

Mapping policy actors for enhanced engagement towards agroecology transition: Case of Tunisia



INITIATIVE ON
Agroecology

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Abbreviations and acronyms

AEi	Agroecology initiative
AFA	Agence Foncière agricole (FR)
AFD	Agence Française de Développement (FR)
ALL	Agroecological Living Landscapes
ATAE	Association Tunisienne D'Agriculture Environnementale (FR)
ATP	Association Tunisienne de Permaculture (FR)
AVFA	Agence de Vulgarisation et de Formation Agricole (FR)
CDL	Conseil de Développement Local (FR)
CRD	Conseil Régional de Développement
CRDA	Commissariat régionale de développement agricole (FR)
CTV	Cellule Territoriale de Vulgarisation (FR)
DGACTA	Direction Générale d'Aménagement et la Conservation des Terres Agricoles (FR)
DGEDA	Direction Générale d'Etude et de Développement Agricole (FR)
DGF	Direction Générale des Forêts (FR)
EU	European Union
FAO	Food and Agriculture Organization
FO	Farmer Organization
FSA	Food System Actor
GIZ	Gesellschaft für Internationale Zusammenarbeit (D)
ICARDA	International Center for Agricultural Research in the Dry Areas
IFAD	International Fund for Agricultural Development
INGC	Institut National des Grandes Cultures (FR)
INRAT	Institut National de la Recherche Agronomique de Tunisie (FR)
INRGREF	Institut National de Recherches en Génie Rural, Eaux et Forêts (FR)
IRESA	Institution de la Recherche et de l'Enseignement Supérieur Agricoles (FR)
LACT	Association les Amis de CAPTE (FR)
MARHP	Ministère d'Agriculture, des Ressources Hydriques et de la Pêche (FR)
MDCI	Ministère de Développement Commercial Et de L'industrie (FR)
MEDD	Ministère de l'environnement et de développement durable (FR)
MELIA	Monitoring, Evaluation, Learning and Impact Assessment
ODESYANO	Office du Développement Sylvo-Pastoral du Nord-Ouest (FR)
OEP	Office de l'Élevage et des Pâturages (FR)
OneCGIAR	One Consultative Group on International Agricultural Research
UTAP	Union Tunisienne de l'Agriculture et de la Pêche (FR)

Key messages

- The aim of this brief is to identify the main gaps in terms of participation of key policy actors to [the OneCGIAR Agroecology initiative](#) (AEi) and build on that for stronger representation of these important actors along our implementation process in 2024 and 2025.
- Traditional stakeholders mapping approaches may not capture the true complexity of the agri-food system and its sustainability challenges in the transition towards agroecological systems. Thus, there is a need to adopt a more dynamic and data driven approach that recognizes a diverse array of stakeholders including policy stakeholders. For this, we applied the Kaleidoscope Model of policy analysis and stakeholder engagement tools to assess the level of policy engagement withing the agroecology initiative in 2022 and 2023.
- Key findings indicate that the AEi in Tunisia achieved a measure of success in engaging a small but impactful group of “potential policy changers” in its second year. However, it is imperative to emphasize that more attention and strategic efforts should be directed towards engaging and mobilizing policy “direct influencers” as these types of stakeholders have the potential to catalyze and sustain policy changes, making them a pivotal focus for future activities of the initiative.
- The AEi in Tunisia has primarily targeted stakeholders within the “policy designer” category. To achieve greater success in its engagement approach, inclusion of more policy actors from the policy guidance or advisory, policy lobbying, and policy implementation category is paramount. Expanding the outreach to engage actors from other categories of policy actors is essential for the Initiative's long-term success and effectiveness in influencing policy and driving sustainable change.
- The Kaleidoscope Model is a relevant framework that can support policy actors mapping in the AEi.

Introduction

The CGIAR Initiative on Agroecology is centered on facilitating and documenting the transition to agroecological systems within seven distinct Agroecological Living Landscapes (ALL) situated across seven different countries. The overarching goals of this Initiative encompass the establishment and consolidation of these ALLs. Subsequently, it involves a collaborative co-design process of agroecological innovations in partnership with key stakeholders (Quintero & McCartney, 2021). These innovations are packaged and piloted to create and promote agroecological changes and transitions. The transformation towards a more sustainable and eco-friendly agriculture involves a diverse array of stakeholders operating at various levels, ranging from local to global.

Mapping these stakeholders is a process that can differ depending on the purpose of the analysis and the expected outcome. It involves a set of steps that starts with identifying the key actors, classifying them into similar categories, understanding their potential contribution and developing engagement strategies. This approach evolved over time, and it was transitioning from a relatively simple concept to a more sophisticated, deeper, and dynamic analysis. Basic stakeholders mapping approaches may fall short in capturing the true complexity of the agri-food system and particularly its sustainability challenges (Deviney et al., 2023). These basic stakeholder mapping methods focus on creating a static representation of stakeholders and don't take into consideration sequencing of involvement and changes over time. Also, oversimplifying the mapping process may not help to overcome the complexity of the actors' configuration, especially when this kind of analysis is based on assumptions and rely on limited set of data sources, which can lead to incomplete or biased mapping (Zurek et al., 2022).

To address these gaps, there is a need to adopt a more dynamic and data driven approach for stakeholders' mapping. Such mapping method must give an importance to actors' roles rather than simply classifying them. Within this Initiative, equal emphasis is placed on both policy innovations and active policy engagement to foster changes linked to sociotechnical aspects of agroecology transition. The recognition of the central role of policy stakeholders' involvement and the mapping of these actors remains crucial to ensure the success of such complex transition process (Blesh et al., 2023).

In this brief, we explore the food system actors (FSAs) of the one CGIAR initiative in Tunisia¹, from a policy engagement lens. We particularly want to explore the level of policy influence of all food system stakeholders engaged within the initiative in 2022 and 2023. Stakeholder engagement here can be of different forms ranging from attending key consultation meetings, to trainings and capacity development, etc. We identify the distinct policy roles played by each one of these FSAs by referring to a robust methodology used to label each of these actors based on its level of policy influence (Dhehibi et al., 2023). Based on that, and by comparing annual policy engagement of the OneCGIAR agroecology initiative in Tunisia across 2022 and 2023, we identify the main gaps in terms of participation of key policy actors to our initiative and build on that for strengthen representation of these important actors along our implementation process in 2024 and 2025.

¹ The initiative is being implemented at the "transect of Kef Siliana" and is focusing on three production systems (olive, mixed crop-livestock, and agroforestry) (See Alary et al., 2022 for more details)

Methodology for mapping policy actors

Our methodology for assessing the level of policy engagement of the AEi in 2022 and 2023 is based on Dhehibi et al. (2023). It encompassed a series of steps, from data collection and scoring to integration with external records and opinion. Further elaboration of our methodological framework is as follows:

Data collection and questionnaire

We initiated this study on mapping policy actors within the AEi by collecting specific data about the level of policy influence of different actors present during an Agroecology Expert Meeting held in Tunisia. A one-page questionnaire was administered to each of the 28 experts in attendance. This questionnaire (Annex 1) requested experts to provide a policy influence score, ranging from 0 to 3, for a predetermined list of actors within the food system (with indication of administrative grade for these actors who are working at various regional and central administrations). The scoring system was defined as follows: 0 for no policy influence, 1 for indirect influence, 2 for direct influence, and 3 actors who are key for policy change.

Median score calculation

Following the data collection phase, we calculated the “policy median score” for each actor type based on the responses of the 28 participants. This “policy median score” will be used as consensus measure of policy influence for each actor within the food system.

Data integration with MELIA records

Subsequently, we integrated the data obtained from the questionnaire with the AEi records from MELIA for the years 2022 and 2023. This integration allowed us to “label” each of the actors engaged by the AEi in Tunisia and establish a comprehensive dataset in which each observation or Food System Actor (FSA) was characterized by its type and “policy influence score”. As indicated before, other labels based on the Kaleidoscope Model, specifically the Stakeholder Inventory step (Dhehibi et al., 2023), were added to categorize stakeholders and assign policy labels based on their attributes and roles. This model provides a more elaborated and comprehensive description of policy actor types, including policy actors who design, guide, implement, and lobby for a policy. For our case, this additional layer of policy actors’ characterization (labelling) was done based on a pairwise comparison of the studied actor to a similar stakeholder categorization that we get from literature. More details can be found in Table 1.

Combining data

The two sets of data, one derived from expert assessments and the other from the stakeholder inventory, were combined to create a unified dataset (an example of the first four rows and the table header is presented in Figure 1).

Assessment of policy actors’ engagement within the OneCGIAR agroecology initiative

With the comprehensive dataset in hand, we conducted an in-depth analysis to assess the annual engagement of actors within the food system between the years 2022 and 2023. This analysis allowed us to identify trends, shifts, and patterns in the policy roles and engagement levels of stakeholders over the two-year period of the Initiative implementation.

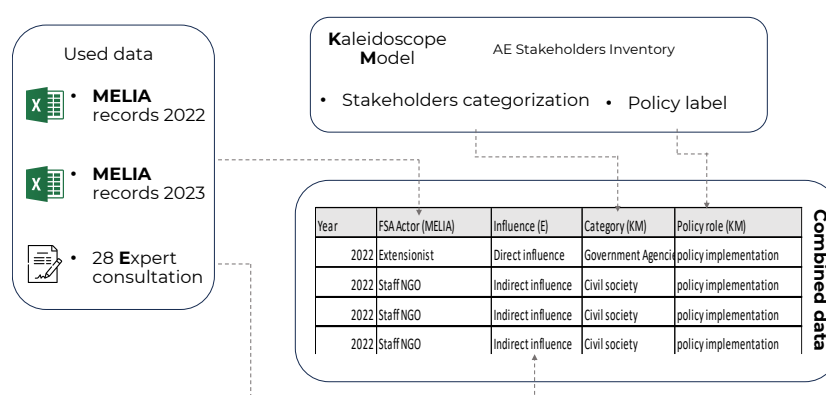


Figure 1. Data preparation for annual comparison (2022-2023)

Agroecology Stakeholders Inventory in Tunisia

As defined by Larsen et al. (2019), “agroecology stakeholder” can be any individual or group of individuals (McGrath & Whitty, 2017) who can influence via policy or outreach, ecosystem service outcomes associated with agricultural land use. Referring to a set of documents and sources (ACTA 2017; Lestrelin & Jaouadi, 2022), and other MARHP² official portals, previous research and development projects, and different categories of stakeholders were identified as core players (Table 1) in agroecological policy establishment in Tunisia. These are related to all or some of the agroecological policy aspects as expressed through the 13 agroecology principles (HLPE, 2019)³.

Table 1 provides a list of these actors, their major role, and whether they were involved in the AEi or not. It is important to mention that the first and the third column on “category” and “policy label” were added by the initiative team based on a similar classification in a set of documents in literature (e.g., Resnick et al., 2015; Resnick et al., 2016; Resnick et al., 2018; Haggblade & Babu, 2017; Mather & Ndyetabula, 2016).

Table 1. Agroecology stakeholders’ category, policy label, respective role, and Engagement level (own elaboration)

Category	Stakeholder	Policy label (major roles)	Role	In AEi Engagement 2022	In AEi Engagement 2023
Government Agencies	AFA	Policy design	Responsible for formulating agroecology policies and regulations and engaging other actors to support agroecological transition.	AVFA	AVFA
	AVFA	Policy implementation		CRDA	CRDA
	CRDA			MARHP	MARHP
	CTV		Provide necessary resources to ensure compliance and implementation.	OEP	OEP
	DGACTA, EDA, GF..				
	MARHP				
	MDCI				
	MEDD				
	ODESYANO				
	OEP				
Farmers and Farming Communities	Farmers	Policy implementation	Key actors in implementing agroecology on the ground with a high scaling potential.	Farmers	Farmers
	FO			FO	FO
	UTAP				
Research and Academic Institutions	IRESA	Policy guidance or advisory	Provide scientific evidence and disseminate the knowledge.	IRESA	IRESA
	INRAT			INRAT	INRAT
	INRGREF			INRGREF	INRGREF
	INGC				IO
Civil society	ATAE	Policy lobbying	Advocate for agroecology, raise awareness about its benefits.	ATAE	ATAE
	ATP	Policy implementation		LACT	LACT
	LACT		Support farmers and communities.		

² Ministry of Agriculture, Hydraulic Resources, and Fisheries (MAHRF) of Tunisia.

³ The 13 agroecology principles are recycling, input reduction, soil health, animal health, biodiversity, synergy, economic diversification, co-creation of knowledge, social values and diets, fairness, connectivity, land and natural resource governance, and participation

International Organizations and Donors	AFD/ EU GIZ ICARDA FAO/FAD	Policy guidance	Provide funding, technical assistance, and expertise. Pilot projects to promote agroecology.	ICARDA	ICARDA
Consumers and Consumer Associations	Consumers	Policy implementation	Creating demand for agroecological products.	None	None
Private Sector	Agrochemical companies Agroindustry Eco-Shops Investors Forage seeds companies Milk processing companies.	Policy implementation Policy lobbying	Investing in sustainable and agroecological practices. Aligning their strategies with agroecology goals and adopting them in their supply chains.	Forage seeds companies	Forage seeds companies Milk processing companies Olive processing companies
Media and Communication Channels	Local Radios Social Media TVs	Policy lobbying	Raising awareness about agroecology.	None	None
Financial Institutions	Banks Microfinancing	Policy implementation	Provide access to credit and investment. Support sustainable agricultural projects.	None	None
Local authorities	CDL CRD	Policy implementation Policy design	Align their land-use planning and zoning regulations with agroecological policies.	None	None

Source: Own elaboration (2023)

Policy Influence of Actors involved in the AEi

Based on Experts opinion, we generated Figure 2 which provides a presentation of the level of policy actors' engagement in the AEi over two years, 2022 and 2023. The left side of the figure illustrates the overall transformation and shifts in actor engagement between these two years, while the right side delves into more nuanced details regarding different actor groups engaged.

In analyzing the data, we observed that in the second year, 2023, there was a slight increase in the involvement of actors categorized as "policy changers," representing 2% of the total FSA engaged. Conversely, for the category of "policy direct influencers," there was no significant change, with the percentage remaining relatively stable, decreasing marginally from 4.7% to 4.2%.

Further examination of the 2% policy changers revealed that they were predominantly distributed among high level representatives of research and academic institutions and governmental agencies (The DGs of INRAT, INRGREF, IO, OEP, AVFA, INGC, etc.). This distribution reflects that these institutions played a crucial role in influencing policy changes related to one or more of the agroecology principals' relevance in Tunisia.

Considering these findings, a key conclusion is that the AEi achieved a measure of success in engaging a small and yet impactful group of policy changers in its second year. However, it is imperative to emphasize that more attention and strategic efforts should be directed towards further and stronger engagement and mobilization of policy direct influencers. These stakeholders have the potential to catalyze and sustain policy changes, making them a pivotal focus for future activities. The

initiative team in Tunisia need to look at these results and adjust their priority beneficiaries towards increased involvement of such category of actors to achieve better policy transformation in support to the agroecological transition pathways designed for Tunisia.

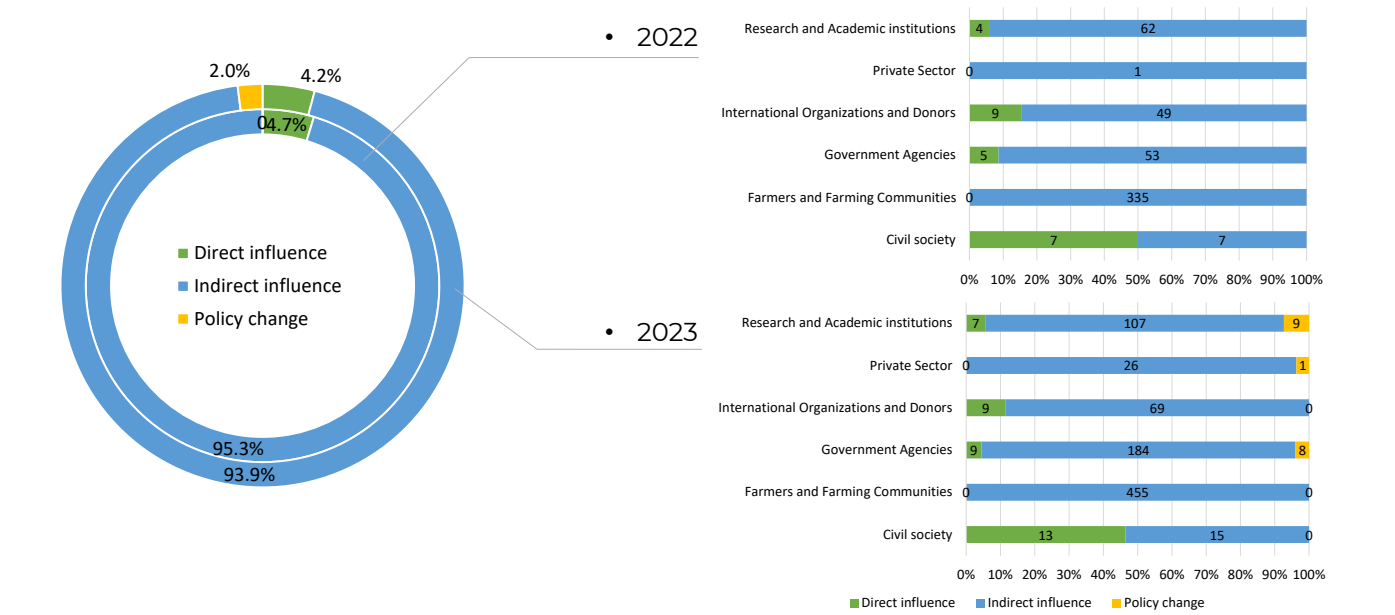


Figure 2. Agroecology Initiative stakeholders on policy influence in 2022 and 2023

Roles of Policy Actors involved in the AEi

Figure 3 shows the evolving landscape of actors' roles in the AEi, with a specific focus on changes between the years 2022 and 2023. These insights have been derived from the “policy role labelling approach”, as a component of the Kaleidoscope model application, reflecting shifts in actor engagement over this period. Figure 3 shows a significant shift in the engagement of "policy designers" during the second year, 2023. This group saw a substantial increase in their involvement, rising from 2.1% to 5.9% of total actor engagement. In contrast, other key actor groups experienced no major changes. "Policy guidance actors" decreased slightly from 23.3% to 22%, "policy lobbying actors" saw a marginal increase from 1.3% to 1.4%, and "policy implementation actors" decreased from 73.3% to 70.6%.

Upon closer examination, it becomes clear that the change in policy designers was largely concentrated within governmental agencies (especially public directorates of the MAHRF). While this shift within a specific actor category is significant, it's important to note that the overall composition of actors remained relatively the same of the first year. From a theoretical perspective (Haggblade & Babu, 2017), the policy designers can involve the planning administrations or task forces that can directly exchange feasible strategy to policy maker, encouraging open and collaborative discussions with these actors will directly influence their engagement and partnerships levels. Involving them in the initiative meetings and brainstorming sessions may also help to understand their insights, priorities, and ideas. Also, for the policy lobbying role, this role was only limited to civil society (Figure 3). Other actors can play a similar role, such as influential individuals, consumers associations, and online-Eco shops. This last actor is already in the market and promoting sustainable and equitable agricultural productions. Engaging these e-business companies can be considered as an opportunity for the initiative from an economic and institutional perspective. Moreover, it will strengthen the viability of the inclusive business models upgraded under WP3 activities especially with the lack of financial resources, financial assistance and cooperation, and strong financial mechanisms that can support sustainable intensification efforts in developing countries (Kang'ethe et al., 2021).

From these findings, a crucial conclusion emerges: the AEi has continued to apply a consistent approach and has primarily targeted stakeholders within the policy designer category. To achieve greater success in its engagement approach, diversification is paramount. Expanding the outreach to engage actors from other categories is essential for the initiative's long-term success and effectiveness in influencing policy and driving sustainable change.

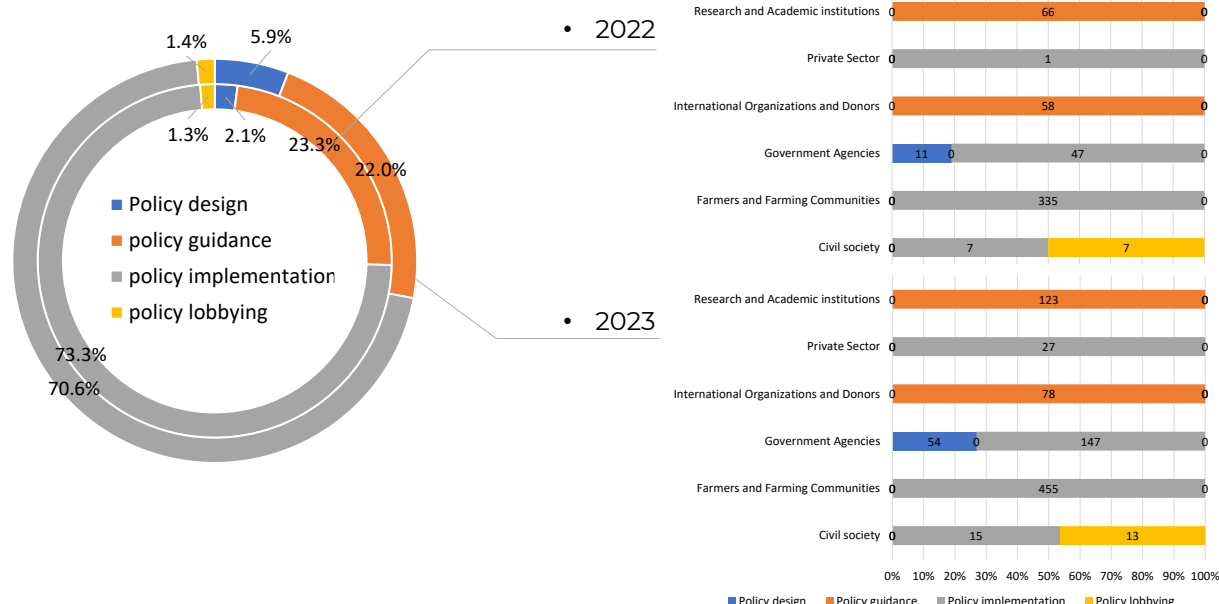


Figure 3. Agroecology Initiative stakeholders' policy roles in 2022 and 2023

Conclusion

In conclusion, while the AEi has made significant strides in engaging actors within the food system, our analysis reveals that there are still notable gaps in its reach. Key actor categories such as media and communication channels, financial institutions, and local authorities remain conspicuously absent from the initiative's engagement efforts. These categories play pivotal roles in shaping policy and influencing the broader food system, and their inclusion is imperative for a more comprehensive and effective approach. This can be explained by challenges faced in the participatory approach and the different interests' groups and aims.

Additionally, the engagement of the private sector within the initiative remains limited. To drive sustainable change and foster innovation within the food system, involving private sector actors is essential. Furthermore, it is noteworthy that the lobbying efforts continue to be primarily led by civil society groups. A more diverse and balanced engagement approach, involving a broader spectrum of stakeholders, including the private sector and governmental bodies, could enhance the initiative's capacity to effect policy changes.

Ultimately, the success of the Initiative depends on its openness and inclusiveness. Ensuring that it remains an inclusive platform that actively seeks to engage a wide range of actors across various categories is crucial. By broadening its reach and diversifying its engagement strategy, the initiative can be better positioned to have a more profound and lasting impact on the ever-evolving landscape of actors within the food system, fostering a swifter transition towards agroecology as defined by Wezel et al. (2015).

In addition of the relevant processes and relationships, actors and stakeholders considered in this approach, in the next step there is need to include drivers of this change, indicators, and an assessment of this dynamic to understand the changes and ensure targeting future efforts.

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Appendix



Prénom

Nom

1. Prière de cochez (x) le niveau d'influence politique approprié de chacun des acteurs listés dans le tableau suivant.
(une seule réponse par acteur est exigée)

Explication : **Aucune influence**, cet acteur n'a pas d'influence sur la formulation et le changement des politiques
Influence indirecte, les activités de cet acteur ont des effets et influences indirectes sur le changement des politiques
Influence directe, les activités de cet acteur ont des effets et influences directes sur le changement des politiques
Changement de politique, cet acteur peut contribuer au changement des politiques

Acteurs (Catégorie)	Aucune influence	Influence indirecte	Influence directe	Changement de politique
Agent de vulgarisation / Ingénieur de terrain / Formateur (sur le terrain)				
Agriculteur / Agriculteur leader				
Chercheur/Agronome/Expert				
Coordinateur de projet/WPs leaders				
Directeur adjoint				
Directeur départemental				
Directeur général (DG)				
Directeur régional/secteur				
Doctorant				
Président d'une ONG (association)				

2. Prière de cochez (x) les fonctions possibles (dans le territoire) de chacun des structures/acteurs suivants. (Vous pouvez fournir plusieurs réponses pour chaque structure/acteur)

Explication : **Mise en œuvre**, la mise en place de certaines activités (exemple : la mise en place des infrastructures hydrauliques, CES..)
Conseils, dissémination de l'information en relation avec l'activité agricole (exemple : les bonnes pratiques et les acquis de la recherche)
Subventions, une aide financière, directe ou indirecte
Réglementation, contrôle d'une activité ou d'un processus, généralement au moyen de règles/lois

Structure	Mise en œuvre	Conseils	Subventions	Réglementation
AACT/ATP/ATAE (ONG/Association)				
APIA				
AVFA				
CIRAD/ICARDA				
Cotugrain/Autres (Secteur privé)				
CRDA				
CTV				
ESAK/CFPAM/ISACM/INAT				
GIVlait/GIFruit				
INRAT/INGREF				
Insitut d'Olivier				
IRA				
ODESYANO				
OEP				
OPA (GDA/SMSA)				
Personne physique/Individuel				
Veillez suggérer autre				

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