



World Food Security Policy and Global Governance: Towards Fragmentation and Arborescence

Presentation of preliminary reflections on global governance

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Structure of the presentation

➤ ~~Introduction to the Committee on World Food Security (and why we should care)~~

➤ Global Governance: Key themes and insights

➤ Definition

➤ Uses and Applications

➤ Limitations and blindspots

➤ Ontology/Fragmentation/Rhizomes

➤ How does this related to world food security policy?

➤ Next steps : New fundamentals as “plateau”

Impetus for Research

- 2007-2008 food price spikes highlighted
 - Food systems crisis
 - Food systems governance crisis
 - Focussed on food security
- Response = shifts in architecture of global food security governance
 - Changes to world food security policy?
 - Investment in agriculture
- Why? Who? How? What's the point?

Governance: Some Definitions

- Governance, originally synonymous with government, “has been pressed into service as a convenient term for the collective impact of the various disparate quasi-governmental institutions that have proliferated (internally and externally) over the last century or more” (Brown and Ainley 2009:129).
- Governance “implies an arrangement of distinct but interrelated elements – statutes, including policy mandates; organizational, financial, and programmatic structures; resource levels; administrative rules and guidelines; and institutionalized rules and norms – that constrains and enables the tasks, priorities, and values that are incorporated into regulatory, service production, and service delivery processes” (Heinrich and Lynn 2000:4).
- Tim Lang et al. (2009:75) contrast governance to government, explaining that “governance implies more indirect, softer forms of direction from the state than command and control, and reflects collaborative outcomes, involving a wide range of actors often from the private sector, as well as from government bureaucracy, as much as deliberate interventions by the state.” They (2009: 81) continue that governance is “an interactive process of state and public laws and policy with private interests and actors.”
- In a discussion paper on Voluntary Guidelines on responsible governance of tenure of land and other natural resources, the FAO (2009:6) notes:

Governance is the process of governing. It is the way in which society is managed and how the competing priorities and interests of different groups are reconciled. It includes the formal institutions of government but also informal arrangements. Governance is concerned with the processes by which citizens participate in decision-making, how government is accountable to its citizens and how society obliges its members to observe its rules and laws. Governance comprises the mechanisms and processes for citizens and groups to articulate their interests, mediate their differences, and exercise their legal rights and obligations. It is the rules, institutions, and practices that sets limits and provides incentives for individuals, organizations and firms.

Global Governance: Brief History

- Emerged from IR and reflections on globalization
- **Cold War** - realism provided a way of rationalizing the context between the East and the West
- **End of the Cold War** - Neorealism sought to “universalize a Cold War conception the state and state systems” (Hewson and Sinclair 1999:3)
- **Post- Cold War** - the debate around globalization and global change tended towards a state-markets dichotomy
- **Global governance** theory seeks to provides a way to move beyond this restrictive dichotomy

Global Governance: Some Definitions

- The UN Commission on Global Governance (1995:7):
*At the global level, governance has been viewed primarily as **intergovernmental relationships**, but it must now be understood as also involving nongovernmental organizations (NGOs), citizens' movements, multinational corporations, and the global capital market. Interacting with these are global mass media of dramatically enlarged influence.*
- Global governance is made up of extensive networks developed due to a lack of a world government and due to the unwillingness of states to surrender sovereign powers (Brown and Ainsley 2009:129)
- Henk Overbeek's (2010:702) states that over the past two decades, what is referred to as global governance is in fact “**neoliberal global governance, serving the freedom of capital to accumulate around the planet**”

Uses of Global Governance		Reference
Analytic	Normative	Brand (2005)
Uses the concept to understand the changing political structures and processes.	Seek to sketch out possibilities for desirable developments without taking into account systematically the limits.	
Observable Phenomena (?)	Political Programme (?)	Dingwerth and Pattberg (2006)
Analytic-institutionalism		
Global Governance Type 2 (GGII): A <i>political</i> theory of governance emphasizing the struggle for systems of representation and accountability that will enhance legitimation and democratization of policy-making in global contexts. GGII reflects an assumption that as the nation state becomes more problematic, as a vehicle for democratic engagement, the clamour for democratic governance engagement at the global level becomes stronger.	Global Governance Type 1 (GGI): An <i>economic</i> theory of governance emphasizing the enhancement of effectiveness and efficiency in the delivery of global public goods via collective action problem solving. GGI is underwritten by the emergence of a technocratic/managerial elite for which international institutions are instruments of transaction cost reduction, policy coordination and compliance for the mitigation of the risks attendant on an open and global economy.	Higgott and Erman (2002)

Global Governance as Observable Phenomena

- Vertical shifts refer to changes in power, responsibility or coordination
 - UPWARDS: between nation-states and international institutions with supranational characteristics
 - DOWNWARDS: shifting of responsibility and power from national or international bodies to sub-national or regional level
 - Example: Global Agriculture Food Security Programme (GAFSP)
- Shift from governance by executive and legislative powers to judiciary
 - Example: Renewed Committee on World Food Security
- Horizontal shifts from public to semi-public and private organizations
 - Examples: Principles for Responsible Agriculture Investment (RAI); rise of corporate standards; NGOs as watchdog
- IMPACT: governance decisions are increasingly being made through complicated networks
 - Changes the location of policies as well as the rules of production leading to shifts in governance styles

Making Use of Global Governance

- **“The time has come to confront the insufficiency of our ways of thinking, talking, and writing about government”** (Rosenau 1999: 287)
- Global governance is “best seen as a specific perspective on world politics” (Dingwerth and Pattberg 2006: 197)
- As a concept, global governance helps to identify and describe transformation processes in world politics
- “Contributions to global governance do interpret real or potential crises as a consequence of incoherent economic and political processes” (Brand 2005:160)

Governance

Global Governance

Global governance as observable phenomena

Global governance as theory

Global governance as discourse

Global Governance as Economic Theory	Higgott and Eerman (2008:3) Without enhancement of GG as Political Theory, GG as Economic Theory is not sustainable and increasingly hard to defend.	Global Governance as Political Theory
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Global governance as a new angle to analyze social reality intersecting several scales previously fairly isolated by political analysis. It points at a series of issues that would be less intelligible and far more difficult to address with a more classical conceptual toolbox (Compagnon in Overbeek 2010: 715)

Nine approaches to Global Governance (Van Kerbergen and Van Waarder (2004))

Good Governance	Governing without government (IR)	Governing without government (self-organization)	Economic governance (w/ or w/out state) (markets and their institutions)	Good governance in the private sector (corporate governance)	Good governance in the public sector (new public management)	Governance in and by networks (general)	Network governance (multilevel governance)	Network governance (private, from hierarchies to networks)
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Common Characteristics (Van Kerbergen and Van Waarder (2004))

Plurilistic rather than uncentric	Importance of networks	Focus on process/functions of governing vis-a-vis the structures of government	Relations between actors pose risks and institutions are developed to support cooperation and reduce risk.
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Structuring Analysis (Böhmström)

Authority	Legitimacy	Power	Categorization
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WORLD FOOD SECURITY POLICY

Global Governance as Discourse

- Broadly defined as an institutionalized way of thinking or a system of representation
 - it is what constructs the topic
- Discourse is selective and constitute knowledge and social norms (Foucault 1977)
- Global governance is “a discourse on political regulation, which takes changes in the political as its subject and will intervene in them” (Brand 2005:160)
- Realities of food insecurity are in no way abstracted from the ideologies and power encoded in discourses that inform the organization of the global food system and world food security policy
- Correspondingly such inquiries are fundamental for decoding or recoding the power relations that coordinate world food security policy

Towards a Theory of Global Governance

- Dingwerth and Pattberg (2006:199) argue that a theory of global governance should have as its central unit of analysis conditions of social activity (e.g., norms and rules), rather than actors and the relationship between them
 - What forms of social regulation exist at the global level?
 - Where do global norms, rules and standards come from? How are they constructed, interpreted, implemented, and adjudicated?
 - What relationships exist between rule makers and rule takers?
 - What are the consequences of global norms, rules and standards?
 - Who benefits? Who loses?

Blindspots and Limitations

- It is ahistorical
- Necessarily pluralist in so far as they take the plurality of actors, interests and structures as essential
- Apolitical in so much as they remove power from analyses
- Assumes globality
- Non-governance is ignored.
- Western concept that ignores the Global South
- Falls back on state-market dichotomy
- Starting point: regulatory mechanisms
- Over estimates rule-based coordination which leads to a narrow focus on most identifiable rules
- Global governance research is likely to concentrate on issue areas with dense formal rules resulting in a paucity of investigation in to less institutionalized, but not necessarily less effective, areas of global governance
- Little clarity or consensus on what constitutes a global policy problem, how we can recognize it, and effectively some issues are constructed as global problems while others are left as domestic challenges

Rosenau on Global Governance

- “Global governance is conceived to include systems of rule at all levels of human activity – from the family to international organizations – in which pursuit of goals, and transnational repercussions” (Rosenau 1995:13)
 - Refers to processes that extend beyond what is traditionally seen as being part of the international realm
 - “Four constitutive elements: systems of rule, level of human activity, the pursuit of goals, and transnational repercussions” (Dingwerth and Pattberg 2006:189)
- “Viewed on a global scale, governance is the sum of a myriad – literally millions – of control mechanisms driven by different histories, goals, structures and processes” (Rosenau 1995:409)
 - Stresses fragmentation and complexity within global governance, in contrast to globalization which is often defined by international integration and increasing uniformity (Kustermans 2011:21).
 - useful to help avoid reductionism and to allow for analysis of all of the actors involved in global food security governance.
- While this understanding of global governance is more anarchic, this allows more space for creativity, flexibility and innovation (Rosenau 1995:409)

An Ontology of Global Governance

- In an effort to move towards an ontology of global governance, Rosenau (1999: 293) displaces the centre of the old ontology of the sovereign state in an anarchic world and instead places “the interactions of globalizing and localizing forces, of tendencies towards integration and fragmentation that are so simultaneous and interactive as to collapse into an erratic but singular process” at the heart of new assumptions about the nature of reality, which he calls “fragmentations”.
- The value of “fragmentation” for Rosenau (1999:293) is the capacity to capture the “inextricably close and causal links between globalization and localization, highlighting the possibility that each and every increment of the former gives rise to an increment of the latter, and vice versa.”

The Rhizome

- The tree is the image of the world (Deleuze and Guattari 1987:5)
- Its binary logic is such that “the law of the book is the law of reflection” and the “book imitates the world, as art imitates nature: by procedures specific to it that accomplish what nature cannot or can no longer do
- It forwards binary thinking which limits the ability to make sense of multiplicity
- The fascicular root aborts the principle of the root, or rather destroys the tip: “an immediate, indefinite multiplicity of secondary roots grafts onto it and undergoes a flourishing development”
- This fascicular root is the rhizome
- Rhizome “ceaselessly establishes connections between semiotic chains, organizations of power, and circumstances relative to the arts, sciences and social struggles” (Deleuze and Guattari 1987: 7).

Shake the Tree, Make Garden

- For Deleuze and Guattari (1987: 18) the tree dominates Western reality and thought:

The West has a special relation to the forest, and deforestation; the fields carved from the forest are populated with seed plants produced by cultivation based on species lineages of the arborescent type; animal raising, carried out on fallow fields, selects lineages forming an entire animal arborescence.

The East presents a different figure: a relation to the steppe and the garden (or in some cases, the desert and the oasis), rather than forest and field; cultivation of tubers by fragmentation of the individual; a casting aside or bracketing of animal raising, which is confined to closed spaces or pushed out onto the steppes of the nomads.

Wisdom of Plants

- “Even when they have roots, there is always an outside where they form a rhizome with something else – the wind, an animal, human beings...

Always follow the rhizome by rupture; lengthen, prolong, and relay the line of flight; make it vary, until you have produced the most abstract and torturous lines of n dimension and broken directions...

Follow the plants: you start by delimiting a first line consisting of circles of convergence around successive singularities; then you see whether inside that line new circles of convergence establish themselves, with new points located outline the limits and in other direction.

Write, form a rhizome, increase your territory by deterritorialization, extend the line of flight to the point where it becomes an abstract machine covering the entire plane of consistency” (Deleuze and Guattari 1987:11) .

Mapping the Rhizome

- **“An orchid does not reproduce the tracing of the wasp; it forms a map with the wasp, in the rhizome”**
- Rhizomes are made of plateaus: “a continuous self-vibrating region of intensities whose development avoids orientation towards a culmination point of external end”
- To map out a rhizome is to map out a process that has a history and a future and that is in constant flux and defined by multiplicities.
- I am creating a rhizome for global food security governance in a specific period following a rupture, the global food price rises in 2007-8 with new fundamentals as plateaus

Where Does World Food Security Fit In?

- Calls for and attempts at holistic/ systems approaches have not resulted in the policy changes necessary to achieve food security
- This is not to suggest fragmentation as ontology will, but it presents a new way to think about and take up multiplicity in food studies
- Global governance is a lens to view shifts in world food security policy
 - Need to ground this with review of:
 - History of world food security
 - History of world food supply