

Global Food and Agricultural Institutions

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Global Food and Agricultural Institutions

This pioneering text brings together for the first time the global institutions on the front line of the campaign against hunger and poverty.

The institutions examined in this book—the Food and Agriculture Organization (FAO), the International Fund for Agricultural Development (IFAD), the World Bank, the World Food Programme (WFP) and the Consultative Group on International Agricultural Research (CGIAR)—play important roles in achieving and maintaining world food security, which is essential for human existence, economic and social development, and world peace.

By analyzing the origins, functions, successes, and difficulties of these global institutions, D. John Shaw highlights the continuing relevance of these bodies in their quest to meet the challenges of the twenty-first century. In the light of the current world food crisis, this book provides a particularly pertinent commentary on a highly topical issue that is never far from the media spotlight.

This book is essential reading for all students, academics, and readers with an interest in international organizations, agricultural development, and economic and humanitarian affairs.

D. John Shaw is currently on the International Editorial Board of the journal *Food Policy*. He served for over 30 years with the United Nations World Food Programme at its headquarters in Rome, Italy, latterly as its Economic Adviser and Chief of WFP's Policy Affairs Service. He was also a consultant for both FAO and the World Bank.

Routledge Global Institutions

Edited by Thomas G. Weiss

The CUNY Graduate Center, New York, USA

and Rorden Wilkinson

University of Manchester, UK

About the Series

The Global Institutions Series is designed to provide readers with comprehensive, accessible, and informative guides to the history, structure, and activities of key international organizations. Every volume stands on its own as a thorough and insightful treatment of a particular topic, but the series as a whole contributes to a coherent and complementary portrait of the phenomenon of global institutions at the dawn of the millennium.

Books are written by recognized experts, conform to a similar structure, and cover a range of themes and debates common to the series. These areas of shared concern include the general purpose and rationale for organizations, developments over time, membership, structure, decision-making procedures, and key functions. Moreover, current debates are placed in historical perspective alongside informed analysis and critique. Each book also contains an annotated bibliography and guide to electronic information as well as any annexes appropriate to the subject matter at hand.

The volumes currently published or under contract include:

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by Elizabeth R. DeSombre (Wellesley College)

**Dedicated to past and present staff members of the
Global Food and Agricultural Institutions included
in this book for their professionalism and devotion
to the cause of world food security.**

And he gave it his opinion, that whoever could make two ears of corn or two blades of grass to grow upon a spot of ground where only one grew before, would deserve better of mankind, and do more essential service to his country than the whole race of politicians put together.

Jonathan Swift, *Gulliver's Travels*

One man's hunger is every man's hunger—one man's freedom from hunger is neither a free nor secure freedom until all men are free from hunger.

John Donne

Democracy is a word that rumbles meaninglessly in empty bellies.

Lord Richie Calder

Foreword

The current volume is the thirty-first in a dynamic series on “global institutions.” The series strives (and, based on the volumes published to date, succeeds) to provide readers with definitive guides to the most visible aspects of what many of us know as “global governance.” Remarkable as it may seem, there exist relatively few books that offer in-depth treatments of prominent global bodies, processes, and associated issues, much less an entire series of concise and complementary volumes. Those that do exist are either out of date, inaccessible to the non-specialist reader, or seek to develop a specialized understanding of particular aspects of an institution or process rather than offer an overall account of its functioning. Similarly, existing books have often been written in highly technical language or have been crafted “in-house” and are notoriously self-serving and narrow.

The advent of electronic media has undoubtedly helped research and teaching by making data and primary documents of international organizations more widely available, but it has also complicated matters. The growing reliance on the Internet and other electronic methods of finding information about key international organizations and processes has served, ironically, to limit the educational and analytical materials to which most readers have ready access—namely, books. Public relations documents, raw data, and loosely refereed web sites do not make for intelligent analysis. Official publications compete with a vast amount of electronically available information, much of which is suspect because of its ideological or self-promoting slant. Paradoxically, a growing range of purportedly independent web sites offering analyses of the activities of particular organizations has emerged, but one inadvertent consequence has been to frustrate access to basic, authoritative, readable, critical, and well researched texts. The market for such has actually been reduced by the ready availability of varying quality electronic materials.

For those of us who teach, research, and practice in the area, such limited access to information has been particularly frustrating. We were delighted when Routledge saw the value of a series that bucks this trend and provides key reference points to the most significant global institutions and issues. They are betting that serious students and professionals will want serious analyses. We have assembled a first-rate line-up of authors to address that market. Our intention, then, is to provide one-stop shopping for all readers—students (both undergraduate and postgraduate), negotiators, diplomats, practitioners from non-governmental and intergovernmental organizations, and interested parties alike—seeking information about the most prominent institutional aspects of global governance.

Global food and agricultural institutions

Nothing is more basic to human survival than food. Global concern over the earth's ability to provide for and sustain the world's rapidly increasing human population dates back at least to 1798 when Thomas R. Malthus first predicted that population growth would outstrip the world's food supply.¹ Technological advance during the Industrial Revolution proved Malthus wrong, but the need to balance food production with population growth today remains extremely pertinent. The framing has evolved into a pressing humanitarian and equality issue in terms of how food is distributed and who has access to it.

Even as this volume goes to press, the issue has received a new analytical twist and urgency as record food and oil prices and the relatively new priority given to subsidies for bio-fuels in both industrialized countries as well as in Brazil have led to both higher food prices and lower stocks that are at the root of riots, political instability, and food shortages in poor countries ranging from Haiti to Egypt. In mid-April 2008, the perilous trade-offs between policy choices about the environment and food availability came from 400 experts who were behind the report of the International Assessment of Agricultural Science and Technology for Development (IAASTD).²

The IAASTD assessment was the result of a three-year collaborative effort (2005–7) by seven UN agencies;³ it concludes that while agricultural science and technology have made it possible to greatly increase productivity in the last 50 years, sharing of the benefits has been far from equitable, and progress has been achieved at high social and environmental costs. While many of our readers take food for granted, this is not the case elsewhere. For example, the poorest 20 percent of US households devote about 15 percent of their family

budgets to food, whereas Nigerians spend almost 75 percent. Indeed, World Bank president Robert Zoellick pointed to the growing concern for poor people everywhere: "For countries where food comprises from half to three-quarters of consumption, there is no margin for survival."⁴

Other volumes in the series have touched upon the topic of food in relation to human rights,⁵ the environment,⁶ and humanitarian action for internally displaced persons and for refugees,⁷ and so we are delighted to add to our series this informative and well argued volume that deals directly with the nuts and bolts of the essential global institutions dealing with food and agriculture. Over the years, states have created numerous institutions to deal with evolving issues. For instance, the Food and Agriculture Organization (FAO) of the United Nations was created in October 1945—a week before the United Nations Charter went into effect—but intergovernmental discussions regarding the need for a permanent global organization for food and agriculture date back to 1943, two years prior to the UN's founding. In 1961, the FAO and UN General Assembly created the World Food Programme (WFP), and in 1974 the International Fund for Agricultural Development (IFAD) and World Food Council (WFC) were added to the international panoply of UN institutions.

Given the complex history of global food and agricultural institutions, we needed someone with extensive experience and knowledge of the issues to write this volume. We are delighted that John Shaw took up our challenge. John is extremely well positioned to write this book, having served for over 30 years with WFP at its headquarters in Rome, Italy, latterly as its economic adviser and chief of WFP's Policy Affairs Service. He has a long and distinguished career in policymaking, having also worked as a consultant for the FAO, the World Bank, and the Commonwealth Secretariat.

As a senior lecturer in rural economy at the University of Khartoum in Sudan and then a fellow in agricultural economics and founding member of the Institute of Development Studies at the University of Sussex, UK, he has also written extensively on food security and has broadened his interest to include other issues in the development conundrum. Some of his most notable works include *World Food Security: A History Since 1945*, *Sir Hans Singer: The Life and Work of a Development Economist* and *The UN World Food Programme and the Development of Food Aid*.⁸

As always, we look forward to comments from first-time or veteran readers of the Global Institutions series.

Thomas G. Weiss, the CUNY Graduate Center, New York, USA

Rorden Wilkinson, University of Manchester, UK

August 2008

Acknowledgments

This book has involved consulting the considerable documentation and publications relating to the histories and current activities of the selected global food and agricultural institutions, and interviewing and corresponding with their staff members and others knowledgeable of their past and present work. Without their cooperation, it would not have been possible to give the many details contained in this book. I hope that I have adequately conveyed a sense of indebtedness to them and, particularly, that they feel that the final product repays with gratitude all the help they gave me.

I enjoyed full support and cooperation from all the institutions concerned. I therefore begin my debts of gratitude with the staff members of the institutions. First, I would particularly like to thank those who were designated as contact points. They arranged my timetables of interviews for my visits to Rome, Italy and Washington, D.C., provided me with much material, and responded to my many questions: at FAO, Nick Parsons and Alison Small; at the World Bank's Agricultural and Rural Development Division, Chris Delgado; at WFP, Paul Howe, Marco Cavalcante and Sylvie Trulli; at IFAD, Taysir al-Ghanem; and at the CGIAR secretariat, Nathan Russell.

During my visit to Rome, I met a cross-section of staff at the three UN organizations located there. At FAO, I interviewed Peter Kenmore, Kostas Stamoulis, Doug Kneeland, Deodoro Roca, Michael Wales, Prabhu Pingali, Jorge Csirke-Barcelli, and Abdul Kobakiwal. At IFAD, I spoke with Gary Howe, Sean Kennedy, Eleanor Alesi, Helen Terry, Christian Mersmann, Matthew Wyatt, Bruce Moore, Gunilla Olsson, Kevin Cleaver, Uday Abhyankar, and Khalida Bouzar. At WFP, I met with George Simon, John Aylieff, Jean-Jacques Graisse, Jamie Wickens, Suresh Sharma, Deborah Hines, Joseph Scalise, Robin Jackson, Francis Mwanza, Lisa Doughten, Tina Van Den Briel, Edith Heines, Sarah Laughton, Adama Faye, Ugo Gentilini, Henk Jan

Brinkman, Haladou Salha, and Francisco Espejo. John Powell provided me with documentation and an explanation relating to WFP's financial position. During my visit to Washington, D.C., at the World Bank, I spoke with Gershon Feder, Chirs Delgado, Eric Schesinger, Ranjiva Cooke, and Chris Gerrard. At the CGIAR secretariat, I met with Selcuk Ozgediz, and at IFPRI with Rajul Pandya-Lorch, Regina Birner, Marc Cohen and Djhoanna Cruz.

All the UN organizations and the CGIAR secretariat gave permission to quote from their documentation and publications and to use the tables and figures reproduced in this book. The U.S. Department of Agriculture gave permission to reproduce Table 1.1. Shaohua Chen and Martin Ravallion of the World Bank gave permission to publish Table 1.4. The Brookings Institution gave permission to draw from the histories of the World Bank that they published, Edward S. Mason and Robert E. Asher, *The World Bank since Bretton Woods* (1973) and Devish Kapur, John P. Lewis, and Richard Webb, *The World Bank. Its First Fifty Years. Vol. 1. History* (1997), in describing the origins of the IBRD and IDA and their governance and management, and the work of the Bank's Agricultural and Rural Department during its first 50 years. Gordon Gonway gave permission to quote from his book on *The Doubly Green Revolution* (1997). Cambridge University Press gave permission to refer to the book by Nicolas Stern on *The Economics of Climate Change* (2006). Blackwell Publishing and the Production Manager gave permission to use my articles and book reviews that have appeared in the journals *Development Policy Review* and the *Canadian Journal of Development Studies* respectively. Oxford University Press gave permission to quote from the book by Paul Collier on *The Bottom Billion* (2007). The UNDP gave permission to quote from the report of the *Millennium Project* (2005). Simon & Schuster gave permission to quote from the book by George McGovern on *The Third Freedom. Ending Hunger in Our Time* (2001). The Center for Global Development gave permission to quote from its publication, *Rescuing the World Bank* (2006). James Ingram gave permission to quote from his book *Bread and Stones* (2007). Bo M. I. Bengtsson gave permission to quote from his book *Agricultural Research at the Crossroads* (2007). The Earth Policy Institute gave permission to quote from the books by Lester Brown on *Outgrowing the Earth* (2004) and *Plan B 3.0* (2008). Palgrave Macmillan gave permission to draw in part from my book *World Food Security. A History since 1945* (2007) in Chapter 1, "Background," and in Chapter 5, "Future Directions" concerning the work and demise of the World Food Council.

Simon Maxwell has been a continuous source of encouragement and inspiration. Sartaj Aziz gave me copies of the position papers he prepared for the 1974 World Food Conference when he was director of FAO's Commodities and Trade Division and one of the deputy secretaries-general of the conference that had important bearings on the proposals presented to the conference on IFAD and the WFC and the related outcomes. The WFC secretariat gave me a complete set of the council's documents and papers when it was disbanded in 1993. Uwe Kracht, who served in the WFC secretariat as senior economist (1976–86) and chief of policy development and analysis (1986–93) reviewed the section on WFC and its work. He also gave permission for reference to be made to the book he edited with Wenche Barth Eide on *Food and Human Rights* (2007), and the book he edited with Manfred Schulz on *Food Aid and Nutrition in the Process of Globalization and Urbanization* (2005). Panos Konandreas of the FAO office in Geneva, Switzerland provided me with information concerning the ongoing debate in the WTO on food aid. I am grateful to Kevin Cleaver for his permission to quote from his paper on “Contemporary issues of agriculture and rural development in developing countries” (2007), to Prabhu Pingali and Tim Kelley for their article on “The role of international agricultural research in contributing to global food security and poverty alleviation: The case of the CGIAR” (2007), and to Chris Gerrard for his paper on “Global governance without global government: the growth and implications of Global Partnership Programs” (2008). Karen Rosskopf provided me with material relating to the CGIAR initiative on the Global Open Food and Agricultural University (GO-FAU). I am indebted to Peter Greaves for the quote from a speech by Lord Richie Calder.

I am grateful to my son, Dr. David Christian Shaw, who prepared the tables and figures that appear in this book.

Last, but far from being least, I owe much to my wife, Ileana, and my son and daughter, David and Elizabeth, for their support and encouragement.

I would like to thank the editors of the Routledge Global Institutions series, Thomas G. Weiss and Rorden Wilkinson, and the publisher, Routledge, for the opportunity to write this book, which is the first occasion that the global food and agricultural institutions have been reviewed and analyzed together. A draft manuscript of the book was shown to the series editors and to the five institutions concerned for comment. The comments received were taken into consideration in finalizing the manuscript.

D. John Shaw

Abbreviations

ACC	Administrative Committee on Coordination (UN)
BMI	body mass index
CDC	Centers for Disease Control and Prevention (U.S.)
CGIAR	Consultative Group on International Agriculture Reward
CHS	United Nations Commission on Human Security
ECOSOC	Economic and Social Council of the United Nations
EU	European Union
FAO	Food and Agriculture Organization of the United Nations
FDA	Federal Drug Administration (U.S.)
FTI	Fast Track Initiative (aid for education)
FY	financial year
GDP	gross domestic product
GEF	Global Environment Facility
GNI	gross national income
GNP	gross national product
G8	Group of eight leading industrialized countries (Canada, France, Germany, Italy, Japan, Russian Federation, United Kingdom, United States)
G77	Group of non-aligned developing countries (currently 131 countries)
IAEA	International Atomic Energy Agency
IBRD	International Bank for Reconstruction and Development (World Bank)
IDA	International Development Association (World Bank)
IFAD	International Fund for Agricultural Development
IFC	International Finance Corporation (World Bank)
IFI	International Financial Institution
IFPRI	International Food Policy Research Institute