



# WORKSHOP ON “SUSTAINABLE AGRICULTURE AND RURAL DEVELOPMENT” REPORT

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**Plan Bleu**

Regional Activity Centre

Sophia Antipolis  
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# *Workshop on “Sustainable Agriculture and Rural Development”*

## *Report*

### **Opening**

The opening session was marked by three introductory speeches. In his address, Mr Cosimo LACIRIGNOLA, Director of IAM-Bari, welcomed the participants and highlighted the strength of the CIHEAM network which consists in maintaining the bond with students after their return in their countries. In his speech, Bertrand HERVIEU, CIHEAM Secretary-General, expressed his satisfaction of this Mediterranean institutional co-operation likely to enrich the analyses and stimulate the drafting of the report *Mediterra 2009*, CIHEAM annual report prepared in partnership with Plan Bleu for this issue. Lastly, in his speech, Henri-Luc THIBAULT, Plan Bleu Director, underscored the importance of this first occasion to take stock of the implementation in the rural field of the Mediterranean Strategy for Sustainable Development (MSSD), adopted by the Mediterranean riparian countries in November 2005.

### **SESSION 1: Sustainable Development of Agriculture: reconciling Economy and Environment**

#### **Objective of the session:**

*The Mediterranean Strategy for Sustainable Development (MSSD) promotes a productive and rational agriculture on which rural areas need to rely for their development. Agriculture creates wealth; it is a source of redistribution of incomes and production means. Its development requires a mechanism of fostering, coaching and evaluation. The environmental cost of this development is sometimes heavy; experience feedbacks help anticipate rather than repair.*

The presentations of this session highlighted the main following points.

# Adrian CIVICI, ALBANIA

## Which modernization for agrarian and agricultural systems in a transition context (Cf. Presentation)

Albania was the only country to have undertaken a radical reform of agriculture with an abrupt shift from a centralised economy to a free-market economy. Until 1989, private property had been prohibited. Albania was the last country to conduct reforms, under the impetus of the Structural Adjustment Policies (SAP), according to the concept of "creative destruction" and reconstruction via market economy starting from 1991. Within 15 years, the rural/urban population ratio was reversed and AGDP dropped from 55% to 21% of GDP. Agriculture was the driving force of this transition; it is also the sector which has undergone most reforms and a production crisis since 1991: all main products dropped by up to 95% in terms of production, prices soared, the land property reform—as part of a comprehensive land reform—led to a fragmentation of the agrarian landscape, the crisis still prevails and the social problems remain unresolved. Indeed, the shift from 700 collective macro-farms to 460 000 micro-farms was conducted according to a principle of total equality (total agricultural surfaces divided by the number of families). Distribution was free of charge, but the compensation of post-World War II landowners has not been completed yet, which limits investment in rural environment and discourages any long-term project. The consolidation of water rights is more advanced: 70% of the lands were irrigated until 1989, the land property reform required a full-fledged reorganization, the same applying for mechanization. Water property rights are now connected with the prior creation of Water Users Associations. State withdrawal is total (except for springs and reservoirs) and local water management is conducted by communities. Still, most of the farm managers are not competent enough, and there is a need to upgrade the farmers.

The main impediments arise 1/ from the structure of the farms, 2/ from little contact with the market and difficulties of commercial organization (refusal to go back to co-operatives)—which, nevertheless, presents a positive effect vis-à-vis the current food crisis as the rural population is not supplied on the national markets, 3/ from insufficient support by the authorities to rural poverty; the priority proclaimed for agriculture is not pursued in fact (since 1992, not more than 1.5% of GDP at most were dedicated to it; it would be necessary to multiply this by 20); poverty is not related exclusively to income but as well to equipment and services, 4/ from a strong trade deficit (Albania imports 8 times more than it exports), and 5/ from the environmental issue and the choice of a type of agriculture.

Recommendation: Grant priority order to Agriculture and the rural environment by allocating to them more budget and more direct aid, as well as providing a legislation in compliance with that of the EU. In September 2008, Albania will be officially candidate member to the UE.

## **Alain Le GOFF, FRANCE**

### ***Conditions of a Transfer of the Support Mechanism to Quality Products (Cf. Presentation)***

In France, a new typology of farms distinguishes between professional farms and non-professional farms, and—among the latter—between home farms and multi-activity farms. The rural environment itself presents several profiles, according as to whether it is influenced by a tourism or by a home economy, whether it has to deal with an urban or sub-urban fabric, or whether its activities or its population are on the decline. Mediterranean areas are characterized by the predominance of perennial crops and ovine breeding; the rural areas—being in the presence of a strong urban and housing fabric—consolidate their position by developing basic services and by promoting tourism.

The French policy on the quality and origin of agricultural and agri-food products dates back to 1919. The French system is in keeping with the European systems established in 1991 and 1992. The 3 optimisation methods are the quality and origin identification labels (OC (Official Quality Guarantee), IGP (Protected Geographical Indication), AOP (Protected Designation of Origin), STG (Traditional Speciality Guaranteed), “label rouge”, organic farming), optimising mentions connected with the dedicated production method (farm product, mountain product, vintage wines), and product certification procedures. The recognition and control system is ensured by INAO and associates the whole sector. French agriculture has specific structures, such as agricultural cooperatives and economic producer organizations whose collective approach helps optimise both their know-how and their homelands and facilitates access to markets, in particular due to the existence of a specifications document. This type of agriculture presupposes the pooling and organization of supply. The State provides coaching to these collective structures, while the European Union has, in the process, strengthened the protection of certain labels.

Recommendation: safeguard and ensure water resources for purposes of regional cohesion, i.e. in line with the European Directives in this regard.

## **Ronald JAUBERT, Regional study**

### ***Collective Rangelands management in the Southern and Eastern Mediterranean (Cf. Presentation)***

The presentation addresses the change affecting the steppe areas in the Southern and Eastern Mediterranean Countries (SEMCs) based on a case study located in the Mashrek. These risk-prone areas have been exploited by the populations for centuries. They are complex zones where nomadic and sedentary populations live in contact and where the gap between representation and reality challenges the validity of our concepts and categorizations. Collective rangelands are a class that is not applicable to the Middle East. Zones have been defined based on boundaries (200 mm of rainfall in Syria, for instance) since Ottoman times, but the divisions are not hermetic. The contemporary period is characterized by tribes whose migratory routes were studied by the French

military. The advent of the truck, and increased mobility for the transport of food, water and animals, has generated a very high increase in production since 1950 (often extraneous to agricultural policies). Material innovation has been more determining here than policies, nomadic pastoralism has derived impetus from it and the more significant load has been borne by the environment.

Today, food is distributed or pastured outside of the steppes areas, so much so that the latter areas hardly contribute a mere 2 to 10% at most. The individual dimension has supplanted the traditional sense of pastoralism, and it is the whole national space that becomes concerned by stock-breeding. What reference spaces are, then, relevant to approach these areas and apprehend organisation issues?

The management of water reserves has for a long time rested on the tribe/ population/ administration triptych. However, the increasing marginalisation of the latter and the modern projects to combat desertification or to establish reserves disrupt this balance. Restoration is based on an arbitrary reference situation, and strict prohibition to cultivate is not necessarily adequate. The environment is indeed degraded but quite tolerant of an increase in load; it is not in the process of rapid degradation. This degradation is old; it dates back sometimes to as far as the Neolithic era. Programmes to combat desertification represent a financial godsend, but they disrupt the permanent adaptation mechanisms and are oblivious of the capacity of millennia-old populations or of the resilience of the environment with regard to agricultural activities. Enlisting these capacities, rather than focusing on restoration, is a veritable stake.

## **DISCUSSION SESSION 1**

The main discussion points of this session related to:

### ***Reaffirming the production function of agriculture***

There is a need to reach further as regards the recommendations of Albania: the current crisis reveals that agriculture has not been, until late, a priority, and when this came to be, it has all been to the benefit of export structures. For 20 years now, analysts have forewarned that Structural Adjustment Programmes (SAP) and the theory of comparative advantages will lead to a disaster. Now that this has been proven, will the anti-speculative global regulation resolve the problem? Or shall one push forward, as the World Bank has done in its World Development Report 2008, the aspect of restoring the security of food supplies, marketing and infrastructures issues, etc., considering that the Mediterranean middle class gets its supply primarily in hyper-markets and department stores which are themselves supplied by global, not domestic, markets.

### ***Social dimensions of agriculture***

The analysis of the WDR 2008 is based on a consumption survey which revealed that the growth generated by agriculture in developing countries reduces poverty by 2 to 4 times more than the other sectors. In the case of Albania, currently ranked among "impoverishing" growth countries with increasing disparities, it is advisable to invest publicly (and with the private sector) in agriculture, for

the country's own consumption. The expected outcome would be to address the food crisis and off-farm job creation in agriculture (rural services). For so doing, investments dedicated to training and education also need to be promoted.

### ***Identify and label all forms of agriculture and rurality***

Agriculture comprises home farms in the EU, but subsistence farms in the SEMCs. We are in need of constructing typologies of Mediterranean agricultures because *there can be no agricultural development without rural dynamism, as there can be no rural development without agricultural vitality*. The three types of French farms apply to a global level: capital intensive, family, home-based. The latter can ensure survival in the Mediterranean thanks to their strong bond with rural development. The nexus between the characterization of rural areas and farms is quite relevant in this respect. In the French case, the change in the typology of agricultures was based on the 2000-2005 census and on the data of the Mutual Agricultural Social Insurance (MSA) on incomes, retirement pensions and non agricultural sources. However, the use of statistical definitions of certain concepts established in the North may prove to be an obstacle for certain countries of the South.

Small-scale, multi-activity professional farms will persist in France, and wage-earning will develop because of its major role in diversification activities. With multi-functionality, support to the farmer will have to be stepped up. Status and terms of recourse to this wage-earning would need to be, nevertheless, supervised if one were to ensure that this phenomenon would not run against sustainability and the very notion of professional dedication.

### ***Dynamic systems where man-environment interaction is ancient***

The concept of rural rebirth carries the idea of rural areas restoration. In Europe, after a few years, rebirth took place where demography was strong, though that marked the end of rural society. The Mediterranean region is not pastoral any more, nomadic societies are today marginal and the steppe areas no longer have the same functions. In the Maghreb, due to the technical revolution, such areas can supply urban markets. Development projects, and those to combat desertification in particular, too often tend not to take into account this reality, nor the complexity of the overlapping collective and individual systems. An in-depth knowledge of the systems and of the local populations should be a prerequisite. Steppe areas remain, nonetheless, of a great interest when one considers the biodiversity generated by pastoralism, the use of pastoralism as a natural environment resilience tool, or—more generally—the importance of the externalities produced by pastoralism.

## **SESSION 2: diversification in rural areas: which determining factors?**

### ***Objective of the session:***

*This session posits that rural development does not necessarily mean agricultural development, but rather rests on cross-sector relations, taking into account the needs and resources of the local populations. This session considers the driving forces of non specifically agricultural activities, the actors and their strategies.*

The presentations of this session highlighted the main following points.

## **Dimitri GOUSSIOS, GREECE**

### ***The role of the diaspora in making up a competitive economic web in mountain areas (Cf. Presentation)***

This presentation addresses the revitalization of inland areas. While mountain areas cover over 70% of the territory, the population tends to concentrate in the plains and, to a lesser extent, in piedmont. Among the village managers, there are members of the diaspora who are contributing in the advent of a new type of villages. There prevails in Greece a tradition of benevolence of the populations towards the native village, together with a tendency to replicate the family, leisure sites, economic bonds... and, in the offing, identity reproduction phenomena, mastery over specification processes and emergence of rural areas.

The example of the area of Mouzaki (in Thessalia) is representative of rural recovery via optimisation of the area's identity-related immaterial assets. Mouzaki can draw upon a flourishing network in building, wood and agri-food activities. The small region suffers from a problem of representation, but the de facto political role vested in the diaspora helps compensate for the weight which the administration had denied the region. Two sets exist side by side: the spatial system polarized by the centre of Mouzaki (sustained by the public "area-establishment" policy) and the relational system between the whole of the micro-region and its diaspora which has allowed it to recover its economic and socio-cultural connections with national and international urban markets (particularly those of the native cities of the members of the diaspora). This recovery did not take place via a project, but by means of an informal revolution resting on consumption areas, micro-investments in reconstruction, handicrafts and the creation of a sound internal market that fosters family agriculture. The delay in introduction of entrepreneur agriculture has now turned into an advantage for integrating the agricultural family in the rural economy and a factor of social cohesion.

## **Francesco MANTINO, ITALY**

### ***Structure of Government Aid, strategic options and sustainability criteria (Cf. Presentation)***

Italy has as many rural development plans as it has regions, that is 21. Policy interrelationships concern employment, agriculture, rural development, and social welfare. The period 2007-2013 is more geared towards a greater diversification and a stronger nexus between environment and competitiveness than the previous period. The proven success of participatory and area-based approaches is due to 4 factors: features of the area, design of the strategy, profile of the project

manager and vertical governance (EU, State, region). The size of the area determines, moreover, the scope of the impact.

## Ali ERYÝLMAZ, TURKEY

### ***The Agro-based Industry, a sustainable solution for rural Central Anatolia region development ? (Cf. Presentation)***

The strategies of agricultural and rural development in Turkey rest on small and medium-sized agri-food enterprises. The latter have been successful in becoming part of the industrial sector, as well as in taking up the challenges of employment, value added and maintenance of agricultural income. These enterprises are established in the vicinity of agricultural production areas; they use simple technologies bringing in a quick return; they generate employment for a paid labour made up mainly of young people and women; the extent of their dependence on importation markets is fairly low compared with the rest of the industrial sector; and, due to their local supply, they generate a specific demand. Lastly, they provide technical and financial coaching to producers, which helps the latter increase their productivity. The agri-food industry and the local agriculture sustain their respective growths; the redistribution of wealth that this dynamics creates is the reason behind the diversification of activities in rural environment and the dynamism of the area as a whole within the national economy.

## DISCUSSION SESSION 2

The main points of discussion in this session related to the economic and social conditions of diversification.

These presentations have highlighted **three different development models**: in Greece, this consists in immigration as a paradoxical solution, but as a local development driving force; in Italy, this is a type of local development conducted within the European Leader framework; in Turkey, the model is one of rural development resting on agro-based industry, an employment generator and a check on immigration (which, elsewhere, classically accompanies development).

The originality of **the Leader programmes** lies in the fact that they are always thought-out and disseminated on European scale, and that they rest on a less bureaucratic system thanks to a networking of projects whose comparison-based self-evaluation effects have proven to be quite positive on this scale. But which SEMCs have drawn upon Leader to implement development projects, and what have been the results reached? This point underlies the question of governance and the conditions likely to allow a replication of European experiences in the SEMCs, in particular the two-pronged feature of local government and of resources made available. Is this the case of a willed decentralisation, or is it of a granted decentralisation to transfer shortage...?

**The decentralization of decisions** questions the levels at which it is carried out and, in particular, the funding management levels. Success, in this regard, is a function of the maturity of the local societies (overall development level of these societies), though the process of training is also an objective in itself since the Leader experiences differ from traditional approaches by their integration and their alignment, that is henceforth made possible, with public policies. In Greece, Leader has helped bring on board, for the first time, the local population for a development which contests the validity of the 1<sup>st</sup> pillar of the common agricultural policy, and the vertical governance thus induced strengthens the capacity of the area to negotiate with the outside world. In Southern Italy, one finds, on the contrary, examples of Leader projects diverted by the Mafia. The building of comparative studies of contextualised “success-stories”, highlighting the part played by, and the type of diagnostic and evaluation tools, and the structures allowing stakeholder participation at the various stages, specifying the linkages with the public policies, and comprising the positive and negative points, would be perfectly optimisable within a Mediterranean framework.

Such **concepts as “identity area” or “network area”** are useful and valid expressions outside of Greece, which it would be profitable to extend. The return to the village by immigrants is generally presented as being positive and reviving, but the highly-personalized, off-market framework of the exchanges attendant upon it calls for a consideration of the neighbourhood economy and the clientelist drift that it may give rise to. Examples in Morocco and elsewhere show indirect negative effects, of which a rise in land price. The transfer and massive inflow of private funds, invested all out in building, transport, trade or industry call for a consideration of the way of using and channelling diaspora money based on public funds.

**Environmental sustainability requirements** must be part and parcel of the analysis of rural development projects. The changes in the natural balances induced by migratory flows, as well as by the evolution of production systems and resource exploitation conditions, need to be examined as a component of social and economic success.

## **SESSION 3 -Reducing territory disparities**

### ***Objective of the session:***

*The various agricultural and rural development patterns give rise to sometimes highly discrepant situations from one region to another; such diversified conditions also present assets which need to be identified and tapped. The private and public actors have a role to be “elicited” on all levels (local, State, regional and international cooperation) in pursuit of public interest.*

The presentations of this session highlighted the main following points.

## **Grigori LAZAREV, Regional study**

### ***Territorial approaches in the Mediterranean rural development policies (Cf. presentation)***

The common issues pertaining in all development projects are competition between the regions, rural development, decentralisation and sustainable management of natural resources. The 2<sup>nd</sup> pillar of the CAP constitutes the European common framework allowing each country to establish its national rural development policy. Participation in development by rural territories is a sine qua non component of the said framework.

Being the key tool of area development policies, the Leader approach stands out: it allows mobilisation of dedicated funds and rests on mediation structures. Territory-based development is a socio-political concept which incorporates, in particular, neighbourhood urbanisation in rural areas; it presumes a territory-based project and fosters the mobilization of collective action capacities. Proposals are put forward to explore a reintegration of territories in globalisation—with the requirement of competitiveness—to invest in training for an efficient and sustainable decentralisation, to work in country pairs with a view to North-South local development cross-approaches, and to step up dialogue between donors serving in the same area.

## **Tahani ABDELHAKIM, EGYPT**

### ***Social services, public utilities and territorial balance: Emergency Management (Cf. Presentation)***

Social and economic realities in Egypt are quite specific in certain respects, whether this relates to artificialisation of the environment, or to the duality between the agricultures of old and new lands. In the old lands, the social organization, the production structures and the techniques prove to be unsuited to the increasing requirements of food production; in the new lands, it is not so easy to establish ad hoc governance mechanisms due to the prevalence of artificial societies (the farms are operated by urban developers).

The environmental and socio-economic problems are numerous: these include, inter alia, difficulties of water supply in spite of the availability of the resource; lack of status for the agricultural working population; and lack of training for such hands, which hinders the adoption of responsible environmental practices.

Egypt is endeavouring to implement the MSSD in three fields: irrigation, the legislative and institutional framework, and the protection of vulnerable ecosystems. A range of economic and social conditions is determining for the implementation of an efficient strategy of sustainable development: efforts of public investment in infrastructures, provision of tax advantages, legal framework, improvement and recognition of the professional status of agricultural labour, training, aid towards micro-credit and woman work, and social support mechanisms to meet urgent needs. Investing in the visible is a non sustainable condition.

# Jemaïel HASSAINYA, TUNISIA

## ***Dealing out Growth to Less Developed Areas and Participatory Approaches (Cf. Presentation)***

This presentation relates to a participatory experience under the ODESYPANO (North-West Sylvo-Pastoral Development Authority) in an underprivileged area of North-West Tunisia. Within 50 years, Tunisia has evolved from an economic growth based on agricultural development, to decentralization and local development, through a period of structural adjustment which led to a gradual marginalisation of the rural populations. The “Douar”-based development plan (the term “douar” encompassing the community with its homeland) was designed within the framework of an action-training conducted with the German Technical Cooperation Agency (GTZ) in 4 phases: 1- ad hoc outreach and training, identification of population needs and concrete participation, 2- technicians’ input, 3- planning, and 4- population consultation and negotiation with the administration.

The ODESYPANO had previously operated via development missions for a number of years. Population “buy-in” was nil, that is, when it did not move to literally undermine the projects. The area should not be taken in a merely geographical sense; it must encompass the populations. The role of the technicians in this project was that of observers, with undifferentiated participation by the “omda” (village mayors) and prefects. 50 man-woman pairs have been instated in the ODESYPANO.

The vertical area-based approach is not a mere geographical reality. The area exists only when its geography is put to the service of the human and economic resources. On national level, the Ministry of the Environment and Sustainable Development (MEDD) has sought to foster a area-based development strategy per region (Governorate), that is 24 in all, with each being validated by the Regional Council.

Tunisia manifests a genuine full commitment in favour of sustainable development but is still lagging in terms of implementation of the MSSD, with regard to governance and, to a lesser extent, with regard to product enhancement. The recommendations relate to conducting a national dialogue on the overall options to take in matter of development, on enhancement —not only of products, but also of the entire rural environment—, and on disaggregation of indicators in order to account for local disparities.

## **DISCUSSION SESSION 3**

The main points of discussion in this session related to the following aspects:

### ***Stakeholder capacity and their participation***

The Tunisian experience has garnered many projects in the country, a WB project on the natural resources management with the local communities, a AFD (French Development Agency) project

on the management of watersheds. These experiences show that the exclusively administrative course is not fit to manage this type of project, and have built awareness of the limitations. Considerable effort was made in matter of preliminary education for economic development. The training level of farmers is a central problem and should be regarded as a project success factor, requiring examination of the issue of collective “intellectual” investment. Rural development is not necessarily sustainable; the area-based concept helps the population take cognisance of it, and area-establishment processes are in need of further exploration.

The WB is quite involved in these countries and these issues. Following requests by FAO and by the States, it undertook stock-taking work which revealed that it is difficult to conduct rural development without local development. Projects remain managed by the administration and technicians. In Egypt, a distinction needs to be made between lower and upper Egypt in terms of political analysis of investments.

### ***Concept of project***

Rural development traditionally requires the existence of a project; for the SEMCs, however, the problem is how to move from instinctive action to a project. To the question "How to go about ensuring that these populations take ownership of a project, while the project recreates already existing bonds?", the Tunisian example brings in an answer: proceed by action-training methods. Plan Bleu has developed a territorial outlook method entitled "Imagine". This animation tool helps a group of actors involved in a given area to represent and visualize what they want, or do not want, to select indicators, etc. It can be adapted to an example.

### ***Role of public authorities***

The regional analysis of territory-based policies should help take position. The recommendations of this workshop should put forward a conception of the role of public authorities and what is expected from them. Europe is in a situation of over-territorialisation ; projects are hampered by overlapping purview, sometimes counterproductive territory patterns: How would one look upon this? In the countries of the South, it is necessary to completely rethink the “territory” category and the relevant development level. The example of Tunisian “douar” (basic rural community) is eloquent.

In Tunisia still, the search for relevant territories had led to an experiment, under the ODESYPANO, on the scale of the tribal structure (*allouche*) with a go-ahead by the State. This experiment provided material for a methodological document currently applied by ICARDA in Jordan. On the question of subsidiarity, a new facility—which depends on participatory implementation—has recently been created with IFAD, and subcontracts have been established to circumvent intermediate levels and flight of funds.

In the North, many natural areas left out by agriculture are governed by programmes (Natura 2000, etc.); the risk is to sector-split the rural environment, when the forest must be regarded as part and parcel of agriculture. There is a deficit of exchange and pooling of experience on these topics; an analytical and comparative inventory of participatory approaches to area processes—to which the documentary study on “Area Mainstreaming Rural Development Policies in the Mediterranean” is a first contribution--could constitute an excellent base for research-training-action.

## SESSION 4 -Management and anticipation of regional risks

### *Objective of the session:*

*This session addresses the more or less exogenous factors of regional scope which influence public policies and the evolution of the societies. It covers issues of phenomena observation, adaptation and response strategies and mechanisms, and evaluation of public policies.*

The presentations of this session highlighted the main following points.

## Mélanie REQUIER-DESJARDINS, Regional Study

### ***Combating Desertification in the Maghreb (Cf. presentation)***

It is always difficult, for the time being, to have a comprehensive, precise and updated view—be it regional or national—on the impingement of desertification. On the contrary, all one can do is observe trends on a local, more area-based, level, in order to derive from them possible general trends. Pharaonic projects, put forward by the countries, such as the Green Barrier in Algeria, may serve as counter-examples: only 10% of the forecasts were completed in 10 years, investments dropped by 29% between 1980 and 2000, and no figures are available. In Algeria and in Tunisia, huge amounts, mainly for water and forestry, have been invested, but for what results?

One observes, on the contrary, a shift in the policies of large-scale works towards programmes of combating migration and unemployment, two phenomena which accompany the marginalisation of the share of agriculture in incomes, attempts to diversify activities, and replacement of rangelands by a feed supplement at a cost.. However, such observations do not help provide an estimate of the evolution of desertification, neither locally, nor on global level: there is no efficient monitoring system!

A link, sometimes established between desertification and poverty, comprises more a thrust for adaptation than an accelerated degradation. A more relevant link would need to be established between desertification and agriculture (and irrigation, in particular) in relation to shallow aquifer overexploitation and the extent of salinisation. Minimising production costs is non sustainable, while small-scale family agriculture, affected by globalisation, is recently back to the land, which justifies the usefulness of network-based local observation.

# Mahi TABET-AOUL, Regional study

## *Agriculture and Climate Change in the Maghreb (Cf. Presentation)*

Climate warming has reported 0.74° globally during the 20<sup>th</sup> century according to the IPCC 2007, whereas it reached locally more than +2° in the Maghreb during the same period. Drought occurrence is expected to increase, and there will remain nothing of the forest in the Maghreb by 2050 at the current deforestation pace. There are no solutions to climate change; there are only adaptations; in the Mediterranean in particular, the recourse is to be made to resilience. Priority must be granted to identifying priority areas of combating desertification, as it will not be possible to correct the process on the entire areas concerned. There arises, therefore, the issue of participation of the local stakeholders in the watch and monitoring of sustainable rural development, in particular the encroachment of desertification.

The recommendations relate to establishing NMCs/SEMCs agreements on setting up a Regional Climate Change Monitoring Centre. Biodiversity, climate change and desertification are a single whole and are posed in the same terms; bringing them all in one will save on coordination.

## DISCUSSION SESSION 4

These presentations help towards highlighting **the incomplete character of our knowledge**, if not the absence of Mediterranean knowledge; for there is one trap one needs to guard against: that which consists in projecting knowledge acquired in the North in an indiscriminate manner. It is amazing, indeed, that—concerning an issue as important as desertification—one should be still much in the dark, unless one were not really seeking to know. The confusion between poverty and desertification needs to be analysed in detail; its only function is to drain funds via an appeal of wretchedness incompatible with the participation of the populations. The only studies available are localised. The notion of desertification has become highly politicized and perverted by the tapping of funds connected with the UNCCD. Identifying priority zones, this is what observatories assign themselves to, zones selected according to their agro-ecological representativeness. It would be quite appropriate to request from donors to unify their approaches and from the countries to coordinate their departments, instead of seeking to tap these funds.

Turning the observatories into tools accessible to the populations would help move towards **a more operational dimension**. This purpose is further served by bringing their work closer to that of agronomic research, such as on forestry and water consumption, for instance (one wonders at the interest of reforestation in semi-arid areas or in the SEMCs, knowing that to reforest is to use considerable water resources where they are already lacking), or on water impoundment, water storage, rather than encouraging additional consumption, or still on change of crop growing patterns ... Among the latter, conservation farming consists in refraining from harrowing, while drawing upon the advantage of crop residue (direct-seeding mulch-based cropping systems (DMC)) that induces a quickening of life in the soils, facilitates water infiltrations, and reduces runoff. It requires, in return, investment in a seeder.

## SESSION 5 -Implementation of Public Policies and Governance

### *Objective of the session:*

*This session addresses the diversity and the appropriateness of the political response and its methods, taking into consideration the natural, human and economic factors proper to the rural environments.*

The presentations of this session highlighted the main following points.

### Lahcen AHOUE, MOROCCO

#### ***What Means for a Sector-Based and Institutional Integration: Financial Resources and Tapping of International Cooperation Mechanisms (Cf. Presentation)***

A multitude of actors serve on rural development operations in Morocco (international players, bilateral actions, NGOs, public policies, local development associations, private investors, etc . . .), each of which with their own funds and different priorities, as well as over periods that are distinct from one partner to another.

The process of development policies in Morocco has led to 2 types of programmes, starting as sector-based and new-generation programmes, ending up in a national plan in favour of a modern and social agriculture: the “Green Morocco” Plan, implemented since 2008; alongside with it, rural development continues to belong under local administration. A new institutional dynamics is being introduced towards a better coordination: Standing Committee on Rural Development, State Secretariat, etc. Yet, there still remain certain obstacles of a primarily institutional and technical nature. Coordination, dialogue and decentralization constitute the gist of the recommendations.

### Adel MOULAI, ALGERIA

#### ***Local anchorage of rural development policies, Inter-ministerial coordination and new modes of governance (Cf. Presentation)***

Over the period 2000-2006, four different agricultural and rural development programmes were conducted in succession. Implemented in 2006, the Algerian policy of rural revival rests on an integrated development programme on department (wilaya) level, with the support of the administrative district. Being the major tool of this policy, the PPDRI (Local Community-Based Integrated Rural Development Projects) foster a stronger mobilization of association movements on the level of the local municipalities. The monitoring and evaluation tools on which the System of

Assistance in Decision-Making for Rural Development (SARD) is based comprises 24 simple indices, together with complex indicators. In 2006-2007, these indicators were readjusted with the support of international institutions, of which FAO.

This administrative and planning superstructure is, however, hampered by several impediments when it comes to implementation: lack of decentralization, unsuited administrative division, absence of local links, financial resources concentrated on national level, lack of training for local links.

## **Feliça CEÑA DELGADO, SPAIN**

### ***Los Alcornocales Park: the keys to a process of learning decentralised development (Cf. Presentation)***

The presentation relates to a case study in a natural reserve of Andalusia of 170 000 ha and 95000 inhabitants. Natural reserves are protected, and their management is conducted on national level (non autonomous). The example is not representative of Spain, but it has been selected for its special characteristics.

Spanish regions enjoy a purview in matter of agriculture which the State has not. Funding for sustainable rural development is available but has to contend with a lack of coordination and strategic steering. The national sustainable development model does not depend exclusively on European directives; it is also chosen: the priorities are clean energies, desertification, biodiversity and governance.

Sustainable development was a means of legitimisation for the Andalusia region. It is the Rural Development Committee of the project Leader II on Park area that was tasked by national declaration to design a Sustainable Development Plan (SDP). Until then, there had been a proliferation of institutions on the Park area, with 4 Municipality Associations, the Regional Natural Park and the Management Agency (AMA), 4 Leader projects, 1 Proder project, 5 OCAS, etc. The SDP has organized the coordination of the actors and the programmes with a view to institutional cooperation in management, where control, management, the environment, the socio-economic aspects and promoting action are assigned distinctly, and which functions in full tandem in maturity phase. The key conditions to rally the actors of a given area are, first, that the institutions come to the conviction that it is preferable to work jointly than single-handedly and, second, self-control by the population.

By way of recommendation: enlist the participation of the private sector, in addition to the population and administrative coordination; be responsive to demand on services in rural areas; consider monitoring and control with a view to activating strategies; consider complementarity between the strategies of the Mediterranean rims.

## DISCUSSION SESSION 5

The main discussion points of this session related to:

**The complexity of the attempts to conduct rural development experiences.** This complexity is sustained by various sources according to the 3 cases, but they all call for questioning an institutional upsurge in matter of social management. The 3 presentations show that the main problem with regard to implementation of the policies lies in coordination of the stakeholders, whether this relates to the use and mobilization of funds (which cannot be said to be lacking), to the simplification and operability of the cumbersome and sophisticated programmes designed, in spite of their feasibility and their social acceptability, or reaching beyond the multi-layered area system scaffolded by the overlapping of European and national system.

Egypt has a complexity identical to that presented for Algeria or Morocco, and this runs against the traditional claim according to which underdevelopment is accompanied by a lack of institutions. A return to a greater pragmatism should gear policies to longer-term priorities, to more stability and to giving the concepts used a **grounding in reality**. The examples of Algeria and Morocco present an administrative framework upheld in official discourse and texts, but whose implementation is not in step; the human dimension is lacking.

One is entitled to wonder about the place of research in support of this reflection and of the implementation of the MSSD, as well as, more generally, about **the place of the whole innovation creation-dissemination system**, which the private sector has taken over in the North and which remains most of the time non-existent in the South. In Tunisia, the training-research-development nexus has bred "extension-outreach" specialists. In the Spanish case, research did not have precedence over Leader; the coaching of Local Action Groups proceeded based on a research that is "open onto the world". Beyond the national systems, what about a shared scientific and technical culture in the Mediterranean basin? The revival of an institutional network and of Mediterranean scientific communities towards "self-knowledge" requires the training of a new generation; and yet, in Morocco and in Algeria, there have never been as many researchers as there are now.

The real question is perhaps that **of the weakening of the State** which the requirement of the participatory approach hardly conceals. Even the setting of more crosscutting actions runs against the resistance of the Ministries whose budget is deducted, or against a distributive logic which fragments budgets. Thus, in Morocco, the WB runs 2 integrated rural development projects for the implementation of the strategy 2020: rural development is entrusted to the Ministry of Agriculture, while the local, cross-sector development plans ignore it. The creation of a rural development fund raises a problem of additional amount, since it is managed by the Ministry of the Interior whereas the remainder is managed by the Ministry of Agriculture; the other Ministries do not show interest in contributing funds because the management thereof falls outside of their purview. The National Initiative for Human Development is added to this system while being based on municipalities. The European Commission has come against similar difficulties in the management of the European Strategy for Sustainable Development (ESSD).

The case of Algeria raises the issue of mainstreaming rural development monitoring indicators in official statistics and, more generally, the issue of **the information system on which policies operate**. The Spanish example comprises a significant regional dimension which calls for connecting this type of experiences with an operational framework-programme on regional Mediterranean level. The MSSD offers a first attempt on the topics of water, energy, climatic change...

One finds in these presentations an implementation drive that connects social dynamic and protection, but production forms a backcloth. Sustainable development should not take over

structural adjustment and push the redress of food production and security of supply into the background. Recent FAO data on agricultural trade balance confirm a net setback of Mediterranean countries since 1970. Agriculture must be at the heart of policies in a sustainable way, not in a circumstantial way when the situation pushes it on top of the agenda, as is the case today. We need to push further the reflection on the development models themselves: On which social forces can one rely to develop agriculture? How to reconcile the stake of sustainable development with the need to redress agricultural production? In view of the extent of the disaster, will the establishment of productive firms based agricultures be geared towards domestic supply or towards exportation? At the very outset, the production capacity of the States must be specified (large-scale sustainable intensive farms, or small-scale family farms?) and confirmed. The small entities can be production actors and a driving force for a recovery of the Mediterranean inland areas. **Crisis management and the urgency of production will, however, concentrate the means and are likely to divert from longer-term reconstruction.**

The 3 presentations attest to a common process resting on the same basis, but whose evolution accounts for differentiated progress. On the one hand, there is a hasty implementation; on the other, a multiplication of rural area emerging actors. The more decentralization advances, the more there is simplification at the top of the pyramid, and the more complexity is manifest at the base. We are experiencing a transitional period, as in the Spanish case, halfway between bottom-up and top-down. To oversimplify: in the South, one has the area and seeks out the actors; in the North, it is the other way round. The place of the rural, as compared with the urban, in the SEMCs is also of relevance. Twenty years ago in Europe, progress, wealth, all was in urban environment. Today, awakening to the fact that the rural environment holds the resources which the urban environment needs is a general phenomenon. However, **the current concern of the cities of the south vis-à-vis the rural environment is dominated by the social dimension:** migration, brain drain, mobility towards the private sector and going international. Is it because the world is discovering it is afflicted by common evils that it should fare at the same pace as the representations and the universalism of values? It is necessary to respect the times of ownership by whole societies.

The Mediterranean Strategy for Sustainable Development (MSSD) is not a technical document; it is, first and foremost, a policy translation of many scientific works, on which analytical consensus had been obtained. Accordingly, **a territorial-based project** is also, if not first and foremost, a policy project, with the long term vision of what an area can be "potentially". If this is a matter of policy, then there is need for negotiations and contentions. There is no optimum sustainable development or optimum territorial development. Sustainable development is a multi-sector, crosscutting issue. It is not an alibi; it is a requirement.

## **SESSION 6 -Adoption of the recommendations for the Mediterranean Commission on Sustainable Development (MCSD)**

The discussions of this session highlighted the following main points.

### **Agriculture in its diversity**

One needs to be wary of the way in which the recommendations will be read and interpreted by decision makers. The priority order to be (re)assigned to agriculture is obvious for everybody today; the issue is how each country will proceed to it. It is interesting and worthwhile to distinguish between arid-areas, semi-arid areas, etc, and to reaffirm, in view of environmental requirements, agriculture in areas under strong constraint. The risk would be to concentrate effort on most prosperous areas.

### **Territories as a whole**

It is also necessary to emphasize the linkages between the areas, in such a way that the whole national territory would be concerned (counter-example of large-scale irrigation). There are local dynamics of the production systems in each environment, which it would be advisable to identify before imagining them... The issue is no longer of choosing a type of agriculture; it is rather to name all types, bring out some from the political *no-man's land* where they belong so that they become worthy of a public policy. In France, over 25 years, there were the "productivists" and the others (without a name): "not to name is to exclude". The agricultural family is the pillar of multi-activity; helping this family play a role in its area is also a matter of status. A tool conducive to diversification may be found in "contractualisation" of agriculture.

### **An agriculture beneficial to the rural environment**

From a long-term perspective, it is not agricultural production only which must be considered, i.e. production for the consumer; the whole range of its relationship with rural development and the redistribution of wealth must also be considered. The production chain comprises the social infrastructures in relation to the standard of living of the populations, and those upstream and downstream of the plot (irrigation, transport, processing, storage...). The organisational and social aspects tend to be overlooked. Issues of market construction and linkages between the public and private sectors require a particular effort, so that the agricultural value added is not mostly tapped elsewhere than in the rural environment.

### **Agriculture in support of natural resources?**

A sustainable economic fabric can take shape where agriculture is a driving force, but is in linkage with other sectors and based on the new concept of environmental public goods which relates to the management of water resources. It is necessary to take into account, in a more specific way, the impacts of agriculture on natural resources (water in particular), to grant greater importance to the management of forestry areas and the natural areas left out by agriculture. The energy challenge to come is not free from consequences on the rural environment, which is also called upon to be (and is already) the site for renewable energies. Rural planning proves to be a tool as much for the support to emerging territories as for the safeguard of the environment.

### **Policies for the pooling of wealth**

The role of public policies is to appreciate the scope of the stakes and challenges (in particular, climate change, desertification, food), mainstream them and create the conditions likely to ensure that there be as many development models as there are situations, especially for areas where agriculture will not allow a sufficient standard of living. Time has come for a coordination between Ministries with regard to rural development as a whole (training, infrastructure, markets, . . .) and between States, in spite of the difficulty of South-South cooperation. One must bear in mind, though, that the Mediterranean situations are not comparable: EU support does not have an equivalent in the South.

### **The Mediterranean: a political area in its own right**

Support for agriculture is commendable, but the political guidance must be made operational at all levels and translated into concrete actions, such as moving to forms of alignment of information and

methodologies, investing in the theoretical framing of the areas, or coordinating the actions of donor agencies. The Mediterranean area needs to emerge as a policy and dialogue area in its own right. For the first time, FAO is willing to recognize the Mediterranean as a relevant regional space and offers to coordinate these activities basin-wide, even though this region does not figure as such in its mandate.

FAO commits itself to it and offers to pool the methods which it holds, in order to set up a framework programme for backing up the States and monitoring the results, as well as the policies used in the various countries: some sort of a platform for permanent exchange on policies and strategies under revision, in response to the current food crisis (Morocco, Algeria, Mauritania, etc). CIHEAM and Plan Bleu are quite in favour of a cooperation framework for agriculture and the rural environment which brings on board the major international institutions, drawing upon what is already being done in fishery, for instance.

### **A monitoring mechanism to be complemented**

The national reports of evaluation of MSSD implementation in the field of agricultural and rural development have been based on feeding indicators with data. While they help describe the evolution of production structures, the level of food dependence, etc, they remain generally short of describing the sometimes contrary dynamics of the areas—which the aggregations tend to conceal—, or of informing about governance; besides, the average values must be used with caution, i.e. qualified. The creation of a space of commitment could sustain the implementation of the MSSD, and a set of indicators would help appreciate the means dedicated by the States in favour of environmental sustainability (such as the mainstreaming of sustainable development principles in sectoral policies and of socio-economic considerations in decision-making processes, the existence of cooperation and of technical support, means to sustain the MSSD, innovative mechanisms to address the debt problems, etc).

The proceedings of this workshop will feed in the next issue of *Mediterra* 2009, CIHEAM annual report prepared in partnership with Plan Bleu for this issue. Its final recommendations will be submitted to the Mediterranean Commission on Sustainable Development (MCSD), then—subject to their adoption—, to the Contracting Parties to the Barcelona Convention.

## **FINAL RECOMMENDATIONS**

### **General considerations**

The Mediterranean is an area of contrasts, but of relevance for dealing with agricultural and rural issues;

Small and medium-scale farming have an essential role to play within the rural environment. As such, they also need to be mobilised to increase the security of local and national food supply in the Mediterranean basin, whilst environmental and soil-friendly farming practices such as the principles of conservation agriculture need to be encouraged;

Sustainable development needs to build on territorial dynamics tailored to the individual country but, just as rural areas cannot thrive without agricultural production being boosted and supported, so neither can there be agricultural development in the absence of dynamic rural areas. A share of the wealth generated by farming activity therefore needs to benefit the rural areas;

The Mediterranean lands are complex areas supporting multiple integrated functions (agro-food production, biodiversity, landscape preservation, cultural diversity...), and involving numerous stakeholders. Characterising them and establishing the conditions for their sustainability will depend on in-depth analysis, as yet virtually non-existent;

Territorial development must be based on a gradual process during which the various social stakeholders learn to shape a shared vision of the future and to work together in joint projects.

## Some priorities

- To include the promotion of a sustainable agricultural and rural sector amongst the development priorities, and to translate this political priority into budgetary terms in particular.
- To integrate climate risk, soil degradation and the effects of desertification, and eco-system preservation into agricultural and rural development strategies; to anticipate, plan and assess the adaptation measures to be implemented to this end.
- Before 2012, to set up a regional sustainable agriculture and rural development information system in order to have reliable and harmonised data collected at regular intervals and be in a position to shape relevant policies.
- In particular to undertake work towards characterising and quantifying the diversity of agricultural production systems and the farms related thereto, as well as the diversity of territorial systems.
- To provide the stakeholders involved in agricultural research and rural development with the means to increase and share their work and knowledge in order by 2012 to propose measures to encourage mobility and exchange between Mediterranean research institutes.
- To invite stakeholders from research and the rural world according to their abilities and responsibilities to collectively identify environmentally friendly agricultural production systems based on a system of property rights, access and secure usage modes, able to ensure a regular food supply for Mediterranean people.
- To draw up an inventory of territorial development projects, identifying the instruments used in order to involve local stakeholders and boost twinning and networking between projects conducted in different countries.
- To continue and reinforce the type of innovatory training for farmers and local stakeholders which enables them to take full part in the design, implementation and assessment of the operations which affect them

## Actions for the partners

- To assess on a two-yearly basis the progress made by Mediterranean riparian states towards implementing the Mediterranean Sustainable Development Strategy's chapter on «sustainable agricultural and rural development».
- To establish a Mediterranean platform for exchange about the territorial development processes initiated by the riparian states, stressing in particular the various tools used to encourage the effective participation of the people concerned in the design, realisation and monitoring of their area project.