




DUTCH FOOD
SECURITY POLICY

CONSULTATION

 **Food & Business** Knowledge Platform

**Final Report on Dutch Food Security
Policy Consultation**



Final Report on Dutch Food Security Policy Consultation

A review of Dutch food security policy is in the making. In October 2014 the Ministries of Foreign Affairs and Economic Affairs will send a joint food and nutrition security policy paper to the Dutch Parliament. This final report on the Food Security Policy Consultation by the Food & Business Knowledge Platform is intended to ensure that the latest topics and debates on food security are included in the paper. All contributions will remain available online.

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Prefaces

This report analyzes all contributions to the consultation on Dutch food security policy and presents a number of policy recommendations. The consultation was originally opened by the Food & Business Knowledge Platform (F&BKP) on 1 July 2014 and closed on 14 September 2014. A total of 82 contributors participated in the consultation, which resulted in 154 contributions on all six topics. The purpose of the consultation was to ensure that the latest topics and debates on food security are included in the review of Dutch food security policy that the Ministries of Foreign Affairs and Economic Affairs will send to the Dutch Parliament in October 2014. All 154 contributions posted during the consultation remain available online on the F&BKP website and will be available in a separate document.¹ The F&BKP would like to thank all contributors for their participation and inspirational input.

About the consultation

The Dutch Ministries of Foreign Affairs and Economic Affairs are preparing a policy paper on food security to be published by the Dutch government in October 2014. The Ministries asked the Food & Business Knowledge Platform to organize a public online consultation to gather inputs from all those directly or indirectly connected with one or more aspects of Dutch food security policy. The F&BKP invited national and international representatives from civil society, business and the academic community, and technical experts to contribute.

The consultation was organized around five themes, derived from the international food security targets of the Zero Hunger Challenge (see appendix for contributions to the specific targets). They served as an entry point for an open online conversation on the F&BKP website. Participants could make their contribution by selecting the targets most relevant to their work. The five themes are related to the following questions: how can the Netherlands most effectively contribute to achieving the targets:

- 100% access to adequate food all year round
- Zero stunted children less than 2 years
- All food systems are sustainable
- 100% increase in smallholder productivity and income
- Zero loss or waste of food?

An additional question is are there elements missing in the Zero Hunger Challenge and this consultation which should be included in Dutch food security policy?

The overall aim of the consultation was to canvass opinions and visions on food security. The results of the consultation will feed into the Ministries' process of shaping current and future Dutch policy on food security. Responses could also serve to stimulate a more focused discussion during potential stakeholder meetings in the future.

Analysis of contributors

During the summer of 2014, the F&BKP invited various stakeholders, directly and indirectly via several networks, to participate in the consultation. They were sent emails requesting them to contribute. This resulted in a database of professionals and organisations that could be linked to Dutch food security policy.

The result was a lively consultation in which a total of 82 contributors left comments on one or more targets (see figure 1 in the appendix). The quantitative analysis of participants in the consultation looked at the continent they were working in and their profession. Professions were grouped into the following categories: civil society, knowledge institutes, business, the public sector, consultant and academia.

The majority of the responses (a little over 73%) came from contributors in the Netherlands (see figure 2 in the appendix). Many (18%) were from various African countries. Of the remaining participants, 4% came from America, 4% from Asia and 1% from countries other than the Netherlands in Europe. This distribution was to be expected, as Dutch food security policy largely affects Dutch actors and the countries where they operate, many of which are located in Africa. In addition, the F&BKP put more effort into receiving contributions from Africa than from other continents.

In terms of profession, 61% of the respondents came from civil society (see figure 3 in the appendix), also an expected high proportion as many Dutch civil society organizations operate in the area of food security in developing countries and one of their main objectives is to influence policy. The business category accounted for

¹ <http://knowledge4food.net/consultation/>

11% of contributions, academia for 13%, knowledge institutes for 8%, consultants for 5% and the public sector for 2%.

On most targets, civil society organizations were responsible for over 60% of the contributions (see graphs 4 to 9 in the appendix). Striking is the relatively high number of academics (18%) who contributed to the final question 'What elements are missing in the Zero Hunger Challenge and this consultation which should be included in Dutch food security policy?'. Target 1 (100% access to adequate food all year round) had the most divergent responses.

Methodology of the analysis

This final report on the consultation on Dutch food security policy is the outcome of an analysis of all 154 contributions. The aim of this report is not to give a detailed summary of the contributions, but to provide a clear overview of the main issues, controversies and common ground, together with some policy recommendations illustrative of what the contributors proposed. The analysis is therefore not based on counting numbers of specific reactions or weighing up the background of the participants. Such a quantitative analysis is not opportune since the contributions are not representative of the field of stakeholders, i.e. they do not cover all parts of the sector. The methodology comprised a keyword analysis of the subjects addressed in the different contributions by target, identifying commonalities and controversies in these keywords, and distinguishing policy recommendations from the contributions.

The outcome is a report based on four pillars or based on common views distilled from the contributions: holistic, inclusive, and focusing on sustainability and systemic change. The F&BKP has made every effort to incorporate as many different views as possible. All 82 contributors (listed in the appendix) have had an influence in shaping this report. In the footnotes to this report, however, only those contributors are mentioned who in particular highlighted a specific topic in their contribution. With 82 contributors, many different ideas were offered, but many of them overlapped. We therefore chose to mention only the most explicit lines of thought and refer to their authors in our footnotes. It is therefore highly possible that, although other contributors made a similar point, they are not directly mentioned in the footnotes.

About the F&BKP

The Food & Business Knowledge Platform is the gateway to knowledge for food and nutrition security, connecting business, science, civil society and policy. The F&BKP invites networks and organizations at local, regional and global level to participate in the Platform.

The F&BKP is an open and independent initiative which brings together representatives from international networks and organizations from business, science, civil society and policy. We share, critically reflect on, generate, deepen and improve interdisciplinary knowledge and feed practices and policies on food and nutrition security. We do so by identifying knowledge issues that are relevant now and in the future, by initiating action, learning and research, by disseminating lessons learned, and by highlighting promising innovations that will contribute to local and global food and nutrition security.

The Food and Business Knowledge Platform is one of the five knowledge platforms initiated by the Dutch Ministry of Foreign Affairs. The Ministry is investing in a robust knowledge base for its policy on international cooperation by supporting research and the development and exchange of knowledge. As such it aims at research that responds more closely to the needs of development policy and practice. The knowledge platforms are an important tool to achieve this goal.

Recommendations

Approximately 805 million people are estimated to be chronically undernourished in 2012–14, a decrease of more than 100 million over the last decade. However, about one in every nine people in the world still have insufficient food for an active and healthy life. The vast majority of these undernourished people live in developing countries (source: State of Food Insecurity in the World, 2014).

Like many other governments, the Dutch government has already pledged for many years to combat food and nutrition insecurity worldwide. And, as the data above shows, with some success. However, there are still many challenges to overcome if food and nutrition security are to be achieved. The contributors to this consultation on Dutch food security policy offered many interesting and useful recommendations and insights for improvements in food and nutrition security policy.

Although the consultation was about Dutch food security policy, the emphasis in most contributions was on the general food and nutrition policy agenda and less on Dutch policy in particular. Consequently, the majority did not make recommendations on how to improve existing Dutch policy. They were, however, clear that a realistic food security policy needs to focus within an integrated intervention strategy that takes account of the context at different levels, and that shows the ambition to deliver structural and systemic change. The overall recommendation from the consultation can be structured as follows:

- Think holistically, promote integrality
- Build inclusive food markets
- Develop sustainable food systems and agriculture
- Establish structural and systemic change.

Integral approach

To achieve maximum impact on food and nutrition security an integrated approach is required at all levels (local, regional and international) to avoid a situation in which each stakeholder focuses within their own niche without understanding the complexity of the overall system and therefore being less effective in transforming it. Food security efforts therefore need to be embedded in local, domestic and international policies and programmes that take account of demographic dynamics (e.g. child mortality, population growth) and geopolitical security challenges (e.g. better access to food, stable prices, less conflict). There is a nexus between food, health and conflicts that is threatened by climate change and scarce natural and fossil resources. Interventions outside the food system (e.g. in infrastructure, land governance, education, R&D, water & sanitation, safety nets) are often needed to address food security constraints. Food security policies are also part of interconnected national, regional and international trading regimes and company sourcing strategies that provide different and sometimes contradictory incentives.

Hence, a comprehensive food security programme should be integrated with other domains such as environment, employment, finance, land governance and trade policy (for example at national level in the Netherlands, and within the European Union). It has to link producers with consumers and tie a market-based approach to a human rights approach. Comprehensive food security programmes also can be connected to other economic sectors like water, health, banking, ICT, energy and tourism.

Inclusive food markets

Food security calls for more resilience in food systems and resistance against stress and shocks. With half a billion farms smaller than two hectares worldwide and a lack of alternative employment, food security policy should include strategies to unlock their potential. The contributors recommended devoting attention to smallholder farmers who are motivated and with the highest potential to become more entrepreneurial and more productive. These farmers are needed to give a boost to further economic development through which jobs can be created. In this view policy is needed to improve the enabling environment to build inclusive food markets.

However, such an approach alone cannot be enough. There is a special need for a rights-based approach in food and nutrition security that stays in touch with vulnerable communities and to counter rising inequality. Although productivity and diversity of food production is essential for smallholder farmers, higher income, employment measures, empowering women and social innovation also demand consideration. Furthermore, climate change and the limitations on the use of natural resources must not be neglected.

To achieve a resilient and inclusive food system that also includes the most vulnerable needs a combination of strengthening cooperatives, farmer-based organizations and producer organizations, developing comprehensive business models, designing a framework for public-private partnerships that include small-scale farmers, especially

women, taking into account local cultural and environmental values, removing the constraints to access of knowledge by farmers, building social capital, and pursuing coherent policies. Access to finance and developing special financial services, credit and insurance markets for smallholders are also important.

Sustainable food systems

The need for sustainable food systems is clear when considering issues of food security. And this means not only in an environmental sense, but also socially and economically. Although there was a consensus among the contributors to the consultation that smallholders and sustainability are vital for food security, they did not agree on the route map: intensification and upscaling in the short term, especially stimulated by international corporations applying sustainability standards and inclusive business models, versus bottom-up growth models in which smallholders are in the driving seat. In other words, there was a diversity of ideas on how to create the most impact (e.g. via agro-ecology, social safety nets, big businesses versus small and medium-sized enterprises, etc.)

Despite this lack of agreement of the approach required, all contributors agreed that a focus on soil fertility is important, especially in relation to water. The link to climate change was also considered relevant (with smart agriculture, for example, being mentioned frequently). Mitigation strategies for climate change can also be combined with the theme of water. Synergy between the food and water themes is logical and within the reach of Dutch expertise.

Structural and systemic change

Although there is a lot of knowledge on what is needed for a more comprehensive and integrated approach to food and nutrition security, it is not improving significantly. This can largely be related to inadequate governance, policy coherence and a lack of adequate implementation. Dutch food security policy should aim to bring about structural and systemic change. Too often, the results of individual projects still evaporate into thin air. But to achieve more with less, there is a special need for innovative ways to change the system, for example social innovation and clusters of innovation in the agro-sector. Furthermore, lessons learned within effective integrated programmes need to be applied and up/out-scaled. There is a special need for interventions that are manageable and at the same time aim to have an impact at system level. Lessons can be learned from around the world where systemic change and bottom-up approaches have been successful.

Dutch policy

As stated above, these policy recommendations are generally formulated and we do not assume that none of them have as yet not been addressed by the Dutch government. The contributions do show, however, that the government should continue its focus on food security but should do so within an integrated intervention strategy that takes into account the context at the different levels, and the ambition for impact at systemic level.

The F&BKP acknowledges that the rich and high level of input in this consultation and the many explicit and implicit references to policy recommendations could not be captured fully in this report. The Platform would therefore like to advise the Ministries that the input from the consultation should not be used only for the policy paper, but can also be useful for the next phase of implementing the policy in interventions and programmes.

This report does not offer exact answers on how to eradicate food and nutrition insecurity all around the world. The ideas, models and approaches suggested are too diverse and country-specific. The consultation showed that there is a need for more dialogue and knowledge development in relation to food and nutrition security on:

- The regional level (trade, food wastage, infrastructure, legislation, finance, taxation, job creation, customs, etc.).
- How inclusive business models and public private partnerships can generate more impact at local level.
- A better understanding how to tie the market-based approach to a human rights approach.
- How sustainable food systems can produce more food by using fewer natural resources in a way can stand up to the challenges of climate change, and that also takes social and economic aspects into account.
- A better understanding of challenges related to enabling environments for smallholder farmers, institutions and businesses and related to social, institutional and technological innovations.
- Innovative approaches to strengthen the entrepreneurship of smallholders (current technology and market systems are often not adequate).
- Strategies that help remove crippling impediments that prevent societies from taking charge of their own food security.

Dialogue and knowledge are also needed to understand other important topics, like global governance, systemic change, urbanization, social capital and political economy.

Recommendations backed by the majority of the contributors:

- Dutch food and nutrition policy must take into account the recommendations of former United Nations Rapporteur on the Right to Food Olivier De Schutter.
- The ideas on agro-ecology should be taken seriously and linked with ideas on market-based industrial intensification.
- There is support for the acknowledgement of diversity of agricultural systems combined with a call to connect them within agricultural strategies.
- A holistic approach is necessary, like policy coherence, nexus-thinking, cross-sector opportunities, etc.
- Integrated programmes must take into account sustainable and inclusive measures to generate maximum impact.
- Commitment to the transition of smallholders to entrepreneurs.
- Support for the targets of the Zero Hunger Challenge, although these targets must be linked and not seen separately.
- Acknowledgement that voluntary standards are important tools, but that they will not change the system.
- Most contributors did not challenge the current 'trade and aid' policy of the Dutch government. Implicitly, however, they want more attention to be given to local businesses and entrepreneurs in developing countries.

Points on which there was no consensus in the consultation:

- Some called for a focus on increasing the productivity of a few crops to generate efficiency within global value chains that can impact on income and food security. Others advocated diverse food systems with a focus on the needs and challenges of local communities.
- There was no consensus on the route map to sustainability and inclusiveness, or on priorities in policy (Dutch companies, outgrower-schemes, smallholders, etc.).
- There was a call for better definitions of sustainability, but others noted that that would be a distraction away from the practical debate and implementation of policy.

1 Think holistically, promote integrality

To achieve maximum impact on food and nutrition security an integrated approach is necessary at all levels (local, regional and international). Comprehensive food security programmes cannot focus solely on local agriculture and food sectors but must be connected and integrated with other policy domains such as environment, employment, finance, land governance and trade policy. They should take into account conflict prevention, population growth, health and nutrition. Food security policy must therefore connect to other economic sectors like water, banking, ICT, energy and tourism. This means that value chain programmes should include capacity development, infrastructure, customs services, legislation, the retail sector and consumer demands. Agro-sector development programmes should be integrated within wider economic development programmes and connected to water management, employment measures, financial services, health, energy policy and ICT innovations.

Connect food and nutrition security

Nutrition security requires connecting food security with other policy areas. It goes beyond food security and is related to other determinants of nutritional status, such as health (including sanitation), care (that goes beyond health care and includes for example social safety nets and government support for dairy consumption among young children and women, and good quality nursery schools), income, education, gender, etc. Several contributors underlined the importance of tackling the root causes of malnutrition, and emphasized that the analysis of the problems should be context-specific, or even specific per individual. An integrated food and nutrition security approach, therefore, is influenced by factors like education, gender, social affairs and financial and economic affairs.

One consequence of such an integrated approach is the need to focus on crop and bio-diversity, i.e. integrating different crop systems to secure nutritious food for local communities. Furthermore, as nutrition issues can be largely related to behaviour, education, capacity building and women's empowerment are important. Preferably, the whole community should be involved, including the elderly (grandparents bear a large part of the responsibility of caring for children) and village leaders. Another consequence for an integrated food and nutrition security approach is the need to improve data collection, as much of the required data are lacking.

A number of contributors noted that nutrition policy focuses too much on just one area of malnutrition (the undernutrition of children under 2), while it hardly addresses other factors like obesity. Other contributors stressed the importance of looking at nutrition security throughout the lifecycle.²

An integrated European approach

In general the contributors to the consultation were critical about food security policy being mainly a development cooperation concern in the Netherlands and the European Union in recent years. And within that narrow focus, there is a relatively heavy emphasis on enhancing production and value chains and – for Dutch policy – what role Dutch business can play in those efforts. There is too little attention in the implementation of policy and programmes – although this is increasing – to aspects like access to food, nutrition, and climate change adaptation.

Furthermore, little or no attention has been paid to how food security concerns can be integrated into other areas of European policy, such as the Common Agricultural Policy, the Common Fisheries Policy, or environmental or trade policy. Although many of these policy areas are primarily governed at EU level, a proactive approach to connecting food and security policy with other policy areas by the Dutch government could make a difference in Brussels. Dutch food security policy will be incomplete without a commitment to take international food security considerations into account in the Netherlands' position on EU policy-making.³

Linking production with consumption

Much attention in current food security policy is focused on the supply side, namely the production and productivity of the agricultural sector (seed quality upgrading, enrichment of food, irrigation, etc.). Less attention is devoted to the demand side: consumer opportunities and challenges in obtaining food, especially in urban areas (food for work, safety nets, rural and urban employment). Urbanization often goes together with growing urban poverty and

2 Wijnand Klaver, senior researcher on food and nutrition security at the African Studies Centre, Leiden; Stineke Oenema, member of the Independent Expert Group for Global Nutrition Report, the Netherlands; Lalita Bhattacharjee, Nutritionist, FAO, Bangladesh; Herbert Smorenburg, Senior Manager, Amsterdam Initiative Against Malnutrition, GAIN; Nico Janssen, SNV World Tanzania, Global Coordinator Nutrition Security.

3 Jeroen Candel, PhD candidate, Food Security Governance, Wageningen University; Jeske van Seters, Deputy Head of Programme Food Security, ECDPM.

food insecurity, which can be related to unemployment, rising food prices, growing dependence on food imports, the increasing dominance of supermarkets and challenges posed by climate change.

A mix of demand-side programmes and supply-side activities should increasingly target poorer households and particularly young children and pregnant women. This is important because the lower spectrum of households has not benefitted from most food security investments aimed at intensifying productivity and production. The intensification approach fixes poorer households in their socio-economic position, as they don't follow a specific specialisation pattern and no trickle-down effect automatically includes the less endowed households.⁴

Tie the market-based approach to a human rights approach

Food security policy that puts private sector development and more efficient markets at the core of its strategy does not meet the needs of the poorest households or automatically trigger the transition to inclusive and sustainable markets and investments in sustainable solutions. Although the majority of the contributors to the consultation mentioned this concern, most of them were not against a market-based approach. But 'business as usual' is not enough. A market-based approach can stimulate a better connection between producers and consumers in which prices go down and investments (mainly through PPP constructions) improve value chains. However, this approach does not have a trickle-down effect and therefore excludes the most vulnerable (see more in part 2).

Some contributors argued that the Dutch government must continue to concentrate on improving the enabling environment in developing countries to improve food markets, attract investments and improve trade. However, the majority of the contributors expected more from the government, demanding that it take account of employment security, social protection policy, environmental policy and landscape measurement in its food and nutrition security policy. To go beyond business as usual, the contributors argued that an alternative policy is needed that focuses on the most vulnerable groups within society (in both urban and rural areas) and allows them participate in decision-making. A purely market-based approach ignores a rights-based approach in food security policy.⁵ An alternative policy should also be aware that a focus on the formal food market and formal rules and legislation can destroy more informal ways of doing business that are still in common use, especially in domestic and regional food trade.⁶

Look for cross-sector opportunities

Food security policy should look beyond only the agricultural or fishery sectors. Linking these to other economic sectors (e.g. mining, energy, tourism and manufacturing), especially when they depend on the same natural resources (e.g. land and water), brings opportunities for food security. This could also be linked to the debate on how more effective food markets can boost economic growth and generate employment elsewhere in other economic sectors.

Technological innovations should not only focus on the more traditional supply-side activities (irrigation, seed quality, etc.), but should be linked with the special needs and knowledge of smallholder farmers. Existing technology must be made accessible to poorer rural and urban communities in innovative ways. ICT plays an important role in achieving this, first of all to get information and knowledge to farmers at the right time and vice versa from farmers to practitioners, policy-makers and researchers. But it also opens up new markets and links supply more effectively to demand at the domestic and regional level. With a focus on affordable ICT and ICT services useful tools can be developed for smallholder farmers. Technology transfer, including innovations in the ICT sector, should therefore be promoted.⁷

⁴ Ruerd Ruben, Head Coordinator, Food Security & Sustainable Chain programs, LEI Wageningen UR;
Bart de Steenhuisen Piters, Head of KIT Sustainable Economic Development and Gender;
René van Veenhuizen, Sr. Programme Officer, RUA Foundation, the Netherlands;
Ton Dietz, Director, African Studies Centre, the Netherlands.

⁵ Danielle Hirsch, Director of BothENDS; Claudio Schuftan, People's Health Movement, Vietnam;
Jose Luis Vivero Pol, PhD Research Fellow, Université Catholique de Louvain

⁶ Jolanda Buter, MDF Training & Consultancy

⁷ Nehemiah Gitonga, Executive Director, Tenacious Systems Kenya - Farmsoft, ICT - Farming and Food Industry;
Francis Tucungwirwe, Value Addition Institute.

2 Building inclusive food markets

One of the main causes of food and nutrition insecurity is that small-scale farmers are not included in the formal food system and do not benefit from investments in agriculture and the formal system. They also lack access to knowledge to improve their situation. Policy should focus on including small-scale farmers in regional and domestic food chains and making investments in the food system work for the rural poor by focusing on smallholders who can make the shift to become entrepreneurs. However, alongside a market-based approach there must be always a rights-based approach that takes the most vulnerable communities into account. Furthermore, there is the need to focus more on inclusive and sustainable regional and local food markets, together with inclusive and sustainable global value chains.

Focus on smallholder farming

In the view of the participants in the consultation, small farmers are key to food and nutrition security and sustainable rural development. They produce at least half of the global food supply, provide most of the employment in rural areas and provide local people with a fall-back option in times of economic crisis and shortages. It is all about creating resilient and inclusive food markets.

Smallholders, particularly women, produce up to 80% of local basic foodstuffs, according to the FAO. Many contributors to the consultation argued that there is increasing evidence that small farms can be as productive as large ones and have particularly high potential under beneficial conditions to produce more in a sustainable and inclusive manner. However, smallholder farmers face multiple constraints in increasing their yields, such as access to finance, land, knowledge, information and technology.

However, some contributors emphasized that a focus on smallholder farmers is not the same as idealizing small and mainly self-subsistence farming. They would like to see more attention devoted to small farmers who are motivated and have the opportunities to increase their yields and productivity. These farmers are needed to give a boost to further economic development. Others argued that the current market-based approach of food security policy already focuses too heavily on this group, where it should refocus more on vulnerable farmers.

Most of the contributors stressed the need to achieve resilient and inclusive food markets, in which producers are connected with consumers (both in the formal and informal sector). They proposed several ways to achieve this, including strengthening cooperatives, farmer-based organizations and producer organizations, developing comprehensive business models, designing a framework for public-private partnerships that include small-scale farmers, especially women, taking account of local cultural and environmental values, removing constraints to farmers' accessing knowledge, and pursuing coherent policies. Access to finance, and developing special financial services, credit and insurance markets for smallholders, are also important but challenging. Working in cooperatives and improvements in production (yields, quality) through high quality inputs and technical advice (agricultural extension), improved access to markets, and training in financial and managerial capabilities could help smallholders access finance.⁸

Emphasis on entrepreneurship

Promoting entrepreneurship among small farmers is key to achieving the above mentioned objectives. That means investing in domestic entrepreneurship, developing local SMEs and strengthening national economic and innovative capacities. Policy will need to focus on farmers who are capable of moving beyond subsistence farming and of planning production for defined markets with the objective of making a profit. However, smallholders living in poverty face so many constraints to improving their economic situation (which also differs from individual to individual and from community to community) that resolving one or two of these constraints will not be sufficient.

Entrepreneurship must not be confused with production or processing. An integrated, more holistic approach on building entrepreneurial smallholder farms and rural small enterprises is preferable. Although established national and multinational agro-food industries will always impose requirements on farmer skills, food quality, business environment and land governance, they can play a major role in providing incentives for smallholders to enter the chain by developing inclusive business models and including smallholders in public-private partnerships. This requires well-organized cooperatives, farmer-based organizations and producer organizations and food security policy should help establish these. Furthermore, out-grower schemes, like contract farming, to supply local food-

⁸ Panos Varangis, Head of Advisory Services, Agricultural Finance at the Financial Institutions Group, IFC; Contribution by various authors from Oxfam Novib.

processing industries, for import substitution or export operations are opportunities that have so far been underdeveloped.

Some contributors devoted attention to investments in local social innovation by larger enterprises and how food security policy could enhance this by supporting 'coalitions of complementary development institutions'.⁹ Considering the multiplicity of linkages, supporting the overall local financial sectors is less risky than a focus on agriculture alone.¹⁰ The Sustainable Trade Initiative is a good example of making business more sustainable and inclusive by incorporating all stakeholders in setting concrete steps.¹¹ This means business involvement through certification, training and ensuring reliable take off of their products, so that entrepreneurs are given access to markets.¹²

A growing success factor for agricultural development by stimulating entrepreneurship at local level is building 'clusters' or 'hubs of innovation', where many different public and private agencies support particular subsectors, and where local and global agencies come together. More attention should be paid to the potential of this method.¹³

Limitations of multinational involvement

A policy that mainly promotes multinational involvement and export without including and benefiting local farmers will not result in resilient and inclusive food markets. Some contributors emphasized the limitations of involvement by big corporations at national and international level. For example, large-scale land acquisitions by foreign companies have not lifted small-scale farmers out of poverty or increased agricultural productivity and food security.¹⁴ These contributors emphasized that the Netherlands must continue its policy directly targeting the improvement of land governance in countries and supporting local NGOs in advocating for land rights and supporting and educating communities in claiming their rights. They argued that the Netherlands should not stimulate and fund large-scale land acquisition activities in developing countries.

Most contributors would like to see governments do more to bridge the interests of smallholders and big corporations, and to make sure that the private window and other private sector finance take smallholder's interests as a starting point and include them directly (e.g. by reducing high funding thresholds, working with farmer groups, etc.).¹⁵

Regional trade opportunities

More can be gained from optimizing regional trade than from focusing on global trade. Regional and local markets account for a much greater volume of trade than global food chains. Regional trade can be an alternative for food imports from faraway trade partners. It also can help to avoid more than 50% of food grown in Africa being wasted before it reaches the markets. To achieve this, food production must go hand in hand with improvements in transport infrastructure, storage facilities and border regulations. The demand for agri-food products is highly variable, and limited transport linkages or inadequately equipped border-crossing points undermine an efficient flow of food products and generate excessive spoilage.

Furthermore, rigid quality standards in the food chain are not helping to solve food wastage and will make it more difficult for smallholders to be included in formal food markets. One challenging step to improve regional distribution is therefore to integrate informal markets. Not only because most of the food in Africa and Asia is in these markets, but also because traders, vendors and farmers in informal markets are highly interdependent and cooperate closely. In addition, women can be involved more easily as they occupy a prominent place in informal markets as farmers, processors and traders.

However, some contributors emphasized that the current trade regime (based on negotiations on multilateral and bilateral trade agreements) obstruct the improvement of regional food systems and trade. Others proposed the opposite, that at global level countries should encourage their farmers to specialize their food production in areas where they have a comparative advantage. This will enable them to become more effective food producers, due to the expansion of free trade.

⁹ Nanno Kleiterp & Anton Timpers, FMO Development Bank

¹⁰ Frank Nagel, Director of Advisory Services & Hans Bogaard, Head of agri business at Rabobank Development

¹¹ Willem-Jan Laan, Director of Global External Affairs at Unilever

¹² Nanno Kleiterp & Anton Timpers, FMO Development Bank

¹³ Ton Dietz, Director of African Studies Centre Leiden, the Netherlands

¹⁴ Gemma Betsema, Coordinator of LANDac, the Netherlands Academy on Land Governance;
Contribution by various authors from Oxfam Novib.

¹⁵ Danny Wijnhoud & Barbara van Paassen of ActionAid Netherlands

Combine entrepreneurial and cultural values

A refocus on the food system, especially at regional level, should not overlook cultural values. Food culture and its traditions are an underestimated vehicle for promoting the positive behaviours which are needed for food and nutrition policy to work. Such behaviours can be nurtured through knowledge exchange events, fairs, home and school gardens, awareness-raising campaigns, and school meals.

A local food system can boost the self-esteem not only of producers but also of non-agricultural rural entrepreneurs, for example in tourism and education, and help them promote their own cultural roots. Small-scale farmers can manage and use traditional agro- and wild biodiversity to their comparative economic advantage on the premise that the products marketed are wanted by, and offer nutritional and socio-cultural benefits to, consumers. This will result in a new class of entrepreneurs who are capable of investing in a socially and culturally shared practice to drive change and to accomplish effective private associations and public-private partnerships based on local cultural roots.

3 Developing sustainable food systems and agriculture

The need for sustainable food systems is clear when considering issues of food security. And not only in an environmental sense, but also socially and economically. However, there was no consensus among the contributors to the consultation how this can be achieved, what is the right route-map to attain sustainable food systems and agriculture. The best mix between social, economic and ecological factors was hotly debated, and there was a heavy focus on the poorest and most vulnerable food insecure groups and the need to acknowledge diversity in food systems. There were also strong pleas for clarification about sustainable food systems, as there are so many different definitions and opinions. Arguments were put forward from different aspects of sustainability: ecological, economic and social. Definitions ranged from sustainability in the sense of limiting the quantity of resources to sustainability in the sense of employment and nutrition. Although there was no consensus, soil fertility and climate smart solutions could form a basis on which sustainable food systems can be built.

Global value chains

A more globally oriented vision on sustainability focuses on efficiency and the ecological footprint. Reducing wastage is an efficient and sustainable way of meeting increasing world demand for food. In the long term, it could help slow down the expansion of land used for agricultural production and reduce pressure on water and energy.¹⁶ In this sense, intensive food systems are the most sustainable as they are able to produce food with the most efficient use of resources.¹⁷ Sourcing globally is one of the conditions for achieving this, as the ecological footprint cannot be significantly reduced by cutting transport costs. Searching for the most sustainable location to produce a certain product weighs more heavily. According to the proponents of this approach, collaboration between the stakeholders in value chains allows for more sustainable food production and Dutch food security policy should therefore expand its focus to incorporate international and local companies.¹⁸

It is therefore important to have a transition strategy to make the agro-commodity sector in particular more sustainable. Governments, multinationals and NGOs have the same overarching interest: whether the goal is to guarantee exports, increase sales lift the poor out of poverty or protect the environment, they all require a sector that will work in the long run. Future scenarios for food production include minimum market criteria on sustainability, traceability and food safety, enforced by industry and governments.

Attention should therefore be paid to the effects of these global value chains on wider stakeholders. The Sustainable Trade Initiative is a step towards making international value chains more sustainable and inclusive, by supporting private enterprises in development countries that invest in social innovation through training and certification.¹⁹ Key to the success of this programme is global adoption. Voluntary sustainability standards are another proposed solution, focusing more on the global than the local stage.²⁰

Combine ecological, social and economic aspects

Arguing from a more socially oriented point of view, sustainable agriculture does not necessarily mean an improvement of the livelihoods of the hungry and poor.²¹ The main criticism of the more internationally centred approaches described above is their single-commodity focus and their inability to address more complex issues at farm and landscape level.²² Sustainability should entail all three – ecological, social and economic – aspects and more attention should be given to the currently underexposed social dynamics, by focusing on the social effects of, for example, climate change and gender issues.

It is the poor and vulnerable who are immediately dependent on the natural environment and are most committed to sustainability.²³ The effects of climate change are most visible and tangible for those making a livelihood out of their surrounding environment. Targeting these small-scale farmers with social innovation rather than just technological innovation will give them the resources and knowledge to adapt to climate change in a sustainable manner.

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¹⁸ Nanno Kleiterp & Anton Timpers, FMO Development Bank

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²⁰ Han de Groot, Executive Director of UTZ Certified

²¹ Pieter Windmeijer, Project Manager of Wageningen International, WUR

²² Daniel Knoop, Programme Coordinator of Aquaculture at Solidaridad

²³ Evelijne Bruning, Country Director of the Hunger Project Netherlands

Opportunities to promote local and regional food systems can be found in the growing cities of Africa. The expanding urban middle class and, with it, regional markets provide ample opportunity to connect with sustainable local and regional agriculture.²⁴ This implies space and support for people-centred solutions that are able to address the root causes of food and nutrition insecurity in a sustainable and inclusive manner instead of focusing on an export-oriented global commodity chain.²⁵ Within these approaches, more attention should be given to female farmers, as in many cultures they bear the main share of the workload. Supporting women's access to and control over natural resources and providing support for sustainable local food production has already proven effective.⁹

At the centre of these social approaches to improve the sustainability of agricultural systems are the poor and vulnerable. Their livelihoods are directly affected by their natural environment, which makes them important actors. Connections to growing urban areas offers leeway for small-scale farmers to participate in regional economies.

Increasing biodiversity, improving soil fertility

The contributors sought solutions in the preservation of the environment, including biodiversity. Moving away from promoting export-oriented mono-cultural commodity chains and towards locally and regionally focused food systems, there is a growing preference for agricultural methods that promote agro-ecology and biodiversity.

Agro-ecology has the potential to contribute to food production that is less reliant on technical innovation and hence accessible to a wider range of farmers. By increasing biodiversity and soil fertility, agro-ecology also enhances the resilience and adaptive capacity of ecosystems.²⁶ Securing the ecological foundation of food security allows sustainable food systems to be built. Efforts should focus on supporting agricultural approaches, such as agro-ecology, sometimes conceptualised as a 'landscape approach',²⁷ that works to restore the ecological balance between humans and nature in terms of sustainable resource cycles.²⁸ Within these approaches there is space to take account of soil fertility and water quality and how to best to preserve them.²⁹

Climate-smart agriculture was also frequently mentioned during the consultation. This is a highly location-specific and knowledge-intensive agricultural model. Agriculture needs to be placed on both the food security agenda and the climate agenda to ensure that its significance is acknowledged on a wider scale.³⁰ Climate-smart solutions can be easily combined with the theme of water, as food security and water are closely linked. As water consumption is mainly used for food production, synergy between these themes is logical and within the reach of Dutch expertise.³¹

The importance of the ecological aspects of sustainable agriculture cannot be ignored, nor can their connection with social dimensions, as they are clearly related.

A need for clarity

As several contributors suggested, the meaning of sustainability must be explored, as it covers a wide range of approaches, methods and impacts.³² There is a need to understand or acknowledge how respective food systems overlap or relate and are impacted on by a multitude of broader agricultural (non-food), socio-cultural, economic factors, power relations and institutions (rules of the game), and the political economy at large.³³ Research and development play a substantial role, both in exploring and deepening our understanding of the food systems, and in finding new innovative ways for sustainable food systems. In the case of the latter, there is the issue of linking the outcomes of research to the day-to-day experiences of small-scale farmers.³⁴

Sustainable means securing the ecological, economic and social aspects of the food system in order to have a long-term impact, as these aspects are highly interconnected. However, there are different approaches with varying

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²⁷ Daniel Knoop, Programme Coordinator for Aquaculture at Solidaridad; Greet Goverde, Secretary, Platform Aarde Boer Consument, the Netherlands

²⁸ Sylvia Kay of the Transnational Institute

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³⁰ Nico Janssen, Global Coordinator of Nutrition Security at SNV World

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³³ Barbara van Paassen & Danny Wijnhoud of ActionAid Netherlands

³⁴ Danielle Hirsch, Director of BothENDS Netherlands

main focuses, which can co-exist. Important actors in the issue of sustainability are the poor and vulnerable, as their livelihoods depend on their direct environment. When it comes to research and development, there should be a focus on creating clarity when assessing the sustainability of agriculture/food systems and developing new, innovative and sustainable farming methods.

4 Establishing structural and systemic change

There is already a lot of knowledge on what is needed for a more comprehensive and integrated approach to food and nutrition security. This knowledge finds its way more and more into policy papers and political debates. The fact that food security interventions nevertheless have limited impact has more to do with the ambition levels of governance, policy coherence and lack of adequate policy implementation. Food security policy interventions should therefore take account of economic, ecological and social aspects, but also political economical factors. The aim should be to achieve structural and systemic change at the local, regional and international levels. There is, however, insufficient knowledge on how such change can be achieved in the food system.

Quick fixes are not enough

Hunger and poverty are indications of extreme inequality and marginalization. As long as these structural issues are not tackled head on, new extreme inequalities will develop, resulting in new groups suffering from hunger and poverty. Goals like 'Zero Hunger' will then permanently remain an illusory goal.

This means that structural change is necessary to obtain food and nutrition security. To deliver piecemeal results is not enough when the mechanisms to affect systemic change in the complex food systems we intervene in have not yet been found. This is usually because of a cocktail of stagnant bureaucratic institutions, corruption, lack of incentives to perform, low capacity to implement, and the absence of checks and balances. These are hard to tackle, but it is critical that we do so.³⁵

Community participation and social innovation

Former UN Rapporteur on the Right to Food Olivier De Schutter argued that food security is only achievable where "policies comply with the principles of participation, accountability, non-discrimination, transparency, human dignity, empowerment and the rule of law." Therefore, issues of power and governance have to be integrated in food security policy.³⁶

Many contributors, most of them from NGOs, mentioned that civil society has a role to play in the solution. Furthermore, a well-organized rural population that has a plan of action knows its entitlements from government and other actors in the development process,³⁷ and with accountable, effective, inclusive rural governance can really deliver change by making the current private sector approach and value-chain development more beneficial for smallholder farmers.

Others went further and argued that people need a participatory system of local governance that is accountable to them and can access sufficient resources and decision-making authority to solve local problems, and a structure that guarantees the voice of women and is able to develop long-term plans.³⁸

Building up and using a social innovation network is another tool. Current food security policy relies too much on technological innovation, while 77% of successful innovation comes from social innovation: investing in people's skills, expertise and capacities, pushing flexible forms of cooperation, promoting entrepreneurial leadership, and bringing together companies, research institutions and civil society organizations in order to foster co-creation.³⁹

Where to start

However, there is no silver bullet that leads to systemic change. For the Dutch government there are three ingredients to start with.

1. Political understanding: understanding the local context, and continuously adapting strategies. Embassies naturally excel in such tactical actions and should be able to map the gaps in local food systems and bring local stakeholders together to find comprehensive and local solutions for them.
2. Realism about the role of the Dutch private sector: even in transition countries Dutch companies often consider the investment risks too high. This calls for customized private sector instruments, and parallel policies stimulating public sector-led and civil society-led efforts.

³⁵ Herman Brouwer, Centre for Development Innovation, Wageningen UR

³⁶ David Sogge, independent researcher

³⁷ Francis Tucungwirwe, Value Addition Institute.

³⁸ Claudio Schuftan, People's Health Movement, Vietnam;
Evelijne Bruning, Country Director of the Hunger Project, the Netherlands

³⁹ Danielle Hirsch, Director of BothENDS, Netherlands

3. More recognition of the role of power dynamics in programme implementation: having a PPP with farmers' organizations does not necessarily mean that farmers benefit or are empowered. Managing partnership dynamics is a skill that needs nurturing.⁴⁰

Although change in the short term is not realistic, in its policy paper 'A World to Gain' the Dutch government stated that it will work more often in an EU context in relation to international public goods like food security. In terms of development cooperation, this implies enhancing the coordination of aid with other EU member states and EU delegations. It could also include an active contribution to support the operationalization of the recent European Commission Communication on the role of the private sector in achieving inclusive and sustainable growth in developing countries, with a specific focus on agri-businesses. And it could include an alternative approach to patenting living organisms and speculation in commodity markets.⁴¹

Lessons learned from other regions

There is an increasing focus on sharing good practices and lessons learned at local level. However, there is less attention to how different regions could improve food security and their food systems as a whole. Lessons can be learned, for example, from Brazil, China and Europe. Europe has successfully achieved its own food and nutrition security as a region by investing in a market orientation and business innovation by family farmers and small and medium size enterprises in marginalized European areas to reinvigorate their local economies and provide job opportunities. Also, we have learned that making agriculture more sustainable (green), even when all other dimensions for achieving food security are basically in place, is not just a need from an environmental perspective but also an opportunity to increase the competitiveness of European agriculture.

As in the Common Agricultural Policy 2014-2020, farmers should be rewarded for the services they deliver to the wider public, such as landscapes, farmland biodiversity and climate stability even though they have no market value. Therefore, a new policy instrument is being aimed at the provision of environmental public goods, which constitutes a major change in the policy framework. On the basis of lessons learned in Europe (as well as in some parts of Latin America), the question can be raised why in development policy the overriding emphasis still seems to be on treating food as a commodity?

⁴⁰ Herman Brouwer, Centre for Development Innovation, Wageningen UR

⁴¹ Jeske van Seters, Deputy Head of Programme Food Security, ECDPM

Appendix

Contributors

The following people and their associated organizations contributed to one or more topics of the consultation on Dutch food security policy by the Food & Business Knowledge Platform. Their full contributions to the six different topics can be found online on knowledge4food.net.

#	First name	Last Name	Organisation
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2	Geoffrey	Andrews	ZOA
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4	Rohan	Bennett	Universiteit Twente
5	Gemma	Betsema	LandAC
6	Lalita	Bhattacharjee	FAO
7	Edith	Boekraad	Cordaid
8	Hans	Bogaard	Rabobank Development
9	Jean	Bosco	Sovucoc
10	Dave	Boselie	IDH (Sustainable Trade Initiative)
11	Herman	Brouwer	Wageningen UR
12	Evelijne	Bruning	The Hunger Project
13	Jolanda	Buter	MDF Training & Consultancy
14	Jeroen	Candel	Wageningen UR
15	David	Connolly	The Hague Institute for Global Justice
16	Han	de Groot	UTZ Certified
17	Bart	de Steenhuijsen Piters	KIT (Royal Tropical Institute)
18	Ton	Dietz	African Studies Centre
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20	Hans	Eenhoorn	Worldconnector
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#	First name	Last Name	Organisation
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41	Daniel	Knoop	Solidaridad
42	Rentia	Krijnen	Founder of kenyaproject.nl
43	Martin	Kropff	Wageningen UR
44	Willem-jan	Laan	Unilever
45	Niels	Louwaars	Plantum
46	Peter	Mbiyu	Kenya Markets Trust
47	Mariel	Mensink	Terrafina
48	Mariska	Meurs	Wemos
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50	Stineke	Oenema	ICCO
51	Klaas Johan	Osinga	LTO Nederland
52	Helena	Pachon	Food Fortification Initiative
53	Rajul	Pandya-Lorch	IFPRI
54	Konrad	Plechowski	IICD
55	Ruerd	Ruben	LEI Wageningen UR
56	Sidi	Sanyang	AfricaRice
57	Bert	Satijn	NWP
58	Rolf	Schinkel	SNV World
59	Claudio	Schuftan	Peoples Health Movement, Vietnam
60	Jur	Schuurman	Agriterra
61	Angelica	Senders	Agri-ProFocus
62	Anneke	Sipkens	Deloitte
63	Peter	Sloot	Aequator Groen & Ruimte
64	Lotte	Sluiter	NCDO
65	Herbert	Smorenborg	GAIN Health
66	David	Sogge	Independent consultant
67	Kahindo	Suhene Marie	Chimie Agro-Alimentaire
68	Amos	Thiongo	Agri-ProFocus, Kenya
69	Francis	Tucungwirwe	Van Andel Institute (VAI)
70	Arine	Valstar	ETC Foundation
71	Christy	van Beek	Sr Scientist Soil Fertility & Nutrient Mgmt
72	Aart	van den Bos	Soil & More
73	Nelleke	van der Vleuten	Bop Innovation Center
74	Niek	van Dijk	Bop Innovation Center
75	Barbara	van Paassen	ActionAid Netherlands
76	Jeske	van Seters	ECDPM
77	René	van Veenhuizen	RUAF foundation
78	Panos	Varangis	IFC
79	Jose Luis	Vivero Pol	Universite Catholique de Louvain
80	Sabina	Voogd	Oxfam Novib
81	Danny	Wijnhoud	ActionAid Netherlands
82	Pieter	Windmeijer	Wageningen UR

Zero Hunger Challenge

The consultation was organized around five themes derived from the international food security targets of the Zero Hunger Challenge. The targets functioned as an entry point for an open discussion on food security. All contributions by the 82 different experts remain online on the F&BKP website – knowledge4food.net. Secondly, a background document is available on the website in which all 154 contributions can be found by target and contributor.

The following tables present the general findings of the consultation by Zero Hunger Challenge target. These findings are subdivided into general advice on the topic, divergent advice on preferred methods and strategies, and specific advice on policy.

1. 100% access to adequate food all year round

Enabling all people to access the food they need at all times through nutrition-sensitive agriculture and food systems, marketing, decent and productive employment, a social protection floor, targeted safety nets and food assistance; boosting food supply from local producers; through open, fair and well-functioning markets and trade policies at local, regional and international level, preventing excessive food price volatility.

General advice	<p>Connect and integrate other policy areas with food security;</p> <p>Food security is more than productivity, but concerns many stakeholders;</p> <p>Plea for focus on more sustainable models;</p> <p>Look at the urban-poor end-consumers;</p> <p>Private sector, PPPs, market mechanisms, international trade, financial tools;</p> <p>Interventions to improve access to resources and land.</p>
Divergent advice	<p>PSD, effective markets, government, improving enabling environment.</p> <p>vs.</p> <p>Alternative policy needed on reaching poor and vulnerable. Investments in sustainable solutions (agro-ecology, soil fertility, diversification, etc.).</p>
Policy specific advice	<p>Dutch embassies facilitate the process and implementation of concrete national and local food security programmes;</p> <p>Clusters of innovation instead of value chains;</p> <p>Return-to-labour activities;</p> <p>Food security efforts need to be embedded in local, domestic and international policies and programmes that consider demographic dynamics (better utilization of food, lower infant mortality, lower population growth) as well as geopolitical security challenges (better access of food, stable prices, less conflict);</p> <p>Assess (potential) impacts of all relevant policies and interventions on food security and particularly the access to food by the most marginal groups;</p> <p>The Dutch government can work with stakeholders to promote financial literacy and enable access to financial services for SMEs as part of an inclusive finance approach;</p> <p>Urbanization will increase local horticulture and as such boost the seed sector. Dutch policy focusing on developing horticulture around cities and linking to the integral seed programmes would lead to synergy;</p> <p>The Dutch government could work with the financial sector to ensure that Dutch banks, pension funds, insurance companies and other investors take a lead financing sustainable, inclusive food production and trade;</p> <p>Although the economic viability of the farmer/agri-business is the leading criterion for funding, the Dutch Good Growth Fund (DGGF) could stimulate investments by Dutch food & agribusiness companies either by providing guarantees/risk sharing or seed funding;</p> <p>Move away from trade rules that distort prices for farmers and lead to unequal access to natural resources.</p>

2. Zero stunted children less than 2 years

Ensuring universal access to nutritious food in the 1000-day window of opportunity between the start of pregnancy and a child's second birthday, supported by nutrition-sensitive health care, water, sanitation, education and specific nutrition interventions, coupled with initiatives that enable empowerment of women, as encouraged within the Movement for Scaling Up Nutrition.

General advice	<p>Integrated approach: Hygiene; education; training on diversified diets; crops and biodiversity;</p> <p>Household mechanisms/ behaviour change;</p> <p>Nutrition education in households;</p> <p>Empowerment of women.</p>
Divergent advice	<p>In general there is consensus;</p> <p>Except: the SUN approach.</p> <p style="text-align: center;">vs.</p> <p>Human rights-based approach.</p>
Policy specific advice	<p>Keep nutrition on agenda (ICN2, ENA);</p> <p>Promote holistic approach;</p> <p>Mainstream nutrition beyond the health sector;</p> <p>Scale-up nutrition sensitive agriculture;</p> <p>Invest in nutrition-specific and nutrition-sensitive interventions based on an analysis of key nutritional problems and their causes in each context;</p> <p>Ensure nutrition is linked to all Sustainable Development Goals targets.</p>

3. All food systems are sustainable

Ensuring that all farmers, agribusinesses, cooperatives, governments, unions and civil society establish standards for sustainability; verifying their observance and being accountable for them; encouraging and rewarding universal adoption of sustainable and climate-resilient agriculture practices; pursuing cross-sectoral policy coherence (encompassing energy, land use, water and climate); implementing responsible governance of land, fisheries and forests.

General advice	<p>Transform whole system, not just elements within it;</p> <p>Plea for social/ecological base for sustainable agriculture;</p> <p>Sustainable food systems require a multi-scale and temporal approach;</p> <p>Define sustainability through R&D;</p> <p>Specific: ICT, women's empowerment, agro-ecology, climate-smart agriculture.</p>
Divergent advice	<p>Different food systems needed;</p> <p>Rights-based approach.</p> <p style="text-align: center;">vs.</p> <p>Value chains.</p>
Policy specific advice	<p>Support further development of voluntary sustainability standards;</p> <p>IDH on an international scale;</p> <p>Build an enabling policy environment for sustainable food systems such as agro-ecology and climate smart solutions (with the private sector);</p> <p>Streamline food security, water and climate programmes and invest in the resilience of the water-soil system;</p> <p>Connect value chains to (African) urban areas and go beyond the urban-rural</p>

divide: put rural-urban linkages at the heart of a territorial approach to food systems;

Eliminate subsidies and develop steps towards a 'true price' for products;

Incorporate the rights angle adopted by the UN Special Rapporteur on the Right to Food;

The new food security policy should advocate the use of Nutrient Use Efficiency (NUE) and Ecological Intensification (EI) as indicators, regardless of the setting;

Building healthy soils with high organic matter content is a first priority to improve soil fertility and water retaining capacity.

4. 100% increase in smallholder productivity and income

Reducing rural poverty and improving wellbeing through encouraging decent work, and increasing smallholders' income; empowering women, small farmers, fishers, pastoralists, young people, farmer organizations, indigenous people and their communities; supporting agricultural research and innovation; improving land tenure, access to assets and to natural resources, making sure that all investments in agriculture and value chains are responsible and accountable; developing multidimensional indicators for people's resilience and wellbeing.

General advice

Divergent advice:

Specific:

Soil organic matter; production-marketing; utilization of vegetables; access to credit; livestock production in smallholder farming systems.

General:

Enhance resilience; training/strengthen farmer entrepreneurship; integrative programs; women's empowerment; smallholder investment strategies.

Divergent advice

Increase in production.

vs.

Income is more important than productivity; It is about distribution of food and quality.

Policy specific advice

Develop effective international value chains, but also build local/regional value chains;

National smallholder investment strategies; enable access and invest in social innovation;

Land governance and enhance the development of land registration (clarity on land rights is crucial for farmers);

Innovative agricultural business models that can empower small producers and processors;

Volatility can be limited by regulating speculation and by creating instruments that farmers can use to limit risks, e.g. insurance against weather events, infectious diseases and sudden market collapses;

In its collaboration with the 'top sectors' and in public-private partnerships, the Dutch government should set criteria for cooperation between big companies and small farmers and assist in accumulating and spreading knowledge how that can lead to increased resilience;

Support and promote public investment by (African) governments in participatory land use planning and more inclusive agricultural policies, particularly targeting the needs of (women) smallholders and prioritizing local food production, e.g. via demand-driven public extension services;

The results of research will only be lead to implementation in practice, innovation and ultimately competitiveness when farmers feel ownership of the

research being conducted;

The role of the Dutch government is to identify and analyse gaps in countries' food systems that constrain food security, together with local stakeholders. In mapping local gaps there is an important role for Dutch embassies in finding partners and providing information;

Household Agriculture Transformation Plans (HATPs) should be promoted, which are plans of action to transform household enterprise by implementing household-strategic actions and active demand for entitlements.

5. Zero loss or waste of food

Minimizing food losses during storage and transport, and waste of food by retailers and consumers; empowering consumer choice through appropriate labelling; commitments by producers, retailers and consumers within all nations; achieving progress through financial incentives, collective pledges, locally-relevant technologies and changed behaviour.

General advice	<p>Close resource cycles through organic farming;</p> <p>Focus on local, regional food systems that are shorter;</p> <p>Develop measures to quantify food wastage;</p> <p>Create awareness amongst consumers.</p>
Divergent advice	<p>What is the relevance of 'reducing food waste' for food security? "Food insecurity is not as such a result of food losses and waste".</p> <p>vs.</p> <p>Specific interventions on reducing food waste – optimize production systems; Pre- and post-harvest loss reduction can have direct impact on food security.</p> <p>vs.</p> <p>Waste reduction at consumer end.</p>
Policy specific advice	<p>Government: Training/ best practices; Investment in infrastructure.</p> <p>Private sector: Smart solutions for post-harvest losses.</p>

Q. Missing elements in the Zero Hunger Challenge and the consultation

The last question was not a target in the Zero Hunger Challenge, but an opportunity for contributors to comment outside of the ZHC-framework: Are there elements missing in the Zero Hunger Challenge and this consultation which should be included in Dutch food security policy?

The following table is a schematic overview of the contributions relating to this question:

General advice	<p>No 'zero hunger' without addressing core system issues – structural approach;</p> <p>'Food as a commons';</p> <p>The political economy questions: Olivier de Schutter;</p> <p>Expanding demand from Africa's cities.</p>
Policy specific advice	<p>Safeguard and show coherence with EU policy;</p> <p>Governments should take responsibility for decent employment and income policies, as well as install social protection schemes where needed;</p>

Take into account the changing demands for food, both because of the growing world population and urban population, and because of changing diets which include new unhealthy consumption patterns;

Empower women to give them more influence on decision-making within families and communities, better access to knowledge and assets and improve their status;

Build social capital. Strong social structures – communities, producer organizations, cooperatives, are essential to reduce vulnerability for shocks and to strengthen the voice of people that have traditionally had little influence on decision-making;

Adhere to the UN Guiding Principles on Business and Human Rights: be transparent regarding business' investments, use investment criteria responsibly, and address adverse impacts. Other key principles business should comply with are the OECD guidelines, the Equator principles, and UN-PRI;

Address political obstacles: the systems that have developed are dominated by a relatively small number of major actors who make it very difficult to circumvent them;

Ensure that world leaders include the five key objectives of the Zero Hunger Challenge in the new Sustainable Development Goals;

Developing programmes to promote SMEs should take gender differences into account and be multidimensional. This includes promoting tailor-made coaching, supporting women's business associations, and promoting affordable child care so that women can better manage their work and family-life responsibilities.

Stakeholder analysis in figures

The number of contributors to the consultation expressed in figures.

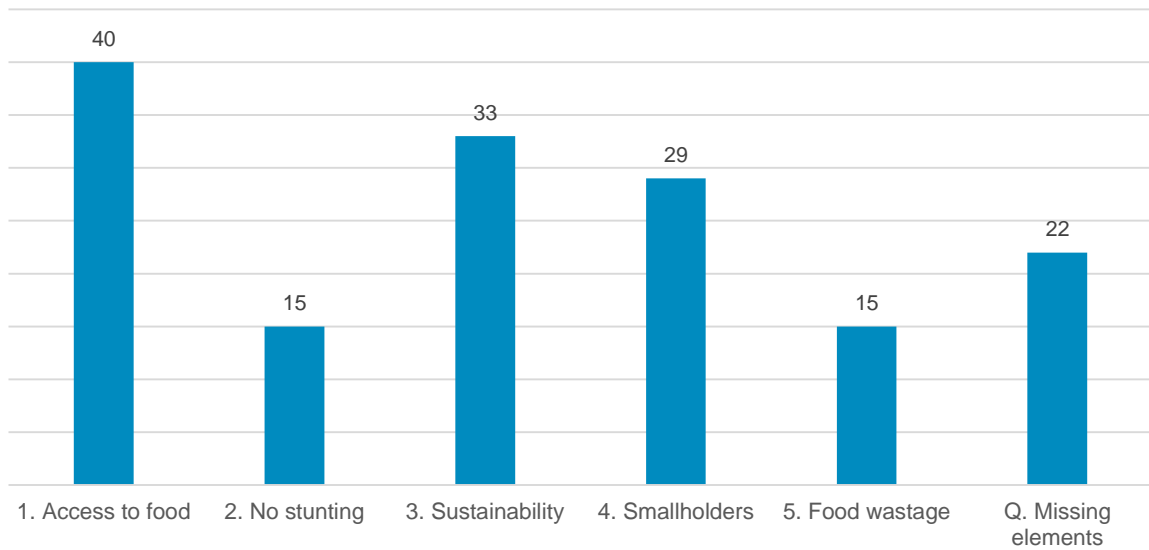


Figure 1. The number of contributions in the online consultation by target

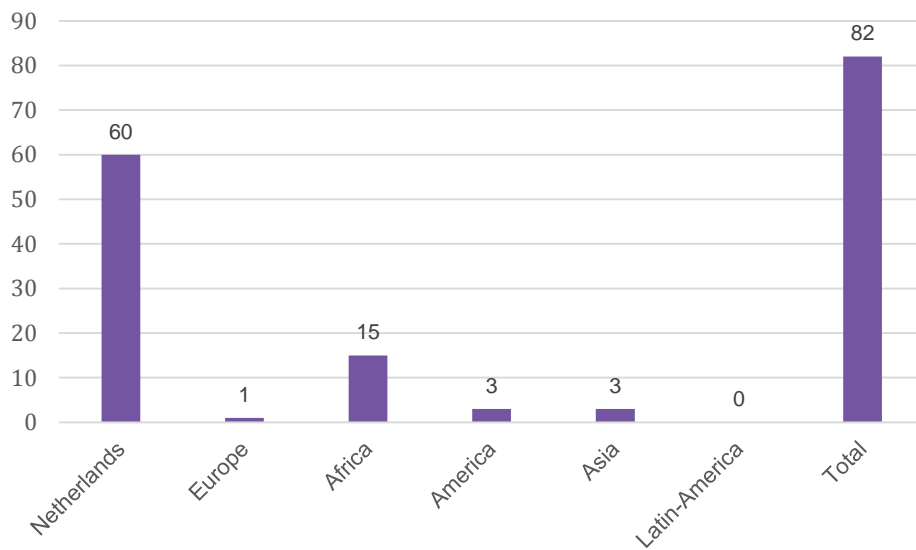


Figure 2. Number of contributors by continent in which they operate.

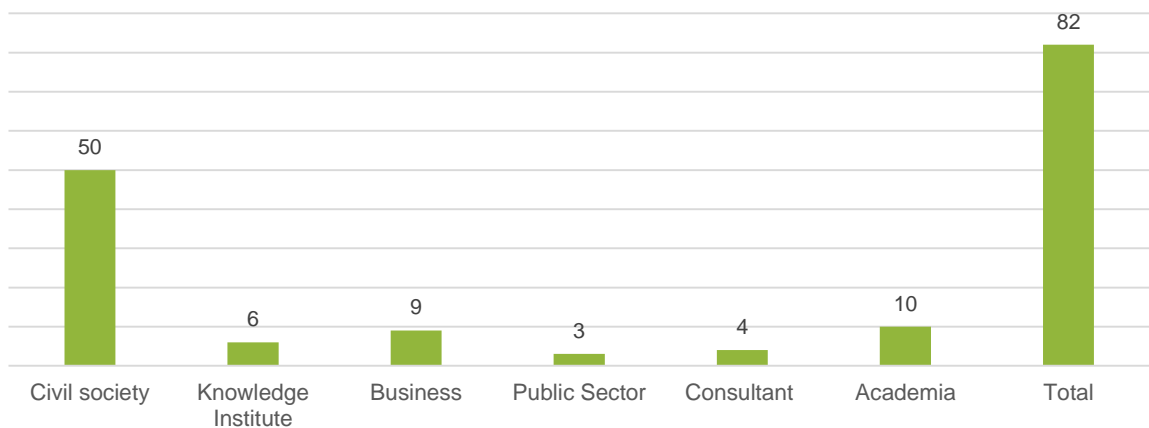


Figure 3. Number of contributors by professional category

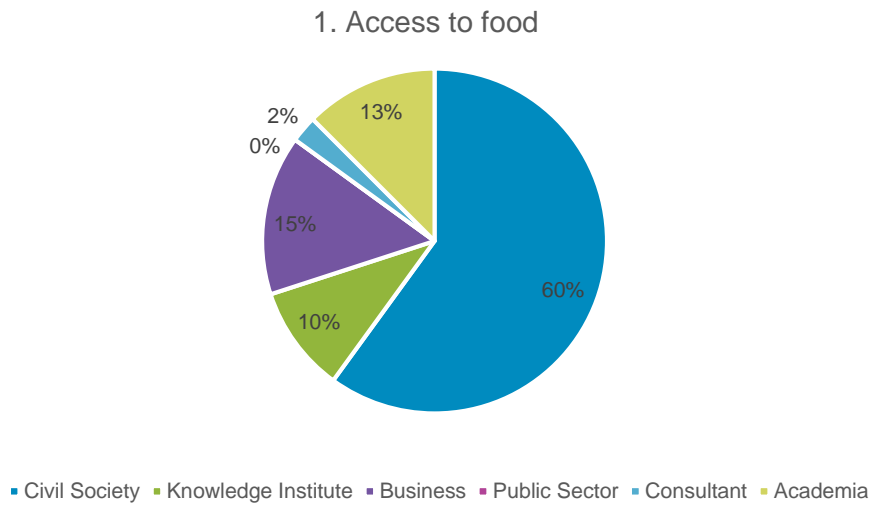


Figure 4. Number of target 1 contributors by professional category

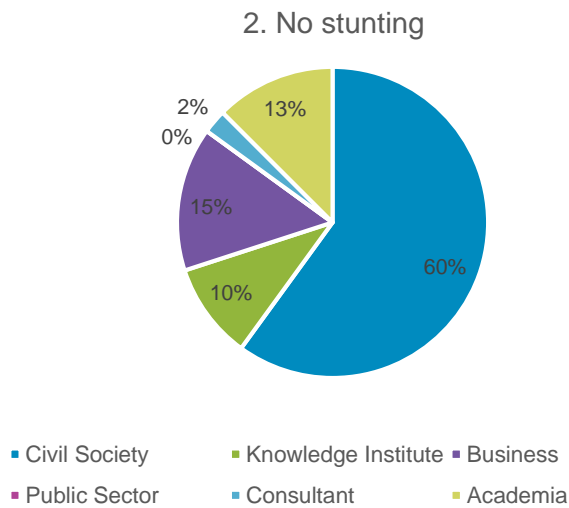


Figure 5. Number of target 2 contributors by professional category

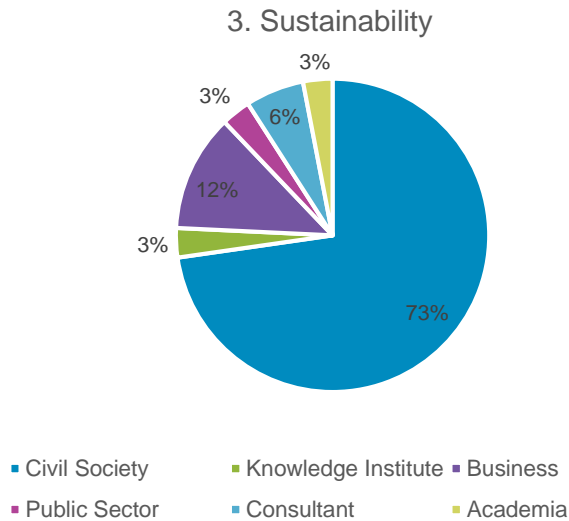
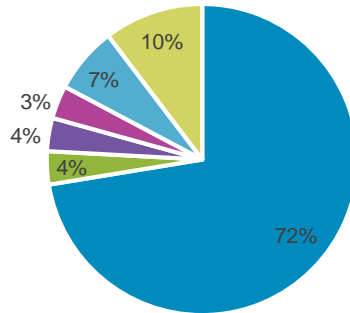


Figure 6. Number of target 3 contributors by professional category

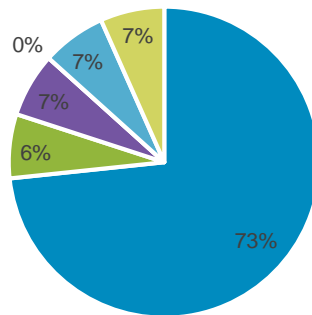
4. Smallholders



■ Civil Society ■ Knowledge Institute ■ Business
■ Public Sector ■ Consultant ■ Academia

Figure 7. Number of target 4 contributors by professional category

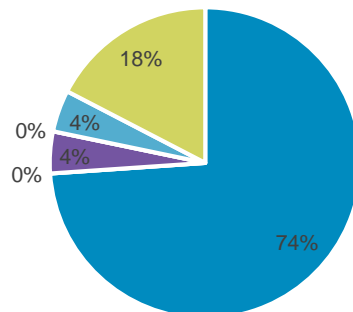
5. Food wastage



■ Civil Society ■ Knowledge Institute ■ Business
■ Public Sector ■ Consultant ■ Academia

Figure 8. Number of target 5 contributors by professional category

Q. Missing elements



■ Civil Society ■ Knowledge Institute ■ Business
■ Public Sector ■ Consultant ■ Academia

Figure 9. Number of contributors to the question on missing elements by professional category

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