Donor contributions to food systems

STOCKTAKING REPORT

September 2021

Global Donor Platform for Rural Development

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ACKNOWLEDGEMENTS

This report of the Global Donor Platform for Rural Development (GDPRD) was produced by the GDPRD Secretariat, under the supervision of the GDPRD Board members and the coordination of Maurizio Navarra, Senior Partnership Officer and Secretariat Coordinator.

In addition to the authors – Jim Woodhill, Director of AgriFoodNexus Consulting and Honorary Research Associate at the University of Oxford; Kristal Jones, Consultant; and Sylvia Otieno, Consultant – the Secretariat would like to acknowledge the support received from Lise Saga and Petronilla Wandeto, Interns, and Alessandro Cordova, Administrative Assistant. The SDG2 Roadmap Thematic Working Group of the GDPRD was also instrumental in providing inputs to the report and validating findings, data and conclusions.

The report was graphically designed and laid out by Andrea Wöhr, Graphic Design Consultant, under the coordination of Michelle Tang, Communications Coordination Analyst in the GDPRD Secretariat. It was edited and galley proofed with the support of the Communications Division of the International Fund for Agricultural Development.

ABOUT THE GLOBAL DONOR PLATFORM FOR RURAL DEVELOPMENT

The findings and conclusions in this report have been endorsed by the Global Donor Platform for Rural Development Board; they do not, however, necessarily reflect the views and policies of any individual member of the Global Donor Platform for Rural Development.

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ABBREVIATIONS

CFS	Committee on World Food Security
CGIAR	Consultative Group for International Agricultural Research
COVID-19	coronavirus disease 2019
CRS	Creditor Reporting System
DAC	Development Assistance Committee
FSS	Food Systems Summit
GDPRD	Global Donor Platform for Rural Development
NGO	non-governmental organization
ODA	official development assistance
OECD	Organisation for Economic Co-operation and Development
SDG	Sustainable Development Goal

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EXECUTIVE SUMMARY

This stocktaking report on donor contributions to food systems has been developed by the Global Donor Platform for Rural Development (GDPRD). It has been prepared as a contribution to the United Nations Food Systems Summit (FSS).

Global donors have a critical role in leveraging change through the investments they make, the innovations they support and the international collaboration they enable. Although donor investments in food systems are relatively small compared with the investments of farmers, food sector businesses and national governments, their contributions can be critical in enabling and incentivizing other actors to play their part. Optimizing the catalytic and leveraging potential of donor support will be key in responding to the outcomes of the FSS.

In this report, the term "food systems" refers to how food is produced, processed, distributed, marketed and consumed, along with the associated supporting functions and institutional environments, involving a broad range of actors. A food systems approach looks at the outcomes of food systems in terms of food security and nutrition, and social and economic benefits, including livelihoods, health and the environment. It also considers the key drivers and trends shaping the evolution of food systems.

This stocktaking report assesses the scale and type of official development assistance (ODA) for food systems provided by donors (public and private foundations), and the pathways through which that investment flows (bilateral relationships, via multilaterals, through non-governmental organizations (NGOs), etc.). The purpose of this report is to provide a broad mapping of ODA contributions to food systems, recognizing that many stakeholders engaging in the FSS may have a limited understanding of ODA. Some aspects of the report are intended to be illustrative rather than fully comprehensive.

The report is based on data from the Organisation for Economic Co-operation and Development's Assistance Committee (DAC) Creditor Reporting System, interviews with donors who are members of the GDPRD, and donor websites. The analysis for the report has also compiled over 700 recommendations from some 30 reports on where and how investment is needed in food systems, agriculture and nutrition. This analysis provides a basis for examining the degree to which the current portfolio of investments aligns with or deviates from what will be needed to respond to the outcomes of the FSS.

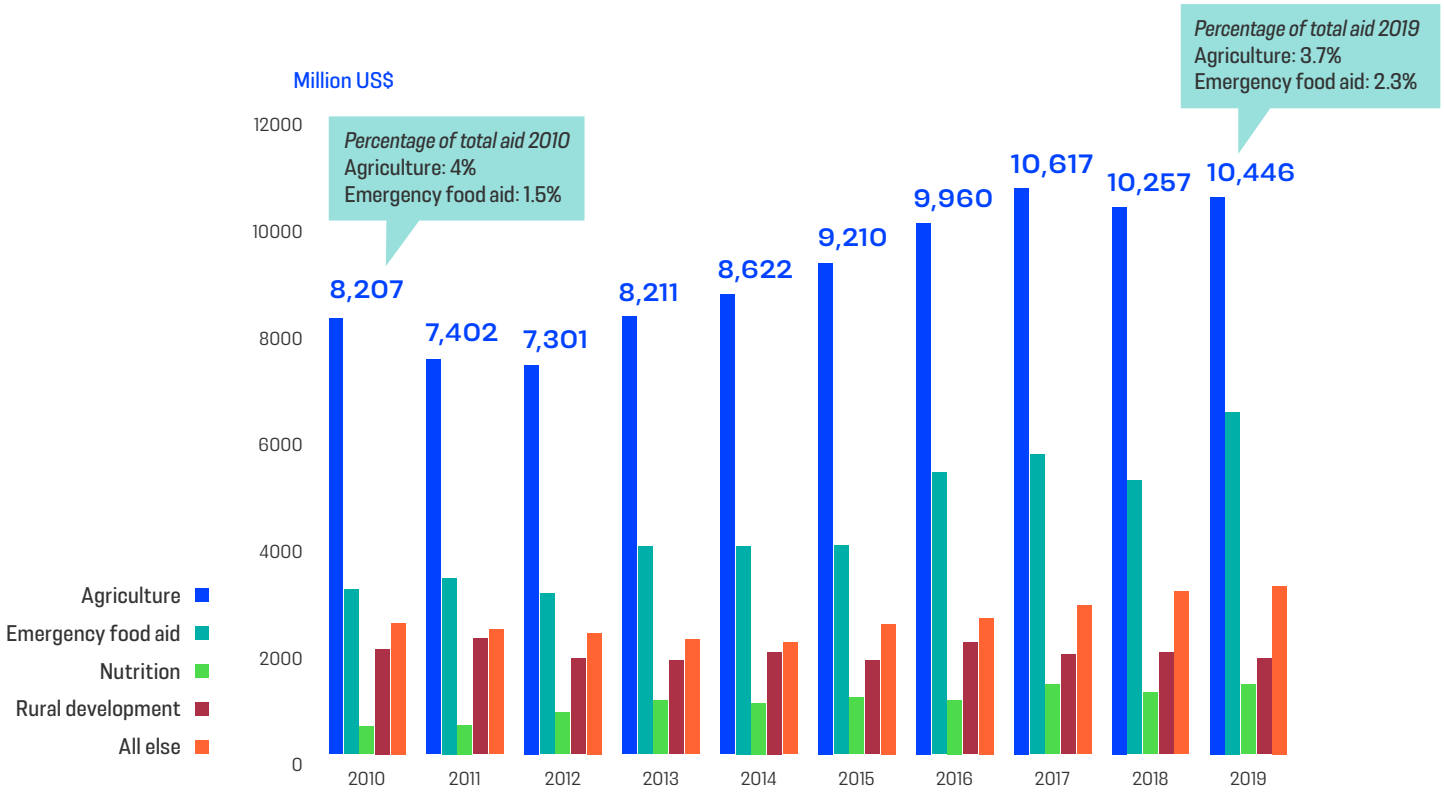
This stocktaking report will be complemented by a subsequent forward-looking GDPRD white paper that will examine the future role donors can play in supporting the agenda for transforming food systems that emerges from the FSS.

Overview of donor food system investments

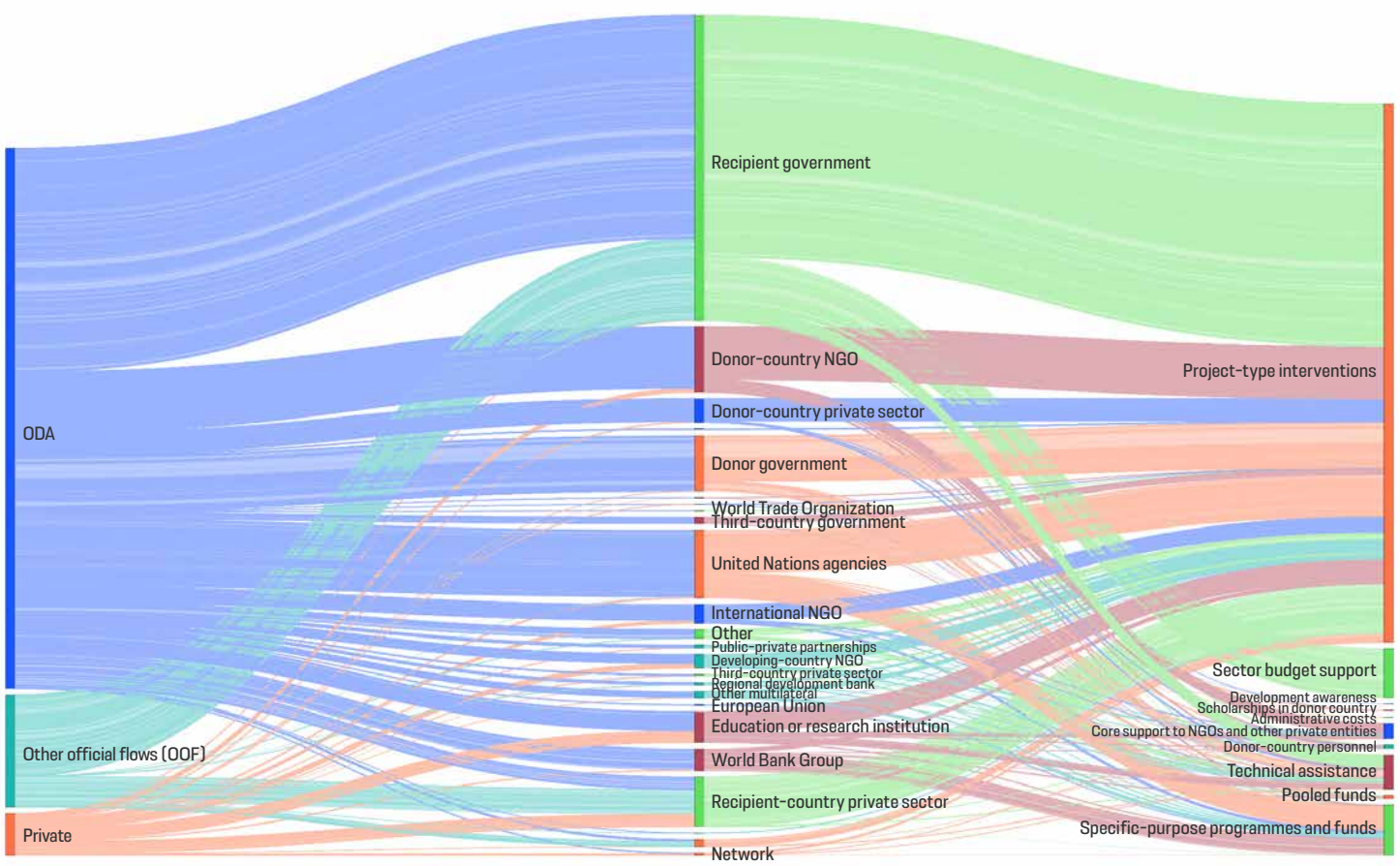
In 2019, total DAC-recorded ODA was nearly US$280 billion; of this, 8 per cent (US$23 billion) went to investments that this report categorizes as related to food systems. This 8 per cent of total ODA expenditure on food systems has remained constant since 2010. **FIGURE 1** shows food systems-related expenditures categorized by agriculture, emergency food aid, nutrition, rural development and other. Agriculture, which includes the entire agrifood value chain and natural resources management, attracted the most investment. The last decade has seen expenditures on agriculture and rural development drop as a percentage of total aid, while expenditures on emergency food aid have more than doubled in absolute amounts.

FIGURE 2 shows the sources, channels and aid types for ODA flows to food systems (emergency food aid excluded). It shows that most food systems-related ODA flows through recipient governments to in-country projects. However, NGOs and the private sector along with United Nations agencies also play key roles as intermediaries in the flow of food systems-related ODA. Most ODA ends up in country-level project interventions, with a vast number of individual projects covering a very broad range of areas.

EXECUTIVE SUMMARY FIGURE 1
Expenditure patterns in food systems-related categories



EXECUTIVE SUMMARY FIGURE 2
Food system funding flows by source, channel and aid type, 2019



Source: Organisation for Economic Co-operation and Development Creditor Reporting System database.

Types of investment

The report identifies seven key areas where donor funding makes significant contributions to food systems. These areas were confirmed as a good representation through interviews with donors.

Recipient-country projects and programmes: Ultimately, the vast majority of food systems-related ODA funds flow to the implementation of in-country projects and programmes across a very wide range of issues and themes. These investments, for example, contribute to infrastructure, development of inclusive value chains, financial services, agricultural research, extension and advisory services, enterprise development, community development, producer organizations and family farmers, sustainable management of water, soil and biodiversity resources, agroecology, climate-smart agriculture, nutrition-sensitive and nutrition-specific programming, women's and young people's economic empowerment, engagement of the private sector, policy reform, education and social protection.

Support for United Nations organizations: Donor funds support United Nations organizations and specialized multilateral agencies (IFAD, World Bank, etc.) that play important roles in supporting national and global food systems. Money from donors is used to fund technical analysis and advice at the global and national levels, support a range of key initiatives and programmes, and provide loans to low- and middle-income countries for agricultural and food-related investments.

Food systems governance, platforms and networks: Donor funding supports a complex international and regional architecture of intergovernmental and non-governmental decision-making and policy forums, networks and initiatives. This architecture provides the global governance capacity for issues to be identified, for the setting of agendas and priorities and for coordinated action. The Committee on World Food Security and its High-level Panel of Experts plays an important role in this regard.

NGOs and civil society: NGOs, whether based in the donor country or the recipient country, are key partners of many donors in implementing on-the-ground projects. They also have a key advocacy role. They are often seen as having the flexibility and capability to work at the grass-roots and community levels, something that is not always true of work by national governments or international organizations.

Research and innovation: A critical contribution of the global donor community is to global public good research in food systems, and in particular to agricultural research. Most significant is the support for the CGIAR Consortium.

Development finance: Donors support international and regional financial institutions to make concessional loans to national governments and private sector operators. They provide replenishment funds that enable the institutions to make loans to their clients, and they often supplement this with funding for grants to support the technical advice that is needed to develop bankable projects and advise clients.

Private sector and market development: There is an increasing focus on using donor funding to broker public–private partnerships, encourage responsible business and investment practices, and mobilize private sector investments. Donors also support many value chain and market systems development projects that broker the access of small-scale producers to markets.

Conclusions and implications

The **food systems framing** is more than just semantics – it signals the need to take a more holistic and integrated view of how central food is to all development issues.

- It crosses the traditional divide between the concerns of poorer and wealthier nations.
- It means looking much more closely at the interactions, trade-offs and synergies across the food system outcomes of livelihoods, nutrition and environment.

- It means greater focus on consumption patterns as drivers and the food system midstream in terms of processing, distribution and retailing.
- It means working in a much more integrated way across the traditional silos of agriculture, health, environment, economic development, infrastructure and trade.
- There is a significant data gap in being able to fully analyse development progress and funding from a food systems perspective.

The **scale of funding** to food systems is modest, at 8 per cent of total ODA, and small relative to the total value of the agrifood sector, yet this funding is critical, and often the only source of funding for many vital initiatives.

- Limited funding has to be used in an optimally enabling and mobilizing way.
- A recent Ceres2030 report estimated that an additional US$14 billion of donor funding, leveraging US$33 billion of national government expenditure, will be required to achieve Sustainable Development Goal 2 alone (Laborde et al. 2020).
- Given the central role of food systems to achieving all Sustainable Development Goals, the balance of ODA funding for food systems-related interventions relative to other ODA priorities should be examined.
- Despite its importance, ODA is under pressure as a consequence of COVID-19 and general development scepticism in some donor countries, which creates a need to better profile the positive contribution of ODA investments for food systems globally.
- Investments in the food system can help to deliver on a wider set of development outcomes, and a food systems framing can help to identify synergistic ways of using existing ODA resources.

The **breadth of funding** by donor funds covers a vast array of interventions across all aspects of the food system and also supports initiatives at global, regional, national and local levels.

- There are already a wide range of interventions across the five FSS Action Track areas and initiatives focusing on most of the recommendations that have been made by recent reports.
- There does not appear to be critical areas where there are big funding gaps; however, these efforts currently do not add up to the scale of change needed for a food systems transformation.
- Current data systems provide a limited capability to assess the balance and relative merits of different types of food systems investments.
- Careful thought and deeper analysis will be required to rebalance the ODA food systems portfolio with the outcomes of the FSS, with a particular focus on country-level assessment.

The **global response capability** to food systems issues is largely underpinned by ODA funds through the support for international organizations, processes, platforms and research.

- ODA support for global institutions and processes has substantial benefits for donor/high-income countries as well as for low- and middle-income recipient countries.
- The importance of ODA in supporting this overall global response capability is arguably not widely enough understood, recognized or valued.
- The current global architecture of institutions, processes and platforms has evolved in a relatively ad hoc way over many years and largely without a food systems framing.
- An important question for donors and the wider international community will be the extent to which the current architecture is fit for the purpose of supporting the food systems transformation agenda that will emerge from the FSS.

Coordination of donor funding and initiatives is made even more critical by a food systems approach, yet coordination remains challenging and can be hampered by a trend of donors moving towards more bilateral initiatives at the expense of multilateral cooperation.

- In 2018, 73 per cent of all ODA to agriculture was bilateral aid, with bilateral DAC donors reporting 13,649 aid activities with an average funding of US$500,000 (Bharali et al. 2020).
- It is impossible to work effectively on the food systems agenda without effective coordination at national, regional and global levels.
- Coordination around the food systems transformation agenda can be considered in the following ways:
  - Coordination of in-country investments to ensure that they align with country priorities and planning frameworks
  - Alignment of approaches, concepts and intervention strategies
  - Geographical and thematic areas covered to ensure a balanced spread of resources
  - Joint initiatives to create a critical mass of investment and reduced transaction costs
  - Common monitoring and reporting frameworks
  - Alignment on the types of global and regional initiatives that will be supported and for what purposes.

Resilience will be an increasingly important consideration given climate change and the consequences of COVID-19.

- It is notable that over the last decade the proportion of food system expenditures allocated to emergency food aid has significantly increased, while measures to improve resilience and avoid the need for emergency food aid have not substantially increased.
- There is little doubt that climate change will bring substantially increased risks of extreme weather events with the potential to dramatically influence food supply globally and locally through impacts on production patterns, farming profitability, and risks of pest and disease outbreaks.
- Strengthening resilience of food systems through the ways in which ODA is used to mitigate and respond to risks and crises will become increasingly important, with implications for funding priorities, and for designing programmes in ways that integrate resilience.
- Resilience is a property of how the entire food system functions, reinforcing the need for a food systems approach that also crosses traditional development and non-development boundaries.

To be effective, donor funding must focus on **catalysing systemic change**.

- Limited donor funding needs to be used to help address underlying structural constraints to a more equitable, nutritious and sustainable food system.
- Donor investments are unique in their contribution to setting global and national agendas, in being able to influence policy and in delivering global public goods such as research.
- Donors need to be focused on mobilizing additional investments from national governments and the private sector.
- Donor investments and programmes need to be designed and managed with an understanding of how complex adaptive systems behave (i.e. they have high degrees of complexity and uncertainty that do not align with linear planning and hierarchical control).
- Food systems transformation will require society-wide understanding and willingness for change, calling for donors to focus on the processes of change and how these can be catalysed and supported.

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1 Introduction

The way in which food is produced, distributed and consumed is central to achieving the Sustainable Development Goals (SDGs). That is why, in 2021, The United Nations Secretary-General has called for a Food Systems Summit (FSS).[1] Globally, tremendous progress has been made in producing enough food to meet the demands of the world's growing population and in reducing hunger. Yet more than 700 million people still go hungry and nearly half the world's population does not eat a healthy diet. Vast numbers of people are involved in producing the food we all eat; however, many are unable to earn a decent living. Food production is one of the biggest contributors to climate change and environmental degradation, and many food producers, especially smallholders, are among the most vulnerable to climate variability. For these reasons, the coming decades will require a transformation in how food systems function – to align with needs and aspirations of the future.

Global donors have a critical role in leveraging change through the investments they make, the innovations they support and the international collaboration they enable. While donor investments in food systems are relatively small compared with the investments of farmers, food sector businesses and national governments, their contributions can be critical in enabling and incentivizing other actors to play their part. Optimizing the catalytic and leveraging potential of donor support will be key in responding to the outcomes of the FSS.

The Global Donor Platform for Rural Development (GDPRD)[2] is a network of 40 bilateral and multilateral donors, international financial institutions and foundations with a common vision of the important role that agriculture, food systems and rural development play in combating hunger and poverty and achieving the 2030 Agenda for Sustainable Development. Formed in 2003, the GDPRD convenes donors and other stakeholders across sectors to promote coordinated public and private investments in agriculture and rural development.

1 https://www.un.org/en/food-systems-summit.

2 https://www.donorplatform.org.

1.1 Purpose of the report

This stocktaking report assesses the scale and type of official development assistance (ODA) investments being made by donors (public and private) in food systems, and the pathways through which that investment flows (bilateral relationships, multilaterals, non-governmental organizations (NGOs), etc.). The purpose of this stocktaking report is to broadly map out the levels of funding the donor community contributes to food systems-related programmes and the strategies that are guiding donor investments. This provides a basis for examining the degree to which the current portfolio of investments aligns with or deviates from what will be needed to respond to the outcomes of the FSS.

Donors invest in a vast array of projects and programmes related to food systems, from local to global level. A full accounting of all this work is beyond the scope of this report. Rather, the intention is to provide a broad mapping that gives an overview perspective. In this regard, the report focuses on example "flagship" programmes being funded by donors. "Food systems" is a relatively new integrative framing that has generally not been used by donors in the past. This means that tagging investments, programmes and projects as food systems related is not always straightforward nor supported by existing data-gathering strategies to account for how ODA is spent.

The report has also been developed by the GDPRD, recognizing that many stakeholders engaging in the FSS may have a limited understanding of the range of ways in which donor investments support food systems. It will be complemented by a subsequent forward-looking white paper from the GDPRD that will examine the future role that donors can play in supporting the agenda for transforming food systems that will emerge from the FSS.

1.2 Methodology

The report is based on analysis of data from the Organisation for Economic Co-operation and Development (OECD) Development Assistance Committee (DAC) Creditor Reporting System (CRS), interviews with donors who are members of the GDPRD, and assessment of donor websites. The analysis for the report has also compiled over 700 recommendations from some 30 reports related to food systems, agriculture and nutrition. The DAC data are the most systematic and easily comparable data that exist on development aid globally and are often used in exercises such as this stocktaking. However, we acknowledge the limitations of the DAC data (see section 2.2), which include a potential lack of precision in codes and coding practices to characterize the purpose of aid and the fact that the data cover only aid directed to recipient countries (and thus do not include, for example, national contributions to core budgets of United Nations agencies).

To frame and add nuance to the structure and recommendations of this report, the consulting team interviewed representatives of 17 GDPRD members. These included 11 bilateral donor or implementing agencies and 6 multilateral and private donors. The interviews focused on understanding donors' perspectives on the food systems framing as a new way to prioritize and characterize their organizations' investments, and asked them to characterize the types and pathways of current investments in food systems (even if this was not the framing currently used by their organizations). The report includes anonymous quotes from these interviews to exemplify the themes and topics discussed with donors, and their perspectives on the food systems framing are summarized in section 2.3. In addition, GDPRD members have provided feedback on this report to ensure that the approach taken to interpret both DAC data and interview content is appropriate and useful for GDPRD purposes.

This stocktaking report also complements and extends two recent and related reports: the Ceres2030 report *Ending Hunger, Increasing Incomes, and Protecting the Climate: What Would it Cost Donors?* (Laborde et al., 2020) and a report published by the Duke Sandford World Food Policy Center, *The Financing Landscape for Agriculture Development: An assessment of external financing flows to low- and middle-income countries and of the global aid architecture* (Bharali et al., 2020). In contrast to the Ceres2030 report, which focused on a modelling approach to identify additional investments needed to achieve SDG 2, and the Duke report (Bharali et al., 2020), which looked specifically at financing of agriculture, this GDPRD report undertakes a broad mapping of donor investments in food systems.

The differences between this report and others in terms of data used are discussed in section 2.2. It is important to note that a key difference is the mandate of this report to characterize the breadth of investments that fit into the food systems framing taken by the FSS. Although agriculture, nutrition and rural development (the focus of both the Ceres2030 and Duke reports) make up the majority of non-emergency food assistance, there are substantial investments being made in other segments of the food system as well as in emergency food assistance. In addition, this report focuses not only on the purpose of the aid but also on the sources, destinations, pathways and types of investments being made to better understand opportunities for increasing donor efficacy and impact.

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2 Taking a food systems perspective

"Food systems" has become the term around which issues of agriculture, nutrition and food security, natural resources management, climate impacts of food and rural livelihoods are increasingly being framed. Interviews with donors confirmed that this framing is being adopted and integrated into their policy and programming.

2.1 Food systems as a conceptual framing

The shift to a food systems framing is for good reason. The 2008 food price crisis sparked much concern over global food security. However, the concept of food security tended to be narrowly associated with ensuring that people have access to enough food in terms of calories, leaving aside a much wider set of food issues. The "triple burden" of malnutrition (undernutrition, micronutrient deficiencies and overnutrition) is now widely recognized. Globally, there is an unhealthy imbalance: we produce and consume too much calorie-dense food and not enough nutrient-rich food. The alarming increase in numbers of overweight and obese people, and the associated rise in rates of non-communicable diseases, is one of the consequences. In addition, food production is a major contributor to greenhouse gases, biodiversity loss and natural resource degradation. Yet despite this pressure on limited resources, 30 per cent of food is lost or wasted. Some 2–3 billion people in low- and middle-income countries earn a substantial part of their income from working in the food system, yet many of them are unable to earn a decent living. Poverty and hunger are highly connected with how food systems function. Further, the food system issues of nutrition, environment and livelihoods affect everyone on the planet, not just those living in poorer countries. These are interlinked challenges requiring systemic solutions and a transformation in how food systems operate, from production to consumption. Food systems affect the delivery of all of the SDGs (**FIGURE 1**).

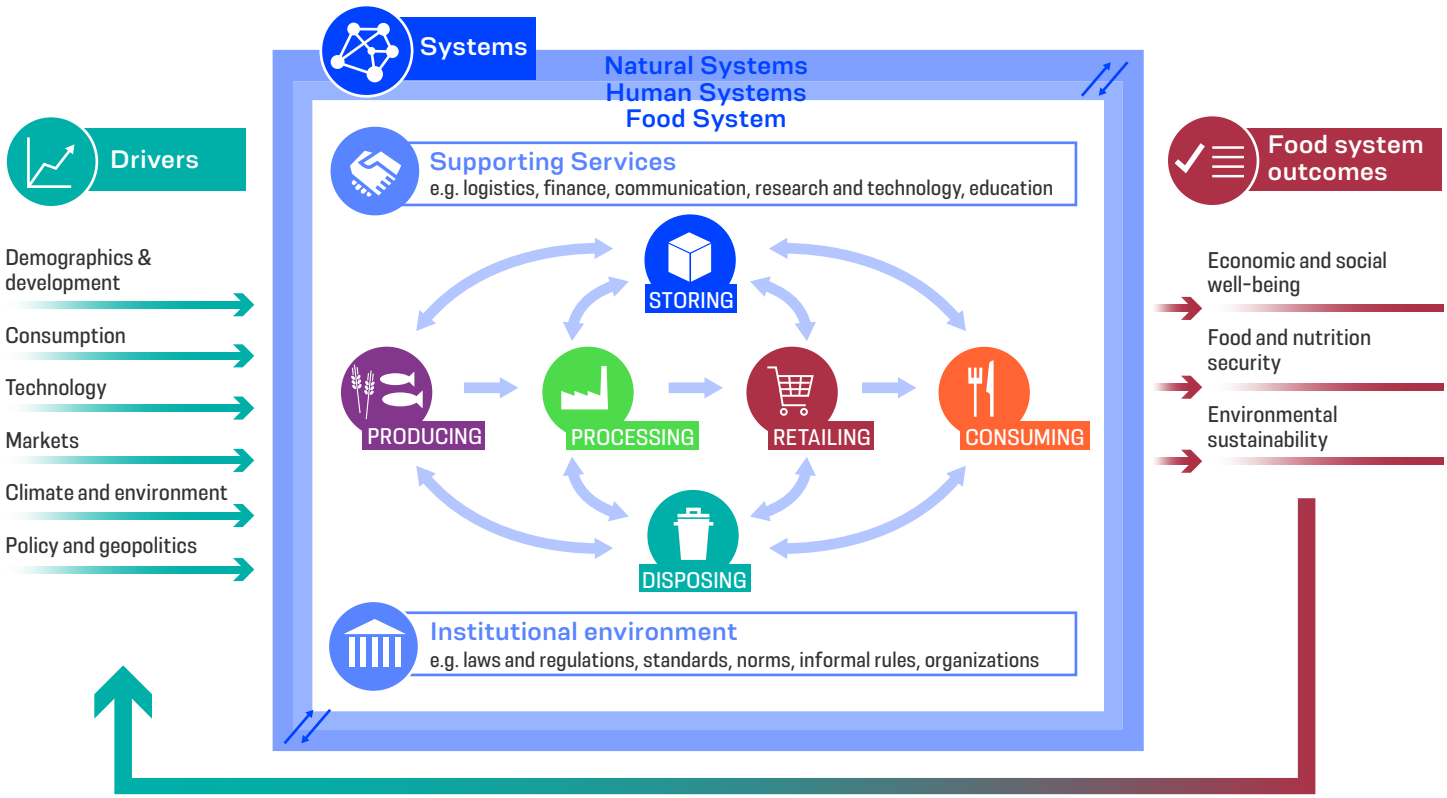
FIGURE 1
Food systems and SDGs

Source: FAO 2021.

A model of what is meant by a food system is illustrated in **FIGURE 2**. This conceptual framing is important for undertaking food systems analysis and to be able to identify donor investments that are food systems related. The key elements of this conceptual framing, based on the definition of food systems in the Committee on World Food Security (CFS) Voluntary Guidelines on Food Systems and Nutrition (paragraph 21) (CFS, 2021), are as follows.

- **Food system activities:** All the interlinked activities involved in growing, processing, distributing and consuming food.
- **Food system actors:** All the individuals, groups and organizations involved in different aspects of the food system and who have varying values, beliefs and interests and whose actions require coordination for the system to function, and whose behaviour is influenced by a complex set of incentives.
- **Food system outcomes:** What results from how the food system functions, broken down into the three broad categories of economic and social well-being, food security and nutrition, and environmental sustainability.

FIGURE 2
Food system components and linkages



Source: Foresight4Food (Woodhill 2019)

- **Food system drivers:** The wider external forces that are shaping the way food systems evolve and that create enabling and/or constraining factors for interventions aimed at improved food system outcomes.
- **Supporting functions:** A wide set of additional activities such as logistics, education, finance and research that are necessary for the food system to function and that connect to other sectors of the economy.
- **Institutional environment:** The "rules of the game" for how actors operate in the food system, including social norms, laws and regulations, and informal rules, as well as the public, private and civil society organizations involved in the functioning of food systems.

There are also three key properties of how the system functions.

- **Resilience:** The system is able to keep functioning and/or recover quickly after shocks, crises or unexpected events.
- **Inclusiveness and equity:** All actors involved with the food system, whether as consumers, producers or workers benefit in fair and equitable ways, and the system is responsive to upholding agreed human rights.
- **Sustainability:** Food is consumed and produced in ways that do not risk ecological integrity or the capacity to keep producing sufficient nutritious food for current and future generations.

2.2 Data availability to characterize investments in food systems

The food systems framing described previously and operationalized by the FSS Action Tracks takes a wide and integrated view of the kinds of investments needed to achieve food security and nutrition, environmental sustainability, and social and economic well-being and equity. However, the more traditional siloes of agriculture, rural development, nutrition, natural resource management and private sector development are often reflected in the organizational structures and projects of development agencies.

In this stocktaking report we draw on the OECD CRS database ("DAC data"). These are the same data used by Laborde et al. (2020) for the Ceres2030 report on investments in SDG 2, the Bharali et al. (2020) report on investments in agriculture and the recent stocktaking carried out by the European Commission (2020), *Implementing EU food security and nutrition policy commitments: Fourth biennial report*. The DAC data are a line-by-line accounting by a large group of donors, public and private, of each development aid commitment and/or disbursement that goes to a specific recipient country, with details about the amount, purpose, pathway and recipient of each project.

To understand investments across the food system, in this report we look at DAC purpose codes that reflect the food systems framing described here and exemplified by the FSS. This includes the following set of codes (with all

associated subcodes): agriculture (311), fisheries (313), basic nutrition (12240), non-communicable disease prevention and research (12350 and 12382), agro-industry (32161), rural development (43040), food security policy and household food security programmes (43071 and 43072), food safety (43073), school feeding (11250), food assistance (52010) and emergency food aid (72040). This list is more inclusive than those used by the Ceres2030 and Duke reports, both of which take a fairly focused view of investments in food security and nutrition and use a smaller set of DAC codes. The European Commission report, in contrast, draws on a much wider set of DAC codes that represent priorities associated with European Union (EU) food and nutrition policy (e.g. codes for gender equity or environmental education, which reflect investments that could affect food systems). The variation in these lists of codes highlights the challenging nature of characterizing the full scope of investments in food systems by donors, especially when there are many potential indirect or secondary impacts of a wide range of investments in infrastructure, education, market systems and social equity on food systems.[3] In addition, the DAC data include only development aid that goes to recipient countries. They do not include investments in the general administration, functioning and replenishment of multilaterals, research institutions and other organizations that work at the global scale. Therefore, the accounting that is possible using DAC data gives a partial picture of the full support that indirectly benefits food systems in recipient countries.

2.3 Donor perspectives on food systems framing

In interviews, donors consistently agreed that the food systems framing provides an important integrating perspective for a diverse set of investments and priorities of their agencies and organizations. At the same time, they acknowledged that most of their funding still goes to agriculture, rural development and food aid in rather siloed ways. Some donors highlighted the disconnect between the emerging global agenda on food systems transformation and recipient country government priorities and programmes. Developing country partners are only gradually taking on a food systems perspective, and their administrative and civic infrastructure remains largely siloed (as it does in donor countries). Finally, many donors emphasized that the United Nations FSS is not a culmination of a shift to a food systems framing, but rather a starting point for a conversation and change that needs to happen across governance and implementation at all scales.

Key reflections from donors interviewed included the following.

[3] Ceres2030 report DAC codes include: 12240, 311, 32161, 43040 and 52010. Duke report DAC codes include: 311, 312, 313 and 43040. The European Commission report includes 79 DAC codes. This report uses 34.

The food systems framing has evolved at the global level but is not yet driving how analysis, investments and partnerships work at a national level.

> "What's new about the food system approach is it's international,… This is something that we haven't had in the past: a discussion about how to govern an inclusive food systems approach at the national and international levels. This is a completely new discussion which helps to move existing projects, programmes and best practices higher on the agenda and to join forces with other implementing and development partners. The momentum [for food systems framing] is something new."

> "The Food Systems Summit [provides an important message] that we need to change food systems in the North; it's not just a Southern problem."

> "Food systems [thinking] is relatively new, particularly for our partners. A lot of capacity development needs to be done to support this approach. There is not enough support for countries to transition to a food systems approach. It's still very much segmented in traditional sectoral-type approaches and investment."

> "Food systems is a way to think about the problems but not a strategy in itself."

The FSS is the start of a much broader conversation about integrated approaches to food systems and development.

> "I think that we're probably at the beginning of the process of socializing the food systems framing in the broader department. Food systems are prominent at the moment relative to perhaps the last couple of years. Not just because of the summit, but also because of COVID-19 and the fact that we've seen country after country in the region fall back on to agriculture as a vital support network with the collapse of other sectors."

> "The Food Systems Summit will be not so much the end point for the discussion around food systems, but rather an initial instigation to try and fast-track partners of all descriptions to think around food systems. So it's very much an evolving space."

> "Things like the intersection between food, biodiversity, food environment, food, health, etc., are dialogues that are only just starting to now come to prominence, particularly for those that are outside the space in which we work."

The food systems framing is not entirely new, and the components of the food system have long been a focus of donors' investments and there has been interest in the connections.

> **"We know we need to have this comprehensive approach to tackle this issue, but that does not mean that all projects should tackle all the issues at the same time. We need to have a current approach through different projects; also, better coordination of different donors."**

> **"Food system" is the new-fashioned word that we are using now. Before, we were using "food security and nutrition" … when we're talking about food systems, we are also including more forestry, more nutrition, maybe more the link between environmental health and agriculture."**

> **"There is still a big need for cross-sectoral thinking around food systems."**

> **"So it's not moving the ship in a 90-degree angle in another direction, [many elements are in place that go beyond just agriculture: rural development value chains, nutrition and the private sector]; the move that we're making is the interconnection, the link between sustainability, production, consumption, well-being and nutrition."**

The overall take-away from donors about the FSS specifically, and a food systems framing more generally, is that they are cautiously optimistic about a new way of investing in food systems. They also see the need for capacity-building and country engagement to incorporate the food systems framing at every level of development policy and practice.

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3 The global food systems architecture

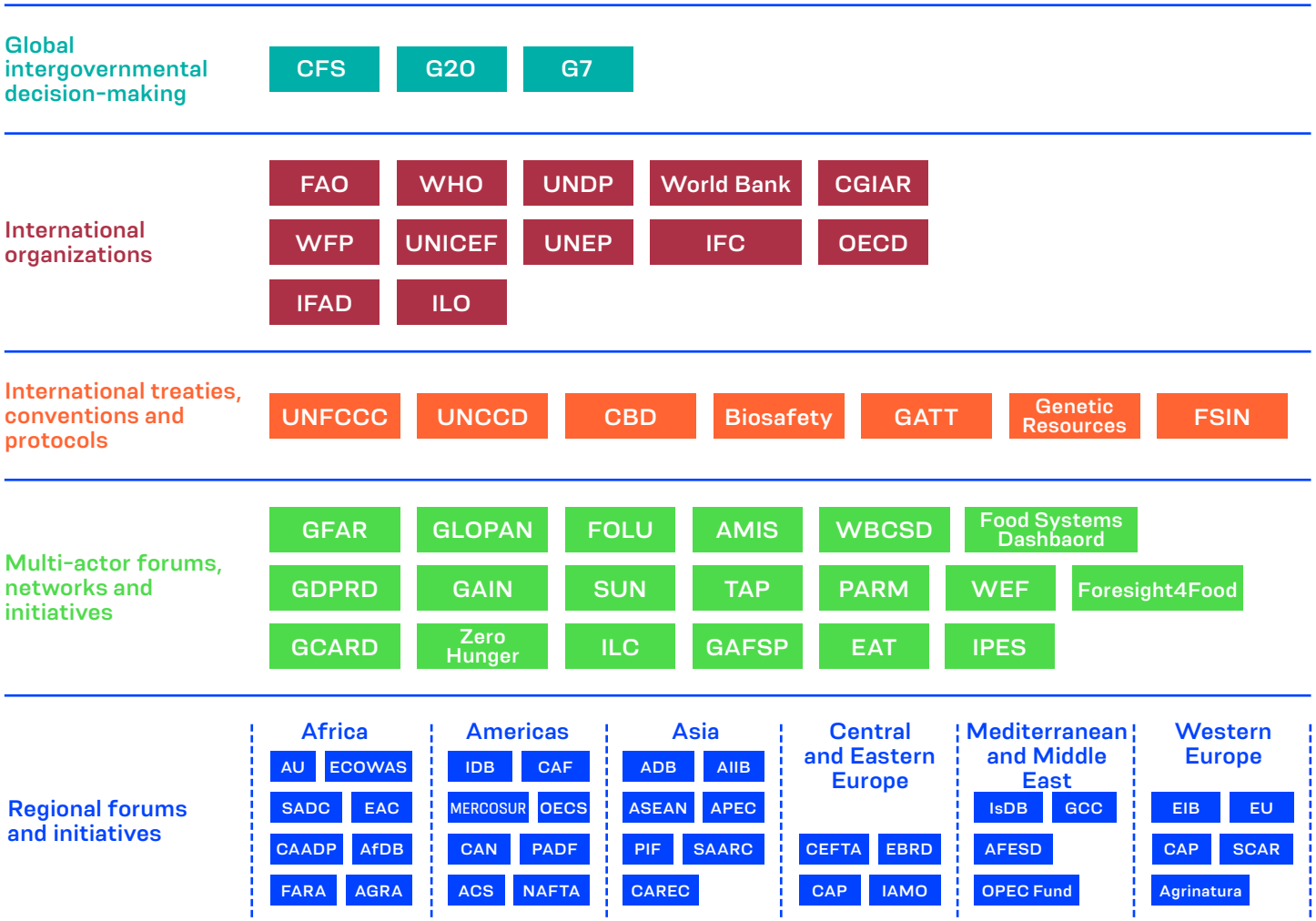
The role that donors play in food systems needs to be understood against the backdrop of global and regional governmental and non-governmental food systems-related processes, forums, institutions, initiatives and funding mechanisms. Much if not most of this architecture (**FIGURE 3**) is in place, supported and maintained as a result of funding decisions by donors. This architecture provides the global governance capacity for issues to be identified, for the setting of agendas and priorities, and for coordinated action.

Historically, this architecture has evolved around the issues of agriculture, food security, nutrition, rural development, environment and climate, and not in relation to food systems per se. It has become multifaceted, highly complex and increasingly multi-stakeholder oriented, in terms of bringing to the table different interests, expertise and perspectives from across government, civil society, the private sector and science. At this point in time, the global food systems architecture involves the formalized mechanisms of intergovernmental processes and the United Nations system, including the CFS alongside a plethora of other platforms, networks and initiatives.

> **"I found in the GDPRD many colleagues who are also in the G20, the G7. So we have other fora where we can do policy coordination, which are much more formal than doing GDPRD. But that's also an advantage of the GDPRD: since it's less formal, we can also discuss more, and we are maybe less on very strict lines and positions, and we can really discuss in deep what we are talking about."**
>
> *Interview with donor*

In interviews, donors offered a variety of reflections on food system governance at the global scale. For some, governance of the global food system means maintaining a diversity of voices and ensuring representation. Donors also expressed the opinion that effective food system governance requires some basic agreement on the goals of aid for food systems. This is one possible opportunity for the FSS, to facilitate an inclusive conversation about how to shift the focus of policy and aid to a food systems approach. Consensus at a high level, however, is not enough, and a part of effective global food systems governance is creating the opportunities for discussion, collaboration and complementarity in on-the-ground action. Many donors noted the importance of informal processes in the global food systems architecture, which can complement intergovernmental mechanisms. Supporting such informal engagement was recognized as a key role for the GDPRD.

FIGURE 3
Indicative mapping of global food system architecture



ACS	Association of Caribbean States
ADB	Asian Development Bank
AfDB	African Development Bank
AFESD	Arab Fund for Economic and Social Development
AGRA	Alliance for a Green Revolution in Africa
Agrinatura	The European Alliance on Agricultural knowledge for Development
AIIB	Asian Infrastructure Investment Bank
AMIS	Agricultural Marking Information System
APEC	Asia-Pacific Economic Cooperation
ASEAN	Association of Southeast Asian Nations
AU	African Union
Biosafety	Cartagena Protocol on Biosafety to the Convention on Biological Diversity
CAADP	Comprehensive Africa Agriculture Development Programme
CAF	Development Bank of Central America
CAN	Andean Community
CAP	Common Agricultural Policy of the European Union
CAREC	Central Asia Regional Economic Cooperation
CBD	Convention on Biological Diversity
CEFTA	Central European Free Trade Agreement
CFS	United Nation Committee on World Food Security
CGIAR	CGIAR Consortium
EAC	East African Community
EAT	EAT Forum
EBRD	European Bank for Reconstruction and Development
ECOWAS	Economic Community of West African States
EIB	European Investment Bank
EU	European Union
FAO	Food and Agriculture Organization of the United Nations
FARA	Forum for Agricultural Research in Africa
FOLU	Food and Land Use Coalition
FSIN	Food Security Information Network
G20	Group of Twenty
G7	Group of Seven
GAFSP	Global Agriculture and Food Security Program
GAIN	Global Alliance for Improved Nutrition
GATT	General Agreement on Tariffs and Trade
GCARD	Global Conference on Agricultural Research for Development
GCC	Gulf Cooperation Council
GDPRD	Global Donor Platform for Rural Development
Genetic Resources	International Treaty on Plant Genetic Resources for Food and Agriculture
GFAR	Global Forum on Agricultural Research and Innovation
GLOPAN	Global Panel on Agriculture and Food Systems for Nutrition
IAMO	Leibniz Institute of Agricultural Development in Transition Economies
IDB	Inter-American Development Bank
IFAD	International Fund for Agricultural Development
IFC	International Finance Corporation
ILC	International Land Coalition
ILO	International Labour Organization
IPES	International Panel of Experts on Sustainable Food Systems
IsDB	Islamic Development Bank
MERCOSUR	Southern Common Market
NAFTA	North American Free Trade Agreement
OECD	Organisation for Economic Co-operation and Development
OECS	Organization of Eastern Caribbean States
OPEC Fund	Organization of the Petroleum Exporting Countries Fund for International Development
PADF	Pan American Development Foundation
PARM	Platform for Agricultural Risk Management
PIF	Pacific Islands Forum
SAARC	South Asian Association for Regional Cooperation
SADC	Southern African Development Community
SCAR	The Standing Committee on Agricultural Research
SUN	Scaling Up Nutrition
TAP	Tropical Agriculture Platform
UNCCD	United Nations Convention to Combat Desertification
UNDP	United Nations Development Programme
UNEP	United Nations Environment Programme
UNFCCC	United Nations Framework Convention on Climate Change
UNICEF	United Nations Children's Fund
WBCSD	World Business Council for Sustainable Development
WEF	World Economic Forum
WFP	United Nations World Food Programme
WHO	World Health Organization
Zero Hunger	Zero Hunger Fund

Note: This figure is illustrative only and not intended to be a comprehensive listing of all relevant entities.

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4 Overview of donor investments in food systems

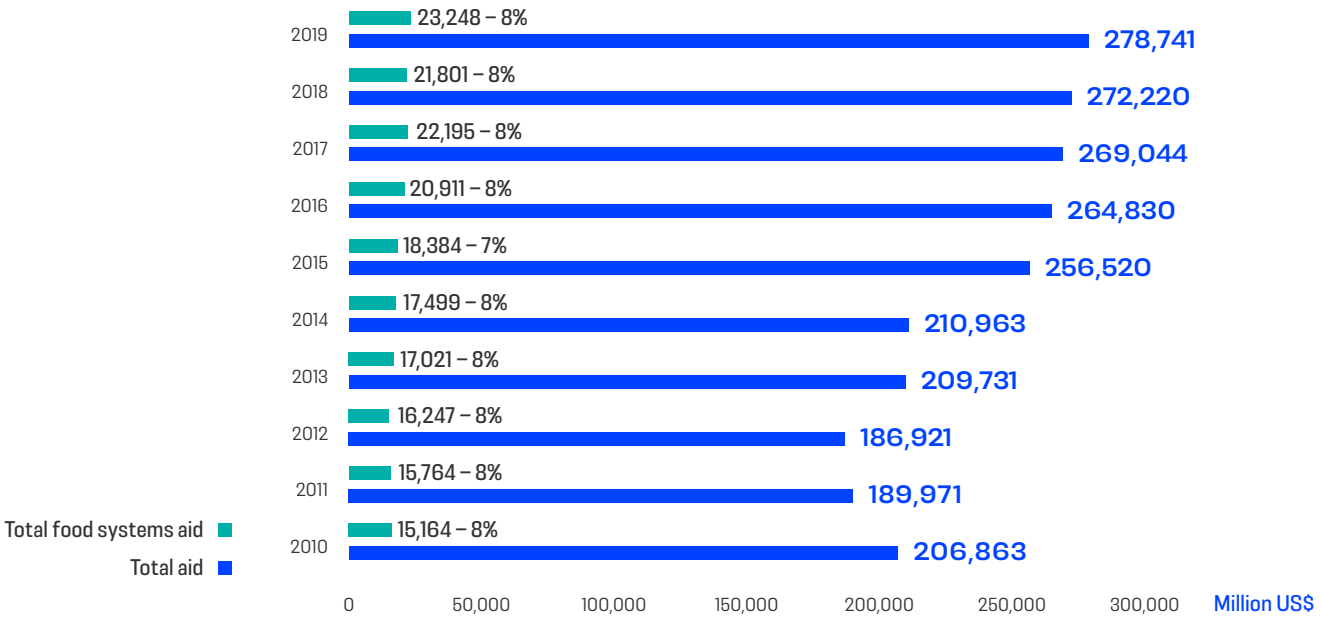
In this section, we present both data from the OECD CRS database ("DAC data") and from interviews with donors that help to characterize recent trends in donor investments in food systems, as well as a breakdown of the purpose, pathways and types of investments in 2019, as this is the most recent year for which data are available. All analysis of DAC data presented in this section uses the full set of codes outlined in section 2.2 as representative of food systems investment, unless otherwise noted.

4.1 Trends in food systems funding

FIGURE 4 shows trends in food systems aid as a proportion of total development aid by all donors represented in the DAC data. Even with the substantial expansion of aid from 2010 to 2019, investments in food systems have remained proportionally consistent, at roughly 8 per cent of total aid. This means that in absolute dollar terms, aid focused on food systems has increased by close to 40 per cent. These figures include all aid – ODA, other official flows and private (philanthropic) investments recorded in the DAC database. This finding is reinforced by the Duke report (Bharali et al., 2020), which notes stagnation in ODA for agriculture and rural development as a proportion of total aid.

> **"Food systems are very much our focus because of their ability to deliver development and economic activity in regional areas and remote locations affected by the loss of other sectors and dislocated by the pandemic."**
>
> *Interview with donor*

FIGURE 4
Food systems aid as proportion of total aid, 2010-2019

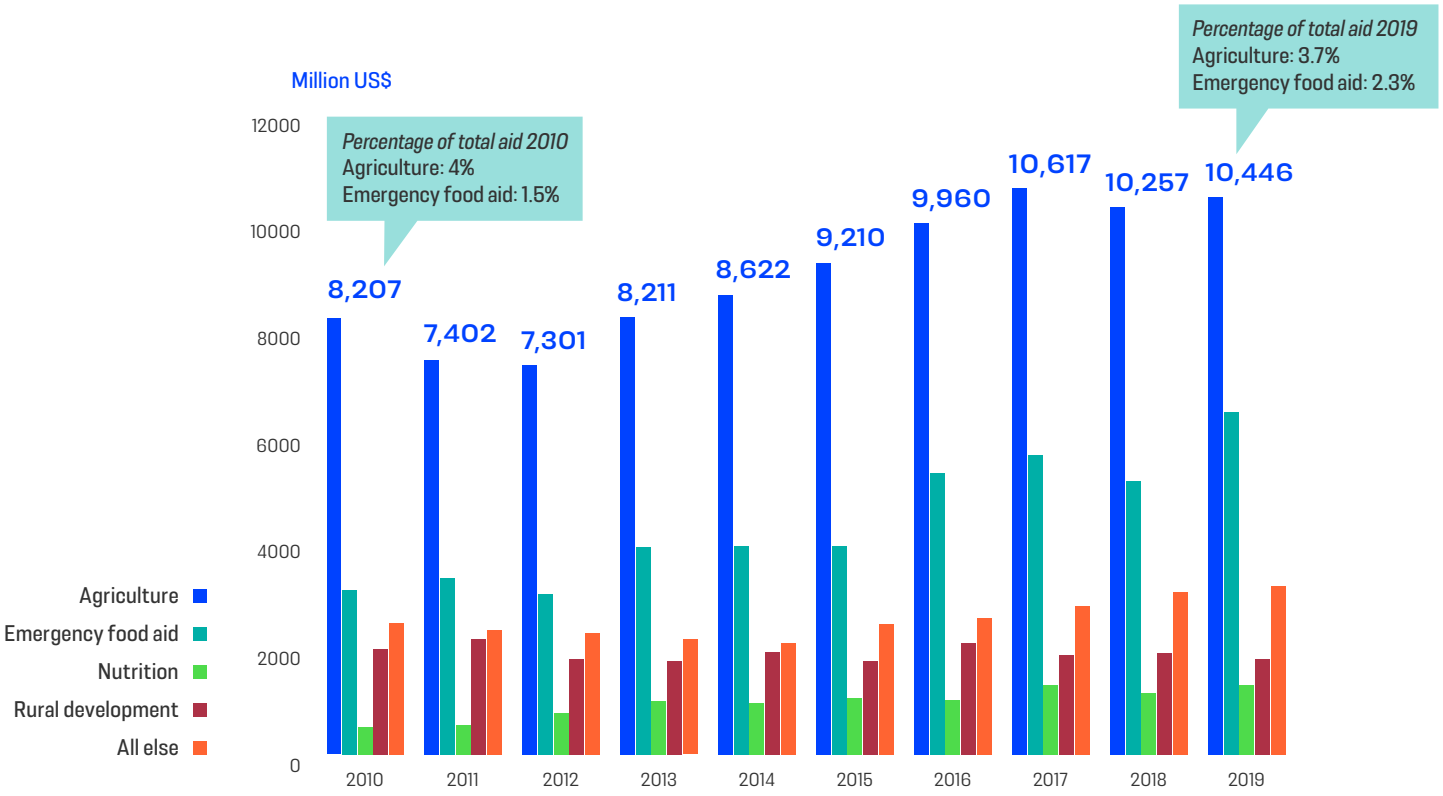


Source: Data from OECD CRS database.

One important note on the absolute amount of aid represented in **FIGURE 4** is that the figures here and throughout this report are substantially higher than those reported in the other recent key reports. Specifically, the analysis presented in the Ceres2030 report (Laborde et al., 2020) includes a subset of the DAC codes that are included here, and it focuses only on ODA (as does the Duke report). According to the Ceres2030 report, ODA investment in food systems has been, on average, US$12 billion per year for each of the past four years. Our estimates are higher owing to the inclusion of additional DAC codes in our definition of the food system (non-communicable disease prevention and research, food security policy and household food security programmes, school feeding and food safety/quality). The biggest difference is that we include emergency food assistance in our definition, which accounted for almost one third of ODA spending in the food system in 2019 (see **FIGURE 5**).

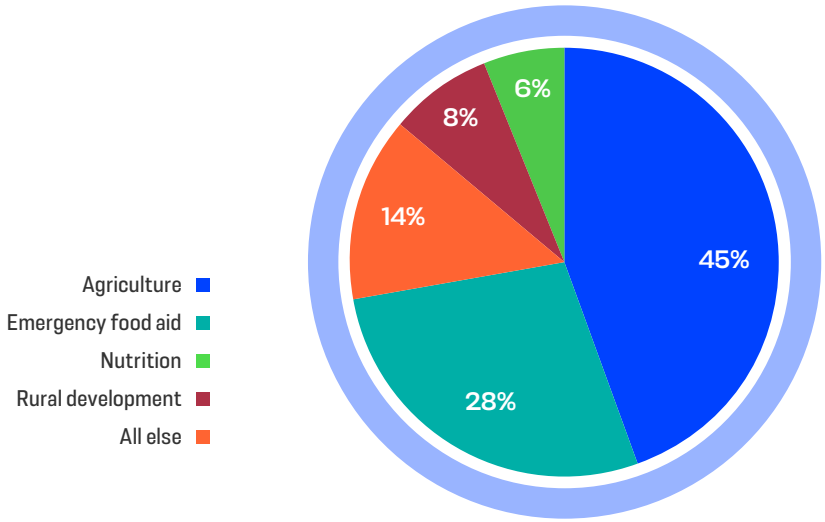
FIGURE 5 shows the breakdown of food systems aid over time by major focal category. The figure shows a relative increase over the past 10 years in funding for emergency food aid and nutrition and a decrease in aid for agriculture and rural development. Proportionally, agriculture represented 51 per cent of food systems investments in 2010, which decreased to 45 per cent in 2019. Funding for rural development dropped by one third in the same time period, from 12 per cent to 8 per cent of total food system investment. Funding for nutrition doubled, from 3 per cent in 2010 to 6 per cent in 2019, and funding for emergency food aid increased by almost 50 per cent, to 28 per cent of food systems investment in 2019 (see **FIGURE 6** for 2019 breakdown of food systems spending). In absolute dollar terms, there is more funding for all parts of the food system, but aid for agriculture has grown by just over 25 per cent while emergency food aid has more than doubled.

FIGURE 5
Breakdown of aid in food systems, 2010-2019



Source: Data from OECD CRS database.

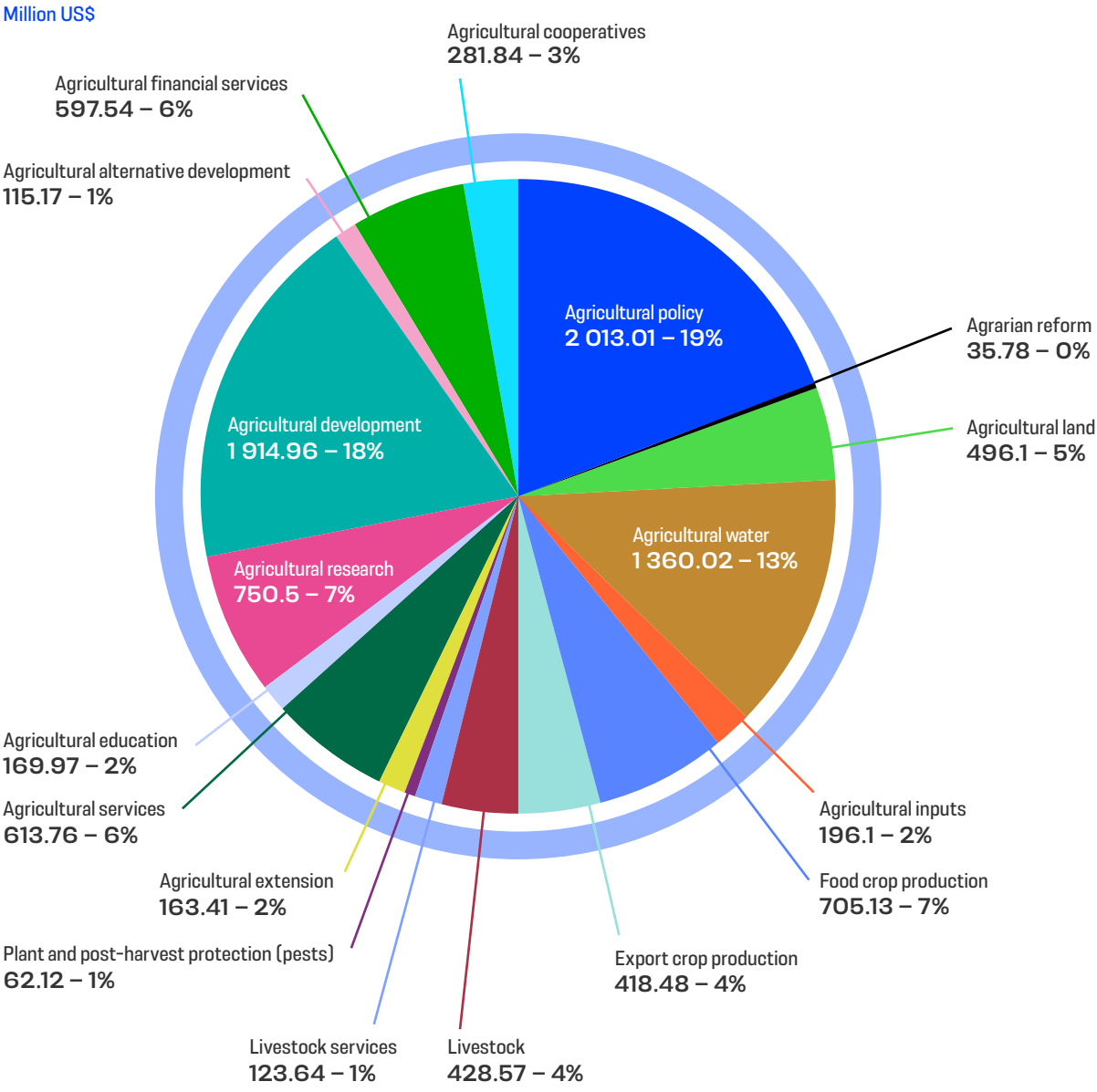
FIGURE 6
Breakdown of food system spending, 2019



Source: Data from OECD CRS database.

Agriculture remains the single most dominant element of the food system invested in by donors, which makes sense given the breadth of projects and impacts that can be considered to fall under the umbrella of agriculture. However, it needs to be recognized that agriculture is often used to refer to the agrifood sector at large and includes much more than just production, with many activities related to the entire food value chain being categorized as "agriculture". **FIGURE 7** shows the breakdown by DAC subcode of funding for agriculture in 2019 and highlights the diversity of projects in which donors invest. Over half (55 per cent) of all investments in agriculture in 2019 were in three categories: natural resource management (water and land is 18 per cent of the total), agricultural policy

FIGURE 7
Investments in the agriculture DAC code, 2019



Source: Data from OECD CRS database.

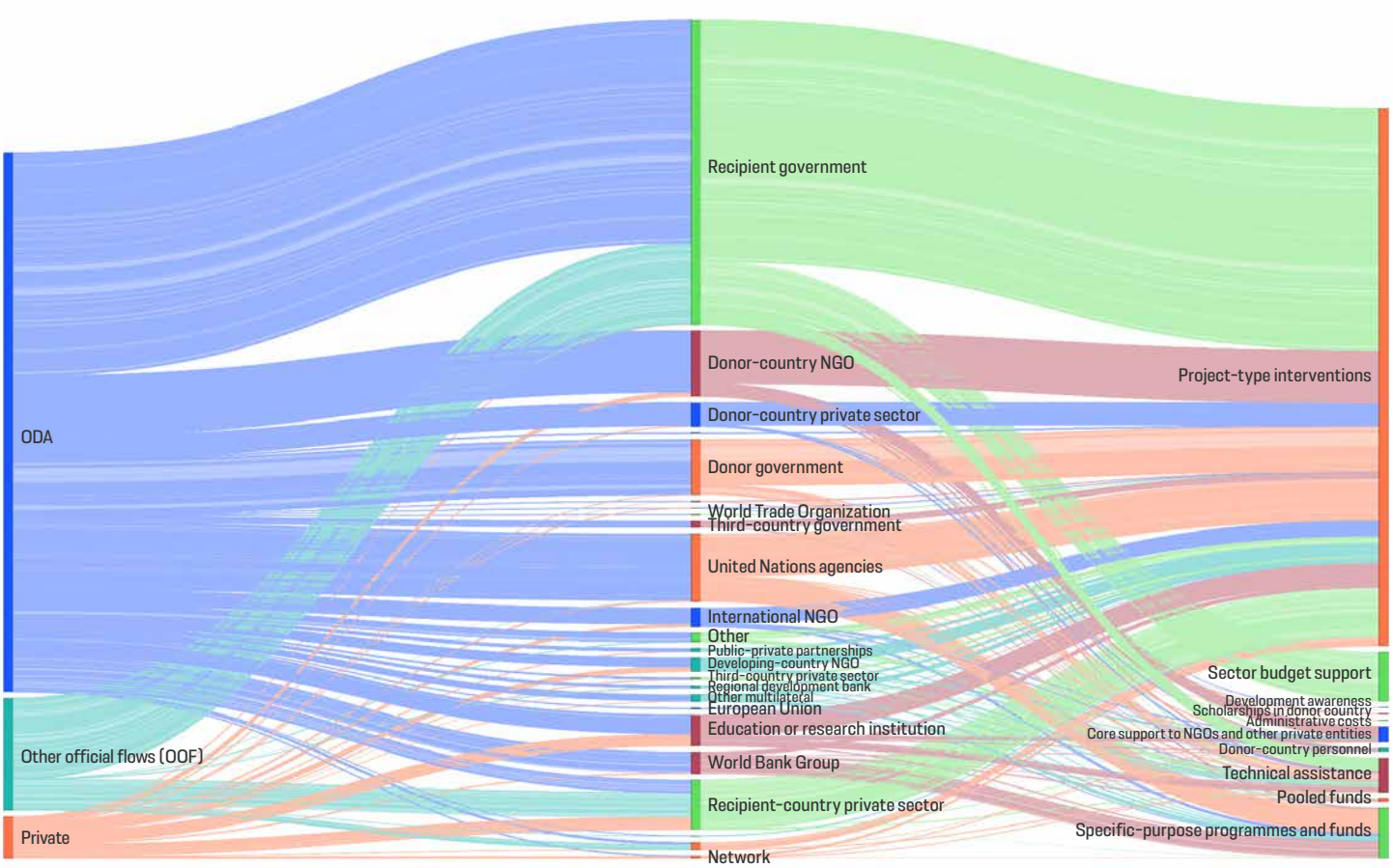
(19 per cent) and agricultural development (18 per cent). Investments in services supporting agriculture, including public and private service provision (8 per cent of agricultural investments), agricultural financing and business support (9 per cent), and agricultural education and research (9 per cent), account for another quarter (26 per cent) of total agricultural funding. Support for food crop production was almost twice that for export crop production (7 per cent versus 4 per cent). Very little investment is being made in inputs or pest management and post-harvest issues (1 per cent each). This breakdown needs to be interpreted with caution, as donors often find it hard to categorize projects that invest across multiple areas of agriculture.

4.2 Food system funding flows

Development funding for food systems comes primarily from national country donors, flows through a variety of types of actors, and is used in different subsectors of the food system and for a variety of types of aid purposes. Looking at these flows can help to highlight mechanisms and approaches that are dominant in food systems funding, as well as possible gaps in some parts of the development funding architecture for food systems. **FIGURES 8 AND 9** focus on the source of funding and demonstrate that the majority of development aid for food systems is ODA. In fact, ODA has remained consistent at 82-84 per cent of total food systems investments in the 2010-2019 period. **FIGURE 8** also highlights that the majority of funding for food systems flows through one of five channels: direct bilateral aid to recipient governments, funds for specific projects that flow through United Nations agencies,[4] donor country NGOs or donor country governments and the recipient country private sector. Other official funding, which is largely contributions as concessionary loans, generally flows to recipient governments or the recipient country private sector. Interestingly, private donor investments appear to flow through almost every channel other than recipient governments. This is probably because private donor investment may focus on certain approaches or policies defined by the private philanthropic entity, with less engagement with recipient country governments than is typical of bilateral government donors. Thus, it is less likely to be politically or administratively possible to provide private donor aid directly through recipient governments. The type of aid provided in food systems projects is overwhelmingly for project-type interventions, which are in-country and on the ground. Again, private donors mostly support the types of aid more commonly utilized by NGOs. It should be noted that **FIGURE 8** does not include aid for emergency food assistance, which flows almost entirely through the United Nations World Food Programme (as shown in **FIGURE 9**).

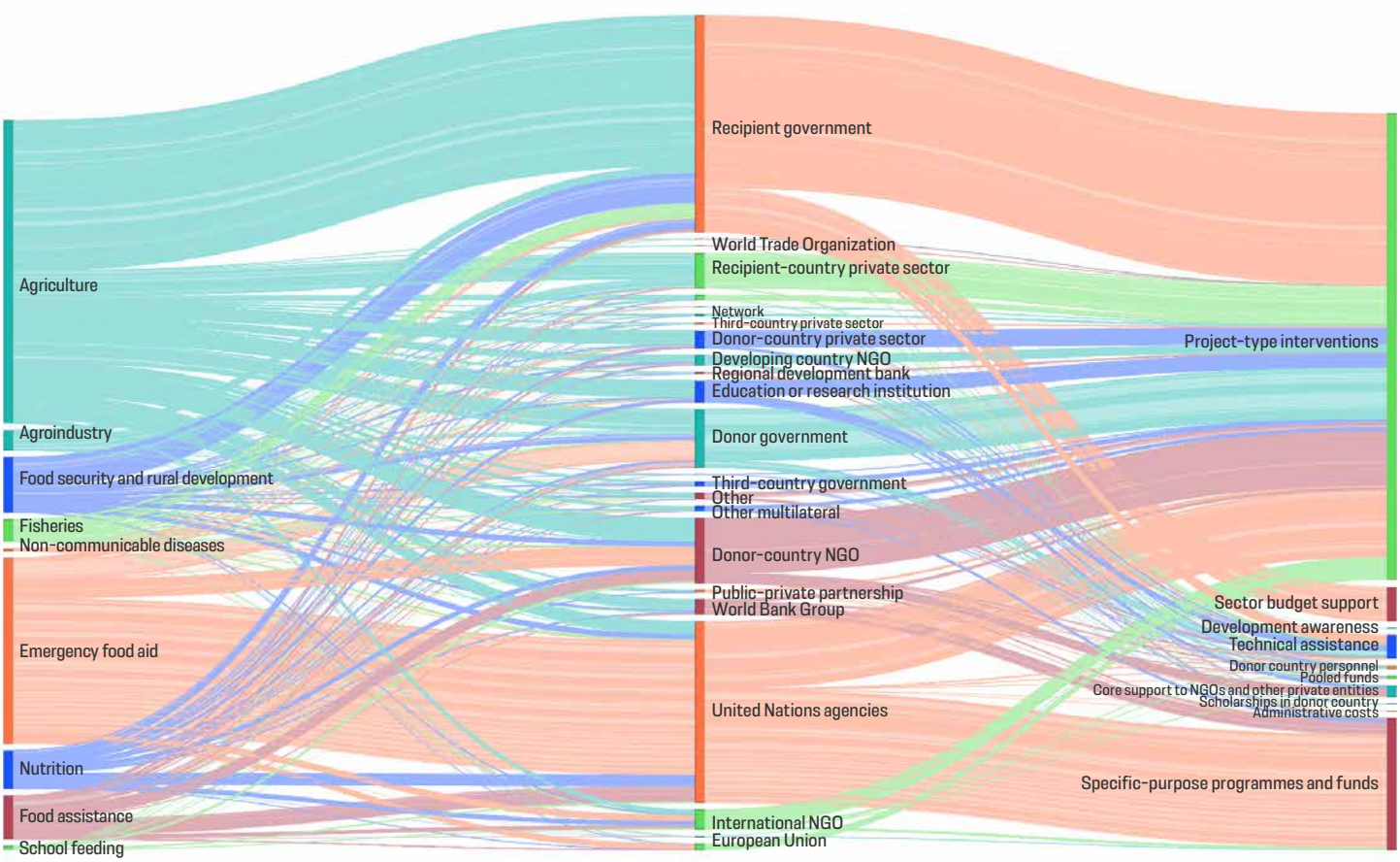
[4] See FAQ 2.4 for more explanation of how bilateral and multilateral flows are differentiated: https://www.oecd.org/dac/financing-sustainable-development/development-finance-data/faq.htm.

FIGURE 8
Food system funding flows by source, channel and aid type, 2019



Source: Data from OECD CRS database.

FIGURE 9
Food system funding flows by food system subsector, channel and aid type, 2019



Source: Data from OECD CRS database.

FIGURE 9 shows how funding for different purposes or food system subsectors flows through different channels and types of aid. Roughly 40 per cent of aid for agriculture flows through recipient governments, with the rest evenly split among many kinds of channels. Almost all of the funding for emergency food assistance flows through the United Nations, primarily through the World Food Programme. Funding for nutrition appears to be the most varied, with paths leading through virtually all channels fairly evenly. On the other hand, **FIGURE 9** shows that almost all aid for the agriculture subsector is used in project-type interventions, which makes sense given the field-based nature of most agricultural aid. Most of the funding for emergency food aid flows to specific-purpose programmes and funds, which reflects the increasingly common approach of setting up funds to address famines and purchasing food as close to the point of need as possible.

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5 Overview of donor food systems strategies

In this section, we present a high-level summary of donor food systems-related strategies. This differentiates flows by geography and food system subsector, presenting a summary comparison of donor strategies and priorities as well as investment levels in the recent past. **TABLE 1** shows the bilateral donors that are members of the GDPRD, as well as a few other donors (in italics) whose level of ODA contributions to food systems is comparable to that of GDPRD members. The United States is the largest contributor by dollar value. Among private donors, the Bill & Melinda Gates Foundation is the largest contributor, donating slightly more than twice the contribution of the next highest donor (Banco Bilbao Vizcaya Argentaria). These figures include emergency food assistance, which we consider to be part of food systems funding, while recognizing that such expenditure is what an integrated food systems approach should be seeking to avoid by creating greater resilience. If emergency food assistance is not included, Turkey falls from the list and Australia joins. In addition, it is also important to note that many European countries channel their aid through the EU. The EU would be the third-largest donor if included with bilaterals, with food systems investments in 2019 totalling US$1.843 billion.

TABLE 1
Country and private donor contributions to food systems, by level of contribution – including all GDPRD members plus Turkey and the United Arab Emirates, and the larger private philanthropic donors, 2019

BILATERAL DONORS	MILLION US$	PERCENTAGE OF DONOR'S TOTAL ODA
United States	4 679	16%
Germany	1 926	9%
United Kingdom	1 183	10%
Japan	944	7%
United Arab Emirates	*684*	*26%*
Turkey	*651*	*8%*
France	622	6%
Canada	393	12%
Netherlands	348	10%
Australia	231	10%
Switzerland	228	9%
Sweden	224	6%
Norway	204	6%
Belgium	142	12%
Italy	101	7%
Denmark	85	4%
Spain	81	7%
Ireland	77	13%
Finland	44	7%
Luxembourg	44	12%
Austria	26	5%

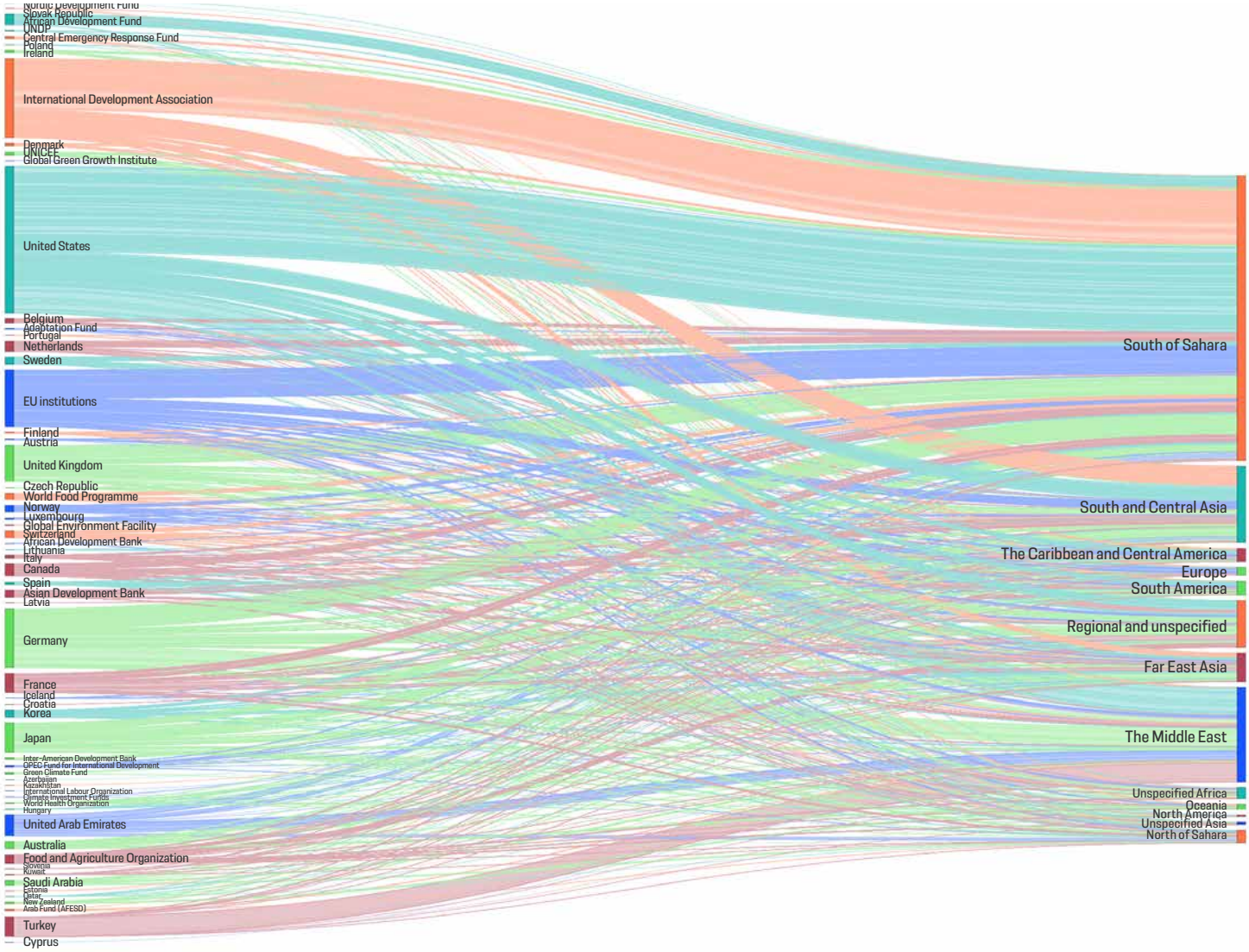
LARGEST PRIVATE DONORS	MILLION US$	PERCENTAGE OF DONOR'S TOTAL AID
Bill & Melinda Gates Foundation	517	15%
Banco Bilbao Vizcaya Argentaria Microfinance Foundation	257	19%
Mastercard Foundation	79	26%
Wellcome Trust	25	7%
Rockefeller Foundation	23	23%

Source: Data from OECD CRS database.

5.1 Flows of food system aid by donor

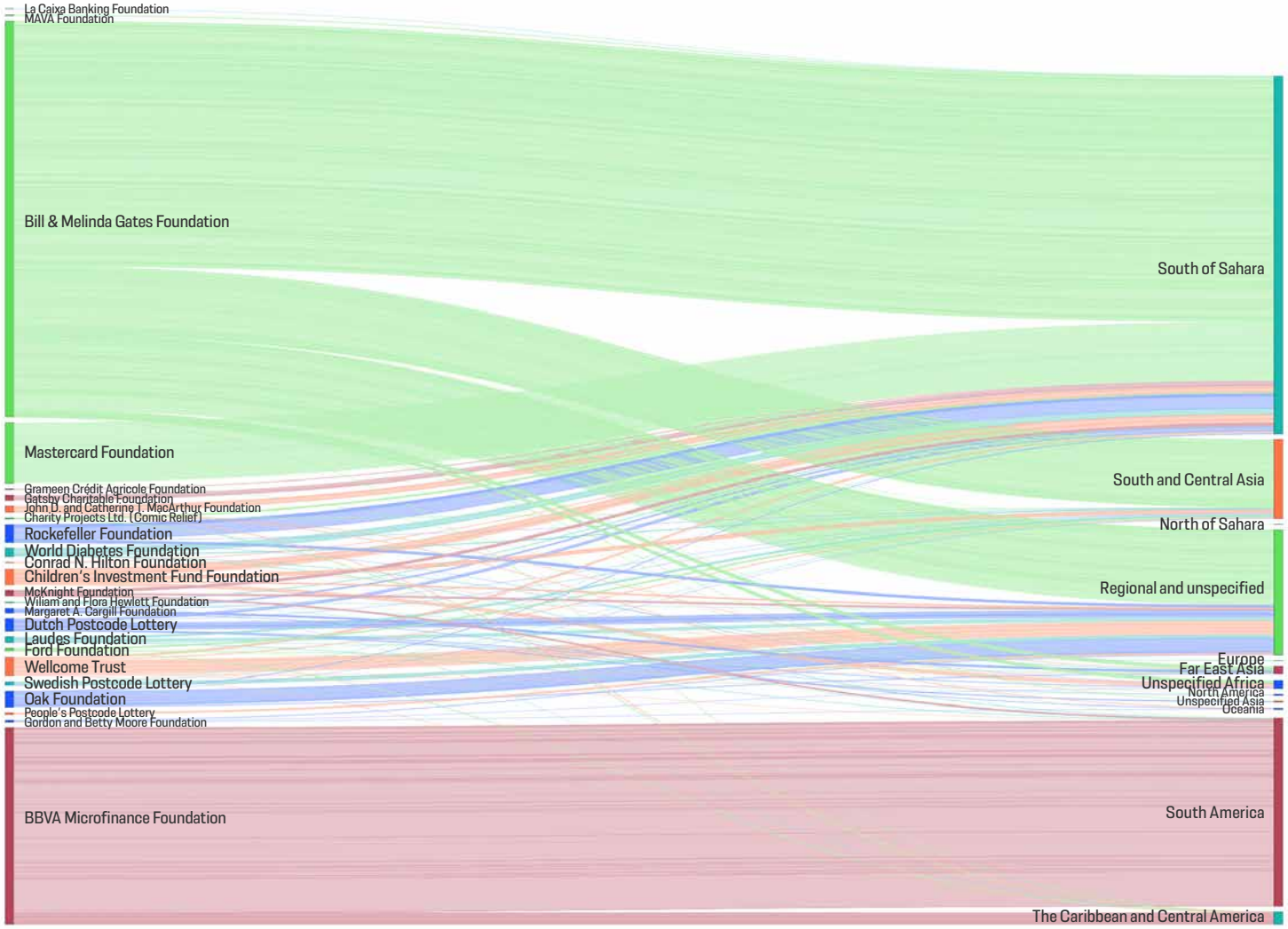
FIGURES 10 AND 11 provide a snapshot of regional flows of food system aid, by donor. The overall picture is that the majority of food systems aid, both public and private, flows to sub-Saharan Africa. National donors also invest relatively large amounts in the Middle East. Private investment overwhelmingly favours sub-Saharan Africa, South and Central Asia, and South America.

FIGURE 10
ODA flows by donor and recipient region, 2019



Source: Data from OECD CRS database.

FIGURE 11
Private investment flows by donor and recipient region, 2019



Source: Data from OECD CRS database.

5.2 Comparative summary of donor strategies and priorities for food systems aid

TABLE 2 shows the larger donors' primary investment pathways and areas of focus for development aid in food systems (excluding emergency food assistance).

TABLE 2 provides several key take-aways. In terms of the channels through which food systems aid flows, most donors channel the majority of their aid through United Nations agencies, donor government and private sector institutions, and donor government NGOs. Japan and France are exceptions to this, as the most common pathway for their investment is direct bilateral aid to recipient governments. In terms of the focus or purpose of food systems aid, emergency

food assistance receives the largest share of food systems resources from several donors. For example, over half of the investment in food systems that comes from the United States is focused on emergency food assistance. Agricultural development and basic nutrition are key focus areas for several donors, including Canada, France, the Netherlands, the Republic of Korea and the United Kingdom. For private donors, the picture looks very different. Most private donors utilize developing and developed country-based NGOs, teaching or research institutions and the private sector to channel their investments in the food system. As a whole group they tend to focus on a much wider diversity of topics, probably because their level of investment is relatively small overall, and each focuses on a few key topics that they have determined to be priorities.

TABLE 2
Primary pathways and focus of top donors' development aid for food systems, 2019

DONOR	TOP THREE CHANNELS FOR FOOD SYSTEMS AID IN MILLION US$ (PERCENTAGE OF DONOR'S TOTAL FOOD SYSTEM INVESTMENTS)	TOP THREE SUBSECTORS FOR FOOD SYSTEMS AID IN MILLION US$ (PERCENTAGE OF DONOR'S TOTAL FOOD SYSTEM INVESTMENTS)
PUBLIC DONORS		
United States	Donor country-based NGO: 622 (37%) Private sector, donor country: 348 (21%) United Nations agencies: 164 (10%)	Agricultural policy and administration: 570 (34%) Food assistance: 540 (32%) Agricultural development: 201 (12%)
Germany	Donor government: 396 (32%) United Nations agencies: 306 (25%) Donor country-based NGO: 170 (14%)	Food assistance: 309 (16%) Agricultural development: 251 (13%) Rural development: 191 (15%)
Japan	Recipient government: 552 (65%) United Nations agencies: 103 (12%) Other: 90 (11%)	Agricultural water resources: 165 (19%) Fisheries development: 147 (17%) Food assistance: 79 (9%)
United Kingdom	United Nations agencies: 168 (22%) World Bank Group: 159 (21%) Private sector, donor country: 120 (16%)	Agricultural development: 195 (26%) Basic nutrition: 171 (23%) Agricultural research: 117 (16%)
France	Recipient government: 226 (37%) Donor government: 165 (27%) Private sector, recipient country: 109 (18%)	Agricultural research: 150 (25%) Rural development: 116 (19%) Agricultural development: 61 (10%)
United Arab Emirates	Donor government: 388 (92%) United Nations agencies: 25 (6%) International NGO: 3 (1%)	Food assistance: 172 (41%) Agro-industry: 105 (25%) Rural development: 102 (24%)
Netherlands	Teaching or research institution: 59 (17%) World Bank Group: 50 (14%) Donor country-based NGO: 44 (13%)	Agricultural development: 79 (23%) Food crop production: 43 (12%) Food assistance: 34 (10%)
Canada	Donor country-based NGO: 78 (32%) International NGO: 37 (15%) United Nations agencies: 32 (13%)	Basic nutrition: 67 (28%) Agricultural development: 28 (12%) School feeding: 16 (7%)
Australia	Recipient governments, NGOs and the private sector: 97 (48%) United Nations agencies: 41 (20%) World Bank Group: 25 (12%)	Agricultural research: 67 (33%) Food assistance: 41 (20%) Rural development: 28 (14%)
Republic of Korea	Donor government: 81 (44%) Recipient government: 60 (33%) United Nations agencies: 25 (13%)	Agricultural development: 53 (29%) Agricultural water resources: 49 (26%) Rural development: 22 (12%)

DONOR	TOP THREE CHANNELS FOR FOOD SYSTEMS AID IN MILLION US$ (PERCENTAGE OF DONOR'S TOTAL FOOD SYSTEM INVESTMENTS)	TOP THREE SUBSECTORS FOR FOOD SYSTEMS AID IN MILLION US$ (PERCENTAGE OF DONOR'S TOTAL FOOD SYSTEM INVESTMENTS)
PRIVATE DONORS		
Bill & Melinda Gates Foundation	Teaching or research institution: 243 (47%) Developing country-based NGO: 75 (15%) Donor country-based NGO: 54 (10%)	Basic nutrition: 136 (26%) Agricultural development: 109 (21%) Agricultural research: 102 (20%)
Banco Bilbao Vizcaya Argentaria	Private sector, recipient country: 257 (100%)	Food crop production: 140 (55%) Livestock: 67 (26%) Agro-industry: 19 (7%)
Mastercard Foundation	Private sector, recipient country: 32 (40%) Network: 18 (23%) International NGO: 13 (17%)	Agricultural financial services: 28 (35%) Agricultural education/training: 25 (31%) Agricultural services: 16 (20%)
Wellcome Trust	Teaching or research institution: 23 (93%) Donor country: 2 (7%)	Prevention/treatment of non-communicable diseases: 13 (52%) Basic nutrition: 5 (20%) Livestock/veterinary services: 5 (20%)
Rockefeller Foundation	Developing country-based NGO: 16 (68%) Teaching or research institution: 2 (8%) Donor country-based NGO: 2 (7%)	Agrarian reform: 15 (66%) Agricultural policy and administration: 2 (10%) Plant and post-harvest protection: 2 (10%)

Source: Data from OECD CRS database.

5.3 Emerging strategies and priorities for food systems aid

TABLE 3 summarizes the current priorities and strategies of main food system donors. Where possible, the donor's food systems framing, investment focus and illustrative flagship programmes are highlighted. The information in TABLE 3 is drawn from donors' publicly available documentation as well as from interviews (when possible).

TABLE 3
Top food system donor priorities and strategies looking forward from 2020

DONOR	FOOD SYSTEMS FRAMING	FOOD SYSTEMS INVESTMENT FOCUS AND APPROACH	ILLUSTRATIVE FLAGSHIP PROGRAMMES
BILATERAL DONORS			
United States	Food systems framing is not explicitly used in its current Food Security Strategy. However, its current programmes cover various food system components. The United States recently developed a Food Systems Framework that specifically addresses diets and nutrition.	U.S. Government Global Food Security Strategy 2017-2021 The United States primarily invests through bilateral in-country programmes. The main focus areas include inclusive and sustainable agricultural-led growth; resilience; hunger; and nutrition.	Feed the Future is a whole-of-government global hunger and food security programme currently implemented in 12 target countries.

DONOR	FOOD SYSTEMS FRAMING	FOOD SYSTEMS INVESTMENT FOCUS AND APPROACH	ILLUSTRATIVE FLAGSHIP PROGRAMMES
Germany	Food systems framing aligns with some of BMZ's current programmes, especially in the context of the special initiative One World – No Hunger. A revised One World – No Hunger strategy is currently being finalized. It recognizes food systems within existing planetary boundaries as an overarching frame.	Development Policy as Future-Oriented Peace Policy and BMZ's 2030 Reform Strategy Focus areas include: promoting sustainable agriculture, innovation and boosting value addition; combating malnutrition and overnutrition; protecting and restoring fertile soils; safeguarding access to land; agricultural financing and vocational training; rural youth employment; climate-smart agriculture and agroecology; livestock and animal health	The Special Initiative „One World – No Hunger" facilitates comprehensive programmes on food security, sustainable agriculture and rural development.
United Kingdom	The United Kingdom has not adopted food systems framing in its programming, but food systems framing is used at a technical level to draw interrelationships between different food system components. The current focus of the United Kingdom's strategy documents is on agricultural transformation and rural transition.	Economic Development Strategy: Prosperity, Poverty and Meeting Global Challenges (2017) and DFID's Conceptual Framework on Agriculture Areas of focus include agribusiness and value chain development; rural job creation and support to small and medium-sized enterprises; supporting subsistence farmers; nutrition; investment in rural infrastructure; technology and innovation; and land tenure security.	Adaptation for Smallholder Agriculture Programme is a multi-donor programme that aims to enable farmers to adapt to climate change effects. Africa Enterprise Challenge Fund allocates grants and zero-interest loans to small and medium-sized businesses. Commercial Agriculture for Smallholders and Agribusiness aims to increase investment in agribusinesses that trade with smallholders. Land: Enhancing Governance for Economic Development aims to strengthen tenure security.
Japan	Information unavailable on the internet.	Priority Policy for Development Cooperation 2017 and JICA's Thematic Guidelines on Agricultural and Rural Development (2011) Focus areas include sustainable agricultural production; stable food supply; dynamic rural communities; and environmental considerations such as livelihood improvement, rural development, gender, and improving health and education in rural areas.	South Sudan: Project for Comprehensive Agricultural Development Master Plan developed a comprehensive agricultural plan. Egypt: Project for Strengthening Water Management Transfer provided assistance to improve the efficiency of water use in Egypt's agricultural sector.
United Arab Emirates	Despite food systems framing not being used in its foreign development policy and national food security strategy, the United Arab Emirates addresses components of the food system including nutrition and agribusiness. Its agriculture-related work is currently centred around food security.	National Food Security Strategy The United Arab Emirates focuses on the following thematic areas: agribusiness trade facilitation; reducing food loss and waste; food risks and crisis management; technology-enabled food production; and food safety and nutrition.	Information unavailable on the internet.

DONOR	FOOD SYSTEMS FRAMING	FOOD SYSTEMS INVESTMENT FOCUS AND APPROACH	ILLUSTRATIVE FLAGSHIP PROGRAMMES
Turkey	Information unavailable on the internet.	Information unavailable on the internet.	Information unavailable on the internet.
France	France recognizes food systems framing and has started using the term internally; however, its strategy and other official documents are still based on a food security and nutrition lens. Various food systems components are increasingly being taken into consideration in its programming.	France's International Strategy for Food Security, Nutrition and Sustainable Agriculture – 2019 Implementation of its strategy will be on a partner-based approach with a broad range of actors. The main focus areas include: global governance of food security and nutrition; sustainable agriculture and food systems (with a focus on agroecological practices); nutrition; structuring of sustainable agrifood sectors to promote decent rural jobs; and food assistance and resilience.	DeSIRA (Development Smart Innovation through Research in Agriculture) is a European programme co-financed by France. The Great Green Wall Initiative aims to restore Africa's degraded landscapes, capture carbon and create jobs in 11 Sahelian countries. PREZODE is an international research and operational initiative to tackle and prevent zoonoses in a One Health approach.
Canada	Rather than a food systems framing, Canada's current development policy has adopted a feminist approach that puts women and girls at the centre of its efforts and interventions.	Canada's Feminist International Assistance Policy (2017) Canada focuses on the following areas: women's leadership and empowerment; improving the economic activities and resilience of rural women, e.g. through promotion of climate-smart agriculture; promoting greater financial inclusion for women; women's economic rights, including property rights and decent work; and technical and vocational training for women.	Information unavailable on the internet.
Netherlands	Food systems framing has already been incorporated in a policy note, specifically in the context of food security. The Netherlands plans to set up integrated programmes in the fields of food security, water and climate action.	Towards a World Without Hunger in 2030: The Dutch Contribution The main focus areas include nutrition; gender; creation of jobs, for instance through sustainable intensification of primary production and processing in value chains; innovation; plant and animal health; and improvement of genetic material for global food production.	Toward Sustainable Clusters in Agribusiness through Learning in Entrepreneurship is an incubator programme that manages a portfolio of public–private partnerships for inclusive business in agrifood sectors. Geodata for Water and Agriculture promotes satellite and mobile-based services to positively change the lives of smallholder food producers.
Republic of Korea	Information unavailable on the internet.	KOICA's Mid-term Sectoral Strategy 2016-2020 The main focus areas include sustainable production and expanding market access; inclusive and sustainable rural development; and natural resource and farming system conservation by responding to climate change.	The Project for Irrigation System Development to Improve Rice Productivity in El Porvenir, El Salvador aims to ensure sustainability by using underground water and solar energy.

DONOR	FOOD SYSTEMS FRAMING	FOOD SYSTEMS INVESTMENT FOCUS AND APPROACH	ILLUSTRATIVE FLAGSHIP PROGRAMMES
Switzerland	Food systems framing is the priority focus for Switzerland's Global Programme Food Security Strategy. The strategy features various food system components and takes into consideration the interconnectedness and synergies between them. Switzerland is currently working on incorporating the strategy in its work.	Global Programme Food Security: Programme Framework 2021-2024 Switzerland's priorities include enhanced global governance; agroecological food production; inclusive agricultural food market systems; and sustainable and healthy diets for improved nutrition.	PlantWise seeks to prevent farmers' losses to plant health problems. Remote Sensing-based Information and Insurance for Crops in Emerging Economies.
Italy	Food systems framing is not a guiding concept in Italy's current programming document. Rather, Italy has projects that focus on specific thematic areas in the food system such as value chains and rural infrastructure.	Three-year Programming and Policy Planning Document 2017-2019 Priority areas include strengthening agrifood systems and value chains; leveraging roles of women; nutrition; supporting smallholders and producer organizations; agroecology; and access to finance.	DeSIRA is financed through the European Commission.
Finland	Food systems framing is relevant to Finland's overall strategy, but its work has not been organized around this approach. Currently, work in food security and nutrition uses a climate change lens. However, some food system components, for example nutrition, climate change and gender issues, are addressed by some of the projects.	Finland's Development Strategy 2018-2022 A significant percentage of Finland's development finance is provided as unearmarked funding to various multilateral agencies. For bilateral investments, Finland mainly invests through contracted consultant companies. The main focus areas include agricultural growth and value chain development; agricultural research; nutrition; supporting farmers' organizations; women's rights; and land tenure security.	Responsible and Innovative Land Administration aims to ensure greater land tenure security and sustainable land use management, particularly in rural areas.
Australia	Food systems is a main focus in Australia's Partnerships for Recovery Strategy. Furthermore, the Strategy for Australia's Aid Investments in Agriculture, Fisheries and Water (2015) is underpinned by a food systems approach. In this regard, Australia adopts a whole-of-government and integrated approach that tackles blockages along the entire value chain, including food production, storage, processing, distribution and marketing.	Development Cooperation Fact Sheet: Agriculture Key areas of engagement include supporting economic recovery through increased smallholder incomes and improved value chains; strengthening food security and nutrition; improving plant and animal biosecurity; adapting agriculture to be more resilient, sustainable and adapted to climate change.	AgResults incentivizes the private sector and investment to promote the uptake of innovative technologies by smallholders at scale. Pacific Food Security Initiative aims to increase the availability and affordability of local nutritious foods. Market Development Facility uses a market system approach to raise incomes for men and women in partner countries.
Norway	Food systems framing is fully adopted and integrated into its strategy. The strategy places food value chains in a broader food system context and considers elements such as health, environment, infrastructures and institutions linked to them.	Food, People and the Environment: The Government's Action Plan on Sustainable Food Systems in the Context of Norwegian Foreign and Development Policy (2019-2023) Thematic focus areas include food production; value creation and markets; nutrition and diets; and policy and governance.	Information unavailable on the internet.

DONOR	FOOD SYSTEMS FRAMING	FOOD SYSTEMS INVESTMENT FOCUS AND APPROACH	ILLUSTRATIVE FLAGSHIP PROGRAMMES
FOUNDATIONS AND MULTILATERALS			
Bill & Melinda Gates Foundation	Even though the food systems framing is relevant to its current work, the Bill & Melinda Gates Foundation's overall agricultural and nutrition strategies are not driven by the food systems framing but rather have adopted a narrower definition and focus. However, its interventions target specific food system components such as nutrition.	Agricultural Development Strategy The Bill & Melinda Gates Foundation's approach is often very specific, with focused outcomes that target smallholders in developing countries. It has the following programmatic portfolios: enabling systems in Africa and Asia; seed systems and varietal improvement; crop discovery and translational sciences; livestock; nutritious food systems; global policy advocacy; policy and data; digital farmer services; women's empowerment; and partnerships.	Realizing Increased Photosynthetic Efficiency is an international research project that is engineering crops to be more productive by improving photosynthesis.
European Commission	The EU is working to increasingly adopt the food systems approach in its international policy framework for sustainable agriculture (especially in the Farm to Fork Strategy) by encompassing all activities from food production to consumption.	Farm to Fork Strategy The European Commission's bilateral aid is provided mainly through budget support thematic programmes that are in line with partners' priorities. The main focus areas include sustainable food production; ensuring food security; stimulating sustainable food processing, wholesale, retail, hospitality and food services practices; promoting sustainable food consumption; reducing food loss and waste; and combating food fraud along the food supply chain.	DeSIRA aims to support research and innovation projects in Africa, Asia and Latin America and to strengthen research capacities and governance.
IFAD	Being one of the United Nations food agencies, the food systems framing is a crucial evolving frame for IFAD and it fits well across its work portfolio. Various elements of the food system, especially those related to rural livelihoods and development approaches, were already incorporated in its work. In partner countries, IFAD tends to focus on a few food system elements, and tailors its interventions to country-specific contexts.	Strategic Framework 2016-2025 The main focus areas include increasing poor rural people's productive capacities; increasing poor rural people's benefits from market participation; and strengthening sustainability and climate resilience of poor people's economic activities.	Being the only international financial institution that focuses exclusively on agriculture and rural development, most of its projects can be considered flagship programmes. IFAD focuses on four mainstreaming themes: climate, nutrition, youth and gender.

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6 Key areas of donor contributions

This section looks at the collective contribution of donors to seven key areas: partner country projects; support for United Nations organizations; global governance, platforms and networks; NGOs and civil society; research and innovation; development finance for food systems; and private sector engagement. These areas were identified by the consulting team as distinct aid pathways and reflect categorizations in the DAC data. Interviews with donors helped to refine the distinctions to ensure that the areas or pathways are an appropriate reflection of the collective contribution of the donor community.

6.1 Recipient country projects and programmes

Ultimately, the vast majority of ODA funds flow to the implementation of in-country projects and programmes across a very wide range of issues and themes. However, as illustrated by **FIGURE 7**, there are a diverse set of pathways through which ODA flows from the original donor to in-country project-type programming. The four largest pathways are through recipient governments (33 per cent), United Nations agencies (18 per cent), donor country-based NGOs (14 per cent) and donor governments themselves (14 per cent).

Historically and currently, the largest proportion of this funding goes to agricultural development, followed by emergency food aid. Funding tagged as nutrition has been at a much lower level, although much of the agriculture focus is directly related to improving food security and nutrition. In-country programmes and projects contribute to improving all parts of the food system and to delivering impacts related to the food system outcomes of livelihoods, nutrition and environment. These investments, for example, contribute to infrastructure, development of inclusive value chains, financial services, agricultural research, extension and advisory services, enterprise development, community development, producer organizations and family farmers, sustainable management of water, soil and biodiversity resources, agroecology, climate-smart agriculture, nutrition-specific and sensitive programming, women's and youth's economic empowerment, engagement of the private sector, policy reform, education and social protection.

FIGURE 6 gives an indicative breakdown of expenditure across the agricultural sector. However, a similar disaggregated breakdown is not available from DAC data for the other areas that this report classifies as food systems related. Furthermore, many projects cover multiple types of interventions, making a simple thematic analysis difficult. This also means that the DAC data disaggregated by investment type for agriculture are indicative at best.

In general, the nature of food systems-related investments has evolved over time. Earlier investments focused substantially on increasing agricultural production and productivity, with a particular focus on staple crops to ensure natural food security. Over time, more attention was given to market and value chain development and associated financial services, with the realization that the production without improved market access does not optimize development outcomes. Recognition of natural resource degradation has led to a wide variety of interventions to improve the sustainability of agricultural production. The critical role that women play in food production and nutrition has given rise to numerous programmes aimed at women's and girls' economic empowerment in the food and agriculture sectors. More recently, programmes have given more emphasis to nutrition and the need for greater consumption and production of fresh fruit and vegetables, and climate change has brought attention to climate-smart agricultural interventions along with more attention to increasing the resilience of food systems to shocks.

True bilateral ODA, with funding flowing directly from donor countries to recipient governments, accounted for only about 7 per cent of total food systems aid in 2019, with three countries (France, Germany and Japan) accounting for 70 per cent of that. The true bilateral food systems aid focuses on agricultural water resources (17 per cent), rural development (14 per cent), and agricultural policy and administrative management (14 per cent). In contrast, **FIGURE 7** shows that 28 per cent of ODA funds, which include funding that comes from multilaterals and development banks, flows to recipient governments. These numbers highlight the role that multilaterals, both United Nations agencies and development banks, play in mediating the flow of aid directly to recipient governments.

6.2 Support for United Nations organizations

United Nations organizations and specialized multilateral agencies (IFAD, World Bank, etc.) play important roles in supporting national and global food systems. They provide technical analysis and advice at the global and national levels, support a range of key initiatives and programmes, and provide loans to low- and middle-income countries for agriculture and food-related investments. As **FIGURE 8** shows, multilateral agencies that support food systems transformation receive substantial proportions of ODA, mostly through contributions from bilateral donors that flow through the United Nations agencies in recipient countries. United Nations agencies and associated multilaterals provide 17 per cent of food systems funding as multilateral ODA (coming from multilateral core and replenishment funds), and an additional 29 per cent of food systems ODA flows through United Nations agencies. Therefore, in total, United Nations agencies (in non-lending capacities) facilitate almost half of all ODA flows in food systems.

Development banks provide some funding as grants, but for the most part provide other official flows (i.e. loans) out of their core trust fund. Almost all other official funding comes from regional development banks, the International Monetary Fund and the World Bank International Bank for Reconstruction and Development (see section 6.6). **TABLE 4** shows the total amounts of ODA that flow through multilaterals (from bilateral donors and earmarked for recipient countries) as well as "multilateral ODA", funds spent by multilaterals from their core (unearmarked) budgets in recipient countries.

FIGURE 8 shows that food systems aid flows through United Nations agencies are second only to recipient governments in terms of total dollars. The DAC data (**TABLE 2**) shows that food systems aid that flows through United Nations agencies comes predominantly from four sources: the United States, Germany, the EU and the United Kingdom. These donors provide 75 per cent of food systems aid that flows through the United Nations, with the United States alone providing almost half (43 per cent). These numbers reflect the fact that most emergency food aid programmes are administered by the United Nations. In fact, 75 per cent of the food systems aid flows through the United

TABLE 4
Funding flows from and through key multilateral organizations for food systems, 2019

UNITED NATIONS AGENCY	MULTILATERAL ODA SPENDING FROM CORE FUNDING (MILLION US$)	ODA FLOW THROUGH MULTILATERALS (MILLION US$)	KEY FOOD SYSTEMS-RELATED FUNCTIONS
Food and Agriculture Organization of the United Nations	284.48	355.47	Production, natural resources and food security
World Food Programme	208.31	4 651.75	Emergency food assistance
IFAD*		99.64	Grants and loans for agriculture and rural development
United Nations Children's Fund	107.81	392.71	Children
Green Climate Fund	52.37		Climate mitigation and adaptation
United Nations Development Programme	2.45	119.18	Development context
United Nations Environment Programme	--	7.76	Climate change, disasters and conflicts, ecosystem management, environmental governance, chemicals and waste and resource efficiency
World Health Organization	21.67	5.08	Health, nutrition and non-communicable diseases
World Bank International Development Association*	2 581.31	20.14	Development grants and loans funding

*Grant-making only – lending not included.
Source: Data from OECD CRS database.

Nations in 2019 were for emergency food aid, and another 9 per cent were for food assistance. Outside these two focal areas, flows through the United Nations tend to be focused on basic nutrition, rural development, agricultural development, and agricultural policy and administrative management.

Donors describe providing funding to the United Nations as a primary channel through which aid flows, often as core funding from donor countries and as project-specific funding from private philanthropy. For most donors, the multilateral system is best positioned to deliver at global level and on the specific elements of the food system.

> **"We give a significant share of our development budget, unearmarked funding, to United Nations agencies. The basic thinking is that the agencies know what they are doing."**
> *Interview with donor*

6.3 Food systems governance, platforms and networks

As discussed in section 3, the architecture of global and regional intergovernmental process and multi-stakeholder forums and networks is highly complex. There is no overall global food systems governance mechanism as such; however, the many processes and forums create an interacting network that operates to establish global norms, encourage the adoption of policy positions, establish collaborative programmes and initiatives, and share knowledge and learning. Without attempting to be fully comprehensive, this section outlines some of the key platforms and initiatives supported by donors.

The CFS is the foremost inclusive international and intergovernmental platform dealing with food, hunger and nutrition issues. The CFS is an intergovernmental committee, hosted by the Food and Agriculture Organization of the United Nations. It was established in 1974 and reformed in 2009 following the 2008 global food price crisis. It promotes policy convergence and coherence on global food security and nutrition issues and broader food system issues (as shown by the adoption in February 2021 of the Voluntary Guidelines on Food Systems and Nutrition). It reports to the United Nations General Assembly through the Economic and Social Council. The CFS has a High Level Panel of Experts and associated civil society and private sector mechanisms. The work of the CFS has been supported by a number of donors, with significant support coming from the EU and its Member States.

Concern about insufficient global attention to nutrition led to a number of global initiatives being established since 2010, including the Scaling Up Nutrition Movement, the Global Panel on Agriculture and Food Systems for Nutrition, and the Global Alliance for Improved Nutrition. These function alongside a range of other global initiatives related to food systems (see **TABLE 5**).

TABLE 5
Illustrative global initiatives, platforms and networks

GLOBAL INITIATIVE	DESCRIPTION	KEY DONORS/PARTNERS
Global Panel on Agriculture and Food Systems for Nutrition (GLOPAN)	GLOPAN works with international, multisector stakeholders to help governments in low- and middle-income countries develop evidence-based policies that make high-quality diets safe, affordable and accessible.	United Kingdom
Global Alliance for Improved Nutrition (GAIN)	Making food systems more likely to generate positive nutrition outcomes by connecting public and private sectors to improve the consumption of safe, nutritious food to promote healthy diets in a sustainable way.	Netherlands, Bill & Melinda Gates Foundation, Germany, United Kingdom, United States, Children's Investment Fund Foundation
Scaling Up Nutrition (SUN)	A movement, led by countries, committed to the understanding that good nutrition is the best investment of the future. The political leaders of SUN countries agree to engage all sectors of central and local governments in efforts to improve nutrition.	Ireland, United Kingdom, Norway, EU, Switzerland, Canada, Germany, France, USAID, UNICEF, Japan, Canada, World Bank
World Economic Forum (WEF) Food Systems Initiative	The WEF's Food Systems Initiative is working to establish the conditions for collective leadership action through systems thinking, institutional leadership alignment, and catalysing and supporting an international consensus and collective action agenda and a series of leadership milestones that can accelerate those actions.	Netherlands
The Food and Land Use Coalition (FOLU)	FOLU is a community of organizations and individuals committed to the urgent need to transform the way we produce and consume food and use our land for people, nature and climate. It supports science-based solutions and help to build a shared understanding of the challenges and opportunities to unlock collective, ambitious action.	AGRA, EAT, GAIN, IIASA, SDSN, WBCSD, WFO, WRI
EAT Forum	EAT's vision is a fair and sustainable global food system for healthy people and planet – leaving no one behind. Its mission is to transform our global food system through sound science, impatient disruption and novel partnerships.	Stordalen Foundation, Stockholm Resilience Centre, Wellcome Trust
International Land Coalition (ILC)	ILC's collective goal as a network is to realize land governance for and with people at the country level, responding to the needs and protecting the rights of those who live on and from the land.	IDRC, BMZ, IFAD, Wellspring
World Business Council for Sustainable Development (WBCSD) Food Reform for Sustainability and Health project	The Food Reform for Sustainability and Health project develops solutions to drive food systems transformation for healthy people and a healthy planet. It takes a "fork to farm" approach, starting with the dietary shifts that are required for everybody to eat well, within environmental limits. It then develops, implements and scales transformative business solutions aligned with science-based targets.	WBCSD members and partners
International Panel of Experts on Sustainable Food Systems (IPES-Food)	IPES-Food is an independent panel of experts with a mission to promote transition to sustainable food systems around the world. Since 2015, IPES-Food has shaped the debate on global food system reform through scientific reports and detailed policy recommendations.	Daniel and Nina Carasso Foundation, Open Societies Foundation, Fondation Charles Leopold Mayer pour le Progrès de l'Homme, 11th Hour Foundation

Extreme poverty, hunger and food insecurity are becoming increasingly concentrated on the African continent; this will be exacerbated over the coming decades owing to substantial population growth. This has led many donors to focus their food systems-related investments heavily in Africa. To help align African government policy priorities for food and agriculture and donor investments, the Comprehensive African Agriculture Development Programme was established in 2003. It has been supported by a multi-donor trust fund. Another key African initiative is the Alliance for a Green Revolution in Africa, which was established in 2006. Since that time, with support from donors, it has made investments of US$553 million. It also supports the annual African Green Revolution Forum, which has become the continent's premier forum for advancing Africa's agricultural agenda and is accompanied by an annual report on key issues for food and agriculture.

A number of private sector platforms have emerged that are promoting more sustainable approaches to food systems. Most notable is the World Economic Forum's Food Systems Initiative and the Word Business Council for Sustainable Development's Food and Agriculture programme with its projects on Food Reform for Sustainability and Health, Scaling Positive Agriculture and Soft Commodities Forum. The World Economic Forum has convened multi-stakeholder dialogue processes on sustainable food systems and established the Grow Africa and Grow Asia initiatives. These initiatives have received some funding from bilateral and foundation donors, and they collaborate with other projects that have donor funding.

Two other significant global initiatives are the EAT Forum and the Food and Land Use Coalition. EAT is a non-profit founded by the Stordalen Foundation, the Stockholm Resilience Centre and the Wellcome Trust to catalyse food systems transformation. It collaborated to produce the EAT-*Lancet* report on health and sustainable food consumption (Willett et al. 2019). The Food and Land Use Coalition is a community of organizations and individuals committed to transforming the way food is produced and consumed.

The above partial outlining of food systems governance mechanisms, platforms and networks illustrates how complex, diverse and multifaceted this space has become. Bilateral and foundation funds enable all of these initiatives. This plethora of initiatives helps to promote food systems change and mobilize the engagement of multiple organizations and interest groups across the public, private, civil society and academic sectors. At the same time, it can also lead to competing initiatives, in terms of both resources and profile.

Donors highlighted the need for governance and coordination through networks, to discuss and unpack differences in how to approach food systems transformation as well as to operationalize the agreed evidence base. As an example, one donor highlighted that "one big interesting finding" from the Ceres2030 report "is the notion that farmers' organizations are important and critical to achieving the outcomes that we've agreed to, on healthy planet, people and economies. But what are we doing specifically to make that happen? How are we empowering farmers' organizations?"

6.4 Non-governmental organizations and civil society

NGOs, both donor country based and recipient country based, are key partners of many donors in implementing on-the-ground projects (see **FIGURE 7** and section 6.1). **TABLE 2** highlights the differences between ODA from donor governments, which tends to flow through donor country-based NGOs if any NGO channels are used, and private donors, who prioritize recipient country-based NGOs and international NGOs.

While not always explicitly stated by donors, NGOs play a number of important roles. First, as illustrated by the data (see **FIGURE 8**), they are a significant channel through which donors work for the direct implementation of development projects. They are often seen as having the flexibility, and capability, to work at the grass-roots level, something that not always true of work by national governments or international organizations. Second, they have an important advocacy role both globally and at the national level, and some donors fund NGOs with explicit recognition that good governance and transparency requires an effective balance in the powers and influence of the State, the private sector and civil society. Third, NGOs are often most effective at working on community development and directly supporting marginalized groups.

Within the DAC data (see **FIGURE 8**), food systems aid that flows through NGOs accounts for 15 per cent of total food systems ODA, and 28 per cent of total food systems private investments. For both ODA and private funds, about 10 per cent flow through donor country-based NGOs. Although the dollar values are relatively small, the proportion of food systems aid that flows from private donors through both international NGOs and recipient country-based NGOs is about the same, at 7 per cent and 11 per cent, respectively. In contrast, only 3 per cent of food systems ODA flows through international NGOs, and only 1 per cent through recipient country-based NGOs. Funds to international NGOs and donor country-based NGOs tend to focus on emergency food aid, basic nutrition and food assistance. Funds to recipient-country-based NGOs tend to focus on agricultural development, rural development, agricultural policy and administrative management, and basic nutrition. This is probably because recipient country-based NGOs tend to focus on more systemic challenges and are not plugged into the global system for procuring and distributing emergency or non-emergency food assistance.

6.5 Research and innovation

A critical contribution of the global donor community is to global public good research in food systems, and in particular for agricultural research. Most significantly, this includes the US$836 million (in 2019) that went to support the research centres of the CGIAR Consortium.[5] In addition, substantial resources flow to Northern and Southern academic institutions and to the national agricultural centres. The DAC codes do not enable a full accounting of total research expenditures, as many of these expenditures are on projects that are not based in a specific recipient country. This is also complicated by the fact that many projects may involve an element of research and innovation that is not disaggregated from implementation, education or other types of projects. DAC data do not identify funding for national agricultural centres.

Within the DAC data, the Bill & Melinda Gates Foundation contributes one third (33 per cent) of the food systems aid that flows through research and teaching institutions, and the United States, Germany and the United Kingdom collectively contribute another 40 per cent of the funds. The DAC data do not account for all budgetary flows into the CGIAR system, as much of the CGIAR funding is for research that is not necessarily associated with a recipient country. In 2019, for example, 14 per cent of the CGIAR budget was spent on administrative costs, leaving a research and project budget of roughly US$719 million.[6] Only about 20 per cent of these funds is accounted for in the DAC data (US$135 million in 2019).

Historically, "food systems"-oriented research was highly focused on increasing agricultural yields, particularly for staple crops. Within the CGIAR system, there has been a strong focus on plant breeding. Over time, a much broader research agenda has evolved with more attention to value chain aspects, socio-economic factors, policy, environment and nutrition. The new reform agenda for the One CGIAR has fully adopted a food systems framing, and many academic institutions and research networks have also begun articulating their research agendas in terms of a food systems approach rather than just agriculture.

The focus on global public goods in research institutions is supported by a set of global and regional research networks that also receive donor funding (see **TABLE 6**). In addition, in the DAC data, investments in "other research and education institutions" was about US$590 million in 2019, which is about two thirds of the CGIAR global annual budget. This suggests that there is an important network of national and regional research and educational institutions making contributions to innovation in food systems. It should be noted that, besides CGIAR, a number of donors have strong national research institutes working on development and food systems issues, which often collaborate with the CGIAR and the national food and agriculture research programmes of recipient countries.

5 https://www.cgiar.org/annual-report/performance-report-2019/financial-highlights/#:~:text=Overall%2C%20expenses%20in%202019%20decreased,administrative%20and%20System%2Dlevel%20costs.

6 ibid.

TABLE 6
Research networks for agriculture and food

RESEARCH NETWORK INITIATIVE	PURPOSE
Global Forum on Agricultural Research and Innovation (GFAR)	Partners in GFAR, at national, regional and international levels, advocate for and catalyse collective actions that strengthen and transform agrifood research and innovation systems.
Agricultural Model Intercomparison and Improvement Project (AgMIP)	AgMIP's mission is to significantly improve agricultural models, and scientific and technological capabilities, for assessing impacts of climate variability and change and other driving forces on agriculture, food security and poverty, from local to global scale.
Forum for Agricultural Research in Africa (FARA)	As a coordinating body, FARA works through collaboration with its partners, an approach driven by the principle of subsidiarity, which devolves the implementation of programmes to the subregional organizations and the national agricultural research institutes.
Association for Strengthening Agricultural Research in Eastern and Central Africa (ASARECA)	ASARECA contributes to increased productivity, commercialization and competitiveness of the Eastern and Central Africa agricultural sector by strengthening, catalysing and coordinating agricultural research for development in the Eastern and Central Africa subregion.
West and Central African Council for Agricultural Research and Development (CORAF/WECARD)	CORAF/WECARD has four main functions: (a) coordination and capacity strengthening; (b) scaling technologies and innovations; (c) creating an enabling environment at the regional level for technology flows and increased trade; and (d) knowledge management and learning.
Centre for Coordination of Agricultural Research and Development for Southern Africa (CCARDESA)	CCARDESA promotes innovative research, technology generation and adoption for sustainable agricultural development through effective partnerships and capacity-building.
Regional Universities Forum for Capacity Building in Agriculture (RUFORUM)	RUFORUM's mission is to strengthen the capacities of universities to foster innovations responsive to demands of smallholder farmers through the training of high-quality researchers, the output of impact-oriented research and the maintenance of collaborative working relations among researchers, farmers, national agricultural research institutions and governments.
European Alliance on Agricultural Knowledge for Development (Agrinatura)	The main goal of Agrinatura is to contribute to the development and dissemination of knowledge that leads to innovation as a key to the poverty reduction, economic growth and enhanced food security needed to increase production and productivity for future generations while achieving sustainable agriculture for the protection of the environment and achievement of the SDGs.

Source: Data from OECD CRS database.

6.6 Development finance for food systems

Donors support international and regional financial institutions to make concessional loans to national governments and private sector operators. Donor funding has two forms: replenishment funds that enable the institutions to make loans to their clients and, often supplementing the first, funding for grants to support the technical advice that is needed to develop bankable projects and advise clients.

There are four main types of institutions: international financial institutions, regional development banks, donor country finance institutions and independent/NGO institutions. All depend to varying degrees on donor financing to operate and make their loans. There are also supporting institutions such as the Food and Agriculture Organization Investment Centre and the Smallholder and Agri-SME

Finance and Investment Network (facilitated by IFAD). **TABLE 7** provides an overview of the relative contribution of each financial institution to total development financing. Note that these figures are not specific to food systems financing, because development finance is in general not included in the DAC data, thus there is no simple or consistent way to characterize loan portfolios in terms of the proportion that is focused on food systems. An exception to this rule is the IFAD annual portfolio, which is focused solely on agriculture and rural development.

Development finance for food systems includes loans to national governments to support large agricultural and rural development programmes, financing of private sector activities, and public–private partnerships that have a development outcome, as well as support for microfinance institutions.

There is increasing recognition of the value of blended financing, whereby grant funding complements concessional financing, which in turn can leverage commercial finance. Despite the need for financing in agriculture and food systems, lending to agriculture remains a relatively small proportion of the portfolio of lending by international and regional financial institutions. For example, agriculture lending accounted for 13 per cent of the lending portfolio of the International Development Association in 2015–2020, representing US$3.4 billion in 2019 and US$2.4 billion in 2020 (Bharali et al., 2020). The Finance in Common Working Group, led by IFAD and bringing together several public development banks, also aims to foster public investments in food systems.

Climate finance from the public and private sectors is an emerging area of potential for agriculture and food systems; however, to date, the scale of climate financing for agriculture has been limited (Chiriac et al., 2020).

TABLE 7
Total expenditures by development finance institutions, 2019

FINANCIAL INSTITUTION	DESCRIPTION AND PURPOSE	INDICATIVE ANNUAL PORTFOLIO OF LENDING (US$ MILLIONS)
World Bank Group	The World Bank provides a wide array of financial products and technical assistance and supports countries to share and apply innovative knowledge and solutions to challenges. Its goals are to galvanize international and national efforts to end extreme poverty and to promote shared prosperity and greater equity in the developing world.	See International Finance Corporation and International Bank for Reconstruction and Development
International Finance Corporation	The International Finance Cooperation is a member of the World Bank Group and the largest global development institution focused on the private sector in developing countries. Its mission is to advance economic development by encouraging the growth of private enterprise in developing countries.	19 100[7]
International Bank for Reconstruction and Development	The International Bank for Reconstruction and Development is a member of the World Bank Group and is the lending arm of the World Bank Group, offering loans to middle-income developing countries.	23 000[8]

[7] https://www.worldbank.org/en/news/press-release/2019/08/09/world-bank-group-entities-issue-financial-statements-for-fy19.

[8] ibid.

FINANCIAL INSTITUTION	DESCRIPTION AND PURPOSE	INDICATIVE ANNUAL PORTFOLIO OF LENDING (US$ MILLIONS)
International Fund for Agricultural Development	IFAD is an international financial institution and specialized United Nations agency established to mobilize resources for agriculture and rural development in developing countries.	854.8[9]
African Development Bank	Founded in 1964, the African Development Bank seeks to mobilize financial resources to support economic and social growth in Africa. Its overarching objective is to spur sustainable economic development and social progress in its regional member countries and thus contribute to poverty reduction.	5 450[10]
Asian Development Bank	Established in 1966, the Asian Development Bank is committed to achieving a prosperous, inclusive, resilient and sustainable Asia and the Pacific while eradicating extreme poverty. It assists its members by providing loans, technical assistance, grants and equity investments towards economic and social development.	16 470[11]
Inter-American Development Bank	Established in 1959, the Inter-American Development Bank works to promote accelerating economic and social development in Latin America and the Caribbean by offering financial and technical support to reduce poverty and inequality, advance infrastructure, and improve education and health.	10 574[12]
CDC	Established in 1948, CDC is the United Kingdom's development finance institution. It works to support growth and jobs and to make a financial return that is reinvested into more businesses.	4 700
Swedfund	Swedfund is the development finance institution of the Swedish State. Its mission is to combat poverty by investing in and developing sustainable business in the world's most challenging markets.	4.915
FMO Entrepreneurial Development Bank	FMO is the Dutch entrepreneurial development bank and invests in over 85 countries. Its mission is to empower entrepreneurs to build a better world.	1.42
Root Capital	Root Capital invests in the growth of agricultural enterprises that support smallholder farmers. It seeks out enterprises whose credit needs are too big for microfinance and too small or risky for commercial banks. It provides loans ranging from about US$200,000 to US$2 million specially tailored to harvest and sales cycles.	2
Food and Agriculture Organization Investment Centre	The Investment Centre supports developing and transitioning countries to design, implement and evaluate investment programmes, including a large number of environmental and natural resources management projects.	NA
Smallholder and Agri-SME Finance and Investment Network	The Smallholder and Agri-SME Finance and Investment Network is an inclusive partnership of actors operating in different parts of the ecosystem for agrifood and rural small and medium-sized enterprise investment, with a focus on access to finance and complimentary services.	NA

Source: Data sources in footnotes.

[9] https://www.ifad.org/documents/38714170/41784870/AR2019+EN+summary.pdf/f40a1ab6-af5d-3b7f-1e71-ef48f39de148.

[10] https://www.afdb.org/sites/default/files/documents/publications/afdb_annual_report_2019_eng.pdf (UA converted to US$ using an exchange rate of US$1.44:UA1).

[11] https://www.adb.org/news/adbs-2019-operations-reach-33-74-billion#:~:text=Disbursements%20in%202019%E2%80%94a%20key,a%2016.1%25%20increase%20from%202018.

[12] https://publications.iadb.org/publications/english/document/Inter-American_Development_Bank_Annual_Report_2019_Financial_Statements.pdf.

6.7 Private sector and market development

There is an increasing focus on using donor funding to broker public-private partnerships, encourage responsible business and investment practices, and mobilize private sector investments.

The private sector is both a recipient of donor aid and a partner with many donors in scaling up and amplifying solutions and innovations that are first invested in by donors. As illustrated in **TABLE 8**, donors have supported a variety of specific private sector-focused initiatives. These initiatives fall into two broad categories. In one category are initiatives aimed at embedding sustainable and equitable practices into the agrifood sector at large, often with a focus on the leadership role that can be played by international firms. These efforts have also led to the establishment of various sustainability platforms and commodity round tables with the private sector, such as the Round Table for Sustainable Palm Oil and the Round Table on Responsible Soy. These efforts have been supported by industry initiatives such as the World Economic Forum's Food Systems Initiative and the World Business Council for Sustainable Development's Food and Nature Programme and Sustainable Agriculture Initiative Platform.

The second category comprises initiatives aimed at establishing or improving specific market conditions, for example in working to link small-scale producers to markets in ways that improve their incomes and are also financially viable for the private sector. These initiatives generally work with national-level enterprises but may also involve larger international firms. Most donors have engaged in some way with programmes that support such local-level value chain and market systems development. Earlier programmes often focused on internationally traded commodities such as coffee, tea and cocoa, which linked growing Western consumer interest in sustainability to development projects. Over time, more focus has been given to domestic and regional value chain projects.

Underpinning this private sector engagement and market development work has been a focus on understanding how entire value chains function, how to bring public and private sector actors together and the principles of engaging with the private sector in ways that are transparent, add value to public investments and avoid reputational risks. There is also increasing recognition that to develop effective and workable food and agricultural policies it is essential to engage the private sector.

TABLE 8
Private sector initiatives

INITIATIVE	DESCRIPTION	DONORS INVOLVED
Sustainable Trade Initiative (IDH)	IDH works with businesses, financiers, governments and civil society to realize sustainable trade in global value chains. It develops and applies innovative, business-driven approaches to create new jobs, sustainable industries and new sustainable markets.	Dutch Ministry of Foreign Affairs; Federal Council of Switzerland; DIDA; Norwegian Ministry of the Environment
AgResults	It is a multilateral initiative that uses Pay-for-Results prize competitions to incentivize, or "pull", the private sector to overcome agricultural market barriers by investing in innovative research and delivery solutions that improve the lives of smallholder farmers.	Australian Government; Bill & Melinda Gates Foundation; Canadian Government; USAID; Foreign, Commonwealth & Development Office; World Bank Group
Global Agriculture and Food Security Program Private Sector Window	It uses blended finance solutions and concessional funding to support projects designed to improve the livelihood of smallholder farmers living in the world's poorest countries. It invests in the entire food supply chain and specializes in early-stage agribusiness projects with a high potential for development impact.	Australia, Canada, Japan, the Netherlands, the United Kingdom and the United States
Market Development Facility (MDF)	MDF uses a market systems development approach to promote sustainable economic development through higher incomes for women and men in its partner countries. It works to connect individuals, businesses, governments and NGOs with each other and with markets at home and abroad.	Australian Government
Private Sector Engagement Hub	The Private Sector Engagement Hub works to advance USAID's cultural and operational transformation towards enterprise-driven development. Its mission is to create institutional conditions, operating infrastructure and capacity necessary to expand engagement with the private sector in the United States and partner countries.	USAID
Grow Asia	Grow Asia is a unique multi-stakeholder partnership platform that brings together farmers, governments, the private sector, NGOs and other stakeholders in South-East Asia to lift the productivity, profitability and environmental sustainability of smallholder agriculture in the region.	Australian Government; Canada; International Department Research Centre; GIZ; IFAD; Swiss Development Agency; World Bank Group
Grow Africa	Grow Africa works to increase private sector investment in agriculture, and accelerate the execution and impact of investment commitments. The aim is to enable countries to realize the potential of the agriculture sector for economic growth and job creation, particularly among farmers, women and youth.	African Union; the New Partnership for Africa's Development; World Economic Forum
Partnership for Inclusive Agricultural Transformation in Africa (PIATA)	PIATA was launched in 2017 as a strategy for transforming agricultural systems by driving integrated delivery in agroeconomic zones and across value chains. It works to enhance in-country coordination and deepen engagements with the private sector to transition African agriculture from subsistence to sustainable business occupations.	Bill & Melinda Gates Foundation; Rockefeller Foundation; Foreign, Commonwealth and Development Office; BMZ; USAID

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7 Alignment of donor investments and priorities with Food Systems Summit Action Tracks and recommendations from key reports

7.1 Donor alignment with FSS Action Tracks

The five FSS Action Tracks largely align with the commonly used framing of food systems (see **FIGURE 2**). Action Track 2 – shift to sustainable consumption patterns – is in a sense an overarching idea that emphasizes taking a consumption-oriented view of what is needed for a sustainable and equitable food system. Action Track 1 – access to safe and nutritious food – is the food system outcome of food security and nutrition. Action Track 3 – nature-positive production – is the food system outcome of environment. Action Track 4 – equitable livelihoods – is the food system outcome of economic and social well-being, and Action Track 5 – resilience to vulnerabilities, shocks and stress – is the food system property of resilience.

Broadly, what donors are currently funding aligns well with the FSS Action Tracks. Although many of their programmes may have been characterized as agriculture or food security, most donors interviewed felt that their portfolios were relatively balanced across the FSS Action Tracks. The main exception was sustainable consumption patterns; there was less clarity about to what this Action Track refers. In terms of influencing consumers at large, this is an area where donor funding is less prevalent.

Preparation for the FSS has also included the compilation of a set of game-changing solutions identified from broad stakeholder consultation and the FSS dialogues, which have been clustered under six action areas. Part of the work for the proposed GDPRD white paper will be to assess the degree to which these areas align with current programmes and to identify gaps and areas where greater efforts are needed.

7.2 Recommendations from key reports

As part of the analysis for this stocktaking, over 30 recent high-profile reports that relate to food systems were reviewed and their approximately 700 recommendations synthesized (table 9). This includes recommendations from intergovernmental processes, research reports, and reports from international organizations and independent bodies; the intention is not to suggest equal legitimacy of different processes or reports, but rather to show the breadth and commonality of thinking about future directions for food systems.

Broadly, **what** needs to be done to improve food systems appears well understood and articulated and to a degree has been repeated in numerous reports. Overall, the following transformations are being called for.

- Shift diets towards those that are better for human health and for the health of the environment, which overall means being more plant based.
- Ensure that food systems provide inclusive (fair) economic opportunities for as many people as possible, such as producers, workers and consumers.
- Dramatically reduce food loss and waste.
- Develop much more resource-efficient and climate-smart production systems that provide for a wider diversity of healthy diets.
- Enhance the resilience of food systems so that people and the system are less vulnerable to shocks and crises.

The report recommendations provide a very substantial list of what is needed to help drive such a transformation. These largely, and not surprisingly, align with the FSS action areas and proposed game-changing solutions.

It is difficult to assess fully the degree to which the current portfolio of donor food system investments is already responding at least in some way to these recommendations. However, a general review of types and themes of investments by donors indicates that substantive initiatives are already in place and are responding to many of the recommendations.

This raises the question of "what is the problem?". Is it simply insufficient investment? Is it a failure of investments to overcome the wider structural barriers to change? Is it insufficiently coordinated approaches? Is it a failure to catalyse a sufficient degree of change by other actors, particularly in relation to responsible investment? Is it limited translation of food system policy options into national and subnational government initiatives and budgets? Is it all just a slow process that is heading in the right direction?

In responding to the outcomes of the FSS, it will be critical for donors to address such questions and to look not just at **what** needs to be done, but **how** change can be mobilized on the scale needed. It will be necessary to assess whether it is an issue of resource constraints or of how limited resources are currently being targeted.

TABLE 9
Synthesis of recommendations from recent reports related to food systems

RECOMMENDATION AREA	CLUSTERED RECOMMENDATIONS	NO. CLUSTERED	REPORTS
Empowerment, inclusion and equity	Create decent opportunities, especially for marginalized people	9	CFS 2014; Food Systems Dashboard; G7 2016 (V4A); G7 2019; G20 2015a; G20 2018; G20 2021; GAIN and JHU 2020; IFPRI 2020; Laborde et al. 2020; UN DESA 2021
	Empower through inclusive decision-making and policy processes	8	CFS 2014; FAO et al. 2019; G20 2018; HLPE 2020; IFPRI 2020
	Prioritize empowerment and capacity development for stakeholders particularly smallholders	6	CFS 2014; G7 2017; G7 2016; G8 2009; G20 2015a; G20 2016
	Integrate equity and human rights in food security and nutrition interventions and policies	12	CFS 2014; G7 2016; G20 2015a; G20 2021; HLPE 2020, IFPRI 2020; IPES et al. 2021
Enabling business environment	Creation of enabling environments to attract investment in the agrifood system	17	AGRA 2017; G8 2009; G20 2018; G20 2016; G20 2015b; IFAD 2016; IFPRI 2020; UNCCD 2017; UN DESA 2021; World Bank 2020
Environment	Promote sustainable and resource-efficient food production systems	39	CFS 2014; CFS 2016; G7 2016; G7 2017; G8 2009; G20 2021; G20 2015a; G20 2015b; G20 2016; G20 2017; G20 2018; H20 2020; HLPE 2020a; IPES-Food 2020; UNCCD 2017; Westhoek et al. 2016; WRI 2019
	Investing in research and innovation to identify and promote resource-efficient food systems	9	G7 2016; G20 2017; Westhoek et al. 2016; WRI 2019
	Promote sustainable management, restoration and efficient use of natural resources	26	CFS 2014; CFS 2016; FAO 2020; G7 2017; G20 2018; G20 2020; G20 2021; UNEP 2016; UNCCD 2017; UN DESA 2021; Westhoek et al. 2016; WRI 2019
	Reduce food loss and waste	17	CFS 2014; CFS 2016; Fan et al. 2013; FAO et al. 2020; G7 2016; G7 2017; G20 2015a; G20 2015b; G20 2016; G20 2018; Mbow et al. 2019; Laborde et al. 2020; Mbow et al. 2019; UNCCD 2017; Westhoek et al. 2016; WRI 2019
	Prioritize integrated programmes	3	CFS 2016; IFAD 2019; WRI 2019
	Supporting institutional and policy reforms such as revaluing prices of environmental externalities	6	UN DESA 2021; Westhoek et al. 2016; WRI 2019

RECOMMENDATION AREA	CLUSTERED RECOMMENDATIONS	NO. CLUSTERED	REPORTS
Financial services	Improve access to innovative financial services	19	AGRA 2017; Bharali et al. 2020; CFS 2014; Fan et al. 2013; G7 2017; G20 2015a; G20 2018; G20 2016; G20 2021; HLPE 2013; IFAD 2016; UN DESA 2021; World Bank 2008
	Expanding opportunities for risk-planning for small-scale farmers	2	Fan et al. 2013; World Bank 2019
	Reforming financial regulations	1	IFAD 2016
	Introduce sustainable subsidies to reduce production costs	4	Laborde et al. 2020
Governance	Working towards responsible and inclusive investments, governance and accountability	12	CFS 2014; G7 2016; G7 2016 (V4A); G7 2017; G8 2009; G20 2015a; G20 2016; G20 2018; G20 2020; UN DESA 2021; World Bank 2008
	Decentralizing and devolving policy and operations	3	Bharali et al. 2020; Westhoek et al. 2016; UN DESA 2021
	Strengthen public agrifood institutions	7	AGRA 2017; FAO et al. 2019; G8 2009; G20 2016; G20 2020; HLPE 2020a; IFAD 2016; UN DESA 2021
	Designing and implementing medium- and long-term strategies	6	FAO et al. 2017; FAO et al. 2020; G7 2017; G20 2016
	Strengthen policy integration and coherence though improved planning, coordination and governance	17	Bharali et al. 2020; CFS 2014; CFS 2016; Fan et al. 2013; FAO et al. 2018; FAO 2020; G7 2016 (V4A); G20 2017; G20 2021; HLPE 2013; HLPE 2020a; IFAD 2019; IPES-Food 2020; Mbow et al. 2019; World Bank 2008
	Prioritize collaborative, multi-stakeholder, and multidisciplinary food systems approaches	14	Bharali et al. 2020; Biovision Foundation for Ecological Development and IPES-Food 2020; CFS 2014; G7 2016 (V4A); G7 2016; G7 2017; G8 2009; G20 2015; G20 2016; G20HLPE 2018; Westhoek et al. 2016
	Work at multiple scales and consider context specificity	10	CFS 2016; G7 2016 (V4A); G20 2016; G20 2018; HLPE 2020a; UNCCD 2017; UN DESA 2021
	Recognize the role of the CFS as a lead body in coordinating international governance	4	G20 2019; HLPE 2020a
	Liberalize trade to expand access to markets and inputs	9	AGRA 2017; FAO et al. 2020; G20 2021; World Bank 2019
	Increase and coordinate public and donor investments in global public goods for agriculture	7	AGRA 2017; Bharali et al. 2020; Fan et al. 2013; G7 2016 (V4A)
Infrastructure and smallholder-friendly technology	Investments in essential infrastructure – e.g. ICT, transport and market infrastructure, especially in remote rural areas	26	CFS 2014; FAO et al. 2019; FAO et al. 2020; G7 2016 (V4A); G20 2015a; G20 2016; G20 2017; G20 2018; G20 FAO et al. 2020; HLPE 2020a; IFAD 2016; IFAD 2019; IFPRI 2020; Laborde et al. 2020; UN DESA 2021; Westhoek et al. 2016; World Bank 2019

RECOMMENDATION AREA	CLUSTERED RECOMMENDATIONS	NO. CLUSTERED	REPORTS
	Investments in irrigation infrastructure	3	G7 2016 (V4A); IFAD 2016; Laborde et al. 2020
	Develop smallholder-friendly technology	8	CFS 2014; Fan et al. 2013; HLPE 2020a; G20 2016; HLPE 2020; UNEP 2016; UNEP 2019; Westhoek et al. 2016 (V4A); World Bank 2020
Market access and performance	Support farmers' access to markets and market information	5	CFS 2016; G20 2017; G20 2021; HLPE 2013; IFPRI 2020
	Target policy interventions to correct market failures and improve market performance	18	CFS 2014; CFS 2016; Fan et al. 2013; G7 2017; G8 2009; G20 2015a; G20 2016; G20 2017; G20 2018; G20 2021; HLPE 2013; UN DESA 2021; World Bank 2008; World Bank 2019
	Pursue trade agreements and cooperation	8	G7 2017; G20 2017; G20 2018; G20 2020; G20 2021; UN DESA 2021; World Bank 2019
Nutrition	Promote nutrition-sensitive food systems	18	CFS 2014; FAO et al. 2019; G7 2016 (V4A); G7/G5 2019; G20 2021; HLPE 2020; GAIN and JHU 2020; HLPE 2020a; IFAD 2016 2019; IFPRI 2020
	Prioritize policy actions and investments that increase access to nutritious food, especially for poor consumers	18	CFS 2014; FAO et al. 2020. 2019; FAO et al. 2019; G20 2021; GAIN and JHU 2020
	Promote policies and interventions to ensure access to nutritious foods for infants, such as exclusive breastfeeding promotion	5	FAO et al. 2020 2019
	Enforcement of dietary guidelines, regulations and laws	22	FAO et al. 2020 2019; FAO et al. 2019; GAIN and JHU 2020; IPES et al. 2021
	Reducing food and nutrition loss, risks and contamination	15	CFS 2014; CFS 2016; FAO et al. 2020; G8 2009; G20 2021; G20 2018; G20 2015b; GAIN and JHU 2020
	Investing in food fortification programmes	4	FAO et al. 2020; GAIN and JHU 2020
	Investments in research, processing and technology actions to enhance nutrition	3	FAO et al. 2020; GAIN and JHU 2020
	Investment in public services and infrastructure to enable delivery of nutritious diets	8	CFS 2014; FAO et al. 2019; GAIN and JHU 2020
	Promote social protection programmes that enhance access to healthy and nutritious diets	9	FAO et al. 2019; G20 2021; GAIN and JHU 2020; HLPE 2020a
	Promote sustainable and healthy consumption patterns	8	CFS 2014; CFS 2016; Development Initiatives 2018; FAO et al. 2019; G7 2017; Westhoek et al. 2016

RECOMMENDATION AREA	CLUSTERED RECOMMENDATIONS	NO. CLUSTERED	REPORTS
	Scale up financing and implement integrated policies that address hunger and malnutrition in all its forms	7	Development Initiatives 2018; FAO 2019; FAO et al. 2020; G7/G5 2019; HLPE 2020a
	Invest in nutrition education and global campaigns to create awareness on nutrition-sensitive practices	17	CFS 2014; FAO et al. 2019; FAO et al. 2020; G7 2016; G7 2020; GAIN and JHU 2020; IFAD 2019
	Promote investments that address antimicrobial resistance, animal and plants diseases, and biological threats	6	G7 2016; G20 2017; G20 2018; G20 2020
Private sector	Establishing clear regulatory frameworks for linking farmers with private institutions	2	AGRA 2017; Fan et al. 2013
	Encourage and incentivize innovative and responsible investments, partnerships and facilitation	16	AGRA 2017; Bharali et al. 2020; CFS 2016; FAO 2020; G8 2009; G20 2015b; G20 2016; G20 2018; G20 2020; G20 2021; IFAD 2016; IFAD 2019; UN DESA 2021
Producer organizations	Enhance the performance and role of producer organizations and other rural collectives	7	AGRA 2017; CFS 2016; G7 2017; GAIN and JHU 2020; IFAD 2016; World Bank 2008
Public services	Invest in education, universal health care, services, and water and sanitation services	17	CFS 2014; CFS 2016; FAO et al. 2019; FAO 2020; G20 2016; G20 2018; G20 2020; HLPE 2013; HLPE 2020a; IFAD 2016; IFAD 2019; IFPRI 2020; World Bank 2008; World Bank 2020; UN DESA 2021
Research and development	Continuous monitoring, evaluation and data collection across all food systems	16	Bharali et al. 2020; CFS 2016; FAO 2020; G7 2016 (V4A); G7 2016; G7 2017; G8 2009; G20 2020; HLPE 2013; IFAD 2013; IFAD 2016; Westhoek et al. 2016
	Investment in setting up, upgrading, and financing agricultural research and development, extension services, innovations and technologies	51	Biovision Foundation for Ecological Development and IPES-Food 2020; CFS 2014; CFS 2016; Fan et al. 2013; FAO et al. 2018; FAO 2020 et al., G7 2016 (V4A); G7 2016; G7 2017; G8 2009; G20 2015b; G20 2016; G20 2017; G20 2018; G20 2019; G20 2020; G20 2021; HLPE 2013; HLPE 2020a; IFAD 2016; IPES-Food 2020; Laborde et al. 2020; UN DESA 2021; Westhoek et al. 2016; World Bank 2008; WRI 2019
	Promote diversity, including the use of traditional and indigenous knowledge and genetic resources	2	CFS 2014
	Improve direct support to smallholders, including access to extension and veterinary services	6	CFS 2016; Fan et al. 2013; IFAD 2013; IPES et al. 2021; Laborde et al. 2020; UN DESA 2021

RECOMMENDATION AREA	CLUSTERED RECOMMENDATIONS	NO. CLUSTERED	REPORTS
Resilience	Support more resilient and sustainable food production systems and livelihoods	30	AGRA 2017; CFS 2014; CFS 2016; Fan et al. 2013; FAO et al. 2017; G7 2016 (V4A); G7 2016; G7 2017; G20 2015b; G20 2021; HLPE 2020a; IFPRI 2020; IPES et al. 2021; Mbow et al. 2019; UNCCD 2017; UN DESA 2021
	Foster integrated risk management and enhance economic resilience to risks and disasters	6	FAO et al. 2019; G7 2016 (V4A); G20 2018; G20 2021
	Promote efficient and effective disaster preparedness and response systems	12	CFS 2016; FAO et al. 2016; FAO et al. 2017; FAO et al. 2018; FAO et al. 2019; G7 2016 (V4A); G8 2009; G8 2019; HLPE 2020a
	Utilize both science and interdisciplinary knowledge in identifying appropriate solutions	5	AGRA 2017; Fan et al. 2013; FAO et al. 2018
	Strengthen social protection policies and investments	4	FAO et al. 2017; FAO et al. 2018; G7 2016 (V4A); G7 2018
	Foster adaptation to climate change	3	G7 2017; G20 2018; G20 2021
	Closer partnerships between humanitarian, development and peace actors and international financial institutions	3	FAO et al. 2017; G7 2016 (V4A); G20 2018
Sector and value chains development	Promote pro-smallholder and inclusive value chains	9	HLPE 2020a; G7 2016; G20 2016; G20 2019; G20 2020; G20 2021; IFPRI 2020
	Vertical and horizontal integration and/or coordination	3	AGRA 2017; FAO 2020; G20 2021
	Lower trade barriers	4	FAO 2020; G20 2021; UN DESA 2021
	Trade policies that foster open markets should be complemented by measures that improve the capacity to compete in modern global value chains	6	FAO et al. 2020; G8 2009; G20 2017; G20 2018; G20 2021
	Encourage regional and international trade agreements	6	FAO 2020; G7 2017; G20 2019; G20 2021; UN DESA 2021
Secure land tenure and property rights	Create flexible and clear arrangements for land transfer and strengthening tenure security	12	G7 2016 (V4A); G20 2015a; G20 2018; UN DESA 2021; Westhoek et al. 2016; World Bank 2008
	Establish land tenure reforms for more secure access	7	CFS 2014; CFS 2016; G7 2016 (V4A); IFPRI 2020; UNCCD 2017; Westhoek et al. 2016
	Implement the CFS Voluntary Guidelines on the Responsible Governance of Tenure of Land, Fisheries and Forestry in the Context of National Food Security and the CFS Voluntary Guidelines for Securing Sustainable Small-Scale Fisheries in the Context of Food Security and Poverty Eradication	6	CFS 2014; CFS 2016; G7 2016 (V4A); G20 2015a; G20 2018; HLPE 2013

RECOMMENDATION AREA	CLUSTERED RECOMMENDATIONS	NO. CLUSTERED	REPORTS
Social protection programmes	Establish and maintain targeted social protection programmes	19	CFS 2014; CFS 2016; FAO et al. 2018; FAO et al. 2019; FAO et al. 2020; G7 2016 (V4A); G20 2015; G20 2021; HLPE 2013; HLPE 2020a; IFAD 2016; UN DESA 2021; World Bank 2008
	Design and expand humanitarian assistance programmes	4	FAO et al. 2020; HLPE 2020a; IPES 2021
	In the context of the COVID-19 pandemic, provide debt relief to governments struggling to maintain necessary social safety nets	1	HLPE 2020b
	Explore social protection reforms to integrate social protection and agricultural programmes	2	Fan et al. 2013; IFAD 2016
Sustainable consumption and diets	Provide incentives for sustainable consumption and reduction of food waste	7	FAO et al. 2020; G7 2016; G7 2017; GAIN and JHU 2020; Mbow et al. 2019; UNCCD 2017; WRI 2019
	Encourage shifts to less resource-intensive products, e.g. plant-based diets	6	UNCCD 2017; UNEP 2016; Westhoek et al. 2016; WRI 2019
	Ensure trade and marketing policies balance producers' and consumers' preferences	2	FAO et al. 2020; Westhoek et al. 2016
	Adoption of consumption-oriented policies	5	CFS 2014; G8 2009; IFPRI 2020; Westhoek et al. 2016; WRI 2019
Territorial approaches/ rural development	Develop policies for promoting and incentivizing rural development	11	CFS 2014; FAO et al. 2020; G7 2017; G7 2019; G20 2018; HLPE 2020a; IFAD 2019; IFAD 2016; IFAD 2019; IFPRI 2020; UN DESA 2021
	Promote non-farm employment	9	G7 2017; G7 2019; G20 2018; HLPE 2013; IFAD 2016; UN DESA 2021; World Bank 2008
	Strengthen rural-urban linkages	2	UN DESA 2021; Westhoek et al. 2016
	Promote context-specific policies	5	HLPE 2020a; IFAD 2016; IFPRI 2020; UN DESA 2021
	Invest in enhanced territorial market development	3	G20 2021; HLPE 2020a
Women's empowerment and gender equity	Improve women's access to knowledge, skills, technology, productive assets and resources	12	CFS 2014; CFS 2016; G7 2016; G7 2016 (V4A); G7 2019; G20 2021; GAIN and JHU 2020; IFAD 2016; UN DESA 2021; WRI 2019
	Reduce drudgery, and empower through inclusive decision-making and policy processes	10	CFS 2014; G7 2016 (V4A); HLPE 2013; IFPRI 2020; Mbow et al. 2019
	Encourage private sector and civil society organization initiatives to foster women's empowerment	2	IFPRI 2013; IHLPE 2013
	Prioritize interventions that enhance gender equity and a rights-based approach	6	CFS 2014; CFS 2016; G20 2019; UN DESA 2021; WRI 2019

RECOMMENDATION AREA	CLUSTERED RECOMMENDATIONS	NO. CLUSTERED	REPORTS
Youth empowerment	Invest in broad-based growth, not just in youth	3	IFAD 2019; IFPRI 2020
	Increase their access to productive resources, including land and financial services, as well as training	2	CFS 2014b; G7 2016; G7 2019
	Inclusion in decision-making	1	CFS 2014b; G7 2019
	Design youth strategies that are appropriate for specific countries and their rural spaces	9	G7 2019; IFAD 2019
	Prioritize multi-component and comprehensive programmes to tackle youth constraints	3	G7 2019; IFAD 2019; UN DESA 2021
	Investment in education, training and advisory services, and access to innovative technologies	14	CFS 2014; CFS 2016; G7 2019; G20 2019; G20 2021; IFAD 2019
	Embed rural youth policy and investments in broader rural development strategies	1	G7 2019; IFAD 2019
	Encourage private sector and civil society organization initiatives to foster youth empowerment	1	G7 2019; IFAD 2019

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8 Conclusions and implications

This section explores seven themes that emerge from the stocktaking analysis and interviews with donor representatives (summarized in **TABLE 10**). In combination with the themes identified from the GDPRD 2020 Annual General Assembly, they provide an initial set of considerations to be discussed in the GDPRD white paper.

TABLE 10
Summary of conclusions and implications

THEME	MESSAGE	IMPLICATIONS
Food systems framing	Food systems framing is more than semantics. Most donors are integrating a food systems framing into their policies and programming, but it is early days, and implementing partners may not be taking this approach.	- Link North and South agendas - More emphasis on trade-offs and synergies - Need for more integrated programming - Data and reporting systems not oriented to food systems - Need to be clear where food systems approach adds value and where not
Breadth of funding	A modest proportion (8%) of ODA goes to food systems investments, but this is critical to many food systems initiatives. ODA is very small relative to the total value of the agriculture and food sectors.	- Is balance of ODA funding correct given critical nature of food issues? - Ceres2030 report (Laborde et al. 2020) suggests additional donor funding of US$14 billion/year and US$33 billion/year of national funds needed to achieve SDG 2 - Funding has to be used in an enabling way
Scope of funding	A vast range of initiatives are supported across all food systems areas from local to global levels. The bulk of funding goes to in-country programming.	- No obvious big gaps in the range of areas currently being funded - Limited data makes comprehensive analysis difficult - Difficult trade-off issues about how to best direct limited resources - Analysis will be needed to check alignment between current investments and FSS outcomes
Role in global response	Donor funding is crucial for global agenda-setting coordination and research, and for cross-country engagement and learning.	- Scale and focus of donor funding has a big influence on global food systems architecture and the ability of international community to respond - Complex global architecture has evolved in an ad hoc way, and there is a need to ensure that it can respond to the emerging and future needs of a food systems approach - Wide range of initiatives often developed as "deliverables" from global events – rationalization may be needed

THEME	MESSAGE	IMPLICATIONS
Coordination	Despite the Paris Declaration, donor coordination remains a challenge. Trends are towards bilateralism, which increases coordination challenges.	- Renewed/continued efforts at coordination are critical for effective and efficient resource use - Coordination at country level is essential - Food systems framing requires new coordination processes
Resilience	Resilience, particularly in relation to climate change and COVID-19, will become more important.	- Needs to be integrated into new programming - Invest in disaster reduction/preparedness rather than needing large emergency relief programmes - Better understanding of resilience measures at difference scales is needed
Catalysing systemic change	Food systems transformation hinges on broad political economic changes related to markets, incentives, investments, trade and policies. Donor funds make a unique contribution to change processes.	- More attention needed for underlying structural drivers that go beyond the domain of "aid" - Focus on how ODA can mobilize additional funding and investments - Attention to what processes donors can support to catalyse change - Balance between "projects" and creating enabling conditions - Develop programming needs to align with how complex systems behave

8.1 Food systems framing

Food systems framing is more than just semantics. It signals the need to take a more holistic and integrated view of how central food is to all development issues. Furthermore, it crosses the traditional divide between the concerns of poorer and wealthier nations. Issues of poor nutrition, the linkages between food production, climate change and environmental decline, pest and disease risks, and the risks of an overall failure in global food supply are critical for all people in all countries.

> **"A lot of our partners on the platform are in that phase now of how to evolve their own thinking around food systems and translate it into policies, operation procedures, and backed up by financing and resource structure."**
>
> *Interview with donor*

In the international development context, a food systems approach means looking much more closely at the interactions across the food system outcomes of livelihoods, nutrition and environment – and in particular at the synergies and trade-offs in these interactions. Historically, food issues in development have often been focused on the production side of the food system, with a concern for achieving food security through increased production of food staples. A food systems approach means taking a much more balanced view of consumption patterns, the functioning of the food system midstream in terms of processing, distribution and retailing and production, and strengthening the interlinkages with other associated issues (such as environment and climate, health, gender and inequalities).

At the same time as the world is off-track to achieve SDG 2, levels of overweight, obesity and non-communicable diseases are escalating across low- and middle-income countries, with huge implications for public health costs. Significant challenges remain in tackling rural poverty and inequality, and most poor people earn their income by working in the food system.

Implementing a food systems approach has profound implications for the development of funding and programmes. It means working in a much more integrated way across the traditional silos of agriculture, health, environment, economic development, infrastructure and trade, for example. It has significant policy implications in terms of creating the necessary incentives and structures to optimize livelihood, nutrition and environmental synergies, and tackling market failures.

> **"What I find really interesting in terms of the food systems thinking and dialogue at the moment, coming from the rural development agricultural space, and being involved closely in the Food Systems Summit, is that there is still a big need for cross-sectoral thinking around food systems."**
>
> *Interview with donor*

The majority of donors interviewed indicated that a food systems framing is being taken on board in their policies and programmes; however, for many it is early days. Existing sectoral structures, policies and programming processes remain in place, and additional efforts are needed to cross these boundaries. Furthermore, most donors felt that, for many of their partner countries and organizations, the food systems framing remains very new and is often not well understood, and much work is needed to enable more integrated approaches at the country level.

The availability of data, and the aggregation and disaggregation of data needed to present a food systems perspective, remains very limited. For example, much of the available information on post-farm processes and employment is labelled simply as agriculture. Existing data on GDP and employment tend not to be disaggregated across the food system, so it hard to know where value is being created and employment generated. DAC data allow only a partial understanding of ODA flows in relation to food systems.

8.2 Scale of funding

ODA funding to food systems (as per the available DAC codes) has consistently remained at 8 per cent of total ODA over the last decade. This amounted to approximately US$23 billion in 2019; however, nearly one third of this was for emergency food aid. Relative to the scale of the challenges and the scale of the food and agriculture sectors, this is a very moderate level of funding. By comparison, the global agrifood sector has an annual GDP of some US$10 trillion, and the value of the agrifood sector in Africa is predicted to reach US$1 trillion by 2030. Global remittances are in excess of US$500 billion, and foreign direct investment in low- and middle-income countries is in excess of US$250 billion.

The 2020 Ceres2030 report (Laborde et al., 2020) calculated that, to end hunger and achieve SDG 2, donors would need to provide an additional US$14 billion per year, supplemented by an additional US$33 billion from national government expenditures.

Despite the need for additional expenditures to achieve food systems-related SDGs, ODA is under pressure owing to the economic consequences of COVID-19 and a more general scepticism about development assistance from the electorate in donor countries.

This situation presents a significant challenge for donors moving forward. It means that difficult choices have to be made about the balance of investments across the entire ODA portfolio, that the leveraging potential of ODA must be maximized and that coordination to ensure complementarity rather than duplication is essential. The food systems framing offers the potential to make the case for how investments in the food system can deliver on a wider set of development outcomes and for identifying more synergistic ways of using existing resources.

8.3 Breadth of funding

Current donor funding covers a vast breadth of interventions across all aspects of the food system. It also supports initiatives at global, regional, national and local levels. DAC data, reviews of donor websites and programmes, and interviews with donor representatives indicate that there are already a wide range of interventions across the five FSS Action Track areas and that there are initiatives focusing on most, if not all, of the recommendations that have been made by recent reports. However, with current data systems there is no way to have a fully comprehensive picture of the overall balance of different types of investments and how this may vary across regions and countries or by donor.

The implication of this situation is that some careful thought and deeper processes will be required to rebalance the ODA food systems portfolio with the outcomes of the FSS. This needs to be driven largely at the country level based on an assessment of how the existing portfolio of ODA programmes aligns with a food systems framing and proposed directions of the FSS.

8.4 Role in global response

ODA funding largely underpins the international institutions and processes (see section 6.3) that enable a global response to food issues. This has substantial benefits for donor/high-income countries as well as for low- and middle-income recipient countries. The importance of ODA in supporting this overall global response capability is arguably not widely enough understood and recognized. For example, much of the preparation for the United Nations FSS is being driven by the Rome-based United Nations food agencies and through additional funding made available from ODA budgets.

Despite the importance of this global response capability, it also has its limitations. The current architecture of institutions, processes and platforms has evolved in a relatively ad hoc way over many years, and largely not with a food systems framing. It has largely evolved around the themes of agriculture, nutrition, emergency food aid, value chains/market systems and social protection, with some linkages being made from a food security and nutrition perspective, in particular through the work of the CFS. Many of the processes and initiatives have come into existence through "deliverables" from various high-level political events and G7 and G20 meetings. Particular donors have supported or driven those initiatives and processes that align with their policy priorities at particular points in time. Once established, such initiatives tend to continue, but not necessarily with the scale of resources needed for them to be fully effective.

An important consideration for donors and the wider international community will be the extent to which the current architecture is fit for the purpose of supporting the food systems transformation agenda that will emerge from the FSS.

8.5 Coordination

The principle of donor coordination is enshrined in the Paris Declaration for Aid Effectiveness. However, the reality of coordination is more difficult than establishing the principle. Over recent years there has also been a tendency to pull back from multilateral efforts and pursue bilateral relations. The food systems transformation agenda brings the issue of coordination to the fore. It is impossible to work effectively on the food systems agenda without effective coordination at national, regional and global levels.

> **"How much of the data that we're using or that we're quoting from is actually reliable? And for me, that's a basic starting point. That's a huge role that a donor platform can play in bringing together the various institutions and organizations that are working in this area to have a single voice, sharing statistics and facts that everybody has already signed up to. For me, that would be a phenomenal starting point for the global donor platform."**
>
> *Interview with donor*

The Duke report (Bharali et al., 2020) notes that, in 2018, 73 per cent of all ODA to agriculture was bilateral aid, with bilateral DAC donors reporting 13,649 aid activities with an average funding of US$500,000. This gives rise to vast numbers of small, often uncoordinated, country-level projects.

Coordination is easily talked about without clarity of what it means in practice. Coordination around the food systems transformation agenda can be considered in the following ways: (a) coordination of in-country investments to ensure they align with country priorities and planning frameworks; (b) alignment of approaches, concepts and intervention strategies; (c) geographical and thematic coverage to ensure a balanced spread of resources; (d) joint initiatives to create a critical mass of investment and reduced transaction costs; (e) common monitoring and reporting frameworks; and (f) alignment on the types of global and regional initiatives that will be supported and for what purposes.

Effective coordination also depends on adequate numbers of skilled personnel working in donor agencies and their partner organizations, with the mandate and resources to support coordination.

8.6 Resilience

The impacts of COVID-19 and climate change have brought the issue of food system resilience to the fore. The 2008 global food price crisis also serves as a reminder of the risks, and the links between food security and social and political stability.

It is notable that over the last decade the proportion of total food system expenditure allocated to emergency food aid has significantly increased. However, measures to improve resilience and avoid the need for emergency food aid have not risen substantially.

There is little doubt that climate change will bring substantially increased risks of extreme weather events, with the potential to dramatically influence food supply globally and locally. Moreover, climate change will affect overall patterns of production and farming profitability, and will bring increased risks of pest and disease outbreaks.

There are multiple ways to improve the resilience of the food system. Measures are needed to make it less vulnerable to shocks, to be prepared for crises and to be able to quickly recover after a crisis. Such resilience is needed at the household level, in government at local and national levels, and through international cooperation. Examples of the specific measures needed include increased household savings, improved social protection, new climate change-resilient plant varieties, schemes for disaster preparedness and a continued focus on reducing poverty and inequality, as it is poor people who are most vulnerable.

Strengthening resilience of food systems through the ways in which ODA is used to mitigate and respond to risks and crises will become increasingly important. This has implications for funding priorities, and for designing programmes in ways that integrate resilience. Resilience is a property of how the entire food system functions, reinforcing the need for a food systems approach.

8.7 Catalysing systemic change

To be effective, donor funds need to be used in a focused and coordinated way to catalyse systemic change. This means helping to tackle the underlying structural constraints to a more equitable, nutritious and sustainable food system, and doing so with an understanding of how complex adaptive systems behave. While donor funds may be small relative to total investments in food systems from all actors, donor investments are unique in their contribution to setting global and national agendas, being able to influence policy and in delivering global public goods such as research.

> **"And post Food Systems Summit, something that we're going to be challenged with is how countries are able to be supported in making sure that they have the right data, the right analysis, the right information to make the right policy choices with respect to food systems."**
>
> *Interview with donor*

With the likelihood of tightening ODA resources, and given the scale of the challenges ahead, large and growing food system investments from other actors optimizing the catalytic role of ODA resources for food systems transformation will be critical. Implementation "projects" that seek to have an impact on nutrition, livelihoods or environmental outcomes for particular groups of people in particular locations remain important. They demonstrate what is possible, directly benefit poor and vulnerable groups, help to drive innovation and deliver the tangible development impacts needed to justify ODA to donor country taxpayers. However, given the scale of the challenges, there is no way that substantial progress can be made through such projects alone. This means that donors need to also focus on mobilizing additional investments from national governments and the private sector, that building the evidence base and policy frameworks for tackling market failures and perverse incentives is key, and that public good investment in the development and widespread application of appropriate innovation, technological or otherwise, is essential.

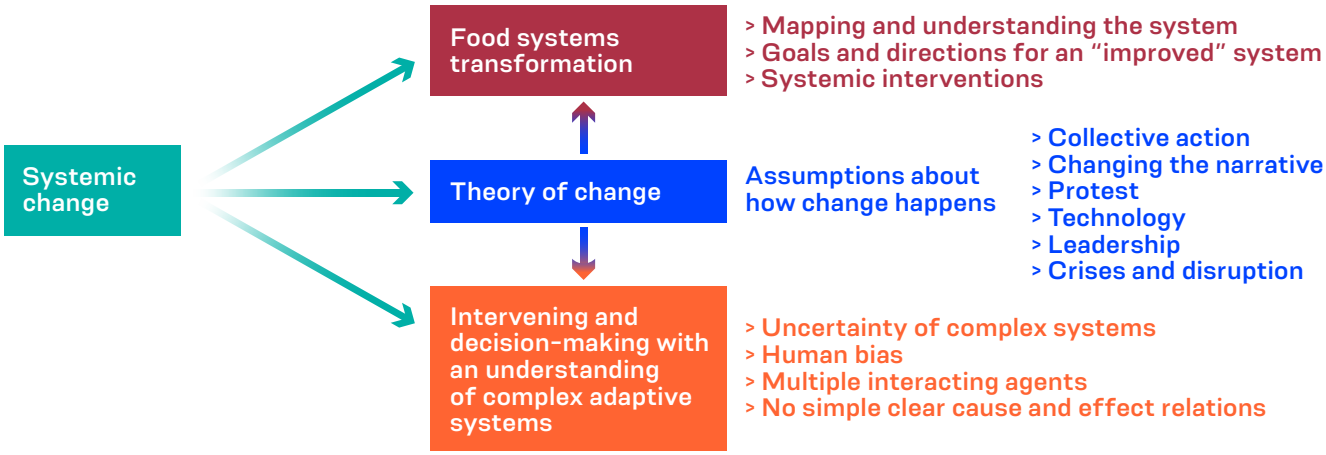
Food systems transformation will require societal understanding and willingness for change; strong coalitions for change; political will; practical technological, policy and financial solutions; and overcoming difficult trade-offs and conflicting interests. The SDGs and longer-term goals for food systems transformation are likely to be achieved only if donors also focus on these processes of change and how they can be catalysed and supported. To drive change, support is needed for informed and effective engagement processes between different actors in the food system, who must also be "smart" about political economic realities. Such processes are needed at all levels, from local to global.

> **"Food systems, the way they have been designed and the way they have been implemented and supported and financed over decades, are no longer sustainable. The one-million-dollar answer is of course what shall such a transformation look like?"**
>
> *Interview with donor*

A food systems framing needs to bring with it recognition of how complex adaptive systems behave. Such systems evolve in dynamic and often unpredictable ways. They cannot be engineered to change in particular ways through top-down linear approaches. What happens is the result of multiple different actors all making their own decisions, but in response to the decisions of others. Although such systems cannot be "controlled", their purposeful interventions can nudge them in more rather than less desirable directions; desirable patterns can be amplified, and undesirable patterns dampened. This requires adaptive, flexible, responsive, coordinated, learning-oriented and decentralized approaches to decision-making, policy and programming.

Optimizing the catalytic role of donor funding for food systems transformation will require new modes of operating that align better with the realities of how the complex systems behave, while still maintaining the transparency and accountability needed to ensure political and taxpayer support. **FIGURE 12** shows the types of actions and approaches necessary to create systemic change and transformation of the food system.

FIGURE 12
Necessary approaches to effect systemic change for food systems transformation



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ANNEX: DATA ANALYSIS NOTES

We are using the OECD CRS data from 2016 to 2019. All figures represent disbursements (not commitments) in millions of 2019 United States dollars. We are using the standard CRS figures rather than the grant-equivalent figures, mostly because it allows us to go back in time a bit further (grant-equivalent reporting was piloted in 2016 and 2017 but was not officially reported until 2018). Grant-equivalent figures include only the grant or very soft portions of loans, with the idea that development aid effort should not include loan amounts. However, we are interested in total donor contributions to the food system, so we are also using the CRS standard figures to include loans and development finance institutions as a pathway for investment in the food system.

We use the following DAC codes as representative of investment in the food system.

AGRICULTURE	
Agriculture	311
Fisheries	313

HEALTH	
Basic nutrition	12240
Non-communicable disease prevention	12350
Non-communicable disease research	12382

AGRO-INDUSTRY	
Agro-industry	32161

RURAL DEVELOPMENT	
Rural development	43040

FOOD SECURITY	
Food security policy	43071
Household food security programmes	43072
Food assistance	52010
Emergency food aid	72040

FOOD SAFETY	
Food safety/quality	43073

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ISBN 978-92-9266-120-5