

Getting Governance Right: Multi-level and Multi-Stakeholder Approaches to Enhancing Food Security

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Introduction: Global Consensus to End Hunger

- At multiple global fora from the World Food Conference in 1974 to the World Food Summit in 1996 and the Millennium Summit in 2000, leaders representing over 190 governments have repeatedly committed themselves to the vision of ending hunger in the world.

National Commitments to Food Security

- At the national level, a recent study by IFPRI found that “most of the 34 countries with the highest number and percentage of food insecure people” have formally issued policy goals for enhancing food security.
- More than 22 governments have reformed existing policies or developed “new agriculture and nutrition policies to enhance food security in the last five years.” (IFPRI 2020 Discussion Paper 39, 2005).

National Commitments to Food as a Human Right

- The new democratic government in South Africa has enshrined the right to food in its constitution and actively supported national-level initiatives to enhance food security.
- Over 20 other governments have formally recognized the right to food in their constitutions. (FAO 2002).

Persistent Food Insecurity: Implications for Governance

- Despite these commitments at the global and national levels, these initiatives have still not garnered the necessary political leadership, broad-based constituency, governance mechanisms, and financial resources to achieve this vision. Hunger and food insecurity persist and present some significant governance challenges to meet the global goal for reducing the number of people affected by hunger in half by 2015.

The Global Context

- Two recent reports by the World Economic Forum and the Brookings Institution found that existing efforts by global institutions are failing to address adequately eight major global problems from hunger, to peace, education, economic development and environmental issues. (Global Governance Initiative 2004, 2005).

Prevailing Governance Challenge

- While clearly governments are principally responsible for achieving this goal and other supporting Millennium Development Goals (MDGs), concerted action is required across sectors and among various actors to put in place the governance mechanisms, processes, institutions, rules, policies and normative structures to lead to sustained action and improved performance in eradicating hunger.

Overview

The purpose of this presentation is to understand:

- How democratic theory and practice can inform and serve as the basis for effective multi-stakeholder participation and governance processes that enhance food security at multiple levels.

Overview

- **Significant democratic deficits are limiting the democratic participation of citizens and key stakeholders as well as affecting the capacities of existing governance institutions to address effectively critical issues ranging from hunger and poverty alleviation, to peace and human security, human rights and gender justice, equitable development, and ecological sustainability.**

Overview

- ***Despite public pronouncements about the elements of “good governance,” much still remains to be learned about getting governance right.***
- ***What is the proper and most effective mix of institutions, rules, policies, and actors (i.e., public sector, private sector, and civil society) to enhance food security at the global, regional, national, sub-national, and local levels?***

Key Governance Issues

- What types of reinforcing mechanisms are in place at each level for ensuring accountability, effective implementation, monitoring and evaluation, and responsive democratic governance?
- What governance approaches will foster an enabling institutional and policy environment that encourages collective action, learning, and capacity-building that leads to positive nutritional and food-secure outcomes?
- What accountability mechanisms are needed to ensure that key institutions, policies and stakeholders effectively address food security?

Key Governance Challenge

How to create multi-level, multi-stakeholder approaches that enhance food security by:

- targeting the nutritional needs of diverse vulnerable groups,
- empowering food insecure, poor and disenfranchised people (especially women), and
- engaging them in participatory governance processes?

Promising Directions

- New and innovative multi-level organizational arrangements (both horizontal and vertical) among government agencies, parliamentary assemblies, businesses, inter-governmental organizations, international NGOs, civil society groups (e.g., farmers, consumers, religious associations, unions), and other actors (e.g., media) offer promising possibilities for mobilizing effective collective action in addressing the nutritional needs of vulnerable people and for potentially eradicating hunger.

Overview

- *This analysis highlights promising governance mechanisms to enhancing food security ranging from:*
- *Strengthening civic infrastructure and capacity building (LG, CSOs, cooperatives);*
- *Fostering multi-level and multi-stakeholder approaches with reinforcing horizontal and vertical linkages;*
- *Promoting an enabling policy and legal environment; and*
- *Building linkages at the local, national, regional and global levels that each contribute to effective governance.*

The Need to Rethink Participation

- *Need to understand participation within a democratic governance framework.*
- *More participation may not necessarily result in positive development outcomes and sustainability, due to the:*
 - *Lack of meaningful forms and spaces for broad participation;*
 - *Undue influence by one or more stakeholders; and*
 - *Lack of a democratic context and/ or enabling policy environment*

Key Questions

We Need to Ask:

- *Who is a stakeholder and why?*
- *What leads to meaningful participation?*
- *What are the processes and structures that enhance (and limit) democratic participation?*
- *How to avoid capture and hijacking of multi-stakeholder participation and governance processes?*

The Demand Side: Addressing Democratic Deficits

Key Democratic Deficits

1. Low Citizen Awareness & Participation
2. Ineffective Government Institutions & Processes
3. Significant Inequalities & Disparities in Social Structures
4. Lack of Institutional Capacity for Sustained Action

Goals for Addressing Deficits

1. Increase the Quantity of Democratic Participation
2. Increase the Quality of Democratic Participation
3. Increase the Equality of Democratic Participation
4. Increase the Sustainability of Democratic Participation

Sources: Scholte 2004, Riker & Nelson 2003

Indicators & Strategies of Enhanced Participation

Goal for Enhancing Participation	Indicators	Strategies	Desired Outcomes
<i>Increase the Quantity of Participation</i>	<ul style="list-style-type: none"> ▪ Increased citizen awareness of key public issues ▪ Increased number of stakeholders ▪ Increased number of organizations and structures 	<ul style="list-style-type: none"> ❑ <i>Strengthen citizen education</i> ❑ <i>Increase discussion of key public issues</i> ❑ <i>Strengthen civic infrastructure</i> 	<ul style="list-style-type: none"> ❑ Information Exchange: Active and better informed stakeholders
<i>Increase the Quality of Participation</i>	<ul style="list-style-type: none"> ▪ Increased number of informed and skilled stakeholders ▪ Increased number of well-resourced and effective organizations ▪ Increased level of inter-organizational cooperation across sectors 	<ul style="list-style-type: none"> ❑ <i>Develop effective mechanisms for public deliberation</i> ❑ <i>Strengthen citizens voice through advocacy</i> ❑ <i>Strengthen parliamentary oversight</i> 	<ul style="list-style-type: none"> ❑ Dialogue: Increased mutual understanding ❑ Consultation: Better informed policies and programs
<i>Increase the Equality of Participation</i>	<ul style="list-style-type: none"> ▪ Increased access, influence and representation of under-represented stakeholders ▪ Increased types of public spaces and opportunities for involvement 	<ul style="list-style-type: none"> ❑ <i>Remove barriers that limit participation and empower key groups</i> ❑ <i>Increase advocacy for redistribution of resources</i> 	<ul style="list-style-type: none"> ❑ Collaboration: Shared goals and action (short-term, ad-hoc)
<i>Increase the Sustainability of Participation</i>	<ul style="list-style-type: none"> ▪ Strengthen ongoing institutional capacities for long-term public action ▪ Enabling policy environment that removes barriers and fosters sustained participation in the governance process 	<ul style="list-style-type: none"> ❑ <i>Develop responsive governance structures and policies</i> ❑ <i>Build alliances across sectors</i> 	<ul style="list-style-type: none"> ❑ Partnership: Common goals and action (long-term, institutional)

The Supply Side: Key Deficits that Affect Governance Institutions

1. Democratic Deficits
2. Action (or Capacity) Deficits
3. Resource Deficits
4. Vision Deficits

Key Processes that Enhance the Democratic Potential of Institutions

1. Democratic Participation

- *Inclusion and Equal Access*
- *Broad Representation*
- *Meaningful Forums for Consultation*

2. Democratic Empowerment

- *Foster Equality, Broad Representation, and Access of Diverse Stakeholders*
- *Strengthen Voice of Key Stakeholders*
- *Democratic Knowledge & Learning*
- *Citizen Advocacy and Mobilization*
- *Deliberation and Contestation (Debate, Consent & Dissent)*

3. Democratic Governance

- *Open and Transparent Decision-Making Processes*
- *Accountable Processes (and Authorities)*
- *Effective and Responsive Governance*
- *Mechanisms for Conflict Resolution and Collaboration*

Key Dimensions (5Ps) for Effective Governance

<h2>Principles</h2>	<ul style="list-style-type: none"> • <i>Equity (Equitable Human Development)</i> • <i>Inclusion (Empowerment)</i> • <i>Justice (Human Rights and the Rule of Law)</i> • <i>Peace (Human Security)</i> • <i>Ecological Sustainability</i>
<h2>Priorities</h2>	<ul style="list-style-type: none"> • <i>Accountability</i> • <i>Institutional Independence</i> • <i>Representation and Public Participation</i> • <i>Subsidiarity</i> • <i>Transparency</i>
<h2>Processes</h2>	<ul style="list-style-type: none"> • <i>Agenda Setting</i> • <i>Consultation</i> • <i>Deliberation, Debate, and Contestation</i> • <i>Consent (and Dissent) in Decision-Making</i>
<h2>Policies</h2>	<ul style="list-style-type: none"> • <i>Increased Public Investment in Agriculture, Education, Health & Social Services</i> • <i>The Right to Food</i> • <i>Participatory Budgeting</i> • <i>Right to Information Laws</i> • <i>Social Safety Nets</i> • <i>Strengthening Rights and Opportunities of Women</i>
<h2>Practices</h2>	<ul style="list-style-type: none"> • <i>Open public meetings and venues for public deliberation</i> • <i>Formal and informal channels for public comment and input</i> • <i>Independent press and media</i> • <i>Independent monitoring and audits of institutions</i>

Key Institutions to Address Food Security

Level	Public Sector	Private Sector	Civil Society
<i>Global</i>	Inter-Governmental Organizations (IGOs) (FAO, IFAD, WFP)	Transnational Corporations	INGO Networks and Coalitions
<i>Regional</i>	Regional Government Organizations	Regional Business Networks	Regional NGO Coalitions
<i>National</i>	National Government Parliament	National Businesses	NGO Networks Farmers' Federations Consumer Associations
<i>Local</i>	Local Government (LG)	Small-Scale Enterprises	Community-Based Organizations (CBOs) Cooperatives

Multi-Stakeholder Networks

Level	Multi-Stakeholder Networks
<i>Global</i>	<p style="text-align: center;"> Global Compact (UN) World Commission on Dams International Alliance Against Hunger (IAAH) Popular Coalition to Eradicate Hunger and Poverty </p>
<i>Regional</i>	<p style="text-align: center;"> Coalition of African Organizations for Food Security and Sustainable Development (COASAD) </p>
<i>National</i>	<p style="text-align: center;"> National Alliances Against Hunger (40 countries) Freedom from Hunger Campaigns Brazilian Civil Society Forum for Food and Nutritional Security (FBSAN) </p>
<i>Sub-National</i>	<p style="text-align: center;"> State Alliance Against Hunger (Indian State of Meghalaya) </p>
<i>Local</i>	<p style="text-align: center;"> Grassroots Networks and Coalitions </p>

Connecting Empowered Bottom-Up with Responsive Top-Down Initiatives

- An empowered civil society led the initiative to the create the “Fome Zero” or Zero Hunger Program by the Government of Brazil.
- Multi-Sectoral Approach: Mobilization of government, civil society organizations, and private sector.
- Key Policy Interventions: pro-poor employment, agrarian reform, support for family agriculture.
- Key At-Risk Interventions: food coupons, a basic food basket, free school food, food banks, food security stocks, and mother-child nutritional programs.

Designing Effective Approaches for Food Security

- **Multi-Stakeholder Initiatives:** In Thailand, integrated health and nutrition programs involving government agencies and civil society organizations and community organizations have significantly reduced food insecurity. (FAO 2002).
- **Engaging Key Stakeholders:** Innovative research in Thailand has demonstrated that local women leaders can effectively improve the nutritional status of vulnerable people by providing multiple micronutrients simultaneously at the community level. (ICRW 1999).

Citizen Advocacy and (Un)Accountable Governance?

- **Advocacy and Government Accountability:** A broad multi-stakeholder coalition of citizen groups engaged in public advocacy to put pressure on the state of Orissa in India on the state and district governments “for failure to prevent starvation deaths” since the mid-1980s. Despite favorable court actions, government officials have deflected and have not acted to improve nutritional and social services. (Currie 2000).

Key Research Issues: Getting Governance Right

- Under what kinds of governance linkages (horizontal and vertical) lead to positive nutritional outcomes (at what levels)?
- What organizational configurations and governance mechanisms most effectively address diverse undernourished populations?