

INTERNATIONAL SEMINAR

“GLOBAL CHALLENGES FOR THE HUMAN RIGHT TO FOOD, FOOD AND NUTRITIONAL SOVEREIGNTY AND SECURITY AND THE ROLES OF BRAZIL”



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Ministério do
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INTERNATIONAL SEMINAR

"GLOBAL CHALLENGES FOR THE HUMAN RIGHT TO FOOD, FOOD AND NUTRITIONAL SOVEREIGNTY AND SECURITY AND THE ROLES OF BRAZIL"

Date: October 29-30, 2012

Venue: Auditorium, Annex I, Palacio do Planalto
Brasília, Federal District, Brazil

Partners

- Brazilian Forum on Food and Nutritional Sovereignty and Security (FBSSAN)
- Inter-ministerial Chamber on Food and Nutritional Security (CAISAN)
- Food First Information and Action Network (FIAN)
- General Coordinating Office of International Actions Against Hunger (CGFome),
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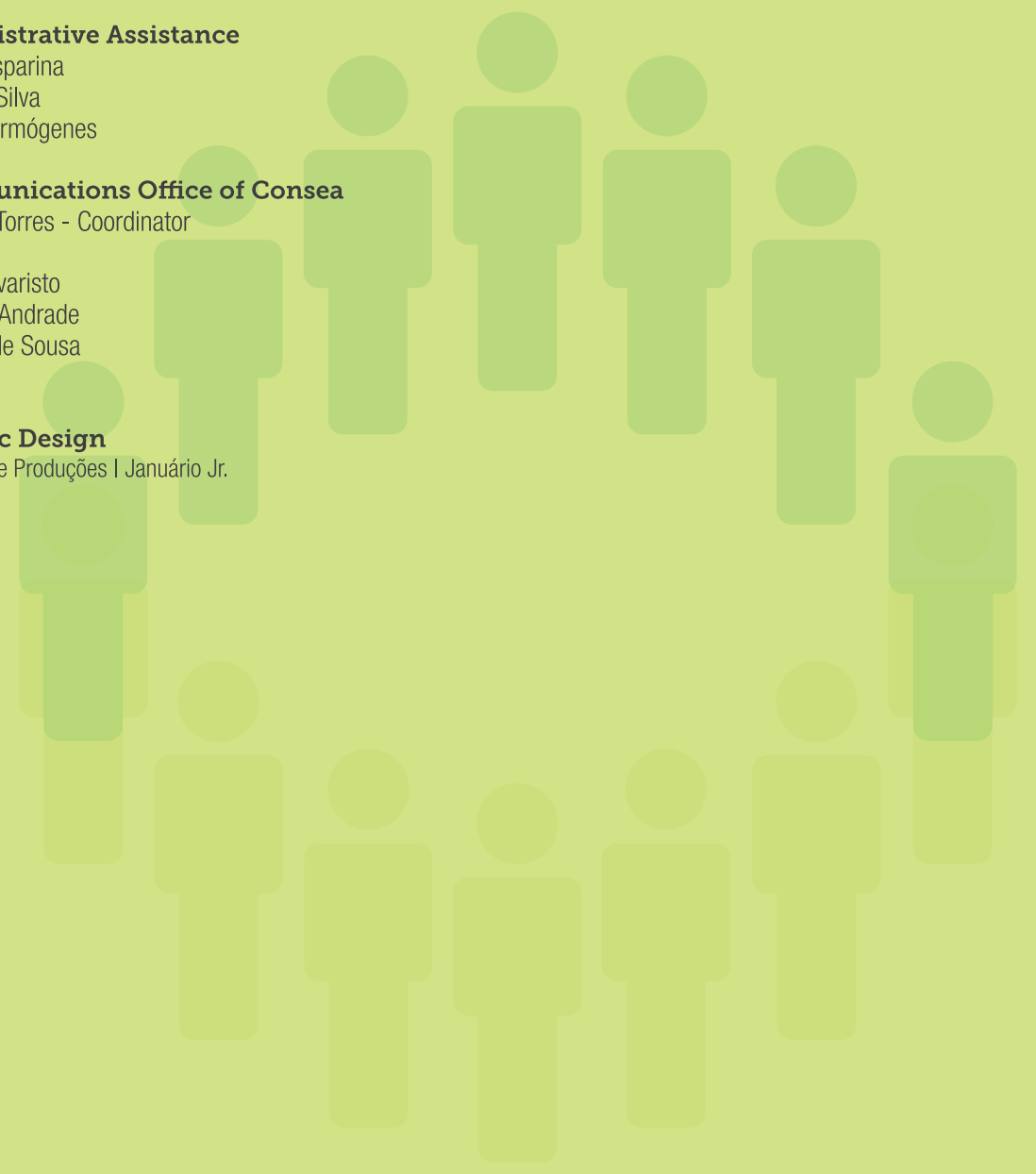
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Preface

Since 2008, the CONSEA has systematically observed the succession of world food crises, trying to interpret and confront them hand-in-hand with civil society and the government. The seminar on “Global challenges for the human right to food, food and nutritional sovereignty and security and the roles of Brazil” was part of that initiative. Its Brazilian and international guests helped update the CONSEA’s international agenda, through debates on issues related to recent shifts in global governance and to the Brazilian government’s growing protagonism in cooperation projects and negotiations on food and nutritional sovereignty and security.

The analyses painted a scenario of an ongoing food crisis, whose global backdrop is colored by four systemic and intertwined crises, namely, the economic, food, environmental and energy crises. The CONSEA’s approach to this international context is based on the assumption that the crisis can only be managed with solutions that are also systemic, and with an understanding that this situation is a chance to promote changes in the agenda and structures of global governance over food and nutritional security, in the Brazilian government’s own agenda for international cooperation and negotiations and in other domestic public policies.

Introduction

The Seminar on “Global challenges for the human right to food, food and nutritional sovereignty and security and the roles of Brazil” was proposed by the National Council on Food and Nutritional Security (CONSEA), as a follow-up to an international workshop held at the 4th National Food and Nutritional Security Conference (4th CNSAN) in November 2011, in the city of Salvador. That gathering held discussions on the major global challenges, particularly in developing countries, facing attempts to achieve the Human Right to Adequate Food and to the promotion of Food and Nutritional Security (FNS), in addition to being a chance to exchange experiences with other countries. The goals of that workshop included: updating the CONSEA’s international agenda, strengthening the work of several players active in international affairs, sharing experiences in social mobilization and public-policy making for food and nutritional security and the updating, enhancement and expansion of the Federal Government’s coordination of efforts in this field. Approximately 200 people from 15 countries attended the event, including representatives of governments, civil society and international agencies.

This report presents the main points in the Seminar’s discussions, particularly: a map of current trends and challenges in today’s food regime and global governance, with responses being implemented worldwide; international efforts by Brazil in the field of food and nutritional security; and the identification of responses and proposals. The report also contains brief case studies presented at the Seminar, on the Philippines, Ecuador, Mozambique and Brazil.

1. International trends and challenges in the field of food and nutritional sovereignty and security

a. Food crisis and limits to the free market

In 2007 and 2008 a major global food crisis gave rise to much analysis about its causes, possible responses and the strategies and mechanisms of global governance to be used to assure food security. Panel discussions and debates provided outlooks on the crisis and its repercussions and coincided in the diagnosis that the food crisis is structural in nature, with recurrent manifestations. What was new was the questioning of neoliberalism’s hegemonic model, as witnessed in the indignation of the population, especially in the Arab world, with the organization in 2008 of peoples’ rebellions against food shortages and governments’

inability to respond with any assurance of the human right to food. The overall perception is that this moment of rupture opens new opportunities, as highlighted in the following paragraphs.

Some historical background helps understand today's crisis, in both its global and domestic dimensions. First of all, in the 1970s during Brazil's so-called "economic miracle" and under a military dictatorship, nearly seven million families of small farmers were removed from their land, to make way for monocultures. A very similar process is underway today in Africa, a continent where some 80% of the population is still rural. The founding of the World Trade Organization (WTO) in 1994 was a second landmark, as free-market forces defeated any prospect for national states to regulate and protect themselves.

A third milestone came in 2007, when the global food crisis revealed that free trade could not meet peoples' need for food and nutritional security. That crisis also highlighted the impacts of liberalization from structural adjustments implemented during the 1980s and 90s, when many developing countries dismantled protective structures and mechanisms such as food stocks and floor-price guarantees. It is precisely at times of crisis that countries most clearly perceive the gravity of such policy implosions and their inability to assure their own peoples' food sovereignty or the human right to food.

Beyond the impacts of food price hikes on the lives of poor countries and families, the food crisis also stoked speculative markets that raised the prices of land and of food commodities alike. This phenomenon was particularly acute in Africa, where the crisis exacerbated the race to buy or take over land, in a process known as land grabbing. The increasing use of land and food crops as inputs for agrofuels is yet another factor adding to the crisis.

The analyses point to free markets as the cause of high global price volatility for commodities and food, with repercussions on domestic food prices. Free markets also take away countries' protective capacities that might assure sovereignty and human rights regarding food.

In terms of shifts in global governance over food and nutritional security (FNS), the two key moments for the global FNS agenda were the World Food Summit in 1996, where international movements organized around food sovereignty and the human right to food, and the relaunching of the UN FAO's Committee on World Food Security (CFS), in 2007.

The key aspects
of today's food regime are:

1

The dominant agribusiness model of large-scale monoculture, one of whose main problems is the excessive use of pesticides.

2

Control over the world's food system by large transnational corporations.

3

Highly volatile food prices.

4

Food consumption habits with health and environmental impacts, such as obesity and strains on natural resources, following the rationale of private interests alone.

Discussions highlighted the negative social and environmental impacts of high-yield agriculture, which is pushed as the sole answer to the world's food needs. One of the fundamental premises of this neoliberal approach to farming is large-scale production on single-crop latifundia, using huge amounts of chemical and high-tech inputs provided by a handful of pharmaceutical and agrochemical multinationals. Along with this comes significant market concentration by the transportation, processing and retail multinationals, which are responsible for supplying the world with food. There is no doubt, therefore, regarding the ever-increasing control exercised by a few huge transnationals over the world's food system.

The Seminar also emphasized regulatory themes involving various features of this system, as a follow-up to discussions at the 4th National Conference on Food and Nutritional Security (CNSAN). Major corporations work to create and impose transnational standards and parameters (such as those of Codex Alimentarius) to regulate local activities, often destroying local economies in the process. On the other hand, new technologies are left unregulated, opening the way for new inputs such as genetically modified organisms (GMOs) and pesticides, as well as new food (or false food) products in domestic markets. This has happened, for example, with a number of pesticides banned in most developed countries but freely marketed – at subsidized prices – in Brazil.

Several participants perceive that, once the crisis is questioned, the same players who imposed this food production and supply model propose to solve the crisis simply by doing more of the same. We observe a run on new agricultural frontiers and on resources such as land, water and public and private investments, as they try to extend a new wave of expansion of the same agricultural paradigm into new territories. Participants referred to a recent study by the FAO in Latin America that identified the large countries and investment funds behind

investments in intensive agriculture in the Brazilian center-west, in Argentina and in Uruguay. Those investments have turned high profit rates, are essentially speculative and are not subject to any kind of control. This same scenario may be arising in parts of Africa.

The fact that structural shifts will not arise from liberalizing approaches leaves room for the emergence of a different global food system, such as a model based on smaller production circuits that emphasize peasant and family farming, food sovereignty and the human right to adequate food. The presentations and discussions tended to portray today's crisis as a crucial juncture, requiring greater and more strategic coordination among movements supportive of such a vision, around certain priorities. The first priority – access to and control over natural resources – involves a collective effort to oppose land grabbing and to raise agrarian issues, including the rights of first peoples, on national and international public-policy agendas, along with issues involving socio-biodiversity and water. The second priority in this new context is coordinating effective work to orient public investments and finance towards agroecological family farming. A third thrust is the fight to get onto the agendas of global governance bodies related to agro-food systems, not only the UN Committee on World Food Security (CFS), but also the Group of Eight (G8), the Group of 20 (G20) and other multi and bilateral groupings of all sorts.

The general impression is that, despite their efforts to date, the movements' and social organizations' level of political unity and coordination on these priorities, both nationally and above all internationally, falls far short of present opportunities. Meanwhile, big multinationals and their governmental allies are realigning in the multilateral organizations and blocs, reinforcing their outlooks, strategies and paradigms.

b. Global responses

There are three main organizing strategies to work with global governance, in response to the crisis:



Of these strategies, the second is the most difficult, due to its centralized nature, while the third seems to promise more representative and participatory dynamics, as well as the creation of more well-informed and negotiated agreements and decisions.

¹ The G8 is made up of the USA, Japan, Germany, UK, France, Italy, Canada and Russia...

The G8 has proposed the creation of a global food and nutritional security platform, with the effective participation of the private sector in public policy making. Also involved in such initiatives are the World Trade Organization (WTO), the International Monetary Fund (IMF), the World Bank and the Bill and Melinda Gates Foundation, as well as others. The G8 has created its own strategies through networking, bilateral dialogue and corporate interest, such as Scaling up Nutrition (SUN) and the Alliance for a Green Revolution in Africa (AGRA).

Many perceive Scaling Up Nutrition as a way of reducing nutrition to micro-nutrient supplements and seed biofortification, as opposed to promoting and facilitating access to an adequate diet. Its rationale prioritizes products manufactured by major multinationals, to the detriment of locally produced food. AGRA's work to promote a new Green Revolution in Africa, based on the work of major seed, agrochemical and food processing corporations, is extremely biased in favor of the private sector. Another strategy is the Global Compact, which defends the idea of self-regulation for private business, as an alternative to proposals that might strengthen public regulation mechanisms. Most of these initiatives reflect specific corporate interests and have no relationship to multilateral discussions.

The third proposal is to relaunch the UN Committee on World Food Security (CFS), created in 2008/2009 as a multilateral response to the global crisis, in contrast to the G8's proposal. Its perspective is that the crisis must be dealt with by countries collectively, not just by the world's eight richest economies, and that the private sector must be heard, but not lead, in the development of initiatives and public policies.

It is clear that the governance of the world's food security is now up for grabs. Will it fall to the UN's CFS, the G8 or the private sector? The fight is on and, while there is a growing recognition of the CFS as a decision-making and coordination body, the G8 and the private interests continue to undermine the CFS, with their own parallel actions.

One of the CFS's objectives is to achieve the convergence and support of member countries in drafting public policies for food and nutritional security. One of its main tools is the Global Strategic Framework for Food Security and Nutrition², approved in October 2012. The Committee has institutionalized the participation of civil society, organized through the so-called "Civil Society Mechanism," made up of 11 sectoral groups with the social movements most affected by the crisis, such as: small farmers, indigenous peoples, rural women, fisherfolk and urban groups.

²The Framework's objective is to enhance coordination and guide synchronized action in support of global, regional and country - led actions to assure food and nutritional security and to prevent future food crises, through action guidelines and recommendations..

Participation by the business sector has also increased, as it has come to perceive the CFS as an effective body for policy decisions. Some of the controversial issues on the CFS agenda, for example, include biotechnologies, agrofuels and the impact of trade on food and nutritional security.

Throughout the discussions, speakers identified shortcomings in global governance as a whole, including the field of food and nutritional security (FNS). At the UN Food and Agriculture Organization (FAO), 38 years went by with no rotation of power, and total neoliberal hegemony over internal debates. Yet a certain degree of consensus pervaded the debates in terms of the need to support the reconstruction and revitalization of certain international institutions, such as the UN Committee on World Food Security (CFS).

c. International cooperation on food and nutritional security: propositions and challenges

Internationally, in terms of food and nutritional security, Brazil reproduces and exports its domestic contradictions. On the one hand, Brazil projects the achievements of its Zero Hunger program and the public policies that have strengthened family farmers and provided social protection for vulnerable sectors of the population. Meanwhile, Brazil's agribusiness face shows off its high yields and is quickly spreading its international presence.

The country's overseas image reflects the domestic coexistence of corporate agriculture and family farming, and of public policies that have been able to build social safety nets and buffer crises, yet have failed to control the food system or even build a national food supply system. Both roles are also played out in a contradictory manner in Brazil's foreign and trade policies as well, including its diverse south-south (or horizontal) cooperation initiatives, which obey both paradigms.

Thinking on these considerations has gained ground as Brazil is now a net donor country, more active on the international scene. The fear, in this regard, is that Brazil's development cooperation in the field of food and nutritional security can end up pushing approaches out of synch with the demands and desires of societies in countries targeted by such cooperation. That risk is particularly evident in Africa, where most of the food policies being exported favor private-sector interests and the internationalization of Brazilian agribusiness. Brazilian multinationals, for example, have become active participants in African land-grabbing movements. Debates at the Seminar focused particularly on Brazil's initiatives in Mozambique, through the "ProSavana Program".

ProSavana

The ProSavana Project is part of the Brazilian government's overall technical cooperation strategy, coordinated by the Brazilian Cooperation Agency (ABC) and the Brazilian Agricultural Research Company (Embrapa), and seeks to "support Mozambique's agricultural innovation system". The presence of Japan makes this a triangular effort. As the Brazilian government has put it, the challenge is to overcome structural problems in Mozambique's agriculture such as its dependence on imports, occasional food supply crises and the low efficiency of its productive systems,

all supposedly caused by factors such as the low rate of technology adoption, the slow development of innovations for agriculture and difficulties in access to agricultural inputs and credit.

The Mozambican Farmers' Union (UNAC), whose representative was present at the Seminar, identified ProSavana as the outcome of top-down policies, lack of transparency and the exclusion of civil society organizations – particularly farmers' organizations – throughout the process. The UNAC condemned the initiative because it will cause the resettlement of communities and the expropriation of farmers' lands, to make way for mega-farm projects to spread monocultures (soybeans, sugarcane, cotton, etc.), through the massive immigration of Brazilian corporate farmers who will turn Mozambican farmers into their hired help. The movement has warned against possible impacts such as the appearance of landless farmworker communities in Mozambique, social convulsion, rural impoverishment and the reduction of livelihood alternatives, as well as corruption and conflicts of interest, pollution of water supplies, impoverishment of soils and ecological strains.

Contradictions have also arisen in Brazil's performance in global governance fora. Brazil has been very active in recent geopolitical transformations, through its foreign and international trade policies. It has led the creation of new groupings, such as the trade G20 which, despite several criticisms, has allowed developing countries to wield greater power in international economic policy making, a situation which also demands greater democracy in dealing with global problems. Brazil, for example, played a leading role in strengthening and reforming the UN's Committee on World Food Security (CFS), based to a large extent on the work of the CONSEA. CONSEA's experience, as a forum expressing diverse visions, conflicts and mediations, has revealed how opening up such bodies to social participation and dialog between civil society and the government also opens the official agenda to controversies that, even when they remain unresolved, at least gain space in the debate.

Yet Brazil has not yet signed the Optional Protocol to the International Covenant on Economic, Social and Cultural Rights (ICESCR). This Protocol is an additional instrument to that Covenant, which establishes a mechanism to file individual complaints at the UN Committee on Economic, Social and Cultural Rights, the body responsible for overseeing the ICESCR. Until the government signs the Optional Protocol, Brazilians cannot file complaints at the Committee about the violation of rights covered by that Covenant. Nor does Brazil file reports on its compliance with the ICESCR. Domestically, the country is in fact violating international agreements on human rights, such as its failure to officially register indigenous land to the Guarani Kaiowá people, who are involved in a conflict that was clearly a public emergency at the time of the Seminar.

In 2007, the federal government signed a "Conduct Adjustment Agreement" (TAC) with federal prosecutors in which it promised to identify that people's ancestral land and officially return it to them by 2010. Not only did the hand-over not take place but, according to the Missionary Council for Indigenous Peoples (CIMI), 162 indigenous people have been murdered in the State of Mato Grosso do Sul as a result of social tensions there. The plenary of the Seminary decided to draft and disseminate a petition (see Annex 3) on this issue.

2. National strategies and policies for food and nutritional sovereignty and security: case studies

The second part of the international seminar, entitled “National and international strategies and policies for food and nutritional sovereignty and security and the right to food,” heard lectures by speakers from Ecuador, the Philippines and Mozambique. Participating on the panel were Saquina Mucavele, executive director of the NGO Women, Gender and Development (MuGeDe) and a member of the Food Security Organizations Network (Rosa) in Mozambique; Aurea Miclat-Teves, president of the Food First Action and Information Network in the Philippines; and Fernando Rosero, general coordinator of the Andean Social Leaders Training Center (Cafolis) in Ecuador. What follows is a brief summary of their presentations, which were followed by discussions on the experiences they shared.

Philippines

The country has 47 laws on issues related to the public agenda for Food and Nutritional Security (FNS). However the Human Right to Adequate Food has not been recognized by the federal constitution, nor is it duly reflected in public policies and budgets. Accountability mechanisms are weak, as is the pressure exerted by society. Policy makers and other stakeholders also have a low degree of knowledge on these issues.

In response to this situation, a group of 15 organizations came together to work on capacity building and dissemination of this agenda. This gave rise to a national coalition, a campaign and a national conference on FNS. As this process proceeds, the speaker believes that exchanges with Brazil will be of strategic importance.

Ecuador

The presentation on Ecuador began by recognizing the progress made in the country’s new Constitution, grounded in the principles of “Good Living,” a social and solidarity economy and indigenous cosmologies, and pioneering in its incorporation of the notion of the rights of nature. The constitution, as well as the composition of a parliamentary caucus, were strongly influenced by Brazil’s experience. There has also been progress in strengthening an agenda for inter-American cooperation. Some challenges identified include: greater public investments in peasant family agriculture, the adoption of an agro-ecological approach to protect agro-biodiversity and the training of social agents to work with FNS. The follow-up discussion emphasized the inclusion of the rights of nature in the federal constitution, as an example to be followed by other countries.

Mozambique

In Mozambique, malnutrition is rampant and traditional food customs are being lost. Women are the sector hardest hit by food and nutritional insecurity, partly due to their unrecognized role as small farmers. Public policies do not recognize the needs of small farmers, who are never involved in policy making. There are several national strategies and plans related to Food and Nutritional Security (FNS), largely based on international agendas and implemented with no social participation. On the other hand, civil society organizations and movements are working to build a public agenda for FNS, particularly the recently created rural women's forum, which is active in the Community of Portuguese-Speaking Countries (CPLP). Some recommendations for domestic work include: the national government must give greater weight to social participation; greater support for small farmers, especially women; and incorporation of cross cutting approaches for FNS policies.

Brazil

The Brazilian presentation highlighted the creation of the National Food and Nutritional Security System (SISAN) by the Food and Nutritional Security Law (Law n. 11,346/2006), whose basic objective is to promote inter-sectoral actions that can assure the Human Right to Adequate Food for all persons in Brazil, through the National Food and Nutritional Security Policy (PNSAN), implemented through the National Food and Nutritional Security Plan (PLANSAN).

Two underlying principles of this system and of the National Food and Nutritional Security Policy are social participation and inter-sectoral approaches. The SISAN is made up of institutions that seek to assure those principles. To that end, the National Food and Nutritional Security Conference (CNSAN) and the National Food and Nutritional Security Council (CONSEA) are institutions aimed at assuring social participation in the National FNS Policy. The Interministerial Chamber on FNS and its counterparts seek to assure the principle of inter-sectoral work. Those institutions are reproduced in the States and municipalities, in order to materialize these principles set forth by the SISAN.

3. Major issues for debate and proposals

a. Global Governance for Food and Nutritional Security (FNS)

Mechanisms for global, regional and national coordination and for social participation at the UN Committee on World Food Security (CFS)

The approval by the CFS of the Global Strategic Framework for Food Security and Nutrition (GSF)³ is seen as a victory that must now be implemented, a task that demands work on the links between the Committee, the regions and countries. In practice, many themes raised within the CFS, such as the Strategic Framework and the Guidelines, do make their way – even in weakened and fragmented forms – into regional and even national discussions. On the other hand, many themes raised in the regions or countries do not make it to the CFS, for example debates on food sovereignty and agroecology. More thought must go into possible linkages that could make ties from global to regional to national actions a two-way street, where the implementation of guidelines coming out of CFS agreements would be on an equal footing with the impact that national and regional agendas could have on global agreements.

There is also a need for more global networking and coordination among civil society groups, to have a more qualified impact at the CFS, which must also enhance its own mechanisms for civil society participation. Civil society has had significant influence in formulating documents like the “Voluntary Guidelines on the Responsible Governance of Tenure of Land, Fisheries and Forests in the Context of National Food Security” and the Global Strategic Framework, which incorporated issues like gender aspects and prior consent from indigenous peoples, yet there must also be capacity-building processes for these and other social agents to be able to build national platforms and their own strategies for social participation. Exchanges among countries should be fostered by international agencies, especially the UN Food and Agriculture Organization (FAO), the World Food Program (WFP) and the International Fund for Agricultural Development (IFAD).

³ The Global Strategic Framework is a set of guidelines for States, inter-governmental bodies, the private corporate sector and the CFS itself, on how to promote coherent action in the context of human rights and towards the achievement of the right to adequate food.

Emerging themes to be raised at the UN Committee on World Food Security (CFS)

Recent changes at the CFS mean that the plenary decides on the setting of agendas and on new themes to be studied by the High Level Panel of Experts on Food Security (HLPE)⁴. This will allow the Committee to be seen as a forum in which conflicts are identified and discussed, rather than ignored. Mechanisms must be created to allow new themes to emerge and develop, for instance to bring out a debate on what kind of agriculture we want. What we see regarding Africa, for example, is a scramble for funds, with no debate on models.

It is important to recognize the roles High Level Panel of Experts and the Civil Society Mechanism, but these channels are still not enough to bring out all the new, more controversial themes, since they have no national or regional linkages, even within civil society, which often provides a more critical outlook.

Incorporate new concepts and dimensions into terminologies: food sovereignty and nutritional aspects

Two pending issues for adoption into the official lexicon of global food-security governance are the concept of food sovereignty and reference to its nutritional aspects. Brazil's own experience shows how these concepts express specific social processes, and it has been common in Brazil since the 1990s always to refer to nutrition. As for food sovereignty and the human right to adequate food, the latter concept has been incorporated into the Food and Nutritional Security Law, while food sovereignty is not mentioned explicitly (although its principles are there), at a time when these terms were still not fully consolidated in international debates.

The international community still needs to consolidate the concept of Food Sovereignty, not only as a term to express resistance, but aligned with the right of peoples to decide how they will produce and consume their food, and the manner in which they choose to manage a positive agenda.

The concept of Food Security also needs to incorporate a multidimensional approach, overcoming a sectoral viewpoint focused mainly on production. There must be more criticism of the rhetoric identified with the green revolution's agricultural model, which still prevails in many quarters, including the FAO and other UN agencies, whereby food security is basically reduced to food production. Nutrition must also be incorporated once and for all into the concept of food security, through the perception that nutrition is also a right, just like access to food, along with the aspects of availability, access and quality, as well as access to water. There is agreement on the adoption of the term, but doubts remain about how it can be worked into a concrete public-policy agenda.

⁴The panel of experts was set up in 2010 as the CSA's policy-science interface. Its objective is to provide support for policy decisions through evidence-based, independent analyses, as requested by the Committee..

b. Brazil's international performance in the area of FNS

The fact that many countries around the world, along with several multilateral agencies, are looking to Brazil when it comes to food security and how to overcome hunger places a great responsibility on our shoulders. We must beware, however, of exporting some of our domestic contradictions and transferring models (like agribusiness approaches), with no good understanding of the impact of such cooperation in other countries. One example frequently brought up throughout the debate is the case of ProSavana, which is reproducing in Mozambique's savanna the monoculture model imposed on Brazil's own Cerrado. The prospects envisaged by participants at the Seminar, based on Brazil's own experience with the Prodecer Program, include a socio-environmental disaster and the displacement of traditional and peasant communities, to make way for a "breadbasket" of soybeans and other commodities.

Brazil must work more transparently in its international cooperation. Initiatives like ProSavana are truly opaque, black boxes. Most international cooperation projects for food security are formulated and implemented top-down, with no participation of the local population in recipient countries, thus reifying authoritarian and exclusory approaches to public policy making and promoting crony, pork-barrel and clientelistic arrangements. More thought must be given to how to monitor these south-south or horizontal initiatives, first of all by having the Brazilian government allow greater visibility for the work it is doing. Ways must also be found to monitor or even regulate the activities of Brazilian multinational corporations, in terms of land grabbing, socio-environmental impacts and the reproduction of agribusiness models, often with support from the National Economic and Social Development Bank (BNDES).

In south-south or horizontal cooperation, it is always important to reiterate the importance of noninterference. Brazilian cooperation must be a response to the desire of the recipient country and assure the autonomy of those receiving the cooperation, so they can institutionalize and adapt the programs to their own context. We must not export our own models but rather share experiences, displaying the proposals designed for the Brazilian context to deal with Food and Nutritional Security. We must not work with ready-made models or exportable principles. What makes the difference in these processes is promoting social participation and intersectoral approaches. From project negotiation through implementation, the relationship must rely on ongoing dialog with civil society, especially with the people who will be most directly affected by south-south or horizontal cooperation initiatives.

South-south or horizontal cooperation agreements must grow out of horizontal relationships, in which Brazil also comes in to learn from the experience of other countries. One valuable exchange for Brazil might arise from working with countries, like Ecuador, which have incorporated indigenous peoples' cosmovisions into their legal systems and recognized nature as a rights-holder, thus moving beyond visions that divorce nature from society and commodify natural resources and food.

To be able to assure the human right to adequate food, Brazil must first work systematically with the International Covenant on Economic, Social and Cultural Rights (ICESCR), sign the Optional Protocol to the ICESCR and recognize the legitimacy of the Inter-American Human Rights Commission, which is a major force for upholding the Regional System for the Protection of Human Rights.

c. Civil society's international participation and coordination

Analyses emerging from the discussions showed that the new geopolitical situation raises both risks and opportunities, with new challenges for the international work of civil society organizations. Large corporations aligned with sectors of national governments are actively pushing proposals to expand and fortify what looks like a new Green Revolution. Meanwhile, social movements and organizations are lacking in political unity and coordination. In countries like Brazil, it is a huge challenge just to stay involved in this agenda, due to the fund-raising crisis threatening the sustenance and autonomy of many organizations that have been historical mainstays in fights for food and nutritional security and sovereignty.

Certain challenges were identified as keys for possible global citizens movements' organizing strategies. One strategic challenge that affects all the others is the need to enhance cooperation amongst civil society organizations, to unify their work on the global food system. Civil society organizations must strengthen their coordination in the spaces where they can affect the making of international policies and standards for food and nutritional security and go beyond their experience at the UN Committee on World Food Security (CFS) into other multilateral fora. We must also take advantage of the FAO's efforts to regionalize its work, and strengthen the capacity of civil society organizations to coordinate with each in their regional actions. The discussions highlighted the strategic importance of participating in the newly created Food and Nutritional Security Council (CONSAN) in the Community of Portuguese-Speaking Countries (CPLP), as well as the CPLP's Rural Women's Forum, created at the same time.

There was general agreement on the need for south-south or horizontal cooperation instruments to promote more exchanges and capacity building for leaders of farmers' organizations, rural women, professionals, administrators and students on new approaches involving sovereignty and FNS. Those processes take time to develop, but they are strategic and must be ongoing. It is also important to promote the exchange of knowledge among different countries, for example through comparative studies on how public policies affect national food and agricultural systems, in order to enrich discussions and get more countries involved.

A second segment has to do with Brazil's international actions. One recurring idea during the discussions was the need to have qualified social participation in debates on Brazil's foreign policy and its international development cooperation. This led to a demand for the creation of a national council to promote social participation and control over Brazilian foreign policy. In such a body, in coordination with other public-policy councils, it should be possible to debate south-south cooperation programs like ProSavana.

A third thrust for cooperation with civil society should focus on multinational corporations, with actions demanding, for example, the adoption of socio-environmental criteria to be obeyed in all countries where the multinationals are active, whatever the national laws. This would have an impact particularly on the activities of Brazilian multinationals in Africa.

d. Considerations on updating CONSEA's international agenda

The two days of discussions produced a number of reflections, positions and proposals, which have been described in this report. In this final section, we will focus on proposals directly related to the CONSEA's international agenda.

Brazil's own experience provides the CONSEA with a contribution to make to reflections on possible linkages to be built by the UN Committee on World Food Security (CFS) with regions and countries, and particularly with civil society. Rather than replicating anyone's models, it is important to share the learning experience which allows us to reaffirm and value the participation of all stakeholders and positions, putting contradictions on the floor for discussion. To that end, the plenary of the Seminar approved a letter with recommendations to be sent to the CFS and to the CFS Civil Society Mechanism (attached). Also for the CFS,

the CONSEA is facing the challenge of promoting further discussions on emerging global themes, from the standpoint of Brazil. Throughout the Seminar, several themes were raised that the CONSEA could propose to the CFS as priority themes for the international agenda, including: food sovereignty, agroecology, regulation of food corporations, biotechnology, situations that violate the rights of indigenous peoples and traditional communities, land grabbing, agrofuels and gender. In any case, these discussions must advance further internally in the CONSEA, if it decides to establish this kind of dialog with the CFS.

Bodies like the CONSEA must consider how to monitor south-south or horizontal cooperation initiatives in food and nutritional security. This would require, and the CONSEA would have to demand, greater transparency from the Brazilian government regarding its current international cooperation activities. On the matter of ProSavana, the participants from Mozambique request that this debate be intensified inside the CONSEA. Another proposal was to coordinate pressure for greater transparency in the overseas credit operations of the National Economic and Social Development Bank (BNDES), when they involve major international projects.

The final proposal was that the CONSEA carry on with and intensify its strategy for exchanges with other countries, and that it encourage the federal government to promote cooperation initiatives aimed at strengthening international coordination and capacity building for farmers' organizations, rural women, professionals, administrators and students on the new approaches of sovereignty and FNS, using the instruments of south-south or horizontal cooperation.

ANNEX 1 SEMINAR PROGRAM

INTERNATIONAL SEMINAR

“Global challenges for the human right to food,
food and nutritional sovereignty and security and the roles of Brazil”

Auditorium, Annex I, Palácio do Planalto
Brasília, Federal District, Brazil

1st Day - October 29

- 8h-9h • Registration
- 9h-10h30 • Panel 1 – The global food system: trends and challenges for the regulation of global governance from three standpoints – international, Brazilian civil society and the Brazilian government
Chair: **Maria Emília Lisboa Pacheco**, President of the CONSEA.
- 9h-9h30 • **Flávio Valente**, Secretary General, Food First Information and Action Network (FIAN International)
- 9h30-10h • **Renato Maluf**, Member of the National Council on Food and Nutritional Security (CONSEA)
- 10h-10h30 • **Guilherme Patriota**, , Special Aide to the Office of the President of the Republic
- 10h30-11h • Break
- 11h-12h20 • Debate
- 12h20-12h30 • Launching of the Publication “The social construction of a public food and nutritional security system: Brazil's experience” – (Abrandh/Oxfam).
- 12h30-14h30 • Lunch
- 14h30-16h • Panel 2 – National and international strategies and policies for food and nutritional sovereignty and security, and the right to food in Ecuador, the Philippines and Mozambique.
Chair: **Pedro Kitoko**, Member of the CONSEA.
- 14h30-15h • **Aurea Teves**, President of the Food First Information and Action Network (FIAN) in the Philippines.
- 15h-15h30 • **Saquina Mucavele**, Executive Director of the NGO Women, Gender and Development (MuGeDe) and member of Mozambique's Food Sovereignty Organizations Network.
- 15h30-16h • **Fernando Rosero**, General Coordinator of the Andean Center for Social Leadership Training (Cafolis), in Ecuador
- 16h- 16h30 • Break
- 16h30-18h • Debates

ANNEX 1 SEMINAR PROGRAM

INTERNATIONAL SEMINAR

“Global challenges for the human right to food,
food and nutritional sovereignty and security and the roles of Brazil”

Auditorium, Annex I, Palácio do Planalto
Brasília, Federal District, Brazil

2nd day – October 30

- 9h - 10h30 ● **Panel 3** – How Brazil built its National System and Policy for Food and Nutritional Security
Chair: **Edécio Vigna**, Member of the Consea
- 9h-9h30 ● **Marília Leão**, Member of the CONSEA
- 9h30-10h ● **Valéria Burity**, General Coordinator for the Implementation and Administration of the SISAN (Sesan/MDS)
- 10h-10h30 ● **Francisco Menezes**, Member of the Brazilian Forum for Food and Nutritional Sovereignty and Security (FBSSAN)
- 10h30-11h ● **Break**
- 11h-12h30 ● **Debate**
- 12h30-14h ● **Lunch**
- 14h-16h ● **Panel 4** – International work by civil society organizations
Chair: **Gleyse Peiter**, Member of the Consea
- 14h-14h30 ● **Ana Maria Suarez-Franco**, Permanent Representative of FIAN International in Geneva
- 14h30-14h40 ● **Jorge Stanley**, Member of the Civil Society Mechanism of the UN Committee on World Food Security (CFS)
- 14h40-14h50 ● **João Pinto**, Secretary of the Regional Civil Society Network for Food and Nutritional Security of the Community of Portuguese-Speaking Countries (RedSan-CPLP)
- 14h50-15h ● **Muriel Saragoussi**, Coordinator of Oxfam's GROW Campaign in Brazil.
- 15h00-15h10 ● **Adriano Campolina**, Director of ActionAid Brazil
- 15h10-15h20 ● **Alzira Menete**, Member of the Board of the International Food Security Network (IFSN)
- 15h20 ● **Debate**
- 16h30-16h45 ● **Break**

ANNEX 1

SEMINAR PROGRAM

INTERNATIONAL SEMINAR

“Global challenges for the human right to food,
food and nutritional sovereignty and security and the roles of Brazil”

Auditorium, Annex I, Palácio do Planalto
Brasília, Federal District, Brazil

2nd day – October 30

- 16h45** • **Proposals:** Identification of priorities for Consea's international work, and closing remarks
Renato Maluf, Seminar Rapporteur
- 18h00** • **Closing Roundtable**
Maria Emília Lisboa Pacheco, President of the Consea
Fernando José Marroni de Abreu, Ambassador, Director of the Brazilian Cooperation Agency (ABC)
Maya Takagi, Executive Secretary of the Inter-ministerial Chamber on Food and Nutritional Security (Caisan) and National Secretary for Food and Nutritional Security (Sesan)
Adoniram Sanches, Coordinator of the Project to Support National and Sub-regional Strategies for Food and Nutritional Security and for Poverty Reduction at the Regional Office of the UN Food and Agriculture Organization (FAO) in Chile
Helder Muteia, Representative of the UN Food and Agriculture Organization (FAO) in Brazil

ANNEX 2

Text of letter sent to the UN Committee on World Food Security (CFS)

Letter from the President of the CONSEA to:

Ambassador Yaya Olaniran – Member of the UN Committee on World Food Security (CFS)
and of the Civil Society Mechanism (CSM)

C/C

José Graziano da Silva – Director-General of the UN Food and Agriculture Organization
(FAO)

Ertharin Cousin – Executive Director of the UN World Food Program (WFP)

Kanayo F. Nwanze – President of the International Fund for Agricultural Development (IFAD)

Monkombu Sambasivan Swaminatha – Chairperson of the High Level Panel Of Experts on
Food and Nutritional Security (HLPE)

The National Council on Food and Nutritional Security (CONSEA), in partnership with the Inter-ministerial Chamber on Food and Nutritional Security (Caisan) and the Brazilian Forum for Food and Nutritional Sovereignty and Security (FBSSAN), organized the International Seminar “Global challenges for the human right to food, food and nutritional sovereignty and security and the roles of Brazil” in Brasília (DF), from October 29-30, 2012. Approximately 100 representatives from civil society organizations and governments from over 24 countries worldwide attended the Seminar, in addition to representatives from Brazil’s civil society and government.

It is my honor to address the United Nations Committee on World Food Security (CFS) and its Civil Society Mechanism (CSM), to share with you our experiences, concerns and suggestions, presented by the Seminar participants vis-à-vis the CFS, in order to help enhance the work of this important multilateral body.

In the context of persistent manifestations of the crisis of the world food system, which has held back the eradication of hunger in the world, we believe the CFS plays an unparalleled role in coordinating policies and inducing strategies that might turn an unfavorable situation into a chance to transform the global food and nutritional security agenda. We are concerned about critical social and environmental aspects of the agricultural model being promoted as the answer to the world’s food needs and also about the control exercised by major transnational corporations over the world food system. While hunger remains, we also observe the expansion of food consumption patterns that are harmful to human health and the environment.

ANNEX 2

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The participants at the seminar welcome the adoption of a formal mechanism for the participation of civil society, a unique and pioneering initiative in the United Nations system, and underline the importance of assuring the commitment of member countries to fund the CSM. They also welcome the approval of the Global Strategic Framework at the CFS's 39th Plenary Session, a victory which also raises great challenges to assure its implementation. We support the full adoption of the concept of food and nutritional security, along with the cross-cutting policies it requires, as has been the case for some time now in Brazil. We also call for a broad discussion on the concept of food sovereignty, a demand of social organizations which has been adopted by a large number of countries.

One major immediate challenge is to build two-way channels between the CFS, the regions and countries. Discussions held at the CFS and its recommendations are watered down and fragmented in regional and even national discussions, while many issues raised in regional or national fora are never brought up at the CFS. With that in mind, we strongly recommend, among other possible strategies, the establishment and consolidation of multi-player platforms in countries and in regional inter-governmental economic integration organizations, such as the recently created Food and Nutritional Security Council (CONSAN) of the Community of Portuguese-Speaking Countries (CPLP).

It is also important to enhance the coordination of civil society globally, to have a more qualified participation in the CFS through the CSM. This also means building links with social movements and organizations on regional and national scales. The impact of civil society in the drafting of documents such as the Voluntary Guidelines and the Global Strategic Framework have made it possible, among other steps, to incorporate aspects such as gender and prior consultations for indigenous peoples. The decentralization of this participation, however, requires capacity-building and skill-sharing processes among social movements, if civil societies in a variety of countries are to be able to build and fortify their own national platforms and networks, along with their own strategies for social participation and control.

We believe that international agencies such as the FAO, IFAD and WFP have key roles to play in supporting the creation of such links and in promoting social participation and creating conditions to hold countries accountable for the human right to adequate food.

The CONSEA, in turn, looks forward to offering its own domestic experience, particularly with regards to the exercise of social participation, to contribute to reflections on the links that might be forged among the CFS, the regions and countries, with particular emphasis on relations with civil society and on mediation between civil society and governments. We intend to carry on with the initiatives that the Council has launched to promote international cooperation, through the exchange of experiences, particularly regarding social participation in the formulation and exercise of social control over public policies.

ANNEX 2

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We would finally like to underline and uphold the CFS's expanding role in identifying and responding to emerging themes in the promotion of the human right to adequate food and of food and nutritional sovereignty and security. We appreciate the roles of the High Level Panel of Experts on Food and Nutritional Security (HLPE) and of the Civil Society Mechanism (CSM) in defining those themes, some of which were raised during the Seminar, such as: food sovereignty, particularly in terms of farmers' rights to conserve and make free use of agrobiodiversity; the rights of indigenous peoples and of traditional peoples and communities; the regulation of food corporations and of new technologies; and the impacts of land grabbing and the use of agrofuels on food and nutritional sovereignty and security.

Maria Emília Pacheco Lisboa
President

ANNEX 3

Petition to support the Kaiowá Guarani indigenous peoples

Brasília, October 30, 2012.

We the undersigned, representing a diversity of Brazilian and international organizations, networks and movements and as participants at the International Seminar “Global challenges for the human right to food, food and nutritional sovereignty and security and the roles of Brazil” in Brasília (DF), from October 29-30, 2012, are extremely concerned about the situation of the Guarani-Kaiowá indigenous population in the State of Mato Grosso do Sul. The human rights of this indigenous people have been systematically violated in recent years, because it is impossible for them to gain access to their traditional land and, thereby, assure their own subsistence. The failure to demarcate their lands violates national laws that allow for this solution and has subjected the Guarani-Kaiowá to severe malnutrition, poor living conditions, high rates of homicides and suicides, as well as much violence.

On October 8, 2012, the Pyelito Kue/Mbaraky community issued a declaration announcing they would prefer to have their collective death decreed, than have their ancestral lands stolen again. Brazil, as a Member State of the United Nations and its International Covenants on Human Rights, the American Convention on Human Rights (OAS), the Protocol of San Salvador and the International Labor Organization’s Convention 169, is committed by international law to protect, promote and respect indigenous peoples’ rights to food, to water and especially to life, all of which implies rights to territory. To that end, we are in solidarity with Brazilian organizations and movements demanding the Executive and Judicial powers immediately take measures to guarantee that:

- The National Indian Foundation (FUNAI), an agency of the Ministry of Justice, act urgently to publish the executive orders (portarias) required by the Conduct Adjustment Agreement (TAC) under Administrative Procedure MPFIRPMIDRS/MS 1.21.00100006512007-44.
- The Ministry of Justice, after the process of identification and delimitation of the areas, promptly homologate said land.
- The Federal Supreme Court accelerate its judgment of the suits, in accordance with the international covenants to which Brazil is bound.
- The Guarani-Kaiowás be protected against violence and practices of criminalization of their struggle for their own territory and for their rights in general.