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## **Public procurement serving family farming:**

### **Analysis of the obstacles and opportunities for farmers and institutions in Wallonia**

Summary of the roundtable discussion between southern FOs and  
Walloon stakeholders organized by CSA and Office of Wallonia's  
Minister for Sustainable Development on 24 April 2014 in Namur

**Collectif Stratégies Alimentaires**

Boulevard Léopold II, 184 D

1080 Bruxelles - Belgique

Tél. 02/412 06 60

[secretariat@csa-be.org](mailto:secretariat@csa-be.org)

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# TABLE OF CONTENTS

TABLE OF CONTENTS .....	2
1. Introduction.....	3
2. INSTITUTIONAL PURCHASING IN WALLONIA: summary of the contributions .....	5
2.1 Problems and challenges from the farmer’s standpoint.....	5
An opportunity to diversity income .....	5
A partial solution for the agricultural sector’s problems .....	5
Problems calling for thought upstream from the market.....	5
2.2 Problems and challenges from the local authorities and institutions’ standpoints.....	7
Quality produce for local development .....	7
Obstacles that are not insurmountable .....	7
The challenges to take up.....	8
2.3 Summary of the opportunities, problems, and challenges to meet .....	9
3. INSTITUTIONAL PROCUREMENT IN WALLONIA: SUMMARY OF THE ROUNDTABLE DISCUSSION	10
APAQ-W: in favour of direct ties between producers and institutions.....	10
The Walloon Region’s Sustainable Development Department: working to change food-buying behaviour.....	11
IPES Ath: procurement officials’ good will .....	12
BIO FORUM: emphasis on the products of organic farming .....	13
RAWAD: What are the stakes and who are the agents of sustainable food? .....	14
The shop ‘Magasin D’ICI’ or centralising local products .....	14
Union des Agricultrices Wallonnes and defending family agriculture .....	15
4. Conclusions.....	16
5. Annexes .....	17
Annex 1. ‘Employment - environment’ program: presentation of 3 projects from South FO .....	17
<i>CAPAD’s experience</i> - Annick Sezibera, Secretary-General of CAPAD (Burundi).....	17
<i>ASPRODEB’s experience</i> - Hamet Aly Sow, ASPRODEB Project Manager (Senegal).....	18
<i>PAKISAMA’s experience</i> – Raoul Socrates, National Coordinator of PAKISAMA (the Philippines) .....	19
Annex 2. List of participants .....	20

# 1. INTRODUCTION

On **24 April 2014** CSA and the Office of Wallonia's Minister for Sustainable Development held a roundtable discussion of **public procurement** under a programme to foster FOs' involvement in public programmes to generate economic activity in favour of employment and the environment, '*Echanges d'expériences et plaidoyer sur l'implication des OP dans les programmes publics générateurs d'activités économiques à orientation emplois-environnement*', financed by Wallonia (see boxed text below). This round table was held in the wake of an international agricultural seminar on the topic of **institutional purchasing** that CSA held on 23 April 2014 under the same programme (the presentations and seminar report are available on CSA's website<sup>1</sup>).

The aim of the round table was to delve more deeply into the subject by exchanging information on Wallonia's experience. The idea was, more specifically, to use Wallonia's case as a starting point to explore the opportuneness of promoting public procurement contracts between communities/community institutions and family farmers. The problems and possibilities of such an approach in relation to supply and demand (issues of pooling the supply, quality criteria, stability, prices, adapting menus, etc.) were discussed, as were the initiatives and political projects set up to overcome the obstacles.

The round table brought together fifteen representatives of farmers' organizations (FOs) from Senegal, Burundi, DRC, Indonesia, the Philippines, Cambodia, and Brazil, and various Walloon stakeholders (UAW, APAQ-W, Walloon Department of Sustainable Development, IEW, Bioforum, and IPES Ath) as well as the organizers (the Office of the Walloon Minister for Sustainable Development and CSA. The list of participants can be found in Annex I. It was preceded by two visits: one of the Yerne co-operative and the other of the shop Magasin d'Ici.

This report gives an analysis of the obstacles and opportunities that Wallonia's producers and institutions have encountered in setting up institutional procurement contracts. It also summarises the information exchanged about Wallonia's experience, with insights from the Southern countries' representatives, as gleaned from their statements during the round table.

## **Presentation of the programme 'Exchange of experiences and arguments in favour of involving FOs in public programmes that generate economic activity with a focus on employment and the environment'**

The aim of this three-year programme (2013-2015) is to exchange experiences and promote good practices in involving agricultural organizations in public programmes that generate economic activity with a focus on employment and the environment. The employment-environment focus consists in making environmental conservation and the rational use of natural resources opportunities for economic development and social integration. The programme focuses in particular on the subject of institutional buying, more specifically, the food purchases made by public or international institutions. The idea is to exchange experiences and build upon good practices when it comes to involving FOs in public procurement, as well as to facilitate discussions between FOs

<sup>1</sup> [http://www.csa-be.org/?page=seminaire&id\\_rubrique=12&id\\_mot=199](http://www.csa-be.org/?page=seminaire&id_rubrique=12&id_mot=199)

and the public authorities on various levels (local, national, and regional) in order to promote the FOs' involvement in institutional purchasing programmes.

The programme is being conducted in three countries by organizations involved in institutional purchasing, namely, CAPAD in Burundi, CNCR (via its technical arm, ASPRODEB) in Senegal, and PAKISAMA in the Philippines (with the involvement of the organization AFA on the regional level). Moreover, exchanges will also be organized on the regional level, *i.e.*, for the African Great Lakes and West Africa sub-regions and for South-East Asia. CSA, for its part, is in charge of the programme's overall co-ordination.

## 2. INSTITUTIONAL PURCHASING IN WALLONIA: SUMMARY OF THE CONTRIBUTIONS

### 2.1 Problems and challenges from the farmer's standpoint

#### An opportunity to diversity income

Institutional purchasing (by schools, hospitals, administrations, etc.) in the Walloon Region offers outlets for Wallonia's farmers and thus a source of additional or alternative income. The former is the result of cutting out middlemen, whilst the latter results from the diversification of their agricultural activities if the farmers decide to process their produce.

#### Recognition by society

For Wallonia's family farmers, supplying communities and their institutions gives them the opportunity to sell their produce more directly and to get closer to consumers by reducing the number of middlemen in the chain. That enables them to recreate links between the first and last links in the food chains, between the 'pitchfork' and the 'fork', so to speak, and to work to enhance society's recognition of the agricultural profession and the farmer's work.

#### A partial solution for the agricultural sector's problems

Even though such direct sales to schools, hospitals, and administrations may help to diversify and improve farmers' incomes, they cannot, by themselves, solve all of the problems that farmers are facing, in particular because certain crops are not eligible for such institutional purchasing. Whilst market garden crops can penetrate this market segment, other crops are excluded *de facto* because of the need for 'industrial' processing that is not within most farmers' reach. That is the case of most of the field crops that dominate the Walloon Region's countryside, such as wheat, sugar beets, and maize.

#### Problems calling for thought upstream from the market

##### Not always remunerative prices linked to budgets and the quasi-exclusive contracts of certain distribution channels

The major stake riding on institutional purchasing for farmers is of course to be able to sell their produce at prices that cover their production costs and enable them to earn some money as well. The matter of price is thus a key issue, since the communities must often provide meals in large quantities and at reduced prices. This pressure on prices is exacerbated by competition from the large distribution groups that have contracts with the communities and institutions.

##### Terms of reference that are sometimes binding and often poorly understood, along with strict health rules

Institutional buyers' terms of reference may vary greatly in terms of quantities, yet demand constant quality and compliance with strict health rules. If large quantities are required, that may create problems for farmers, who are sometimes subject to certain ups and downs (weather conditions, for example) and thus not always able to meet the demand. A demand for stable amounts of constant

quality is, for example, problematic for certain seasonal crops, such as fruits and vegetables. That can dissuade farmers from getting on board, especially since, as a rule, they have a very poor understanding of public procurement.

### **Demand that can vary over the year**

Whilst farmers may have difficulty supplying communities with a steady stream of produce, some communities' needs may also vary quantitatively over the year. That is the case of schools, for instance, the food needs of which plummet during school recesses. That creates problems for farmers who need to sell their produce at such times.

### **Sometimes high physical and intangible investments**

Some crops must be processed and packaged on site. This is the case of milk if it has to be turned into higher added-value yoghurt or ice cream. Investing in machinery and technical knowledge is thus indispensable to be able to meet community and institutional demand for such products. Similarly, investments in logistics are often necessary to be able to deliver the products. Organizing such logistics to ensure sometimes daily deliveries can prove very complex, require several hours of work, and come up against certain distribution channels' quasi-exclusive supply and distribution agreements.

### **Risks linked to a possible drop in the number of buyers**

If communities and their institutions have large orders, farmers may reduce the number of markets and buyers to whom they sell. This raises the risk of increasing their dependence on a community/institution that itself may sometimes find itself in financial straits.

## **The challenges to meet**

### **Building capacity and infrastructure**

These various problems or constraints must be given ample thought upstream from the market in order to turn them into challenges to overcome and in this way give smallholders a crack at public procurement contracts. Finally, this process inevitably entails:

- capacity building: The opportunity that community/institutional demand offers calls for a series of new abilities regarding knowledge of public procurement but also processing, marketing, and logistics that are completely foreign to most farmers.
- *In situ* infrastructure development: Investment in collection, processing, packaging, and logistics, especially on the farm, is necessary.

### **Banking on producers' groups**

One response to some of the challenges, such as low prices and negotiating terms of reference, is for producers to band together in co-operatives. This enables the producers to negotiate contracts collectively, ensures the continuity of supply, and reduces the number of interlocutors with whom the communities/institutions must deal. However, the current number of co-operatives in Wallonia is still rather small, for various reasons.

### Involving the public authorities

No public procurement initiative can be conducted successfully without the endorsement and support of the public authorities, in particular in order to simplify and limit the formalities required. The public authorities can also help plan demand, something that farmers are keen to know. For example, the Walloon Ministry of Agriculture recently launched an initiative via APAQ-W in order to facilitate the signing of procurement contracts between local authorities and Walloon farmers. It is a secure Internet interface called 'le Clic local' ([www.lecllocal.be](http://www.lecllocal.be)) that matches up supply and demand, *i.e.*, institutional requests and farmers' offers, and simplifies the administrative procedures in such tendering. The scheme is in its pilot phase, so it is too early to evaluate it, but interest in this new tool is high on both sides. The aim is ultimately to expand the system to include more products and a broader geographic area.

## **2.2 Problems and challenges from the local authorities and institutions' standpoints**

### **Quality produce for local development**

Local authorities and institutions also have a public service mission. By buying produce directly from local farmers, they are certain to propose good-quality, fresh produce to their consumers. What is more, they help to foster a tighter, more successful local economic fabric, one in which they, too, are active. By proposing local products to 'their' consumers and urging the latter to recreate ties with farmers in their regions, they are also fulfilling their educational mission.

### **Obstacles that are not insurmountable**

#### High prices

Price remains the crux of the matter for the buyers as well as the farmers. In the current context, institutional and government budgets are being cut more and local authorities and institutions must reduce their costs, whereas the prices for local produce are sometimes higher than those practiced by wholesalers and supermarkets.

#### Variable availability and a scattered supply

The seasonality and (limited) range of local agricultural products are problems for local authorities and institutions, given the need for the constant provision of meals. What is more, the multiplicity of suppliers with which they have to deal if they are supplied by local producers is also problematic, for the local authorities, communities, and institutions' managers must spend more time dealing with them than with wholesalers and mass distribution chains, which are often single interlocutors who, besides setting rock-bottom prices, offer constantly available product ranges and easy delivery.

#### Longer meal preparation times

Fresh produce must be prepared, *i.e.*, washed, sometimes sorted, and cooked. That undeniably takes more time than the prepared produce supplied by contract caterers and the 'ready-to-eat' products that conventional supermarkets offer.

## **Public procurement rules and food chain safety**

Changing public procurement procedures to permit the effective inclusion of social, environmental, and/or ethical clauses requires technical support and special guidance in order to facilitate and thus to encourage authorities and institutions to commit to drawing up 'slanted' public procurement contracts. For this reason, the Walloon Region has set up a help desk and developed training services for legal advisors and all other parties concerned by public procurement (purchasing managers, etc.).

## **The challenges to take up**

### **Solving the problem of tight budgets**

Tight budgets and high prices are antagonistic, but solutions for this dilemma exist. For example, some institutions are reducing their food portions slightly in order to lower their costs. Taking steps to reduce food wastage can also help to cut costs.

### **Raising awareness and training institutions and consumers**

Countering deeply rooted habits requires months, if not years, of effort, especially when it means increasing the institutional staff's workload. Institutions and their staff, including their kitchen staff, must thus be made aware of the advantages of working directly with local producers. The same goes for consumers, some of whom have 'standardised' tastes fostered by 'industrial' diets. Improving the prestige of the institutional cook's job and providing training to teach institutional cooks how to work with fresh produce again are also primordial.

## 2.3 Summary of the opportunities, problems, and challenges to meet

	Producers	Communities/institutions
<b>Opportunities</b>	<ul style="list-style-type: none"> <li>• Diversification of income</li> <li>• Increased value and societal recognition</li> </ul>	<ul style="list-style-type: none"> <li>• Quality fresh produce</li> <li>• Development of a local economic fabric</li> <li>• Recreation of links with regional producers</li> </ul>
<b>Problems</b>	<ul style="list-style-type: none"> <li>• Partial solution: Some crops are not eligible for public procurement</li> <li>• Not always remunerative prices due to tight budgets and certain distribution channels' quasi-exclusive agreements</li> <li>• Sometimes binding and often poorly known terms of reference with strict health rules</li> <li>• Demand may vary over the year</li> <li>• Sometimes high physical and intangible investments</li> <li>• Risks linked to possible drop in number of buyers</li> </ul>	<ul style="list-style-type: none"> <li>• High prices</li> <li>• Variable availability and scattered supply</li> <li>• Longer meal preparation times</li> </ul>
<b>Challenges</b>	<ul style="list-style-type: none"> <li>• Building capacity and infrastructure</li> <li>• Banking on groups of producers</li> <li>• Involving public authorities</li> </ul>	<ul style="list-style-type: none"> <li>• Solving the problem of tight budgets: reducing portions and fighting food wastage</li> <li>• Raising awareness and training institutions and consumers</li> </ul>

### 3. INSTITUTIONAL PROCUREMENT IN WALLONIA: SUMMARY OF THE ROUNDTABLE DISCUSSION

One theme came up time and again in the various testimonials and contributions of the day, namely, the need to ‘raise our populations’ awareness, to wake them up to purchasing that respects the producer and the environment’.

Wallonia’s ‘Employment-Environment Alliances’ (Alliances Emploi Environnement) are excellent examples of collaboration amongst different ministries, forces of civil society, private operators, and individuals to pinpoint together more comprehensive solutions to solve certain issues and problems for society, such as those of power generation, food security and safety, and nutrition – to mention those that concern our case.

To consider the various initiatives taken in Wallonia and the possibility of adapting them for use in the South, we shall review them below whilst adding some elements of discussion contributed by the Southern organizations that attended the event.

#### **APAQ-W: in favour of direct ties between producers and institutions**

At the start of the legislative term, the Walloon Minister for Agriculture had set as his objective supplying the Walloon Region’s cafeterias with local produce. APAQ-W, the Walloon government agency in charge of helping the minister to draw up and implement a concerted, integrated policy to promote agriculture and the development of a differentiated quality range of agricultural produce in Belgium,<sup>2</sup> thus found itself at the end of 2012 responsible for facilitating local produce’s entrance into institutions.

This task tied in well with APAQ-W’s original brief. However, the agency came up against some special difficulties when it tried to establish direct links between farmers and institutions, as follows: The institutions tended to prefer wholesalers and the major distribution chains so as to be able to get the lowest prices and limit their dealings to a single trading partner. The farmers were leery of the project as well. They feared that they would be forced to compete too much on prices if they had to compete with the major distribution chains. They were also afraid of the irregular payment practices that are unfortunately still far too inherent in administrations.

Given this contact, APAQ-W set up a virtual platform, ‘le clic local’ ([www.leclicllocal.be](http://www.leclicllocal.be)), to facilitate exchanges between farmers and interested institutions. This project includes a number of innovations: the farmers who register are geolocated, so that it is easier for both the farmer and the institution to follow through on a preference to trade within the same province or municipality and/or to consider the costs per kilometre that a deal would generate. In addition, this platform makes it easier for small farmers to get access to public procurement contracts that doubtless would have been out of reach previously and facilitates exchanges and communication between players.

Despite the improvement in communication, some farmers are afraid of these new ties with institutions, arguing that they could ultimately force them to bow down to excessive constraints: requests for excessive volumes of produce, the imposition of purchasing rhythms not suited to their current crops or operations, and even the addition of new health rules.

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<sup>2</sup> [www.apaqw.be](http://www.apaqw.be)

This initiative, which is still in its pilot phase, has already given Wallonia's agriculture and the development of short circuits a higher profile. It also underlines the questions raised about public procurement's merits as a lever for development or at least as an additional alternative for selling local produce.

### Southern insights: Role of an agriculture promotion agency?

#### Cocoenki, Kivu Co-operative

The presence of a government-funded public agency with a programme of action and operating plan that are discussed with all the producers such as the 'le clic local' platform is a singular but vital asset that is still all too rare in DRC. Agencies of this type play an important part in supporting agricultural production and getting consumers to recognise the latter's importance.

The existence of such an agency working to improve the marketing of local produce and to monitor the implementation of balanced contracts between institutions and producers also leads to greater recognition of farmers, of their profession, and of their rights, something that is not always the case in Democratic Republic of Congo.

### **The Walloon Region's Sustainable Development Department: working to change food-buying behaviour**

The Sustainable Development Department has identified public procurement as a true lever of development and for changing consumption patterns via the inclusion of a series of environmental, social, and ethical standards or parameters in the contracts. To facilitate the inclusion of such elements whilst complying with strict public procurement procedures, the SDD has drafted guidelines and legal advice on the matter and drawn up a Walloon government action plan on the implementation of a sustainable procurement policy for Wallonia's regional contracting authorities. The plan of action establishes a series of tools and actions aimed at assisting the region's institutions and other parties concerned by the establishment of sustainable purchasing policies.

In parallel with these procedural matters, the SDD has developed tools and dynamics to facilitate exchanges and trade between farmers and consumers. It organizes roundtable discussions for farmers and consumers and runs fora for exchanges between buyers in order to consider collective purchasing practices that are better thought out, less cumbersome administratively, and more flexible for farmers. The development of a facilitator's services to adapt public procurement vocabulary to the situations of the various operators involved is also envisioned.

**Southern insight: Modifying public procurement procedures? What use do institutions in the South make of public procurement?**

**Fetraf Sul, Brazil**

In Brazil, public procurement has been used to promote buying from farmers but also to supply food aid programmes. These programmes have been set up by public bodies but also by organizations from civil society.

**IPES Ath: procurement officials' good will**

Besides the tools set up and facilitation envisioned by public entities, one must also take account of determination and interest if one is to trigger changes in food procurement behaviour. Unfortunately, such good will is still often hampered by certain problems in actually making local purchases, such as prices that are too high, unsuitable delivery deadlines, and insufficient food chain safety, which is standardised when one turns to larger scale suppliers. To get more support, Mr Delille, director of the Provincial Institute of Secondary Education (IPES) in Ath, worked with the province's health observatory. He searched for quality farmers and vendors himself, and then juggled with the amounts (ordering by the piece!) and balances in order to guarantee a large proportion of local food products in his establishments' cafeterias.

**Southern insight: How is quality guaranteed if the products do not come from a certified channel?**

**ASPRODEB, Senegal.**

In Senegal there is a project to distribute a mixed-grain bread (inclusion of 15% millet flour in a basic wheat flour dough). However, all the production and processing steps in making the farming and bread-making steps must be certified and checked before the bread may be given a quality stamp by a research centre. Only then may it be distributed to school cafeterias. These requirements do not facilitate the launching of similar initiatives, especially for family farmers.

## **BIO FORUM: emphasis on the products of organic farming**

The non-profit association Bioforum Wallonie was set up to defend the production and consumption of organic produce. It works to centralise organic operators and their points of view and tries to identify the concerted positions that are representative of each group of players. Founded in 1998, it was recognised in 2004 as an industry advisor representing organic agriculture and is supported financially by the Walloon Region. With this new string to its bow, it is continuing its work by promoting balanced, sustainable, regional development of the organic commodity chains. To achieve its objectives, BIOFORUM is concentrating in particular on developing contract catering. More specifically, BioForum is working to get organic products into institutions (schools, nursing homes and hospitals, and enterprises).

Progress on this front is being made gradually, with allowance being made for the material and financial limitations with which these institutions must grapple. The association is also organizing various training sessions aimed at getting people to think about food waste, food quality (going from the consumption of Group 4 to Group 1 foods),<sup>3</sup> and improving the image of the institutional cook's profession. A few problems on the farmers' side of the equation must also be overcome, for example by thinking about re-organizing so as to facilitate deliveries to institutions.

### Southern insight: Changes in food-related behaviour

#### Fetra Sul, Brazil

From the consumer...

When one talks about food and improving diets, it is vital to involve the entire school community, *i.e.*, children, parents, teachers, and management. Involving everyone and raising everyone's awareness are crucial for the project to succeed. For example, all initiatives must be accompanied by serious efforts to raise teachers' awareness as well. This can be done by inviting them as well to teach the cooking classes regularly.

...to the cook

Changes in food practices lead to changes in both the pupils' behaviour and the steps upstream from consumption, with a need to challenge the way dishes are prepared and to revamp the kitchens and school infrastructure so as to house true, fully-equipped, working kitchens.

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<sup>3</sup> A new food classification has been devised whereby food is classified in six groups according to extent of processing, type of preparation, and type of packaging. For example, Group 1 contains all fresh produce, in its natural state or simply sliced, without any processing or special packaging to preserve it, whilst Group 4 products are 'ready-to-consume' foods. All Group 4 products have been washed, cut, and packaged so as to preserve them (keep them from going bad). See [www.lexique-alimentation-sante.com](http://www.lexique-alimentation-sante.com)

## **RAWAD: What are the stakes and who are the agents of sustainable food?**

RAWAD is a network of several Walloon organizations and associations linked to sustainable food such as the Union of Walloon Women Farmers, (UAW), BioForum Wallonie, Hainaut province's health observatory, *Collectif Stratégies Alimentaires (CSA)*, *Accueil Champêtre Wallonne Horticole*, CNCD, and so on.<sup>4</sup> The network has also launched the project *Appétit champs* aimed specifically at changing institutions' food habits. According to RAWAD's statements, the strategy of this project was to reconnect local production and consumer demand and to help agriculture and food consumption to opt for sustainability.<sup>5</sup> The pilot project was assessed and made it possible to identify the various hobbles or challenges involved.

Two aspects in particular were raised. The first one concerned food waste. One contract caterer worked on the issue of wasting food, both in the kitchen and on the children's plates. It showed, for example, that serving overly generous portions resulted in the children's leaving huge amounts of food on their plates. The second one concerned thinking about awareness-raising activities. Raising awareness requires a great deal of creativity, and a large number of diverse actions can be conducted to foster exchanges with and the awareness of both the children and staff in schools and the staffs of all the other institutions considered..

### **Southern insight: Combating food wastage – A force to oppose free-market thinking**

#### **FETRAF-SUL**

Over-consumption is encouraged and facilitated by neo-liberal thinking. A lobby to counter this trend must be formed by members of civil society and producers' organizations.

## **The shop 'Magasin D'ICI' or centralising local products**

The shop Magasin D'ici is a long-term collective project aimed at contributing to the emergence of buying behaviour that favours local foodstuffs. The project consists of four main strands:

- Promotion of farmers and produce;
- Selling;
- (Wholesale) distribution; and
- Processing of local produce.

Here we are straying from the public procurement model and institution-family farming dynamics. However, the shop has chosen to sell regional products, with a formal commitment to source more than 50% of the products that it sells from producers within a 50 km radius of the shop. Whilst the initial marketing model is indeed that of a traditional shop, in the long run the project should turn into a trading centre or platform. It aims to become a true sustainable food centre by making it

<sup>4</sup> The network's members are the UAW, BioForum Wallonie, Hainaut Province Health Observatory, Collectif Stratégies Alimentaires, Accueil Champêtre Wallonne Horticole, CNCD, les conviviaux « Slow Food » wallons, Hainaut développement, Max Havelaar Belgium, Saveurs paysannes, Mutualités socialistes, Fédération d'économie sociale SAW-B, and Fédération Belge francophone des fermes d'animation.

<sup>5</sup> Appétit champs, [www.rawad.be](http://www.rawad.be)

possible to concentrate larger amounts of produce in large warehouses and thus to be able to respond in the best way possible to calls for public procurement tenders, which usually involve a variety of quality products.

### **Union des Agricultrices Wallonnes and defending family agriculture**

The United Nations Organization dubbed 2014 'International Year of Family Farming'. Since the start of the campaign launched by civil society in 2009 to have such an international year, the Union of Walloon Women Farmers (UAW) has stood by farmers around the world to defend the interests of family farming. That is why these provincial meetings and the union's general meeting focused on this subject and the issues involved.

Despite the great variety of agricultural operations lumped under the banner of 'family farming', UAW has drawn up a definition of family farming that enables it to connect its work to this strand and to put across a broader and more realistic image of family farming. UAW will continue its advocacy work throughout 2014 and afterwards as well. Defending a certain model of agricultural organization entails thinking in depth about the economic and legislative environment required to preserve it. That explains UAW and FWA's interest in initiatives such as getting public procurement contracts and promoting short circuits. In connection with these two aims, UAW's president reminded us that agriculture was the only sector in which it was possible to sell below cost. That being so, the main challenge in getting access to these new markets is to get remunerative prices for farmers.

To reach this objective, these new marketing initiatives must be accompanied by awareness-raising campaigns on the merits and nutritional value of quality food, so that consumers recognise the importance, and thus the true cost, of socially, economically, and environmentally sustainable food.

## 4. CONCLUSIONS

All of the presentations made in the course of this day sparked a wealth of exchanges and reflexion. Whilst public procurement does not appear to be an ideal, total solution for farmers or institutions, it remains a relevant avenue to explore, for two main reasons: its economic potential and the social dimension that attends all trade in products that enables the various players in the chain to act deliberately and with commitment and, in so doing, to get closer to a more pro-active consumption pattern.

Family farming is a vital model of agriculture due not only to the social and cultural values that drive it but also to the role that it plays in society. It thus deserves to be supported, notably by facilitating family farmers' access to public procurement contracts that are tailored for them more specifically.

In referring to the Brazilian experience, we feel it is important to emphasise the role and responsibility that each institution could take on. Taking on such responsibility could be a key step in changing the behaviour and consumption patterns of a larger segment of the population.

To delve deeper into the opportunities that public procurement offers FOs and family farmers, CSA is going to continue pondering the issues with its partner FOs. It will do this by conducting workshops and think-tank exercises in three parts of the world in order to mobilise the various players involved in institutional buying in each of these regions.

Stepping up the number of exchanges, experiences, and analyses of contexts that are favourable or detrimental to farmers' organizations should enable us to grasp better the parameters that are vital for the success of this type of collaboration and the development of markets that are conducive to family farming.

## 5. ANNEXES

### Annex 1. 'Employment - environment' program: presentation of 3 projects from South FO

#### *CAPAD's experience - Annick Sezibera, Secretary-General of CAPAD (Burundi)*

Following the example of Brazil (see Session 1) and the P4P programme (see Session 2), the government of Burundi, working in conjunction with the WFP, launched a programme in 2013 to supply school cafeterias with local produce.

In this framework, CAPAD (*Confederation of Farmers' Associations for Development*), which is a farmers' umbrella organization with more than 20,000 members in 81 co-operatives, signed a partnership agreement with the WFP to supply school cafeterias. The terms of this partnership were discussed beforehand by the WFP, CAPAD, and other stakeholders in the area (NGOs, Belgian co-operation agency, etc.). These negotiations produced, amongst other things, criteria for choosing the supplier FOs in order to ensure the participation of small family farmers and women whilst meeting the WFP's expectations and the functions entrusted to the umbrella FO to maximise the chances of success (identifying the supplier FOs, building these FOs and farmers' capacities, and being involved in the monitoring and assessment process).



The programme has only just started, but the process under way is positive, with strong involvement of the umbrella organization CAPAD and good discussions and consultations amongst the various partners that made it possible to remove a certain number of obstacles that jeopardised the farmers and CAPAD's ability to supply the school cafeteria. The following table summarises these obstacles as well as the solutions that CAPAD provided in consultation with the WFP and other stakeholders:

TECHNICAL AND MATERIAL	
OBSTACLES	SOLUTIONS
Quality standard compliance	Building of the selected FOs' capacities done by CAPAD
CAPAD's lack of expertise in institutional purchasing	Strengthening of CAPAD's expertise by CSA and a consultant specialised in institutional market negotiations and contracts
Insufficient harvests to reach the thresholds set	Working with other stakeholders in the area to improve the farmers' technical capacities
Insufficient number of warehouses meeting storage quality standards	Temporary solution: tents provided by the WFP ; Long-term solution: mobilisation of other parties in the area to build warehouses
FINANCIAL	
OBSTACLES	SOLUTIONS
No pre-financing of farmers' harvesting activities	Mobilisation of financial institutions to grant loans to the farmers
No advances to farmers to allow them to deliver their produce	A 50% advance from the WFP in the form of warrantage for the paddy rice stores awaiting processing and reduced payment deadline. Elimination of the 15% guarantee that the WFP usually requires

## **ASPRODEB's experience - Hamet Aly Sow, ASPRODEB Project Manager (Senegal)**

The Senegalese experience concerning providing the school cafeteria of the city of Dakar with mixed-grain bread highlights the establishment of trade relations between the players in the different links of the chain: the farmers' organizations, which, thanks to proper equipment and training, can produce grain in compliance with certain quality standards; the processing units, which deliver quality flour that meets specific terms of references required for bread-making; and the bakeries, which, thanks to this compliance with strict specifications, can include a certain percentage of this local flour in their bread and distribute mixed-grain bread to consumers in Dakar.



In order to ensure the continued inclusion of 15% locally produced millet or maize flour in wheat bread and open the door to other projects thereafter, the various parties involved in this project set up a 'platform of the players developing the use of local cereals in bread-making'. This platform for exchanges amongst the parties involved also enables them to speak with one voice and have more bargaining power in dealing with the various ministries. It is composed of players with different roles and missions, namely:

- federating farmers' organizations (FONGS, SAPCA,<sup>6</sup> UNCAS,<sup>7</sup>);
- the CNCR's technical arm for grass-roots development, **Association Sénégalaise pour la Promotion du Développement à la Base** (APSDRODEB);
- flour mills that process local grain;
- the National Bakers' Federation of Senegal (FNBS); and
- the Food Technology Institute ((ITA).

In particular, this platform talked about this bread and project to a 500-pupil school in December 2012. Following the initiative's success, the mayor of Dakar formally agreed to distribute mixed-grain bread to fifty primary schools four times a week as of the start of the 2014/15 school year.

In setting up this project, notably as part of the Employment-Environment Alliances scheme, the platform interacted with the city of Dakar, represented by the mayor's office; the office of the Minister for National Education; and the school cafeterias' management. The gradual forging of this value chain and creation of good relations and trust amongst the parties concerned were instrumental in achieving these positive results that offer good prospects for the years to come.

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<sup>6</sup> *Société d'Approvisionnement, de Production, de Commercialisation et de Conseil Agricole des Ententes des Groupements Associés du Sénégal* (SAPCA-EGAS), a farm and service co-operative covering the gamut of agricultural activities in Senegal.

<sup>7</sup> The National Union of Agricultural Co-operatives of Senegal

## ***PAKISAMA's experience – Raoul Socrates, National Coordinator of PAKISAMA (the Philippines)***

A number of institutional purchasing programmes exist in the Philippines, including a school cafeteria supply programme. PAKISAM, the National Confederation of Smallholder Farmers and Fishermen's Associations, has identified a number of impediments to using institutional purchases as family farming support instruments, as follows:



1. Impediments linked to the legal environment: The programmes focus first and foremost on the children's health, not on improving farmers' incomes, and concern rice only. To lessen such obstacles, PAKISAMA is banking on strong advocacy work done by allies within Congress and the favourable context linked to the International Year of Family Farming.
2. Bureaucratic impediments: The dominant interests are detrimental to farmers, the main criterion for awarding a contract is often a low price rather than nutritional quality, for example, and audits are organized to favour the suppliers already on the market. Here, too, advocacy and the creation of alliances with the government are necessary.
3. Impediments linked to the farmers' organizations' limited capacities: The FOs have difficulty supplying the necessary volumes and quality of produce, but they also have logistic problems. Strengthening the FOs' capacities is thus necessary.

## Annex 2. List of participants

Organisation	Nom	Prénom	Fonction	Pays	Contact
<b>OP du SUD</b>					
CNCR Conseil National de Concertation et de coopération des Ruraux	Ngom	Baba	Secrétaire général	Senegal	<a href="http://www.cncr.org/">http://www.cncr.org/</a>
ASPRODEB Association sénégalaise pour la promotion du développement à la base	Sow	Hamet Aly	Chargé de programme	Senegal	<a href="http://www.asprodeb.org/">http://www.asprodeb.org/</a>
CAPAD Confédérations des associations de producteurs agricoles pour le développement	Sezibera	Annick	Secrétaire exécutive	Burundi	<a href="http://www.capad.info/">http://www.capad.info/</a>
CONAPAC Confédération des Associations de producteurs agricoles du Congp	Mivimba	Paluku	Président	RDC	<a href="mailto:mpk.conapac@yahoo.fr">mpk.conapac@yahoo.fr</a>
CONAPAC	Kambaza Tabaro	Sylvestre	Secrétaire Ex	RDC	<a href="http://lavoixdupaysancongolais.com/tag/conapac/">http://lavoixdupaysancongolais.com/tag/conapac/</a>
Coocenki Coopérative Centrale du Kivu	Kambale Katsongo	Takesyahake	Directeur	RDC	<a href="http://eaffu.org/eaffu/node/54">http://eaffu.org/eaffu/node/54</a>
SYDIP Syndicat de défense des intérêts paysans	Balitenge Wangahemuka	Kitikyolo	Directeur	RDC	<a href="http://www.societecivile.cd/node/1197">http://www.societecivile.cd/node/1197</a>
Indhrra/Asiadhrra Developpement des ressources humaines en Asie rurale (Antenne Indonésienne)	Umam	Chaerful	Project Coordinator	Indonesia	<a href="http://www.asiadhrra.org/">http://www.asiadhrra.org/</a>

Organisation	Nom	Prénom	Fonction	Pays	Contact
AFA Asian Farmer's Association for rural development	Serrato	Vicky	Project Coordinator	Philippines	<a href="http://asianfarmers.org/">http://asianfarmers.org/</a>
Pakisama	Socrates	Raul	Coordinateur National	Philippines	<a href="http://www.pakisama.com/">http://www.pakisama.com/</a>
API Indonesia Peasant Alliance	Nurhadi	Slamet	Assistant on Economic Development and Knowledge Managemen	Indonesia	<a href="http://www.api-english.blogspot.be/">http://www.api-english.blogspot.be/</a>
FNN Farmers and Nature Net	Chhong	Sophal	Program Coordinator	Cambodge	<a href="http://www.fnn.org.kh/">http://www.fnn.org.kh/</a>
FETRAF Fédération des travailleurs de l'agriculture familiale	Valença	Rui Alberto	Coordinateur général de la FETRAF-Sul	Brazil	<a href="http://www.fetra.org.br/">http://www.fetra.org.br/</a>
CAN Conseil National d'Alimentation et Nutrition	Mongbo	Roch	Secrétaire permanent du Conseil National de l'Alimentation et de la Nutrition	Benin	<a href="http://www.unicef.org/benin/2509_6998.htm">http://www.unicef.org/benin/2509_6998.htm</a> !
CAN	Adjilé	Alida	Thésarde	Benin	idem
<b>Organisations wallonnes</b>					
UAW Union des Agricultrices Wallonnes	Streel	Marianne	Présidente de l'UAW	Belgium	<a href="http://www.fwa.be/">http://www.fwa.be/</a>
APAQ-W Agence wallonne pour la promotion d'une agriculture de qualité	Dumont	Anne	Coordinatrice Centrale de marchés	Belgium	<a href="http://www.apaqw.be/">http://www.apaqw.be/</a>
RAWAD Réseau des acteurs wallons pour le	Thibault	Anne		Belgium	<a href="http://www.rawad.be/">http://www.rawad.be/</a>

Organisation	Nom	Prénom	Fonction	Pays	Contact
développement durable					
BioForum				Belgium	<a href="http://www.bioforumwal.be/">http://www.bioforumwal.be/</a>
Département Dvlpt Durable SPW	Zuinen	Natacha	Coordinatrice du département développement durable	Belgium	<a href="http://www.wallonie.be/fr/guide/guide-services/4771">http://www.wallonie.be/fr/guide/guide-services/4771</a>
IPES Ath	Dellile	Philippe	Administrateur	Belgium	<a href="http://education.skynet.be/ipesath/mot_dir/mot_dir.html">http://education.skynet.be/ipesath/mot_dir/mot_dir.html</a>
Coopérative de l'Yerne	Dumont	Denis	Directeur	Belgium	<a href="http://www.yerne.be">www.yerne.be</a>