



Discussion Paper

Towards Achieving Food and Nutrition Security, and Changing Course in Global Agriculture

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This paper reflects the views of Alliance Sud, Berne Declaration, Biovision – Foundation for Ecological Development¹, Bread for all, Fastenopfer, HEKS, HELVETAS Swiss Intercooperation, IFOAM, Institute for Advanced Sustainability Studies (IASS), Institute for Agriculture and Trade Policy, Millennium Institute¹, Shumei¹, Swissaid, Utviklingsfondet, World Animal Protection¹

Aim of this paper

The intergovernmental negotiations on the post-2015 development agenda will resume in January 2015. Elements to be discussed will include: means of implementation, the Sustainable Development Goals and targets, monitoring and review, and a revitalized global partnership, as well as financing for development (under a parallel work stream).

This paper outlines our priorities in the area of “Food Security, Nutrition, and Sustainable Agriculture and Food Systems” and may serve as a basis for discussion for working towards a “change in course in global agriculture” during the intergovernmental phase of the post-2015 development agenda.

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KEY MESSAGES

The following points outline our rationale for continuing to advocate for a robust goal on “Food Security, Nutrition, and Sustainable Agriculture and Food Systems”, as well as a strong means of implementation, finance and framework for monitoring and review²:

- **Transformational change in agriculture and food systems is urgently needed** to address unprecedented environmental, social and economic challenges and to nourish a population of 9 billion people by 2050, contribute to environmental stewardship in light of natural resource scarcity, social equity, and inclusive economic development.
- **A world free from poverty, hunger and malnutrition**, where the right to adequate food is realized for all people, cannot be achieved without a shift to resilient, diverse and productive agriculture and food systems, which are environmentally, socially, and economically sustainable, with a special emphasis on small-scale food producers and supporting their livelihoods.
- **A standalone goal on “Sustainable Agriculture, Food Security and Nutrition” is essential** as growth originating in agriculture is more effective in raising incomes of extremely poor people than growth originating outside the sector, and has multiple benefits for societies, welfare across the rural-urban continuum, and sustainable development.
- Such a goal and the broader post-2015 development agenda should address the following elements. They can also be summarized in the word **SHIFT**:
 - S**mall-scale food producers empowered
 - H**unger and all forms of malnutrition ended, and full access to food ensured
 - I**nclusiveness in decision-making on sustainable agriculture, food security and nutrition
 - F**ood systems established which are sustainable, diverse and resilient, less wasteful, restore soil fertility and halt land degradation
 - T**rade policies reshaped and food price volatility mitigated



² See also: SHIFT – Message from the High Level Roundtable on Food and Nutrition Security through Sustainable Agriculture and Food Systems in the Post-2015 Agenda, 27-28 March 2014 in New York.
http://www.biovision.ch/fileadmin/pdf/d/news/messages_HLRT_29-03-2014_final.pdf

KEY CONCERNS

The following are our key concerns and priorities for the intergovernmental negotiations on the post-2015 development agenda, including finance:

☞ **Key Concern 1:** Protect the balance and the ambitious character of the Sustainable Development Goals (SDGs) and targets, as proposed by the Open Working Group on SDGs (OWG), and therefore do not re-negotiate the 17 goals and 169 targets.

☞ **Key Concern 2:** Address structural deficits in the international trade and finance regime, including by ensuring an equitable multilateral trade system that promotes rural development, food security and animal welfare, and mitigates excessive food price volatility.

☞ **Key Concern 3:** Implement country-initiated multi-stakeholder assessments to support decision-makers and stakeholders in determining and implementing effective and foresighted policies, strategies and national action plans in all areas of sustainable development. On issues related to food security, nutrition and sustainable food systems, the Committee on World Food Security (CFS) should facilitate such assessments.

☞ **Key Concern 4:** Create and expand the regulatory environment for long-term investments in food security and sustainable food systems³. Promote additional financing for micro-finance, small and medium enterprises within sustainable food systems and research, as well as capacity building in financial literacy.

☞ **Key Concern 5:** Recognize and ensure that the reviewing and monitoring of the implementation of the post-2015 development agenda on issues related to food and nutrition security, sustainable agriculture and food systems, can be provided by the CFS and other suitable stakeholders.

³ Regulatory environment should include the following important and internationally agreed documents: Responsible Agriculture Investment Principles (RAI); Voluntary Guidelines on the Responsible Governance of Tenure of Land, Fisheries and Forests (VGGT); the International Treaty on Plant Genetic Resources for Food and Agriculture (ITPGRFA).

1. Response to the UNSG Synthesis Report

We welcome the UNSG Synthesis Report as a comprehensive and important compendium and starting point for the intergovernmental negotiations that will shape the post-2015 development agenda by September 2015. After reviewing the report from a “Food Security, Nutrition, Sustainable Agriculture and Food Systems” perspective, we note the following concerns:

- **Build on the essential elements for delivering on the SDGs, but do not reintroduce a “silo” approach:** We in principle welcome the 6 essential elements in the UNSG Synthesis report (para 66 ff.) that would help frame and reinforce the universal, integrated and transformative nature of a sustainable development agenda. However, it is not clear to us how the proposed 6 essential elements would be linked to the final SDG framework. We are concerned that the current proposal may reintroduce a ‘silo’ approach to the agenda.
- **Many elements of SDG 2 are present, but a few crucial issues omitted:** The UNSG Synthesis report takes up many of the elements and targets under SDG 2, including end hunger (para 2) and malnutrition (para 70), access to food (implicitly under para 94), right to own land (para 69), landscape management (including agriculture and forests) and sustainable management of natural resources (para 74), sustainable agriculture, fisheries and food systems (para 75), address desertification and unsustainable land use (para 75), halt agricultural biodiversity loss (implicitly under para 75), reshape trade policies (para 54 and 95), and remove agricultural export subsidies (para 102).

However, some important issues that are crucial to achieve food security, nutrition and sustainable agriculture and food systems have not been taken up in the UNSG Synthesis report. These include:

- Double incomes of small-scale food producers, including through secure and equal access to land, other productive resources and inputs, knowledge, financial services, markets, and opportunities for value addition and non-farm employment (as called for in target 2.3)
- Implement resilient agricultural practices (target 2.4)
- Maintain genetic diversity of farmed animals, as well as seeds and cultivated plants (target 2.5)
- Limit extreme food price volatility (target 2.c)
- Halve food waste and reduce food loss (target 12.3)
- Strive to achieve a land-degradation neutral world (target 15.3)

We call on all stakeholders to ensure that these important issues continue to be reflected in the post-2015 development agenda.

2. Sustainable Development Goals and Targets

We welcome the report of the OWG, including its proposal for 17 goals and 169 targets. These goals and targets form a framework for sustainable development that is action-oriented, aspirational, includes all three pillars of sustainable development, and most importantly, represents a delicate balance among all member states of the United Nations, elaborated through the inclusive process of the OWG. Therefore, it would not be wise to substantially renegotiate the goals and targets. “If you touch it, you break it.”⁴

We particularly welcome SDG 2 “End hunger, achieve food security and improved nutrition, and promote sustainable agriculture”, including the substantial targets 2.1 to 2.5, and means of implementation targets 2.a to 2.c. Together they form the basis for “changing course in global agriculture”.

We are also open to discussing ways to make the 17 goals and 169 targets more communicable.

⁴ Sustainable Development is complicated – Are there really too many SDGs?
<http://www.beyond2015.org/sites/default/files/Too%20many%20SDGs%20BLOG%20Sept%202014.pdf>

3. Means of Implementation, including Finance

While governments and other stakeholders have to a large extent agreed on the “what” of the sustainable development agenda, the international community is about to start a political process aimed at defining the “how” by determining the means of implementation, including a finance framework for the sustainable development agenda, conducive environments, partnerships and a framework for monitoring and review. We must provide strong means if we want to successfully implement the post-2015 development agenda by 2030.

The following means of implementation are crucial in ensuring food security, nutrition, and sustainable agriculture and food systems:

- **Address structural deficits in the international trade and finance regime:** Inadequate agricultural, finance and trade rules have contributed significantly to increased volatility in agricultural markets. In recent decades, much of the focus of disputes at the World Trade Organization (WTO) has been on the problem of dumping – exports of artificially cheap agricultural products on vulnerable markets. Agricultural policies and subsidies in developed countries encouraged overproduction and reliance on export markets to compensate for low prices. Developing countries, compelled to reduce barriers to trade and public support to agriculture under rules in the WTO and a series of bilateral trade agreements, were advised to rely on imports of cheap food rather than to strengthen local food economies. In the process, local food production, especially by small-scale farmers, was decimated, and multinational corporations gained considerable power over supply chains and agricultural input markets (e.g. seeds).

The 2008 and 2011 food price crises exposed the problems of over-reliance on international markets and flawed trade rules, as well as the relatively new problems of excessive speculation on commodity markets. The deregulation of financial markets has led to a process of “financialization” of commodities, treating food, energy and other commodities as asset classes for speculative investments rather than the back-bones of stable economies and food systems. Extreme weather variability has also disrupted markets and highlighted the need for the reestablishment of food reserves to stabilize markets and ensure food is available during times of crisis.

We welcome targets 2.b (on trade⁵) and 2.c (on food price volatility⁶) of the OWG report, and call for maintaining the level of ambition. However, during the discussion on means of implementation and financing for development, the following additional recommendations should be considered:

- Support for the establishment of food reserves as a tool to mitigate price and supply volatility and strengthen food security when domestic production fails. This would build on the adopted “Bali Package” by the WTO that gives greater flexibility for public spending on food stocks.
- Reform of national farm policies, particularly in industrialized countries, to eliminate dumping of food, strengthen environmental sustainability and rural livelihoods, and prevent oligopolistic control of market prices and practices.
- Greater investment in agro-ecological farming practices and research to rebuild stable food supplies (from local markets), enhance economic and environmental resilience, including the conservation and sustainable use of natural resources, and enhance animal health and welfare in livestock production.
- Improve domestic market infrastructure and build value chains accessible to small and low-income producers in order to increase agricultural incomes and facilitate access to food.
- Ensure adequate policy space for developing countries, including in conditions for loans and aid, to improve their agriculture sectors and their farmers’ livelihoods through various measures such as credit, marketing, storage, processing, provision of agriculture inputs, land improvement measures,

⁵ 2.b. correct and prevent trade restrictions and distortions in world agricultural markets including by the parallel elimination of all forms of agricultural export subsidies and all export measures with equivalent effect, in accordance with the mandate of the Doha Development Round

⁶ 2.c adopt measures to ensure the proper functioning of food commodity markets and their derivatives, and facilitate timely access to market information, including on food reserves, in order to help limit extreme food price volatility

and measures to make agriculture more sustainable. Give particular attention to food-insecure and food-importing countries, in particular Least Developed Countries (LDCs).

- Reduce the usage of human-edible food for purposes other than food, including animal feed.
- Redefine food loss/waste to reflect the reduction in nutritional value (e.g. calories) rather than food mass.
- **Country-initiated multi-stakeholder assessments:** Target 17.9 of the OWG report makes a call to “enhance international support for implementing effective and targeted capacity building in developing countries to support national plans to implement all sustainable development goals, including through North-South, South-South, and triangular cooperation”. Para 127 of the UNSG Synthesis Report states that “governments, in consultation with all stakeholders, [...] will need to review national strategies and policies to support progress towards goals, consistent with national policies”.

We therefore suggest implementing country-initiated multi-stakeholder assessments to support decision-makers and other stakeholders in determining and implementing effective and foresighted policies, strategies and actions in an inclusive and transparent manner in all areas of sustainable development. Multi-stakeholder assessments of agricultural and food systems in particular are relatively inexpensive when one considers the long-term impacts that sound policies and strategies to address sustainable agriculture, food security and nutrition can have not only on poverty eradication and ending hunger, but also on rural development, climate change, biodiversity, etc. The key is to enhance country-level human and technical capacities in planning and implementing multi-stakeholder assessments, as well as to provide the necessary tools to conduct the assessments (i.e. policy simulation and analysis models) and to formulate the findings into concrete policies and action.

In the area of food security, nutrition, sustainable agriculture and food systems, multi-stakeholder assessments are instrumental in revealing the status of sustainability of food systems, including the access to adequate, safe, affordable, and nutritious food, and in addressing hunger, food insecurity and malnutrition with a long-term perspective. These assessments will be indispensable for achieving the goals and targets set out by the post-2015 development agenda to end hunger, achieve food security and nutrition, and shifting to sustainable agriculture and food systems.

Based on para 115 of the Rio+20 Outcome Document, which reads

“We reaffirm the important work and inclusive nature of the Committee on World Food Security, including through its role in facilitating country-initiated assessments on sustainable food production and food security (...)”

the CFS is most appropriate platform to facilitate such assessments in the area of sustainable food systems, food security and nutrition. We therefore suggest reiterating in the post-2015 development agenda the role of the CFS in facilitating country-initiated multi-stakeholder assessments.

- **Bridge the financing gap to achieve food and nutrition security, sustainable agriculture and food systems:** In the area of food security, nutrition, sustainable agriculture and food systems, the financing needs are estimated between ca. USD 100-260bn per year, according to different sources.⁷ Financing will have to come from different sources – international and national, public and private. There is need for a smart mix of financing from different sources, such as governments, national and regional development banks, aid agencies, international financial institutions, funds, philanthropy, public-private partnerships, and private investors, including commercial banks, cooperate banks and micro-finance institutes. It is important to keep in mind, however, that private finance cannot substitute, but only complement, public funding in the area of food security, nutrition, sustainable agriculture and food systems. Private finance in the context of the post-2015 development agenda must not contribute to the further “financialization” of

⁷ Financing for sustainable development: Review of global investment requirement estimates. UNTT Working Group on Sustainable Development Financing. <http://sustainabledevelopment.un.org/content/documents/2096Chapter%201-global%20investment%20requirement%20estimates.pdf>
Financing Sustainable Development: Implementing the SDGs through Effective Investment Strategies and Partnerships. Jeffrey Sachs and Guido Schmidt-Traub. 30 November 2014 (preliminary, unedited draft for public consultation). http://unsdsn.org/wp-content/uploads/2014/11/Full-FSD-draft-for-public-consultation_In.pdf

commodities and to excessive speculation. International financial institutions such as the World Bank and regional development banks should prioritize long-term investments in small-scale sustainable agriculture and food systems over large-scale infrastructure investments.

In order to encourage true sustainable financing in the area of food security and nutrition, sustainable agriculture and food systems, we would like to make the following recommendations:

- With a share of almost a third in global greenhouse-gas emissions, agriculture and forestry are two of the leading causes of climate change. These environmental impacts – besides climate change, they also include land degradation, loss of soil and biodiversity, water pollution, etc. – very often are not accounted for in investment decisions, because they do not bear a price tag. We suggest internalizing the external costs of agricultural investments, and therefore favoring long-term private and public investments in sustainable agriculture and food systems.
- Small-scale food producers, including women, indigenous people and other disadvantaged groups, very often do not have access to productive resources, including financial services. However, access to micro credit and insurance at fair market prices to protect against crop failures are important elements to sustainably increase the productivity of small-scale food producers and improve their income and livelihoods. In order to improve this access to financial services, additional financial resources, including through innovative mechanisms such as development impact bonds, sustainable development funds, etc., must be made available for micro credit institutions, farmers' cooperatives and small and medium enterprises of the sustainable food system. It is imperative that development funds operate in a transparent and accountable manner. An international financial transaction tax could leverage important additional funds for public investments in sustainable agriculture and food systems.

4. Monitoring and Accountability

Progress on the post-2015 development agenda needs to be reviewed, monitored and accounted for by independent bodies with the relevant knowledge, competence and capabilities, and at all three levels: national, regional and international. The High Level Political Forum (HLPF) should play a key oversight role in the follow-up and review of progress of the post-2015 development agenda at the global level. The HLPF 2015 (26 June – 8 July 2015) should develop an effective monitoring and accountability framework for the post-2015 development agenda, while taking into account existing mechanisms and processes in the different areas of work. We welcome the proposals in para 149 of the UNSG Synthesis Report (“universal review process”).

In the thematic area of food security, nutrition, sustainable agriculture and food systems, guiding, reviewing, and monitoring of the implementation can be provided by the Committee on World Food Security (CFS), in cooperation with the relevant UN bodies and agencies, as well other suitable stakeholders. This arrangement is therefore a concrete suggestion of a “thematic component” in the review process, as proposed under para 149.iv. of the UNSG Synthesis Report. Furthermore, based on the lessons learned from the MDGs, progress assessments should be prepared by the relevant UN bodies (FAO, IFAD, WFP, HLPE of the CFS) or multi-stakeholder expert groups in a transparent process with input from all relevant stakeholders – especially small-scale farmers, women, and marginalized groups. Investments in qualitative and quantitative assessments and the creation of national and international platforms and network for dialogue, knowledge and information sharing can drive the implementation of the SDGs.

5. Indicators

Technically rigorous and applicable indicators will be crucial to achieve the sustainable development agenda. A number of stakeholders have suggested different sets of indicators under Goal 2 “End hunger, achieve food security and nutrition, and promote sustainable agriculture”. In annex 1, an overview of the most important indicators presented so far can be found, including short annotations on how they contribute to the achievement of Goal 2, including its targets.

Annex 1: Overview Indicators

We have selected indicators that we consider relevant and suitable to measure progress on the targets related to food, nutrition, and agriculture, including their sources and data availability. This list is not exhaustive and will be further refined alongside the discussions on the post-2015 development agenda.

Target	Indicator	Source	Data Availability
2.1 by 2030 end hunger and ensure access by all people, in particular the poor and people in vulnerable situations including infants, to safe, nutritious and sufficient food all year round	Number and percent of undernourished people	Kopainsky (2014, p.8) ⁸	Measuring prevalence of underweight children under five years of age (see also SDSN 2014, p.41 ⁹ , and RBA's 2014, p.2 ¹⁰). Data available at FAO Food Security Indicators. Highlights comparability with MDG monitoring data series.
	Prevalence of households with inadequate food consumption (Food Consumption Score)	RBA's (2014, p.2)	Extensively used by WFP in last 15 years, 'easy-to-collect' and included in national Living Standards Measurement Surveys (LSMS) and monitoring surveys. Measures dietary diversity and food frequency.
2.2 by 2030 end all forms of malnutrition, including achieving by 2025 the internationally agreed targets on stunting and wasting in children under five years of age, and address the nutritional needs of adolescent girls, pregnant and lactating women, and older persons	Percent of children under 5 years of age exhibiting stunting and wasting	SDSN (2014, p. 42) Indicator 9	Data already routinely measured. WHO/UNICEF as lead agency. Availability Assessment Grade: A
	Prevalence of overweight/obesity	RBA's (2014, p.3)	Of increasing concern also in low- and middle-income countries. Data easily available from DHS surveys through weight and height measurements calculating the WHO Body Mass Index (BMI) scores.
2.3 by 2030 double the agricultural productivity and the incomes of small-scale food producers, particularly women, indigenous peoples, family farmers, pastoralists and fishers, including through secure and equal access to land, other productive resources and inputs, knowledge, financial services, markets, and opportunities for value addition and non-farm employment	Value of agricultural production per labor unit	RBA's (2014, p.5)	Can be disaggregated by sex (female-headed smallholder producer households) and size of holding (two lowest quintile of countries' farm size distribution)
	Value of food production per hectare	RBA's (2014, p.5)	Data currently available for 80 countries by Living Standard Measurement Survey (LSMS) conducted by the World Bank.
2.4 by 2030 ensure sustainable food production systems and implement resilient agricultural practices that increase	Percent of farmland under crop rotation, mulching, agro-forestry, free-range	Kopainsky (2014, p.11)	Aims at capturing the implementation of resilient sustainable agricultural practices. On global level data availability currently limited to certified organic agriculture, and partially, to conservation agriculture. Additional efforts in data collection thus necessary (for example in national

⁸ Background Paper for the High Level Roundtable on Food and Nutrition Security through Sustainable Agriculture and Food Systems in the Post-2015 Development Agenda. BV/MI. 17 March 2014. http://www.biovision.ch/fileadmin/pdf/sdgs/6_2014_03_17_SDG_agriculture_background_paper.pdf

⁹ SDSN's report on Indicators and Monitoring. <http://unsdsn.org/wp-content/uploads/2014/11/141125-Indicator-working-draft-WEB.pdf>

¹⁰ Rome Based Agencies' Indicators (FAO, IFAD, WFP). http://www.fao.org/fileadmin/user_upload/post-2015/Targets_and_indicators_RBA_joint_proposal.pdf

productivity and production, that help maintain ecosystems, that strengthen capacity for adaptation to climate change, extreme weather, drought, flooding and other disasters, and that progressively improve land and soil quality	livestock systems, and other agro-ecological standards		agricultural census).
	Direct use of fossil fuel in agriculture ¹¹	RBA's (2014, p.4)	Capturing efficiency of energy use in agriculture (normalized by level of capital stock of machinery per unit of land). Data on direct energy consumption available from the UN Statistics Division (UNSD). The International Energy Agency (IEA) and FAO are compiling a panel dataset on main energy carriers in agriculture, to be integrated into FAOSTAT.
2.5 by 2020 maintain genetic diversity of seeds, cultivated plants, farmed and domesticated animals and their related wild species, including through soundly managed and diversified seed and plant banks at national, regional and international levels, and ensure access to and fair and equitable sharing of benefits arising from the utilization of genetic resources and associated traditional knowledge as internationally agreed	Livestock diversity ¹²	Aichi Biodiversity Target 13 under CBD (Biodiversity Indicators Partnership) ¹³ Note that national indicator development tool exists ¹⁴	Data provided in collaboration with FAO and ILRI. Livestock diversity is measured using the global database of the Domestic Animal Diversity Information System ¹⁵
	Enrichment index ¹⁶		Data provided in collaboration with FAO and Bioersivity International. Enrichment index calculated based on pooled global dataset representing 2.2 million accessions out of the 7.4 reportedly stored ex situ world-wide. Further development and testing underway.
12.3 By 2030, halve per capita global food waste at the retail and consumer levels and reduce food losses along production and supply chains, including post-harvest losses	Global Food Loss Index	RBA's (2014, p.5)	Currently no global comprehensive and coordinated efforts exist to collect direct data on food losses and waste, with costs for such efforts likely to be high. The Global Food Loss Index likely to become available by end of 2015 with hopes that it can provide timely information to track progress over time. Existing data is calculated by observing influencing factors (e.g. road density, weather, pests) to estimate quantitative losses in a dynamic model and readjust findings based on new food loss data.

¹¹ Measured in: hectare of arable land; unit of value of output; unit of calorie of food produced

¹² Number of locally adapted breeds, breed extinction risk status and proportion of exotic breeds present

¹³ <http://www.bipindicators.net/domesticatedanimals>; <http://www.bipindicators.net/cropcollections>

¹⁴ <http://www.bipindicators.net/nationalindicatordevelopment>

¹⁵ <http://www.fao.org/dad-is>

¹⁶ Measures the dynamics of the bio- and geographical diversity contained within ex-situ collections across time by with new accessions increasing the value of the index depending on the originality of the accession (taxon and country of origin).