



# World Food Summit

13-17 November 1996  
Rome, Italy

## TOWARDS UNIVERSAL FOOD SECURITY DRAFT OF A POLICY STATEMENT AND PLAN OF ACTION

### Explanatory note

This draft is intended for discussion by the Intersessional Working Group which was established by the Committee on World Food Security (CFS) at its Twenty-first session in January-February 1996. It has been prepared on the basis of comments and suggestions provided by the CFS at that session, including the recommendations on the structure of the document. This draft will also be presented to the FAO Regional Conferences scheduled to take place from the end of March to the beginning of July 1996, so that it can be taken into account in both the discussions on the regional food security situations and issues, and in the adoption of concrete and achievable goals and targets for each region.



Food and Agriculture Organization of the United Nations, Viale delle Terme di Caracalla, Rome, Italy, Fax: 52255249,  
Tel: 52252932 or 52253420, Cables: FOODAGRI ROME, Telex: 610181 FAO I, E-mail: food-summit@fao.org



# TOWARDS UNIVERSAL FOOD SECURITY

## DRAFT POLICY STATEMENT

1. We, the undersigned Heads of States and Governments assembled at the World Food Summit, mindful of past resolutions to achieve food security for all, reaffirm that every man, woman and child has the right to be free from hunger and malnutrition.

2. Considering intolerable that more than 800 million people throughout the developing world and millions in more affluent societies do not have enough food to meet their basic needs; that millions more experience prolonged hunger during part of the year or suffer birth defects, growth retardation, mental deficiency, lethargy, blindness or death because they do not have the diversity of food necessary to meet their total needs; concerned that natural resources, biotic and abiotic, are declining at a pace which represents a threat to mankind's long-term ability to enjoy food security; convinced that world resources, human skills and technological potential do permit the achievement within one generation of sustainable food security if determined and concerted efforts are undertaken; we confirm our individual and common commitment to take considered action to ensure that all people have at all times secure access to the food they need for an active and healthy life with human dignity.

3. Today, hunger occurs predominantly in developing countries where 20 percent of the population is affected. Tomorrow, hunger would hardly be abated, and food insecurity might take global dimensions, affecting developing and developed countries, unless we commit ourselves and engage our partners in all sectors of society, to actions and cooperation aimed at improving an otherwise unacceptable and dangerous future.

4. By the year 2025, the world's population may have grown by an additional 2.6 billion, more than 85 million each year. To meet the needs of these additional people and reduce the number of hungry and malnourished dramatically, global food production will have to increase by more than 75 percent over the next thirty years. Moreover, employment and incomes must be generated and assistance provided to give people access to the food they need. Cognizant of the lead time necessary to marshal research, investment and human energy to face these challenges, we cannot overstate the urgency of taking appropriate action now. This must include promoting the early stabilization of the world population in order to contribute to the achievement of sustainable development.

5. Mindful of the inter-dependence between food security and overall economic, social and political stability, we recognize that peace and food security are essential pre-conditions of each other. We realize that to ensure access by all to food, our economic and social development policies must encourage broad and

equitable distribution of income and food entitlements, as well as access to productive resources, empowerment of people, equality between men and women, and support to those who cannot produce or procure enough for an adequate diet, including those displaced or endangered by war or civil strife.

6. To ensure availability and reduce instability of food supply, we agree to promote the maintenance of food security reserves and to implement agriculture and rural development policies that will encourage farmers and food producers to use natural resources in a sustainable manner. Giving greater priority to the development of rural areas while recognizing the multiple functions of agriculture will also help to redress the excessive rate of migration confronting many countries.

7. We acknowledge the fundamental role of farmers and farmers' organizations in the attainment of food security. Cooperation and partnership, between governments and representative organizations of all concerned groups through regular dialogue and consultation at all levels, is essential for the sustainability and adaptability of food and agricultural systems.

8. We recognize that promoting efficient domestic agriculture and enhancing agricultural productivity are essential to the goal of universal food security in the long term and agree on the need to restore adequate investment in productive agricultural resources, capacity for human development and infrastructure for a diversified rural development.

9. To ensure the availability of adequate and safe food supplies everywhere, policies must be in place to promote sustainable patterns of production, transformation and consumption of food products and to encourage appropriate and profitable investment in food marketing, processing, quality control and distribution systems.

10. While the potential and ways to increase food production and productivity do vary greatly within and between countries, we agree to devise adapted agricultural commodity and trade policies that will provide incentives to our food producers and consumers to utilize efficiently the available resources.

11. Our food systems touch everyone and are important engines of economic and social development. Developed and developing countries alike stand to benefit from the undertaking which we launch today. Commonality of purpose will be crucial for the work that lies ahead. Food and agriculture-related objectives must be nearer the top of national and international political agendas, with a corresponding reallocation of resources.

12. Convinced that the multi-faceted character of food security necessitates multi-nationally concerted action, we solemnly take the following commitments:

- i) We shall ensure the political, social and economic environment, based on the equal participation of women and men, that is most conducive to food for all;
- ii) We shall ensure that policies and institutions contribute to improving access by all to nutritionally adequate and safe food at all times;
- iii) We shall endeavour to meet transitory and emergency food requirements in ways that encourage recovery, development and a capacity to satisfy future needs;
- iv) We shall ensure that food, agriculture and rural development policies encourage adequate and reliable food supplies at the household, national and global levels, and promote sustainable agricultural and rural development (SARD);
- v) We shall ensure that food and agricultural trade policies are conducive to improved food security;
- vi) We shall promote appropriate investments in sustainable agricultural, forestry and fisheries production and post-production development, and in supporting research, infrastructure and services;
- vii) We shall cooperate in the implementation and monitoring of the World Food Summit Plan of Action.

13. We pledge our actions and support to implement the World Food Summit Plan of Action.

Signed in Rome, Italy, the ... November 1996

## **DRAFT PLAN OF ACTION TO ACHIEVE UNIVERSAL FOOD SECURITY**

### **Diverse paths to a common destination**

1. The World Food Summit (WFS) Policy Statement and Plan of Action lay the foundations for diverse paths to a common destination - universal food security. Each nation must choose its own strategy and agenda on the basis of its resources, capacities and development priorities. All countries must cooperate to achieve their individual goals and to organise collective solutions to global issues. In a world of increasingly interlinked institutions, societies and economies, coordinated efforts and shared responsibilities are essential.

### **A question of availability, stability and access**

2. Achieving universal food security will not be easy, but it is within reach. The experiences of many communities, countries and regions over the past few decades show that concerted actions can guarantee availability of food at all times, stabilise harmful variations in food supplies and ensure access to food by all households.

3. Availability of enough food for all can be attained. The 5.8 billion people in the world today have 15 percent more food per person than the global population of 4 billion people had 20 years ago. Large further increases in world food production are required to face a growing population and achieve improved diets, most urgently for those hundreds of millions currently under- and malnourished. Domestic production in each country and international trade can combine efficiently to reach this objective. Appropriate use of natural resources can ensure universal food security sustainably.

4. Harmful seasonal and inter-annual instability of supplies can be reduced. Areas for progress include controlling the vulnerability to and impact of climate fluctuations and plagues, using in efficient combination reliable trade, storage and financial mechanisms, ensuring the feasibility of timely transfers of supplies to deficit areas. Natural and man-made disasters can often be anticipated or even prevented, and reaction when they occur can be timely, effective and constructive.

5. Access to nutritionally adequate and safe food by all is possible. The vast majority of those malnourished, either cannot produce or cannot afford to buy enough food. They have inadequate access to natural resources, jobs, incomes or social support. These factors can be redressed. In addition, civil strife and wars have adversely affected millions of people. Although food assistance is provided to ease their plight, it is too often in amounts and quality insufficient for good health. The sharp reduction in food aid availability over the past three years has reduced the capacity of the international community to face crises.

6. Sustainable universal food security is a priority concern for today's and tomorrow's world, of which no country can feel relieved. Governments, individually and collectively, have the responsibility for devoting in an efficient way adequate public resources to foster accelerated food security, at the national and international levels. They are responsible for creating an enabling environment for private initiatives to devote their skills, efforts and resources, and in particular investment, towards the common goal of food for all.

7. A peaceful and predictable environment in every country is a condition for progress towards universal food security. This cannot be obtained without the participation of all individuals and partners of the enterprise and civil society. Farmers and women have a critical role in achieving food security, and their full involvement and enablement is crucial for success.

8. Unless the international community and national governments address the causes underlying food insecurity, the number of undernourished people will remain unacceptably high in the decades to come; by 2010, an estimated 700 to 800 million persons worldwide would still be chronically undernourished; in sub-Saharan Africa alone the numbers would expand by 50 percent to more than 300 million people. This Plan of Action aims at an effort commensurate to leaving no country in the world, by 2010, below the average dietary energy supplies (DES) level of 2700 Calories. The overall goal is sustained progress towards food for all at all times.

9. The World Food Summit is based on the conviction that tested, practical solutions and actions at local, national and international levels can alter dramatically this grim scenario. It draws on the experiences, both instructive successes and bitter lessons, of countries that have attempted to address food security issues in recent decades. Not even the best designed plan, however, will enable nations, communities or international organizations to ensure food security unless all parties make genuine, determined and sustained efforts.

**The World Food Summit Plan of Action  
builds on previous world conferences**

10. Universal and sustainable food security is part and parcel of reaching the social, economic and human development objectives agreed upon in recent conferences, namely: the World Summit for Children (1990); Conference on the Nutritional Rights of Man (Barcelona Declaration, 1992); the United Nations Conference on Environment and Development (UNCED) (Agenda 21, 1992); the FAO/World Health Organization (WHO) International Conference on Nutrition (ICN) (1992); the Final Act of the General Agreement on Tariffs and Trade (GATT) Uruguay Round (1994); the United Nations Conference on Population and Development (1994); the World Summit for Social Development (Copenhagen Declaration, 1995); the Fourth World Conference on Women (1995); the International Conference on Sustainable Contributions of Fisheries to Food Security (Kyoto Declaration, 1995); and the Fourth Technical Conference on Plant Genetic Resources (Leipzig Declaration, 1996).

11. The World Food Summit Plan of Action builds on these important contributions by national governments, non-governmental organizations (NGOs) and the private sector, technical experts, international agencies and ordinary citizens in identifying the root causes of hunger and malnutrition and recommending paths to ensure food security for all.

## COMMITMENTS AND ACTIONS

**Commitment One: We shall ensure the political, social and economic environment, based on the equal participation of women and men, that is most conducive to food for all.**

### The basis for action

12. Increasingly pressing demands on finite natural resources to feed a growing world population and the urgency of eradicating hunger through effective policy changes are in contrast with the relative neglect of agricultural and rural development and of the fight against poverty reflected in the *de facto* sectoral priorities and resource allocations of many countries and in international action.

13. A stable and effective enabling economic and political environment for food security is an essential foundation for achieving the social development goals outlined in the Copenhagen Declaration. Political instability and lack of participation have in many countries undermined efforts at promoting food security. Good governance at all levels and an economic and political climate conducive to encouraging and safeguarding private initiatives and mobilising efficiently national resources in favour of national and household food security as a priority policy objective is the condition for ensuring the right to food for all. Macroeconomic policies that encourage sustainable growth in the production of goods and services and the opportunity for all to appropriately share the benefits are conditions for self-reliant development and food security. The decisive role of women in striving for food security under too often underprivileged conditions must be recognised and facilitated.

### Objectives

14. Objective 1.1: We shall place food security at the top of policy priorities and eliminate all policy-based obstacles to the full realisation of universal food security;

Objective 1.2: We shall ensure a stable political environment based on a transparent and enforced legal framework and the effective participation of all women and men;

- Objective 1.3: We shall ensure macroeconomic self-reliance and enable the full potential of private initiatives for sustainable and equitable economic and social development and food security;
- Objective 1.4: We shall redress inequitable sharing of opportunities in social, economic and political life, particularly in respect of women and minority groups.

#### **Actions, priorities and deadlines**

##### **15. To achieve Objective 1.1:**

Governments will, according to each country's conditions and capabilities:

- (a) Review and adapt policies to ensure that sustainability, efficiency and equitable sharing of costs and benefits prevail throughout national food systems, from natural resource use and primary production to final consumption, from rural to urban sites and between regions, with a view to promoting sustainable production and consumption patterns as outlined in Agenda 21;
- (b) Remove distortionary policies, market controls and restrictions that depress agriculture, food production and rural development and artificially cheapen capital relative to labour;
- (c) Enact macroeconomic and agricultural policies that will permit food and agricultural producers to earn a fair return to labour, capital and management and encourage sustainable use of natural resources;
- (d) Review policies that affect food reserves and the processing, storing, transporting and marketing of inputs and products so as to ensure adequate and reliable food supplies and efficient and competitive services;
- (e) Fully integrate population concerns into development strategies, plans and decision-making, including factors affecting migration;
- (f) Develop support infrastructure in rural areas and promote sustainable, income-generating activities throughout society; support the development of technologies that ease women's time, energy and physical constraints.

##### **16. To achieve Objective 1.2:**

Governments will, according to each country's conditions and capabilities:

- (a) Develop effective policy-making and implementation processes that are participatory, transparent, flexible and capable of responding to changing circumstances and new information;

- (b) Establish, support and enforce institutional structures, rules and laws to define and protect the rights and obligations of food and agricultural producers, workers and other producers, consumers, and their organizations;
- (c) Implement the relevant actions agreed at the Fourth World Conference on Women; promote full membership of rural women in community organizations, producers' groups and NGOs and encourage linkages between these and government institutions; promote public awareness of rural women's roles and contributions.

17. To achieve Objective 1.3:

Governments will, with particular attention to the food and agriculture sector:

- (a) Establish policies and enforceable laws that encourage individuals, private sector businesses and public sector organizations to accept their responsibilities and to share appropriately in the economic, social and environmental costs and benefits of their actions;
- (b) Clarify property and user rights to improve natural resource use, lower risks and enhance investment incentives and establish a legal and economic framework aimed at lowering the costs of arranging, monitoring and enforcing contracts;
- (c) Reduce and eliminate monopolistic influences within the sector that prevent efficient job-creating initiatives and decision-making and generate higher prices and inefficient production;
- (d) Maintain relatively stable real interest rates at moderate positive levels, so as to encourage savings and investment; avoid unsustainable fiscal deficits; contain inflationary price pressures; allow exchange rates to adjust in accordance with economic and financial fundamentals and lead to efficient sectoral allocations, particularly regarding agriculture.

18. To achieve Objective 1.4:

Governments will:

- (a) Support and implement commitments made at the Fourth World Conference on Women to advance women's participation in the agricultural and rural economy, and for this purpose: introduce and enforce legislation providing women with secure access to land and water; reform credit institutions to ensure equal access for women; provide equal gender opportunities for education and training in agricultural production and marketing; tailor extension and technical services to female producers and increase the number of female advisers and agents;
- (b) Reorient agricultural and other policies to respond to women's needs and priorities;

- (c) Improve the collection, dissemination and use of gender-disaggregated data in agriculture and rural development; focus research efforts on the division of labour and on income access and control within households; gather information on women's indigenous knowledge and traditional skills in agriculture and natural resource management.

**Commitment Two: We shall ensure that policies and institutions contribute to improving access by all to nutritionally adequate and safe food at all times.**

#### **The basis for action**

19. The incidence of chronic undernutrition is, and threatens to remain, unacceptably high in many countries. Unless extraordinary efforts are undertaken, over 30 percent of the population in at least 20 countries will be chronically undernourished by the year 2010. The extent of suffering due to acute or periodic shortages of food and to micronutrient deficiencies would be even higher. While assured access to nutritionally adequate and safe food is an essential pre-condition for both individual welfare and for national social and economic development, poverty and various forms of social discrimination impede assured access by all to the quantity and variety of foods needed, even where and when available food supplies are adequate to meet the population's needs. Every country in the world has pockets of extremely poor, vulnerable individuals, households and groups, who cannot cater for their own needs.

20. Access to food is even more restricted in communities, both rural and urban, where food supplies are inadequate in terms of quantity, variety and quality to meet the population's energy and nutrient needs throughout all or part of the year.

21. The World Declaration on Nutrition established that access to nutritionally adequate and safe food is a right of each human being. This commitment builds on the objectives, policy guidelines, and actions adopted at the International Conference on Nutrition and recognises and incorporates the significant contributions made by the World Summit on Social Development in linking economic and social policy, poverty and employment to food security.

#### **Objectives**

- 22. Objective 2.1: We shall assist those households and individuals who are unable to secure their own food, to meet their food and nutrient needs;
- Objective 2.2: We shall promote secure and gainful employment opportunities to alleviate poverty among both the urban and rural poor and to contain migration;
- Objective 2.3: We shall ensure that local food supplies are safe, culturally acceptable and adequate to meet the energy and nutrient needs of the population.

### **Actions, priorities and deadlines**

#### **23. To achieve Objective 2.1:**

Governments, in cooperation with international organizations and NGOs, will:

- (a) Ensure that comprehensive and well-targeted social welfare and nutrition safety nets are available to meet the needs of the food insecure;
- (b) Establish food assistance and supplementary feeding programmes for children (in school or out of school), the infirm and destitute households;
- (c) Implement cost-effective public works programmes (utilising food, cash or in-kind payments) for the able-bodied unemployed or underemployed.

#### **24. To achieve Objective 2.2:**

Governments will:

- (a) Implement the Commitments contained in the Copenhagen Declaration to eradicate poverty and promote the goal of full employment;
- (b) Develop public and encourage private sector activities for human skills development through basic education and pre- and on-the-job training so as to match labour force capabilities with employment opportunities and thereby reduce pressures for cross-border migration;
- (c) Adopt wage standards that fairly compensate workers and provide assistance for those temporarily out of work;
- (d) Encourage utilisation of labour-intensive technologies where appropriate;
- (e) Improve access to land and other natural resources, in particular through the effective implementation of tenancy reform and the promotion of efficient utilization of agricultural resources and resettlement in new lands, where feasible.

#### **25. To achieve Objective 2.3:**

Governments and local authorities will:

- (a) Regularly monitor and report on the availability and nutritional adequacy of food supplies and reserve stocks, giving particular attention to areas at high risk of food insecurity, to nutritionally vulnerable groups and to seasonal variations;
- (b) Develop a national food and nutrition risk-map (Hunger Map) indicating areas and populations affected by or at-risk of undernutrition and other nutritional deficiencies;

- (c) Strengthen comprehensive measures to assure the quality and safety of the food supply;
- (d) Expand the production and use of traditional and under-utilised food crops, including oilseeds, pulses, and fruits and vegetables, and promote home and school gardens and urban agriculture, using appropriate, sustainable technologies;
- (e) Develop and promote local improved food processing, preservation and storage technologies to reduce post-harvest food losses, including at the household and farm level;
- (f) Utilise a farming systems approach to help rural households and communities evaluate the needs and constraints regarding their productive and domestic activities, promote the adoption of technologies and practices that permit a balance between time spent in productive and domestic activities, and encourage an equitable division of labour within households;
- (g) Promote and support community-based food security and nutrition programmes utilising participatory assessment, planning and management processes and fostering self-reliance;
- (h) Provide nutrition education for the public and incorporate nutrition and home economics training in public schools and in curricula of schools of agriculture and teachers' training institutes.

**Commitment Three: We shall endeavour to meet transitory and emergency food requirements in ways that encourage recovery, development and a capacity to satisfy future needs.**

**The basis for action**

26. The number of people affected by disasters and requiring emergency assistance has risen dramatically from the mid-1980s to the mid-1990s. Emergencies are becoming increasingly more complex, with extremely high costs, not only in human terms but also in terms of resources, productivity and opportunity costs, and erosion of past gains in development. While natural disasters continue to afflict human society, civil conflict is today the primary cause of famine and human displacement. The number of refugees and internally displaced persons arising from conflicts alone has grown from 1 million in 1970 to 50 million in 1995. The solution to large-scale population displacements or endangerment, therefore, largely lies in the realm of politics - the ability to diffuse tensions before they become conflicts.

27. Saving people who cannot gain access to food is the first principle of humanitarian intervention. Direct national or international food assistance is often essential to save those affected by disaster. However, while relief and access to food in disaster-affected areas must remain a top priority, sustainable food security can only be achieved through

rehabilitation and development which will prevent a recurrence of and reduce vulnerability to the disaster. Experience points to the importance of preparedness in minimising the risk of future crises and in preventing natural disasters from becoming unmanageable. The ICN Plan of Action for Nutrition cites emergency preparedness as a central device for preventing food emergencies from deteriorating into famines.

28. Some nature-based disasters move slowly, others have environmental roots. In both cases, early warning to the onset may trigger responses to avoid the disasters or mitigate their effects.

### **Objectives**

29. Objective 3.1: Consistent with the commitments entered into at the ICN, we shall establish, by 2000, preparedness mechanisms in all Low-Income Food-Deficit Countries (LIFDCs) and other crisis-prone countries;
- Objective 3.2: We shall improve prevention of, and response strategies to, natural disasters and man-made crises;
- Objective 3.3: We shall improve the efficiency of international reaction to disasters and crises.

### **Actions, priorities and deadlines**

30. To achieve Objective 3.1:

Governments will:

- (a) In collaboration with civil society organizations and the international community, establish by the year 2000 in all LIFDCs and other crisis-prone countries the preparedness mechanisms agreed at the ICN, including surveillance and early warning, drought, flood, pest and disease alertness;
- (b) Promote community-based and regional surveillance systems and work with NGOs to gather and assess information and to implement preparedness programmes;
- (c) Implement, by the year 2000, adequate and cost-effective strategic emergency food security reserve policies and programmes at local, national and international levels;

31. To achieve Objective 3.2:

The international community, in cooperation with individual Governments will:

- (a) Prepare before the year 2000, and update annually thereafter, a vulnerability map for each LIFDC and disaster-prone country;
- (b) Upgrade by the year 2000 the nutritional standards used in providing food assistance to disaster-affected populations;
- (c) Ensure that relief agencies involve technical assistance agencies at the earliest possible stage of an emergency operation to facilitate the smooth transition from relief, through rehabilitation, to development;

and by involving civil society organizations, including the private sector:

- (d) Prepare and pursue well-planned post-emergency rehabilitation and development programmes to minimise losses and return to sustained economic and social progress as soon as possible;

Governments acting individually will:

- (e) Ensure adequate supervision of emergency interventions, including greater use of grass-roots relief initiatives and structures, which can better identify and reach populations and areas at most risk;
- (f) Involve local authorities in implementing food-for-work programmes during times of disaster and crisis to simultaneously enhance productivity and alleviate undernutrition;
- (g) Promote good governance in an effort to thwart social unrest, and budding internal conflicts.

32. To achieve Objective 3.3:

The international community will:

- (a) Accelerate response to emergencies in order to save human lives and economic assets, even in countries where there is no effective government or capacity is limited;
- (b) Provide, on an advance basis, interim food assistance to disaster and crisis-affected areas while full food requirement assessment is underway.

**Commitment Four: We shall ensure that food, agriculture and rural development policies encourage adequate and reliable food supplies at the household, national and global levels, and promote sustainable agricultural and rural development (SARD).**

**The basis for action**

33. Food production development is imperative to meet the additional food requirements which result from population growth, new demands for food products due to rising living standards and changes in consumption patterns (notably as a consequence of growing urbanisation), and the needs of the undernourished and food-insecure. Production increases need be achieved while ensuring that the productive capacity of the natural resources will be maintained and the protection of the environment secured, so as to feed future generations sustainably.

34. At present in many parts of the world, high seasonal and inter-annual climatic variability, pests and diseases, poorly adapted technologies, inadequate management practices and insufficient rural infrastructures and institutions are responsible for a large degree of inefficiency and wastage of natural and human resources, inputs and products and largely contribute to both food insecurity and environmental degradation. The framework for SARD in relation to food security was elaborated in Agenda 21, and recently expanded in both the Kyoto Declaration and Plan of Action and the Leipzig Declaration and Plan of Action. The challenge ahead for the entire community of interests is to implement the actions endorsed at these conferences. And whereas the resource base for food and agriculture is shrinking as a result of degradation and demands from other sectors, and threatened by global problems of desertification, deforestation, over-exploitation by marine fisheries and losses of biodiversity as well as climate change.

35. Most of the increases in food output of the developing regions should come from areas which have the potential to generate significant surpluses in economically and environmentally sound conditions, in particular to feed growing numbers of urban consumers. Stimulating production will raise the effective demand in these areas also through income and employment generation and foster the expansion of off-farm economic diversification and rural development.

36. In some areas with lower potential and fragile environments, there is also a need to increase food supplies to feed local populations better and to reduce the rural exodus and out-migration, but this should be the result of; a better management, multiple uses of the resource base, from an overall development effort in rural areas; and from an awareness that some intensification techniques are neither economic nor environmentally sustainable.

37. Establishing sustainable patterns of production should not only take into account the present and future food needs of the people and the natural resource potential and limitations, but also the evolving patterns of consumption, as well as the need for the production, processing and marketing segments of the food chains to become less vulnerable and adapt to the diversity of conditions under which food should be produced and consumed.

### Objectives

38. To achieve a steady and sustainable 2 percent per annum increase in global food production, and a 3 percent per annum increase in the developing countries, until the year 2010, as required to leave no country below the average DES level of 2700 Calories,

Objective 4.1: We shall enhance, maintain and where necessary rehabilitate the food production potential of natural resources and arrest their degradation and depletion;

Objective 4.2: We shall intensify and diversify food production, seek durable productivity, efficiency and safety gains, reduce wastes and losses and protect the environment;

Objective 4.3: We shall develop rural employment, infrastructure, institutions and services in support of rural development and food security.

### Actions, priorities and deadlines

39. To achieve Objective 4.1:

and mindful of the actions agreed to under Chapter 14 of Agenda 21, governments, food producers' associations and international organizations as appropriate will, according to the specific conditions of each country:

- (a) Ascertain by the year 2000 the potential of national land and water resources for sustainable increases in food production so as to determine where more intensive and more productive use could be made and where and why these resources are being used in an unsustainable manner. Special efforts will be made for the development of national capacities in LIFDCs (databases, decision support systems and tools);
- (b) Formulate and implement policies that will improve the sustainability of production systems, encouraging farmers and food producers to adjust as appropriate the intensity of resource use for food production, and inducing shifts in the use of technologies and in production patterns, in accordance with their economic and ecological advantages and with consumer and environmental protection. The related requirements for the development of national capacities and regional/sub-regional cooperation are set out below;
- (c) Develop and promote low-investment, cost-efficient irrigation and water control techniques; improve water use in already irrigated areas, with a view to increasing cropping intensities, reducing the impact of droughts and floods on food output and increase water use efficiency by at least 20 percent from current levels by 2010; within an appropriate framework of national and regional water policies and plans, accelerate investment in opening new lands to irrigation development (40 million hectares by 2010); and reclaim waterlogged and salinised irrigated lands (10 million hectares by 2010);

- (d) Rehabilitate, conserve and monitor natural resources in food producing areas as well as in adjacent forest lands and watersheds, and where necessary, upgrade the productive capacity of these resources by improvement works; modify rules, adapt institutional systems and establish policies that create economic and social incentives for farmers and other actors of the food sector to reduce degradation and adopt sustainable management practices. In addition to national investments, this entails increased international and regional technical cooperation and mobilising available food assistance supplies for food-for-work projects;
- (e) Formulate and implement agreed fishery policies and management strategies which will enable the fishery sector to make optimum long-term contributions to food security; in particular implement the international agreements for improved fishery management; to progressively reduce post-harvest wastage, in particular fish discards estimated at some 27 million tons annually; and ensure better integration of aquaculture into rural and agricultural development and water management at national and local levels. The target is to stabilise and then increase marine capture fisheries for human consumption through better and sustainable management to 55 million tons by the year 2010; to double inland captures to 10 million tons, and raise aquaculture production to 40 million tons;
- (f) Reduce the deforestation rate; maintain and develop the multiple contributions of forests, trees and forestry to food security, as a source of food, medicines, animal feed and soil nutrients; for the conservation of land and water resources including the protection of watersheds, as reservoirs of biodiversity for further agricultural development and as a source of rural income and employment; to this end implement the UNCED agreements related to forests. Where part of the 5 million hectares required annually to expand agricultural production will be transferred from forest cover, maintain an adequate, sustainable presence of tree resources;
- (g) Promote early ratification and implementation of the United Nations Convention to Combat Desertification.

International organizations such as FAO, the United Nations Environment Programme (UNEP), the World Meteorological Organization (WMO), WHO and World Trade Organization (WTO), will:

- (h) Assist member countries to implement the international conventions and agreements (on biodiversity and PGR in particular, on pesticide use, food standards and the Codex Alimentarius, drought and desertification, climate change, responsible fishing, straddling and migratory fish stocks, sustainable forestry) which contribute towards ensuring sustainable food production; and develop cooperative programmes to this effect.

40. To achieve Objective 4.2:

Governments and food producers, with the support of international organizations as appropriate will, according to the specific conditions of each country:

- (a) Establish policies and implement programmes, where economic and environmental conditions permit, to raise the production of the main staple foods, through demonstration and widespread use of improved seeds and breeds as well as of proven technologies which can achieve major and sustainable increases in food output. Requirements will vary with country conditions and combine diverse activities which are outlined further below. As regards LIFDCs in particular, each of these countries should have by the year 2000 programmes designed and actions under way to sustainably increase food production;
- (b) Where necessary and ecologically/economically feasible (100 million hectares), raise crop productivity through Integrated Plant Nutrition System (IPNS) methods i.e. the balanced use of multiple sources of soil nutrients including those from waste recycling as recommended in Agenda 21, Chapter 14 Section J. In addition, in order to achieve lasting fertility improvements in a number of tropical soils, basic investment in one-time application of rock phosphate and/or lime would be required on 80 million hectares, mainly in sub-Saharan Africa;
- (c) Promote more efficient and sustainable animal nutrition for the underfed 50 percent of the 1,5 billion cattle-equivalent animal stock, through improvement of grazing lands and fodder crops, the use of multiple sources of animal feed by recycling agriculture and other wastes and the development of animal feed systems in marginal areas;
- (d) Promote the conservation and sustainable use of the diversity of species and genetic resources for food production, the development of production systems associating various crops and animals, the processing and marketing of diverse food products and by-products (where appropriate with labels of origin), in response to the needs of the consumers for properly balanced diets that supply all necessary nutrients and energy requirements and taking into account local cultural and social conditions as well as culinary traditions. Requirements for Plant Genetic Resources (PGR) conservation and use are indicated in the Plan of Action submitted to the Leipzig Conference (over US\$ 200 million per annum over 10 years). International Animal Genetic Resources (AnGR) conservation and utilisation plans should be implemented concurrently at a level similar to those of PGR. Developing countries should increase in parallel the utilisation of improved seeds, doubling their use by small farmers to 20 percent by the year 2010, and of improved breeds;
- (e) Ensure better prevention and control of plant and animal pests and diseases, in particular those which are of transboundary nature and where outbreaks can cause major food shortages, destabilise markets and trigger trade barriers; and promote concurrently the widespread development and use of Integrated Pest Management (IPM) practices. The target is the eradication of rinderpest and, if possible, foot-and-mouth disease, peste des petits ruminants (PPR), contagious

bovine pleuropneumonia (CBPP), lumpy skin disease, and Rift Valley fever, by the year 2010; the control of the desert locust by the year 2000 the establishment of regionally-coordinated IPM programmes for the major food crops in LIFDCs by the year 2000 and the full implementation by the year 2010 of the *Code of Conduct on Pesticide Use and Phyto-Sanitary Standards*.

41. To achieve Objective 4.3:

Governments, in cooperation with rural institutions and the private sector and with the support of international organizations, will:

- (a) Promote the development of rural markets, storage facilities and transportation systems, so as to be able to move food products quickly and efficiently from surplus to deficit areas and to provide regular and adequate supplies of inputs and implements to farmers;
- (b) Strengthen agricultural education, training and extension systems, ensuring their closer interaction with research systems and farmers, in particular small farmers, in food production technology development and transfer. National and capacity-building efforts, principally in LIFDCs should be supported with North/South and South/South cooperation among education, extension and research institutions;
- (c) Strengthen national research systems and related international cooperation in order to develop and demonstrate technologies which can raise crop yields and animal production to the best levels now observed under similar conditions (per unit of land, water, labour), can improve natural resource management, and can reduce pre-harvest and post-harvest losses, in particular by increasing the tolerance of crops, farm animals and production systems to pests, diseases, drought and other environmental stresses. In addition to investment requirements for national research capacity-building, recurrent requirements should be met for some 20 regional/international research centres and support to National Agricultural Research Systems (NARS) development;
- (d) Promote food production, processing and marketing systems which increase opportunities for stable, gainful and equitable employment conditions in the food and rural sectors; where appropriate, promote off-farm activities and pluri-activity in rural areas combining farm, forestry, and fisheries production with processing and marketing activities, cottage industries and tourism particularly in marginal areas and peri-urban areas; establish concurrently secure tenure and user rights for both private and common property resources for food production, (including land, water, forests, pastures, watersheds and fishing grounds) with a view to ensuring the management of food production capacities in a sustainable way; and to this end, induce, where necessary, changes in the size of production, processing and marketing units in response to social, economic and environmental needs. Pilot activities should be launched leading to the establishment and implementation of national programmes in all LIFDCs by the year 2010;

- (e) Develop rural banking and credit schemes (including micro-credit for the poor) as well as coverage by adequate insurance mechanisms.

**Commitment Five: We shall ensure that food and agricultural trade policies are conducive to improved food security.**

#### **The basis for action**

42. Trade in food within and between countries is vital to world food security. Without trade people and countries would have to rely exclusively on their own production; average incomes would be far lower, the choice of goods would be far less and hunger would increase.

43. Trade allows food consumption to exceed food production where output is constrained; it allows consumption fluctuations to be reduced and relieves part of the burden of stock holding, although the current surge of prices and supplies on world markets provides a warning of potential risks due to international price instability; trade has a major bearing on access to food via its positive effect on economic growth, incomes and employment: but a main issue for food security is whether this economic growth reaches the poor. Moreover, trade, the environment, sustainability and food security are closely related. Over the long-term, global food security depends on maintaining and conserving the national resource base for food production. With appropriate trade policies, sustainability and food security are compatible objectives.

44. The Uruguay Round Agreement defines a new international trade framework that enables developing and developed countries to benefit from outward looking trade policies and self-reliance strategies. Adaptation to the provisions of the various agreements during the implementation period and preparation for the next Round in 1999 may exceed the institutional and resource capacity of many countries. During the reform programme certain developing countries may experience difficulties in financing their normal levels of food imports, for which they would require extra assistance.

#### **Objectives**

- 45. Objective 5.1: We shall ensure that countries meet the challenges of and grasp the opportunities arising from trade;
- Objective 5.2: We shall ensure that countries are in a position to maintain their essential food import needs, protect themselves from potential instability in world prices and safeguard the food consumption levels of vulnerable groups;

Objective 5.3: We shall support the process of further trade negotiations, ensure that developing countries are well informed and equal partners in the process, and that the growing concerns about the environment do not unduly affect market access for developing countries' agricultural exports and thus constrain their efforts for self-reliant food security.

#### **Actions, priorities and deadlines**

46. To achieve Objective 5.1:

- (a) All countries, and especially developing countries, will establish well functioning internal marketing and transportation systems so as to facilitate a better link between domestic and world markets, and diversify agricultural exports horizontally, vertically and geographically to higher value and fast growing products and markets;
- (b) In compliance with the Uruguay Round, all members of the WTO should pursue the implementation of market access commitments which will open up markets to efficient food and agricultural producers and processors, including those of developing countries;
- (c) The international community will provide technical assistance to those developing countries requiring it, to formulate policy options and meet product quality standards, so that they are in a position to take advantage of the new market opportunities. About half of all developing countries would require policy assistance related to the *Agreement on Agriculture* as well as assistance to strengthen their capacity to comply with the *Agreement on Sanitary and Phytosanitary Measures*;
- (d) Developed countries will provide incentives to their enterprises and institutions for the purpose of promoting and encouraging technology transfer to developing countries (as envisaged in Article 66 of the *Agreement on Trade-Related Aspects of Intellectual Property Rights*).

47. To achieve Objective 5.2:

- (a) Food importing developing countries should examine WTO-compatible options and take the necessary steps to mitigate possible negative effects of world price instability, including through maintaining cost-effective food reserves, while ensuring adequate incentives to producers, and safeguarding food consumption levels of vulnerable groups through, where administratively feasible, targeted food consumption policies;
- (b) Food exporting countries should act as reliable sources of supplies and give due consideration to the food security of importing countries before imposing any export restrictions on foodstuffs, in accordance with Article 12 of the *Uruguay Round Agreement on Agriculture*;

- (c) The international community will make every effort to implement the *Decision on Measures Concerning the Possible Negative Effects of the Reform Programme on Least-Developed and Net Food-Importing Developing Countries*, and ensure that international financial institutions are in a position to help these countries meet possible short term difficulties in financing normal levels of commercial food imports;
- (d) International organizations, and particularly FAO, will continue to monitor closely developments in world food prices and stocks, and examine possible international action to ensure an adequate level of global food security reserves.

48. To achieve Objective 5.3:

- (a) In pursuing environmental and trade objectives, Governments should recognise that there can be environmental benefits from legitimate differences in national standards due to resource endowments, national preferences, and level of economic development;
- (b) International organizations, including FAO, will continue to assist developing countries in preparing for the next round of multilateral trade negotiations in agriculture. Such assistance may take the form of studies, workshops and training activities, including examination of possible new subjects in the negotiations, notably sustainability and the environment, and examining the prospects for commodities that are important directly or indirectly for world food security.

**Commitment Six: We shall promote appropriate investments in sustainable agricultural, forestry and fisheries production and post-production development, and in supporting research, infrastructure and services.**

**The basis for action**

49. Growth in agricultural production as part of sustainable and diversified rural development is an essential, though not sole, prerequisite to achieve food for all. Many developing countries have been unable in the past to mobilise the investment resources needed to reach this aim. Others have had difficulty in creating the sound policy environment in which investments can fulfil their potential. Official development finance (ODF) commitments to agriculture (broad definition) has declined from US \$13.4 billion in 1988 to less than US\$10 billion in 1993, and is a diminishing share of total investment.

50. To generate a rate of increase in food production in developing countries which matches population growth until the year 2010 and raises calorie availability in food insecure countries to 2700 Calories per person per day, it is estimated that gross investment in primary agricultural production of some US\$105 billion will be required annually. In addition, some US\$43 billion will be needed for related post-production facilities and about US\$37 billion for public support services and infrastructure. The total of US\$185 billion is some 30 percent above average agriculture-related investment in the

recent past. Over a half of the needed investment will, as in the past, take the form of private commitments by men and women farmers themselves for land improvements, new equipment, expansion of livestock herds and plantations, often in the form of their family labour. A further quarter will consist of other private investments in the post-production chain. Complementary public investment for some 20 percent of the total is the indispensable condition for shaping the environment for expanded, profitable private sector investment.

### **Objectives**

51. Objective 6.1: We shall create the policy framework and conditions of partnership between private and public investors that will ensure efficient investment in agriculture, fisheries and forestry on the scale needed to achieve food for all by the year 2010 and thenceforward;

Objective 6.2: We shall endeavour to raise annual investment in agriculture and related activities in developing countries to some 30 percent above present levels to reach by the year 2010 a global volume of US\$185 billion. Public investment would need to comprise some 20 percent of this total, varying with the importance of the sector and alternative ways to achieve food security in individual countries.

### **Actions, priorities and deadlines**

52. To achieve Objective 6.1:

Governments will, supported as appropriate by international financing and technical assistance agencies:

(a) Monitor and regularly review the impact of government policies and legislation on the flow and efficiency of agricultural investments which impinge on food security;

in cooperation with the private sector and NGOs, producers, their representatives, and processors:

(b) Forge new, operational, implementation partnerships to mutually support each others' potential investment contributions to improved food security;

(c) Strengthen and equip public institutions, and orient and train their staff, to enhance their supportive and facilitating role in promoting increased investment in food security;

and at the regional and international level, with support from external financial and technical assistance as appropriate:

- (d) Strengthen cooperation to share the costs of investments in areas of common interest such as technology generation and testing and natural resource (especially) water management, as well as to share investment experience and best practices.

53. To achieve Objective 6.2:

Governments will, at the national level:

- (a) Commit incremental public finance, supplemented as needed by external financial resources, on the scale, with the stability, and over the periods needed to support the facilitating government roles in achieving and sustaining national targets for food security, giving priority to rehabilitation rather than new investment where appropriate;
- (b) Cooperate with the private sector in promoting investment from domestic and foreign sources.

The international community will:

- (c) Monitor and supervise the flows of ODF for agricultural, fisheries and forestry development in developing countries to ensure that funds are sufficient to achieve the objectives of the World Food Summit, and that these external funds are effectively used, sustainable in their impact, stable and predictable in their availability, and properly focused on LIFDCs;
- (d) Finance the research needed to underpin both the regional and national generation of adapted technologies capable of contributing to food security;
- (e) Where national resources are insufficient, maintain flows of concessionary funding at the levels needed to complement new productive investments in agriculture, to secure their environmental safety and sustainability for the benefit of wider society and posterity;
- (f) Reverse the falling trend in international funding commitments to agricultural development to reach and maintain a flow of US\$15 billion annually by the year 2010, to be roughly shared between multilateral and bilateral sources in the relation 60:40 as in the past. Most of the additional resources should be on concessional terms to the poorest food insecure countries.

**Commitment Seven: We shall cooperate in the implementation and monitoring of the World Food Summit Plan of Action.**

**The basis for action**

54. Universal food security is an increasingly interdependent issue of concern to all members of the international community through trade for the global supply/demand balance, technology and research, investment and financial cooperation, transborder population movements, global threats to sustainable food security, political stability and peace, international drug traffic, prevention of and reaction to crises and disasters.

55. Global and regional mechanisms for political, financial and technical cooperation are not focused on the urgency of resolute action for accelerated and sustainable universal food security. Official Development Assistance (ODA) for agriculture has been decreasing in absolute and relative terms. Food markets have been tightening, and food aid volumes are at their lowest since the mid-1970s.

56. In addition to the indispensable, essential mobilisation of national efforts, the effective implementation of the World Food Summit Plan of Action is dependent on supportive international cooperation and on a monitoring process at the national, regional and global levels, using existing mechanisms and fora for its operation. The setting of realistic targets and monitoring of progress towards them calls for reliable and relevant information, which is still unavailable at the national and international levels in many crucial instances.

**Objectives**

57. Objective 7.1: We shall focus and where necessary improve regional and international cooperation mechanisms for implementing accelerated and sustainable universal food security;

Objective 7.2: We shall monitor progress in the implementation of the World Food Summit Plan of Action and targets without creating new mechanisms.

**Actions, priorities and deadlines**

58. To achieve Objective 7.1:

Governments, as members of the international community, will:

- (a) In the course of 1997, review the functions and capacities of intergovernmental bodies in their relation to food security, reduce duplications and identify key needs not adequately addressed by these bodies; make concrete proposals for their strengthening and for further improving coordination with national governments, and implement these proposals before 2000;

- (b) Review in 1997 the adequacy of the allocation of resources in international mechanisms for the actions specified for ensuring food for all, reallocate resources as required and provide special assistance to countries facing deteriorating food security, nutrition, health and resource degradation;
- (c) Review and streamline existing regional mechanisms and promote regional cooperation to establish programmes, policies and strategies for achieving food security and implementing the World Food Summit Plan of Action;
- (d) Reform technical assistance to more effectively build national capacity by hiring national experts and investing in local institutions;
- (e) Encourage a greater role for civil society organizations in addressing global interests and seek alliances for action which include them;
- (f) Cooperate among themselves and with research institutions, NGOs and international organizations to promote and support regional and international collaboration in the field of food security.

International agencies will:

- (g) Assist countries in reviewing national policies, targets, goals and timetables;
- (h) Provide technical assistance to countries, institutions and NGOs to facilitate implementation and to meet targets established by governments;
- (i) Help to arrange partnerships for economic and technical cooperation among countries on food security;
- (j) Raise the global profile of food security issues and help to sustain a commitment to universal food security;

In cooperation among themselves, countries and international financial institutions will:

- (k) Make every effort to ensure that food security goals and programmes are protected in difficult times of economic transition, budget austerity and structural adjustment.

59. To achieve Objective 7.2:

Governments will collectively, using and adapting as required the mechanisms of preparation of the World Food Summit:

- (a) By end 1997, set out an appropriate process for developing achievable national and global targets and verifiable indicators;

- (b) By end 1997 establish a timetable and procedures for the regular analysis and reporting of progress towards the World Food Summit targets, including a major progress assessment of World Food Summit goals at the global and national levels in 2005;

and individually:

- (c) In close collaboration between relevant ministries, local authorities and communities, non-government and research organizations, farmers and their organizations and the private sector, review and revise their national policies, programmes and strategies with a view to achieving the World Food Summit commitments;
- (d) Collect and use the information needed to guide and monitor progress towards universal food security including: growth in population and the labour force; sources of food demand and supply both internal and external, by major food group; share and number of undernourished people, their characteristics, location and sources of income (the Hunger Map); use of natural resources in both sustainable and unsustainable ways; correlation between quality of natural resources and the incidence of poverty and undernutrition; identification of surplus and deficit areas; income distribution and household food expenditures; and opportunities within and between countries in the production of food and agricultural products;
- (e) Establish national mechanisms to set priorities, develop, implement and monitor the components of action for food security within designated timeframes, based both on national and local needs, and provide the necessary resources for their functioning;
- (f) Encourage the involvement of local and provincial constituencies, NGOs, farmers and their organizations and the private sector in the process.

FAO, in cooperation with other relevant international organizations, will:

- (g) Develop global and regional Hunger Maps.

## **RESPONSIBILITIES FOR IMPLEMENTATION**

60. Governments have ultimate responsibility for creating and maintaining the economic and political conditions of sustainable self-reliant food security, particularly in forming and enforcing the legal framework of society, in fostering effective equitable participation and empowerment, in enabling private initiatives, in conducting macroeconomic and sectoral policies under their direct authority, in allocating public resources as appropriate to reach the objective of universal food security, and in promoting regional and international cooperation.

61. International cooperation through multi- and bilateral mechanisms and institutions has to be mobilised as required to provide the coordinated financial and technical assistance necessary to complement national efforts in reaching conditions conducive to economic and social development, and universal food security as a priority goal. South-South cooperation, North-South and East-West mutual help and sharing of expertise and experience is essential for this purpose.

62. International organizations have to strengthen and focus their capacity, effectiveness and cooperation, and to forge new partnerships with civil society, as required to provide appropriate advice and assistance to the formulation and implementation of policies conducive to sustainable food security at the household, national and international levels and to facilitate international cooperation.

63. While the main sources of agricultural investment decisions and implementation are farmers' own resources and labour and private investors, calling for the mobilisation of the entire civil community, the catalytic role of public investment and policies is determinant. In this area, the international donor community, including multilateral financing institutions, bilateral government agencies and NGOs will be able to make a critical contribution to secure food for all.

## **EXPECTED ROLE OF CIVIL SOCIETY**

64. The role of civil society is essential in fostering food security that engages every household and individual as well as communities at all levels. All sectors of civil society are expected to play an active role and to assume responsibility for implementing related components of the World Food Summit commitments and actions. Families, households, farmers and their organizations, communities, private businesses, NGOs, academic centres, trade unions, the media and all forms of social and cultural associations are urged to participate to help individuals and population groups achieve universal food security. Their full involvement has to be promoted and supported to lead to more adapted policy making and implementation, decentralised awareness-raising, generation and enactment of new ways to fight poverty and enhance food security.

65. Non-governmental organizations offer an important means of supporting public sector measures to achieve food security, and are particularly effective in reaching the poorest, households and communities in remote areas, notably in crisis situations and in the rehabilitation and development of crisis-affected areas; in lobbying for food security objectives; in promoting local participation in the design and implementation of programmes; and in identifying local needs and transferring appropriate technologies.

66. Through their own actions and through the media, NGOs can also play an important role in alerting and sensitising population groups to specific problems of resource degradation, unsustainable food production and processing practices, trade and environmental concerns, and in enlisting the participation of individuals in developing lifestyles, adopting production technologies and consumption habits which can facilitate durable solutions to the food problems. They will be in a good position to help developing countries prepare for the next round of multilateral trade negotiations, especially by sponsoring research into new areas for negotiation, and in helping to translate international agricultural policy initiatives into effective local level policy design.

67. Private sector enterprises play the lead role in investing in production and post-production activities and in services for agriculture, and more generally in employment creation and on-the-job training, as well as in the economic rehabilitation of disaster-affected areas.

68. Academic institutions, research centres and related private foundations are an important source of applied research aimed at improving the scientific and technological knowledge base against which food, nutrition and health problems can be analyzed and solved. Likewise, the media has the potential to mobilise, educate and influence public opinion and decisions concerning the state of food security in the world and in their local communities.



