

'When the stakes are not the same'

Widening the narrowly-defined logic of stakeholderism

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Take away messages

- Politics matters
- Food systems = sites where politics exist
- Era of de-politicization
- Participation can:
 - De-politicise
 - Re-politicise
- Get political



Starting assumption 1: no agreement

- No consensus on complex and normative issues
 - i.e. food systems
- Wicked problems
- Sites of conflicting values



Starting assumption 2: de-politicization

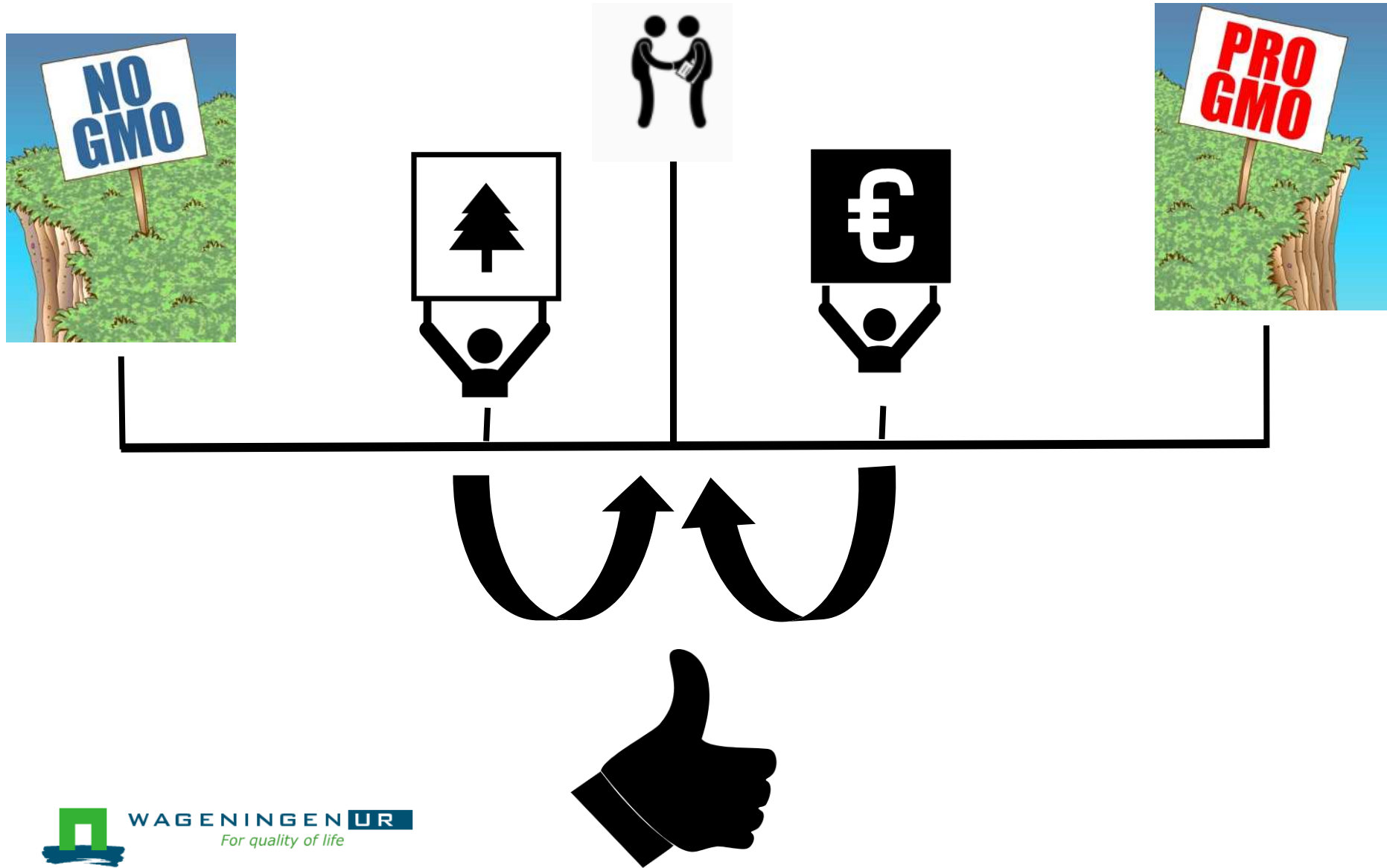
- Politics = process of opening-out issues to conflict, disagreement, and alternative framings of socio-political relations
 - Politics is not everywhere, it is a practice
- Trends = depoliticisation of policy processes
 - Conflict = suppressed
- Reinforces elite interests & neoliberal project



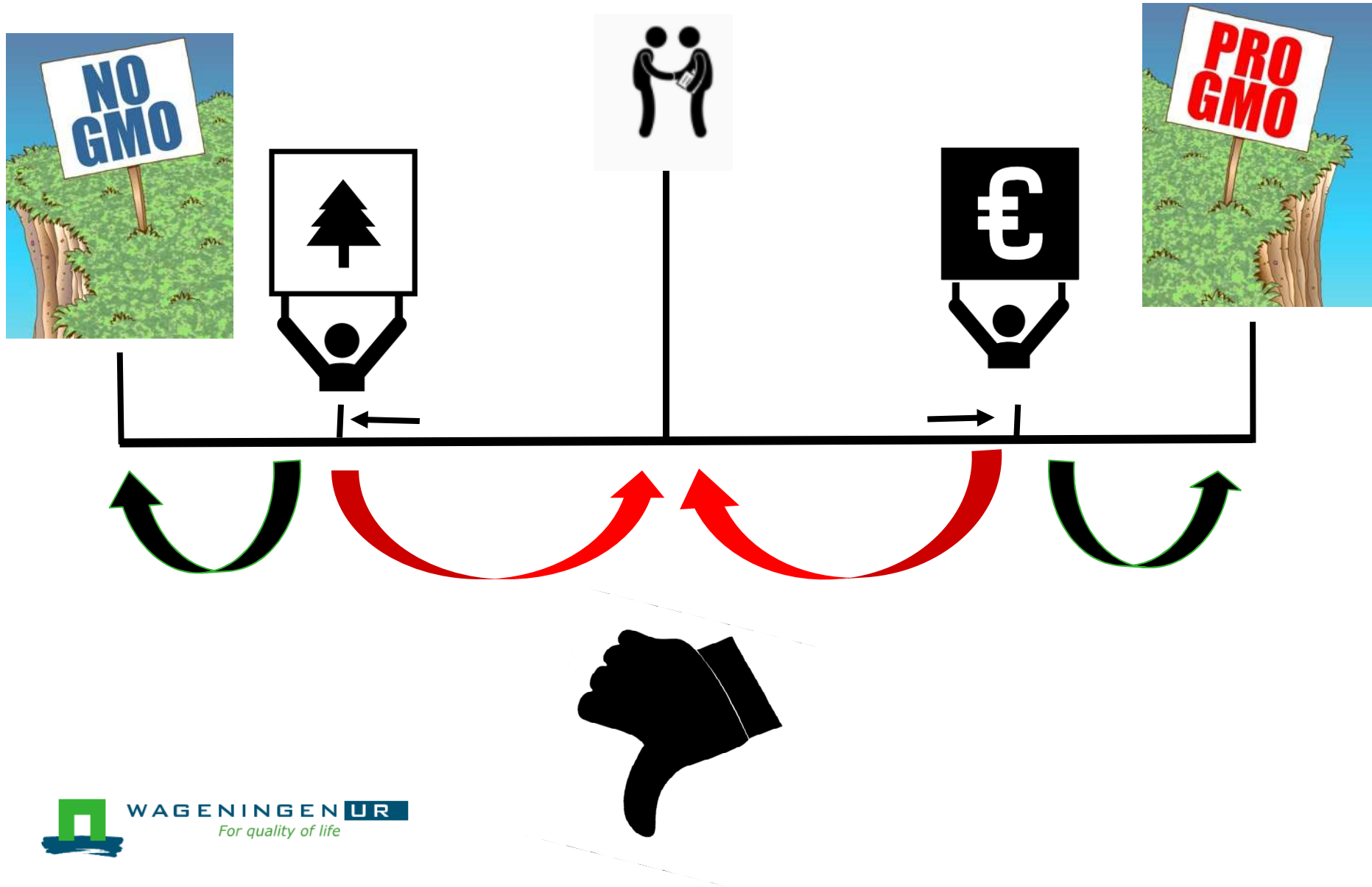
Examples of de-politicizing practices

- Disappearance of democratic struggles over the content and direction of socio-ecological life
- Consensual governing and policy-making
- A rejection of ideological divisions
- Universalization of particular political demands in consensus-seeking way
- Technocratic, expert-led, managerial problem-solving

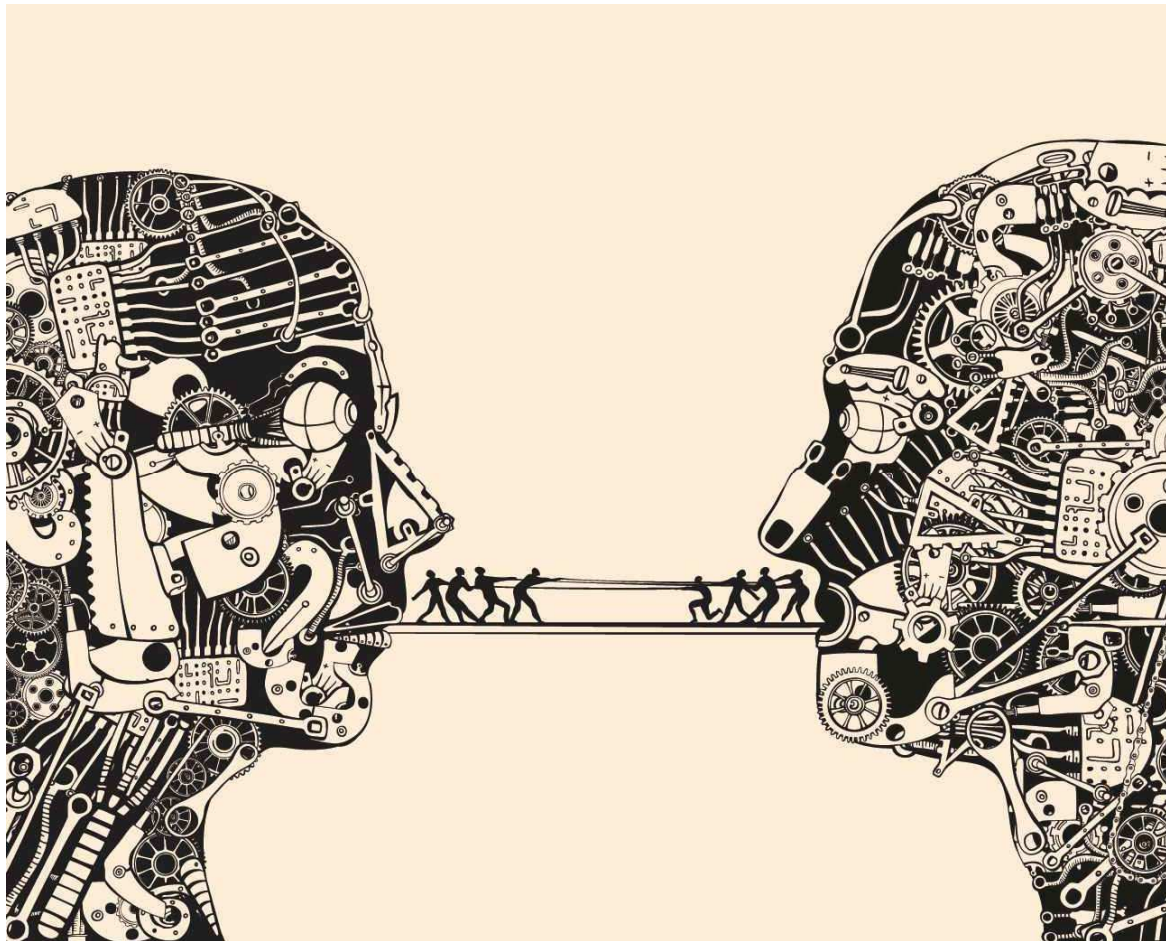
Scenario 1: When we can get along



Scenario 2: When we can't get along



Conclusion 1: Politics matter

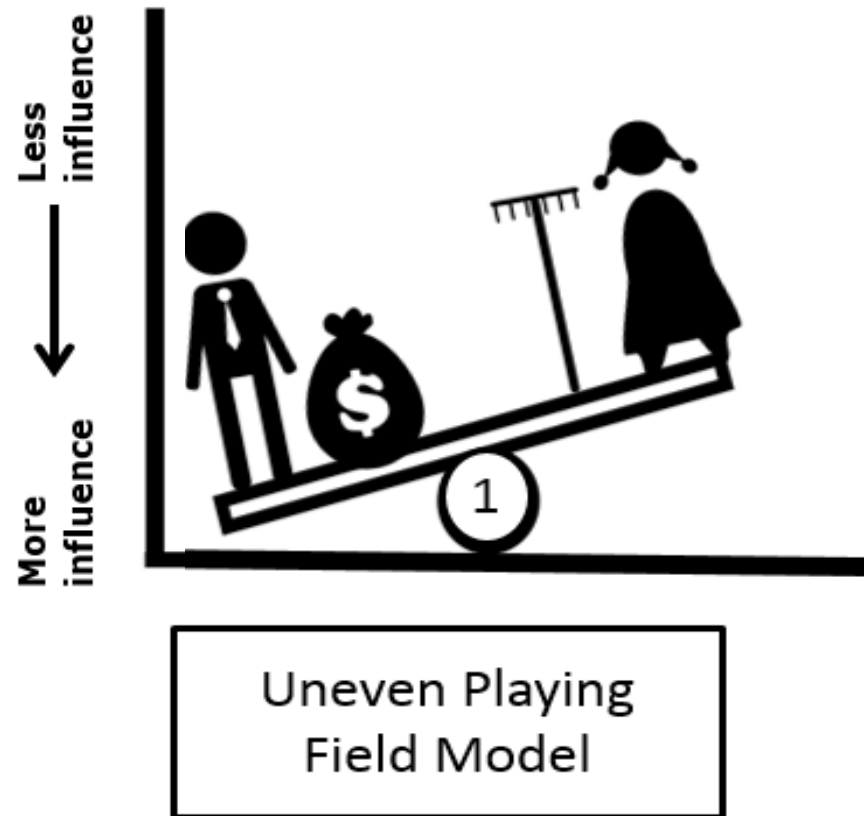


The participatory turn in governance

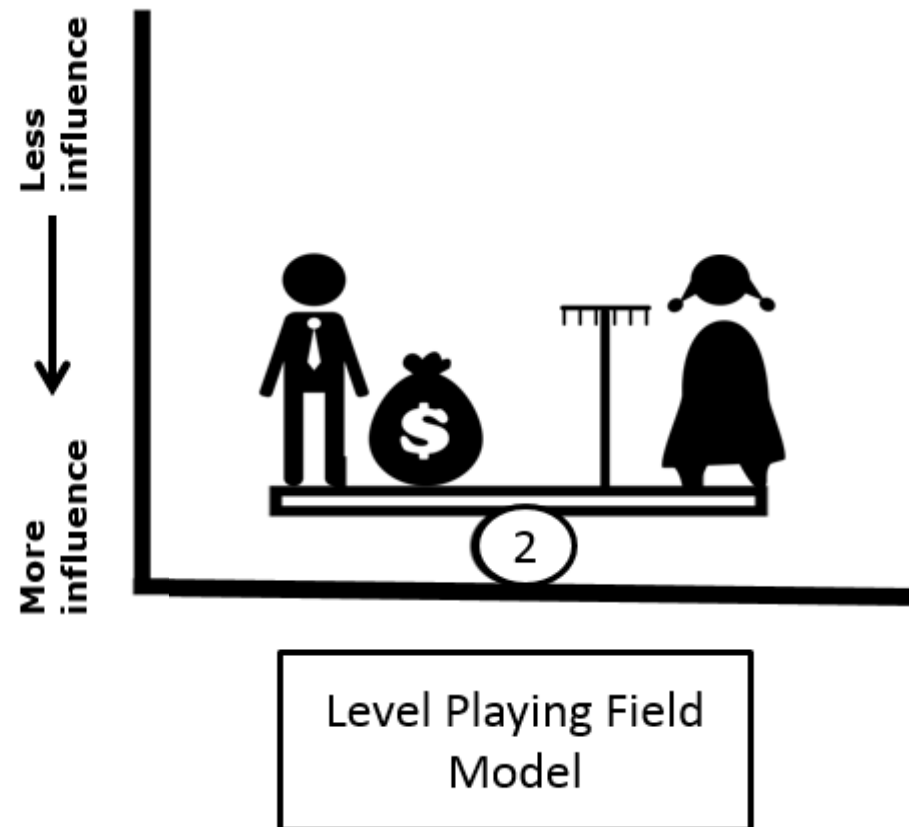
- Multistakeholder Platforms
- Participation Society (Netherlands)
- Big Society (UK)
- Food policy councils
- ...



Mainstream approach to participation



Balancing out relations of power



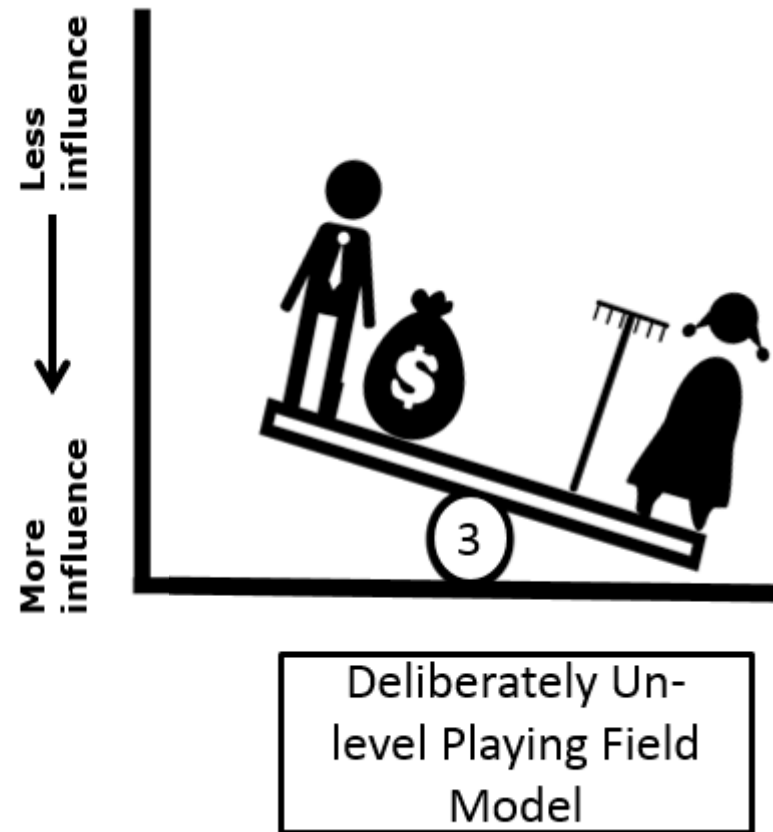
Limitations

- Assumption that:
 - Stakeholders hold equal stakes
 - All stakeholders will be equally affected
- Disagreement = limited
 - Choice of technologies, organizational fixes, urgency of implementation
- Often lack plans for inclusion of marginal groups
- Fail to breakdown barriers created by wealth & privilege
- Fail to promote collaboration over competition

Conclusion 2: Participation can de-politicise



Politicizing participation: Examples from (global) food policy processes



UN Earth Summit (1992, Rio)

Agenda 21: Major Groups

- Women
- Children and Youth
- Indigenous Peoples,
- Non-Governmental Organizations
- Local Authorities
- Workers and Trade Unions
- Business and Industry
- Scientific and Technological Community
- **Farmers**



World Food Summit (1996, Rome)

- Parallel NGO Forum to Summit



- 1st part:

- 50% had to be from the South & represent local or national organizations of peasants, women and Indigenous Peoples
- 1st quota system

- 2nd part = open to all interested organizations subject to a light registration

Formation of the IPC (1 of 2)

- The International Planning Committee for Food Sovereignty (IPC)
- Network of around 2000 NGOs, CSOs and social movements
- Alliances between food producer movements
- Emphasis on facilitating participation of CSOs and social movements in FAO policy processes

Formation of the IPC (2 of 2)

- 2003 IPC formalised
 - Exchange of Letters with the FAO

- The key principles governing the IPC engagement with FAO
 - autonomy
 - self-representation



Departure from Major Groups

	Major Groups	IPC
1	Categories predefined by an intergovernmental forum	Process of self-definition by civil society
2	Consultation processes were led by global focal points	Process was rooted in regional and local consultation
3	MGs included business and industry	Excluded the private sector
4	Assumed broad categories like 'farmers' would be able to come with consensus positions	Recognition of tensions between different types of producers

Reform of the Committee on World Food Security: CSM Coordination Committee (2009)

11 constituencies

4 seats

- Smallholder farmers

2 seats

- Fisherfolk
- Pastoralists
- Indigenous peoples
- Ag and food workers
- Landless
- Women
- Youth
- Consumers
- Urban food insecure
- NGOs

17 sub-regions

- 5 sub-regions in Africa
- 4 sub-regions in the Americas
- 6 sub-regions in Asia
- 2 sub-regions in Europe

The FAO Guidelines (2013) (1 of 2)

- The FAO Guidelines for Ensuring Balanced Representation of Civil Society

- 12 constituencies

1. Small farmers

2. Landless

3. Agricultural workers

4. Fishers and fish workers

5. Pastoralists and herders

6. Forest dwellers

7. Ethnic minorities and Indigenous peoples

8. Urban poor

9. Consumers

10. NGOs

11. Women

12. Youth

The FAO Guidelines (2013) (2 of 2)

- At least 75% of constituencies = represented by at least 1 organization

- Regional meetings
 - 75% of geographical areas, represented by at least 1 civil society organization

- Ideally 50% of the representatives from civil society should be women, and at least 1/3 youth

Conclusion 3: Participation can (and must) be political for food system transformation



Ok, but how?



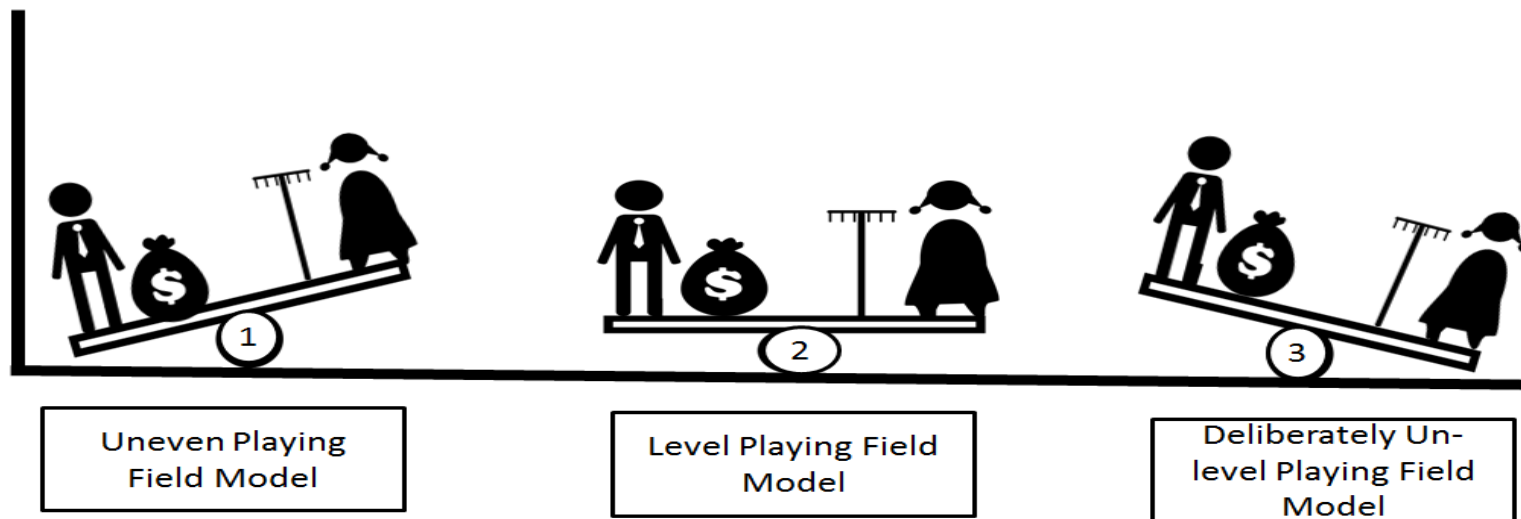
Doing politics: 5 practices

1. Must be a diversity of views represented
2. Everyone, including 'extremists' must have the right to speak
3. Disagreement must emerge between the traditionally entitled and the traditionally excluded
4. Disagreement must be over the very nature of the situation itself
 - About the assumed arrangement of things
5. Actors must agree to a common set of rules of engagement

- From Rancière, 1998; Mouffe 2000, 2005

Re-framing participation for politics

- **Rights holders** – who is affected
- **Duty bearers** – governments
- **Interest holders** - who has a vested interest



So what...!?

- Political participation acknowledges:
 - People are multiple
 - New configuration of power relations
 - Not all friendly....
 - No possibility of final reconciliation
 - Calls to do governance & communication differently
 - Reflexivity has a key role

BUT: Impact on policy and uptake of policies = ?

- More research required

Thank You

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