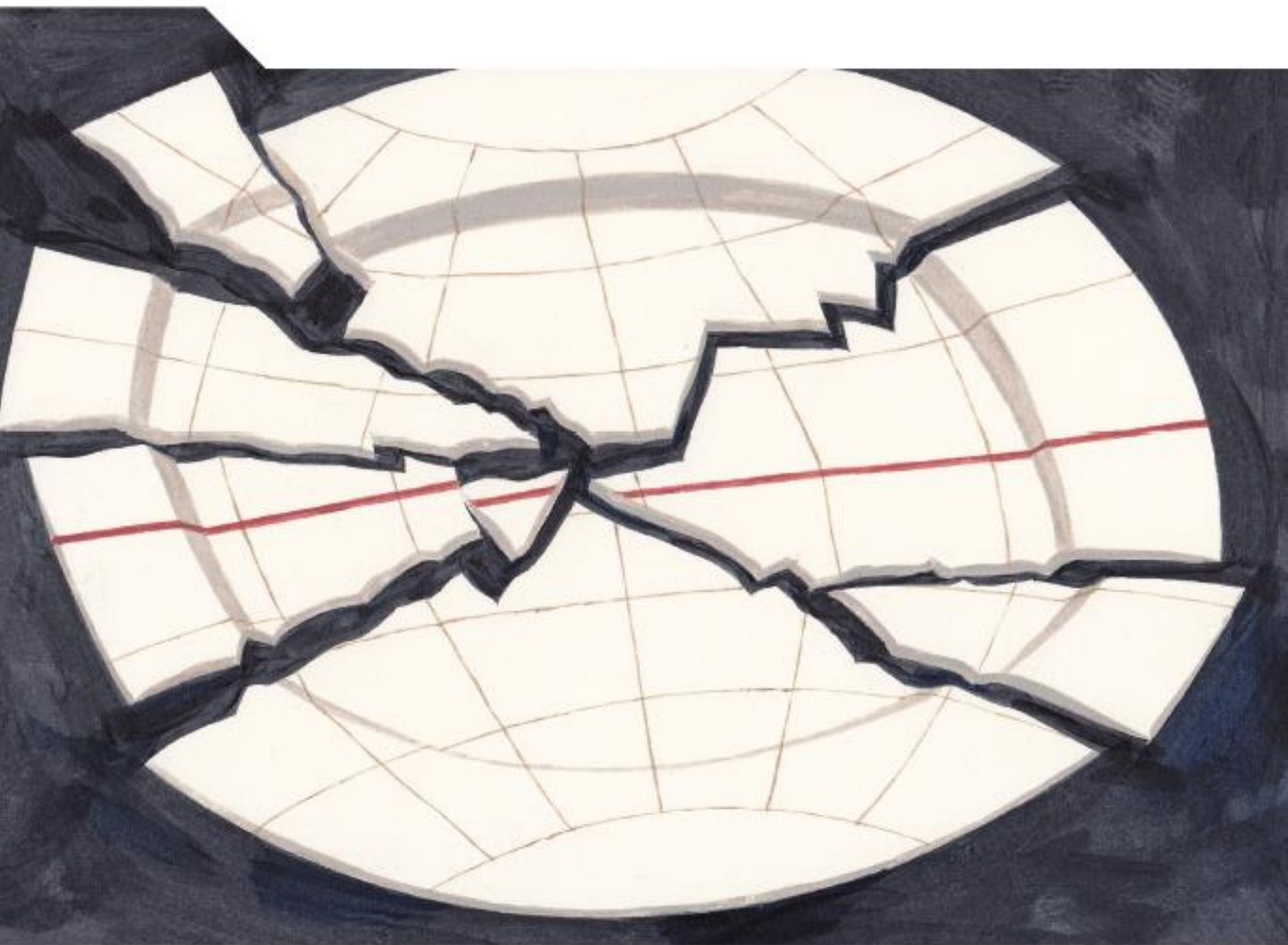




ADOPTING A TERRITORIAL APPROACH TO FOOD SECURITY AND NUTRITION POLICY

POLICY HIGHLIGHTS



Food and Agriculture
Organization of the
United Nations



Notes

This document summarises the key findings of OECD/FAO/UNCDF (2016), Adopting a Territorial Approach to Food Security and Nutrition Policy, OECD Publishing, Paris. The full publication is available at <http://dx.doi.org/10.1787/9789264257108-en>

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Introduction

The 2030 Agenda for Sustainable Development endorsed in September 2015 confirmed the importance of achieving food security dedicating a Sustainable Development Goal (SDG2).

Globally, the world produces enough food.

Yet, about 800 million people suffer from hunger and malnutrition. Until now, policies to combat hunger have been principally based on top-down and short-term relief approaches and have focused on increasing food production. These approaches have produced a modest overall effect on reducing hunger and malnutrition. *We can and must do better.*

Raising the incomes of the poor is one of the main challenges of ensuring food security and nutrition (FSN). Individuals who are food insecure tend to be poor, unemployed, lack formal education and have poor health outcomes and nutritional deficiencies. Addressing the availability of and access to food and its utilisation and nutritional quality is critical. *But long term approaches must also target underlying socioeconomic conditions.* This requires strong political commitments and a multi-dimensional approach.

Hunger and malnutrition have a clear geographic concentration—whether in low income inner-city neighbourhoods, in large metropolitan regions, or in isolated subsistence farming communities in remote rural regions. There are unprecedented regional disparities *within* countries. As a result, policies to address food insecurity must recognize these differences to be effective.

Territorial approaches are well-placed to target the structural and emerging issues of FSN.

Not only does food security vary by region, but the nature and magnitude of the problems also vary by type of region—urban, rural close to cities and remote rural. A territorial approach can help to diversify income sources and mitigate against potential risks (price fluctuations, climate change, environmental risks etc.), promote development and boost livelihoods. This involves, among other things, strengthening local institutions and putting them at the forefront of the battle against food insecurity problems.

FSN is a global challenge that requires a cross-sectoral, coordinated approach involving stakeholders at local, national, regional and international levels. Resources should be targeted and policy tools should work together across scales—from international and national approaches to communities. Promoting cross-sectoral approaches and achieving food security requires the breaking down of silos that separate policy sectors. Multi-level governance is also key for an effective implementation of FSN policy.

Table 1. Dimensions of the FSN Problem

Availability	Achieved when an adequate supply of food is ready to have at a population's disposal.
Access	Guaranteed where all households and all individuals within those households have a sufficient economic and physical capability to obtain appropriate food (through production, purchase, or donation) for a nutritious diet.
Utilization	Refers to the biological and social constraints to food security, related to the ability of the human body to ingest and metabolise food (i.e. through proper health care and culturally sensitive food provision to ensure that disease and illness are avoided and food is adequately utilized).
Stability	Refers to the temporal dimension of FSN and affects all three physical elements. Here we can distinguish between chronic food insecurity (i.e. repeated food shortages) and transitory food insecurity (i.e. linked to a natural or man-made disaster).

Source: Adapted from FAO, 2012a.

The joint FAO OECD UNCDF Initiative

Tackling high levels of food insecurity calls for innovative policy approaches that recognises geography matters. To this end, the Food and Agricultural Organization (FAO), the Organisation for Economic Co-operation and Development (OECD) and the United Nations Capital Development Fund (UNCDF) have launched a joint initiative to promote a territorial approach to food security and nutrition policies. The joint initiative aims to assess, scale up, and pilot innovative policy approaches and governance mechanisms to improve FSN in emerging and developing countries.

This study, *Adopting a Territorial Approach to Food Security and Nutrition Policy*, conducted over the period 2014-2016, presents a framework for a territorial approach to FSN based on five case studies in Cambodia, Colombia, Côte d'Ivoire, Morocco and Peru and two national workshops held in Mali and Niger. In close cooperation with FAO, UNCDF and the OECD Development Centre, the study was conducted by the OECD Regional Development Policy Committee (RDPC) through its Working Party on Rural Policy (WPRP), a unique forum for international exchanges and debates. The case studies were carried out in close collaboration with national and/or local governments.

The framework and case studies aim to understand i) the multi-dimensional and multi-sectoral perspective of FSN, ii) the subnational geographic dimension of socio-economic inequalities and food insecurity, iii) the interdependencies between the various levels of government in policy making, (iv) the opportunities to foster integration and ensure overall coherence with the institutional systems in place, (v) the important link between territorial development and food security, including local food system, and finally, (vi) the importance of social participation in the implementation of FSN policies.

Box 1. Phases of joint project

This joint FAO OECD UNCDF project can provide technical support to selected developing countries engaged in the formulation, implementation and monitoring of FSN policies and investments, through a territorial approach to FSN. The implementation of the project consists of the following main actions:

- **Knowledge generation.** Build knowledge and understanding at the national, regional and local levels about the potential of a holistic territorial approach to food security and nutrition.
- **Implementation of the policy recommendations.** Develop a detailed Territorial Review of Food Security and Nutrition Policy. Generate territorial information and develop capacity at the national and local levels to support the formulation, financing and implementation of innovative policy frameworks for FSN.
- **Dissemination and advocacy.** Consolidation of the findings, exchange of experience, policy dialogue amongst national policy-makers at all levels, international organisations, investment agencies and researchers on the lessons learned and recommendations for more effective FSN policies, and the final publication of results.



The conceptual framework of the joint FAO OECD UNCDF project

There is growing recognition that sectoral policies alone are not sufficient to set a sustainable path out of poverty and food insecurity. Cross-sectoral and place-based policies that integrate the agricultural sector with upstream and downstream markets as well as with non-farm activities can be more effective at improving rural livelihoods and FSN.

The OECD Regional Development Policy Committee has developed a territorial approach to regional development over the last 20 years and recently launched the *Principles on Effective Public Investment* adopted on 12th March 2014. This is the first OECD instrument at the subnational level. The OECD in close cooperation with FAO and UNCDF, has adopted the conceptual framework of the **OECD New Rural Paradigm (NRP)**, developed in 2006, to the conditions of the countries and the topic of FSN. Rural policies in OECD countries have been evolving over the last decade to the current **Rural Policy 3.0**, which puts more emphasis on implementing the NRP, linking rural with urban policies, and improving well-being for rural dwellers.

Recent work of the OECD Development Centre published the **“New Rural Development Paradigm for the 21st Century: Policy Toolkit for Developing Countries”**, which builds on the NRP in order to propose a new toolkit for addressing the challenges, while reaping the opportunities, faced by rural areas in developing countries today

Box 2. OECD “New” Rural Paradigm (NRP) – a modern approach to rural development

In order to embrace the challenges faced by many countries, innovative governance mechanisms have been developed to enhance co-ordination across sectors and levels of government, as well as between public, private and non-profit stakeholders. New policy instruments with a significant territorial and place-based focus are being created to identify and capitalise on rural areas' competitiveness, local assets and knowledge, as well as to tap into diverse potentials for development. The OECD has described this evolution as a paradigm shift in rural development policies. The defining characteristics of this NRP are a focus on places rather than sectors and an emphasis on investments instead of national transfers and subsidies.

	Traditional approach	New paradigm
Objectives	Compensating for disparities	Valorisation of rural assets and exploitation of under-utilised rural potential for competitiveness
Strategies	Sectoral approach, targeting agriculture	Integrated approach, targeting various sectors (e.g. rural tourism, manufacturing, renewable energy, services)
Tools	Subsidies	Investment in soft and hard infrastructures (e.g. education, connectivity, services).
Target geography	Dichotomy between urban and rural areas	Focus on the importance of urban-rural linkages
Actors	Central government	All levels of government, non-governmental stakeholders

Source: OECD(2006) *The New Rural Paradigm: Policies and Governance*

A Territorial Approach to Food Security and Nutrition Policy

The increasing relevance of territorial approaches is a response to the growing recognition of the diversity of FNS and poverty challenges exhibited globally, nationally, and importantly, across regions. Development policies should more fully account for heterogeneous characteristics across territories and communities. Territorial approaches place the functioning of institutions (formal and informal) at the core of development initiatives and require strong local participation and representation in the policy process—implying strong vertical and horizontal coordination—to define local priorities.

There is a need for policy responses that are more cross-sectoral and multidimensional in character, principally in three key areas:

- First, addressing FSN requires an approach that views the term with completeness across its four dimensions (availability, access, utilization and stability).
- Second, there is a need to integrate agendas for both competitiveness and social inclusion at the regional level, in order to target these issues in the most inclusive and efficient ways possible.
- Third, these policies should be spatially integrated, allowing subnational authorities to be proactive in the design and delivery of development strategies. However, it is important that in doing so, the importance of multi-level coordination and the role of central governments is not ignored.

This approach requires broadening the focus of contemporary economic development strategies beyond urbanisation to include local economic development in rural regions, with a strong emphasis on understanding the interconnections between urban and rural regions.

Table 2. The territorial approach to food security and nutrition policy

	The traditional “old” approach to food security and nutrition	The “new” territorial approach to food security and nutrition policy
Objectives	Providing short-term relief to citizens suffering from food insecurity and malnutrition	A sustainable development solution to food insecurity and malnutrition
Key target sector	Increasing food production and improving productivity of (small-scale) agriculture	Various sectors of rural economies (i.e. rural tourism, manufacturing, ICT industry, etc.)
Main tools	Subsidies – (e.g. conditional cash transfers)	Investment in development opportunities (knowledge pooling, piloting, policy complementarities between social and competitiveness agenda)
Key actors	National governments and donor agencies	All levels of government (national, regional and local), various local stakeholders (public, private, non-governmental organisations), international co-operation
Target geography	Urban and rural areas are addressed by different policy approaches often disconnected.	Recognise and capitalise on the benefits of urban-rural linkages

Source: Own elaboration.

Policy Assessment and Recommendations

Current FSN policies are characterised by a sectoral, top-down and “one-size-fits-all” approach that has been unable to deliver appropriate long-term responses to food insecurity. The regional and context-specific nature of FSN has been overlooked. There is a need for a paradigm shift in addressing FSN policy that embraces multisectoral, bottom-up and place-based interventions. This can be achieved through a territorial approach to FSN. In this framework, aligning objectives and actions across levels of government is critical. Doing so improves the vertical and horizontal co-ordination of FSN policies and interventions. Similarly, a territorial approach allows the diversity of different territories to be taken into account, and leads to a better understanding of differences in development opportunities that are so often missed with one-dimensional or one-size-fits-all policies. A territorial approach also recognises and capitalises on the benefits of urban-rural linkages, instead of addressing urban and rural areas through different, often disconnected, policies.

A territorial approach can help FSN policy and should focus on four domains:

- 1. Enhancing strategies and programmes beyond agriculture.** Agricultural interventions are important, but not sufficient to adequately address food insecurity and malnutrition.
- 2. Promoting multi-level governance systems to strengthening horizontal and vertical co-ordination.** The case studies show that lack of co-ordination at the central level and weak, decentralised government bodies and stakeholders, are a major obstacle to the implementation of FSN strategies and policies. **Improving the capacity** at the local and regional level is a key priority since it can help with the implementation of FSN policy.
- 3. Increasing the availability of data and indicators at the local and regional levels to support evidence-based FSN policy.** The case studies highlight the lack of reliable data as one of the main constraints for effective FSN policy, particularly at the sub-national level. More information at the local and regional levels can help identify the bottlenecks that are hampering food security and establish areas of priority.
- 4. Linking social policies with economic growth policies.** FSN is usually addressed through social policies and programmes (e.g. social protection) that are key to supporting people facing food insecurity. These policies could be made more sustainable and have a much stronger impact if they were better co-ordinated and integrated with growth policies.



1. Sectoral versus multi-sectoral and integrated approaches

Most of the countries recognize FSN as a multi-dimensional issue and are developing strategies or creating institutions/coordination mechanisms accordingly. The main issue is the implementation of those strategies using a cross-sectoral and coordinated approach: policies and interventions tend to remain focused only on the agricultural sector. The opportunities related to off-farm activities remain underexplored.

In **Peru**, the two main sectors that could represent the main engines of growth in rural areas are agriculture and mining, including in poor regions such as in the department of Cajamarca. Due to the absence of policies aiming at incorporating the two sectors in a holistic and integrated vision for development (public policies focus mainly on the agricultural sector, while mining is left to action of the private sector) agriculture and mining compete with one another, undermining the opportunities for development in rural areas.

In **Colombia**, policies consider farming as the only business opportunity to address food insecurity. As a result, most of the FSN policies and programmes promote small-scale or subsistence agriculture. This leads to the risk of overlooking income enhancing opportunities offered by other sectors and, in particular, by manufacturing as a means of raising household incomes to reduce food insecurity. Currently the richest departments in Colombia are those with a strong presence of manufacturing, in addition to agriculture.

The sectoral approach to FSN policies is also dominant in **Cambodia**. The main priority has been the development of a rice-based farming system. The focus on the rice sector, however, limits the creation of incentives to diversify the rural economy that could lead to greater off-farm income and employment opportunities, including for part-time farm households. The consequence has been increased migration from rural areas to Phnom Penh and abroad. Eco-tourism and renewable energy sectors could represent powerful alternatives for the development of Cambodia's rural areas. A more integrated approach is needed to exploit those opportunities and improve FSN.



In **Morocco**, agriculture is the key sector of the rural economy and the source of between 75 and 80 per cent of rural employment. However, the agricultural sector alone is not sufficient to promote sustained growth and development, in Morocco's rural areas. Promoting diversification of the rural economy, off-farm income and employment opportunities beyond agriculture has recently become a key priority of the national government. The Moroccan government is trying to put in place a more balanced approach to rural development. The aim is to coordinate policy actions with the development of social services, targeted social protection schemes, and infrastructure.



The evolution of rural development policies in **Côte d'Ivoire** highlights the shortcomings of the sectoral approach to rural development and FSN. Policies and interventions to promote rural development have focused almost entirely on agricultural value chain development. However, the gains from these interventions have mainly accrued to the already better off actors involved in the value chains. Important other rural challenges have been left unattended. Existing sectoral policies have prioritized agricultural production, leaving often haphazard and piecemeal investments in rural infrastructure and services. Progress in improving FSN has been unsatisfactory as a result.

The findings in **Mali** and **Niger** confirmed the implementation of food security through a sectoral approach in these two countries, overlooking opportunities for improving food security investments and other off-farm income generating activities of vulnerable groups (women and youth) – which could have a positive impact on the **access** dimension of FSN.



2. Multi-level governance and institutions

The ability to coordinate FSN policies horizontally across sectors, as well as vertically across national and sub-national levels of government, is key to delivering effective rural development strategies addressing the multidimensional nature of FSN.

(i) Coordination across national and sub-national authorities

In the countries included in this report, some examples of coordinating mechanism were identified at a national level. In several instances, these mechanisms have taken the form of some kind of inter-ministerial council or commission.

Nevertheless, the role of these fora has often remained vague, as most of them were set up without executive powers and lacked the political clout to influence the policy-making process. Hence, the implementation of the recommendations of the fora has frequently relied on the capacity and willingness of the various line ministries to implement cross-sectoral strategies.

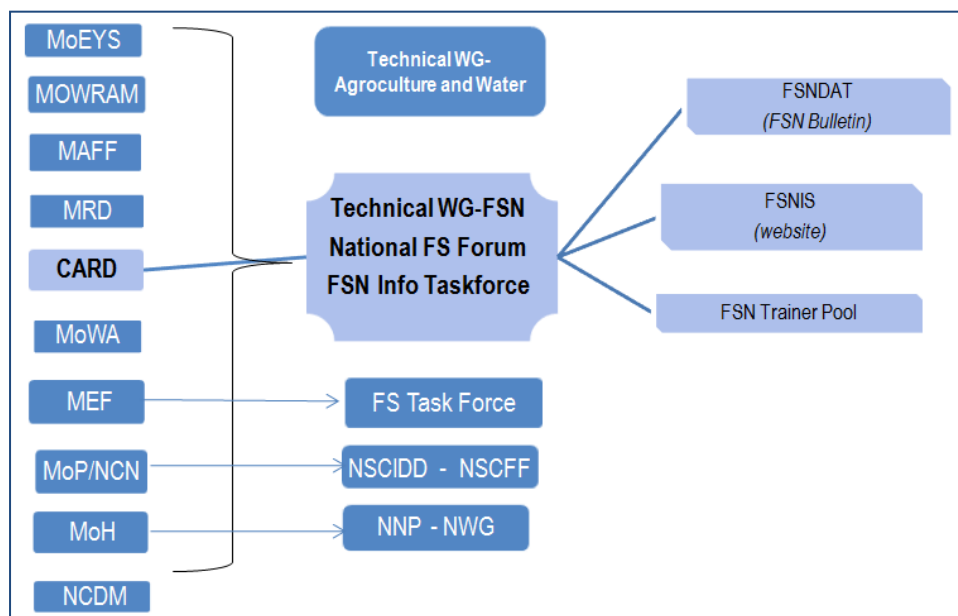
Another problem is the lack of coordination between national and sub-national priorities and programme delivery. The involvement of sub-national stakeholders in the formulation of national FSN priorities appeared to be a rare feature, and coordination across national and sub-national levels of government generally implies that sub-national authorities are in charge of implementing national policies, but without the chance to influence their formulation.

The capacity and resources available at sub-national level remain inadequate to ensure the effective delivery of a territorial approach to FSN, even where comprehensive policies and strategies are in place at national level.

In **Cambodia**, the Council of Ministries for Agriculture and Rural Development (CARD) was set up in 2004 to coordinate national level FSN policies, further involving international development partners in its working group on FSN and social protection.

However, CARD does not have its own budget to implement FSN programmes. This, in combination with limited resources and capacity at a sub-national level, means that effective implementation will remain a challenge for the foreseeable future.

Figure 1. Institutional arrangements for horizontal co-ordination of FSN in Cambodia



in **Peru**, the Commission for Food Security governs the plan for FSN formulated for 2015-2021, drawing together different policy sectors. The Commission functions as a key forum for FSN stakeholders, involving several ministers, technical bodies, NGOs, and representatives from subnational governments. The system has its drawbacks in terms of coordination. In particular, it lacks official policy power to coordinate different ministries and policies and therefore has limited ability to directly influence implementation of government FSN programmes. As a result, most programmes and initiatives focus on immediate hunger relief and do not take into account the range of factors affecting food security – despite the advanced multidimensional definition elaborated in the national plan.

In **Colombia**, the inter-sectoral commission for FSN, *Comisión Intersectorial de Seguridad Alimentaria y Nutricional* (CISAN) was created in 2009 in order to provide national stakeholders with a forum to discuss key challenges related to FSN, and to enhance coordination and collaboration. This commission is important because there is a lack of coordination among ministries and government agencies involved in FSN. Different agencies use various definitions and narratives of FSN, which range from subsistence to a more holistic understanding of access to food, including income dimensions. This discrepancy across ministries leads to a lack of policy coherence, which is not addressed by the existence of a complex delivery structure, especially at the local level.

In **Niger**, the High-Commission to 3N Initiative (Nigeriens Nourish Nigeriens) that encompasses several line ministries is the reference framework for all FSN interventions. The Initiative, launched in 2012, is based on a strong political commitment to eradicate hunger. It aims to guarantee the conditions for full participation of people in the national policy-making and to improve their income including to access food.

No specific government body has been set up to coordinate FSN policies in **Morocco** and **Côte d'Ivoire**, implying that no single strategy draws together the FSN challenges to be addressed.

In **Morocco**, this has resulted in a predominantly sectoral approach to FSN, where agricultural, social, health and economic dimensions of FSN are addressed separately by different ministries, with very limited interaction and coordination, and only recently the government is trying to adopt a more integrated policy approach. This includes introducing a decentralization reform which is expected to improve the multi-level governance system.

In **Côte d'Ivoire**, a rather narrow approach appears to be taken to rural development in general, focussing strongly on developing selected agricultural value chains, namely cocoa, cotton, and cashew production. While the approach seeks to engage both public and private stakeholders in multi-stakeholder platforms, only occasional support is provided to local governments engaging in a more holistic approach. Rural development and territorial planning are still mainly seen as by-products of agricultural growth. This lack of appreciation of FSN as a cross-sector issue may have serious implications for the country's long-term food security, including high pressure on natural resources, as well as inadequate attention paid to the employment prospects of a growing working age population.

A deficiency of vertical and horizontal coordination is also a major problem for the implementation of the FSN policy in most of the countries and exacerbated in **Mali** and **Niger**. In particular, as emerged also in **Cambodia**, there is a strong dependency on external aid from international cooperation and a strong prevalence of a project-based approach in addressing food insecurity.

(ii) The role of sub-national institutions

Recent decentralisation reforms give an opportunity to facilitate the development of a multilevel governance framework more suitable for the implementation of a territorial approach to FSN. However, decentralisation alone cannot be viewed as a panacea. Capacity and resources have to be in place to ensure that policies can be effectively adapted and implemented at the local level. Decentralisation also involves greater risks of lack of coordination, as well as a host of other problems, including enhanced potential for corruption and for the local elite capture of the benefits of policies. If these risks are to be avoided, especially in the initial stages of decentralisation, a greater monitoring of the process is required in order to ensure full transparency and democratic governance.

The most common problems for multi-level governance appeared to be lack of capacity and resources at sub-national level. Moreover, the involvement by sub-national stakeholders in national policy-making – especially in relation to FSN – appeared to be rare.

In **Colombia**, the capacity of regional governments to design, implement, and monitor public policies varies considerably. Economic and institutional capacity tend to go hand in hand. In places with more favourable economic conditions, such as in Antioquia, local authorities have demonstrated a strong capacity to implement a multidimensional FSN policy, including programmes like school feeding but also direct support to small-scale farming. These programs are moving toward a more holistic territorial approach to FSN.

In **Morocco**, many policies dealing with FSN have been largely decentralised, as part of the broader “*Régionalisation Avancée*” agenda. Increasing power is granted to sub-national authorities, including finance and planning. In 2015, the first elections of regional and municipal authorities were held. Nevertheless, the case study analysis showed that the regionalization process has so far resulted in “territorialized sectoral strategies”. In other words, while policies are being decentralized and brought closer to the territories, they are still not coordinated and hence do not fully reflect the cross-cutting nature of FSN. Institutional capacity and human resources available at the sub-national level remain relatively weak, partly due to the lack of experience of the actors involved.

While **Cambodia** has also put decentralisation on a legal footing, much remains to be done in terms of building capacity and empowering sub-national governments to deal with FSN challenges.

Lack of budget allocation and involvement of local stakeholders in national level policy-making have been identified as key issues. As things stand, a significant disconnect is found between national and sub-national planning. Moreover, since the national coordination body for FSN is further limited to horizontal coordination at the national level, coordination across sectors does not seem to “trickle down” to the provincial level.

The case of **Peru** further highlighted the importance of informal institutions for the smooth implementation of FSN programmes. The peer-to-peer learning initiative *Mi Chacra Emprendedora* promotes the introduction of innovations in farming through a network of local leaders and a system of peer-to-peer learning. In Cajamarca, local leaders, *Yachachiq*, have helped small-scale farmers introducing new crops with a high value added on the international market, based on their knowledge of the local *milieu* and their cultural proximity with beneficiaries. This has provided better income to the local population with a positive effect on the access to food. The programme is so far of limited geographical reach, covering only 5 out of 24 departments across the country.

It also emerged from the findings in **Mali** and **Niger** the importance of improving capacity of stakeholders and public and private financing mechanisms of FNS investments particularly at the local level in order to enhance Local Food Systems and implement an effective territorial approach to FSN policy.

3. Improving territorial information systems for evidence-based FSN policies

The introduction of a territorial approach to FSN requires information and tools that can help to describe and analyse the different dimensions of FSN and their link with place-based assets. In several of the case study countries, territorial information systems are either relatively weak or missing, and FSN statistics are produced in an unsystematic, uncoordinated way, which means there is little or no continuity in the collection of sub-national data. In others, the use of territorial data in an integrated way to support evidence-based policies appeared to be the main issue, rather than availability of information per se.

In **Peru**, the role of statistics to back evidence-based policy making needs to be strengthened, especially given the relative abundance of territorial statistics available to draw upon. This implies improved coordination of both data collection and use.

The same appears to be true for **Morocco**, where territorial information is collected and processed by various government agencies and ministries, as well as mainstreamed through most programmes and initiatives. Yet, when it comes to an integrated use of data across sectors, there seems to be no clear vision or arrangements in place.

The **Colombian** government is working to improve its territorial information system since, as things currently stand, public authorities often lack basic information about rural communities. Some key aspects that need to be strengthened include the

consolidation of baseline data, as well as improved coordination and oversight over data collection at the sub-national level, as this is typically carried out by a multitude of actors based on their programme or management accountability.

In the case of **Cambodia**, centralized efforts to produce FSN statistics at the sub-national level are underway with the establishment of a FSN Info Task Force, but the availability of reliable data at sub-national level is still a key challenge. So far, intra-national disparities in terms of FSN have been estimated through statistical modelling, however this does not give precise information at the province or district level. Moreover, territorial information has mainly been produced by international organizations, and hence tends to be issue-specific, and tied to the timeframe of their interventions.

Box 3. The importance of territorial data and indicators

Within country variability among regions tends to be greater than is across country variability for almost any socio-economic indicator. However, within a country, extremes in conditions among its regions can tend to be “averaged out” when constructing the national average measure. This can have the result of making the national average a somewhat misleading descriptor of how well typical citizens are doing. This phenomenon is true for basic socio-economic indicators such as, **per capita income, employment rates, educational attainment, poverty levels, and for hunger and malnutrition levels.**

The **OECD regional database (RDB)** provides a comprehensive overview of many socio-economic indicators for developed countries at the sub-national level that are provided for various categories of region.

Access to RDB <http://www.oecd.org/gov/regional-policy/regionalstatisticsandindicators.htm>

4. Linking social policies with growth policies

(i) FSN policies tend to be disconnected from growth policies

While not a sufficient condition, economic growth is critical in the fight against hunger and malnutrition. In all the case studies, economic growth and job creation have been important in reducing poverty and hunger. Despite this evidence, FSN is mainly addressed through social policies which seem disconnected with the policy framework for stimulating growth and investments. At least three factors seem to contribute to this disconnect:

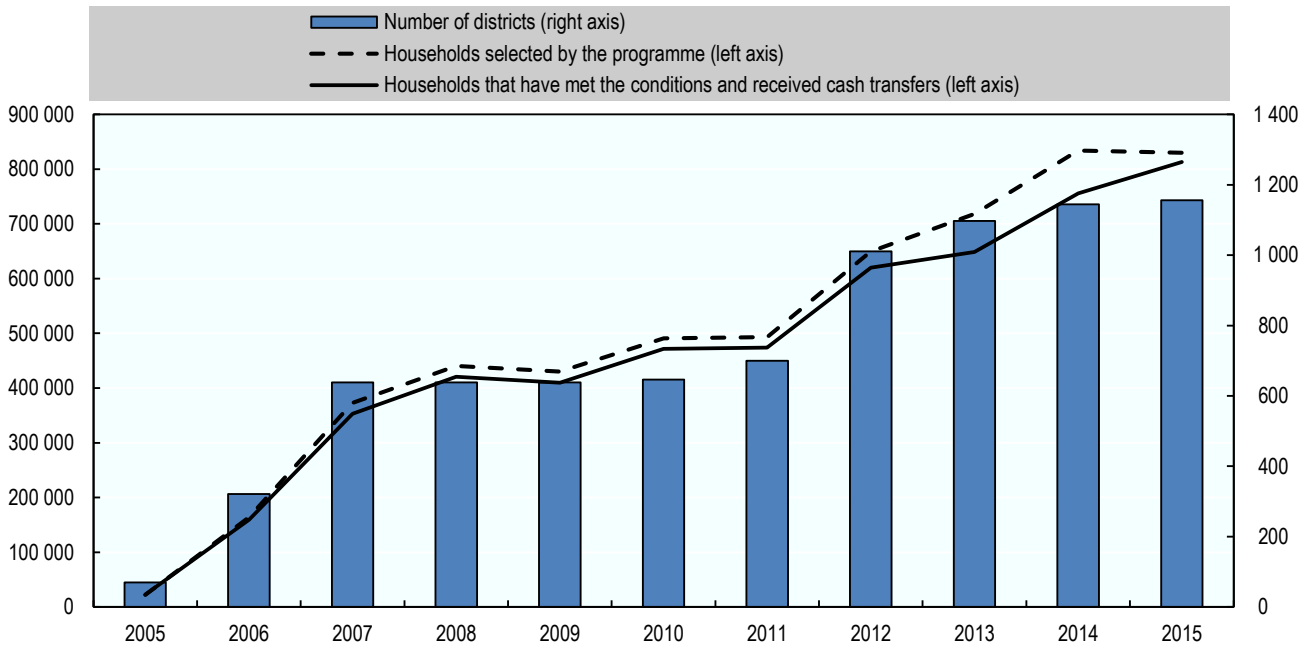
- First, ministries in charge of investment policy (pro-growth agenda) do not participate in institutions where social policy and/or FSN policy, are designed. Even in countries such as Colombia, where the government makes the effort to produce a multi-year national development strategy (National Development Plan), the connection between the social and growth dimensions remains marginal.
- Second, there are cultural constraints. Poor citizens are not considered as an untapped asset, but rather as people in need of social assistance. This may depend on several factors: the way in which the constituencies are formed, the educational background of operators and policy makers dealing with FSN policies, and – last but not least – the policy packages and funding made available by donor agencies and international organisations are not designed to be integrated with national pro-growth policies.
- Third, institutional volatility weakens continuity in policy-making. Short political cycles, a poorly developed civil service, and sometimes the changing priorities of international stakeholders, may contribute to the lack of consistency in policy making over time. On occasion, funds allocated by international stakeholders – together with their agendas – may contribute to the creation of *ad hoc* institutions, often at the community level, which do not necessarily coordinate with national stakeholders and may represent an element of complexity within the multilevel governance framework of a country.

(ii) Conditional cash transfer programmes can inform pro-growth investment strategies

Information collected through conditional cash transfers (CCT) policies, and the institutional networks that deliver this kind of policy could represent an important asset to enable policy complementarities and link social assistance with a pro-growth agenda.

In Peru, for instance, the national programme Juntos provides with conditional cash transfers approximately one million households (in 2014). The programme is delivered through a mechanism that collects a large amount of information about these households and the place in which they live, and also involves local communities to select beneficiaries. Local governments are mobilised and are responsible for the delivery of the health care and/or education services which beneficiaries are to use in order to be eligible for receiving the cash transfers. This policy system has already achieved a level of coordination and integration among different policy actors. Linking this with programs to support entrepreneurship and enhance skills would help deliver sustainable solutions to FSN for these communities.

Figure 2. Districts and households enrolment in *Juntos* Programme in Peru, 2005-15



Source: INEI (2015)

(iii) From small-scale programmes to a long-term common agenda

In some cases, the social and economic dimensions become complementary in small-scale programmes implemented at the local level. These programmes are usually delivered by subnational governments, de-concentrated national agencies or NGOs. They provide poor households both with relief and with a small endowment of capital to be used to create a stable income. Often, the experience and lessons generated in their design and implementation is not shared. These small-scale programmes tend not to be intergrated with other investments in infrastructure, service delivery and skills. This can be due to poor multi-level governance, or the closure of the programme when it is discontinued due to the lack of funds or changed political/institutional context. A territorial approach addresses these problems by facilitating the integration of these local initiatives into a common agenda which is coordinated between levels of government and builds the capacity of local communities.



Moving from concepts to action: implementing the recommendations

This joint FAO, OECD, UNCDF publication confirms the need for a territorial approach to address food insecurity. It also provides strong arguments to promote the territorial approach as a means of implementing the SDGs and in particular of SDG 2. As stressed in the SDGs report, all the goals are interconnected and their implementation will depend on the progress made by the other SDG as well as on coherent policy frameworks. Integration of policies is at the heart of the territorial approach.

The analysis and consultations with the key national and sub-national stakeholders reveals the areas of priority needed in country for improving food security levels through the lens of a territorial approach. The strong participation of the countries in the project and in the conference organized during Expo Milan 2015 confirmed their high interest in this innovative approach and their commitment to move towards a second phase focusing on the implementation of the recommendations.

The implementation of these recommendations will help better address FSN issues globally. Evidence generated and lessons learned from the implementation phase will also help progress global agendas including the SDGs, Habitat III, CFS, and others.

For more information: <https://www.oecd.org/gov/regional-policy/territorial-fsn-launch.htm>



This document summarises the key findings of joint FAO, OECD, UNCDF Publication *Adopting a territorial approach to food security and nutrition policy*, (2016) OECD Publishing, Paris.

Consult this publication on line at <http://dx.doi.org/10.1787/9789264257108-en>.

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