

Annex A.

Evidence from Mali and Niger

Evidence from Mali

A workshop entitled “Territorial Approach to Food Security and Nutrition Policies” was held on 31 March 2016 in Bamako (Mali) to discuss the diagnostic study undertaken in the framework of the joint Food and Agriculture Organization (FAO), OECD and United Nations Capital Development Fund (UNCDF) initiative by the Commission for Food Security (CSA). The study focused on: 1) territorial disparities; 2) how the country addresses the multidimensionality of food security and nutrition (FSN); 3) the issue of multi-level governance and vertical and horizontal co-ordination; 4) the sectoral or multisectoral approach to FSN adopted by the country. This multisectoral commission is responsible for food security and nutrition policy in Mali. The workshop was attended by central and local government stakeholders from all the sectoral ministries, the Prime Minister’s Office and various mayors. Donors also attended the event, including USAID, the UN World Food Programme, the UN Development Programme, Belgium Co-operation, Swiss Co-operation, domestic banks, agricultural development banks and non-governmental organisations.

The main causes of food insecurity in Mali

As emerged in the other case studies, the causes of food insecurity in Mali are closely correlated with poverty. Strong territorial disparities in the country persist, in particular between rural and urban areas. The incidence of poverty in Mali in 2010 was 43.6%, but reached 51% in rural areas, as opposed to 31% in urban areas and 10% in Bamako (*Cadre Stratégique de Croissance et de Réduction de la Pauvreté*, or CSCR, 2012-2017). The three main factors contributing to food insecurity were identified as:

1. The climate challenges to which the country is constantly exposed, including drought and floods, strong winds and wide fluctuations in temperature that weaken production systems and create conditions that favour the proliferation of pests and diseases.
2. Land conflicts and civil strife. Mali has an agro-pastoral vocation, and land issues are far from being settled. In addition, the recurrent armed conflict is a major challenge for FSN.
3. Price volatility is a challenge for food consumption, which can cause the sale of key assets (e.g. livestock) and the rise of inequality.

The policy and institutional framework for food security and nutrition

In Mali, FSN falls under two main policy frameworks: the National Strategy for Food Security of Mali (NSH, 2002) and the National Policy for Nutrition of Mali (ANC, 2011), whose objectives and key challenges are to: 1) increase and diversify agricultural

production; 2) improve income levels of the population through better organisation of the basic food markets; 3) ensure adequate food for all residents, especially for people living in marginal areas.

In 1981, a progressive shift towards some elements of a territorial approach to FSN began, to ensure the consistency of the National Food Security Framework and the implementation of the government's decentralisation and reform policy.

These policies have had two main outcomes: 1) improving the conditions for the prevention and management of recurrent crises in relation to food security; and 2) improving the capacity of institutional actors and of the governance of FSN.

Despite this progress, many challenges exist in the implementation of the food security and nutrition policy

There is still a strong dependency on external aid in implementing FSN policy (with projects and programmes financed mainly by external donors), as well as the persistence of a project-basis approach, which has limited geographic and social impact.

FSN policies and programmes face a lack of co-ordination, as well as weak monitoring and evaluation of the results, at both the national and local level.

The lack of technical and financial capacity, both nationally and locally, prevents the development and implementation of sustainable FSN solutions. This is strongly correlated with the lack of capacity-building programmes for FSN actors at different levels.

The diagnoses and discussions during the workshop identified some possible solutions, through the effective implementation of a territorial approach to FSN:

- improving the governance of FSN at the national and local level, by setting up policy and institutional frameworks that can help co-ordinate local actors in planning, implementing and evaluating FSN policies
- developing an inclusive FSN national policy that mainstreams the territorial approach
- establishing funding mechanisms (including public-private) under the Malian government's leadership of its national FSN policy
- strengthening technical and institutional capacity at all levels, in particular those of local authorities, to implement FSN
- strengthening private sector contributions for financing investments for FSN
- improving and strengthening resilience of local food systems, with socially viable FSN investments that can sustain both food supply and value chains and prevent land degradation
- promoting and scaling up the experience of successful programmes that use the territorial approach to FSN (this includes chiefly the UNCDF/Belgian Fund for Food Security Programme in the districts of Niuro du Sahel and Nara).

Evidence from Niger

A workshop on the “Territorial Approach to Food Security and Nutrition Policies” was held on 7 April 2016 at the *Palais de Congrès* in Niamey (Niger). The diagnostic study and workshop were conducted under the leadership and guidance of the High

Commission for the 3N Initiative (Nigériens Nourish Nigériens), the reference framework for implementing food security and nutrition policy in Niger. The diagnostic study focused on the same issues as in Mali. These include: 1) territorial disparities; 2) how the country addresses the multidimensional nature of FSN; 3) the issue of multi-level governance and vertical and horizontal co-ordination; 4) the sectoral or multisectoral approach to FSN adopted by the country. The workshop was attended by central and local government stakeholders (three vice ministers, the Prime Minister’s adviser on food crisis, heads of districts and mayors). Donors also participated in the event, including USAID, the World Food Programme (WFP), the United Nations Development Programme (UNDP), Swiss Co-operation, the private sector, International Crops Research for the Semi-Arid Tropics (ICRISAT), agricultural development banks and non-governmental organisations.

The main causes of food insecurity in Niger

Niger is a landlocked country facing major human and natural challenges. Demographically, it has the highest growth rate in the world (3.9% according to the 2012 *Recensement Général de la Population*). Its population doubled between 1988 and 2012, from about 7.2 million to 15.2 million. This represents a major challenge for food security in the country.

In terms of climate, only 1% of the country receives more than 600 millimeters of rain per year, and arable soils are 80% dunes. The country faces recurrent droughts and food crises (1973, 1984, 2001, 2005, 2010). While it had surpluses of cereal in the 1960s, by the 1990s it was suffering from structural shortages. Climate hazards and the degradation of productive assets have caused shortages of food cereals for decades.

Land conflicts and rebellions of the 1990s have exacerbated conflicts over assets for agro-pastoral production. Price volatility is another cause of food insecurity, with a resulting drop in food consumption.

The policy and institutional framework for food security and nutrition

Four major periods demarcate the political and institutional development of FSN:

1. From 1960 to 1973: promotion of cash crops. A purely sectoral approach to support cash crops for export.
2. From 1974 to 1983: a concept of food self-sufficiency, based on the support of agricultural producers, input subsidies, large productivity projects under full control of the central government.
3. From 1984 to 1992: FSN was addressed through structural adjustment, with the mobilisation of food aid, the liberalisation of prices and removal of subsidies.
4. From 1992 to 2010: development of major framework documents, including the *Programme Décennal Pour le Développement Rural* (PDPDR; 1992), *Stratégie Opérationnelle de Sécurité Alimentaire* (SOSA; 2000), *Programme Complet de Sécurité Alimentaire* (PCSA; 2000), National Strategy for Food Security of Mali National Strategy for Food Security of Mali (NSH; 2001), *Programme Régional de Sécurité Alimentaire* (PRS; 2002) and *Stratégie de Développement Rural* (SDR; 2003) with reference to FSN policy, economic growth and poverty reduction.

The High Authority for Food Security (HASA) was created in 2010, launching the strategic 3N Initiative “Nigériens Nourish Nigériens” in 2012, which became the reference framework for all FSN interventions. This is an ambitious programme based on a strong political commitment to “have the Nigerian people free from hunger and to guarantee the conditions for full participation in national production and to improve their income”.

Recent initiatives consonant with a territorial approach have been adopted, including:

- In the framework of the 3N, the *approche commune de convergence* is implemented in a multisectoral framework involving different groups of institutional actors. The limits are in defining roles and mechanisms for the consultation of stakeholders, co-ordination of interventions, funding operations, and monitoring and evaluation of local actions.
- The “house of the farmers” is a set of infrastructure and diversified services set up at the municipal level to help producers and agribusiness improve their performance. This approach has limitations in the way it addresses the four dimensions of food security: the access and stability dimensions are somewhat overlooked.
- The FSN Investment Fund (FISAN) is a financing tool of FSN across public and private investments. Its operational limit is in the capacity of key actors to play their roles both in terms of FISAN governance and in terms of funding mechanisms.
- The Support Programme for Local Development (PADEL), developed and implemented by the UNCDF and its partners in Mayahi, aims to strengthen the capacity of local stakeholders for FSN projects and investments, implementation and management by municipalities. The Support Programme for the Implementation of Decentralised Entities in the Dosso region (PAMED-II) is implemented by the Belgian Development Agency (BTC), with support from the Belgian Food Security Fund.

Difficulties in implementing food security and nutrition policy remain

First, a lack of awareness of the multidimensional nature of FSN and the persistence of a sectoral (agricultural) approach to FSN make it difficult to take full advantage of the opportunities offered by the off-farm rural economy.

As emerged in the other least developed countries analysed, FSN policy in Niger relies heavily on external aid, which results in the fragmentation of the projects and programmes and a project-based approach.

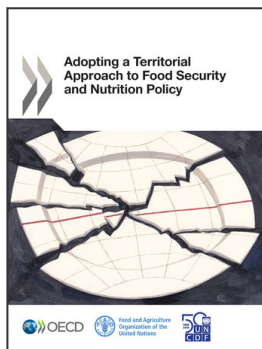
Another effect is a lack of coherence in the interventions overall. Poor co-ordination of the different programmes for addressing food insecurity is another big challenge for the country, as is the lack of a solid monitoring and evaluation system for FSN projects and programmes.

Finally, insufficient capacity at the territorial level, in particular at the municipal level, is an issue, as is the absence of plans and capacity-building programmes for FSN actors all levels of government.

The diagnostic study and the discussions during the workshop identified possible solutions, using a territorial approach to food security and nutrition

Adopting a territorial approach could help address food insecurity challenges in the country. Possible interventions include:

- Improving FSN governance to facilitate the co-ordination of local actors for planning, implementing and managing public and private investment in FSN. This will help improve local governance of FSN.
- Improving inter-sectoral co-ordination and ensuring the functionality of existing institutions, including the regional, district and communal committees of the 3N Initiative.
- Strengthening the capacity of human resources at all levels, in particular of local authorities. Raising awareness of the multisectoral nature of FSN and the importance of adopting a holistic approach. Promoting effective transfer of skills and competences in the decentralised context to implement the territorial approach.
- For FSN financing, promoting private domestic financing, public-private partnerships (PPP) and unlocking domestic resources to design, finance and implement FSN policy.
- Strengthening the resilience of local food systems, by promoting economically and socially viable FSN infrastructure and investments that prevent land and environmental degradation.
- Integrating the land dimension into national policies and enhancing the authority of land commissions (COFO) to mitigate land disputes and ensure sustainable FSN.



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