



NORWEGIAN MINISTRY  
OF FOREIGN AFFAIRS

# Food Security in a Climate Perspective

---

A strategy  
developed in cooperation with  
Ministry of Agriculture and Food,  
Ministry of Fisheries and Coastal Affairs,  
Ministry of the Environment

**ENGLISH SUMMARY**  
January 2013





## Preamble

In 2010 almost one billion people did not have enough food to meet their basic nutritional needs. This is a serious human rights violation, because the right to food is a universal human right that is embodied in the International Covenant on Economic, Social and Cultural Rights.

In its policy platform for the period 2009–13, the Government therefore emphasised the need to intensify Norway's efforts to promote global food security by focusing on climate-resilient agriculture, fisheries and aquaculture in development cooperation. This was followed up in the white paper Towards Greener Development (Meld. St. 14 (2010–2011)), which describes the tools Norway will use to promote green development strategies. Norway's International Climate and Forest Initiative, promotion of renewable energy and support for climate change adaptation, with an emphasis on agriculture, are the main pillars of our efforts to promote green development.

We will give priority to increasing food production, especially by strengthening small-scale climate-resilient agriculture, and to the development of competence about the importance of ecosystems for climate resilience and access to water. We intend to promote research and private-sector engagement in African countries and to support measures to reduce wastage in food production. We also intend to promote the rights of smallholders, particularly women, and to strengthen the fisheries and aquaculture sector and the efforts of regional organisations in the agricultural sector. This will require close cooperation with national authorities and support for their plans for boosting production and food security. It will also mean intensifying international cooperation on improving the global framework conditions for achieving food security.

The present strategy, developed jointly by the Ministry of Foreign Affairs, the Ministry of Agriculture and Food, the Ministry of Fisheries and Coastal Affairs, and the Ministry of the Environment, is intended to promote increased food production in a changing climate. It covers the period 2013 – 2015. The Strategy is the Norwegian government's most important answer to the developing countries' demands for greater support for climate change adaptation.

Heikki Holmås  
Minister of International Development

Trygve Slagsvold Vedum  
Minister of Agriculture and Food

Lisbeth Berg Hansen  
Minister of Fisheries and Coastal Affairs

Bård Vegar Solhjell  
Minister of the Environment

### **An integrated approach**

The productivity of African agriculture is significantly lower than that on other continents. This contributes to maintaining poverty and increasing vulnerability to climate change. In some countries, especially in the Sahel region, food production could be halved by 2020 as a result of climate change. The need for food also leads to clearing of new land for agricultural production. This is a significant cause of deforestation, which in turn increases net emissions by reducing greenhouse gas sequestration and causing loss of biodiversity and changes in global and local rainfall patterns, and diminishes forest food resources.

In the future, agriculture, fisheries and aquaculture will have to satisfy the growing demand for food caused by the growing world population combined with a growing scarcity of resources for food production. Overuse of water, impoverishment and pollution of soil, overfishing and loss of biodiversity resulting from unsustainable production methods threaten global food security and in many areas also livelihoods, especially those of the poor. Better methods and integrated land use management are needed in order to increase food production and make it more climate resilient, and to reduce the pressure on natural resources.

Countries that recognise the links between climate change, energy and agriculture will be able to take a more comprehensive approach to green growth and to provide more favourable conditions for sustainable development that will ensure safe, sufficient food for everyone. Norway will therefore contribute to improved coordination between these three pillars of food security in countries that have the capacity to adopt a comprehensive approach of this kind.

### **Food loss**

Food loss is a serious problem. About one-third of all produced food is never consumed, for a number of reasons. Reducing food loss will yield considerable benefits – economic, environmental and in terms of equitable distribution – throughout the value chain. In developing countries, food loss is primarily due to inefficient harvesting methods, lack of competence, and post-harvest losses. Wastage also occurs as a result of lack of infrastructure, poor transport conditions, poorly developed local markets, and an imbalance between supply and demand.

### **Equitable distribution and gender equality**

Today enough food is produced in the world as a whole. The fact that so many people suffer from hunger and malnutrition is therefore not only a question of production, but of social, political and economic factors that prevent food from being equitably distributed. Food insecurity is thus a political and technical problem that requires a major investment in the agricultural sector. In order for growth in productivity to improve food security and reduce poverty, investments must be made along the whole value chain. They must cover access to water, fertiliser, agricultural tools, improved seed, better agricultural methods, and improved post-harvest storage conditions. Agricultural development is also dependent on sound infrastructure, price information, and access to credit and to local, national and if possible international markets.

Norwegian support for development should be used for the benefit of small-scale African food producers. Many of these are women. According to the Food and Agriculture Organization of the United Nations (FAO), equal access to productive resources and equal opportunities for women and men could increase local crop yields by up to 30 %. If climate-resilient agriculture is to be successful in boosting productivity and reducing poverty, women must be given real rights and opportunities. Strengthening the position of women in

agriculture is an essential condition for greater food security and a more equitable distribution of resources. Women's right to own and inherit land, and their access to factor inputs, education and markets, are vital factors in this context. A sound agricultural policy therefore needs a mainstreamed gender dimension.

### **Marine resources**

Fish is a valuable, sustainable and nutritious resource that contributes to food security. Much of the fishing in developing countries is done by artisanal fishers using simple technology, and their catches are mainly processed and sold locally. Women are often in a majority in this part of the value chain. Small-scale fisheries play an important role in local food security and local employment. Sustainable management and utilisation of marine resources helps to secure these jobs and increases access to food.

Illegal, unreported and unregulated fishing (IUU fishing) reduces the resource base and poor people's incomes, and limits their access to food. IUU fishing is estimated to result in annual losses of around USD 1 billion in sub-Saharan Africa. It is also an unsustainable exploitation of natural resources and has serious long-term negative impacts on local businesses and development in the coastal communities concerned. Measures should be targeted at both commercial vessels that take advantage of inadequate monitoring capacity and local fishers using illegal fishing gear and operating in large enough numbers to deplete the resource base.

### **Investment**

There is a considerable need for investment in African agriculture, both in small-scale farming and in large-scale operations. Measures to promote large-scale commercial agriculture are included in the national plans for growth and development of most African countries. However, if agriculture on this scale is not to result in unsustainable development, private investment must be regulated by strict requirements regarding environmental and social sustainability.

Large-scale commercial farming is dependent on access to capital from public and private investment, and a country wishing to attract investment in agriculture must provide good framework conditions. These must include predictable conditions, rules that permit return on invested capital, a taxation system that provides incentives to boost productivity, and clearly defined land tenure rights.

Large-scale projects can attract investment in infrastructure, introduce new, improved technology and create jobs in the formal and informal sectors. In addition, they can increase access to regional and international markets that also benefits smallholders.

### **Local ownership**

Strong, free and locally organised civil society is a precondition for improving food security. Like the media, it serves as advocate and watchdog vis-à-vis the authorities and private actors. It also supplies services that complement public services and fill the gap before they are in place. In addition to local NGOs, Norwegian NGOs possess knowledge, experience and networks that will be needed in the years to come. Cooperation with these latter organisations, and to an increasing extent with their partner organisations in the South, is essential to the Government's efforts to promote food security.

Farmers' organisations play an important role in food security, not only as a local voice to authorities and donors, but also in spreading knowledge about locally adapted cultivation

methods and other agricultural concerns. Supporting the efforts of farmers' organisations to obtain better framework conditions is therefore essential to the development and facilitation of climate-smart agriculture.

### **Norwegian focus and efforts – financial framework and time horizon**

Implementation of the strategy will be included in the work plans of the Ministry of Foreign Affairs and in the allocation letters to Norad and the embassies. The Government will consider priorities and shifts in the aid budget in connection with the annual budget proposals. Annual status reports will be submitted on the implementation of the strategy, based on reports from embassies drawn up in cooperation with the national authorities and partner organisations involved.

#### **A two-track implementation**

##### **1) Norway will promote food security in a climate change perspective at the international level and will through these efforts seek to strengthen the global institutional architecture for food security.**

Food security, including the improvement of productivity in agriculture, fisheries and aquaculture, together with ecosystem conservation, is among the main priorities of Norwegian development cooperation. Norway intends to take a more active part in the discussion on food security in the UN system, in international financial institutions, and with both new and existing partners, in order to ensure that global priorities, guidelines and framework conditions strengthen the efforts to promote food security and the right to food at the national and local levels. Securing long-term access to food requires a broad approach that covers climate change and environmental considerations, integrated natural resources management, production conditions and a rights-based perspective.

Norway will act as a voice for the demand for formal and informal rights of small-scale food producers, especially women. Measures enabling smallholders and artisanal fishers to adapt to climate change and practise sustainable management will receive particular attention. The whole value chain must be taken into account. Smallholders also need access to improved seed, factor inputs, credit, education and well-functioning markets. Wastage and food losses along the value chain need to be reduced. Access to food depends not only on an adequate food supply to the market but also on people's ability to pay for it.

Norway will also advocate more sustainable national and local management of marine and terrestrial natural resources.

##### **2) Norwegian aid to agriculture, fisheries and aquaculture will be increased.**

Norwegian support for food security will be increased by NOK 500 million over the next three years (2013–15). Supported measures must meet the quality requirements for performance and good management that apply to all Norwegian development aid. The increase for 2013 will amount to up to NOK 200 million, which will be allocated under different budget chapters. In 2013, around 50 % of the allocation will go to bilateral cooperation and the remainder to multilateral organisations. The increases for 2014–15 shall be allocated from within existing budgetary frameworks.

### **Aid to individual countries**

#### *a) Synergy between the Climate and Forest Initiative, efforts to promote renewable energy, and support for agriculture*

In **Ethiopia**, **Mozambique** and **Tanzania** agricultural support should be viewed in the context of the Climate and Forest Initiative and the promotion of renewable energy. This will strengthen the country's capacity for integrated land use management. The intention is to enable the country concerned to increase food production without increasing deforestation. Better cultivation methods and good market access will encourage this trend. In Tanzania support for the Southern Agricultural Growth Corridor of Tanzania (SAGCOT) will be given priority. In Mozambique support for the Beira Agricultural Growth Corridor (BAGC) will be considered. In connection with these corridors, efforts will be made to facilitate the expansion of public-private partnerships, for example with the Norwegian company Yara. In Ethiopia most of the support will be used to strengthen the authorities' own strategy for green development. Cooperation with a number of different actors, such as NGOs, academic institutions and bilateral and multilateral partners, will be sought.

#### *b) A stronger focus on climate-resilient agriculture*

Support for climate-resilient agriculture in **Zambia** and **Malawi** will be increased. There are already programmes for improving production methods that reduce the impacts of climate variations and erosion, and increase crop yields. The programmes consist of proven measures targeted at smallholders, especially women, and include training, access to factor inputs, product processing and improving market access.

#### *c) Preventing famine in drought areas*

The famine in the Sahel belt is being aggravated by violent conflicts and the resulting refugee flows. This reduces access to food and to land areas that can be used for food production. In 2013, Norway will primarily provide NOK 30 million in support for the Nigerians Nourish Nigerians (3N) initiative in **Niger**, and the money is being channelled through the World Food Programme (WFP) in the form of earmarked funds. In autumn 2012, Norway entered into a four-year agreement with WFP that ensures predictable funding and enables it to follow the organisation's activities through annual bilateral meetings. Norway will also consider reviving its cooperation with Mali as soon as the political situation allows. Efforts to prevent a food crisis in the Horn of Africa will be continued through humanitarian channels.

#### *d) Fisheries and aquaculture*

Norway is intensifying its efforts to promote sustainable fisheries and aquaculture management. Norway has expertise on every stage of the value chain and can provide advice and cooperation on efforts to ensure that fish becomes an even more important source of food. Aid for fisheries management and monitoring will make it possible to exploit this resource more fully, create a basis for commercial activity and increase access to food.

Norway will consider continuing the cooperation with Namibia on support for a revision of the country's fisheries legislation, and also whether to initiate projects under the bilateral agreement with Angola. The long-term cooperation with Mozambique, including on development of the aquaculture industry, will be strengthened and given a more commercial turn when the institutional framework is in place.

Norway will, in cooperation with international organisations, intensify its efforts to prevent IUU fishing in Africa and on promoting more sustainable fisheries management with a view to increasing food security. Cooperation with countries in West Africa that have signed the

agreement on the Continental Shelf Initiative is a possibility. Norway will, in cooperation with FAO on completion and implementation of the Guidelines for Sustainable Small Scale Fisheries Development.

Cooperation with FAO on a programme to support the establishment of aquaculture in sub-Saharan Africa will be considered. The aim of the programme will be to facilitate financially and environmentally sustainable aquaculture based on an ecosystem approach.

Norway will intensify its work in the fisheries and aquaculture sector, primarily the work of assessment and monitoring of marine resources under the EAF-Nansen Project. Norway will also contribute to the practice of ecosystem-based fisheries management in developing countries, with a stronger focus on climate change and its impacts on marine resources.

Norway will consider supporting a programme for monitoring the presence of pollutants in fish from West African fisheries. A project for sampling and analysis could be conducted in cooperation with the EAF-Nansen Project.

#### *e) Private sector development*

Norwegian support for individual countries will be primarily directed at promoting public-private partnerships and providing incentives for private investment, for example by supporting value chain programmes. This will involve continuing the strategic cooperation with Norwegian and African private sectors, which is partly based on Norwegian business schemes in selected African countries.

Norway will intensify its efforts to ensure that developing countries produce food that is safe and can be sold in national and world markets. This means for example supporting efforts to ensure that food products meet the requirements set out in the World Trade Organization (WTO) Agreement on Sanitary and Phytosanitary Measures, including the international standards developed by the Codex Alimentarius, the World Organisation for Animal Health (OIE) and the International Plant Protection Convention (IPPC) and, to a growing extent, the private standards set by major international trade operators. These standards and requirements also apply to animal health in general and to plant health.

#### **Regional cooperation**

Norway will strengthen its cooperation with African countries by increasing its support for regional organisations and initiatives. This will mean stepping up the support to the African Union/New Partnership for Africa's Development (NEPAD) and regional African organisations. It is particularly important to support the emphasis on climate change and women in the Comprehensive Africa Agriculture Development Programme (CAADP), and the development and implementation of national plans in line with this emphasis. Norway will also consider stimulating cooperation between coastal states with adjacent exclusive economic zones on combating IUU fishing more effectively.

The cooperation with TerrAfrica (coordinated by NEPAD) on sustainable land management will be deepened. Cooperation with the Alliance for Green Revolution in Africa (AGRA) will be continued, with the aim of supporting climate-smart agricultural programmes in selected countries. In the research sector, support for the Consultative Group on International Agricultural Research (CGIAR) will be continued. The possibility of strengthening South-South cooperation between Embrapa and CAADP, particularly in Portuguese-speaking African countries, will be considered. Norway will examine the question of funding similar

South–South research cooperation between a number of Asian and African countries on Sustainable Rice Intensification (SRI), in which Bioforsk plays a central role.

### **Multilateral cooperation**

Norway will contribute financially to the work for global food security, primarily through the UN organisations WFP, FAO and the International Fund for Agricultural Development (IFAD), but also through closer cooperation with other multilateral organisations such as the World Bank, the International Finance Corporation and the African Development Bank. Priority will be given to strengthening the work on climate change adaptation and increasing women's influence and participation in primary industries, including their access to means of production. Norway will also consider supporting the cooperation between UN Women, FAO, WFP and IFAD. The present cooperation with FAO will be continued and strengthened. Norway is thereby contributing to the long-term efforts of FAO in the fields of capacity-building and development of norms and standards. This includes reducing food loss along the whole value chain, preventing plant and animal diseases, and intensifying the work for conservation and sustainable use of genetic resources. In this connection Norway will consider supporting the efforts of small-scale food producers in developing countries on conservation and sustainable use of plant genetic resources for food and agriculture, partly through contributions to the International Treaty on Plant Genetic Resources for Food and Agriculture.

Norway will strengthen the efforts to improve conditions for artisanal fishers in its cooperation with FAO and in accordance with the Guidelines for Sustainable Small Scale Fisheries Development. The efforts to improve women's position in the value chain will also be strengthened. The broad-based efforts to comply with the Aichi Targets under the Strategic Plan for Biodiversity 2011–2020 will be continued.

### **Civil society**

The present strategy is intended to encourage African farmers' organisations to become involved in climate-resilient agriculture. Civil society organisations will also be valuable partners in the efforts to strengthen the position of small-scale food producers and women's formal and informal property rights in particular. Norway will continue and consider increasing its support for the establishment of farming cooperatives. An increase in support to farmers' organisations and fisheries and aquaculture organisations will also be considered.