Annex XV: Dutch food security policy

This annex describes the Dutch food security policy centrally and the way it is implemented decentrally by the Embassy of the Kingdom of the Netherlands (EKN) for Rwanda in Kigali decentrally through the Multi annual strategic plans (MASPs).

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1.1 Dutch food security policy (centrally)

The central Dutch Food Security Policy 2012-2015 (Policy letter 2011) of the Dutch ministry of Foreign Affairs focuses on four pillars for all partner countries: (1) increased sustainable agricultural production, (2) access to better nutrition, (3) more efficient markets, and (4) a better business climate. The annual expenditure on food security was raised from € 160 million in 2011 to € 435 million in 2015.

At first the evaluation period 2012-2015 of this study was covered by the Dutch food security policy letter 2011 of the ministry of Foreign Affairs and the Multi Annual Strategic Plan (MASP) 2012-2015 of EKN. However on 18 November 2014 a new policy letter on food security was published by the Dutch ministry of Foreign Affairs. In the meantime EKN also drew up a new MASP, covering the period 2014-2017. That is why IOB had asked us to also take into consideration the highlights of the new food security policy (paragraph 1.2) and the new MASP (2014-2017) as reference points for this evaluation.

New Food Security Letter 2014

The new Food Security Letter 2014 focuses on three pillars: (1) elimination of current hunger and malnutrition, (2) promotion of inclusive and sustainable growth of the agricultural sector, and (3) realization of ecological sustainable food systems.

Although the Food Security Letter 2014 builds upon Dutch Food Security Policy 2012-2015, several aspects have gained more or new attention in the letter, while other aspects have lost attention. First, while the first pillar of the Food Security Letter 2014 was mostly incorporated in Dutch Food Security Policy 2012-2015, the new letter additionally relates nutrition of young children and mothers to sexual and reproductive health and rights of (young) women. Furthermore, the letter has a larger focus on interventions that promote stability to increase the ability of local communities to cope with external shocks such as droughts and price fluctuations. Especially stability interventions such as risk management, insurance, social security systems, and climate adaption will be focal points.

Second, the pillar 'Promotion of inclusive and sustainable growth of the agricultural sector' was also largely covered in the pillars 1, 3 and 4 of the Dutch Food Security Policy 2012-2015. However, the policy letter 2014 has an additional focus on stimulating young and female entrepreneurs to start a business in

the agricultural sector. Furthermore, the new policy letter no longer pays attention to stimulating the financial sector (credit and saving) and pays less attention to infrastructure.

Third, the Food Security Letter 2014 specifically addresses climate change, degradation of ecosystems, and exhaustion of water sources in its third pillar: Realization of ecological sustainable food systems. Although the intensification of agricultural sector to increase sustainable production was already a focal point in the Dutch Food Security Policy 2012-2015, in the new policy letter additional attention is paid to making consumption patterns more sustainable and reducing food waste. In addition, there is increased interest in climate change adaptation and the reduction of carbon emissions. Climate change considerations will be incorporated in all activities. Sustainable development of the livestock business is also given specific attention. Overall, key concepts with respect to the third pillar are the 'local context', 'diversity' and 'custom-made policies'. Therefore, the new policy letter is more regionally focused.

1.2 EKN food security policy in Rwanda (decentrally)

The food security policy of the EKN is based on the Multi Annual Strategic Plans (MASP) 2012-2015 (2011) and 2014-2017. We will describe them briefly below.

MASP 2012-2015

EKN describes the objective of the food security programme as follows in the Multi Annual Strategic Plan 2012-2015: "more food and nutrition security in Rwanda". To reach this objective, several intermediary outcomes are identified as relevant such as post-harvest losses should be reduced, so that more food and food of better quality reaches the consumer ("more efficient markets"). Also, people who grow little or no food need income to buy it and vulnerable groups need enough nutrition ("better access to healthy food"). This is particularly challenging for the "growing number of landless Rwandans that cannot be fully absorbed by growth in the private sector"[1]. EKN wants to contribute to these country outcomes through (1) an improved enabling environment for (post-harvest) agri-business and (2) better access to healthy food for very young children. Figure 3-1 presents the intervention logic of EKN.

It is expected by EKN that an improved enabling environment will lead to more and better organized agri-business, especially agro-processing, (commercial) storage and food-related trade. This will increase the likelihood that harvest reaches the consumer. Also, rural people with little or no access to land and unable to grow their own food will have more chance to find a job, gain an income and become food secure. Cooperatives of small farmers are part of our definition of agri-business.

[1] Embassy of the Kingdom of the Netherlands, Kigali Multi-annual strategic plan (EKN MASP) 2012 – 2015, page 7.

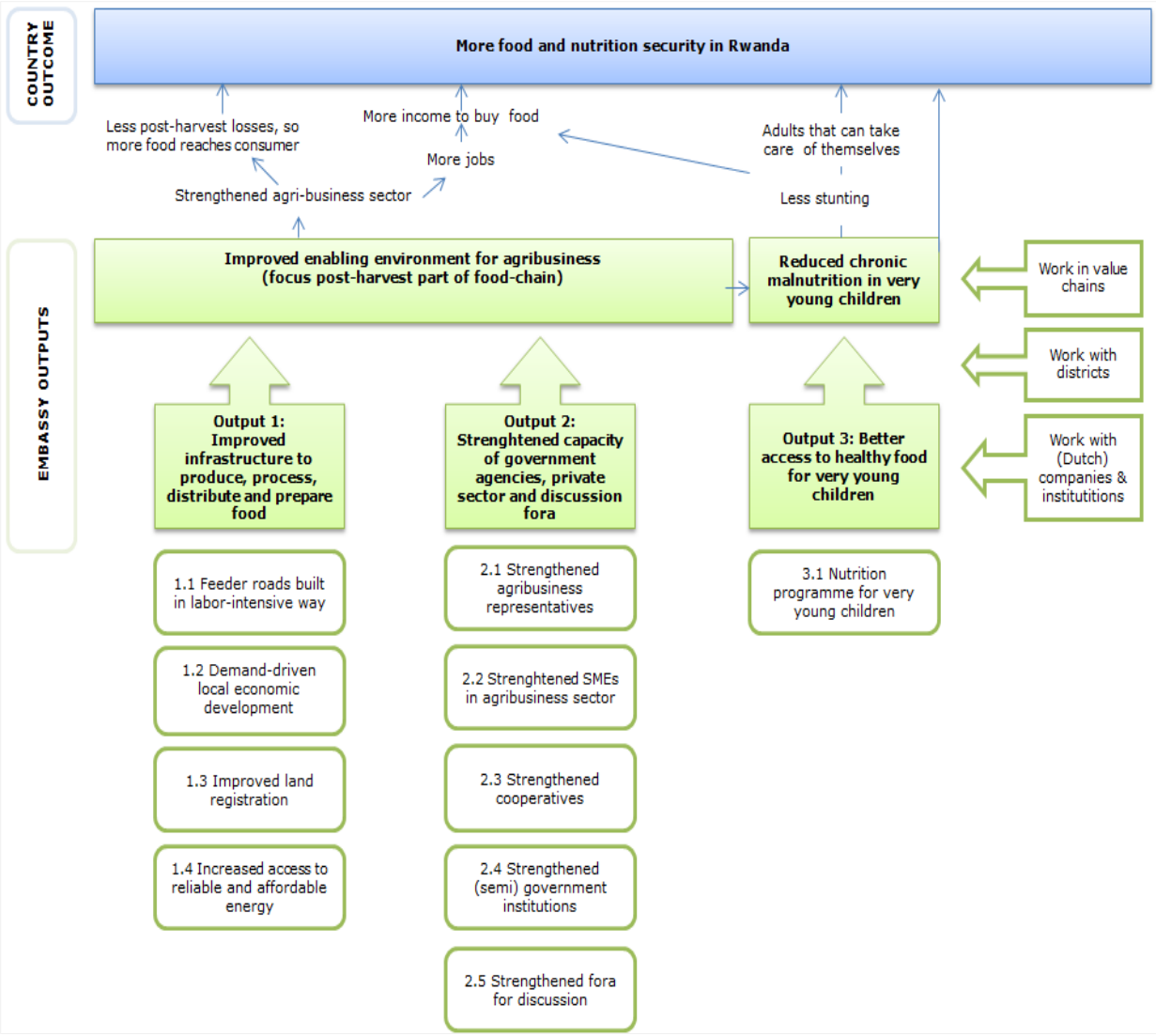

Figure 3-1: Food security intervention logic, Source: MASP 2012 – 2015

MASP 2014-2017

In the new MASP 2014-2017 of EKN, similar embassy outcomes are desired as in MASP 2012-2015. However, small differences per outcome can be observed. First, MASP 2012-2015 focused on access to reliable and affordable energy as part of output 1 of the intervention logic (fig. 3-1). Nevertheless, this focus will be phased out during the time period 2014-2017 based on the new Dutch policy letter. Therefore, renewable electricity generation projects will no longer be supported by EKN, which also affects one of the projects in the portfolio (1994 Electricity Access Roll-out Program, EARP). The project already had two follow-up projects EARP I and EARP II. As from 2017 further projects under EARP will not be financed by EKN.

Regarding outcome 2, EKN provides clearer policy goals in MASP 2014-2017. In 2014, the Agri-business Sector Development Facility (in 2012 indicated as Front Office Fund) is supposed to focus specifically on Small and Medium Enterprises (SMEs), while in 2012 all companies were targeted. Furthermore, EKN will continue to strengthen government agencies, but will also explore the possibility of linking up knowledge institutes to this activity in the 2014-2017 period. Additionally, output 2.5 'Strengthened fora for discussion' is not mentioned in the new MASP.

Outcome 3 of MASP 2014-2017 is identical as before: 'Increased access to healthy food for very young children'.

Differences between MASP's 2012-2015 and 2014-2017

Overall, the new MASP has a larger focus on regional challenges. First of all, it pays attention to rising numbers for youth unemployment, which can be seen as an alternative pathway to further decrease food security. Therefore, EKN continues to focus on development of agri-business sector to provide more jobs for youth. Second, increasing land and water scarcity underscore the need of higher yields, productivity and regulation of land ownership. Whereas the regulation of land ownership was already addressed in MASP 2012-2015, the new MASP has a larger focus on increasing yields and productivity to increase food availability. Third, in MASP 2014-2017 EKN addresses inequality within the household in order to reduce the number of stunted (chronically malnourished) children. Moreover, gender will be mainstreamed into the programme where feasible. In the previous MASP these topics were not mentioned.

Furthermore, MASP 2014-2017 points out several new challenges. To start, in the new MASP greater synergy between water and food security spearheads will be aimed for, as the agricultural sector is a major water user. Another challenge is, a new cross-cutting issue, climate/disaster risk reduction, which will be integrated in the food security programme (although not yet specified in what manner). It should be noted that MASP 2012-2015 already had a focus on climate change in the energy part of the programme, but this energy part will be phased out.

MASP 2014-2017 has an additional focus on 'Economic Development and Foreign Trade'. It uses the food security programme to reduce bottlenecks, infrastructure and capacity problems for the private sector by attracting Dutch investments. In addition, EKN will explore several options for new activities: deepen the focus on youth employment and further integrate Technical and Vocational Education and Training (TVET), one of the projects in the food security portfolio, in the food security programme; exploring opportunities for the Netherlands to add value to regional value chains; evaluate the sustainability of the land programme and increase the sustainability of EKN's intervention at the local level; consider further support of the Joint Action Development Forum which was started in MASP 2012-2015; and further explore opportunities of joint EU programming in the field of nutrition, agriculture, and local economic development. It will also be discussed whether the EU can take over the Dutch efforts in the field of energy.