

CONCEPT NOTE

Food Security Governance

Background

Following the food crisis in 2007-2008, the food security turned into one of the global issues that need to be addressed by international community. Despite the world efforts of tackling the hunger and malnutrition, food security remains highly important on the international agenda as it closely linked to other problems, such as climate change, energy market turmoil and global recession (Candel, 2014).ⁱ The state of food security around the world has been severely exacerbated by the direct and indirect effects of the novel coronavirus (COVID-19) that disrupted the food security systems and increased the number of people suffering from hunger and malnutrition (FAO, 2020)ⁱⁱ.

These challenges showed that the food security demands the appliance of good governance at international, regional and national levels (McKeon, 2013)ⁱⁱⁱ to ensure the sustainable food systems. In fact, certain studies indicated that most factors of food insecurity are results of poor governance (Sahley et al., 2005; Boyd, 2011)^{iv}. While good governance is able to counter a food crisis and tackle various issues of food insecurity, as well as maintain the sustainable food security systems and agricultural development (Pereira et al., 2012; UN HLTF, 2010)^v. Therefore, the governance plays a key role in formulating food security legal frameworks and strategies, integrating inter-sectoral activities at all levels with the engagement of various stakeholders, as well as constantly monitoring and evaluating the results achieved to respond ever-changing and different socio-economic needs.

Definition of Food Security Governance

The concept of food security is defined internationally as “all people, at all times, having physical, social and economic access to sufficient, safe and nutritious food to meet their dietary needs and food preferences for an active and healthy life” (FAO 2003)^{vi} and which comprises of aspects of food availability, food access, and food utilization, and their stability over time (FAO 1996)^{vii}. Along with this, the term of ‘governance of food and nutrition security’ is identified as “the rules and formal and informal processes through which public and private actors articulate their positions and interests for decision-making and implementation” (FAO, 2016)^{viii}. Another definition of ‘food security governance’ is given by Candel as “the formal and informal interactions across scales between public and/or private entities ultimately aiming at the realization of food availability, food access, and food utilization, and their stability over time (Candel, 2014)^{ix}.

Goal of Food Security Governance

In order to achieve food security objectives and align with interests of governmental and non-governmental actors, it is also crucial to find the right and optimal level of engagement between government and other stakeholders (Kropff et al., 2013)^x, because governing food security includes the interconnected four pillars: availability, access, utilization and stability. The process of ensuring all these pillars is influenced by a number factors posed at different levels. These factors include economic, social, political, agricultural and ecological at micro- and macro-levels, such as distribution of food through supply chains, food trade and food prices, social protection and humanitarian programs, employment, minimum wages, use of natural resources, population growth, etc.

Therefore, as the Governance refers to the government schemes to organize and coordinate the actors involved in the decision-making regarding the issues affecting food insecurity. The goal of Food Security Governance is to overcome the food security problems, including hunger and malnutrition through developing and implementing the national and subnational legal and regulatory frameworks on food and nutrition security; as well as to promote an effective and efficient relationship between the state and other actors to carry out activities aiming to ensure food and nutrition security.

In addition, the current food security governance shall go beyond the maintenance of food supply, regulatory actions, and just promotion of agricultural development and production. In fact, it should address the main target of a food system that is to produce enough nutrient, healthy, and safe food through a sustainable and friendly mechanism to the environment and the ecosystem. Particularly, it has to cover the development and implementation of inter-sectoral food policies, sustainable food supply chains resilient to external shocks, consumption of adequate food and nutrition by all society members, building the state model that incorporates the activities of various government and non-government actors and interests into the decision-making process, as well as establishing the coordinating body at the highest level of government that monitors and evaluates the progress achieved.

Levels of Governance in Food Security

The government performance in food security is measured by four levels of good governance (COMCEC, 2020; FAO, 2011)^{xi}:

1. Policy and Legal Framework.

➤ It covers the development of comprehensive frameworks with clear vision and objectives that entails the political commitment from the highest levels of leadership to the dimension of policies, strategies and action plans that set out roles and responsibilities of different actors for implementation and achievement of goals. It is important that these frameworks are formulated with the involvement of all stakeholders and incorporate the international norms, as well as target the various segments of food security field.

2. Coordination and Coherence.

➤ This level refers to pursuing coherence between frameworks, policies and strategies; the broad approach of coordination among intra- and inter-agencies at national and local levels with the involvement of multiple actors from private sector, academia, research organization and civil society. It is important that policies and legal frameworks are consistent with resources, capacity and timeframe. In addition, the establishment of a coordinating body at the highest government level is essential to arrange the processes of planning, implementation and monitoring and activities of governmental and non-governmental stakeholders.

3. Implementation and Enforcement.

➤ This component requires the inclusive institutions to promote and enforce policy frameworks with the high level of accountability with clear roles and responsibilities. It shall build the trust among the stakeholders and create interactive and collaborative engagement. Capacity-building of human resources, adequate financing, integration of innovation and technologies have significant impact on the implementation stage.

4. Monitoring and Evaluation.

➤ This level has a vital role in designing and implementation of policies, enhancing accountability of actors, ensuring evidence-informed policymaking, interlinking the planning, implementation and impact stages, promoting the efficiency and effectiveness of processes throughout the policy cycle and advancing techniques to measure progress toward objectives.

Food Security Practices in OIC Member Countries

The Good Governance Practices for Food Security especially with the new international and global scenarios pose the food system faced with the need for restructuring and developing a better resilient model. This model of development is complicated linked to its ability to identify and adopt strategies capable of combining competitiveness and sustainability. In this regard, Good Governance for Ensuring Food Security and Nutrition in the OIC Member Countries published by the Standing Committee for Economic and Commercial Cooperation of the Organization of Islamic Cooperation (COMCEC) has explored some food security governance in OIC Member Countries.

Indonesia

One of the most important examples in this domain is Indonesia with almost 271 million people, which is the fourth populated country in the world, inhabited in more than 17 000 islands and 32% of its major labor force working in agriculture.

The main recognized challenge facing the Indonesian food system is the vast country areas and islands that limit transportation and logistics used in food delivery, water, and land resources, and coordination of food security stakeholders. Remarkable efforts to improve food security in the country has been taken since 1980. According to the mentioned published study, the institutional framework for food security governance in Indonesia comprises the Presidency, the Government of Indonesia, the Food Security Council, the Ministry of Agriculture, the Ministry of Health, the Ministry of National Development Planning, and 20 other ministries coordinated under the current legislation of the Food Security Council. There also exists a specialized unit, the Food Security Agency, within the Ministry of Agriculture. There also exist national agencies such as the National Food Logistics Agency (BULOG), the Food Safety Competent Authority (OKKP), and the Food and Drug Supervisory Agency (BPOM).

The legal framework for food security and nutrition policies includes four distinct legislations. In 2006, the Presidential Regulation of 83/2006 led to the establishment of the Food Security Council. The main task of the Food Security Council is to assist the President in the formulation of policies that ensure national food security among others. In the raking-based decomposition analysis, Indonesia is located among the countries that have higher cereal yields, and larger governance capacity. The Indonesian state has established four participation mechanisms for stakeholders. These are the action platforms for (i) the government and the parliament, (ii) civil society organizations and media, (iii) philanthropy and businesses, and (iv) academics.

UAE

The second clear example of the good governance of food security in the case of the United Arab Emirates in the Arab region. Due to the limited supply of arable land, water, and a heavy reliance on imported food, food security has become a key policy priority for the UAE. Despite importing about 80% of its food supplies, the UAE is considered food secure due to its capacity to purchase food on the international market even if at higher costs. However, food security remains a concern, particularly on a long-term basis, due to supply challenges for production and importation. The importance of focusing on food security policies became clear in 2007 when rising global food prices caused the UAE to struggle to secure basic commodities.

Strong diplomatic and trade relations, easy access to trade markets, and well-functioning trade ports have enabled easy access to food supplies through food import strategies. On the other hand, a number of challenges threatened its food security that will likely persist in the future. The UAE's most glaring challenge, that differentiates it from many food-secure countries in the world, is its climate. As a desert, the UAE has a very limited amount of arable land, suffers from extreme weather in the summer time, and sees very little rain fall. This climate poses a huge challenge not just for domestic food production, but also for food storage. Water supply is extremely limited and a reliance on desalination makes agricultural production difficult. Also, according to the Food Sustainability Index the UAE is one of the top performers of food waste, and it has plans to reduce it by 50% in 2030.

Recognizing the importance of food security and the necessity to achieve self-sufficiency in food, as well as to address country's food security challenges, in October 2017 the UAE Government established the Ministry of State for Food and Water Security and the UAE Cabinet appointed its Minister, Her Excellency Mariam bint Mohammed Al-Mheiri. Her responsibilities include overseeing the development of the necessary infrastructure to ensure that the country's food security objectives are in line with the UAE Centennial 2071 Plan.

In November 2018, during the UAE Government's second Annual Meeting, Minister Mariam Al-Mheiri presented the National Strategy for Food Security 2051. The strategy defines the Vision 2051 to become the world's leading hub in innovation-driven food security, and the Mission 2021 to champion agribusiness trade facilitation through a whole-of-nation apparatus and to ensure food security under all circumstances through enabling technology-based production and supply of food, promoting international trade partnerships, and enforcing policies and regulations to enhance nutritional intake and reduce food loss and waste.

The Strategy enablers:

1. Build an effective food security governance model
2. Establish and implement a national R&D Food Security agenda
3. Develop the National Food Security Database
4. Build human capacity for food security functions
5. Engage the community to shift food security notions and behaviors

The Strategic Goals:

1. Facilitate global agri-business trade and diversify international food sources:
 - Contribution of strategic investments from overall imports (↑24%);
 - Secured target alternative international sources (↑67%).
2. Enhance sustainable technology-enabled domestic food supply across the value chain:
 - Yield improvement from new technology-enabled production (↑30%);
 - Increase in production of select strategic food items (↑15%).
3. Reduce food loss and waste:
 - Reduction of food loss and waste (↓15%).
4. Sustain food safety and improve nutritional intake:
 - Reduction in food safety incidences (↓35%);
 - Reduction in consumption of unhealthy food elements (↓15%).
5. Enhance capacity to respond to food security risks and crises:
 - Successful completion of emergency drills (↑100%);
 - Achievement of reserve targets for 6 priority food items (↑100%).

By launching the National Food Security Strategy 2051, the UAE aims to achieve zero hunger by ensuring access to safe, nutritious and sufficient food all year round throughout the world. The

strategy specifically aims to implement resilient agricultural practices that increase productivity and production, that help maintain ecosystems.

In February 2020, in response to the COVID-19 pandemic challenges, the UAE Cabinet launched the Emirates Council for Food Security (ECSF) to strengthen the efforts of national authorities to achieve food security, as well as for meeting the goals of the National Food Security Strategy. Members: Minister of State for Food Security chairs the council, membership to which includes representatives from Ministry of Economy, Ministry of Environment and Climate Change, Ministry of Energy and Industry, Ministry of Health and Community Protection, Ministry of Education, and National Authority for Emergency, Crisis and Disaster Management.

Scope of work

The scope of the council's work includes the following:

- monitoring the implementation of the Food Security Strategy
- suggesting regulations, legislations and policies related to food security
- revising food legislations
- building databases related to food security
- studying food security risks
- submitting periodic reports to the UAE Cabinet on the progress of initiatives and projects, and
- monitoring the Global Food Security Index and related programmes.

On 28 June 2020, the UAE Cabinet approved the National System for Sustainable Agriculture to improve the efficiency of farms, enhance self-sufficiency in food and create new opportunities to ensure that the agriculture sector is always ranked among the best. The national system for sustainable agriculture seeks to:

- increase self-sufficiency from the targeted agricultural crops to 5 percent annually;
- increase of average farm income to 10 percent annually;
- raise workforce in the sector by 5 percent annually;
- achieve a 15 percent annual reduction in water used for irrigation of a production unit.

The IOFS Program “Food Security Governance”

The IOFS emerges as a key regional opportunity for the OIC in ensuring good practices in Food Security Governance. With the increased participation of the OIC member countries, especially those that face food insecurity and malnutrition problems, IOFS establishing necessary programs that help coordinate a coherent action framework. *Figure 1* shows the approach of the IOFS within the implementation of the program.

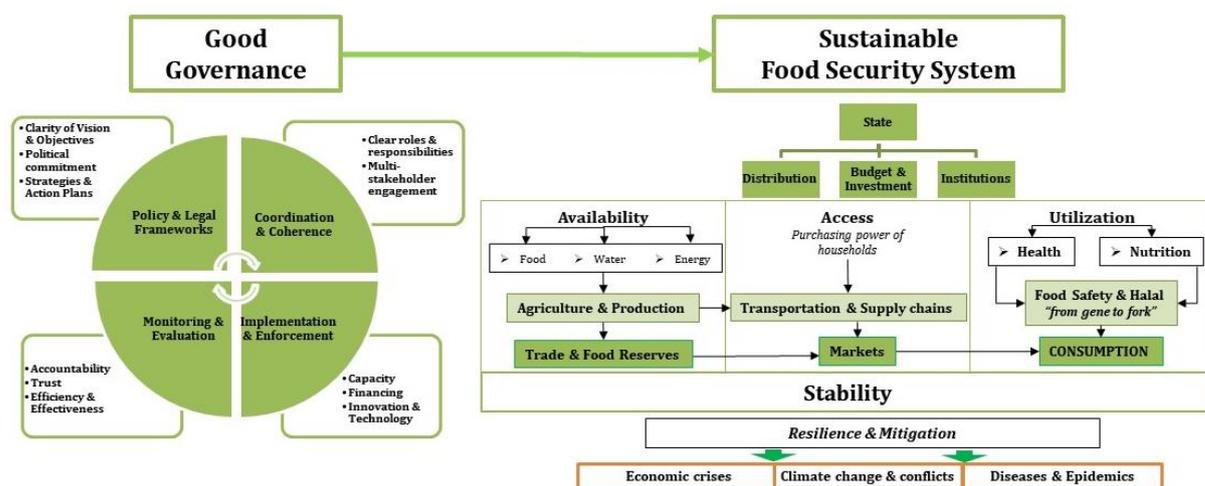


Figure 1: IOFS approach of Food Security Governance

The framework of food security governance shall provide a broad diversity in its structure to include all social and political sectors. Complex social issues in food security, such as hunger, malnutrition, rural development and agricultural production can only be managed through cooperation and coordination among all actors at national and local levels and with the inclusion of interest groups. The international practices show the importance of the coordinating bodies of food security systems, in order to harmonize the inter-sectoral actions together with determining roles and responsibilities among stakeholders. In terms of implementation, it is necessary to implement mechanisms for transparency and accountability that builds a trust and creates the greater confidence among society members.

By implementing this program, IOFS is intended to:

- to build platforms and establish networks for exchange and accumulation of the OIC experience in food security governance;
- to facilitate the share of best OIC and international practices with all Member States;
- to assist the Member States in developing coherent policy frameworks and resilient inter-sectoral government systems to ensure the sustainable food systems of each country in the OIC region.

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ⁱ Candel, J.J.L. (2014) Food security governance: a systematic literature review, *Food Security*, 6, 585-601.

ⁱⁱ FAO (2020) United Nations Food and Agriculture Organization: Policy Brief: The Impact of COVID-19 on Food Security and Nutrition.

ⁱⁱⁱ McKeon N. Global governance for world food security. Heinrich Boll Stiftung. 2013:26.

^{iv} Sahley C, Groelsema B, Marchione T, Nelson D. The governance dimensions of food security in Malawi. USAID Bureau of Democracy, Conflict, and Humanitarian Assistance, Washington, DC. 2005.

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- ^v Pereira LM, Ruysenaar S. Moving from traditional government to new adaptive governance: The changing face of food security responses in South Africa. *Food Security*. 2012;4(1):41-58.
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- ^{vi} FAO (2003) *The State of Food Insecurity in the World 2003*.
- ^{vii} FAO (1996) World Food Summit, 1996. WFS 96/REP
- ^{viii} FAO (2016) *Governance of Food and Nutrition Security: Factors for Viability and Sustainability. Case Studies from Seven Latin American Countries*, 2016.
- ^{ix} Candell, J.J.L. (2014) Food security governance: a systematic literature review, *Food Security*, 6, 585-601.
- ^x M.J. Kropff, J.A.M. Van Arendonk, H.J.M. Löffler (Eds.), *Food for All: sustainable Nutrition Security*, Wageningen UR, Wageningen (2013)
- ^{xi} COMCEC (2020) The Standing Committee for Economic and Commercial Cooperation of the Organization of the Islamic Cooperation (COMCEC) Coordination Office, May 2020, *Good Governance for Ensuring Food Security and Nutrition in the OIC Member Countries*.
- FAO (2011a) *Good Food Security Governance: The Crucial Premise to the Twin-Track Approach (Background Paper)*, Rome. <http://www.fao.org/right-to-food/news/detail-events/en/c/1037045/>