

Fight against Hunger Strategy Paper Spanish Development Cooperation Executive Summary



MINISTERIO
DE ASUNTOS EXTERIORES
Y DE COOPERACIÓN

SECRETARÍA DE ESTADO
DE COOPERACIÓN INTERNACIONAL

DIRECCIÓN GENERAL DE PLANIFICACIÓN
Y EVALUACIÓN DE POLÍTICAS PARA EL DESARROLLO

1. Strategy presentation

International summits and declarations over the past decade have highlighted and reaffirmed the urgent need to articulate all possible efforts, on a worldwide scale, to face the problem of hunger. Spain, in particular, has participated actively in promoting and adopting many international commitments targeting this objective. However, in recent years Spanish Cooperation has centred its actions in the fight against hunger on humanitarian aid (Development Cooperation Law 23/1998), and food aid (2001-2004 Master Plan) instruments.

The Master Plan for Spanish Cooperation 2005-2008 takes on, for the first time, the challenge of Spain's contribution to making decisive progress in the fight against hunger, from planning to assessment. Moreover, it intends to do so with an innovative, committed approach, based on each individual's right to adequate food, aimed at contributing to family food security, oriented from a food sovereignty perspective.

In order to make this priority a reality, it was necessary to draw up a coherent, practical strategy which would enable Spanish Cooperation actors to have the underpinning and the instruments necessary for orienting their actions in this area.

2. Justification

The most recent estimations (2001-2003) on the number of individuals in the world lacking sufficient food for an active, healthy life is 854 million. In spite of the efforts made to reduce hunger statistics, to date, significant achievement has yet to be made towards reaching this goal.

Only eight years are left until the deadline marked for reaching the objectives of the World Food Summit (1996) and the Millennium Development Goals runs out; it will be difficult to meet these aspirations without firmer commitments from the countries involved, and faster progress on hunger reduction.

The *Strategy for the Fight against Hunger (SFAH)* aims to strengthen and guide Spanish Cooperation's actions in order to contribute decisively to fulfilling these objectives, thus facing up to one of the realities that should be one of humanity's greatest sources of shame: the coexistence of a world suffering from hunger with intellectually and technologically developed societies.

3. Frame of reference

The SFAH is constructed based on analyses of the regulatory, institutional, and theoretical frames of reference currently operative on the national and international levels.

Institutional framework

The multidisciplinary nature of the SFAH requires that its implementation include the participation of institutions having different specialities and intervention levels: the international organisations FAO, WFP, WHO, UNDP, and UNICEF; Spain's national administration (in such areas as agriculture, health, research, and the economy); its regional, provincial, and municipal administrations; non-governmental development organisations (NGDO); trade unions and employers' associations; and universities. Each one of these actors will apply this strategy based on its particular jurisdiction, speciality, capacities, and comparative advantages on different levels of intervention: local, territorial, national, regional, and international.

In order to have appropriate management, the SFAH establishes mechanisms aimed at: 1. achieving greater coherence in food security policies; 2. taking better advantage of the knowledge and experience available in Spanish institutions; and 3. more efficiently coordinating emergency and development actions.

Regulatory and theoretical framework

The international and national regulatory references in the SFAH guide this strategy's theoretical framework

INTERNATIONAL REGULATORY FRAMEWORK

Universal Declaration of Human Rights (1948)
International Covenant on Economic, Social, and Cultural Rights (1966)
World Food Summit (1996)
Millennium Declaration (2000)
Declaration of the World Forum on Food Sovereignty (2001)
World Food Summit: Five Years Later (2002)
Voluntary Guidelines on the Right to Food (2004)
Paris Declaration on Aid Effectiveness (2005)



NATIONAL REGULATORY FRAMEWORK

Development Cooperation Law (1998)
The Master Plan for Spanish Cooperation 2005-2008



THEORETICAL FRAMEWORK FOR SPANISH COOPERATION

States have the responsibility to respect, protect, and guarantee the right to food

The challenge of the fight against hunger is to achieve family/household food security (food availability, stability, access, consumption, and biological use)

The focus on food sovereignty is aimed at the transformation of an unequal distribution of resources, through the involvement, participation, and access of the poorest to valuation spaces, and their participation in processes of institutional change



MAIN PRINCIPLES

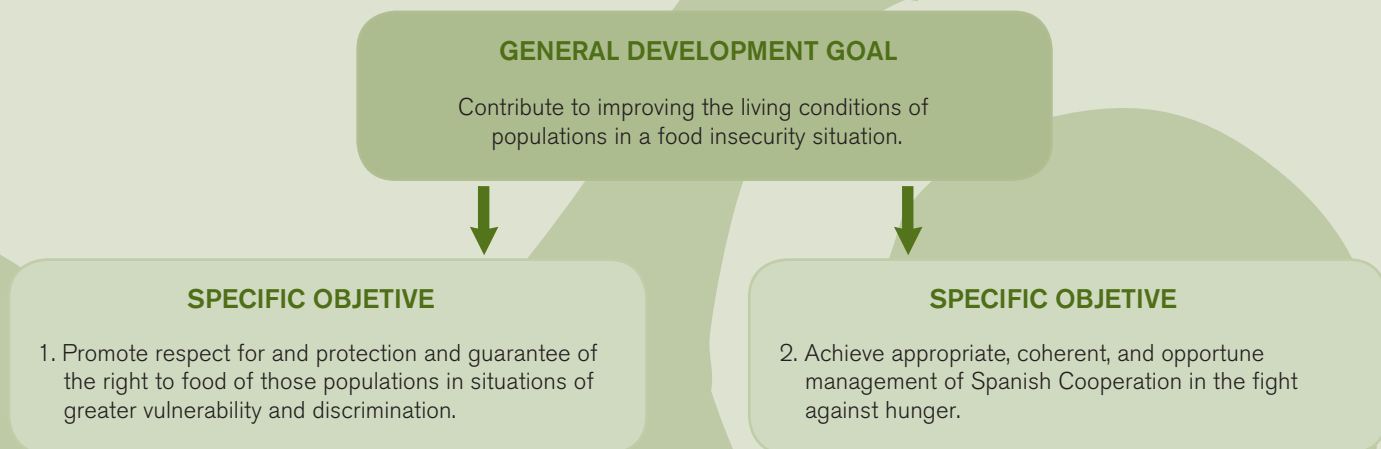
Coordination, harmonisation, and complementarity amongst actors
Appropriation of the fight against hunger, and alignment with partner countries
Coherence of cooperation, trade, agricultural, food, and health policies
Articulation of emergency, reconstruction, and development aid
Priority to the food security of **women and girls, to achieve gender equality**
Focus on the most vulnerable groups, **participation, and subsidiarity**
Graduality in interventions, and **long-term vision**

4. Framework for action

The SFAH's fundamental point of departure is that the roots of the problem of hunger and malnutrition reside not in lack of food, but rather in lack of access to food for large segments of the world's population, among other reasons due to poverty and inequality.

Therefore, the SFAH emphasises the consideration of food as a human right, and the need to promote public policies and institutions with the capacity to achieve a more equitable distribution and access to resources and services, promoting development of the socio-economic fabric, and directing efforts towards favouring the social inclusion and productive insertion of the most vulnerable populations, and of women, who suffer from gender discrimination.

Putting this strategy into action also requires a firm commitment to strengthening the institutional and human capacities of Spanish Cooperation for the appropriate orientation and management of these actions.



SPECIFIC OBJECTIVES	STRATEGIC LINES	PRIORITY ACTIONS	
1. Promote respect for and protection and guarantee of the right to food of those populations in situations of greater vulnerability and discrimination	1. Access to decent, adequate food for populations in situations of greater vulnerability and discrimination	Prevent and combat hidden hunger	
		Food protection networks, especially for women	
	2. Promote sustainable production systems	Seeds and plants	
		Sustainable water management	
		Integrated management of crops and livestock health	
		Forest and pasture systems	
		Artisanal fishing and aquaculture	
		Post-harvest management	
	3. Access to resources and services, and socio-economic development territorial base	a. Access to productive resources	Access to land, water, and agricultural resources
		b. Access to services	Access to genetic resources and protection of biodiversity
c. Socio-economic development		Access to public agricultural research	
4. Promotion, coordination, and articulation of public agricultural policies	4. Promotion, coordination, and articulation of public agricultural policies	Access to extension services	
		Access to financing and incentives	
		Promotion of productive organisation	
		Promotion of local markets	
		Promotion of business development and non-agricultural rural employment	
		Emphasis on political commitment and capacity-strengthening	
		National food security policies	
Inter-institutional coordination, coherence, and articulation of actors			
2. Achieve appropriate, coherent, and opportune management of Spanish Cooperation in the fight against hunger	5. Strengthening of the capacities and coordination of Spanish Cooperation	Participation of the population in demanding rights	
		Information and food alert systems	
		Training for active, strategic management of the fight against hunger	
		Research aimed at orientating development policies for fighting hunger	
		Coherence and complementarity to achieve greater efficiency	
		Public awareness and development education	

The SFAH multi-sector approach

Situations of food insecurity arise and persist due to many causes, often closely interrelated, which require integrated analysis and responses that go far beyond considering basic food needs.

From this standpoint, the SFAH integrates the actions of very different, complementary sectors in order to contribute efficiently to the general development goal of Spain's development cooperation policy: the fight against poverty.

With this aim in mind, the following chart sets out the relationships between the horizontal priorities and the sectoral priorities that Spanish Cooperation has established, and which are reflected in each of the strategic lines and priority actions of the SFAH.

THE SFAH AND SPANISH COOPERATION'S HORIZONTAL PRIORITIES	
Poverty	Encourage policies aimed at equitable distribution of and access to resources and services, and promote initiatives focused on favouring social inclusion and the productive incorporation of excluded populations
Defence of human rights	Stress that food should be formally considered a fundamental right, and support the steady incorporation of the Voluntary Guidelines into states' legal systems
Gender in development	Give priority, in all actions, to attending to women's practical needs and strategic interests, in order to change situations of inequality and discrimination. Value their time and knowledge of local production and food systems. Advance towards co-responsibility with men, promoting a more equitable division of labour and responsibilities
Environmental sustainability	Consider the preservation of ecosystems and the social, cultural, and environmental conditions that constitute the livelihoods of families that depend on farming and fishing, and take best advantage of the existing potential in order to improve the living conditions of the poorest populations
Cultural diversity	Promote knowledge and dissemination of the diversity of food culture, from the viewpoint of valuing the "local"

THE SFAH AND SPANISH COOPERATION'S SECTORAL PRIORITIES	
Democratic governance, citizen participation and institutional development	Emphasise the promotion of self-esteem and empowerment of the most vulnerable populations, facilitating their participation in decision-making
Education	Create, through food, optimal conditions to promote teaching and learning processes
Health	Stress the reduction of risks associated with the consumption of unsafe food, as well as nutritional balance in food consumption
Gender in development	Consider measures to improve women's access to and control of resources, technology, and knowledge, and to promote rights to land ownership and use
Environmental sustainability	Promote the rational and sustainable use of natural resources in productive sectors (agriculture, fishing, forestry), so that these ecosystems' productive capacity may be preserved for future generations
Safe drinking water and basic sanitation	Consider sustainable management of water, since it is a limited resource, with an integrated approach to watersheds in order to use them to the benefit of local populations
Protection of the most vulnerable groups	Stress actions focusing on populations suffering from greater vulnerability and discrimination
Increase economic capacity	Strengthen the organisation of the entire food system (cooperatives, marketing) and the promotion of non-agricultural rural activities

Instrumental framework

The SFAH will be implemented through instruments of a bilateral or multilateral nature. Each instrument should stress certain aspects in order to achieve maximum efficiency in its actions.

BILATERAL INSTRUMENTS	RELEVANCE
Direct cooperation with Technical Cooperation Offices (TCO): <ul style="list-style-type: none"> - Programmes and projects - New instruments - Technical assistance - Inter-university cooperation - South-South cooperation 	Strengthening of Technical Cooperation Offices for the fight against hunger: general training of technical personnel, and creation of focal points within the TCOs in countries with high food insecurity Actions at the national level in partner countries aimed at institutional development, with a long-term time frame
Direct ministerial cooperation	Strengthening national initiatives, institutional strengthening, and leadership training
Decentralised direct cooperation with regional, provincial, and municipal administrations	Actions on a territorial level, aimed at long-term institutional development
Multi-year agreements with NGOs	Actions at the territorial level aimed at productive and socio-economic development and institutional strengthening, with a medium- to long-term time frame
NGDO projects and Open Permanent Calls	Local focus on projects centred on actions aimed at groups in situations of greater vulnerability
Microcredit programmes	Programme reviews for greater orientation towards rural financing of the most vulnerable populations
Humanitarian actions	Emergency food aid articulated with medium- and long-term initiatives
Food aid	Review of the current focus of food aid. Analysis of international commitments made
Development Aid Fund (DAF)	Complementing actions with national programmes for the fight against hunger in developing countries. Investments should be sustainable and adapted to the conditions and interests of the population
Development education	Public awareness and training regarding the causes and consequences of hunger, and how to face the problem

MULTILATERAL INSTRUMENTS	RELEVANCE
International organisations (FAO,WHO) International funds (UNICEF, IFAD) International programmes (WFP)	Active, selective, strategic multilateralism Priority for international organisations with impact in countries and regions that contribute to orientating public policies in the fight against hunger Increasing Spanish contributions, and presence in key decision-making positions Stress more active role of Spain in defining development doctrines of international organisations Articulation of and coherence in support (national, regional, and other) in international organisations
Multi- and bilateral cooperation programmes with funds assigned to specific initiatives of international organisations	Prevalence of priority programmes in international organisations having impact on the policies for the fight against hunger in the countries involved Synergies with bilateral cooperation Raising the profile of young experts, interns, and volunteers Promoting South-South cooperation
European Union	Coordination and coherence with Thematic Programme 2007-13, on food security. Analysis of commitments to the EU Food Aid Committee

The application of one instrument or another will depend on the circumstances of the country where the development cooperation programme is being carried out. Criteria to define the type of instrument can range from such general aspects as political and economic stability, the country's institutional capacity, and emergency, reconstruction, or development situations, to the particular circumstances of the food situation, including the degree of food dependence and political appropriation of the issue of hunger. All of these aspects should be detailed in the Country Strategy Documents or Special Actions Plans, specifying the justifications for the use of this or that instrument.

5. Communication and implementation process

The contents of the SFAH will be promoted through presentations at ad hoc forums and seminars, basically aimed at institutions responsible of its implementation. Amongst others, presentations will be made for agencies specialised in development cooperation, from the European Commission, the Secretariat of the Ibero-American Summit, and other international organisations.

Based on the SFAH document, special publications will be drafted for promoting and applying it in different development training and educational actions.

For its application, geographical strategies (regional, Country Strategy Papers, or Special Action Plans) should take into consideration the orientations included in these documents, thus contributing to defining the framework for negotiations, in Joint Commissions, with the recipient countries.

The SFAH will constitute an orientation document for Spanish Cooperation initiatives—both those already underway and in the future—to bear in mind during the management cycle of these projects, from the moment of identification and definition, to their follow-up and assessment.

Given the special attention that this issues requires in development cooperation policymaking, and considering Spanish Cooperation's limited experience in an integrated approach to this discipline, the SFAH includes sector-by-sector strengthening of the fight against hunger in the office of the Secretary of State for International Cooperation, from planning to management, with the basic objective of generating institutional capacity within Spanish Cooperation to facilitate putting these strategic guidelines into action, and following up on the keynotes of the present strategy.

6. Follow-up and evaluation

The SFAH's follow-up and evaluation system will be based principally on criteria of internal and external coherence, the latter at three different planning levels: strategic planning of Spain's cooperation policies (Master Plan and Geographic Strategies), initiatives promoted via international organisations, and the national policies applied in each one of the recipient countries. Moreover, it will be based on its level of integration and application in Spanish Cooperation's interventions.

Strategy assessment will be carried out on a geographical level, analysing its application in the context of those countries and regions where Spanish Cooperation is active, through comparing geographic strategies (Country Strategy Papers or Special Action Plans) and measuring the degree of managers' commitment to adapting the indicated guidelines.

In the assessment framework of development policies related to the fight against hunger, the guidelines established in the Master Plan and this SFAH paper will be taken into account.

*This document may be downloaded from:
<http://www.maec.es>
<http://www.aeci.es>*

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Geographic framework

These actions will be developed basically in priority countries, special attention countries and preferential countries, in keeping with the guidelines established by Joint Committees, Country Strategy Papers and Special Action Plans.

Geographic priorities are aimed mainly at countries or territories where, structurally or temporarily, food is scarce, with poverty indices impeding access to it, high malnutrition rates, and/or famine situations associated with conflicts, post-conflict situations, and reconstruction.

The main selection criteria are: high prevalence of undernutrition, chronic malnutrition in children under 5 years old, countries with recurring food crises and complex, prolonged crises, priorities with the EC food security strategy, and countries that have Poverty Reduction Strategy Papers.

ASIA AND THE PACIFIC

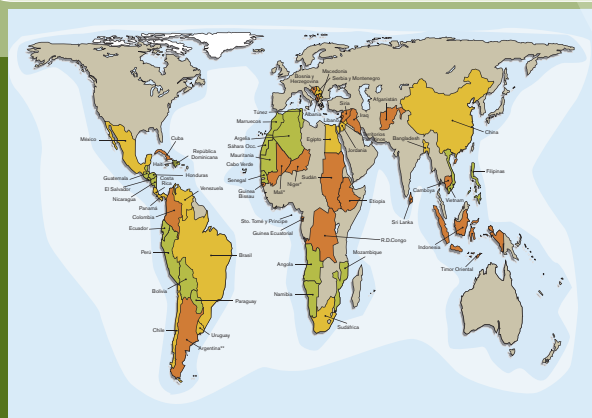
- Strengthen food security policies, with a gender-focused emphasis on coordinating the sectors involved (agriculture, health, regional development, fishing, nutrition) on a national and regional level.
- Promote rational and sustainable production and/or optimisation of natural resources.
- Rationalise the fishing sector, with an emphasis on artisanal fishing and promoting aquaculture as a means of livelihood and food source for the poorest populations.
- Early-alert systems for risk situations.
- Institutional strengthening for food safety.
- Build nutritional oversight and assessment systems.
- Strategies for fighting hidden hunger, with an emphasis on the nutritional education of mothers and children.

Principal actions in Bangladesh, Vietnam, Afghanistan, East Timor, Cambodia, Laos, and the Philippines.

THE MAGHREB AND THE MIDDLE EAST

- Build public food security policies, prioritising the exploitation and management of water, both for human consumption and for agriculture
- Support livestock systems in mountainous areas
- Promote sustainable exploitation of fishing resources and their transformation (Nauta programme)
- Access to productive resources and services, and territorially-based socio-economic development
- Promote initiatives for the utilisation of remittances for productive food-security investments
- Promote the conservation and sustainable use of natural resources (Azahar Programme)
- Creation and strengthening of early-warning systems on a regional level
- Post-graduate and research training, and exchange with international training centres

Principal actions in Mauritania, Morocco, Algiers, Saharan populations, Palestinian Territory.



Priority Areas and Countries

Countries for Special Attention

Preferential Countries

* Niger and Mali became a Country for Special Attention in PACI 2006.

** Argentina moves from Preferential Country to Country for Special Attention in PACI 2005.

LATIN AMERICA

- Awareness and training of institutional capacities in governments, NGOs, and universities.
- Support for policies aimed at respecting and protecting the right to food
- Access to productive resources and services for the population most marginalised and discriminated
- Territorially-based socio-economic development
- Expansion of scale for successful experiences
- Fight against urban hunger and creating social food protection systems

Principal actions in Central America: Guatemala, Honduras, Nicaragua, El Salvador and Panama. Caribbean: Haiti, Dominican Republic and Cuba. South America: Bolivia, Ecuador, and Peru.

SUB-SAHARAN AFRICA

- Fight against hidden hunger, improve access to adequate water, promote breast-feeding, and consider the impact of the HIV/AIDS pandemic.
- Promote production systems and/or rational, sustainable use of natural resources.
- Access to productive resources and services that increase local food availability, as well as promotion of non-agricultural rural employment.
- Public awareness and institutional capacity training involving governments, NGOs, universities
- Emphasis on respect for and protection and promotion of the right to food

Principal actions in Sub-Saharan Africa : Senegal, Cape Verde, Ethiopia, Niger, Mali, Chad, Burkina Faso, Guinea Bissau, Equatorial Guinea, and Burundi. Southern Africa: Angola, Mozambique, Namibia, and Malawi. Specific actions in countries complex, prolonged crises: Sudan, Eritrea, Dem. Rep. Congo, Sierra Leone, Liberia, Somalia, and Rwanda.