, improved policies and a more concrete investment in agriculture and food security by both national governments and international agencies are required.

Climate change presents additional challenges to the attainment of food security goals, as shown by the recent Sahelian food crisis. Adverse impacts are most likely to be felt in the low latitudes where most developing countries are located. Agricultural systems are particularly sensitive to shifts in temperature or rainfall regimes, and there is uncertainty about when, where, and by how much climatic conditions will change. Rising sea levels and faster glacial melting may further limit the availability of land and water. The poor are expected to be the worst affected as they are more likely to be directly dependent on agriculture, reside in areas susceptible to drought or floods, and have fewer assets to draw on in times of crisis.

Following the sharp rises in food prices in 2007-2008, a marked increase in land intensive investments in agriculture has been observed. While investments in agriculture will be necessary in order to enhance food production, concerns have been raised about the environmental and social consequences of some of these investments. The acquisition of land rights by foreign investors, in particular, has been controversial, as it can negatively impact access to land for local populations¹¹.

Pastoralists (estimated at 100-200 million worldwide) are a particularly vulnerable group. They derive their livelihoods from mobile livestock rearing in marginal territories under highly variable and extreme climatic conditions and they remain particularly exposed to many types of food insecurity. Although pastoralism has been very much neglected in the past decades, it is now increasingly considered as a specialised form of natural resource management, adapted to extreme ecosystems.

As a reaction to the worsening global situation, food security has gained a central place on the international development community's agenda. At UN level, in 2008 the Secretary-General established a High Level Task Force on the Global Food Security Crisis (UNHLTF) composed of heads of the UN specialised agencies and Bretton Woods institutions. The UNHLTF prepared a Comprehensive Framework for Action, providing a framework on proposed UN actions for the short, medium and long-term.

The G8 Summit in L'Aquila in 2009 agreed on a common comprehensive agenda (L'Aquila Food Security Initiative - AFSI), which included a \$22 billion commitment to tackle food insecurity, based on country-led, strategically coordinated processes. During the 2009 World Summit on Food Security in Rome it was decided to concentrate all efforts through the evolving Global Partnership for Agriculture, Food Security and Nutrition (GPAFSN). The Committee on World Food Security (CFS), whose reform was launched in October 2009, will be a central component in global governance on food security. In line with the Accra Agenda on Aid Effectiveness, the five Rome Principles for Sustainable Global Food Security were underscored, namely: i) investment in country-owned plans; ii) strategic coordination to improve governance; iii) a twin-track approach to tackle hunger as well as the root causes of hunger and

¹¹ Redistributive land reforms can still play a crucial role in relieving rural poverty and in promoting broad-based sustainable development.

See <http://www.unrisd.org/unrisd/website/document.nsf/0/9B503BAF4856E96980256B66003E0622?OpenDocument>

poverty; iv) a stronger role for the multilateral system; and v) increased investment in agriculture, food security and nutrition.

2.2. EU policy agenda and main partners

The policy agenda

The European Consensus on Development¹² focuses on the attainment of the MDGs and addresses food insecurity as a priority in the fight against poverty. It further associates food security, among others, with rural and agricultural development and with sustainable management of natural resources. The Consensus also addresses situations of transition (post-crisis, protracted and complex crises) and fragile/failed states.

EU food security policy has evolved from the simple delivery of food aid¹³ into support for broad-based food security strategies at national, regional and global levels. In 2010, a new policy framework on food security was adopted¹⁴. Within this policy framework, the EU will address agriculture and food security challenges in developing countries across four pillars: (i) availability of food (at national and regional levels); (ii) access to food (by households); (iii) food use and nutritional adequacy (at the individual level); and (iv) crisis prevention, preparedness and management (dealing with the stability of the other three pillars over time). In particular, the policy framework calls for attention to focus on those food insecure countries that are furthest off-track in terms of reaching MDG 1, in particular in Africa, but also in South Asia and elsewhere. Furthermore, because evidence¹⁵ shows that investments in the smallholder sector yield the best returns in terms of poverty reduction and growth, priority is given to enhancing the incomes of smallholder farmers.

Along the same lines, investment in reducing under-nutrition has proved to have multiplier effects. Under-nutrition compromises children's physical and cognitive development which in turn lowers the economic potential of individuals and societies and helps to perpetuate poverty. These negative consequences can translate into a negative impact on growth, with losses of 2% to 3% of Gross Domestic Product (GDP) in some of the poorer developing countries¹⁶.

In order to maximise the effectiveness of investments, the food security policy framework also makes it clear that work is required on three sets of conditions: i) national and regional agriculture and food security strategies and policies; (ii) harmonising EU interventions (including Policy Coherence for Development); and (iii) improving the coherence of the international governance system. Moreover, the policy framework provides a certain focus, by prioritising four related areas: (i) improving resilience of small-scale farmers and rural livelihoods; (ii) effective governance of agriculture and food security; (iii) regional policies on agriculture and food security; and (iv) strengthening assistance mechanisms for vulnerable population groups.

Certain EU policy lines and priorities on food security, as set out in the Communication, will be reflected in the thematic strategy where the FSTP can have an added value (for example, concerning global public goods (research), global, continental and regional governance and Linking Relief, Rehabilitation and

¹² COM(2005)311

¹³ From 1996 to 2006, the Food Security and Food Aid budget line (FSBL) formed the main EU instrument on food aid/food security, providing €500m/year for country programmes, as well as global initiatives, civil society programmes and food aid. This comprehensive instrument ceased to exist following the reform of EU external assistance under the Financial Perspectives 2007-2013. From 2007 onwards, country programmes aimed at eradicating chronic poverty and improving food security, which were previously financed by the FSBL, are now to be financed through the geographical instruments, (DCI, ENPI and EDF), while the Humanitarian Instrument is providing humanitarian food assistance in crisis and immediate post-crisis situations and delivers food aid where necessary and appropriate.

¹⁴ See footnote 9.

¹⁵ World Bank Development Report 2008

¹⁶ World Bank, Repositioning Nutrition as Central to Development - A Strategy for Large-Scale Action, 2006

Development (LRRD) contexts). These include:

- A focus on ecologically efficient intensification for smallholder farmers, and in particular women;
- Support for effective and sustainable national and regional policies and strategies on agriculture, food security and nutrition: in Africa this will be achieved in the framework of the Comprehensive Africa Agriculture Development Programme; in Asia, regional cooperation on nutrition will be reinforced;
- A substantial increase in demand-led agricultural research for development, extension and innovation, with research in the public domain relying on both traditional knowledge and new technologies;
- Greater participation by civil society and farmer organisations in policy making and research programmes, as well as in the implementation and evaluation of government programmes. This can include the promotion of linkages between farmers' organisations from the EU and those from developing countries;
- Support for national and international initiatives for the definition of principles and codes of conduct governing sustainable large-scale domestic and foreign investments in farm land;
- Improving the regulatory and institutional conditions for responsible private investment in all stages of the agricultural value chain and stimulate public-private partnerships;
- Support for the reform of the Committee on World Food Security (CFS);
- Rationalising the priorities of the three Rome-based UN agencies and improving their cooperation to create synergies;
- Reinforcing regional and national information systems in support of agriculture, food security and nutrition policies, and those for early warning purposes;
- Support for countries in operating targeted and flexible social transfer policies adapted to local contexts;
- Promoting better integration of nutrition in development policies, including in education and health and related capacity building; and
- Providing specific support to countries in transition and fragile situations using LRRD principles.

Main strategic and implementing partners

So far, the EU has established strong working relations with the UNHLTF, as well as with individual UN organisations such as FAO, the International Fund for Agricultural Development (IFAD), the World Food Programme (WFP), the World Bank, the UN Development Programme (UNDP) and UNICEF. The Consultative Group on International Agricultural Research (CGIAR) is the main partner in the field of agricultural research. The CGIAR includes the International Food Policy Research Institute (IFPRI), which undertakes research on food policy issues. EU policy towards the CGIAR, and more broadly to Agricultural Research for Development (ARD), is coordinated within the European Initiative for Agricultural Research for Development (EIARD).¹⁷

The purpose of recent reforms of the Committee on World Food Security (CFS) is to make this Committee the foremost inclusive intergovernmental platform for long-term food security and nutrition. Aiming to streamline the global food security architecture and improve its effectiveness, the CFS should seek to obtain an oversight role in other specific areas that have implications for food security, including food aid and nutrition. The CFS will be assisted in its operations by its High Level Panel of Experts (HLPE) providing research-based reports and recommendations.

¹⁷ (COM(97)126 final), involving 25 EU Member States, Norway, Switzerland and the European Commission

Continental and regional organisations involved in food security form natural partners at every level. In Africa, for example, this includes organisations involved in the Comprehensive Africa Agriculture Development Programme (CAADP) such as the African Union Commission (AUC), the New Partnership for Africa's Development (NEPAD), the Planning and Coordination Agency (NPCA), the various Regional Economic Communities (RECs) and thematic organisations such as the Forum for Agricultural Research in Africa (FARA).

Civil society organisations and non-state actors (e.g. NGOs, local communities, universities, professional and private associations, private firms, foundations, etc.) will continue to play a key role as strategic partners in advocacy, in the design and implementation of projects and programmes - particularly in situations of transition and instability - and as promoters of innovation. The large number of stakeholders involved means that adherence to the principles of aid effectiveness is of paramount importance.

Main donor partners

The EU and its Member States are important donors in the field of agriculture and food security. Other important donors outside the EU include the United States, Canada, Australia, Japan, Switzerland, and Norway. In recent years private foundations have become increasingly active in agriculture and food security, including the Bill and Melinda Gates Foundation, the Rockefeller Foundation and the Alliance for a Green Revolution in Africa (AGRA). The EU seeks to foster cooperation and coordination within the donor community at various levels, with a view to policy harmonisation and alignment according to the Paris Declaration on Aid Effectiveness and the Accra Agenda for Action. International platforms for donor coordination on food security in which the EU participates actively include the G8 (AFSI group), the G20, and the Global Donor Platform for Rural Development (GDPRD). In Africa, CAADP provides the framework for donor coordination.

3. OPERATIONS FINANCED IN THE PAST AND LESSONS LEARNT

3.1. Implementation of the first phase of the Food Security Thematic Programme 2007-2010

During the first phase of the FSTP approximately €76 million was committed under the six priority areas established. A detailed overview is presented in Annex 1.

A total of €23 million (26%) has been committed under the first strategic priority 'Supporting the delivery of international public goods contributing to food security: research and technology', including €30 million in support to the CGIAR. Besides support to the CGIAR, a global call for proposals has been launched in the field of agricultural research for development. Actions have also been launched to support research and technology transfer in the field of food security at both the continental and regional level in Africa, Central America, South America (Andean Community), and South and South East Asia.

An amount of €9.8 million (4%) has been committed under the second strategic priority 'Linking information and decision making to improve food security response strategies'. Actions include support for the global FAO programme on food security information and decision making, and support to linking food security information and decision making at the regional and national level in South East Asia, Central Asia, Central America, Middle East and Africa.

Under the third strategic priority – 'Exploiting the potential of continental and regional approaches to improve food security' - €124 million (14%) has been committed. Support has been given to regional organisations and programmes in Africa, Central America, and in Asia, including on nutrition, sustainable land management, food crop disease control, pastoralism and fisheries.

The fourth strategic priority 'Addressing food security in exceptional situations of transition, and in fragile and failed states', was the largest component, with commitments of €32 million (38%), complementing the geographical instruments (EDF, DCI and ENPI) which were unable to (fully) operate in the countries concerned. Support was given to Afghanistan, Burma/Myanmar, Burundi, Central African Republic, Chad, Republic of Congo, Cuba, Democratic Republic of Congo, Guinea, Haiti, Liberia, Democratic People's Republic of Korea, Occupied Palestinian Territory, Sierra Leone, Somalia, Sudan, Timor Leste and Zimbabwe.

€147 million (17%) was committed to the fifth strategic priority, 'Promoting innovation to combat food insecurity'. Actions mostly included innovative approaches to food security at country level, as well as a number of transitional food security projects in certain Asian and Latin American countries and in Georgia and Armenia.

The smallest component was the sixth strategic priority, 'Fostering advocacy and advancement of the food security agenda, harmonisation and alignment with development partners and donors' with a budget of €3 million (1%). Support focused on enhancing advocacy of food security, as well as enhancing aid effectiveness and donor coordination in the related fields of food security, rural development, and agriculture (including agricultural research).

3.2. Lessons learnt and reviews

In 2009, a Mid-Term Review (MTR) gave a positive assessment of the first phase of the FSTP. The review highlighted the relevance of FSTP interventions and generally recommended a continuation of support to current initiatives, rather than a further expansion to embrace new dimensions. It also made specific recommendations on ways to improve the next strategy, for example by re-balancing the attention given to the four pillars of food security, to focus more on social protection and improved food access and nutritional adequacy. Moreover, the review recommended that the new strategic priorities should be programmed with a stronger internal cohesion and should reflect the current international debate on global, regional and national food security more closely, while adding value to geographical programmes. Coherence with national strategies, where they exist, and the operations of the European Commission's Directorate-General for Humanitarian Aid and Civil Protection (DG ECHO) should also be improved.

On the subject of research, the review concluded that EU support for the delivery of international public goods through CGIAR and other implementing partners is seen as being effective, while acknowledging that there is sometimes a time lag in translating research results into direct impacts on food security. Meta-analysis of data between 1971 and 2000 indicates that the CGIAR system has delivered substantial food security impacts¹⁸:

- On productivity: cereal yields increased by 0.7% annually
- On access: world grain prices fell by around 20%
- On nutrition and hunger: reduction of the number of malnourished children by 13-15 million

The policy of widening the support for agricultural research for development from the CGIAR to a more diverse research base (both through Challenge Programmes and the non-CGIAR sub-component) and particularly by encouraging South-South partnership is seen as very positive. However, there is a need to better integrate work on nutrition and climate change into research on food security.

Continued support through global programmes, such as CGIAR, and through a global call for proposals targeted at non CGIAR institutions, was recommended. CGIAR support should be tied to on-going

¹⁸ Based on CGIAR system wide external review 2008, and drawing on evidence from papers by Evenson (2003a,b) and Evenson and Rosegrant (2008) in Evenson, R.E. and Gollin, D. Eds. Crop variety improvement and its effect on productivity: The impact of international agricultural research. CABI Publishing, Wallingford.

institutional reform and related to strategic objectives of poverty reduction, reduction of hunger and improved nutrition, and efficient and sustainable use of natural resources. These reforms entail greater inclusion of partners, including southern organisations and an increased emphasis on locating agricultural research in innovation systems, by recognising that farmers need access to extension, services and markets in order to achieve impacts.

An important priority of the previous Strategy was to link the analysis of short, medium and long-term needs and response mechanisms more closely with the decision making processes, including through the use of Information Systems for Food Security (ISFS). In the implementation of the 2007-2010 Strategy, it proved difficult to identify coherent actions to strengthen the global, regional and national analytical capacity of administrations and non-state actors in developing and/or linking this to improved food security policies, strategies and interventions. This was confirmed by the MTR, which identified a need for greater harmonisation and coordination in the field of ISFS between major stakeholders, and recommended using a common forum and framework for action at all levels. The aim of such action should be to better integrate food security information with aid programming and policy development.

Furthermore, using the FSTP to fund food security projects in individual countries where geographical programmes are not in a position to intervene should remain an important part of the Strategy for 2011-2013. Linking Relief, Rehabilitation and Development (LRRD) in order to support the most vulnerable should be kept as a main focus, but synergies and linkages between DG ECHO's short-term interventions and the longer term programming cycle of the FSTP should be strengthened and will be largely facilitated by the recent adoption of the humanitarian food assistance policy¹⁹. Moreover, additional funding to address short and medium-term food insecurity for the poor and vulnerable had to be provided by the FSTP and the Food Facility in a number of countries because geographical instruments that were in operation were unable to redress the situation sufficiently. As a result of these experiences, external consultants recommended that the focus on LRRD should be extended to encompass a wider vulnerability context. Coherence, coordination and complementarities between humanitarian and development efforts should be ensured by means of a joint framework.

The MTR found that the component relating to the promotion of innovation to combat food insecurity should be maintained in the Strategy, but that it should focus more on identifying lessons learnt and best practices in existing interventions, rather than on identifying and piloting new interventions. This specific component would be likely to generate more added value when also applied to the research and technology transfer component.

Lastly, the MTR also recommended greater involvement in global and regional debates on food security. It reiterated the fact that the principles of the Paris Declaration on Aid Effectiveness and the Accra Agenda for Action need to be applied, which means alignment with continental, regional and national strategies and enhanced harmonisation between EU assistance and other donor activities. However, the MTR also highlighted the difficulty for regional programmes to coordinate with national policies when national strategies differ sometimes quite radically. A wider range of flexibility in identifying actions to be implemented at the right level is therefore essential.

In the past, cooperation with the Rome-based UN agencies has often been on the basis of ad hoc initiatives rather than strategic priorities related to the comparative advantages of those agencies. It will therefore be necessary to adopt a more strategic approach by involving FAO primarily around issues of knowledge, information and policy advice, IFAD on land, farmers' organisations, rural finance and private sector questions, and WFP on emergency and fragility contexts.

¹⁹ COM(2010)126

Increased involvement in nutrition and the social transfer agenda may also require the setting up of strategic partnerships with appropriate agencies specialising in these issues.

In addition to the FSTP and in response to the 2007-2008 food price hikes, the EU created a rapid response facility to tackle the soaring food prices in developing countries, to operate for the period 2009-2011. This aims of the 'EU Food Facility' are to (i) enable a positive supply response from the agricultural sectors in developing countries and (ii) help those people that are hardest hit by the crisis, by supporting safety nets. The adoption of the Food Facility has demonstrated Europe's ability to react rapidly and substantially to food security problems in developing countries caused by the food price volatility in 2007-08. So far the €1 billion Food Facility is the most significant additional global contribution to stimulating agricultural development and combating hunger since the G8 leaders pledged their support on this issue at the Toyako summit in July 2008. Moreover, the specific manner in which the Facility is being implemented, namely by involving a range of UN agencies but also other actors, and by building on national needs and plans, has imparted a positive contribution to aid effectiveness. To the extent possible, projects are being integrated and aligned with existing donor coordination mechanisms at country level. Preparation of projects has benefitted from these mechanisms to realise synergy potentials with other partners. As a positive corollary effect, coordination within the UN system - through the UNHETF - has been strengthened. The Food Facility is a temporary instrument and it will end in December 2011, by which time the FSTP will again have become the main EU budget instrument supporting food security. Best practice and lessons learnt from the Food Facility will be incorporated in FSTP actions for 2011-2013.

4. THE THEMATIC STRATEGY

Based on the lessons learnt above, the 2011-2013 FSTP Strategy was drawn up in response to the current food security challenges, which, according to the principle of subsidiarity, cannot be addressed adequately and efficiently by other EU cooperation instruments. The Thematic Strategy reflects the lessons learnt in implementing the 2007-2010 FSTP MIP, as well as the policy priorities set out in the 2010 Communication on Food Security.

4.1. Objective

The objective of the FSTP is to improve food security for the poorest and most vulnerable and to help achieve the first MDG (eradicating poverty and hunger), by means of a set of actions which ensure overall coherence, complementarity and continuity of EU assistance, including in countries under transition from relief to development as well as those in particularly fragile situations. Given the interdependent nature of the MDGs, efforts towards achieving MDG 1 will also have positive effects on the achievement of other MDGs (such as reducing child mortality (4) and improving maternal health (5)).

The FSTP provides added value by complementing the geographical instruments (DCI, EDF, ENPI) by focusing on the provision of global public goods and by supporting other activities at global, continental and regional levels, as well as in those countries where geographical instruments cannot operate effectively due to situations of fragility and vulnerability. Continuity of assistance is ensured through the transition from relief to development. Proper coordination and combination of instruments is essential in order to ensure continuity (including in LRRD situations) and complementarity. Thematic interventions will be fully consistent with country analyses and will respond or relate to country strategies and their related indicators within the framework of National Indicative Programmes, Poverty Reduction Strategy Papers, or food security national policies. Existing complementarity with other thematic programmes (e.g.

the Seventh Framework Programme of DG RTD²⁰, Humanitarian Aid and Non-State Actors) will also be ensured.

4.2. Strategic priorities

Taking into account the recommendations of the MTR to better streamline FSTP assistance dimensions, the 2011-2013 Strategy will operate on the basis of three strategic priority areas, compared with six areas in the 2007-2010 period. In 2011-2013, the FSTP objective will be pursued through the following strategic priorities: (1) research, technology transfer and innovation to enhance food security; (2) strengthened governance approaches for food security; and (3) addressing food security for the poor and vulnerable in fragile situations.

4.2.1. *Research, technology transfer and innovation to enhance food security*

The EU recognises the importance of investing in international public goods, in particular in pro-poor, demand-driven research and technological innovation as well as capacity development and South-South and South-North scientific and technical cooperation, as a way to address food security challenges in developing countries.

Research in agriculture²¹ and sustainable management of natural resources (including land, water, soils, and natural vegetation) has been shown to have an impact on poverty reduction and food security in developing countries²² and there is still considerable untapped potential for improving yields and managing natural resources more efficiently²³. However, recent assessments²⁴ indicate that the benefits of agricultural research have not always reached the intended beneficiaries or been shared equitably. In addition, a number of constraints, such as archaic agricultural systems, lack of knowledge on the sustainable use of agricultural ecosystems and biodiversity, increasing scarcity of land and water, and access to resources by the poor, limit the range of options available to address food security challenges. In order to maximise sustainable impacts on food security and poverty this priority needs to move further towards a demand-driven, participatory, results based approach that is focused on the ecologically efficient intensification of agriculture, taking account in particular of the socio-economic conditions, needs and priorities of poor farmers and of women.

This priority takes specific steps to improve the uptake of research findings. It will develop the necessary strong partnerships between scientists, poor smallholder farmers²⁵ and other main stakeholders such as civil society, farmers' organisations and the private sector and place particular emphasis on the interface between research and extension with the objective of ensuring that innovations are accessible to farmers, are suited to their needs and have a real impact on food security. The value chain approach, from production to markets, will be pursued with the objective of making available new technologies and methods for farm modernisation, including improvement of post-harvest and storage facilities and techniques and fostering the role of the private sector in applied research and innovation. Strong linkages will also be built between programmes at the global, continental and regional level.

²⁰ Research Directorate-General of the European Commission.

²¹ The term agriculture also includes fisheries, animal husbandry, social forestry, pastoralism, horticulture and native crop varieties, etc.

²² According to Thirtle, Lin Lin and Piesse (World Development 31, 2003) research led agricultural productivity growth has reduced poverty by around 27 million/ year in Africa and South Asia.

²³ The World Bank (World Development Report, 2008) illustrates actual maize yields as between 20% and 40% of potential yield in a number of African countries.

²⁴ Agriculture at a crossroads. International assessment of Agricultural Knowledge, Science and Technology for Development (IAASTD), 2009.

²⁵ 'Farmers' is used in a broad context to include pastoralists and forest dwellers.

More attention will be devoted to capacity building of southern organisations and to cross-cutting issues, such as environmental sustainability, social equity and gender and to the threats and opportunities presented by climate change. The resilience of farming systems and their capacity to adapt to climate change is an important issue given the predicted shifts in climate in parts of Africa and Asia, and emphasis should be put on developing synergies between climate change mitigation measures, such as reducing greenhouse gas emissions and preserving and enhancing carbon stocks, and sustainable improvement of livelihoods, including the development of incentive structures to reward farmers. Nutrition and its interface with agriculture will also be supported including through increased research on agricultural interventions ensuring greater nutrition outcomes (including horticulture). Linkages between more biodiverse agricultural systems, diet and nutritional outcomes will be explored.

Support, aligned with the priorities of the Communication on food security - in particular in relation to research on ecologically efficient farming systems -, will be continued – among others - through CGIAR²⁶ (particularly through global programmes) and non CGIAR institutions. CGIAR support will be tied to on-going institutional reform, acknowledging the three strategic objectives embedded in the Strategy and Results Framework²⁷, and the creation of inclusive partnerships with non CGIAR research institutes, private sector and civil society. CGIAR proposes specific quantified targets related to poverty reduction, hunger reduction and better nutrition, and efficient and sustainable use of natural resources; mega-programmes will be directed at delivering these required impacts through defined impact pathways. Progress towards milestones and targets on the impact pathway will be monitored by CGIAR and will be subject to periodic independent review.

At the regional level, institutions and networks in Africa, Asia and Latin America will also be supported. This priority will focus in particular on Africa, taking into consideration the 2007 Communication on Advancing African Agriculture²⁸, which explicitly mentions agricultural research in the context of poverty reduction, and will build on existing networks such as the Forum for Agricultural Research in Africa (FARA). However, it will also include interventions in Asia and Latin America.

Expanding priorities into advisory services will require the strengthening of newer partnerships²⁹ which will include civil society and the private sector, and multi-stakeholder platforms, to improve outreach and impact.

The priority will explore innovative approaches to building 'bottom-up' networks based on national experience of linking food security policy, research, capacity strengthening, technology transfer, and rural development. This will promote South-South collaboration and stimulate linkages with other strategic priorities of FSTP dealing with governance, vulnerability and fragile situations.

²⁶ The CGIAR is the only multi-donor and multi-centre agricultural research global system and has an unrivalled comparative advantage in providing Global/International Public Goods in many research areas relevant for food security and poverty reduction.

²⁷ (i) Create and accelerate sustainable increases in the productivity and production of healthy food by and for the poor (Food for People); (ii) conserve, enhance and sustainably use natural resources and biodiversity to improve the livelihoods of the poor in response to climate change and other factors (Environment for People); and (iii) promote policy and institutional change that will stimulate agricultural growth and equity to benefit the poor, especially rural women and other disadvantaged groups (Policy for People).

http://www.cgiar.org/changemanagement/pdf/cgi_ar_srf_june7_2010.pdf?a=v&pid=sites&srcid=Y2d4Y2hhbmdlLm9yZ3xhbGxpYW5jZXxneDozNzIwZjViYTksZmNlOWM3

²⁸ COM(2007) 440.

²⁹ E.g. with GFAR (Global Forum on Agricultural Research) and GFRAS (Global Forum for Rural Advisory Services), with non-CGIAR research institutes, civil society and the private sector

Coordination and coherence with programmes under the 7th Framework Programme (FP7) for Research and Technological Development will be ensured, including sharing lessons on design and implementation and on scaling up the most promising innovations and methodologies. The Platform for African-European Partnership on Agricultural Research for Development (PAEPARD) is an example of collaboration to date³⁰.

4.2.2. *Strengthened governance approaches for food security*

The recently aggravated state of world food insecurity has led to renewed calls for improvements in governance and investments and involvement of private entities at global, continental, regional and national levels. This includes stronger forms of coordination for enhanced coherence of policies, strategies and interventions in the field and better tracking of information on results and progress on food security. Improved governance around food (and nutrition) security would suggest that efficient organisations, cooperating with other agencies based on comparative advantages and clear task divisions, are able to make effective use of appropriate policy instruments³¹ at the right time in a properly coordinated manner. In the past few years agreement has been reached on many improvements in food security governance³² and implementation of the improvements has begun, but these improvements will need to be pursued further in order to be able to achieve the desired results. In addition, more action is needed at regional and country level in terms of investment and private sector involvement.

In order to improve food security governance further, this strategic priority will focus in particular on policy formulation and implementation, institutional capacity building, information provision and management, and enhanced effectiveness. All four pillars of food security (availability, access, nutrition, crisis prevention and management) will be addressed, as well as major policy themes around food security, such as functioning of the food market, price volatility, responsible agricultural investments, governance of land and natural resource tenure, implementation of the 'right to food' concept and climate change.

At the global level, this strategic priority will support recent food and nutrition security governance developments; notably the reform of the CFS to become the central body on food security, and its High Level Panel of Experts, as concrete expressions of the Global Partnership on Agriculture, Food Security and Nutrition (GPAFSN). The Standing Committee on Nutrition (SCN) will play an important role in raising issues of nutrition on the global agenda, as well as in promoting the integration of relevant sectors (agriculture, health, social protection, education, water and sanitation, etc.) in order to advance nutrition security. Moreover, aid effectiveness improvements will be enhanced, for instance through the work of the Global Donor Platform for Rural Development (GDPRD). In order to enhance the effectiveness of cooperation with and through the three Rome-based UN agencies working on food security, the EU will engage with them in a more strategic and focused manner, based on their relevant mandates and comparative advantages.

At the continental and regional levels, this strategic priority will support the development and implementation of food security policies and strategies and the work of the key organisations and platforms involved. This includes, for example, those involved in CAADP, regional organisations (such as the Central American Integration System (SICA) and the Association of South-East Asian Nations

³⁰ PAEPARD 1 was funded under FP6 and identified research priorities that were used to shape parts of FSTP and FP7 research agendas as well as developing the capacity of African researchers to bid for support from European research programmes. The second expanded phase of PAEPARD is funded under FSTP.

³¹ Such as food assistance, food reserve systems, safety nets, agricultural investments, insurance mechanisms, or nutritional interventions.

³² The L'Aquila Food Security Initiative (AFSI) provides an important reference in this respect.

(ASEAN)), joint donor initiatives, civil society organisations (such as farmers' organisations), think tanks and expert centres, and the private sector.

A common theme to be addressed at all levels will be 'information for governance', which refers to the use and making available of reliable and timely food security information (such as the Integrated food security Phase Classification approach), ranging from early warning systems, data on (child) malnutrition, and information on agricultural production and prices, to integrated food security information systems for decision-making at the appropriate level and time.

Another common theme will be 'participation for governance', under which key stakeholders in food security governance, such as farmers' organisations, private sector organisations and other civil society groups, will play a more pro-active part in food security dialogue, policy formulation and implementation, and lesson learning. Therefore, an integral element of this strategic priority will involve providing support to capacity building, as well as support to policy exchanges and lesson-learning activities, to advocacy, and to strengthening networks of experts and thematic platforms.

4.2.3. *Addressing food security for the poor and vulnerable in fragile situations*

This priority continues to address food insecurity in exceptional situations of transition and fragility. It will adhere to the strict application of subsidiarity principles in line with the principles of intervention contained in the DCI which aim to provide distinctive added value and complement programmes of a geographic nature, the latter constituting the main framework for EU cooperation with third countries.

Within this priority, LRRD will continue to play an important role, including close coordination with DG ECHO on humanitarian efforts and at the same time promoting a twin-track approach combining recovery and rehabilitation for the most vulnerable with medium-to-long term food security support. The resilience of rural producers and communities forms a core condition to mitigate the effects of food-related crises.

While short term responses to food and nutrition crises often require mobilisation of separate ad hoc humanitarian instruments, other mechanisms and capacities need to be built and maintained on a more sustainable basis in order to escape recurrent food insecurity and malnutrition and to reduce the risks of crises occurring and to better manage their effects. Such mechanisms include early warning systems, food reserves, insurance, savings and credit systems, safety nets and other social transfers. In this respect, lessons learnt and best practice from the Food Facility will be taken into account.

Under this priority, all four pillars of food security will be addressed, including interventions to protect, maintain, and recover productive assets vital for food security, reduce malnutrition and address vulnerability to shocks and strengthen resilience. It includes, among others, community-based interventions for reducing and/or mitigating risks, support to social transfer mechanisms including safety nets (which will need to be effective, affordable and flexible, allowing for quick expansion in times of crisis), interventions for strengthening the development capacities of communities, and basic socio-economic infrastructures at community level. Increased attention will be paid to nutrition, particularly assisting those for whom appropriate nutrition will have a positive effect on the achievements of MDG 1c (prevalence of underweight children under five years of age), and MDGs 4 (reducing child mortality) and 5 (improving maternal health).

This strategic priority will operate in a restricted number of countries, characterised by food insecurity and situations of fragility and vulnerability. The food insecure and fragile countries will be selected according to criteria defined under point 5.1.3.

Assistance should support the development of strategic approaches to deal with food security in these countries, allowing for financing to be taken over by geographical cooperation.

In each selected country, the issue of coherence, coordination and complementarity between humanitarian operations and development operations will be tackled through the elaboration of a Joint Humanitarian-Development framework (involving DG ECHO offices as well as EU Delegations), in partnership with affected communities and local authorities and, if possible, with other public institutions.

5. MULTIANNUAL INDICATIVE PROGRAMME (MIP) 2011-2013

This Multiannual Indicative Programme (MIP) will cover the final three years of implementation of the Food Security Thematic Programme 2007-2013. In line with Article 15 of the DCI, which reflects the content of the Communication on Advancing the Food Security Agenda to Achieve the MDGs³³, and the Food Security Thematic Strategy Paper, it provides guidance for the formulation of Annual Action Programmes (AAPs).

Furthermore, the MIP will be evaluated in 2012-2013 in order to learn lessons for the post-2013 period.

Overall, the FSTP is expected to contribute to an improved food security situation in the developing world and, in particular, in the countries and regions that are most-off track in reaching MDG1. To monitor progress, international indicators such as the Global Hunger Index (GHI), undernutrition rates (e.g. underweight) and other FAO and IFPRI indicators will be monitored annually.

The MIP also determines indicative financial allocations per component, which might show as much as a 20% variation between and within themselves. In accordance with the indicative financial reference amount laid down in the DCI, the average yearly amount in the period 2011-2013 is around €250 million. In line with Article 38 of the proposal for the Regulation establishing a financing instrument for development cooperation (DCI)³⁴, €3 million have been earmarked to finance activities that benefit European Neighbourhood and Partnership Instrument (ENPI) countries during the period 2011-2013.

5.1. Strategic Priorities

5.1.1. *Research, technology transfer and innovation to enhance food security*

The objective of this strategic priority is to reduce food insecurity, including under-nutrition, and to promote agricultural development through the application of research results and innovative approaches. In line with the food security policy framework³⁵, support to demand-led agricultural research for development, extension and innovation should be substantially increased.

The main emphasis is on agricultural research for development (ARD) with an expanded focus that includes nutrition (including horticulture and livestock production), ecologically efficient intensification of agriculture, sustainable natural resources management, and agricultural biodiversity and the sustainable management of agricultural ecosystems. Recognising that research is most effective if it is demand-driven and part of an innovation system, particular attention is devoted to clear delivery strategies, including support for extension, with the aim of maximising research impacts on poverty and food security. Partnerships, including South-South partnerships, will be developed within this priority area. Moreover, the priority area will include activities to learn and share lessons from its components. Climate change, environment, gender, vulnerability and HIV/AIDS are cross-cutting issues that will be integrated across programmes.

³³ COM(2006)21

³⁴ Regulation (EC) No 1905/2006 of the European Parliament and of the Council of 18 December 2006 establishing a financing instrument for development cooperation.

³⁵ See footnote 9.

The priority will operate at two levels: 1) global and 2) continental/regional/sub-regional. This priority will build on existing achievements while expanding into new areas and partnerships.

At the global level, the CGIAR is an important actor and the Commission is committed to support its reform process and its efforts towards a more coherent portfolio of research programmes and coordinated funding mechanisms. Moreover, advanced research institutes, international agricultural research centres, global networks such as the Global Forum on Agricultural Research (GFAR), civil society, or partnerships involving the private sector will be supported. Concerning support to projects or programmes implemented by non-CGIAR research and innovation institutions, the possibility of implementing a mechanism similar to the GPARD call under phase 1 of the FSTP could be explored.

At the continental, regional and sub-regional levels, interventions will further strengthen regional (including recently created regional networks) and national agricultural research systems. In Africa, the priority will result in increased support for improving the integration of CAADP Pillar IV activities (agricultural research, technology dissemination and adoption) into the overall CAADP process, including at the national level in countries that are preparing to sign or have already signed CAADP compacts. EU support will strengthen some of the current weaknesses in the CAADP Pillar IV strategy, such as the integration of climate change issues. The strategic priority will also build on the regional programmes initiated for Asia, Central America and the Andean countries.

All research programmes developed at global, continental and regional levels will indicate how coordination is ensured with the national level and will provide for pathways which demonstrate impact on poverty reduction and food security.

The priority will support innovation in food security along value chains from the producer to the market, including interventions that have a direct impact at the field level. This will involve novel approaches to extension (complementing geographical programmes) and promote access to food, and improve nutritional standards and practices. Attention will be paid to piloting or scaling up innovative approaches, and it will be important to put mechanisms in place to ensure that lessons are captured and shared. There will be support for the engagement of civil society, local authorities, partnerships involving the private sector in innovative approaches in areas such as seed systems, linking agriculture and nutrition, micro-finance schemes for the rural and urban poor, postharvest technology and storage facilities, plant or animal health services and sustainable management of natural resources as well as support for the various links in the value chain.

Moreover, innovation in appropriate safety nets to improve access to food for the poorest and most vulnerable will be supported.

The expected results will, inter alia, reflect the strategic priorities identified by the GCARD 2010³⁶ and the reformed CGIAR. These will contribute to: (i) pro-poor scientific, technological innovations and policies; (ii) capacity and institution building, responding to beneficiaries' needs; (iii) an enhanced active role for low-income smallholder farmers and their organisations in research and innovation programmes; (iv) increased exchange of information, experience and knowledge through scientific networks and (multi-) stakeholder platforms (e.g. GFAR and its continental and regional stakeholders); (v) improved partnerships between scientists, poor smallholder farmers and other main stakeholders; and (vi) complementarity and synergy with research programmes and activities financed through the 7th Framework Programme for Research and Technological Development.

³⁶ The Global Conference on Agricultural Research for Development (GCARD) is a new initiative to broaden stakeholder involvement in setting research priorities and to make research more demand driven and responsive to the needs of poor smallholder farmers. GCARD replaces both the annual general meetings of CGIAR and the triennial meetings of GFAR. The first GCARD was held in Montpellier in March 2010.

The main indicators to measure impact could be derived from: (i) the number of innovative pro-poor agricultural technologies tested and adopted by farmers, (ii) the number of recommendations for pro-poor agricultural policy developed and the number of governmental or non-governmental organisations that have followed up these recommendations; (iii) the number of research, extension and innovation programme documents that show clear evidence of participation by farmers, local communities and other stakeholders in design and implementation; (iv) number of public and private extension services actively supporting new business models with small-scale farmers; (v) number of private enterprises making business with small-scale farmers as agricultural suppliers in a fair contracted and negotiated manner; (vi) documented impact on nutrition (including increased availability of nutritious foods); (vii) documented evidence of the integration of climate change and gender into the programmes; and (viii) the number of workshops, training events with documented evidence demonstrating the quality and effectiveness of partnerships, scientific networks and (multi-)stakeholder platforms on ARD and innovation. Overarching indicators relate to the numbers of people benefiting from ARD programmes, the extent to which these programmes have impacted on their livelihoods, food security and nutrition and the potential for scaling up these impacts.

Budget 2011-2013: €260 million (34.7% of MIP)

5.1.2. *Strengthened governance approaches for food security*

The aim of this strategic priority area is to improve governance of food security at various levels: global, continental and regional. To that end it will strengthen the ways in which key organisations, institutions and processes are able to handle food security issues. Initiatives carried out under this strategic priority will be implemented by a variety of institutions and organisations encompassing the international, regional, national level as well as governmental and non governmental organisations. As described in chapter 4.1.2, four sub-priorities are proposed: strengthening governance at global level, governance at regional and continental level, information for governance and participation for governance. The specific objectives for each of these areas are specified below as well as the actors that could be involved.

At the global level, this priority will support the strengthened global governance system adopted in 2008–2009. Interventions include support to the Committee on World Food Security and its High Level Panel of Experts, and the Standing Committee on Nutrition. They also include focusing of support to strategic partners within the UN family, such as FAO and IFAD, based on their core mandates to improve complementarity, consistency and effectiveness in global approaches to food security. Cooperation with FAO should focus on technical knowledge, information management and policy advice, while cooperation with IFAD will cover the core areas of land, farmer organisations, rural finance and private sector involvement.

On the issue of 'land acquisition' and access to natural resources, improved governance will require support for the development and implementation of guidelines³⁷ on responsible investments (both foreign and domestic) in agricultural land. This includes a strengthening of institutional capacities (at national and regional levels; among governments and in civil society), as well as the development of laws and policies.

Food safety, livestock management and plant health are integral parts of food security governance. Standards, policies and institutions related to food safety and animal and plant health are central to food trade, producers' incomes and consumer health. A number of national and continental/regional programmes under geographical envelopes already address food safety issues targeting both the public

³⁷ Such as the FAO *Voluntary guidelines on responsible governance of tenure of land and other natural resources* currently being prepared and the *Principles for Responsible Agricultural Investment (RAI)* being developed by FAO, IFAD, UNCTAD and the World Bank.

and the private sector. The FSTP will continue to support food safety interventions that increase complementarity and avoid duplications, and focus sharply on pro-poor issues.

At the continental and regional level, where the EU has a comparative advantage due to its size and regional integration experience which it can share with its partners, the FSTP will support agricultural, food security and nutrition approaches in the continents with the main food security concerns: namely Africa, Asia and Latin America/Caribbean. As progress towards MDG 1 is furthest off-track in Africa, there will be a relatively stronger emphasis on that continent although Asia will also receive particular attention. Considering difficulties encountered during the implementation of the first phase of the FSTP (2007-2010) in identifying functioning regional organisations with appropriate absorption capacity, particular attention will be given to the institutional assessment of potential beneficiary organisations.

In **Africa**, initiatives will take place in the context of the Joint Africa-EU Strategy and the priority will be to support CAADP, in the implementation of its food security agenda as outlined in CAADP Pillar III³⁸ by widening the scope of interventions to domains such as nutrition, social protection and access to food. The interventions should result in enhanced capacities of African institutions to comprehensively analyse and plan a strategy for food security issues, and forms these views into operational plans. In addition, there will be support for efforts in Africa to improve the agricultural value chain and incentives for quality products within regional economic communities.

Regional programmes to be funded in **Asia** will build on regional and, where appropriate, national initiatives on food security, which provide added value to country-level operations. They will specifically address chronic malnutrition. Support will be provided to existing multi-donor initiatives on chronic malnutrition in South Asia, to the ASEAN Integrated Food Security (AIFS) Framework, to disaster preparedness and to food security investment partnerships which are being established within the context of the L'Aquila Food Security Initiative.

In **Latin America** initiatives to enhance food security in Central America will be prioritised, building on the existing PRESANCA³⁹ programme. Central themes will include cross-border cooperation, nutrition, food security policies, access to land, access to markets (and integration in value chains), access to services, food security information, disaster management/preparedness and safety nets.

Under the **Neighbourhood** component, support will be given to enhanced regional coordination within the Union for the Mediterranean in the areas of agriculture and food security. There are plans to support the implementation of the strategic areas of the Charter for Agriculture and Food Security, when it has been adopted.

The objective of information for governance is to strengthen national and regional institutional capacities of stakeholders (public, private and other non-state actors) in the areas of food security analysis, policy/strategy design, monitoring and evaluation, in order to (a) better monitor and analyse food security developments, (b) improve food security policies, strategies and response programmes, and (c) prevent and/or mitigate the effects of food crises more effectively. At the global level, the focus will be on a coordinated international effort to generate reliable and timely global information and analytical capacity and to strengthen and/or set up sustainable regional and national ISFS institutions.

At the regional level, priority will be given to the consolidation/expansion of initiatives started under the 2007-2010 MIP in Africa, Central America⁴⁰, Central Asia and South East Asia. Support for more effective linking of information and decision-making aims to strengthen the often weak link between the

³⁸ The Framework for African Food Security (FAFS)

³⁹ Regional Programme of Food Security and Nutrition in Central America

⁴⁰ Regional Programme of Information Systems in Food Security and Nutrition in Central America (PRESISAN)

production of food security information and appropriate response strategies. It forms an important component of the 2011-2013 MIP and builds on 2007-2010 and earlier programmes and lessons learnt, by developing a new regional focus, and placing more emphasis on analysis and response strategy development. It will also strengthen both the short and longer term risk assessment and monitoring, focusing on vulnerability analysis and mapping. More broadly, it will also include enhancing the capacity of developing countries to integrate risk reduction considerations into their policies and planning.

Food security governance calls for enhanced participation in policy debates, integration and compatibility of different policy areas (e.g. agriculture, infrastructure, trade, health, environment and climate policy, etc.), coordination and implementation of civil society organisations, particularly farmer organisations and NGOs. The strengthening of platforms of farmers' organisations, such as those launched in 2007-2010 for African regional platforms, should be continued and broadened to cover other continents too. In addition, a programme to link farmers' organisations from Europe with those in developing countries could be supported. Similarly, other networks, such as civil society organisations (NGOs, regional and local authorities), should be supported in their information sharing, advocacy, coordination and networking functions related to food security governance.

Under participation for governance, provision is made in the present MIP to finance events, studies, initiatives and actions that foster international, South-South and South-North policy dialogue, cooperation/coordination, advocacy, capacity development and sharing of experiences, harmonisation and alignment in the field of food security. Specialised agencies will also be mobilised to prepare policy briefs, for example on statistics needed for agricultural policy-making and planning, innovative ways of disseminating ISFS information, food security resilience of households and risk management tools, and the linkage between agriculture, nutrition and health. Such briefs should also assess the progress made in improving food security and evaluate the contribution that can be attributed to the initiatives undertaken by the FSTP and by other related initiatives (AFSI, Member States' actions, etc.). Bearing in mind the importance of increasing aid effectiveness also in the field of food security initiatives, the involvement of the Global Donor Platform for Rural Development⁴¹, multi-donor collaboration and, in particular, EU Member States will be encouraged.

The main expected results are: (i) CFS and HLPE functioning in accordance with their mandates, involving all relevant stakeholders; (ii) guidelines on access to land and other natural resources developed and being implemented; (iii) farmer organisations and their regional/continental platforms and civil society participating more effectively in decision-making processes related to food security; (iv) effectiveness of regional approaches on food security enhanced; (v) partnership relations with FAO and IFAD strengthened, focusing on the core mandates of these organisations; (vi) more effective use of food security information systems by decision-makers; and (vii) enhanced levels of responsible investment in agriculture, benefitting small-scale farmers.

Indicators to be used will include: (i) the reformed CFS provides sound policy recommendations and Global Strategic Frameworks for food security and nutrition, drawn up and adopted by 2012 at the latest; (ii) quality and usefulness of HLPE reports produced; (iii) increased number of countries where the EU's, FAO's, IFAD's and WFP's initiatives in the field of food security and nutrition are well coordinated and are in line with national food security initiatives; (iv) number of countries where guidelines on access to land and natural resources are applied; (v) number of countries where farmers' organisations are involved in the development and implementation food security policy (this includes refined CAADP indicators); and (vi) level of donor-linked agricultural investments benefitting small-scale farmers.

⁴¹ The GDPRD is the only global alliance of donors specifically active in Rural Development. It accounts for over 80% of total ODA in RD. The Commission is a member and sits on its steering committee.

Budget 2011-2013: €170 million (22.7% of MIP)

5.1.3. Addressing food security for the poor and vulnerable in fragile situations

This strategic priority addresses food insecurity in exceptional situations at regional, national and sub-national levels, where Commission geographical instruments do not intervene or cannot operate sufficiently in the field of food security.

This component of the programme is particularly geared to the most marginalised and discriminated groups, which are very often the ultra-poor and, hence, food insecure. This strategic priority will operate in a restricted number of countries, characterised by food insecurity and situations of fragility and vulnerability. It will support the development of strategic approaches to deal with food security in these countries, allowing for assistance to be taken over by geographical cooperation. Recalling section 4.2.3 above, interventions will strictly apply the principles of subsidiarity.

The food insecure and fragile countries to be supported will be selected according to one of the following criteria:

- Countries where there is no EU development cooperation (geographical instruments do not intervene). In these countries the FSTP will pave the way for future (when appropriate) development cooperation interventions in the field of food security.
- Countries in exceptional circumstances and situations of high fragility, where the food security situation for the poor and vulnerable has deteriorated significantly (or is at serious risk of further deteriorating) as a result of a major crisis such as a natural disaster or a man made disaster and where the geographical instruments cannot sufficiently address food security problems.
- Countries with chronic food insecurity and where food security is not part of the country strategy paper. In these countries the FSTP will intervene under the condition that food security is a priority of the government and is likely to become a priority of EU cooperation (i.e. there will be policy dialogue on food security) and hence would be integrated into the upcoming National Indicative Programme. Country allocation would be conditional to progress made on policy dialogue. All support should preferably and progressively be provided in the form of budget support.

In countries where ECHO is intervening, the FSTP will contribute to improved coherence and linkage between humanitarian and development interventions. It will also facilitate the phasing out strategy of ECHO. It will contribute to geographical instruments taking better account of food security and nutrition.

The objective of this component is to achieve a timely and sustainable reduction in the food insecurity of vulnerable groups in exceptional situations of transition and fragility, caused by internal or external factors, thus enabling them to recover from a crisis situation and to take advantage of development opportunities. This will include, among others, support to non-state actors (communities) and local authorities in establishing and operating targeted and flexible social transfer mechanisms, supporting interventions aimed at improving nutrition, managing the agriculture and food security risks faced by the poor and improving their resilience for instance through insurance and access to micro-credit, and programmes addressing integration of smallholders in value chains. Where possible, these interventions will aim to better incorporate food security concerns into the National Development Agenda of the country and, hence, will pave the way for integrating food security as an important priority within the EU /country development cooperation. In order to ensure feasibility of actions, local calls for proposals will take into account delegation capacities.

Interventions will be supported in order to ensure that food security is addressed in an LRRD context. Coordination and harmonisation with humanitarian and geographical instruments (DCI, ENPI, EDF), together with other donor assistance, will have to be ensured with a strategic, joint LRRD framework identifying short and medium term interventions addressing the food insecurity of the poorest and most vulnerable. Such strategies, designed in consultation with local stakeholders and local authorities, where possible, will include the phasing-in/phasing-out of assistance based on reliable information and sound analysis. In this respect, both humanitarian and development actors will have to work closely, adhering to the principles of LRRD.

In the event of a food crisis involving several countries in a region, a regional response might be required in order to complement rehabilitation and recovery actions at national level. In such an event, and when resources are not available in the Regional Indicative Programme, the FSTP could bridge the gap between emergency and development response.

Potential implementing partners are principally local and international NGOs and UN agencies. Cooperating at the earliest possible stage with communities and, where possible, with authorities at all levels, will be of paramount importance in identifying the most appropriate types of assistance.

In general, this strategic priority seeks to improve (or at least to prevent) a worsening of the Global Hunger Index (GHI) in those countries targeted. The main expected results are: (i) that a participatory, strategic, joint LRRD framework is in place in target countries; (ii) that productive assets, in particular natural resources and agricultural inputs, vital for food security are protected and/or improved; and (iii) that vulnerability to shocks is reduced and people's resilience is strengthened at national and local levels. The main indicators are that: (i) the number of LRRD frameworks agreed and used; (ii) level of livelihood assets (such as draught animals, land size etc.) maintained among vulnerable target groups; and (iii) average nutritional status among vulnerable groups in target countries is improved (using under-nutrition indicators).

Budget 2011-2013: €300 million (40.1% of MIP)

An amount of €3 million has been allocated, in line with Article 38 of the DCI, for financing activities that benefit ENPI countries.

5.2. Reserve

A reserve is created in order to ensure the financial flexibility of the programme. It could be used in particular for the component "Addressing food security for the poor and vulnerable in fragile situations", both at country and also at regional level.

Budget 2011-2013: €19 million (2.5% of MIP)

ANNEXES

Annex 1. Overview of the Food Security Thematic Programme actions 2007-2010

Priority Areas	2007	2008	2009	2010	Total
1. Supporting the delivery of international public goods contributing to food security through research and technology					223,975,000
- EU contribution to the CGIAR	45,000,000	67,500,000		17,500,000	130,000,000
- Global programme on Agricultural Research for Development (ARD) – non-CGIAR			5,000,000	20,500,000	25,500,000
- Support for FARA		10,000,000			10,000,000
- Support for AFAAS		1,500,000			1,500,000
- Support for the African Centre for Bananas and Plantains (CARBAP)		2,500,000			2,500,000
- Support for ASARECA Operational Plan, 2008-2012			4,000,000		4,000,000
- Support for the International Centre of Insect Physiology and Ecology (ICIPE)			1,500,000		1,500,000
- Support for PAEPARD II			5,500,000		5,500,000
- Support for CORAF/WECARD Mid-term Operational Plan, 2008-2013				11,475,000	11,475,000
- Regional Programme for Research and Innovation in Agricultural Value Chains (PRIICA)				5,000,000	5,000,000
- Strengthening pro-poor agricultural innovation for food				5,000,000	5,000,000

Priority Areas	2007	2008	2009	2010	Total
security in the Andean region					
- Technology transfer for food security in Asia				22,000,000	22,000,000
2. Linking information and decision-making to improve food security response strategies					39,800,000
- EU programme on linking information and decision-making to improve food security		11,000,000			11,000,000
- Linking information and decision-making to improve security response strategies in CILSS and ECOWAS countries			10,000,000		10,000,000
- Technical and scientific support for food security information and decision-making in sub-Saharan Africa			5,000,000		5,000,000
- Information systems to improve food security decision-making in the ENP-East Region			3,000,000		3,000,000
- World food crisis: support for food security monitoring and analysis for appropriate policy responses				1,800,000	1,800,000
- Regional programme of information systems in food security and nutrition in Central America Phase II				2,000,000	2,000,000
- Support for strengthening of the national food security information system – Tajikistan				2,000,000	2,000,000
- Improvement of the food security information system in the Kyrgyz Republic				2,000,000	2,000,000
- Information systems for food security			3,000,000		3,000,000

Priority Areas	2007	2008	2009	2010	Total
3. Exploiting the potential of continental and regional approaches to improve food security					123,594,500
- Better training for safer food	10,000,000				10,000,000
- Support to farmers' organisations in Africa		5,000,000			5,000,000
- Support to CAADP		5,000,000			5,000,000
- Platform for rural development and food security in Western and Central Africa			3,500,000		3,500,000
- Putting a pro-poor agenda into practice – support for the international land coalition			2,950,000		2,950,000
- Regional Cassava Initiative in support of vulnerable smallholders in Central and Eastern Africa			4,761,000		4,761,000
- Livestock for Livelihoods: strengthening climate change adaptation strategies through improved management at the Livestock-Wildlife-Environment Interface			4,883,500		4,883,500
- Regional programme of food security and nutrition in Central America II – PRESANCA II			13,000,000		13,000,000
- The Technical Assistance Facility (TAF) of the African Agriculture Equity Fund (AAF)				10,000,000	10,000,000
- Governance, marine resource policy and poverty reduction in the Western African Marine Eco-Region: Mauritania, Senegal, Gambia, Guinea-Bissau, Guinea, Sierra Leone and Cape Verde				10,000,000	10,000,000

Priority Areas	2007	2008	2009	2010	Total
- Regional programme for sustainable land management and adaptation to climate change in Sahel and West Africa				10,000,000	10,000,000
- Accessible systems to manage risk in family agriculture in Africa				4,500,000	4,500,000
- Regional initiative in support of vulnerable pastoralists and agro-pastoralists in the Horn of Africa				5,000,000	5,000,000
- Support for nutrition strategy in West and East Africa				15,000,000	15,000,000
- Maternal and young child nutrition security in Asia				20,000,000	20,000,000
4. Addressing food security in exceptional situations of transition and in fragile situations					332,206,000
- Linking relief to rehabilitation and development (LRRD) in fragile/failed states:					
• Afghanistan		5,000,000	10,000,000	5,000,000	20,000,000
• Burma/Myanmar	8,000,000	2,000,000			10,000,000
• Burundi	5,722,000		5,278,000		11,000,000
• Central African Republic	4,000,000		5,000,000		9,000,000
• Chad		4,399,000			4,399,000
• Democratic People's Republic of Korea	8,000,000	7,000,000	9,000,000	11,000,000	35,000,000
• Democratic Republic of Congo	5,000,000		13,427,000		18,427,000
• Guinea			7,000,000		7,000,000
Priority Areas	2007	2008	2009	2010	Total
• Haiti			6,000,000		6,000,000

• Liberia	4,000,000			6,000,000	10,000,000
• Occupied Palestinian Territory	6,000,000		9,480,000		15,480,000
• Republic of Congo	11,600,000				11,600,000
• Sierra Leone	8,000,000			2,000,000	10,000,000
• Somalia	5,000,000		7,000,000		12,000,000
• Sudan	5,000,000	9,000,000	22,000,000	2,800,000	38,800,000
• Timor Leste		5,000,000			5,000,000
• Zimbabwe		16,000,000		16,000,000	32,000,000
- Contribution Agreement with the UNRWA for Palestine Refugees	4,000,000				4,000,000
- EU response to the soaring food prices		50,000,000			50,000,000
- Food aid and implementation of the Special Hardship Case Programme for Palestine refugees			5,000,000		5,000,000
- Burma/Myanmar Livelihood and Food Security Trust Fund (LIFT)			9,500,000		9,500,000
- Support for the implementation of a new national policy for food security in Cuba			8,000,000		8,000,000
5. Innovation programmes					147,672,000
- Transitional programmes for Asian and Caucasian countries					
Armenia	3,086,000				3,086,000
Bangladesh	36,500,000				36,500,000
Georgia	3,086,000				3,086,000
Priority Areas	2007	2008	2009	2010	Total
Kyrgyzstan	9,000,000				9,000,000

Tajikistan	9,000,000				9,000,000
Yemen	4,500,000				4,500,000
- Armenia – food security programme 2010				2,200,000	2,200,000
- Innovative approaches to food insecurity					
• Afghanistan			2,000,000		2,000,000
• Burma/Myanmar				2,200,000	2,200,000
• Cambodia			2,000,000		2,000,000
• Chad			1,000,000	1,100,000	2,100,000
• Eritrea			2,000,000		2,000,000
• Ethiopia				2,200,000	2,200,000
• Georgia			2,000,000		2,000,000
• Guinea Bissau				2,200,000	2,200,000
• Malawi				3,300,000	3,300,000
• Mauritania			1,000,000		1,000,000
• Mauritania				1,100,000	1,100,000
• Mongolia			2,000,000		2,000,000
• Nicaragua				2,200,000	2,200,000
• Niger			2,000,000		2,000,000
• Occupied Palestinian Territory				2,200,000	2,200,000
• Peru			2,000,000		2,000,000
• Sierra Leone				2,200,000	2,200,000
• Somalia				2,200,000	2,200,000
• Sudan			4,000,000		4,000,000
Priority Areas	2007	2008	2009	2010	Total
• Timor Leste				2,200,000	2,200,000

• Zambia			2,000,000		2,000,000
• Zimbabwe				2,200,000	2,200,000
- Food security programme for Cambodia		4,000,000			4,000,000
- Food security programme for Laos		4,000,000			4,000,000
- Special allocations					
• Honduras			2,000,000		2,000,000
• Nicaragua			10,500,000		10,500,000
• Yemen			7,000,000		7,000,000
- Increasing food security and promoting licit crop production and small farmer enterprise development in Houaphan province Lao People's Democratic Republic				1,900,000	1,900,000
- Preventing and addressing under-nutrition in young children and women and its underlying causes in Bangladesh				3,600,000	3,600,000
6. Fostering advocacy and advancement of the food security agenda, harmonisation and alignment with development partners and donors					8,000,000
- The international conference on 'Focusing on the world's poorest and hungry people and moving to action'	500,000				500,000
- Study on nutritional value of food aid flows	200,000				200,000
Priority Areas	2007	2008	2009	2010	Total

- Fostering European aid effectiveness for Agricultural Research for Development (EIARD)		1,300,000			1,300,000
- Support to the Global Donor Platform for Rural Development (GDPRD)		1,500,000			1,500,000
- Strengthening civil society networking in the international policy dialogue for an improved food security		4,500,000			4,500,000
<i>Additional actions</i>					1,000,000
- FAO Immediate Plan of Action for Reform			1,000,000		1,000,000
TOTAL	195,194,000	216,199,000	225,279,500	239,575,000	876,247,500

Annex 2. Indicative Financial Allocation for the Food Security Thematic Programme 2011-2013

Priority Areas	2011	2012	2013	Total (in € million)	%
1. Research				260	34.7
This priority covers research, including CGIAR, technology transfer, extension and innovation.					
2. Governance for food security				170	22.7
This priority covers global and regional governance (including CFS/HLPE), sectoral governance (land, access to natural resources, responsible agricultural investments, rural private sector development...), technical knowledge and policy advice, farmers' organisations, food safety, regional approaches, other actions including studies, policy briefs and events.					
3. Food Security in Fragile Situations				300	40.1
This priority covers actions at both national and regional levels.					
4. Reserve (including an exceptional allocation to Pakistan)				19	2.5
TOTAL	241,806,000	248,982,000	258,629,000	749,417,000	100