



# Public Policies on Fair Trade

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December 2021 (1st revision)

Commissioning organizations



With the financial support of



Fondation Charles Léopold Mayer  
pour le Progrès de l'Homme

# Executive Summary

**If you have built castles in the air, your work need not be lost; that is where they should be. Now put the foundations under them.**

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H.D. Thoreau

**Public policies on Fair Trade have a lot of potential to enhance the uptake of Fair Trade. There is currently no systematically consolidated information on supportive Fair Trade public policies. Aiming to bridge this gap, the following study makes the first step towards a comprehensive overview of current and past public policies on Fair Trade and related policy fields.**

The study was conducted between October 2020 and March 2021 and analyses how public policies on Fair Trade can enable access to markets for Fair Trade producers, support Fair Trade enterprises and enhance recognition of Fair Trade principles and networks by governments. The report classifies four types of public policies on Fair Trade and related policy fields. The screening of 23 country cases during the first phase of the research clearly showed that in most of the countries there are laws as well as frameworks, programmes and initiatives of governmental support (non-binding legislation) related to Fair Trade or at least to one of its principles. However, a direct reference to Fair Trade is given in only a few cases.

The study presents six case studies: Brazil, Belgium, Ecuador, the European Union, France and Italy, and includes snapshots on Tanzania and Sri Lanka – two emerging cases from Africa and Asia that show potential for further development. By presenting the variety of public policies that can enhance

Fair Trade and sharing the diverse experiences in different countries the study aims to motivate and inspire Fair Trade movements worldwide to take action and advocate for public policies on Fair Trade in their own countries.

The Brazilian case portrays a multi-stakeholder process of establishing a unique Fair Trade certification system. The Ecuadorian case highlights how many opportunities for the uptake of Fair Trade can open up when Fair Trade is already addressed in the Constitution of a country and how a complex, inclusive multi-stakeholder elaboration process can lead to a comprehensive and multi-dimensional Fair Trade strategy. The Belgian case teaches us ways to establish a sectoral multi-stakeholder initiative on Fair Trade cocoa. The 'Beyond the Chocolate Initiative', for example, is based on the Belgian Charter for Sustainable Development and aims to fight child slavery, make a specific sector free of deforestation and guarantee at least a living income for all producers involved in the value chain; and show how beneficial it can be for the whole process when the Parliament of the country expresses the will to become a Fair Trade country. It also shows the impact of international cooperation using Fair Trade as a tool to empower partner countries.

The French case tells of the first country in the world where Fair Trade has been defined in law. It demonstrates that North-North and South-North Fair Trade can co-habit and offers a great variety of legislation on Fair Trade, such as the

International Solidarity "Equite Program" and the expected recognition of Fair Trade labels. The Italian case tells of the first country in Europe that has managed to include Fair Trade criteria as a mandatory requirement in public procurement law for some food products like chocolate and banana. The EU case shows how important it is to achieve a certain policy (EC Communication on Fair Trade), even a voluntary one, in order to go further and upgrade the policy some years later ('Trade for All' strategy). The Sri Lanka example offers an inspiring example of a legislative process and a unique framework of cooperation on Fair Trade between the government of Sri Lanka and the international Fair Trade networks. The Tanzanian example – which is more so about advocacy activities – shows which enabling and success factors can influence a parliament's decision in favour of Fair Trade coffee and a reduction in coffee taxes.

All the cases prove the importance of multi-stakeholder processes, government commitment and institutional support for the elaboration and implementation of public policies on Fair Trade. In most of the main case studies there are active Fair Trade networks and well-established structures that have played a crucial role in the elaboration of public policies on Fair Trade. Nevertheless, the analysis has shown that there is an urgent need for strengthening the Fair Trade movement's structures and capacities – especially on advocacy activities – and for encouraging exchange of knowledge and experience

among Fair Trade actors. Awareness-raising among governmental authorities on different political levels is also still needed in most of the cases.

The study concludes that there are many different public policy instruments to achieve support for Fair Trade, such as laws, non-binding resolutions, national action plans, strategies, initiatives, etc. The case studies give ideas and inspiration on the steps to take and the institutions and actors to approach to achieve more support for Fair Trade at policy level.

Several interesting cases emerged during the research that were not explored further given the limited scope of the study. These would be worth studying in the near future as they show that there a lot of potential to encourage Fair Trade actors to strengthen their advocacy activities and lobby for effective and progressive legislation on Fair Trade. Thus, a continuation of this research is strongly recommended.

## List of Abbreviations

AFD	French Development Agency	EP	The European Parliament
AVSF	Agronomists and Veterinarians without Borders	EPAs	Economic Partnership Agreements
BCI	'Beyond Chocolate' Initiative	EU	European Union
BFTF	Belgian Fair Trade Federation	FACES	Forum on Ethical Trade and Solidarity (Brazil)
BSFST	Brazilian System of Fair and Solidarity Trade	FTAO	Fair Trade Advocacy Office
CADSOL	National Commission for Registration, Information on Fair and Solidarity Trade	FPC	Fairtrade Premium Committee
CAM	Minimum Environmental Criteria	HRDD	Human Rights Due Diligence
CECJ	Ecuadorian Fair Trade Network 'Coordinadora Ecuatoriana de Comercio Justo'	MPCEIP	Ministry of Production, Foreign Trade, Investment and Fisheries of Ecuador
CEQ	Commerce Equitable France	NGO	Non-Governmental Organization
CLAC	Coordinadora Latinoamericana y del Caribe de Pequeños Productores de Comercio Justo	PPA	Pluriannual Plans
CNCE	National Fair Trade Commission (France)	SDGs	Sustainable Development Goals
DGCCRF	General Directorate for Competition, Consumption and Fraud Control	SENAES	National Secretariat for the Solidarity Economy (Brazil)
EC	European Commission	SMEs	Small and Medium-Sized Enterprises
		TDC	Trade for Development Centre (Belgium)
		UTP	Unfair Trading Practices
		WFTO	World Fair Trade Organization



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# 1. Introduction

**During the past few years, a lot of Fair Trade-related policy and legislation has been developed in various countries – supported through different developments within the European Union (EU) and in the international arena.**

Following the launch of the Paris Agreement on Climate Change and Agenda 2030 on the UN's Sustainable Development Goals (SDGs) in 2015, in particular, environmental, human rights and sustainability issues are more present than ever on the political agenda. Agenda 2030 aims to shape development and sustainability policies for the next 15 years and raises the question of what type of world we want to live in in the year 2030. Achieving the SDGs requires fundamental changes, especially to the way business and trade are done. The United Nations' 2030 Agenda for Sustainable Development picks up on many of the principles and demands that the Fair Trade movement has been highlighting for more than 40 years and the Fair Trade movement itself is making important contributions towards achieving, in particular, SDGs 1, 2, 5, 8, 12, 13, 16 and 17.<sup>1</sup>

Yet, practice has shown that voluntary measures are not enough to achieve trade justice. Alternative approaches to conventional trade, based on a partnership between producers and consumers as in Fair Trade, have only limited opportunities to influence market conditions and the rules of international trade. To incentivize and regulate

a more equal global economy, governments and institutions have a responsibility to develop and implement adequate regulations to support the achievement of sustainable livelihoods, living incomes and living wages for producers and workers in global supply chains.

Public policies on Fair Trade have the potential to enhance the uptake of Fair Trade and promote the implementation of Fair Trade practices. Unlike other sectors such as Organic Farming, Social Enterprises and Cooperatives, there has been little research and no systematic consolidation of information on enabling Fair Trade public policies around the world. The Fair Trade Advocacy Office (FTAO)<sup>2</sup> and the Latin American and Caribbean Network of Fair Trade Small Producers and Workers (CLAC)<sup>3</sup> commissioned a study on best practices in Fair Trade Public Policies in 2015. A follow-up report was commissioned by CLAC in 2017. The present study is the continuation of that research and the beginning of a new phase in the development of advocacy strategies.

The research focuses on six case studies: three country cases in Europe (Belgium, France and Italy), two case studies from Latin America (Ecuador and Brazil), and the European Union as a separate supranational case. It also provides snapshots of emerging cases from other continents that have potential for further development: Tanzania in Africa and Sri Lanka in Asia.

## 1.1 A short description of Fair Trade

The Fair Trade<sup>4</sup> movement is made up of individuals, organizations and networks that share a common vision of a world in which justice, equity and sustainable development are at the heart of trade structures and practices so that everyone, through their work, can maintain a decent and dignified livelihood and develop their full human potential.

In 2018, the World Fair Trade Organization (WFTO) and Fairtrade International, together with other Fair Trade actors, developed the International Fair Trade Charter, which states the basic Fair Trade principles and defines a joint vision how to implement the Sustainable Development Goals of the United Nations. The official definition of Fair Trade according to the International Fair Trade Charter<sup>5</sup> is:

*“Fair Trade is a trading partnership, based on dialogue, transparency and respect that seeks greater equity in international trade. It contributes to sustainable development by offering better trading conditions to, and securing the rights of, marginalized producers and workers – especially in the South. Fair Trade Organizations, backed by consumers, are engaged actively in supporting producers, awareness raising and in campaigning for changes in the rules and practice of conventional international trade.”*

## 1.2 Objectives and scope of the study

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The research examines current and past public policies on Fair Trade or related policy fields. It analyses and identifies supportive environments that enhance the uptake of Fair Trade, e.g., support to access markets for small-scale Fair Trade producers, support for Fair Trade companies and enterprises, recognition of Fair Trade principles and networks by governments. The study also focuses on structural changes in the areas of human rights, unfair trading practices and public procurement. It analyses public policies and legislation at national and supranational (in this case EU) level.

The report presents case studies from different continents. Each of the six main case studies follows the same structure. It presents key elements, as well as the history, background and context of the main public policies involved. Each case study analyses the success factors and challenges that have enabled or prevented the development of a certain public policy at stakeholder, process and structural level.

The case studies summarize the main strengths, weaknesses, opportunities and threats of the public policy contexts with regard to Fair Trade and the policy implementation process. They describe the current state of development of the policies and the effectiveness of implementation while making recommendations for further steps on the specific

policies. The links between different public policies also forms part of the analysis. By presenting different types of public policies on Fair Trade, as well as the experiences of countries in different parts of the world, the study hopes to motivate and inspire Fair Trade movements worldwide to act and advocate for public policies on Fair Trade in their own countries.

## 1.3 Description of the methodological approach and study process

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The study process was divided into two phases:

1. A screening phase: screening and analysis of 23 countries, desk research, a first round of interviews with regional producer networks and 46 key country experts.
2. An analytical phase: focus on eight selected case studies from the screening phase, desk research, semi-structured interviews with 40 key country experts.

### Screening phase

The study applies an inclusive approach. During the screening phase, potentially interesting cases were discussed in guided group meetings with representatives of Fairtrade's three regional producer networks and regional representatives

of WFTO, Fairtrade International and FTAO. The consultants also contacted their own colleagues and suggested additional countries for case studies. In total, 23 countries were screened and analysed.

Based on the desk research and semi-structured interviews with one or more key experts per country, the consultants developed an overview matrix with recommendations. This was presented to the contracting parties for a final decision on the cases to be studied in depth. In an online meeting with key representatives of the regional Fairtrade producer networks, regional representatives of WFTO as well as representatives of the national Fair Trade platforms, Fairtrade International and FTAO, the consultants presented the main results of the screening phase and the countries they proposed to include in the final report.

Based on a detailed list of criteria<sup>6</sup>, the consultants recommended that eight countries be included in the final report. The list of criteria was structured as follows and aimed at making the consultants' recommendations transparent and supportive of the contracting parties' own decision-making process.

### Public policy type

- Type of the public policy – Type 1 is a priority
- Legislation at national level is a priority
- Diversity of types of public policies (balanced)

### Fair Trade matters

- Fair Trade representation and capacities (Fairtrade International and WFTO)
- Potential to inspire other Fair Trade movements – case is interesting/applicable/motivating
- Fair Trade Towns, universities, potential development strategy for Fair Trade Towns
- Top Fair Trade export country / Top Domestic Fair Trade country / Size of the Fair Trade market

### Advocacy

- Opportunities for future advocacy work
- Context in favour of Fair Trade or its promotion
- Political context
- Potential for the development of sustainable alliances with strategic sectors

### Pragmatic approach

- Access to information and key personnel
- Diversity of countries and regions: geographical balance

### Historical Fair Trade approach

- Interesting developments since last studies from 2015 and 2017
- Long history of Fair Trade

### Analytical phase

In the analytical phase, the main focus was on case studies with Type 1 and Type 2 public policies (see Table 1), as well as on cases that are interesting, applicable and motivating with a potential to inspire other Fair Trade actors. Special focus was placed on geographical balance. During the analytical phase, desk research and semi-structured interviews (with guiding questions following the structure of the case study) were conducted with 40 key country experts (representatives from Fair Trade organizations, civil society organizations and government officials). Using the instrument of the SWOT analysis<sup>7</sup> the case studies summarize the main strengths, weaknesses, opportunities and threats of the public policy contexts on Fair Trade and the policy implementation process. This offered the basis for developing the case study recommendations. The SWOT analysis was based on the interviews with key country experts and the desk research.

### Typology of Public Policies

The following four types of public policies on Fair Trade and related policy fields were identified (see Table 1). Type 1 includes legislation that either regulates or recognizes Fair Trade. Type 2 includes specific policies or legislation that mention Fair Trade and all its principles. Type 3 includes policies or legislation that do not mention Fair Trade but can enable it and refer to some of the principles of Fair Trade. Type 4 includes government-supported frameworks, programmes and initiatives directly about or related to Fair Trade or to some of its principles.

**Table 1:  
Overview  
of public  
policy types**

	Type 1	Type 2	Type 3	Type 4
<b>Focus and short definition</b>	<p>Specific legislation or public policies on Fair Trade.</p> <p><i>This includes legislation that either regulates or recognizes Fair Trade.</i></p>	<p>Specific policies or legislation that mention Fair Trade and all its principles.</p> <p><i>This includes pieces of legislation that are not directly about Fair Trade but mention Fair Trade and give explicit recognition to Fair Trade supply chains and Fair Trade products so that they are promoted, enabled or incentivized.</i></p>	<p>Policies or legislation that do not mention Fair Trade but can enable it (supporting some of the principles of Fair Trade).</p> <p><i>This includes (horizontal) public policies and legislation that do not mention Fair Trade but can enable it, public policies that create changes in how the market is regulated or regulate the behaviour of companies or promote certain types of trade flows or address at least one Fair Trade principle.</i></p>	<p>Government-supported frameworks, programmes and initiatives directly about or related to Fair Trade or to some of its principles.</p> <p><i>This includes short-term or time-limited programmes and non-binding government-supported frameworks, programmes, initiatives, charters, resolutions, motions (not legislation) directly about Fair Trade, some of its principles or related to Fair Trade sectors.</i></p>
<b>Examples of policy areas</b>	<p>Constitution, law, strategy, government action plan, etc., on Fair Trade.</p> <p><i>Very good examples of Type 1 public policies are: the Ecuadorian Constitution that mentions Fair Trade; the Law on Social and Solidarity Economy of 2014 in France that defines Fair Trade; the Brazilian Fair and Solidarity Trade System.</i></p>	<p>Public procurement, development and external cooperation agreement, social and solidarity economy.</p> <p><i>Public procurement laws in Italy, Belgium and France are good examples of the variety of Type 2 public policies.</i></p>	<p>Unfair Trading Practices (UTP), Human Rights Due Diligence (HRDD), trade policy, policies on SDGs, taxation, social entrepreneurship, international cooperation, circular economy, social and solidarity economy.</p>	<p>Development and external cooperation, import-export promotion programmes, subsidies and financial support, technical support.</p> <p><i>The Equity Programme in France is a good example of the type of support.</i></p>

## Acknowledgments

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The authors would like to thank the Fair Trade Advocacy Office and Fairtrade International and, in particular, Sergi Corbalán from FTAO and Matthias Kuhlmann from Fairtrade International for the very good cooperation, facilitation, coordination and support throughout every step of the study. Furthermore, the authors would like to thank the Fair Trade experts and representatives of the regional producer networks of WFTO and Fairtrade International (especially Fairtrade Africa, NAPP and CLAC) for sharing their experience and expertise with us.

Many thanks to all those who contributed to the preparation of the study, the key country experts and the webinar participants. The authors would also like to thank all the interview partners.

Special thanks go to Sanna Abdessalem, Tim Aldred, Ingrid Allende, Sagrario Angulo, Diogo Annes, Arumugam Arutselvan, Maxime Baduel, Vicente Balseca, Bastien Beaufort, Raúl Farías Bohórquez, Bernard de Boischevalier, Pierre Yves Brasseur, Ludovic Brindejonc, Mathilde Brochard, Aileen Burmeister, Carlos Cespedes, Patrick Clark, Marco Coscione, Alfonso Cotera, Sanjay Dave, Blaise Desbordes, Ximena Quiñones Díaz, Roberta Discetti, Emmanuel Dolfus, Sophie Duponcheel, Christophe Eberhart, Adil El Madani, Gilles Faguet, Guy Gallet, Eric Garnier, Muriel Gerkens, Gérald

Godreuil, Rosemary Gomes, Gwenaëlle Grovonius, Julia Guerra, Obeimar Balente Herrera Hernández, Daniel Hick, Benjamin Huybrecht, Wiliber Ibarra, Ross Isdale, Abhishek Jani, Pierre Johnson, Leonard Kachebonaho, Sumedha Karuanatillake, Franck Koman, Ranjith Kumar, Theodora Kypreos, Nicolas Lambert, Adrien Lefevre, Marta Lozana, Julie Maisonhaute, Laurent Martinez, Anke Massart, Jonathan Matthysen, Bernard Mayne, Lorena Muñoz, Tito Medrano, Haroldo Mendonça, Martin Mubisi, Thierry Noesen, Jan Orbie, Arturo Palma Torres, Olga Parra, Consuelo Pereira, Benoit Piedboeuf, Gaga Pignatelli, Samuel Poos, Jerónimo Prujin, Martin Rhodes, Valeria Rodriguez, Iresha Sanjeevanie, Natasha Erika Siaron, Charles Snoeck, Julie Stoll, Bindu. S, Stefano Toma, Bart Van Besien, Linda Vera Marchuk, Patrick Veillard, Tatsuya Watanabe, Philippe Weiler, Genevieve Wibaux, Jo Willis, Tom Wills, Alfredo Zabarain, Fabiola Zerbini.

The views expressed in this study are exclusively those of the authors and should not be attributed to any other person or institution.

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## 2. Case studies

## 2.1

### Brazil

# The Mirage of the Fair and Solidarity Trade System

## 2.1.1 Introduction

The Brazilian Fair and Solidarity Economy experience is unique. The Fair Trade Movement is historically rich and defends an approach which is integrated in the Solidarity Economy. Since 2000, in public policies, Fair Trade expanded very strongly. It is no longer the case in Brazil but still has one of the most interesting Fair Trade chapters in history. This case study will help readers to understand the Brazilian Fair Trade process and provide a clear direction for political actors struggling to regulate Fair Trade. To understand what happened in Brazil, we should be aware that Solidarity and Fair Trade were incorporated into the general Solidarity Economy concept and public policy. This paper will focus on the following points: firstly, the evolution of Fair Trade in Brazil and its merging with the Solidarity Economy, notably within the National Secretariat for the Solidarity Economy (SENAES). Then, the creation of the Brazilian Fair Trade and Solidarity System, which is a unique process aimed at promoting Fair and Solidarity Trade and a participatory certification process.

## 2.1.2 Public policies on Fair Trade – key elements and brief history

### 2001: The birth of Fair Trade in Brazil

Fair Trade in Brazil is very much linked to the term of office of Luiz Inácio Lula da Silva (2003–2011), whose election would not have been possible without the support of Social Movements<sup>8</sup>. The Fair Trade movement in Brazil was scaled up thanks to the first World Social Forum in Porto Alegre in 2001. This was the start of the growth and expansion of the solidarity economy. The Solidarity Economy merged with Fair Trade later. Isolated Fair Trade experiences already existed in some Brazilian regions, mainly in the agronomy, agriculture and crafts sectors. However, at this point, Fair Trade did not yet have a national identity. In the same period, the setting up of a working group involving multiple organizations (civil society, producer associations and Government representatives) led to the creation of the Ethical Articulation and Solidarity Trade Forum (FACES)<sup>9</sup>. Their mission was to build a fair trade system as an inclusive, solidarity-based and sustainable economy tool. They had multiple goals: to create a national market involving small producer organizations and help them to organize and democratize the certification process. FACES was officially recognized in 2004. In order for them to succeed in their projects, a national Solidarity and Fair Trade system needed to be enhanced by a public policy.

As a consequence, the newly-founded Fair and Solidarity Trade movement developed a closer relationship with the Solidarity Economy movement. This alliance allowed both Solidarity Economy and Fair and Solidarity Trade to take a giant step and develop those sectors nationally and internationally. According to Rosemary Gomes and Haroldo Mendonça, it was “an alternative commercial exchange, based on compliance with justice and solidarity criteria in trade relations and the Solidarity Economy enterprises autonomy recognition.” The structure of FACES helped to increase the membership, develop a network and allow Brazilians to adapt the Fair Trade concept to their country. The creation of FACES was also a result due of the influence of international Fair Trade actors and NGOs. Fair Trade in Brazil was born out of NGO initiatives, especially those influenced by European partner. In its early years, the Fair Trade idea was closely linked to good produce produced for the export market, such as coffee or handicrafts. Brazilian producers adapted it to their national chain of consumption and production<sup>10</sup>. This made the merger with Solidarity Economy possible. The social movement was mature and it was a huge success. Also, it was clear that, in addition to the World Social Forum, people who were present at that time, including many of the interviewees, were passionate. Later, they would constitute a “dream team”.

In 2004, producers involved in North-South Fair Trade formed the Producer Organization Families

in Fair and Solidarity Trade (OPFCJS). In 2004, the Brazilian Support Service for Micro and Small Enterprises (SEBRAE) began investing in Fair Trade in Brazil. In 2005, the Fair and Solidarity trade project was initiated in partnership with specialized consultants and NGO support. They wanted small producers to access this market. In 2006, 23 Brazilian organizations were members of FACES and serving on political and management boards. The same year, a Fair Trade discussion group with representatives of several governmental departments<sup>11</sup> was created. The Brazilian System of Fair and Solidarity Trade (BSFST) began with this discussion group.

### **Creation of the SENAES: National Secretariat for the Solidarity Economy**

The 2003 election was a fantastic opportunity for the initial aims of the Fair and Solidarity Trade movement. During Lula's presidency, civil society participation in the Labour and Employment Ministry led to Decree No. 4764/2003, which created the National Secretariat of Solidarity Economy (Secretaria Nacional de Economia Solidaria/SENAES). It led to the establishment of the “Fair Trade and Credits” coordination unit. Within the Secretariat<sup>12</sup>, the Government wanted to promote and expand solidarity enterprises by opening marketing channels and disseminating Fair Trade and ethical consumption concepts.

According to some experts, SENAES was influenced by the NGO lobby, which convinced it that Fair

Trade was an interesting tool that could quickly provide visibility to the Solidarity Economy and bring a legal framework and recognition to it as a “showcase”. The creation of the public system demanded by civil society was well received by the Brazilian government, especially by SENAES<sup>13</sup> (). In the multi-annual Solidarity Economy plan of 2004-2007, Fair Trade was included in the “promotion of the ethical consumption and Fair Trade” action. Under Lula's presidency, several multi-annual plans were launched. Fair Trade wasn't mentioned in the titles but they were deeply connected to the Fair and Solidarity Economy actors' ambitions. The key factor for success was the involvement of private, not-for-profit and public stakeholders. The mainstreaming of Fair Trade and merger with SENAES was a building process.

In April 2006, in a public hearing, the creation of the inter-ministerial Working Group was formalized (GTI also called GT-Sistema)<sup>14</sup>. It was composed of members from civil society and governmental institutions. Its mission was to formulate a public regulation covering the BSFST<sup>15</sup>. The conclusion of the 2006 National Conference on the Solidarity Economy highlighted the will to reinforce Fair and Solidarity trade with policy priorities<sup>16</sup>. Even if Fair and Solidarity Trade was officially recognized, it still needed to be integrated. This could have been a real game changer. The Brazilian objective was remarkable and a first globally. The task was huge: involve all the stakeholders in order to create a

special Fair and Solidarity Trade System. Then regulate it. Since 2007, different documents<sup>17</sup> have attempted to define the Fair and Solidarity Trade concept according to seven principles,<sup>18</sup> which are very similar to the International Fair Trade Definition.

### **The Presidential Decree 7,358 of November 17th 2010: the Brazilian System of Fair and Solidarity Trade (BSFST) is born**

2010 is an historic year for Fair Trade with the very important Presidential Decree 7,358. The last decree of Lula's Presidency set up the National System of Fair and Solidary Trade<sup>19</sup>. According to experts, the social movement and the Federal Government decided together not to create a private system as the international Fair Trade movement had done. They also decided not to create a state system that would have been dominated by the public administration. Instead, they created a public system and a public policy that could promote all groups willing to use the principles and values established by the Fair Trade movement and recognized by the previous public policies. The motivation was clear: to provide Fair and Solidarity Trade products to Brazilian consumers first. For the people interviewed, this was a pioneering idea. The second step should have been to make Fair and Solidarity Trade an essential basis for the future of Brazilian producers and consumers. In 2010, the Brazilian System of Fair and Solidarity Trade working group started to structure and organize its complex system,

including the process of certification. In order to facilitate the implementation in 2014, a Decree created the National Registry of Solidarity Economic Enterprises. Several multi-annual plans (PPA)<sup>20</sup> were launched between 2004 and 2019 bringing Fair and Solidarity Trade to a new level.

### **2.1.3 Policy implementation, evolution and evaluation**

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The Government supported procedures that were already underway by adding important political and technical terms, in order to transform a subsistence economy into an alternative economy. Their implementation and application was essentially a training programme, and covered schools, supports of warehouses for example, school canteens, public procurement, promotion and marketing.

#### **National Plans, SENEAS and Fair and Solidarity Trade implementation**

The SENAES was incorporated into the Labour and Employment Ministry from 2004 to 2018. However, prior to 2007, it could not operate properly as it had no meaningful budget due to fiscal restrictions. As a result, it was a real struggle to make their mission understandable to other ministers and secretariats. In addition, the administration and bureaucracy were complicated.

Throughout Lula's mandate, the SENAES faced difficulties that prevented it moving forward and receiving proper governmental support<sup>21</sup>. As well as having an inadequate budget, the SENAES was working on multiple subjects. Two-third of its membership was drawn from civil society and one-third from Government. That meant that 75 percent of the seats on the National Fair Trade Commission were filled by Fair Trade and solidarity movements<sup>22</sup> representatives.

The first important step for the SENAES was to create events related to trade and commercialization. Thanks to the National Plan, which ran in parallel, multiple fairs were launched, providing support to rural markets. Communication tools were devised, including a national mobilization campaign and a visual identity. During this time, a Working Group on Production and Commercialization and Solidarity Consumption was created. After Fair Trade was recognized in the Solidarity Economy Sector, the hardest task was to come: planning and implementing the complex public policy, involving elements of both the private and public sectors (markets, promotion, consumption, regulation, technical assistance, etc.). The Solidarity Economy (together with the National Secretariat of Solidarity Economy and the National Council) participated in the elaboration of four -multi-annual plans<sup>23</sup> (PPAs): 2004-2007, 2008-2011, 2012-2015 and 2016-2019. At the end of each PPA, national conferences were held.

During the final one, a National Plan for Solidarity Economy was drawn up but, unfortunately, it was never implemented as Dilma Rousseff was dismissed from office.

**2004/2007:** The Fair and Solidarity Trade was directly concerned with three programmes in the plan: (1) Work and Citizenship Programme, (2) Support for Solidarity Economy fairs and events, and (3) Promotion of Ethical/Responsible Consumption and Fair Trade. The aim was to promote markets and trade fairs and a total of 3,000 enterprises were supported and assisted to do organize such events.

**2008/2011:** The Fair and Solidarity Trade movement was supported by the National Marketing Products and Services programme for the Development of Solidarity Trade. SENAES supported the organization of trade fairs, provided technical support and advised 70 solidarity-based economic ventures. Some resource documents were developed and a number of conferences and workshops were held. According to Antunes and Conti, 17,497 solidarity economic ventures had been organized by the end of this PPA<sup>24</sup>.

**In 2011:** SENEAS was involved in the National Plan named "Brazil without Extreme Poverty" in the areas of solidarity production, marketing and solidarity consumption. It said its input benefitted 180 enterprises organized into 46 cooperation networks, with 43,628 direct participants.

**In 2012/2016<sup>25</sup>:** SENEAS participated in other actions to reinforce the national identity of Fair and Solidarity Trade, support the management of the BSFST and establish a certification system with the following goals: certify the products and services of 5,000 joint ventures, create and strengthen 2,000 production and marketing networks and include 2,000 joint ventures in the solidarity finances. Another goal was to have 100,000 people working for the solidarity economy, empowering in particular women and people of color through the promotion of 1,500 enterprises. Another responsibility was to implement 9,000 solidarity ventures in the National System of Fair Trade and Solidarity and maintain/update information on 30,000 organizations working in the area. A big step for the Fair and Solidarity Trade movement was the selection of the Xique-Xique project<sup>26</sup>. This was a proposal from a Solidarity Trade Association to introduce a certification tool. It later became the basis of the BSFST and should have been included in a national plan from 2016 to 2019 focusing on the Solidarity Economy<sup>27</sup>. Unfortunately, as Dilma Rousseff was dismissed, that national plan was not implemented and the Solidarity Economy Council is no longer active<sup>28</sup>. The budget and the management of SENAES also changed<sup>29</sup> and its agenda stymied. The name of the Fair Trade and Credit Unit was also amended. It lost its reference to Fair Trade and became the Solidarity Finance Unit.

### **The Brazilian System of Fair and Solidarity Trade<sup>30</sup> (BSFST/SCJS)**

More than four years passed between the creation of the GT-System (April 2006) and the passing of legislation on Fair Trade and Solidarity: Lula's last decree created the BSFST. Logically, Dilma Rousseff, who won the 2011 election, had continued the work: the budget for the Solidarity Economy was bigger than ever. The meeting of the National Management System Committee, which should have occurred when the BSFST was created by Lula's Decree of 2010, didn't officially meet before 2013 because of delays. Finally, in December 2014, Ordinance n°2060<sup>31</sup> was adopted. It established the principles, criteria, conformity assessment system and mechanism of management of the National System of Fair and Solidarity Trade and detailed the certification process, the supports in place and the three evaluation methodologies to be used for the certification. Once the management system was up and running, they set up the BSFSTs. First, they defined the objectives: promoting Fair and Solidarity Trade in order to open access to markets and recognizing a national system of certification.

A document for BSFST members explained the objectives: "For this proposal to materialize in the daily life of our organizations, we need to have an integrated set of concepts, rules and procedures, organized intelligently and valid throughout the national territory, which recognizes, values and encourages these new practices, these new markets that we are building and strengthening."

**Table 2: The normative process**

<b>Model of Certification</b>	<b>1. Traditional model of International Fair Trade</b> *Evaluation of Conformity by Third Party	<b>2. Pair system</b> *Participatory Organizations for the Evaluation of Conformity	<b>3. Model for beginners wishing to enter</b> *Self-Management Collective Organizations / Social Control and Conformity
<b>Description</b>	A consultant visits the organization. If they comply with the principles, they are approved and accepted into the system. Certification can be very expensive.	An organization or a second-degree cooperative will do the evaluation.  The cost will be lower.  the organization that carries out the evaluation must be accredited by the BSFST or another reliable system.	Auto-evaluation: the organization will gather all the required documentation and administrative paperwork. Then they will register themselves.  Following that, a second organization accredited at the same level will do an external audit.  This model is based mostly on trust. It is the least expensive and there was more leeway.
<b>Type of organization involved in the process</b>	e.g. FLOCERT or ECOCERT	e.g. a civil organization or a member of the BSFST	e.g. auto-evaluation and a same level organization

To build the BSFST, the members agreed on a process to recognize future members of the unique system. In order to comply with the certification process, applicants would be asked to follow the eight Fair and Solidarity Trade minimum principles and a progressive environmental criterion (voluntary). The applicant would then have to choose between three kinds of certification model. This was called the "normative instruction process" (see Table 2). Based on their answers, the system would determine which Fair Trade certification model they would use. International labeling organizations would be involved in this process<sup>32</sup>.

BSFST. This system was established in a participatory manner and a lot of important Fair Trade guidelines existed to help producers<sup>33</sup>. It could not be exclusive, for example: small groups that did not meet the minimum conditions and criteria could also participate. In order to help those groups achieve the minimum level, there was a policy of qualification, training and technical assistance.

The BSFST can be seen as a tool that creates opportunities for producers to be part of the Fair and Solidarity Trade programmes. The ultimate aim was to harmonize the national standard with international standards (such as Fair Trade certification or Organic Trade). The main goal of the public system was to differentiate the stakeholders in order to allow them to be considered as beneficiaries of previous and future public policy. The Fair Trade programmes have been

applied through the various axes of production chain planning, networking, training, product development, and research. With regard to Fair Trade, and in comparison with almost all the others Southern countries, Brazil adopted a different logic. Fair Trade grew quickly and Brazil's Fair Trade movements started to think differently. Products previously used only for export could now also be destined for the domestic market<sup>34</sup>. In addition, the Brazilian organizations involved in the decision, realized that as many producers and workers as possible should be involved in the process. One objective of the BSFST was to improve investment in production by helping people who did not have the money to join the Fair and Solidarity Trade process. The implementing decree would help to finance project investments, improve organizational capacity and structures, provide technical assistance, training, marketing and promotion, and help reflection on how to extend the programme to sustainable public procurement and pricing rules.

Of the two initial aims, only the promotion and marketing objectives were achieved<sup>35</sup>. New markets were facilitated and as was the organization of trade fairs in rural and urban areas. Moreover, some communication tools were created. The technical assistance, conferences and other training sessions happened for a number of years. A logo was created but was not promoted and not divulged by the Federal Government. The control body and process were devised too.<sup>36</sup>

Unfortunately, political instability and multiple fiscal adjustment led to the weakening of the policy. For instance, once Dilma Rousseff was re-elected in 2014, she decided to reform the administration. Certain structures were dismantled and the Solidarity and Fair Economy networks were weakened by changing key members in the administration. It became more complicated to reach them; dialogue was less fluid and the BSFSTs could not work properly. Consequently, full implementation and up-scaling of the unique certification process was no longer possible and only a few steps were implemented successfully.

#### **National Registry of Solidarity Economic Enterprises: a successful implementation example**

This online system was created to help organizations apply for certification. Ordinance n°1,780<sup>37</sup> of November 2014 set up the National Commission for Registration, Information on Fair and Solidarity Trade, otherwise known as CADSOL. The Ministry developed an online registration and evaluation form, which became operational in 2015. The creation of CADSOL was based on the idea that principles also needed structure. In an illustration of the dynamism of the Fair and Solidarity Trade movement, more than 30,000 groups were registered. They practiced identical principles as well as the Fair and Solidarity Trade criteria. The number of producers involved was mapped yearly and the number of producers living

from their own work increased. The electronic form was only effective until 2016, but it is still accessible online<sup>38</sup>.

The registration system was an essential tool used to identify the producers and people interested in the Fair and Solidarity Trade process. This type of tool can be a source of inspiration for other countries because it could be used for all kinds of Solidarity Economy groups and enterprises. Under the 2016–2019 administration of Michel Temer, the SENAES lost its status of a secretariat. When Jair Bolsonaro was elected, the governmental structure changed again. The SENAES was transformed and moved to the Ministry of Citizenship. As a result, the implementation process was paralyzed and, sadly, mostly abandoned.

## 2.1.4 SWOT analysis of the public policies on Fair Trade and their implementation

**Table 3: SWOT Analysis of the public policies and their concrete implementation in Brazil**

STRENGTHS	WEAKNESSES	OPPORTUNITIES	THREATS
<ul style="list-style-type: none"> <li>• Stakeholder initiative with lots of protagonists</li> <li>• Influence of still active social movements</li> <li>• Political momentum with Lula</li> <li>• Multiple unique public policies, especially BSFST</li> <li>• Academics involved</li> <li>• Inter-institutional system</li> <li>• Coordination between multiple stakeholders really worked well</li> <li>• Transparency and democratic process</li> <li>• Principles of the BSFST concerning certification could be applied to several other sectors</li> <li>• International help at the beginning</li> <li>• Creation of new markets and opportunities, access to public procurement markets</li> </ul>	<ul style="list-style-type: none"> <li>• Short-term implementation of fragmented actions along the four axes, lack of comprehensive implementation</li> <li>• Communication was lacking</li> <li>• Implementation at state level did not happen</li> <li>• Increase of multiple private certifications in related fields</li> <li>• Decrees can be easily cancelled</li> <li>• President Temer stopped the progress of Fair Trade and Bolsonaro ended it definitively by downgrading the SENEAS</li> <li>• BSFST system was very dependent on the administration implementing it</li> <li>• Difficult to lead to a long-term movement</li> <li>• Solidarity movement was waning</li> <li>• Public opinion still does not know what Fair Trade is</li> <li>• Supermarkets were not involved into the process and Fair Trade products were not introduced widely in retailer chains</li> <li>• Multinationals were not involved in the participatory process</li> <li>• When Lula became President, many international organizations seemed to lose interest in Brazil</li> <li>• Climate change</li> </ul>	<ul style="list-style-type: none"> <li>• Voluntary process of Fair Trade certification</li> <li>• Strong influence of Fair Trade NGOs and social movement that leads to Decrees</li> <li>• Fair Trade was merged with Solidarity Economy</li> <li>• Current legacy for Fair Trade producers and consumers associations</li> <li>• BSFST was a unique regulation system</li> <li>• CASDOLS system was working</li> <li>• Warana controlled origin, a worldwide exception for isolated population</li> <li>• People were trained to trade, commercialization</li> <li>• Producers training had empowered a lot of them</li> <li>• Interest in responsible consumption</li> <li>• Fair Trade producers organization inspire the creation of responsible consumption organization</li> <li>• Fair Trade town campaign is still existing</li> <li>• Covid-19 can be a starting point for the Economic recovery</li> <li>• At an international level, the first EU-Brazil Fair and Ethical Trade Consultation Forum who took place in June 2018 in Rio the Janeiro as part of a project designed by EC-DG TRADE is paralyzed</li> </ul>	<ul style="list-style-type: none"> <li>• Dependency on public financing and resources was very strong</li> <li>• Not enough time to put the BSFST into practice, especially the certification aspect</li> <li>• BSFSTs needed a lot of money over many years to be effectively implemented and to really empower the producers (high coast of initial certification explained the creation of the BSFSTs, which could have been a free tool)</li> <li>• Lack of interest from international movement</li> <li>• BSFSTs created tensions with international Fair Trade exporters and certifications organizations</li> <li>• Not enough association between Fair and Solidarity Trade and sustainable development</li> <li>• Fair Trade in the shadow of multiple other processes and public policies</li> <li>• Dismissal of Dilma Rousseff in 2016, the Presidency of Temer and then the election of Bolsonaro threaten the social movements</li> <li>• Lack of impact studies</li> <li>• Misunderstanding of the meaning of Fair and Solidarity Trade</li> <li>• President Bolsonaro trying to criminalize social movement and, indirectly, the environment movemental and, thus, also Fair and Solidarity Trade</li> </ul>

### 2.1.5 Recommendations and future perspectives

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From 2000 until recently, Fair Trade in Brazil was expanding. This was explained by its merging with Solidarity Economy and the support of Lula's government and the government of Dilma Rousseff that followed. In parallel, studies showed an increase in private certifications. Unfortunately, with approximately 600 existing eco-labels in Brazil, Fair Trade labels are the least known. This implies that the work of the BSFTS made sense and should be continued. One of its objectives was to harmonize, promote and differentiate Fair Trade certifications and experts have advised the Fair Trade movement to focus again on this area. Many means were successfully developed and the positive impact of the Fair and Solidarity Trade in Brazil was tangible, even if not fully completed. This study is an opportunity to bring new attention to Brazil and to learn from its mistakes and successes.

It seems that Fair and Solidarity Trade depended excessively on the public administration and neglected its original roots in the social movement. So much focus on legislation and policies inevitably led to frustration when the government changed. Paradoxically, the international solidarity movement declined after a period of relative political stability. The specificities of Fair Trade in Brazil led to some tensions with international

Fair Trade certifications and it is recommended to take this experience into consideration with emerging Fair Trade countries moving towards a similar system. Indeed, Brazil was on its way to allowing both international and national Fair Trade systems to cohabit. The co-construction system of Brazil's Fair and Solidarity Trade, which is both participatory and innovative, can be a worldwide source of inspiration. The support of Fair and Environmental Trade organizations was decisive. Nowadays, it is recommended that Fair Trade organizations encourage the protection of Brazil's biodiversity and traditional knowledge. During the COVID-19 pandemic, the support of Fair Trade actors for the Brazilian producers is needed more than ever. The Brazilian Fair and Solidarity Trade movement still exists and is resourceful. It can help the country to recover. Politically, Bolsonaro is losing regional elections. The social movement in Brazil will be interesting to follow in the run-up to the Presidential election in 2022. Between now and then could be the perfect opportunity for the Fair Trade movement to imagine what could have happened in Brazil if the BSFTS had prospered.

Even though the political situation in Brazil is at a critical juncture, the Fair and Solidarity Movement is still struggling to exist but there is a desire to share the experience as a unique legacy. The amount of information can be confusing or can lead to some contradictory figures, because of the misunderstandings surrounding Fair Trade

in Brazil, which is different to everywhere else. All the interviewees drew our attention to one aspect: Fair Trade in Brazil is inseparable from the Solidarity Economy. Taking this into account, it is recommended that the Fair Trade movement organize a new international conference in Brazil, as soon as the current coronavirus crisis is over, to highlight the country's special understanding of Fair Trade. It could provide an opportunity to gather valuable information and imagine the possible future development of a modern Fair Trade. Regarding what happened in this country and the current environmental hazards, Brazil could be the starting point for a Fair and Sustainable Solidarity Trade concept. The new dynamism of social movements, and in some parts of Brazil, political victories over Bolsonaro could be key success factors.

More than ten years after Lula's decree, what is Fair Trade's legacy in Brazil? One could be tempted to say that there is nothing left of Fair Trade here as public policies have been destroyed, abandoned, paralysed and misunderstood in a matter of months. However, the positive impacts of these public policies remain. They are not measurable and we cannot give exact figures but we can mention multiple impacts. One new Fair Trade identity emerged. Producers have been trained in new commercial and agricultural techniques. Some consumers associations are now more structured themselves due to the support they received from producers. The Fair and Solidarity

Trade movement has broken the glass ceiling and proved that it is possible to do so. They made a difference by encouraging public actors to think and trade differently in a participatory and progressive way. It would have required more understanding, substantially more resources, certainly more time, and maybe more luck to have been 100 percent successful. Without the huge political shifts, Brazil could have been an exceptional Fair and Solidarity Trade country. The Brazilians who lived this dream are left with the frustration and nostalgia of knowing that the future could have been so much different. Their determination to fight and resist remains, knowing that someday, Fair and Solidarity Trade could be the norm. The innovative experience of Brazil demonstrates that social progress could become a reality.



## 2.2

# Ecuador

## Towards a Fair Trade Country

### 2.2.1 Introduction

Ecuador is characterized by the unique nature of its constitutional and legal frameworks and its national public policies on Fair Trade. Several legislative texts, which were developed under the government of Rafael Correa (2007-2017), make explicit reference to Fair Trade. Ecuador is the only country worldwide that positions the issue of Fair Trade so explicitly in its Constitution<sup>39</sup>. The Ecuadorean Constitution has created a legal framework and has given a clear mandate to the state to implement Fair Trade. This has given a crucial push to the development of a National Strategy on Fair Trade and all further developments. The following chapter concentrates on the Constitution and the National Strategy on Fair Trade.

### 2.2.2 Public policies on Fair Trade – key elements and brief history

#### **Constitutional and legal frameworks on Fair Trade<sup>40</sup>**

The 2008 Constitution of the Republic of Ecuador deals with Fair Trade in several of its articles and dedicates the entire fifth section of the sixth chapter to "Economic Exchanges and Fair Trade". The Ecuadorian State officially takes special responsibility to promote the solidarity economy

and Fair Trade at national level. The Constitution creates the basis for the construction of a "fair, democratic, productive, solidarity, sustainable economic system, based on equal distribution of the benefits of development" (Article 276). "The State shall promote and ensure fair trade as a means of access to quality goods and services, which minimizes the distortions of intermediation and promotes sustainability" (Art. 336).

#### **National Strategy on Fair Trade**

The process of designing the Fair Trade strategy began with an institutional step: in 2010 the Directorate of Inclusive Trade<sup>41</sup> in the former Vice-Ministry of Foreign Trade of The Ministry of Foreign Affairs was created. The Directorate led a very intensive and inclusive multi-stakeholder preparatory process over four years, involving representatives of different ministries, organizations and networks of Fair Trade, Social and Solidary Economy, academia and private actors. In May 2014, a consensual proposal for an Ecuadorian Strategy on Fair Trade 2014-2017 was launched.<sup>42</sup> The document defines the international principles of Fair Trade, describes the history and the development of Fair Trade in Ecuador, and provides a comprehensive analysis of the main challenges. The strategy focuses on two main goals and stresses four tasks required for their achievement (see Table 4).

**Table 4: Goals and Tasks of the National Fair Trade Strategy**

<b>Goals</b>	1) Contribute to the building of new relationships and social practices of production, internal and external commercialization, marketing, distribution and consumption, based on justice, equity and co-responsibility		2) Contribute to the improvement of the living conditions of small-scale producers, artisans and workers through sustainable empowerment and support of Fair Trade organizations and companies	
<b>Tasks</b>	Strengthening the regulatory and institutional framework for Fair Trade	Promotion and incentivization of Fair Trade	Improve production processes, commercialization and access to markets for Fair Trade products and services	Strengthening Fair Trade organizations and companies through the improvement of their products and services

In March 2017, the Ecuadorian Strategy for Fair Trade 2016-2025 was constituted as an official public policy of the state. It is the leading legal framework for the implementation of the strategy.<sup>43</sup> The ministerial agreement of March 2017 refers to all relevant articles of the 2008 Ecuadorian Constitution and makes reference to the National Plan for Good Living 2013-2017.<sup>44</sup> A comprehensive consolidated ministerial agreement was launched by the Ministry of Production, Foreign Trade, Investment and Fisheries (MPCEIP)<sup>45</sup> as a proposal for a Fair Trade Strategy in 2019.

The Fair Trade strategy offers a comprehensive public policy framework with plans and actions, several of which are already being implemented, depending on the political will of the institutions involved. An inter-ministerial committee, led by MPCEIP, was established to coordinate and monitor the implementation process.<sup>46</sup> Four technical working tables, each led by a governmental institution and made up of various ministries and actors from Fair Trade and the solidarity economy, were established in 2015 for the implementation of the strategy. The committee, as well as the working groups, developed their action plans and roadmaps and started working in 2015 – long before an executive decree on the Fair Trade strategy was officially launched as a public policy in 2017 (see Table 5). In 2019, some members of the inter-ministerial committee were replaced due to multiple personnel and institutional changes.

**Table 5:  
Responsibilities and  
programmes of the  
Technical Tables  
(or Working Groups)**

	Technical Table 1	Technical Table 2	Technical Table 3	Technical Table 4
<b>Responsibility</b>	Organizational strengthening as well as the offer of Fair Trade products and services	Promotion of Fair Trade and national marketing	Financing	Improvement of commercialization processes and opening of international markets
<b>Leading Entity</b>	MAG: Ministerio de Agricultura y Ganadería	IEPS: Instituto Nacional de Economía Popular y Solidaria	MPCEIP: Ministerio de Producción, Comercio Exterior, Inversiones y Pesca – Viceministerio de Comercio	MPCEIP: Ministerio de Producción, Comercio Exterior, Inversiones y Pesca – Viceministerio de Promoción: Pro Ecuador
<b>Supporting Entity</b>	IEPS	MAG	–	MPCEIP
<b>Axles</b>	Axis 4	Axis 2 and 3	Axis 2	Axis 2 and 3
<b>Programmes</b>	<ul style="list-style-type: none"> <li>• Programme for Fair Trade actors to develop an organized and sustainable offer</li> <li>• Productive improvement programme</li> <li>• Training programme in Fair Trade</li> </ul>	<ul style="list-style-type: none"> <li>• Programme for the recognition and promotion of Fair Trade at local and national level</li> <li>• Project to promote responsible consumption</li> <li>• Programme of innovation and market promotion at national level</li> </ul>	<ul style="list-style-type: none"> <li>• Project for the creation/ adaptation of specific lines of financing for Fair Trade</li> </ul>	<ul style="list-style-type: none"> <li>• Programme for the recognition and promotion of Fair Trade at international level</li> <li>• Programme for the promotion and innovation of Fair Trade markets at international level</li> </ul>

### Success factors and challenges for the Fair Trade strategy

The interest and the political will of the government of President Rafael Correa to support vulnerable groups was one of the key success factors, which led to the incorporation of Fair Trade into the Constitution. The fact that Fair Trade was already included in the 2008 Constitution allowed it to develop plans, programmes and projects for small-scale producer organizations in the country, as well as to organize events such as a Conference on Fair Trade in the city of Cuenca in 2012<sup>47</sup>. The Conference, in which key actors in the Fair Trade sector participated, played a crucial role in enhancing the elaboration process of the Fair Trade strategy.

However, there are three main challenges that have slowed down that elaboration process. Due to its inter-institutional and multi-stakeholder set-up, the main challenge faced was to consider and consolidate the interests and needs of all stakeholders involved to their satisfaction. The high level of personnel and institutional changes within the six participating public institutions also led to delays. Furthermore, the very diverse nature of the actors has required partially separate meetings and workshops – especially regarding the involvement of small-scale Fair Trade producers. Due to multiple institutional changes, it has not been possible to publish the strategy as an inter-ministerial agreement of all involved ministries. In order to be able to continue working, and at the same time involve all the

ministries that were part of the elaboration process, the strategy was finally launched as a ministerial agreement of the Ministry of Production, Foreign Trade, Investment and Fisheries.

### 2.2.3 Policy implementation, evolution and evaluation

The Technical Tables have managed to report some partial, short-term achievements and concrete implementation activities (see Table 6).

**Table 6: Examples of Concrete Implementation Activities**

Technical Table	Examples of concrete implementation activities
Table 1	<ul style="list-style-type: none"> <li>• Simplification of procedures for the regularization of organizations</li> <li>• Trainings on Fair Trade</li> </ul>
Table 2	<ul style="list-style-type: none"> <li>• Support for concrete nationwide commercial activities, such as fairs and International Fair Trade Day</li> <li>• Support for obtaining health records</li> <li>• Creation of a guide for obtaining sanitary notification for national products</li> <li>• Preparation of a Fair Trade guide and a responsible consumption guide</li> <li>• Development of a market study and profile of the national consumer of Fair Trade products</li> </ul>
Table 3	Execution of a pilot project with five Fair Trade organizations to access associative credits
Table 4	<ul style="list-style-type: none"> <li>• Development of a methodology for obtaining export statistics of Fair Trade products</li> <li>• Publication of four yearbooks on Fair Trade by Pro Ecuador, including official figures about the Fair Trade sector</li> <li>• Promotional events for the Fair Trade sector</li> </ul>

Compared to the wide scope of the Fair Trade strategy, comprehensive implementation of the projects and programmes of the Fair Trade action plan is still lacking. There is still a lot of potential to achieve an overall shift in mentality and practice to enhance Fair Trade in Ecuador that has not yet been activated.

#### 2.2.4 SWOT analysis of the public policies on Fair Trade and their implementation

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Even though the concrete and comprehensive implementation of the Fair Trade strategy is lacking, a very stable basis for implementation was set during the elaboration process and during the first years of implementation – an institutionalized, consensual, comprehensive, inclusive strategy with a clear and concrete action plan, defined institutional responsibilities, already established and working structures, involving all relevant stakeholders and their expertise. The Fair Trade strategy valid until 2026 so there is plenty of time left to continue its implementation.

Fair Trade actors have been involved in both the elaboration process and the implementation process from the very beginning. Both the WFTO in Ecuador (Plataforma WFTO Ecuador) and the Ecuadorian Fair Trade Network (Coordinadora Ecuatoriana de Comercio Justo or CECJ) are on the

inter-ministerial committee and are members of each technical table. This clearly shows that they have been acknowledged as strategic allies of the government in Fair Trade matters. It strengthens their position, ensures information flow, and allows them to directly influence decision-making processes. Furthermore, an overall public-private space has been created that allows Fair Trade actors and their representatives, in particular, to articulate their needs and interests (see Table 7).

The key weaknesses, which currently hinder the implementation process, are: a shortage of financial resources, low awareness of Fair Trade in most governmental structures and the lack of a clear definition of Fair Trade at national level, as well as limited involvement of small-scale producer organizations. The scarce financial resources available and the lack of a defined budget in particular<sup>48</sup>, means the implementation of concrete actions very much depends on the political will of the governmental institutions involved – which also acts as a limiting factor for the full implementation of the Fair Trade strategy.

Multiple and frequent personnel and institutional changes might hinder the continuity of knowledge, experience and follow-up of the implementations process. One of the biggest threats is the current political situation and the liberal government that is in favour of big companies. Political change at upcoming elections might open a window of opportunity for Fair Trade actors to raise awareness of Fair Trade.

**Table 7: SWOT Analysis of the public policies and their concrete implementation in Ecuador**

STRENGTHS	WEAKNESSES	OPPORTUNITIES	THREATS
<ul style="list-style-type: none"> <li>• The Constitution gives a legal framework to the Fair Trade strategy</li> <li>• The Fair Trade strategy is valid until 2026</li> <li>• Comprehensive strategy, clear and concrete action plan, roadmap with annual aims and objectives</li> <li>• Clear institutional responsibilities for the concrete implementation of the four axes of the strategy</li> <li>• Inter-ministerial committee oversees the implementation</li> <li>• Established structures at working level – inter-ministerial committee and technical tables</li> <li>• The consensual strategy is recognized and accepted because many different stakeholders were involved in the elaboration process</li> </ul>	<ul style="list-style-type: none"> <li>• Short-term implementation of fragmented actions along the four axes, lack of comprehensive implementation</li> <li>• Lack of financial resources, no defined budget for the implementation of the projects of each axis</li> <li>• Currently, implementation depends a lot on the commitment and the institutional will of the ministries regarding the provision of financial resources, personal and time capacities and taking up responsibilities</li> <li>• Ministerial agreement by the Ministry of Production, Foreign Trade, Investment and Fisheries instead of inter-ministerial agreement because of multiple changes of and within institutions</li> <li>• Loss of experience in the reformed inter-ministerial committee due to changes of the members and ministerial representatives</li> <li>• The management of financial resources within an inter-ministerial set-up has not been possible, third-party financing is needed</li> <li>• Difficult to involve producer organizations in training activities due to long response time and little time capacities available</li> <li>• No clear definition of Fair Trade at national level</li> </ul>	<ul style="list-style-type: none"> <li>• Dedicated, experienced and sensitized officials in the Vice-Ministry of Foreign Trade and Pro Ecuador</li> <li>• The participation of the Fair Trade networks is institutionalized, they participate in the committee and in the technical tables and can articulate their needs and interests</li> <li>• Fair Trade actors are provided with public-private space to articulate their needs and interests</li> <li>• Many institutions involved in the implementation process can contribute with experience, such as the Fair Trade network, which participates actively</li> <li>• Change of government might support further policies and concrete actions in favour of Fair Trade</li> </ul>	<ul style="list-style-type: none"> <li>• Decreasing funds available for implementation of the Fair Trade strategy due to COVID-19 – available financial resources are currently distributed to the social, health and education sectors</li> <li>• Changing Priorities of successive governments in relation to how much they wish to support Fair trade and small-scale organizations<sup>49</sup></li> <li>• The involvement of many institutions and actors requires coordination and slows down the implementation process</li> <li>• Involved actors might lose interest and motivation in the long-term</li> <li>• Lack of knowledge and awareness of Fair Trade in most governmental structures, multiple and frequent personnel and institutional changes hinder the continuity of knowledge, experience and follow up</li> <li>• Lack of a unified voice due to fragmented collaboration inside the Fair Trade networks</li> </ul>

## 2.2.5 Recommendations and future perspectives

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The Fair Trade strategy has great potential to enhance the uptake of Fair Trade in Ecuador. The fact that the strategy is valid until 2026 offers the opportunity to continue the concrete implementation of the projects and activities outlined. Possible challenges for the continuation of the activities on Fair Trade within the framework of the Fair Trade strategy are: 1) a possible change of government, 2) the upcoming change of the Constitution, and 3) the expiry Fair Trade Strategy in 2026.

### **Key factors for an effective implementation of the Fair Trade strategy**

In the case of Ecuador, the successful and effective implementation of the Fair Trade strategy depends on three key factors: 1) availability of financial resources, 2) political and institutional will, and 3) stakeholder involvement, particularly of the Fair Trade actors and networks.

#### **1) Improvement of access to and management of financial resources**

The management of financial resources within an inter-ministerial set-up is not possible due to specific administrative procedures. This is why a third-party project application and resource management – e.g., by an NGO or a Fair Trade actor – is needed. In case financial resources are provided

by the government, it is crucial to distribute this money project-wise for each of the technical tables and clearly allocate responsibility for the management of the budget to only one ministry.

#### **2) Involvement of Fair Trade producers**

Involving small-scale producer organizations in training activities was a challenge faced during the whole elaboration and implementation process. The Ecuadorian Fair Trade networks and the relevant institutional actors should develop a common strategy in order to involve these small-scale producer organizations more effectively.

#### **3) Role and recognition of the Fair Trade networks**

more awareness-raising on Fair Trade is needed. Even though the Fair Trade networks and actors, as well as Fair Trade itself, are known at the technical level in some ministries and among the participants of the technical tables and the inter-ministerial committee, acknowledgment and awareness of the importance and the role of Fair Trade is lacking at a higher ministerial and political level. Therefore, more awareness-raising about Fair Trade among this target group is needed in order to assure future support and commitment from these actors. This target group can be added to the training activities of technical table one.

Furthermore, the following improvements are recommended in order to ensure an effective and smooth implementation:

#### **4) An inter-ministerial agreement on the strategy or a presidential executive decree is required**

The responsibilities of the governmental institutions in the technical tables, as well as in the inter-institutional committee, are clearly and legally defined. However, due to the lack of financial resources, the implementation depends a lot on the commitment and institutional will of the ministries. Therefore, an inter-ministerial agreement on the Fair Trade strategy or a presidential executive decree is required in order to ensure greater impact and foster co-responsibility and commitment of the ministries. This would show a clear prioritization of and support for Fair Trade and would assist the smooth and successful implementation of the projects and programmes.

#### **5) Definition of Fair Trade at national level**

There is still no specific regulation at national level that defines what is understood by Fair Trade and that determines precisely which institutions will be in charge of the stewardship, regulation, control and promotion of Fair Trade. Key questions that should be answered include how to promote and support organizations that follow international Fair Trade principles but do not export and do not have a specific Fair Trade certification. For that reason, a project on the definition of Fair Trade at national level was launched in August 2020. It is currently facing delays due to COVID-19 but it is strongly recommended to follow up on this project as it has the potential to open up opportunities for support of Fair Trade.

**Recommendations to the Fair Trade movement in Ecuador: Strengthen the advocacy work of the Fair Trade networks**

Fair Trade actors in Ecuador play a crucial role in the development and implementation of the Fair Trade strategy. For them, it is very essential to position themselves at national level and be present on the political arena. This might allow them to address some possible challenges in future. Currently, there is no common Fair Trade platform in Ecuador. Uniting the Fair Trade actors under one umbrella would strengthen their position and allow them to appear as a strong and united voice.

Furthermore, Fair Trade networks could strengthen their position by: 1) supporting the government with applications on projects by technical table and asking the government to provide financial support for each technical table and to define clear responsibilities for the implementation of the projects, 2) participating actively in the pilot project on the definition of Fair Trade, 3) organizing meetings and awareness-raising workshops with the representatives of the ministries on the current inter-ministerial committee, and 4) supporting the participation of small-scale producers in planned activities.



## 2.3

# Belgium

## Beyond the Chocolate Country

### 2.3.1 Introduction

The Federal Parliamentary Constitutional Monarchy of Belgium is very complex. Belgium is well known for many food specialities, among them, of course, French fries, beer and chocolate. The chocolate industry is very important for the economy of the country. It is also an international symbol. Since 2018, a sustainability initiative involving multiple stakeholders has been working to change the whole cocoa and chocolate industry. It is focused on living incomes, sustainable development and deforestation. Some years ago, the Belgian Fair Trade movement received a huge boost when a federal resolution made Belgium a Fair Trade country. Fair Trade was not new in Belgium. Historically, it had existed there since the late 1960s. Since 2000, the Fair Trade movement has received governmental support, and some early attempts to define Fair Trade in law occurred before 2010. The development cooperation sector incorporated Fair Trade into its operations thanks to a 2013 law and is still very supportive of both external and internal operations. Fair Trade in Belgium can be an important source of inspiration for the whole movement and for policy-makers thanks to the diversity of its public policies and some of the initiatives undertaken. This research will focus on the External and Development Cooperation public policies, the campaign to "Make Belgium a Fair Trade Country" and the innovative sustainability initiative "Beyond Chocolate".

### 2.3.2 Public policies on Fair Trade – key elements and brief history

#### **External and Development Cooperation (2013)**

Since the beginning of the millennium, the Belgian Development Cooperation has recognized and mentioned Fair Trade in its strategy. The law of 19<sup>th</sup> March 2013 relating to Development Cooperation specifies that one of its objectives is to support fair and sustainable trade (Art. 6, Indentation 3). External cooperation on Fair Trade issues is done via the Trade for Development Centre (TDC), which is a part of the Belgian Development Agency, ENABEL. Originally named the Fair Trade Centre, the TDC was created in 2005 and coordinates Fair Trade Week. In 2009, it was renamed and integrated with more sustainable trade projects. The current agreement is valid for five years with a total budget of €7.5 million. The TDC is in charge of different activities: information, promotion and external programmes, such as marketing and business management coaching for micro, small and medium enterprises and cooperatives in Africa. The TDC is staffed by a small but expert and dedicated team who fill four full-time posts.

### **Campaign and Resolution “Make Belgium a Fair Trade Country” (2016/2017)**

Following several failed attempts to define Fair Trade in law and at the instigation of the TDC (which was in charge of organizing Belgian Fair Trade Week), a campaign to “Make Belgium a Fair Trade country” was initiated in 2016. A resolution was drafted and adopted on July 20<sup>th</sup> 2017 at a federal level. It is a real commitment and a signal of real federal support. Thanks to the efforts of a very motivated informal Fair Trade working group composed of NGO and Parliament members, the text was voted on and the resolution<sup>50</sup> adopted almost unanimously<sup>51</sup>. The resolution makes references to different European texts<sup>52</sup> and refers also to the Belgian Cooperation and Development law of 2013. Numerous considerations, including the European Parliament resolution<sup>53</sup>, the UN's Sustainable Developments Goals and the new legislation on Public Procurement, gave the resolution a clear and non-ambiguous ambition of making Fair Trade a real goal for Belgium. The Federal Parliament is committed to transmitting the resolution to the other Regional and Provincial parliaments, to organizing a promotional event in Parliament once a year and to supporting Fair Trade Week. The resolution invites the civil, public and private sectors, including catering, “to give Fair Trade the place it deserves”, to reinforce public Fair Trade procurement policy, to give a focus on local, organic and short circuits receiving fair remuneration. It also asks public companies to buy

Fair Trade clothes and textiles. The resolution asks the Federal Government to coordinate with the Regional and Community authorities in Belgium to ensure the consistency of initiatives in favour of fair trade and to establish the necessary synergies to ensure the mutual reinforcement, effectiveness and relevance of actions undertaken by each level of authority in their respective areas of expertise<sup>54</sup>.

### **“Beyond Chocolate” Initiative**

One of the central points of interest of this current study is the ambitious “Beyond Chocolate” Initiative (BCI) launched in late 2018. Involving multiple stakeholders it is aimed at making the Belgian chocolate and cocoa industry more sustainable by combatting deforestation and child labour by 2025 and achieving living incomes for cocoa producers by 2030. The existence of other similar projects in Europe, especially the 2012 German Initiative on Sustainable Cocoa (GISCO), influenced the Belgian initiative.

In April 2017, the TDC wrote to the Development Cooperation Minister to draw his attention to the situation in the cocoa and chocolate sector. A big step forward was taken a year later when a study showed that cocoa producers were working in conditions of extreme poverty<sup>55</sup>. At this time, Fairtrade Belgium, Oxfam, Belvas and other organizations held a press conference in order to show the reality and call for changes in the cocoa sector. The issue received a lot of media coverage as a result. In the meantime, the government had been

working behind the scenes on launching an initiative with the cocoa industry. The call from the civil society partners helped to speed up the process and ensured that civil society was involved in the initiative. It also put the issue of living incomes firmly at the centre of the programme.

The idea of creating an initiative involving multiple stakeholders along the supply chain was becoming a reality. The support of the Sustainable Trade Initiative (IDH) and of the Prime Minister were essential too. The law regarding Belgian Development Cooperation has already been implemented and the Minister of Cooperation, Alexander De Croo<sup>56</sup> had been invited to a meeting in June 2018 with the Belgian Royal Association of Chocolate Industries, Pralines, Biscuits Factories and Confectionery Industries (Choprabisco) to think about solutions. The media and public opinion, thanks to some of the work done by NGOs, put some pressure on the cocoa sector and the meeting came up with an innovative solution. According to some interviewees, the deal suggested by the Minister was to involve everyone in the discussion in order to find a common way to work on the questions of living income, poverty in the cocoa value chain and the deforestation matter. If the stakeholders did not want to accept a progressive chocolate initiative, legislation would have been passed to enable it. Fair Trade NGOs were not invited to the meeting, but some Fair Trade chocolate companies (such as Belvas) were present and ensured that the Fair Trade movement had a voice.

### 2.3.3 Policy implementation, evolution and evaluation

#### External and Development Cooperation

The TDC undertakes various activities, including improving market access for small-scale producers in the global South. One innovative tool is a very ambitious coaching programme. Between 2014 and 2017, it supported 122 producer organizations and micro, small and medium enterprises or some 110,994 beneficiaries<sup>57</sup>. The results are noteworthy: 8,152 newly certified products, a 135.71 percent increase in sales, a 116.95 percent increase in production, an average of 60 percent increase in sales costs, an average of 84.11 percent increase in producers' revenues and participation by 169 organizations in trade fairs. From 2018 to the end of 2022, the TDC aims to support 59 small and medium-sized enterprises (SMEs) and cooperatives in Africa as well as eight business support organizations. Among them, 14 SMEs have already benefitted from a full coaching programme in marketing and two of them, ECAM and SCINPA, were elected the best and second-best cocoa cooperatives in Côte d'Ivoire in 2020. The TDC also does a huge amount of work with regard to information-sharing and sensitization activities both in Belgium and abroad. The team is responsible for organising Fair Trade Week and the publication of numerous studies, including the Fair Trade barometer and market studies, opinion polls, etc.

TDC is part of the European TRIC network (Trade Related Instruments Connected). The TDC was also a member of the technical committee of the EU Cities for Fair and Ethical Trade award piloted by the International Trade Centre. The TDC organizes several working groups, such as the Working Group for the Campaign "Make Belgium a Fair Trade Country"<sup>58</sup>, HRDD, local informal groups as co-animators, and Domestic Fair Trade. The new minister of Development and Cooperation, Meryame Kitir<sup>59</sup>, mentioned Fair Trade in her letter of acceptance<sup>60</sup>.

#### Resolution "Make Belgium a Fair Trade Country"

The campaign to "Make Belgium a Fair Trade Country" by 2020 was launched in October 2016 by the TDC. Its purpose was to accomplish a set of objectives by 2020, including:

- Increasing the ratio of Belgians who had heard of Fair Trade to 95 percent – this aim was reached.
- Every Belgian will spend approximately €15 on Fair Trade products per year – this aim was reached.
- All major supermarket chains will offer Fair Trade products – this aim was reached in 2020, thanks to the work of Fairtrade Belgium.
- 51 percent of Belgian municipalities will be Fair Trade Towns – this aim was not reached (only 42%). It should be mentioned that the Fair Trade towns campaign includes a sixth criteria: local Fair Trade.

- More than half the Belgian provinces will be equitable provinces – this aim was not reached in 2020: only five out of ten provinces achieved this goal, instead of six.
- 80 percent of federal and regional parliaments/ ministries and communities will consume at least two Fair Trade products regularly this aim seems to have been reached, notably thanks to the huge work of Fairtrade Belgium, but needs to be evaluated.
- Fair Trade will be mentioned at least 600 times a year in the mainstream media this aim was clearly reached thanks to the annual Fair Trade Week.

The campaign officially supported by this resolution has not achieved its goal yet and Belgium is still not a Fair Trade country. The Working Group is expecting further developments before Belgium will be officially recognized as a Fair Trade country. The Belgian Fair Trade actors will integrate new criteria and amend existing ones in the requirements before recognizing Belgium as a Fair Trade Country.

#### "Beyond Chocolate" Initiative

In December 2018, the Minister for Cooperation Alexander De Croo announced that, by 2025, 100 percent of Belgian chocolate will be sustainably certified (even if it is self-certified). Then, by 2030, the Belgian chocolate industry will no longer contribute to deforestation ("zero deforestation") and cocoa farmers involved in the production of

Belgian chocolate will all have a living income. In what was effectively a continuation of the Belgian International Sustainable Charter<sup>61</sup> launched two years before, all the stakeholders, as well as Choprabisco, retailers, Belgian universities, NGOs, impact investors, trade unions and companies joined together and signed the initiative in order to make Belgian chocolate as sustainable as possible. A total of 600,000MT of chocolates are exported worldwide by Belgian companies every year and more than 300,000MT of cocoa beans are imported through Antwerp Port (which is a partner in the "Beyond Chocolate" Initiative). Ironically, on the same day, the Belgian Government resigned and the Kingdom was to experience a long period of political paralysis (589 days without an established government).

The challenge is tremendous: annual turnover in the Belgian chocolate industry amounts to €5 billion and more than 500 companies are involved in the chocolate industry. Immediately following the agreement, IDH (the Sustainable Trade Initiative), a social enterprise involving private and public sector companies from Switzerland, the Netherlands and Denmark, was financed and charged with establishing a Secretariat to implement a programme based on €2.5 million of funding over three years (€500,000 for the infrastructure and the rest to finance projects). A representative of each stakeholder sat on the pilot committee. The project began in January 2019

and by mid-2019 was fully under way. One notable change: the financing should have been over five years and not over three years. Different working groups were established to look at themes such as living income, child labour, monitoring and evaluation. Some indicators were created to enable an accountability and mobility framework. The principle is that each partner has to report on their "work in progress" to the others.

Little by little, confidence increased and transparency and collaboration began. The first pilot project was launched in 2020 and approved in May 2020 due to COVID-19 crisis. It focuses on living incomes for cocoa farmers in Côte d'Ivoire.<sup>62</sup> Subsequent projects focus on the following: sustainable organic and high-quality cocoa production in Yeyasso de Man cooperative in Côte d'Ivoire ; changing the norm in the cocoa sector and accelerating cocoa farmers toward living incomes also in Côte d'Ivoire; "Beyond Trees" is working for better incomes for cocoa farmers; is a household income and product diversification project in Ghana; living incomes for sustainable organic farms, and the management of landscapes for cocoa livelihoods<sup>63</sup>. It's hoped all the projects can be easily duplicated elsewhere. Those are the main results of the BCI so far, but further initiatives are emerging, some of which could be very important and may involve new actors and different brands (such as Lidl or Galler) joining the Fair Trade movement in Belgium.

### 2.3.4 SWOT analysis of the public policies on Fair Trade and their implementation

**Table 8: SWOT Analysis of public policies and their implementation in Belgium**

	STRENGTHS	WEAKNESSES	OPPORTUNITIES	THREATS
<b>Development Cooperation</b>	<ul style="list-style-type: none"> <li>• Strong international cooperation and support to NGOs</li> <li>• Long history of international cooperation and support for Fair Trade (since 2002)</li> <li>• Links to social economy</li> </ul>	<ul style="list-style-type: none"> <li>• Belgium is responsible for a lot of imported deforested wood</li> <li>• Multiple levels of power and multiple ministers in charge of development cooperation</li> </ul>	<ul style="list-style-type: none"> <li>• Support of the new minister who directly mentioned Fair Trade in her acceptance letter</li> <li>• Fair Trade is now part of development cooperation</li> <li>• TDC is well structured</li> <li>• Link between Fair Trade and HRDD (a priority of the minister)</li> </ul>	<ul style="list-style-type: none"> <li>• Impact of COVID-19 on long-term budget?</li> <li>• Fair Trade still in competition with other priorities</li> </ul>
<b>Make Belgium a Fair Trade Country Campaign and resolution</b>	<ul style="list-style-type: none"> <li>• As a non-binding text, the resolution allows a large coalition involving different political parties</li> <li>• Obliges the Federal Parliament to take concrete action for Fair Trade</li> <li>• When the resolution was adopted, the Federal Minister sent a letter to Regional and Community Ministers</li> <li>• Integration of local trade and short circuit in the process</li> <li>• Ambitious criteria</li> <li>• Working group creates a good working environment</li> </ul>	<ul style="list-style-type: none"> <li>• Not binding but government should make a progress report every year</li> <li>• Requires strong parliamentary monitoring</li> <li>• Goals not reached due to different levels of power along the institutional set up in Belgium</li> <li>• If a new government is elected, the resolution can be ignored</li> <li>• Government dismissed in 2018 (for 589 days the country was without a government)</li> <li>• Not all politicians played the "game"</li> </ul>	<ul style="list-style-type: none"> <li>• Could be a pathway to a new legislation after several attempts to define Fair Trade in law</li> <li>• COVID-19 seems to have stimulated local and domestic trade; as criteria in the resolution, this can help to reach the objectives and sensitize more people and towns and lead to a lot of local and domestic Fair Trade emerging</li> <li>• Strong media coverage of Fair Trade issues</li> <li>• A resolution with broad political support can encourage the adoption of a more ambitious Fair Trade campaign</li> <li>• Fair Trade Week is part of a more ambitious campaign</li> <li>• Important involvement of TDC</li> </ul>	<ul style="list-style-type: none"> <li>• Less engagement of towns in Wallonia than in Flanders</li> <li>• Fair Trade is related to the SDGs, but not to all of them</li> <li>• Fair Trade actors are divided because of the cultural peculiarities within Belgium</li> <li>• Fair Trade is not as fashionable</li> <li>• Little media coverage of the Resolution</li> </ul>

**Beyond  
Chocolate  
Initiative****STRENGTHS**

- Multi-stakeholder initiative: variety of actors eg, Antwerp Port, universities, civil society
- Integrated system
- Large geographical scope and ambitious vision
- Retailers involved
- New companies have joined and signed the Charter
- Media coverage
- SDGS, deforestation, child labour and living incomes are cornerstones of the initiative
- Goes further than other similar European initiatives
- Creates a common framework for the cocoa sector; knowledge sharing on good practices
- It can influence other initiatives that already exist such as SWISSCO and GISCO64, notably on the living income issue
- Pilot projects that can be upscaled
- A small but first important step
- Puts the spotlight again on the history of the fight against child slavery and human exploitation in the cocoa industry (Harkin and Engel Protocol)

**WEAKNESSES**

- Reporting and monitoring need to be improved (too slow and companies need to be more proactive and transparent)
- Lack of implementation
- Non-binding control mechanisms; the voluntary norms are very weak and industries don't know enough about the impact of improvements to living incomes
- Some African actors say the "sustainability" efforts of Northern countries in the cocoa chain are not sufficient and are too slow
- Only for cocoa sector, not for other resources needed (sugar, oil)
- Some companies involved are using non-sustainable palm oil (lack of coherence)
- Can become too complex
- Not known at all by public opinion
- A non-binding resolution can still be used as a communication tool

**OPPORTUNITIES**

- Living income could become mandatory in Belgian cocoa sector
- Credibility and legitimacy of the Fair Trade sector
- It could help Fair Trade to be recognized as a serious tool
- Some pilot projects directly related to Fair Trade
- Shows that Fair Trade is linked to sustainable development
- Involves retailers and new companies and a large part of the cocoa sector in fair and sustainable trade
- Inspiration for other sectors (eg, bananas, palm oil, coffee etc) = Beyond Food
- New markets, new companies, acculturation of organizations
- Fair Trade is taken into consideration more often
- Increased cooperation with non-Fair Trade actors

**THREATS**

- Risk of dilution of Fair Trade principles
- Competition with "self-labeling" sustainability initiatives
- Very important risk of green and fair-washing: contradiction between involvement of companies and the marketing benefit they derive from the initiative
- Fair Trade actors don't have enough information or international support to take the lead on the action

### 2.3.5 Recommendations and future perspectives

#### General recommendations

Belgium is an interesting country when it comes to the variety of the public policies in favour of Fair Trade. However, it appears that the Belgian Fair Trade Federation (BFTF) cannot receive subsidies from the Federal government as it is not recognized as an NGO. This situation is regrettable for the Belgian Fair Trade sector, which needs a representative platform at national level as in many other European countries. The BFTF should better represent all the Belgian actors. The Fair Trade movement in Belgium, which is already connected to sustainability initiatives, such as “Beyond Chocolate”, could establish links with the Belgian Federal Institute for Sustainable Development. Even if Fair Trade has a good image, it is not necessarily associated with sustainable development. Some actors put the lack of interest in Fair Trade initiatives down to a perception that it is outdated. Knowing this, Fair Trade needs to renew its image with a fresh campaign and communicate better on the initiatives and resolutions detailed on this case study. Concerning the legislation itself, some experts believe that the articles defining Fair Trade could be integrated into public policies on, for example, public procurement and international cooperation.

#### Make Belgium a Fair Trade Country

Fair Trade in Belgium would be “where it should be”<sup>65</sup> if the resolution on the issue was implemented on a national basis. Some provinces and communities have followed through and declared themselves to be Fair Trade<sup>66</sup> but there are many things that could be done at central level to make the resolution a reality. A formal inter-parliamentary group could be established and provided with funding and a secretariat. Each public institution involved in the Fair Trade Town or Region campaign could be required to designate one employee as Fair Trade focal point<sup>67</sup>. HRDD legislation should be enacted. A working group is currently looking at the issue and almost 50 Belgian companies have already signed a letter in favour of such legislation. Annual targets could be set for consumer spending on Fair Trade products and supermarkets could be required to increase the volume of Fair Trade products on shelves by a certain percentage every year. At least three new private and public partnerships/ initiatives should be set up based on the ‘Beyond Chocolate’ model. Perhaps a new Federal resolution is required with requirements such as those outlined above clearly stated.

#### “Beyond Chocolate” Initiative

It will be interesting to follow the “Beyond Chocolate” pilot projects, which are currently underway. The following recommendations are made. More funding from the Government and more pilot projects could be a very good way to encourage new initiatives and

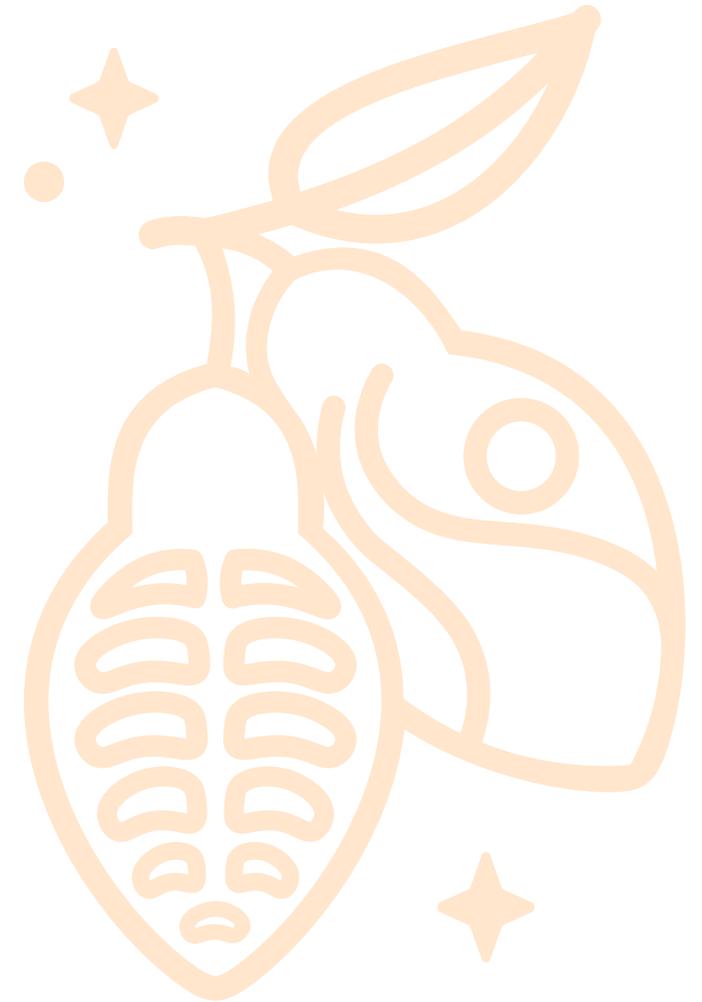
duplicate them. We noticed during our research that some companies simply did not have enough time for the initiative. Extra funding could allow companies to create internal jobs or traineeships. This might act as an incentive to take part in the initiative. Partnerships with schools or national agencies for unemployment could also be established. Sometimes, public interest is lacking even if the initiative has received good media coverage. A debate is required in order to find new ways to communicate and involve public opinion (e.g., a logo on the packaging of companies involved; an obligation to communicate once a year on the participants’ website). Maybe the discussion needs to delve deeper into, for example, Living Income process.

The self-certification of sustainability programmes that are not equivalent from one organization to another must be adjusted as it the main weakness of the initiative. This is important for Belgium and for others countries wishing to launch similar projects. Instead, it is proposed that certification could be done by an independent and serious labeling organization capable of identifying good and bad practices. Even if this voluntary initiative is interesting, we suggest that a regulation for the cocoa sector and other related sectors would be a step towards the objective of becoming a sustainable chocolate and cocoa country. It is recommended that the Fair Trade actors create a strong coalition to oblige cocoa companies to dedicate a percentage of their annual turnover

to Fair and Sustainable Trade and to imagine new criteria for a Beyond Chocolate Initiative+. And why not create a special award?

The aim appears to be to duplicate and extend the Initiative to other sectors. That is why it was suggested the Federal Government do it first. This will be possible following an independent evaluation of the progress made. Palm oil, soybeans, imported beef, coffee and maybe bananas are likely to be the next products targeted by the approach. As discussions on the subject continue with the Social Responsibility Group of the Interdepartmental Commission for Sustainable Development, it is strongly recommended that both Belgian and international Fair Trade actors keep an eye on the process and try to be involved from the beginning. With regard to international cooperation, we recommend EU members states to develop more partnerships with each other so that Fair Trade producers have access to more markets and become more autonomous.

Fair Trade is a growing and very dynamic market in Belgium, particularly within domestic trade and as a result of the impact of COVID-19 on consumers' consciences. Fair Trade actors are already working hard to create new alliances with several other actors, companies, and NGOs involved in environmental awareness. It can go further, especially with support from Shift, the leading centre of expertise on the UN guiding principles on business and human rights, and develop more consumer awareness through a campaign like Oxfam Fair Trade's remarkable "Bite to Fight". To conclude, Belgium can be a Fair Trade Country by 2025 but only if the Fair Trade movement and public policymakers take more concrete actions and help the movement to be better recognized.



## 2.4

### France

# Universalization of Fair Trade

#### 2.4.1 Introduction

France is a pioneer in the field of Fair Trade and is, historically, a Fair Trade country.<sup>68</sup> France was the first European country to define the concept of Fair Trade in law in 2005. In 2014, a law related to the Social and Solidarity Economy redefined the concept of Fair Trade. In the last decade, the expansion of Fair Trade in France has been remarkable. Multiple public policies have given structure to the sector and allowed it to expand. The French Fair Trade regulation is crucial: its definition is universal and it frames domestic Fair Trade. Fair Trade Turnover was €1.5 billion in 2020. Around €20 is spent each year per capita and domestic Fair Trade represents around one-third of the total French Fair Trade market. Recently, amendments to the law gave Fair Trade a new framework and it means claims can now be controlled. This paper will detail how the legal definition of Fair Trade evolved. It will also focus on international cooperation within ambitious international solidarity trade programmes.

#### 2.4.2 Public policies on Fair Trade – key elements and brief history

##### **Universalization of Fair Trade and pioneers in the definition**

In 2005, on behalf of the Minister for Small and Medium Enterprises, Trade, Handicrafts, Liberal Professions and Consumer Affairs, parliamentary member Antoine Herth developed a report on Fair Trade which integrated the concept into law for the first time in European and French history. Article 60 of Law n°2005-882, entitled “in favour of small and medium-sized enterprises”, begins with the following sentence: “Fair Trade is part of the national strategy for Sustainable Development.” It goes on: “Within the activities of trade, crafts and services, Fair Trade organizes trade in goods and services between developed countries and disadvantaged producers located in developing countries. Fair Trade aims to establish a long-lasting relationship with economic and social progress for these producers”. The third sentence of Article 60 mandates the creation of a special National Commission to set up common standards for Fair Trade goods.<sup>69</sup> What made this Parliamentary report so positive was that it was commissioned by the Minister and was not an initiative of the Fair Trade Movement. The introduction of Fair Trade in law was made possible by two main factors: public opinion was very much in favour of Fair Trade and it was popular at that

moment in the media. The stars were aligned because it also appears that the law was very much in keeping with the expectations of those involved within the Fair Trade sector. Fair Trade was perceived and practiced as a symbolic power to help Southern producers. At the time, there was little opposition to the new law. Some actors, such as Minga, were in favour of a universal vision of Fair Trade and decided to leave the French Fair Trade Platform.<sup>70</sup> It is also worth noting the strong culture of consumer interest organizations, which are very influential in France, which were indirectly responsible for the Government's desire to clarify the use of the Fair Trade term. Although the National Fair Trade Commission failed to set up common standards, French domestic Fair Trade was growing and the Solidarity and Social Economy was gathering momentum politically. When the law of 2005 was revised, understanding and recognition of the Fair Trade concept significantly changed. In 2014, a Solidarity and Social Economy Law was proposed and included (Article 94) a legal definition of Fair Trade with six core principles, which universalized the use of Fair Trade for all kind of exchanges. The six principles were as follows:

1. Fair trade is dedicated to economically disadvantaged producers or workers who are organized in democratic organizations.
2. There should be a long-term commitment between commercial partners. The minimum length of that commitment is three years.
3. Fair price paid by commercial partners is based on identified production costs and balanced trade negotiation.
4. Commercial partners should pay a complementary amount to support the collective projects that are dedicated to empowering the producers and their organizations (equivalent to the Fair Trade Premium).
5. All traders should commit to traceability and transparent information for consumers.
6. Those companies that publicly state that they adhere to Fair Trade must undertake actions to raise awareness and promote education about production and consumption methods that are sustainable from a social and environmental perspective.

Subsequently, the adoption of Decree n°2015-1157 in September 2015 relating to Fair Trade specified some additional elements regarding the contract and the price paid by the buyer.<sup>71</sup> The Decree also defined what is meant by an economic disadvantage.<sup>72</sup> As the demand from some Fair Trade actors to use Fair Trade domestically was high, the expectations around developing this market were important. The success factors relating to this new law were diverse: Commerce Equitable France, the French national platform for Fair Trade actors, was at the heart of the discussion and their professional and advocacy work was important. They took the lead and encouraged multiple discussions, working groups, workshops, audiences and meetings. Moreover, NGOs and companies were involved in drafting the legal proposal. The fact that Fair Trade was already defined in law and the existence of a National Commission really helped to redefine the concept of Fair Trade and increase the visibility of the National Action Plan for Fair Trade, which was launched in 2013.<sup>73</sup> Advocacy work with policymakers was made easier because of the progressive Government which was very much in favour of the Fair Trade sector. The diverse range of influential actors<sup>74</sup> led to the universal definition. There was significant media coverage concerning French Fair Trade and there was a very important need to extend the term beyond North-South relationships.

The final steps regarding this legislative process took place in 2019. The term “Fair” is more protected now thanks to the law and this is related to the growth and transformation of companies<sup>75</sup> using the word “fair” for marketing purposes<sup>76</sup>. Use of the term is now much more controlled: brands using “Fair Trade” or related terms have to conform to the principles defined in the 2014 law. Before, everyone could use the word “Equitable” (“fair” in French) to sell products and this contributed to the dilution of the general impact and credibility of true Fair Trade actors.

#### **International Cooperation: Equité Programme**

France has a long history of international cooperation. In the last decade, Fair Trade was identified as a priority issue by the Inter-ministerial Committee for International Cooperation and Development (CICID/2013), with the ambition to finance at least one fair trade programme per year. It was also identified as a tool of official development assistance within the framework of sectoral intervention (CIS) “food security in sub-Saharan Africa” 2013-2016. In the 2014 Law<sup>77</sup> on orientation and programming relating to development policy and international solidarity, Fair Trade was recognized as a tool for public involvement in development. In 2015, after three years of negotiations,<sup>78</sup> the French Development Agency<sup>79</sup> (AFD) launched the Equity programme, a €3.9 million programme for West Africa.<sup>80</sup> The first version of the Equity programme ended in 2019. It covered

five countries with five objectives: (1) support the structuring of producer organizations in the South and the sectors in which they operate through the development of Fair Trade; (2) strengthen the trade, governance and management capacities of Fair Trade cocoa cooperatives in Côte d'Ivoire; (3) Consolidate institutional Fair Trade ecosystems; (4) use Fair Trade as a lever to accelerate ecological transitions in production and processing methods that can lead to organic certification; (5) ensure the promotion of gender equality and the integration of young people into Fair Trade sectors. A consortium of Commerce Equitable France and the NGO Agronomists and Veterinarians without Borders (AVSF) are managing the project. In 2019, the Equity programme launched its second phase and its budget doubled. The CICID also renewed its support for Fair Trade and it is now included in different international development strategies.<sup>81</sup>

### **2.4.3 Policy implementation, evolution and evaluation**

#### **Law of 2005**

Two years after the adoption of the law, the Decree creating the National Fair Trade Commission (CNCE) was published.<sup>82</sup> and, a few years later, the working group in charge of establishing the CNCE finally reached agreement on a reference system. The CNCE formally began work in 2010. Its role was to

set up common standards for Fair Trade goods but it did not succeed in achieving this initial aim due to differences of opinion between the private and public stakeholders involved. Since then, several domestic and local Fair Trade initiatives have been developed and linked to Fair Trade. This is why the French Fair Trade Platform organized different meetings with the agricultural sector and farmers' groups to explore the possibility of applying Fair Trade principles to Northern relationships. The CNCE ended its work in 2015 without reaching the initial objective.

#### **Implementation of the National Fair Trade Action Plan and the law of 2014**

The First National Action Plan for Fair Trade was rolled out between 2013 and 2017. Allocated funding of €7 million, the plan was ambitious. Its objectives included a desire to reach the level of fair consumption of other European countries. It would do this by sharply increasing the proportion of Fair Trade products purchased by French citizens; by multiplying the number of producers in the South engaged in Fair Trade production, and by doubling the number of jobs in the Fair Trade sector in France within five years. The five axes and 14 action points of the plan were evaluated by Commerce Équitable France.

#### **Axis 1 – Strengthening the Fair Trade product offer:**

This aim was achieved. Fair Trade is one of the priority topics in international solidarity. It was

identified as a public support tool, notably for sub-Saharan African countries in the AFD programme. Thus led to the creation of the first Equity Programme, which supports the strengthening of local producers involved in Fair Trade in five West African countries.

**Axis 2 – Increasing demand:** Consumption of Fair Trade products increased by 121 percent between 2013 and 2016 and the market reached a value of €1 billion. The average annual per capita Fair Trade spend of French citizens more than doubled from €6.50 in 2013 to €14.15 in 2016. More than €700,000 was allocated to the French National Platform and the Fédération Artisans du Monde for an education and awareness-raising programme. Fair Trade Fortnight and the French Fair Trade Towns Campaign (Territoires de Commerce Équitable) were also supported (a symbolic subsidy of €40,000 in 2013). In the same axis, the Minister for Foreign Affairs also financed a practical guide on public procurement.

**Axis 3 – Strengthening the credibility of Fair Trade labels:** The 2014 Law on the Social and Solidarity Economy (promulgated on 31<sup>st</sup> July 2014) led to a clearer and very precise definition of Fair Trade. As explained before, Fair Trade became also domestic and the “Fair Trade Made in France” concept grew rapidly<sup>83</sup>. Even if some Fair Trade actors feared that the definition might dilute the principles, or lead to people forgetting about developing countries, none of this happened and

even the more skeptical actors were reassured. For some French actors, this law went further than the international definition of Fair Trade itself.<sup>84</sup> The growth of Fair Trade products, especially in supermarkets, seems to have been a direct consequence of the 2014 law, which was advocated for in the Plan and by Benoit Hamon and Pascal Canfin through their own personal commitment. A national Fair Trade charter was also drafted by Commerce Équitable France and its members in collaboration with the National Agricultural Organic Federation (FNAB). The new law created a new commission: the Trade Consultation Committee<sup>85</sup> (3C). This Commission worked from 2016 to 2019 with the same aim as the previous one: recognition of Fair Trade labels. It was not successful and recognition has still not been achieved.

**Axis 4 – Rebalancing value chains in favour of producers:** Funding was provided for multiple research studies on the following topics: pre-financing of Fair Trade orders and distribution of power in agro-food value chains.

**Axis 5 – Institutional support for Fair Trade organizations and principles:** Advocacy work at international level was done with the World Trade Organization, the European Union, the United Nations and others. In addition, some structural funds were allocated for Commerce Équitable France and the French Fair Trade Tourism Association (ATES).

The plan was an initiative of Pascal Canfin, Minister for Development and Benoit Hamon, Minister for the Social and Solidarity Economy and Consumption. Pascal Canfin<sup>86</sup> was one of the first journalists to draw public attention to the Ethiquable cooperative. He was also a member of Artisans du Monde Paris for some time. The plan concludes by stating the need for a second national Fair Trade plan. This never happened even though the Prime Minister had announced a new action plan to develop Fair Trade in a speech at the closure of the General Assembly of Food. The plan featured in the food policy paper, in the section “Ensure the balance of international relations: adopt a new action plan to develop fair trade.” The French National Platform had prepared a position paper on this matter.

#### **Law Pacte n°2019/486**

Finally, in 2019, the law relating to the growth and transformation of businesses was adopted. It specifies that use of the term “fair” is now reserved for products that are actually produced according to Fair Trade principles. This is a direct consequence of a significant amount of advocacy work and is a model for other countries willing to define Fair Trade in law and regulate use of the Fair Trade label. The main consequence of this law is that it provided an improved framework for Fair Trade actors and allowed them to combat false labelling and prevent “fairwashing”. Some companies have been forced to remove some Fair Trade claims.

A national survey by the General Directorate for Competition, Consumption and Fraud Control was carried out in 2019/2020 to check the validity of the claims used by professionals and businesses for Fair Trade products in the food and non-food sectors. The survey revealed irregularities in eight percent of the businesses visited.<sup>87</sup>

### **Equity Programmes 1 and 2**

The first Equity Programme had different ambitions and objectives. Calls to tender were issued and, if approved, a concept note was drafted for the project and technical assistance was provided by AVSF to develop the idea further. The project then came back to a selection committee and received a funding envelope of €80,000-€150,000. At the end of the first programme, an external audit was conducted and the budget was doubled for the second programme. The results of the programme were as follows. Five sectors were targeted: shea butter, cocoa, cashew nuts, mango, and crafts. A total of 19 cooperatives were certified in West Africa by different organizations. Commercial capacities improved. Fair Trade sales increased by 61 percent and the number of customers doubled. Two national platforms were created (in Ghana and Mali). According to AVSF, there were promising results combining poverty reduction and biodiversity protection. The NGO also noted a 300 percent increase in sales of certified organic and Fair Trade shea butter, fruit and cocoa in two years; a 50 percent reduction in the quantities of

firewood consumed by the processing units of the shea butter and cashew nut cooperatives, and a 39 percent increase in the incomes of Malian women producers. In 2019, a second Equity Programme was approved in order to accelerate the ecological and social transition in the same area of sub-Saharan Africa. AFD has decided to boost Fair Trade in West Africa by financing a second phase of the programme to the tune of €7.8 million over a period of four years in six countries.<sup>88</sup> The focus will be on agroforestry and cocoa cooperatives in Côte d'Ivoire; access to financing for cooperatives; the economic empowerment of women; the deployment of innovative technologies to strengthen product traceability and combat deforestation, and strengthening synergies between Fair Trade and organic agriculture.

## 2.4.4 SWOT analysis of the public policies on Fair Trade and their implementation

**Table 9: SWOT analysis of the public policies on Fair Trade and their implementation in France**

	STRENGTHS	WEAKNESSES	OPPORTUNITIES	THREATS
<b>Fair Trade Law of 2005</b>	<ul style="list-style-type: none"> <li>• French cultural habit to regulate was a chance for most of the actors</li> <li>• The Fair Trade movement did not ask for the law to be enacted but it was close to what the actors wanted at the time</li> <li>• Media coverage</li> </ul>	<ul style="list-style-type: none"> <li>• Fair Trade actors were not involved</li> <li>• Very ambiguous law, caused confusion</li> </ul>	<ul style="list-style-type: none"> <li>• Structuration of the Movement</li> <li>• Fair Trade mentioned by officials</li> <li>• Fair Trade is linked to the national Sustainable Development Strategy</li> </ul>	<ul style="list-style-type: none"> <li>• Led to tension and to the departure of one historical member of the Fair Trade movement</li> <li>• The failure of the National Fair Trade Commission (CNCE) was disappointing</li> <li>• French Fair Trade National Commission did not achieve its objective but cost a lot of effort, time, energy</li> </ul>
<b>National Action Plan of 2013</b>	<ul style="list-style-type: none"> <li>• Minister very much in favour of Fair Trade</li> <li>• Multiple objectives and dimensions, a real strategy</li> <li>• Needed a lot of monitoring</li> <li>• Wide range of actions</li> </ul>	<ul style="list-style-type: none"> <li>• More funds could have been provided</li> </ul>	<ul style="list-style-type: none"> <li>• Growth of new Fair Trade markets</li> <li>• A lot of media focus and coverage</li> <li>• Reorganization of the whole movement</li> <li>• "Game changer" contributing to major development of Fair Trade</li> <li>• Easy to evaluate</li> </ul>	<ul style="list-style-type: none"> <li>• Second National Plan never materialized Proved that a National Strategy is better than an Action Plan</li> </ul>

**Fair Trade  
definition ESS  
Law of 2014**
**STRENGTHS**

- Universalization of the concept is great
- The ESS Law was really in favour of the Social and Solidarity Economy and helped to democratize the term
- Strong public policy and support from officials
- Long history of Social and Solidarity Economy in France
- Media coverage on new channels: agribusiness, etc
- New markets
- Renewed interest in the Social and Solidarity Economy and Fair Trade

**WEAKNESSES**

- Labels were not compulsory
- Lack of control and difficulties to control

**OPPORTUNITIES**

- Legislative vehicle that can accommodate new steps and amendments
- Six very important principles defined Fair Trade
- More ambitious principles than the international Fair Trade definition
- Better visibility of Fair Trade
- New sectoral dynamism
- New members: enhance the structure of the sector
- Domestic Fair Trade is finally made possible and framed
- Multiple direct impacts

**THREATS**

- Fairwashing and misuse of the term Fair Trade
- Anyone could claim use of the word "Fair"
- Risk of diluting understanding of the concept/term
- The new commission didn't achieve its goal of recognition of the labels

**Fair Trade  
amendment in  
Law Pacte 2019**
**STRENGTHS**

- Fair Trade labels and claims are now controlled; national inquiry is completed and a lot of products have been checked
- Enhanced new controls by the DGCCRF Even if controls on claims and products can take a huge amount of time, the DGCCRF is trying to speed up the process
- New markets and new media coverage for example, by farming media

**WEAKNESSES**

- Labels are not compulsory but companies and organizations should conform to the principles defined by the law of 2014
- More human resources are needed for monitoring
- Lack of knowledge about Fair Trade on the part of some emerging actors and businesses Lack of understanding about Fair Trade and ignorance about labeling by retailers and companies

**OPPORTUNITIES**

- Fair Trade is more understandable: clarify the definition of 2014
- Unite Fair Trade actors in the fight against fairwashing
- Professionalization of the sector
- Guarantees that systems will be strengthened
- Multiple advocacy work: know-how is strongly reinforced

**THREATS**

- Misuse of the term could have been tackled sooner – wasted time and energy and loss of credibility for the sector
- Risk of a "cold-war" between labels
- Mass balance and segregated Fair Trade (for ingredients) is a new challenge within this law; some actors are against the use of a label just for one ingredient
- Multiplication of labels

**Equité  
Programme and  
International  
Development**
**STRENGTHS**

- Important financing
- National strategy for International Cooperation
- Unique programme
- Programme renewed, a lot of impacts
- Support of AFD allows innovation
- Very relevant because of the joint project management (AVSF and Commerce Equitable France)
- Successful evaluation led to a new budget
- Monitoring to be improved between Equity 1 and Equity 2
- Direct finance for Fair Trade cooperatives
- Direct support for Fair Trade labels in West Africa and Fair Trade National Platforms

**WEAKNESSES**

- Lack of media coverage although communication tools exist
- Should be extended to other area (Asia, Latin America)
- Incoherence between French Foreign Trade and the International Development
- Not enough innovation carried out by producer organizations and lack of focus on advocacy work (cocoa regulation, regulation of imported wood, due diligence, etc)

**OPPORTUNITIES**

- Credibility of Fair Trade; shows that it is a real solution
- Supports Fair Trade producers and partners of French Fair Trade companies and organizations
- New programme with double the budget
- Preservation of biodiversity; strengthen the association between Fair Trade and the UN's SDGs

**THREATS**

- Some actors do not link the environment and Fair Trade
- Took time to begun
- Scale-up projects needed
- Communication with the African countries involved wasn't sufficient
- Focus was mainly on food

**Fair Trade  
in France****STRENGTHS**

- Youth more and more involved in climate topics
- Public awareness of related Fair Trade topics (-domestic, short circuit, etc)
- UTP and HRDD on the agenda; UTP already transposed into national law
- French "democratic appetite"
- Civil society is very strong

**WEAKNESSES**

- Economic, social and COVID-19 crisis
- Not a political moment; election is not until 2022
- Government is not interested in Fair Trade
- Multiple public policies; Fair Trade is invisible
- Decrease in the number of associations
- Aging of volunteers in general
- Slow and complex workflow of the government administration
- Consumer-oriented country
- Complexity of standardization and normalization process

**OPPORTUNITIES**

- Fair Trade is empowered by the laws and the recognition of it by the AFD; improves its credibility
- Huge advocacy work done by and experience of Commerce Equitable France
- COVID-19 led to more domestic trade
- New media coverage thanks to domestic Fair Trade; could help to put the spotlight on North-South Fair Trade / new synergies between South-North actors
- A lot of dialogue between Fair Trade actors and also with environmental actors
- French Fair Trade actors are very innovative, especially on education
- Unity of Fair Trade actors; they agree on public recognition of labels

**THREATS**

- Tensions between actors especially on North-North Fair Trade
- Stop and go attitude of Government since 2005 is exhausting
- Old networks are in decline
- Fair Trade not a national public policy and not a national strategy
- Divided among multiple ministries
- Fair Trade is sometime outdated
- Fair Trade Towns Campaign is not working; lack of interest from politicians

## 2.4.5 Recommendations and future perspectives

### Windows of opportunity

Fair Trade actors are still waiting for public recognition of labels. Unlike a lot of other countries, culturally the French Fair Trade sector is very much in favour of it and finalizing this process is very important for the movement. The uptake of Fair Trade by the public authorities is still not sufficient but there is a window of opportunity in 2021 and, following the Citizen Climate Convention of 2019, a law is expected to be enacted.<sup>89</sup> The proposed legislation contains an article related to Fair Trade, which would make the use of Fair Trade labels compulsory. This would help with the recognition of the brand. Fair Trade advocacy and a more visible united front from Fair Trade actors are huge factors in the movement's future success. Advocacy efforts must continue and the government must support the legal article related to Fair Trade. To clarify the use of labels, we recommend the creation of a new working group to look at public recognition of Fair Trade branding. This could help identify them, demonstrate the union between the actors and bring all the serious labels together into a clear category. Doing this could help to end the tensions between some organizations.

### International Solidarity

- For International Cooperation, a new programming law "relating to inclusive development and the fight against global inequalities" is in the pipeline and will replace the 2014 law on "international orientation and programming on development policy and international solidarity"<sup>90</sup>. It seems that Fair Trade will be mentioned like in the new law as it was in 2014. The holding of an internal Fair Trade workshop has been suggested as has starting discussions with the law's rapporteur as soon as possible.
- It is recommended that AFD uses Fair Trade as a tool and integrates it transversally in every possible action or programme.
- To help with sectoral identification, it is recommended that the government and AFD look at the idea of setting up an "Equity Trade Centre" within AFD. This would also promote the idea of a new Equity Programme for Africa, the Caribbean, the Mediterranean as well as other parts of the world. It is also recommended that the AFD use existing awareness of the Equity Program as a part of the Agency itself and model itself on the Belgian Trade for Development Centre (TDC). Such a centre could also create a bridge between fair and sustainable trade. We could even envisage a close partnership between it and the TDC.

- We would encourage French officials and the chocolate sector to initiate a project similar to Belgium's "Beyond Chocolate Initiative" or Switzerland's SWISSCO. The FRISCO<sup>91</sup> initiative is still awaited. It is also suggested to consider similar initiatives with other imported food sectors, domestic sectors and possibly non-food sectors.

### Future Advocacy

Bearing the following factors in mind, it is recommended that Fair Trade becomes a national public policy strategy:

1. Fair Trade is at the heart of the SDGs, which are very well recognized in France.
2. Fair Trade is already mentioned in a number of laws; its definition and principles are clear and the movement is structured.
3. Control bodies exist but need more support.
4. Domestic Fair Trade is growing very rapidly and reflects consumer interest in producers. This could be a real game changer for Fair Trade.

To enhance this national public policy it is recommended that national bodies follow up on the suggestion of drafting a second national Fair Trade plan. To do this, they could take inspiration from the specific position paper of Commerce Equitable members and capitalize on the success of the first national plan. For years, Fair Trade has

been moved from one department to another. A national strategy could allow Fair Trade to have one supervisory Ministry, such as the Trade Ministry. This would allow for better implementation and monitoring of the applicable laws. It is also recommended that the DGCCRF continues its evaluation at least every two years and to involve multiple actors in that process, including media and consumers organizations.

With regard to public procurement, it would be good to find a way to integrate quantifiable objectives for Fair Trade product sectors in public procurement and collective catering. A new voluntary charter could be introduced for collective catering syndicates to encourage the sector. Last but not least, it is recommended that environmental criteria be included in any future Fair Trade amendment to the law.

### **French Observatory or FairLab**

To facilitate the monitoring and evaluation work, we proposed creating a French Fair Trade Observatory or a Laboratory of Fair Trade Innovations. To discuss the topic, it is suggested that French stakeholders organize a debate or a national conference on the issue involving as many actors as possible. This could be done under the patronage of Commerce Equitable France and it could become a regular event at which ideas such as a special Fair Trade tax, recognition of the labels, different laws, or new implementation methods

could be discussed. This Observatory could be the perfect vehicle in which to carry out evaluations, exploratory studies, impact studies and let new narratives emerge. Some French actors, such as the BASIC office<sup>92</sup> or the Fairness network could be real assets for this action.

### **Communications and Campaigns**

- In order to help reinforce the image of Fair Trade and continue to unify the sector, it is suggested that new public events, such as “*Fair Pride*”<sup>93</sup> (abandoned after the third festival) or the “*Alter Eco Festival*” be organized as soon as the COVID-19 crisis is over. Arts and culture can be a very good way to influence both the public and political leaders in France. A specific event looking at Fair Trade’s long history in France could be one way of engaging people
- Fair Trade stakeholders should give more support to the Fair Trade Towns campaign to develop new local partnerships, especially in small towns and villages. We encourage the Fair Trade Towns campaign in France to design a new label in order to help territories and municipalities to take small steps forward. We believe there could be a specific award for domestic Fair Trade which could encourage more joint North-South products. Alliances could be formed with other similar movements, such as Transition Towns, to scale up the idea.

- To better inform consumers and help new domestic Fair Trade producers and retailers, we suggest setting up a specialized Fair Trade media platform and centre. This organization could be developed in partnership with journalism schools and the existing network of environmental journalists and supported by Fair Trade schools and universities. We would also recommend producing a practical guide for journalists to help them understand Fair Trade better. The topic of Fair Trade could also be included more official scholarship programmes.
- To encourage the national Fair Trade platform, Commerce Equitable France, to develop professional training for government officials and civil servants and new members of the domestic Fair Trade sector on the basics of Fair Trade.

## 2.5

### Italy

# Fair Trade Public Procurement

#### 2.5.1 Introduction

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In Italy, there have been some very interesting public policy developments on Fair Trade at national and regional level that have a lot of potential to enhance the uptake of Fair Trade. A legislative process on a Fair Trade law is ongoing. Public policy on international cooperation makes direct reference to Fair Trade organizations. Regional laws and public policies in some regions directly support and effectively promote Fair Trade.

Italy is the only country in Europe<sup>94</sup> that has included Fair Trade criteria as a mandatory (instead of voluntary) requirement in public tenders – for some food products like chocolate and bananas. This is why the following chapter will focus on the public procurement law in Italy and will assess if and how other public policies interlink with the law or may have supported its establishment.

#### 2.5.2 Public policies on Fair Trade – key elements and brief history

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A legislative process on a Fair Trade law began in early 2006. After a decade of political ups and downs, the proposed law was approved in one chamber of the Italian parliament. Due to the change of government in 2016, it failed to be approved in the second chamber.<sup>95</sup> A renewed legislative process began again in 2017 and continued until 2019. Stakeholders in Italian Fair Trade have submitted their suggested amendments to the 2016 draft law. At the moment, there are no further developments on the Fair Trade law due to political changes.

A public policy on international cooperation was adopted in 2014. This was the first time Fair Trade had been explicitly mentioned as a way to implement successful international development cooperation. As a result of it, Fair Trade organizations are now eligible to receive development cooperation funding (Art. 26).

In recent years several regions in Italy have adopted regional laws and public policies that directly support Fair Trade. Most of the public policies, which have been implemented to varying degrees, focus on the provision of funds for activities in schools and regional Fair Trade fairs.

### Public procurement law

The legislative process on public procurement at national level began in 2008. A decree of the 11<sup>th</sup> April 2008 from the Ministry of the Environment approved an action plan for environmentally sustainable consumption practices within the public administration. Accordingly, the Environment Ministry had to draw up minimum environmental criteria (CAMs<sup>96</sup>) for 17 sectors<sup>97</sup> and ensure their implementation on a voluntary basis in all public tenders (national and local).

In 2011, the new CAM on food and canteens was approved. Fairtrade Italy<sup>98</sup> and Equo Garantito<sup>99</sup> were part of the working group that defined Fair Trade for this CAM. Fair Trade criteria were included in the public tender for the first time, but only as a voluntary best practice. That means that companies can get additional points for their offer if they comply with Fair Trade standards during the awarding process. Companies are invited to list Fair Trade criteria in their proposal but they are not obliged to actually adhere to them. There is still a high chance that the most economical offer gets the bid as most points are given to the cost aspect. At that time, Fair Trade standards were not included as a core requirement either in the technical specifications for the product or in the contract performance conditions.<sup>100</sup>

Just one year later, 12 percent of the contracting authorities in the whole country were applying the minimum environmental criteria (CAM) for food

and canteens in the calls for tender.<sup>101</sup> More than half of them have asked for Fair Trade (especially canteens in schools) on a voluntary basis. Their focus was Fair Trade bananas. Fair Trade was one of the most applied criteria from the list of minimum environmental criteria for food and catering.

In 2014, the EU Directive on public procurement was adopted. National governments in the European Union were obliged to transpose it at national level. This opened up an opportunity for a revision of the public procurement law and the minimum environmental criteria (CAMs) in Italy. After two years, the Ministry of the Environment issued a reviewed public procurement law that prescribes all CAMs as mandatory for all contracting authorities in Italy. In 2017, a multi-stakeholder working group on the revision of the CAM for food and catering was launched and the Fair Trade movement was invited to participate. In April 2020, a ministerial decree on the adoption of minimum environmental criteria (CAM) for the "collective catering service and the supply of foodstuffs" sector (in this text termed as "food and catering") was published by the Ministry of the Environment. This CAM included Fair Trade criteria as a mandatory part of the core requirements (technical specifications and contract performance conditions).<sup>102</sup>

It recognizes Fair Trade as part of a certification scheme or a multi-stakeholder initiative such as the Fairtrade Labeling Organization, the World Fair Trade Organization or equivalent.

The Fair Trade criteria are mandatory for the following contracting authorities and product groups with some differences between them as follows:

- Schools, welfare structures, detention facilities: bananas and pineapples must be organic or Fair Trade and chocolate must be Fair Trade.
- Universities, public offices, military canteens: bananas, pineapples, cane sugar (raw), cocoa, coffee, tea must be organic and/or Fair Trade.
- Hospitals: bananas and pineapples must be organic or Fair Trade.

### Success factors and challenges of the public procurement law

One of the key success factors that led to the inclusion of the Fair Trade criteria in the food and catering CAM was the political will of the key lead official in one department within the Ministry of the Environment and other interested and committed officials. The transposition process of the 2014 EU Directive on Public Procurement opened up a window of opportunity to begin a revision process of the CAMs. All CAMs were made mandatory and consequently Fair Trade became part of the mandatory procedure for the CAM on food and catering. Fair Trade in Italy is increasingly recognized by consumers and institutions as well as by civil society actors. It is continuously growing and both sales and the presence of Fair Trade products in supermarkets and shops have been

increasing since 2008. In 2017, when the working group on the food and catering CAM started, Fair Trade bananas, chocolate and sugar, which are the most frequently purchased products in canteens,<sup>103</sup> and many more products were available on the market in the volumes required. As a result, it was easy to assuage some of the ministry's concerns.

Other governmental concerns were more challenging and hindered the inclusion of some Fair Trade products, such as sugar, as mandatory<sup>104</sup>. These included the higher price and extra cost associated with Fair Trade products as well as worries about markets being distorted due to lack of competition.<sup>105</sup>

With regard to other existing public policies, neither the regional laws nor the law on international cooperation or the Fair Trade legislative process have had any positive or negative influence on the development of the public procurement law. All public policies were issued independently by different ministries and had a different legislative life cycle.

### 2.5.3 Policy implementation, evolution and evaluation

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The ministerial decree for the adoption of minimum environmental criteria (CAM) for food and canteens, which includes Fair Trade criteria as a mandatory part of the core requirements, was published in

April 2020. Due to COVID-19, most public authorities are just extending existing contracts for the moment. No tenders applying the Fair Trade criteria have started yet so implementation of the public procurement law has not yet begun.

### 2.5.4 SWOT analysis of the public policies on Fair Trade and their implementation

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One major strength of the public procurement law in Italy is that it also presents an opportunity at the same time, and that is that Fair Trade criteria are mandatory for the food and catering sector and are included as part of the core requirements of the tender processes. Fairtrade and WFTO labels are given as a reference for compliance with the Fair Trade criteria.<sup>106</sup> Fair Trade criteria are applicable to all public entities at national and local level. The above-mentioned factors offer a very good base for further legislative processes on other CAMs, for example, the currently ongoing process on the CAM on vending machines that covers coffee as a main product group. Unfortunately, Fair Trade actors have not been invited to participate in this working group to date. A major threat to the legislative process in Italy is the lack of transparency on how decisions are taken and on the procedure for involving other actors in the consultation processes. A main weakness of the public procurement law is that Fair Trade

criteria apply only to food and catering and do not refer to other products like footballs, textiles or any of the other 16 sectors. Another weak point is that contracting authorities are not obliged to choose Fair Trade criteria for all food products described. They can choose between Fair Trade or organic and still meet the mandatory criteria.

**Table 10: SWOT Analysis of the public procurement law and its concrete implementation in Italy**

STRENGTHS	WEAKNESSES	OPPORTUNITIES	THREATS
<ul style="list-style-type: none"> <li>• Fair Trade criteria are mandatory for the "food and catering" sector and are included in the core requirements of the tender process (technical specifications and contract performance clauses)</li> <li>• Fair Trade criteria cover all public entities at national and local level</li> <li>• The 2020 Decree offers a very good base for further legislative processes</li> <li>• Fairtrade and WFTO labels are given as a reference in the 2020 Decree</li> </ul>	<ul style="list-style-type: none"> <li>• Fair Trade criteria apply only to food and catering and do not refer to other products, such as textiles for instance</li> <li>• In some cases, contracting authorities can choose between Fair Trade or organic as mandatory criteria</li> <li>• No practical experience with equivalent certification schemes</li> <li>• There is no verification mechanism regulated by law to ensure that local authorities are applying the Fair Trade criteria</li> <li>• No tenders completed yet using the new CAMs with Fair Trade criteria</li> <li>• Fair Trade actors have not been invited onto the working group on the CAM for vending machines (sugar and coffee)</li> </ul>	<ul style="list-style-type: none"> <li>• Key people in the Ministry of the Environment are interested and committed</li> <li>• The Ministry of the Environment knows the international Fair Trade criteria well</li> <li>• Strong, active and united Fair Trade movement; participation in some working groups</li> <li>• Through the Fair Trade Towns campaign, public authorities that are already aware, informed and interested can be approached directly</li> <li>• Green public procurement network of local authorities with Fair Trade Italy part of the initiative can support the dissemination of information on Fair Trade</li> <li>• Availability of Fair Trade products and companies that comply with Fair Trade standards can motivate others</li> <li>• National law on Fair Trade might open up a process of defining Fair Trade that can support the further development of Fair Trade standards in public procurement law</li> </ul>	<ul style="list-style-type: none"> <li>• Lack of knowledge and awareness about Fair Trade among contract authorities at national and local level</li> <li>• Insecurity among public authorities regarding the concrete implementation of the law</li> <li>• Procurement structures in Italy are decentralized</li> <li>• Change of ministerial officials may lead to a loss of contact with key government representatives, making the consultation process more challenging</li> <li>• Lack of transparency in legislative processes and participatory decisions made for working groups and consultation processes</li> <li>• COVID-19 has led to reorganization of personnel and financial capacities and a shift in priorities</li> <li>• Change of government may lead to shift of priorities and no further work on or implementation of the public procurement law</li> </ul>

One key strength during the whole legislative process on public procurement, as well as on other legislation, is that the Fair Trade actors appear to be of one mind. The Fair Trade organizations are viewed by the ministries as being a united movement with a strong voice whose responsibilities and contact persons are clear and transparent. Another key strength is that the key and lead people in the Ministry of the Environment are aware of the importance of including Fair Trade criteria in the public tendering process. The lack of knowledge and awareness about Fair Trade among the contracting authorities, and especially the uncertainty about legal issues, might be possible threats to the further implementation of the public procurement law (see Table 6).

Some local authorities implemented the Fair Trade criteria before they were mandatory. The Fair Trade movement has been asking contracting authorities for many years to voluntarily apply Fair Trade standards in their public procurement process through personal contacts or within the scope of the Fair Trade Towns campaign. Equo Garantito and Fairtrade Italy jointly relaunched the Fair Trade Towns campaign in 2018. It presents a huge opportunity to directly approach already aware, informed and interested public authorities about implementing the Fair Trade criteria in public calls for tender. Furthermore, having a very wide range of Fair Trade products also helps motivate local authorities to start the process with some products.

## 2.5.5 Recommendations and future perspectives

Taking the SWOT analysis on the public procurement law into account, the 2020 ministerial decree has great potential to enhance the future legislative process. Four key next steps were identified to achieve the effective mandatory integration of Fair Trade criteria into the tender procedures:

- Make the Fair Trade criteria mandatory for all food products in the food and catering CAM for all institutions mentioned in the 2020 Decree.
- Include Fair Trade criteria in the other 16 CAMs, starting with the CAM on vending machines (this process is already underway).
- Include a verification mechanism in the public procurement law (e.g., a control body) that ensures and controls the application of Fair Trade criteria by local authorities through random checks.
- Develop a legal definition of Fair Trade in Italy in order to help public authorities distinguish between certification schemes and other means of proof and to ensure that the products are really meeting the Fair Trade criteria.

Given the fact that the future inclusion of Fair Trade criteria as mandatory very much depends on the political will and commitment of key stakeholders in the Ministry of the Environment, it is likely to

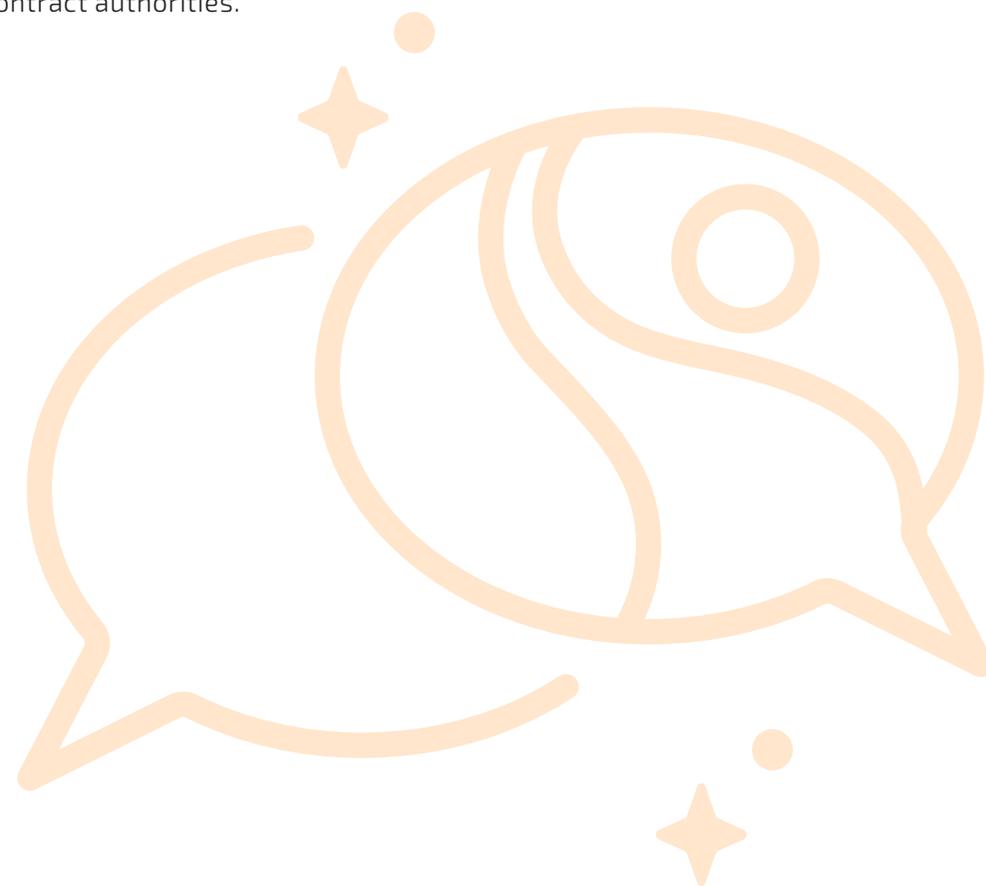
take several years to achieve this goal. There are still a lot of constraints that have to be continuously addressed, such as higher costs. Even if Fair Trade products do not incur additional costs compared to other sustainability schemes, the public authorities still tend to compare Fair Trade products with conventional products that may be less expensive, because they do not internalize the external costs as Fair Trade products do.

The major challenges regarding the implementation of the current regulation are the lack of knowledge and awareness about Fair Trade among contract authorities at national and local level, as well as doubts regarding the concrete implementation of the law by them. The following actions can be taken to address this issue:

- Develop information and awareness-raising materials, including arguments in favour of the implementation of Fair Trade criteria in the public tendering process, especially on the impact of public procurement for small-scale producers and the role and responsibility of the state.
- Develop a practical guide for public procurers that explains all the steps in the public tendering process and the opportunities that exist to include Fair Trade criteria in it.
- Disseminate information materials through the association of local authorities in order to reach out to as many public authorities as possible.

- Launch an online platform developed by a multi-stakeholder initiative (government, private sector, Fair Trade actors and civil society) that compares and explains private standards and certification schemes on Fair Trade in order to offer an overview, orientation and practical support for local authorities.
- Accompany support materials and digital information for public procurers through awareness-raising and sensitization activities with:
  - contract authorities that have already applied Fair Trade criteria in their tenders voluntarily:
    - 1) refer to their knowledge and awareness;
    - 2) inform them about the new option of applying Fair Trade as mandatory criteria;
    - 3) invite them as peers to motivate other local authorities.
  - contract authorities at local and national level, offer peer-to-peer workshops with already experienced contracting authorities.
- Start and follow through on pilot tenders with interested local authorities to encourage them, assuage doubts and allow them to gain experience.
- Include trainings on Fair Trade and the inclusion of Fair Trade criteria in the public tendering process in the academies and educational institutes for local authorities.

In order to efficiently implement Fair Trade criteria in the public tendering process, a joint effort is required from Fair Trade actors and the Italian state itself. The direct work and support of public authorities at local level is crucial. The Fair Trade Towns campaign, jointly relaunched by Equo Garantito and Fairtrade Italy in 2018, as well as their contacts with schools and universities, can also support more outreach with contract authorities.



## 2.6

### EU

# Trade for All, Fair for Whom?

### 2.6.1 Introduction

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The European Union (EU) takes a mixed approach in its public policies, especially its external ones, when it comes to the promotion of Fair Trade, the social and solidarity economy, cooperatives, inclusive business models and Fair Trade are the most defined terms in this context. Since the 1980s, a contradictory relationship between free and fair trade in both the communications and actions of the EU can be observed. "Fair" is often used and understood by the European Commission (EC) to mean free trade as in "no-dumping trade" or what is called "free and fair trade paradox" by some researchers.

There has been a lot of EU legislation, as well as several programmes, in recent years that fall into the four categories being examined in this research that are relevant to Fair Trade. Some of this legislation has had direct implications for national laws within the EU as countries transposed some of the directives into their own laws (e.g., EU Directives on Public Procurement and Unfair Trading Practices). The EU has a soft "hands-off" approach to Fair Trade. Several of the policy documents refer to Fair Trade but on a very superficial and voluntary level. The EU has tried to combine its neoliberal trade orientation with several initiatives to address certain negative consequences of trade, for example through the following: 1) the chapters on "trade and

sustainable development" (TSD) in bilateral trade agreements;<sup>107</sup> 2) the recent Trade for All strategy; 3) several initiatives addressing issues concerning human rights or sustainable development (in a specific supply chain like timber, garments or conflict minerals), and 4) continuing the promotion of Fair Trade. The following section concentrates on public policies that explicitly mention Fair Trade and focuses on the EC Communication of 2009 that addresses Fair Trade as well as the Trade for All strategy of 2015.

### 2.6.2 Public policies on Fair Trade – key elements and brief history

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Since the EU's creation, trade and aid topics have always been on the agenda, with the focus shifting from an orientation on development in the first decades to a clear orientation on neoliberal free trade policy since the 1980s, for example through the EU's engagement in the Economic Partnership Agreements (EPAs).

The European Parliament (EP) has engaged in discussions with the Fair Trade movement since the early 1990s. Between 1991 and 2005, several resolutions were passed covering pertinent Fair Trade themes, such as structural imbalances and suggestions concerning certification. In 1995, 1999 and 2009, the Commission launched rather

descriptive communications elaborating on the concept of Fair Trade and adopting the Fair Trade movement's definition.<sup>108</sup> Historically, it was the 2006 Parliament resolution that gave the push for the significant EC Communication of 2009.<sup>109</sup> In its Communication of 2009 "Contributing to sustainable development: the role of Fair Trade and non-governmental trade-related sustainability assurance schemes", the EC recognized the definition of Fair Trade as defined by the Charter of Fair Trade principles and mentions the criteria of Fair Trade.<sup>110</sup>

Since 2008, many EU member states have included Fair Trade criteria in public tenders and the European Court of Justice has published a number of rulings in favour of this approach<sup>111</sup>. These public procurement dynamics have led to clearer provisions on social and Fair Trade criteria in the latest EU Directive on Public Procurement of 2014. For example, Article 43 of the directive on the use of labels and "equivalent labels" introduces the possibility in a call of bids to "require a specific label as means of proof that the works, services or supplies correspond to the required characteristics" – provided that certain conditions are respected.<sup>112</sup>

For the first time ever in the history of the EU Fair Trade was mentioned in the main EU trade strategy of 2015. This was an unexpected development due to the neoliberal orientation of the EU at the time. Indeed, the EU traditionally strongly supports and acts in the interest of big enterprises and the business sector. The EU's Trade for All strategy emphasizes

the need for a value-based trade policy. It refers to the promotion of sustainable development, human rights and good governance through trade. The strategy suggests several instruments to achieve this objective. It includes a section on fair and ethical trade schemes,<sup>113</sup> recognizing that the Commission has a role to play in facilitating information and in raising awareness on both the supply and the demand sides. It can be seen as a kind of operationalization of the EC Communication of 2009 specifying some concrete actions.

In 2017, the EU and its Member States agreed on a new European Consensus on Development, a shared vision and framework for action in development cooperation. The policy framework states that "development cooperation will help to reinforce the inclusion and implementation of trade and sustainable development chapters (TSD) in trade agreements; increased preferential access for vulnerable countries to the EU market; support for fair and ethical trade and to further develop policies to ensure responsible management of supply chains".

### **Success factors and challenges of the Trade for All strategy**

Five main success factors led to the inclusion of a section on Fair Trade in the Trade for All strategy.

1. The existence of the EC Communication of 2009 served as the basis for further legislation. Ethical and Fair Trade was a personal priority of then Trade Commissioner Cecilia Malmström.<sup>114</sup>

2. Another enabling factor was the strong support of the Fair Trade working group of the EP.
3. Two very active and dedicated members of the working group (Linda McAvan and Bernd Lange) were also the chairs of two of the most relevant European Parliament committees: development and international trade.
4. At the same time, a window of opportunity opened up with the launch of the International Agenda for Sustainable Development in 2015. This trade policy aimed to reflect the different values of the EU and included responsible business, solidarity, etc.
5. Finally, the EC adopted some of the proposals made by the Fair Trade movement through the Fair Trade Advocacy Office precisely because they were very concrete, practically-oriented and applicable recommendations. Some of those recommendations aimed to transfer already existing practices into policy and were based on real examples from EU member states, such as the successful Fair Trade City Award in Germany. This gave more confidence to the EC to launch its own Fair and Ethical Trade City Award.

The main challenges were that some officials in the EC did not want to take explicit action on Fair Trade. They were concerned that the EC would be perceived as discriminating against other certification schemes. With the initial discussions taking place in English, the concept of Fair Trade

was also misunderstood as being the Fairtrade label itself. Later on, this misunderstanding was clarified thanks to the work of the Fair Trade Advocacy Office representative in Brussels. Nevertheless, there is still confusion at EU level between Fair Trade as a concept defined in the International Fair Trade charter and the Fairtrade label.

### 2.6.3 Policy implementation, evolution and evaluation

In Section 4.2.4. "Promoting fair and ethical trade schemes" of the EU's Trade for All strategy the EC planned various measures to address EU consumer demands, and also contribute to developing more sustainable trade opportunities for small-scale producers in the South.

The following activities were planned by the Commission and the analysis of the current state of implementation is described directly below each activity.

1. *Use the existing structure for the implementation of Free Trade Agreements (FTAs) to promote fair trade and other sustainability assurance schemes, like the EU organic scheme.*

Usually, the trade and sustainable development chapters (TSD) of bilateral FTAs include a reference to fair and ethical trade schemes. Nevertheless,

the TSDs are very weakly implemented and not enforceable. Up until now, there has been no practical mechanism to put pressure on the EU and its trading partners to implement them. Intensive advocacy work by the FTAO has resulted in the governments of Peru, Colombia and Ecuador<sup>115</sup> putting Fair Trade on the agenda at bilateral meetings between the governments that oversee the FTAs. It was expected that the EC would take action, motivated by the governments of the trading partners, and this was achieved only very recently in November 2020. This example shows clearly that the TSDs do not apply to Fair Trade projects automatically and the relevance of the advocacy work with EU partners.

2. *Address fair and ethical trade more systematically in the upcoming review of the EU Aid for Trade strategy and report on fair trade-related projects as part of its annual Aid for Trade report.*

In its Communication of 2017 on a new Aid for Trade strategy, the Commission did mention the promotion of fair and ethical trade business practices as a strong contribution towards Agenda 2030. Since 2017, the annual report of the updated EU Aid for Trade strategy includes a section on those fair and ethical trade projects that were supported financially by EU delegations and EU member states. The report gives a good overview of the current situation and the progress of of project implementation on cross-cutting themes like decent work, responsible

business conduct, fair and ethical trade.

3. *Promote through the EU delegations and in cooperation with the High Representative, fair and ethical trade schemes to small producers in third countries, building on existing best practice initiatives.*

Various Fair Trade projects have been supported by EU delegations in recent years. The Chair of the EP's International Trade Committee, Bernd Lange, who has organized three annual meetings with EU Ambassadors, pushed for some of them. A very good example of alternative sources of funding is the case of Brazil, where funding for the promotion of Fair Trade schemes came from the economic diplomacy budget of the EU through the foreign partnership instrument.<sup>116</sup> Furthermore, the EC Directorate General for Trade (DG Trade) announced in 2016 that it would create an online platform to exchange good practices – a promise yet to be delivered.

4. *Step up support to work in international fora, such as the International Trade Centre (ITC), to gather market data in relation to fair and ethical trade markets, which could then serve as a basis to follow the evolution of the markets.*

The ITC issued a report on the sustainability market in the EU but not specifically on Fair Trade. The focus was put on retailer policies.

5. *Develop awareness-raising activities in the EU, in particular working with local authorities in the*

*EU via the possible launch of an EU City for Fair and Ethical Trade award.*

The EU City for Fair and Ethical Trade award was launched in 2017<sup>17</sup>. Its aim is to celebrate and support those initiatives that are currently taking place in cities in order to encourage more fair and ethical trade practices. It is the most successful action of the Trade for All strategy implemented within the last five years. With the support of the International Trade Center, the winning city can implement a sustainability project in the Global South. The project budget is €100,000. In addition, all participating cities – and especially the winning city – gain visibility and opportunities to network.

#### 2.6.4 SWOT analysis of the public policies on Fair Trade and their implementation

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Even though the EU Communication of 2009 is only a descriptive document, it has served as “a legislative vehicle” and opened up the door for further public policies on Fair Trade. The Trade for All strategy would not have been possible without it. Furthermore, due to policy coherence efforts, a section on trade and development emphasizing support for fair and ethical trade was included in the European Consensus on Development. Thanks to the Communication of 2009, Fair Trade and other

sustainability schemes have been added to the template for the TSDs in Free Trade Agreements. This opens up the opportunity for further advocacy work on the implementation of concrete Fair Trade projects by EU delegations such as those described above. Through the EU Delegations there is a great opportunity to access funding for Fair Trade projects. This experience has shown that there are also other opportunities for funding apart from the EU delegation budgets (see Table 11).

Currently, there are no specific EU policies on Fair Trade, only on fair and ethical trade. The chapter on ‘Fair and ethical trade schemes’ in the Trade for All strategy includes very light measures for the promotion and support of Fair Trade. This might be interpreted as a fairwashing of the trade strategy.

**Table 11: SWOT analysis of the public policies on Fair Trade and their implementation in the EU**

STRENGTHS	WEAKNESSES	OPPORTUNITIES	THREATS
<ul style="list-style-type: none"> <li>• EC Communication of 2009 offered a basis for EU public policies like the Trade for All strategy and is a good reference for further legislation</li> <li>• Fair Trade and other sustainability schemes have been added to the TSD template of FTAs, which could see more Fair Trade projects implemented as a result</li> </ul>	<ul style="list-style-type: none"> <li>• No specific EU policies on Fair Trade, only on fair and ethical trade or "fair trade and other trade-related sustainability schemes"</li> <li>• Weak chapter on fair and ethical trade schemes in the 'Trade for All' strategy with very 'soft' activities</li> <li>• TSDs are not as binding as the main part of FTAs</li> <li>• There is no effective mechanism that enforces the implementation of the TSDs</li> <li>• Fair Trade actors and movement not involved in the ITC market data research</li> </ul>	<ul style="list-style-type: none"> <li>• Good connections to a very committed chair of the International Trade Committee of the European Parliament</li> <li>• Strong and active representation by the Fair Trade Movement at EU level</li> <li>• Access to funds for Fair Trade projects through the EU Delegations</li> <li>• The new EU Trade Policy is an opportunity to facilitate further uptake and promotion of Fair Trade</li> <li>• 'EU City for Fair and Ethical Trade' award supports awareness and recognition of Fair Trade by the public</li> </ul>	<ul style="list-style-type: none"> <li>• No sharp differentiation between Fair Trade and any other ethical or sustainable trade initiatives; does not allow for specific EU policies on Fair Trade</li> <li>• Fairwashing of the trade strategy; includes very light measures</li> <li>• Fair Trade is not a priority for EC DG Trade</li> <li>• New specific legislation on Fair Trade right now could lead to a lowering of Fair Trade standards</li> </ul>

## 2.6.5 Recommendations and future perspectives

The 'Trade for All' strategy is a very good first step, which supports the uptake and promotion of Fair Trade at EU level. It offers a good basis in certain areas that need to be implemented more efficiently.

Regarding future public policies on Fair Trade, it is recommended to:

- include a section on Fair Trade in the new EU Trade Policy;
- make all TSDs of FTAs binding chapters and develop an efficient mechanism to enforce their implementation;
- systematically make Fair Trade projects a priority in trade deals, e.g., through including civil society-led Fair Trade initiatives as priority objectives in the TSDs of FTAs;
- provide guidance to EU delegations on implementing Fair Trade projects in EU partner countries, including neighboring countries, e.g., through the creation of an online platform to exchange good practices – as the DG Trade announced in 2016;
- promote Fair Trade initiatives through EU programmes involving a multi-stakeholder perspective, including young people, the private sector, participants from EU trade countries;
- issue a report on sustainable markets in the EU that includes specific market data on Fair Trade, taking into account the Fair Trade initiatives recognized by the Communication of 2009 and providing financial support to Fair Trade actors to do market analysis on potential Fair Trade markets specifically;
- launch an annual thematic EU Fair Trade Week to facilitate knowledge exchange, raise awareness and promote activities and best practices on Fair Trade by local, regional and national EU authorities, civil society actors, schools and universities;
- include Fair Trade in other policies like education, culture and digitalization;
- continue the 'EU City for Fair and Ethical Trade' award, organize it on a regular basis and extend the scope of the award to cover schools, universities and civil society activities and initiatives; build stronger linkage between the international Fair Trade town campaign and the EU initiative; give more promotional support to the winning cities in order to encourage wider participation, and ask the Culture Committee to integrate a section on fair and ethical trade into the European Culture Capital Cities selection in order to achieve more publicity for fair and ethical trade;
- continue reporting on support for Fair Trade initiatives by the EU and Member States in the Commission's 'Aid for Trade' annual report;
- support the inclusion of Fair Trade criteria in the EU's upcoming mandatory sustainable food public procurement criteria and the new EU Farm to Fork schools' procurement scheme;
- promote Fair Trade initiatives through EU trade and external policies, such as Economic Diplomacy, Green Alliances, Development Cooperation and digital economy initiatives;
- promote Fair Trade initiatives as a way to address some of the root causes of child labour in EC action plans or initiatives on this topic; promote Fair Trade initiatives as leverage to foster gender rights in initiatives and action plans, such as the EU action plan on gender equality and women's empowerment in external relations;
- give more visibility and official recognition to the EU Parliament Working Group on Fair Trade and change its current status from that of an informal working group to an inter-parliamentarian one.

The EC published the new EU Trade Policy<sup>118</sup> on 18<sup>th</sup> February 2021 as this report was being finalized. It offered an unique opportunity to shape EU policies to facilitate the uptake and the promotion of Fair Trade initiatives. However, due to the liberal orientation of the EC, the current Trade Commissioner and the missing commitment of DG Trade, the new EU Trade Policy does not go much further than the "Trade for All" Strategy of 2015. It

includes the commitment to "promote value chains that are circular, responsible and sustainable" but lacks concrete proposals to make this happen. The strategy includes no single specific measure to ensure that trade works for small farmers and sustainable, ethical and fair business models that put people and planet before short-term gains.

There is no sharp differentiation between Fair Trade and other ethical or sustainable trade initiatives, a phenomenon that has been observed for many years now. Even though the 2009 Commission and the 2006 Parliament recognized international Fair Trade criteria, the Communication of 2009 does not support the development of specific EU policies on Fair Trade but only on fair and ethical trade. A revision of the Communication of 2009 that defines exactly what Fair Trade is and which initiatives and Fair Trade organizations are recognized by the EU is required.

For the future, we recommend that the EU issues a special policy on Fair Trade, showing that Fair Trade has an added value, and taking into account initiatives that have been recognized in the Communications of the 2009 Commission and the 2006 Parliament. Fair Trade needs to be defined in the same way that the organic sector is, paying attention that the principles and vision of Fair Trade, as defined in the International Fair Trade Charter, should be central to that definition.

As domestic Fair Trade sales and initiatives are growing rapidly, the launch of an inter-European domestic Fair Trade initiative should be considered. This might help the Fair Trade movement to better link its advocacy work with the future Common Agricultural Policy (CAP) of 2027 bridging domestic and global understanding of Fair Trade principles. Furthermore, encouraging a Parliament resolution on making Europe a Fair Trade continent by 2030 may enhance the visibility and awareness of Fair Trade in Europe. Taking into consideration the dramatic impact of climate change on Fair Trade producers worldwide and the publicity surrounding Climate Justice Movements, we recommend building stronger coalitions with these movements. It might also be helpful for the European Fair Trade movement to become more involved in the forthcoming negotiations on the new Green Deal and to actively participate in the conference on the future of Europe.

### **3. Emerging cases in Africa and Asia**

During the screening phase for the research, four countries in Asia and four countries in Africa were analyzed in more depth. All countries have one thing in common: there are hardly any public policies, strategies, or action plans on Fair Trade. of the only available policies are what we have classified as Type 3 supporting policies (e.g., on promotion of ethical consumption, policies on the social and solidarity economy, domestic Fair Trade, child and gender legislation, agriculture and land reform policies, sustainable development strategies, National Action Plans on Climate Change, export promotion programmes for sustainable products, etc.). A little is known about Fair Trade in some of the countries on the part of government ministries and public institutions. Most of the governments do not support Fair Trade directly through any programmes or legislation. In contrast, some of the countries do have programmes supporting the export of organic products. Nevertheless, there are some developments that might be interesting to follow up on in the coming years, which could make these countries emerging case studies on Fair Trade.

### 3.1 Asia in a nutshell

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There is some very interesting Type 3 legislation in India, for example, in the National Voluntary Guidelines on Social, Environmental and Economic

Responsibilities of Business, in policies on Minimum Wages for some states, and policies that regulate the doubling of farmers' income. Unfortunately, due to the current very restrictive government and hostile environment against NGOs in India, it is unlikely there will be any progressive legislation or policies on Fair Trade in the next few years. Just the opposite can be observed in Japan where the Ministry of Foreign Affairs and its ODA<sup>119</sup> implementing agency (JICA) have financially supported NGOs involved in Fair Trade to a small extent. However, public policies on Fair Trade can only be observed at a very local level and are comparable with the Fair Trade Towns movement. A development worth studying in the future is the Fair Trade Label Japan that became an accredited NGO in 2018 and actively started promoting Fair Trade nationwide. The most interesting emerging case in Asia so far is Sri Lanka.

### 3.2 Example Sri Lanka – framework of cooperation on Fair Trade

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In Sri Lanka, a number of examples of Type 3 legislation exist, but none of Type 1 or 2. Nevertheless, a unique framework of cooperation between the government of Sri Lanka and international Fair Trade networks is in the process of being launched. This could be styled as a Type 4 framework or programme on Fair Trade specifically. The framework follows an inter-governmental approach and involves WFTO as

well as Fair Trade representatives and networks. It covers a wide range of supply chains. In the case of Sri Lanka, the national government took the initiative and contacted the Fair Trade networks through embassy officials in Brussels.

The objectives of the framework relate directly to Fair Trade and have great potential to enhance the development of Fair Trade in Sri Lanka through inter alia:

- supporting certification and accreditation of Fair Trade Standards;
- creating an enabling policy environment to support Fair Trade enterprises and producer organizations;
- raising awareness and knowledge in Sri Lanka among producers about Fair Trade so they can identify markets and buyers from Europe;
- exchanging information on new EU regulations that could impact Sri Lankan producers, market studies, product developments and certification;
- exploring opportunities to support technical laboratories and technical and financial assistance to Fair Trade producer organizations;
- exploring opportunities to reduce the costs of Fair Trade certification.

Sri Lanka has the potential to become an interesting Fair Trade case study in the very near future. It offers an inspiring legislative process and a unique framework of cooperation on Fair Trade between the government of Sri Lanka and international Fair

Trade networks. The processes that led to this cooperation can inspire Fair Trade movements from other countries on which steps to take and which institutions to approach in order to achieve more support for Fair Trade. What makes the case really interesting for further analysis is the role that embassy representatives in Brussels can play in networking and connecting key stakeholders.

### 3.3 Africa in a nutshell

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It is well known that the social and solidarity economy<sup>120</sup> has a long tradition in many Latin American countries. There is a basis for many public policies on Fair Trade thanks to existing regulations related to the solidarity economy. Less well known is that there has been a slow uptake of the social and solidarity economy in African countries of late as well. In 2019, after five years of negotiations and breaks, a new social and solidarity economy framework law was adopted in Tunisia. This law has the potential to inspire other African governments. It would be interesting to study the success factors of the Tunisian case as some other African countries have similar, although less progressive laws (i.e., Mali, Morocco, Senegal). A very ambitious public procurement policy reserved for solidarity and social economy organizations may be another point of interest for studying the Tunisian case in the near future.

Most African countries have a range of public policies on certain leading production sectors, such as cocoa (e.g., Côte d'Ivoire, Ghana, Cameroon), and development cooperation frameworks with mostly European countries. In most of these documents there are references to topics related to Fair Trade but at a very low level. With its special focus on cocoa, the International Cocoa Initiative might be interesting to study in future in combination with the various multi-stakeholder "Beyond the Cocoa" initiatives (such as SWISSCO, DISCO, etc.), as they all show potential to improve the livelihoods of small-scale African cocoa producers.

In general, it is recommended that more continental Fair Trade networks in Africa be supported through capacity building on advocacy and exchange of knowledge and experience. Advocacy work, led by the country Fair Trade movements and organizations should be supported especially on key products and for research projects on Fair Trade in key sectors. Furthermore, it is recommended that the unexpected consequences of Brexit on African countries be looked at, especially in view of the termination of trade agreements with third countries. The cases of Ethiopia with the Civil Society Organizations Law, which allows the registration of Fairtrade Premium Committees; Senegal where the Solidarity Economy is currently developing, and South Africa as both a consumer and producer country offer interesting approaches to study in future.

### 3.4 Example Tanzania – reduction of taxes for Fair Trade coffee producers

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In Tanzania, there are no relevant public policies that relate directly to Fair Trade. However, the removal of a tax levied on coffee producers is interesting for further research and shows how a group of allied stakeholders can manage to influence a government to reduce coffee tax charges on Fair Trade coffee producers. Fairtrade certified coffee producer organization, KADERES PLC,<sup>121</sup> in collaboration with the Fair Trade Country Network Tanzania, the Agricultural Non-State Actors Forum (ANSAF) and the Coffee Stakeholders Forum was able to influence the Ministry of Agriculture through the Tanzanian Parliament to reduce coffee tax charges. This resulted in a drop from 26 to 17 percent in coffee taxes. A common lobby position paper was issued by the Tanzanian Parliament in late 2018 abolishing the eight percent of taxes that used to be borne entirely by the coffee farmers.

Compared to other countries, this case is about successful advocacy activities and processes. The advantage of studying the case further is that it can show which enabling and success factors (e.g., joint lobby work and well-established lobby contacts to the government) influenced parliament's decision in favour of the Fair Trade coffee farmers. A public policy is expected in the near future.

## 4. Conclusion

The six case studies analysed during the second phase of this study demonstrate many different public policy instruments to achieve support for Fair Trade. They illustrate how public policies on Fair Trade can enable Fair Trade producers to access markets, support Fair Trade enterprises as well as bring about recognition of Fair Trade principles and networks by governments.

The research shows that Fair Trade contributes to achieving key SDGs. It has shown that for some countries Fair Trade has become a national priority. What most of the six case studies have in common is that there are very active Fair Trade networks and well-established structures in the countries. All the cases examined have proven the importance of involving different groups of stakeholders in the process of elaborating public policies on Fair Trade. Furthermore, government commitment as well as institutional support is indispensable to securing public policies on Fair Trade and implementing them:

The case studies show that there is an urgent need for strengthening the Fair Trade movements' structures and capacities – especially on advocacy activities – and encouraging exchange of knowledge and experience among Fair Trade actors. Furthermore, Fair Trade is not sufficiently known among many governmental authorities. Awareness-raising activities are necessary in most of the cases looked at. It is also recommended that more resources be allocated for long-lasting intersectoral research projects on the impact of Fair Trade on sustainable livelihoods and on the true cost of Fair Trade products, as these are two of the most common concerns of public authorities – the price and the impact of Fair Trade.

During the screening phase, a number of interesting cases emerged that are worth studying in the near future as they show a lot of potential to encourage Fair Trade actors to strengthen their advocacy activities and lobby for effective and progressive legislation on Fair Trade. Thus, a continuation of this research is strongly recommended. An online interactive map and website showing all developments on Fair Trade public policies and connecting worldwide actors could support the exchange of knowledge and experience and could serve as a tool for advocacy work. One of the key lessons learned from the study is that public policies in favour of Fair Trade will only be useful if they are followed by concrete, ambitious implementation, activities and projects. Therefore, it would be interesting to carry out further study on the concrete implementation processes of already existing public policies on Fair Trade and to focus on supportive and hindering factors.

# Annexes

## ANNEX I

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# Public Procurement Laws in France and Belgium

## Public Procurement Law in France

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### a) Collective Catering and Public Procurement / Brief History

Since 2015, Public Procurement law recognizes Fair Trade, thanks to the transposition of European directive 2014/24/EU on public procurement through ordinance n° 2015-899 of July 23, 2015 and implementing decree n° 2016-360 of March 25, 2016, allows a label to be required. In 2019, under the law on Agriculture and Food (EGALIM), Fair Trade products are allowed in collective catering. One problem is that the collective restaurant only has to do one compulsory action per year.<sup>122</sup> The law does not oblige them to order a percentage of products. This detracts from the development of Fair Trade food in collective catering<sup>123</sup> and prevents measurement to determine whether there has been real and effective implementation.

### b) Collective Catering and Public Procurement / Implementation

The – on “General States of Food”<sup>124</sup> Conference was one of Macron's campaign promises. The conference was officially launched in July 2017. Multi-stakeholder working group sessions were held, including with producers, distributors, consumers and civil society, in order to propose production and nutrition models with respect to health, the economy and the environment. The conference ended in December and resulted in the Egalim Law of 2018. Concerning the role of the Fair Trade actors, a working group was created by the French platform and multiple negotiations and advocacy work have been carried out. Some amendments were suggested but the compulsory character of buying Fair Trade was rejected because “fair trade” is not an intrinsic quality of the product. The “General States of Food” Conference allowed Fair Trade advocacy in France to better structure their proposal and improve the link with organic and environmental members. It also enabled them also to forge new relationships with some collective catering companies. Results are still awaited. Following the adoption of the 2018 law, the French Fair Trade Platform was invited onto the National Committee on Collective Catering (Comité National sur la restauration collective), which is in charge of applying the law. According to Commerce Équitable France, this is an important recognition of Fair Trade by the public authorities.

### Egalim Law – Collective Catering

STRENGTHS	WEAKNESSES	OPPORTUNITIES	THREATS
<ul style="list-style-type: none"> <li>• Ambitious Law at the beginning / Conference on Food.</li> <li>• New Framework for Food and Catering.</li> <li>• Public buyers can refer to the law.</li> </ul>	<ul style="list-style-type: none"> <li>• Balance sheet measuring Fair Trade and organic products is negative.</li> <li>• Focus on Organic and not on Fair Trade.</li> <li>• Difficult market.</li> <li>• Collective catering professionals are not very interested in Fair Trade, lack of understanding.</li> </ul>	<ul style="list-style-type: none"> <li>• The law also provides for the introduction of Fair Trade products.</li> <li>• New networks.</li> <li>• Help to re-invigorate the Fair Trade Towns campaign.</li> </ul>	<ul style="list-style-type: none"> <li>• Fair Trade expects a new law to include a compulsory percentage of products in the mass catering sector.</li> </ul>

## Public Procurement Law in Belgium

### a) Public Procurement Law / Brief history

Since 17 June 2016, LMP the federal law on public procurement, transposed Directive 2014/24/EU on public procurement into Belgian law. The law now provides for the possibility of integrating sustainable criteria, including Fair Trade criteria, as a technical specification or as an award criterion. It should be remembered that the EU Public Procurement Directive is a consequence of a European Court of Justice judgement on a Dutch trial<sup>125</sup>. The preference for a Fair Trade product was adjudicated on by the European Court of Justice, which recognized the right to state such a preference. At federal and regional level, a Guide to Sustainable Purchasing has been published in which sustainable and Fair Trade criteria have been integrated on the basis of product sheets.

### b) Public Procurement Law / Implementation

Since 2014, the Federal Institute for Sustainable Development (IFDD/FIDO) has been helping the Federal State to integrate Sustainable Development into its practices. The IFDD has created a guide for sustainable development public procurement, which focuses on sustainable, ethical, and fair social trade. All Belgian coffee roasters now offer a range of Fair Trade certified products. The Fair Trade Towns campaign and the campaign to make Belgium a Fair Trade country, supported by the Federal Law, promote public procurement.

The Belgian Clean Clothes Campaign held by Ach'act shows that Fair Trade textiles can be used within the public administration and that some effort is needed to make it happen. A roundtable is the next step for the development of Public Fair Trade Procurement. The law now provides for the possibility of integrating sustainable criteria, including Fair Trade criteria, as a technical specification, or as an award criterion, provided that these criteria are linked to the subject of the contract and linked to the value and objectives of the contract. This is a very important step forward.

**Public  
Procurement**

STRENGTHS	WEAKNESSES	OPPORTUNITIES	THREATS
<ul style="list-style-type: none"> <li>• Sustainable Development Strategy of Wallonia.</li> <li>• Green Deal canteens.</li> </ul>	<ul style="list-style-type: none"> <li>• Not binding.</li> <li>• Institutional architecture.</li> <li>• No official definition of Fair Trade.</li> </ul>	<ul style="list-style-type: none"> <li>• Fair Trade is a growing market.</li> <li>• Waiting for due diligence on UTP in order to have binding public procurement for fair and sustainable clothes and textiles.</li> <li>• Fair Trade Towns added a sixth criteria concerning local products which can enhance Fair Trade in general.</li> </ul>	<ul style="list-style-type: none"> <li>• False allegations due to a lack of definitions and control of Fair Trade.</li> <li>• Intense lobbying of larger companies against Fair Trade actors (notably in the Fair Trade Towns campaign).</li> <li>• Green or fair-washing is possible because of the lack of definition.</li> </ul>

## ANNEX II

## References

**Brazil**

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West Africa: Programme Équité 1 et 2 – Agence Française de Développement / Commerce Équitable France / AVSF

## ANNEX III

## Interview Partners

## Brazil

<b>Haroldo Mendonça</b>	Executive Director	Coordenador do Comércio Justo na Senaes/MTe e principal agente do governo no debate do sistema nacional de Comércio Justo
<b>Rosemary Gomes</b>	Director General Y Gestora Pública na Prefeitura de Maricá/RJ	Coordenadora Nacional da Plataforma FACES do Brasil and Coordenação do FBES (Forum Nacional de Economia Solidária)
<b>Consuelo Pereira</b>	Director	Ecocert
<b>Fabiola Zerbini</b>	Associate Executive Director	FACES Do Brazil
<b>Arturo Palma Torres</b>	Counsellor in charge of Fair Trade – Department of Rural Exploitation	Agriculture and Rural Ministry
<b>Diogo Antunes</b>	Analista Técnico de Políticas Sociais en el Ministerio de Economía de Brasil and Secretaria Nacional de Economia Solidaria (2013-2016)	Ministerio de Economía de Brasil

## Ecuador

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<b>Sagrario Angulo</b>		Camari, Quito Ciudad Comercio Justo
<b>Wiliber Ibarra</b>	Gestor de fortalecimiento de CLAC	Equipo CLAC
<b>Raúl Farías Bohórquez</b>	Especialista en comercio inclusivo	Instituto de Promoción de Exportaciones e Inversiones
<b>Lorena Muñoz</b>	Especialista en comercio inclusivo	Ministerio de Comercio Exterior

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**Belgium**


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<b>Sanna Abdessalem</b>	Coordinator	Ach'act
<b>Anke Massart</b>	EMEA Sustainability Director FM	Barry Callebaut
<b>Jo Willis</b>	Global Sustainability Customer and Sales Manager	Barry Callebaut
<b>Thierry Noesen</b>	Director	Belvas Chocolate
<b>Charles Snoeck</b>	Programme Manager	Beyond Chocolate
<b>Pierre Yves Brasseur</b>	Coordinator	BFTF - Belgian Fair Trade Federation
<b>Adil El Madani</b>	Economic Advisor	Cabinet of the Minister – for Cooperation and Development, Meryame Kitir
<b>Guy Gallet</b>	General Secretary	Choprabisco
<b>Muriel Gerkens</b>	Former Deputy Member of the Federal Parliament	Ecolo
<b>Daniel Hick</b>	Vice President	FairCoop SCRL
<b>Nicolas Lambert</b>	Director	Fair Trade Belgium
<b>Vicente Balseca</b>	Sustainable Development Officer	Galler
<b>Philippe Weiler</b>	Head of Sustainability	Lidl Belgium
<b>Benoit Piedboeuf</b>	Deputy Member of the Federal Parliament	MR
<b>Jonathan Matthysen</b>	Policy and Advocacy Advisor	Oxfam Belgique
<b>Bart Van Besien</b>	Policy Advisor	Oxfam Belgique

<b>Sophie Duponcheel</b>	Communes du Commerce Équitable Campaign Coordinator	Oxfam Magasins du Monde
<b>Patrick Veillard</b>	In charge of textile value chain	Oxfam Magasins du Monde
<b>Bernard Mayne</b>	Economic Project Manager	Prix Juste Producteur
<b>Gwenaelle Grovonijs</b>	Deputy Member of the Federal Parliament	Socialist Party
<b>Samuel Poos</b>	Director	Trade for Development Centre, a part of ENABEL, the Belgian government's development cooperation agency

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**France**


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<b>Emmanuel Dolfus</b>	Task Team Teader	AFD
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<b>Mathilde Brochard</b>	In charge of studies and advocacy	Commerce Équitable France
<b>Julie Maisonhaute</b>	Associate Executive Director	Commerce Équitable France
<b>Julie Stoll</b>	General Director	Commerce Équitable France
<b>Theodora Kypreos</b>	Editor	DGCCRF (Direction générale de la concurrence, de la consommation et de la répression des fraudes)
<b>Genevieve Wibaux</b>	Deputy Head of Office 3A / Consumer Law	DGCCRF (Direction générale de la concurrence, de la consommation et de la répression des fraudes)

<b>Christophe Eberhart</b>	Founder	ETHIQUABLE
<b>Adrien Lefevre</b>	Treasurer	FairFrance
<b>Gérald Godreuil</b>	Executive Director	Fédération Artisans du Monde
<b>Blaise Desbordes</b>	Executive Director	Max Havelaar France
<b>Valeria Rodriguez</b>	Head of Advocacy and Public Engagement	Max Havelaar France
<b>Maxime Baduel</b>	Advisor in charge of the social and solidarity economy and impact investing	Secrétaire d'Etat chargée de l'économie sociale, solidaire et responsable
<b>Bernard de Boischevalier</b>	President	SPP France
<b>Laurent Martinez</b>	Head of Project	Territoires de Commerce Équitable – Fair Trade Towns France

## EU

<b>Sergi Corbalán</b>	Executive Director	Fair Trade Advocacy Office
<b>Jan Orbie</b>	Author and Associate Professor, Political Science	Ghent University

## Italy

<b>Stefano Toma</b>	Project and Advocacy Manager	Fairtrade Italia
<b>Gaga Pignatelli</b>	Coordination and Advocacy	Equo Garantito

## Sri Lanka

<b>Sumedha Karuanatillake</b>	Senior advisor government relations, advocacy and staff support	NAPP
<b>Arumugam Arutselvan</b>	Programme Consultant	NAPP
<b>Iresha Sanjeevanie</b>	Programme Consultant	NAPP

## Tanzania

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<b>Martin Mubisi</b>	Policy, Research and Advocacy Officer	Fairtrade Africa
<b>Iresha Sanjeevanie</b>	Programme Consultant	NAPP

## ANNEX IV

# Map of researched cases during the screening phase

### AFRICA

Ethiopia  
Ghana  
Côte d'Ivoire  
Tanzania  
Tunisia

### EUROPE

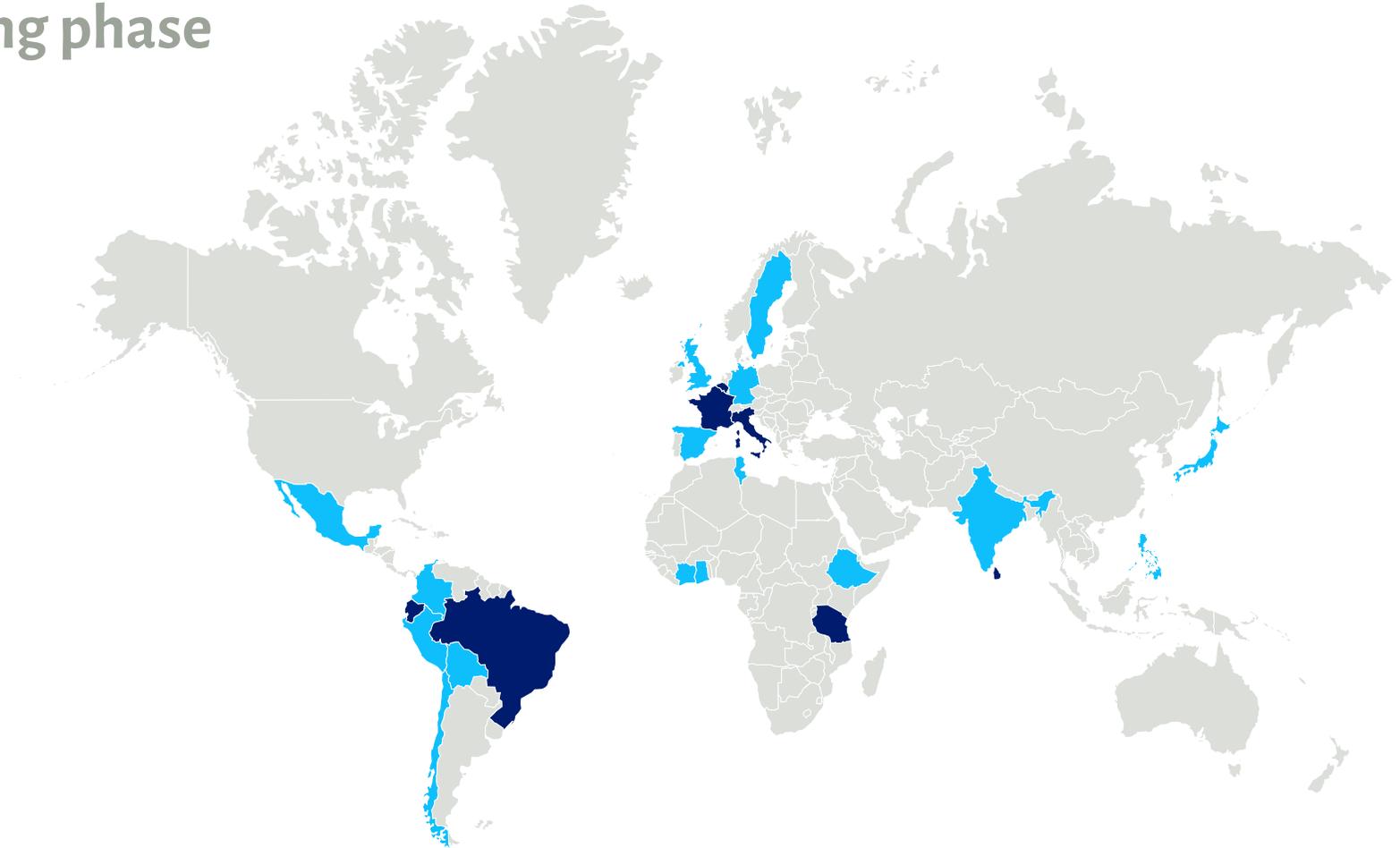
United Kingdom –  
Scotland and Wales  
European Union  
Belgium  
France  
Germany  
Italy  
Spain  
Sweden

### ASIA

Japan  
India  
Philippines  
Sri Lanka

### LATIN AMERICA

Brazil  
Bolivia  
Colombia  
Ecuador  
Mexico  
Peru  
Chile



## Endnotes

- 1 For further information see: FTAO (2016): Localising the Sustainable Development Goals (SDGs) through Fair Trade – toolkit, <https://fairtrade-advocacy.org/wp-content/uploads/2020/03/Localising-SDGs-Fair-Trade-toolkit-FTAO.pdf> and Fairtrade International 2020: Fairtrade: Sustainable Trade for Sustainable Development, [https://files.fairtrade.net/publications/2020-01-Updated\\_Fair-tradeSustainableTradeDevelopment\\_EN.pdf](https://files.fairtrade.net/publications/2020-01-Updated_Fair-tradeSustainableTradeDevelopment_EN.pdf)
  - 2 The FTAO speaks on behalf of the Fair Trade movement for Fair Trade and Trade Justice with the aim of improving the livelihoods of marginalized producers and workers in the South. The FTAO is a joint initiative between Fairtrade International, the World Fair Trade Organization and the World Fair Trade Organization – Europe.
  - 3 Coordinadora Latinoamericana y del Caribe de Pequeños Productores de Comercio Justo - the Latin American and Caribbean Network of Fair Trade Small Producers and Workers - is one of the three Fairtrade International regional producer networks.
  - 4 For a better understanding of the difference between Fair Trade (as a concept defined in the International Fair Trade charter) and Fairtrade (the Fairtrade label), please check: <https://www.flocert.net/fairtrade-terminology/>
  - 5 See International Fair Trade Charter: [www.fair-trade.website](http://www.fair-trade.website)
  - 6 The list contains important aspects and elements that were taken into account for the final selection considering the aim of the study. It includes feedback from the regional producer networks of Latin America and Asia and does not claim to be fully comprehensive.
  - 7 A SWOT analysis is a strategic planning technique used to help a person or organization identify strengths, weaknesses, opportunities and threats related to business or project planning.
  - 8 Brazil's history is tumultuous. After 20 years of intense dictatorship, the new Brazilian Federal Republic, established in 1985, has struggled with multiple crises: economic, social and structural. As a result, many social movements have emerged in Brazil. By 2000, those movements were powerful, especially in rural areas, and had considerable political influence. They included religious movements, syndicates and NGOs.
  - 9 Fórum de Articulação do Comércio Ético e Solidário
  - 10 There was great support for the export of raw materials from the South to the North. It was based on the products that the North wanted to buy, which the South was not interested in exporting.
  - 11 Agriculture Ministry, Family Agriculture and Agrarian Development Ministry, Solidarity Economy Secretariat and other departments.
  - 12 The well-known Professor Paul Singer was appointed as General Secretary.
  - 13 At that time linked to the Ministry of Labour and Employment (MTE) by the Secretariat of Territorial Development (SDT) and the Secretariat of Family Agriculture (SAF), which are linked to the Ministry of Agrarian Development.
  - 14 First GTI was composed of FACES do Brasil, ECOJUS Brasil, Forum Brazilian Solidarity Economy (FBES), representatives of SENAES, SAF, SDT and SEBRAE Nacional.
  - 15 It was composed of representatives from civil society (FACES do Brasil, OPFCJS, Foro Brasileiro de Economía Solidaria), Government (SENAES, Secretaria de Agricultura Familiar, Secretaria de Desarrollo Territorial) and the private non-profit sector (Serviço Brasileiro de Apoio a las micro y pequenas empresas).
  - 16 "The creation of a National Fair Trade and Solidarity System which will allow a registration system, a free public guarantee system of certification of products and services; a logistics storage and distribution policy; the reinforcement of marketing and promotion; promotion and incentive of responsible and solidarity-based consumption; education and awareness-raising; and participatory mechanism to discuss and define fair prices."
  - 17 A great testimony of what happened in Brazil is the phenomenal quantity of working documents still available.
  - 18 (Principle 1: Strengthening Democracy, Self-management, Respecting Freedom of Opinion, Organization and Cultural Identity; Principle 2: Fair Conditions of Production and Fair Remuneration of Workers, Adding Value and Marketing; Principle 3: Support for Local and Sustainable Development in a way that is committed to the socio-environmental and cultural sustainability of communities; Principle 4: Respect for the Environment; Principle 5: Respect for Human Rights especially women, children, generational, ethnic groups, workers; Principle 6: Consumer Information, protection of; consumer rights, ensuring transparency in trade relations and education; Principle 7: Integration of principles throughout the production chain (training and education in the principles and practices of fair and solidarity trade)
  - 19 In particular exposed in Art. 3, single paragraph, which deals with the attribution of the Ministry of Labour and Employment: the management of the National Fair Trade System and Solidarity. So, the BSFST was formally created in 2010 to promote development by encouraging social business throughout the country.
  - 20 The PPAs are prepared by governments and must be approved during the first year of the term of office.
  - 21 Even in Lula's party (Labour Party), there were elements that were not in favour of SENAES so it did not have support from all State Secretaries or Ministers.
  - 22 Civil society members: FACES de Brasil, OPFCJS, Foro Brasileño de Economía Solidaria (Solidarity Economy Forum); Government representatives: SENAES, Secretariat of Family Agriculture and Family Farming (Ministry of Agrarian Development - MDA), Secretariat of Territorial Development (MDA); Not-for-profit sector members: Brazilian Micro and Small Business Enterprises Support Service (SEBRAE).
  - 23 A PPA is a general plan that every president is obliged to launch at the end of his/her first year. It gives general direction and goals for the actions of the federal government over the four year term of office.
  - 24 This project was implemented in partnership with Fundação Banco do Brasil (FBB) and the Instituto Marista de Solidarity (IMS). In 2007, it had a budget of R\$1.500.000,00 and supported 24 state fairs, two international fairs and one thematic fair. A total of 6,130 organizations participated in these events.
  - 25 Departamento de Fomento à Economia Solidária (DEFES)/SENAES-TEM (2016).
  - 26 The name of the project was "Declaration of Conformity of Economic Solidarity Venture".
  - 27 in the last PPA conference, a special national Solidarity Economy Plan was approved Resolution nº6 of 26th March 2015).
  - 28 In January 2019, Presidential Decree 9,759/2019 scrapped a number of bodies, which were crucial to the implementation of the Fair and Solidarity Trade policies.
- The Government led by Jair Bolsonaro eliminated the Ministry of Labour and Employment and the Secretariat of Solidarity Economy was reduced in importance and subsumed into the Ministry of Citizenship. Other restructuring decisions affected agricultural policy – hugely important for most Fair and Solidarity Trade producers – in a similar way. Some leaders tried to keep going and organized regular meetings from 2016 to 2019, but without a National Secretariat or a budget, it was impossible to implement plans.
- It should also be mentioned that once Fair Trade was recognized as part of the Solidarity Economy, the leadership, structure and composition of FACES changed completely.
- Sistema Nacional do Comércio Justo e Solidário (SCJS).
- According to this ordinance, SENAES had to plan and execute the necessary actions for structuring and improving the SCJS, enter into agreements to promote the system, develop the SCJS computerized system, provide logistical and executive secretariat support.
- FLOCERT, ECOCERT, etc.
- On this point, it is needed to understand that this system had in its essence the will to integrate more producers than the recognised producers who were already 100% involved in Fair Trade practices. We draw attention to the fact that, this system was first "producer-oriented" while in the longer term, aiming to allow consumers to better identify Solidarity and Fair Trade products.
- According to Haroldo Mendonça, a study was commissioned involving multiple municipalities to check "what should be prioritized: national or international consumption?". The results showed that there was a great expectation to prioritize Fair Trade that would mostly bring benefit to domestic producers and to the Brazilian consumers. A survey was conducted in more than 5570 municipalities, where there were around 22,000 Solidarity Economy groups, Associations, Cooperatives, Solution Companies, etc. In response to this survey, half of the groups preferred that national consumption should be prioritized, instead of international consumption.
- Commercialization of products.
- Ordinance nº2060/2014 should have led to a new text recognizing bodies that had passed the conformity assessment but this never happened.
- Ministry of Labour and Employment.
- In 2020, it seems that CADSOL was back online and is still running in 2021. Currently, some Federal States are developing strategies to implement it locally to enable organizations and companies to have access to some programmes and state policies.
- Although Bolivia mentions some aspects of Fair Trade in its Constitution, such as equitable trade, fair prices, decent work and fair payment, the Ecuadorian Constitution is the only one worldwide that refers to the concept of Fair Trade so comprehensively.
- The Government Plan 2013-2017 mentions Fair Trade in six of the seven Programmatic proposals of the Economic, Productive and Labour Revolution. The National Plan for Good Living (2013-2017) makes reference to Fair Trade related themes in six of the twelve National Objectives. The Organic Code of Production, Trade and Investments (Código Orgánico de la Producción, Comercio e Inversiones) issued in November 2010 states Fair Trade among its purposes. The Organic Law of the

- Popular and Solidarity Economy (Ley Orgánica de la Economía Popular y Solidaria, LOEPS), approved in April 2011, considers Fair Trade among its principles. In 2018, LOEPS was put into effect and foresees the design and implementation of specialized and differentiated financial products and services, with long-term credit lines for the productive activities of the organizations covered by this law – e.g., loans and financial support for the export of Fair Trade products.
- 41 The competencies of the Directorate of Inclusive Trade were passed to the new Ministry of Foreign Trade and the export promotion agency, ProEcuador, in 2013. In 2019, the Ministry of Foreign Trade merged with other Ministries and became the Ministry of Production, Foreign Trade, Investment and Fisheries.
- 42 Veco Andino, an Ecuadorian non-governmental organization, financed a consultant to support the elaboration process for the strategy.
- 43 Article 2 of the strategy stresses that an inter-institutional committee for the promotion of Fair Trade in Ecuador should be created and names eleven responsible ministries and institutions whose purpose should be to coordinate and monitor the implementation of the Ecuadorian Fair Trade Strategy. The Ministry of Foreign Trade will be responsible for forming and leading the interministerial committee.
- 44 The ministerial agreement refers, for example, to Objective 8 of the National Plan for Good Living 2013–2017, which aims to consolidate the social and solidary economic system sustainably.
- 45 Official name: Ministerio de Producción, Comercio Exterior, Inversiones y Pesca (MPCEIP). Its powers include the establishment of "fair trade policies, inclusive trade and foreign trade consortia, with preferential treatment for micro-enterprises and actors of the popular and solidarity economy."
- 46 The committee began work right after the launch of the strategy proposal in 2014. The inter-ministerial committee formally achieved legal status in 2017 with the launch of the strategy as a public policy. In 2019, its concrete responsibilities were legally defined. The committee involves Fair Trade networks, as well as all those ministries that participated in the elaboration of the strategy proposal and have competences in promoting Fair Trade.
- 47 During the Conference, organized by the Directorate of Inclusive Trade, a working group for the development of the Fair Trade strategy was established.
- 48 Since 2016, no specific budget for the implementation of the strategy has been available anymore, and the distribution of financial resources to the ministries has been reduced. Currently, due to COVID-19, the available financial resources are being distributed to the social, health and education sectors.
- 49 This statement in the SWOT table was updated in December 2021 to better reflect how changes in the political landscape can affect attitudes and policies. In the original consultant report, finalized in March 2021, the threat was indicated as 'Current political situation: the liberal government does not support Fair Trade and small-scale organizations.'
- 50 Filed by Mrs Gwenaëlle Grovonijs, Mr Georges Dallemagne, Ms Anne Dedry, Muriel Gerkens and Fatma Pehlivan, Mr Benoît Piedboeuf and Ms. Els Van Hoof.
- 51 136 in favour, 3 abstentions.
- 52 2006 Parliamentary Resolution, opinion of 2005 Social and Economic Committee on "Ethical Trade, European Trade for All" Strategy of 2015, economic international partnerships.
- 53 European Parliament Resolution on Fair Trade <https://op.europa.eu/fr/publication-detail/-/publication/9f60f97c-31f1-4377-b584-d2a1458f5120/language-en>
- 54 Due to budget constraints, one original point was rejected in the resolution adopted: the organization under the auspices of the ministry of Development Cooperation an annual Fair Trade conference aimed at assessing progress and defining priority actions for the future.
- 55 The average household income was US\$2,707/year. This was significantly below the living income of US\$7,318/year, but above the extreme poverty line of \$2,276/year. Seven percent of all farmers were earning a living income: <https://www.fairtrade.net/library/cocoa-farmer-income-the-household-income-of-cocoa-farmers-in-cote-divoire-and-strategies-for-improvement>
- 56 Currently the Prime Minister.
- 57 Among all the projects and the variety of sectors covered by the TDC (coffee, cocoa, oil, plants, fruits and vegetables, tea, nuts, tourism, arts and crafts, wood), it should be noted that their work on gold led to the creation of the first gold mine certification worldwide (Cotapata / Bolivia).
- 58 The "Make Belgium a Fair Trade Country" is an initiative of the TDC.
- 59 Appointed in November 2020.
- 60 "We also want to focus on Fair Trade and approach it from a chain perspective values that bridge the North-South divide. The citizens and Belgian citizens are more and more aware of the importance of foods and products from sustainable production. We must take this opportunity to work for good working conditions for local producers, a fair price for their products and good market access. We also want to focus on local processing of products. As, at present, this takes place in Belgium or in Europe, the added value is lost for developing countries. It is, therefore, important to highlight...[the need for]... a facilitating government framework. We want to help local authorities create the conditions for sustainable and inclusive growth." Also, in the same letter, the Minister calls for a living income, environmental respect and gender equality in accordance with the Belgian SDGs.
- 61 <https://theshift.be/uploads/media/57f3a8cfcffe/Charter%20SDG4D%20-%20DEFINITIEF.pdf>
- 62 <https://www.idhsustainabletrade.com/news/discover-the-7-approved-bee-yond-chocolate-projects/>
- 63 Landscapes for Cocoa Livelihoods will develop and validate a framework for managing landscapes that differentiates livelihood strategies for cocoa farmers. The approach recognizes that certain farmers will be better placed to achieve living incomes through sustainable intensification, while others who generate more ecosystem services through forest conservation will benefit from a stronger livelihood component of payments for ecosystem services. Both groups will be able to benefit from income diversification through promotion of agroforestry. <https://www.idhsustainabletrade.com/news/discover-the-7-approved-be-yond-chocolate-projects/>
- 64 SWISSCO is the Swiss Platform for Sustainable Cocoa created in 2018; GISCO is the German Initiative on Sustainable Cocoa created in 2012; DISCO is the Dutch Initiative for Sustainable Cocoa created in 2018. A French initiative named FRISCO also seems to be in the pipeline.
- 65 The resolution calls for Belgium to be made a Fair Trade country.
- 66 For instance, Luxembourg province has been Fair Trade since 2018—as have four Flemish provinces. The Trade for Development Center and Oxfam Magasins du Monde sent a letter signed by all the Fair Trade actors in Belgium to the State Secretary calling for support and action. The "Bruxelles Capitale Fair Trade Region Campaign" received official support from the Regional State Secretary M. Smet who wants that region to become a Fair Trade area.
- 67 For example, the Alderman of the city of Dison is responsible for Fair Trade.
- 68 France has a long history of involvement in the field of Fair Trade. One of the first consumers' cooperatives was created in France in 1877, "La Bellevilloise". It was one of the first places of commercial exchanges "from producers to consumers", a preliminary form of Fair Trade. Since the beginning of modern Fair Trade, multiple initiatives protecting both consumers and producers were attempted. More than one century after, shops specialised in Fair Trade spread very rapidly throughout France and tried to organise themselves into networks. The development of Fair Trade in France was important, multiple actors existed and multiple debates occurred among them.
- 69 Through the adoption of State Council Decree, 15th May 2007 and abrogated by Decree n°2015-1157 of 17th September 2015.
- 70 Commerce Équitable France.
- 71 (1) The contract (referred to in Article 60 of the SME Law) may provide for a trial period of one year; (2) the price paid by the buyer must cover the production costs, pay sufficient remuneration, but also generate a margin allowing workers to make the necessary investments to improve the efficiency of their production.
- 72 Art. 1st. – Workers are considered to be in a situation of economic disadvantage within the meaning of II of Article 60 of the aforementioned law of 2nd August 2005 if they are in one or other of the following situations: a) Those who have no access to the economic and financial means and to the training necessary to enable them to invest in their production and marketing tools; b) those who are in a situation of specific vulnerability due to their physical, economic, social or political environment; c) those whose production is linked to the resources and specificities of their territory and who usually only have access to the local market for the distribution of their products.
- 73 Its creation came about as a result of the International Development and Solidarity Conference (November 2012 to March 2013), which created the National Council for Development and International Solidarity (CNDSI).
- 74 Such as Biocoop, Max Havelaar France and other companies or cooperatives, such as as Ethiquable or NGOs, such as Artisans du Monde.
- 75 Law 2019-486-Pacte.
- 76 "Only products meeting the conditions defined in II (NDA: the six principles) may include the term "fair" in their sales description."
- 77 7th July 2014, Article 9, specifies: "Development and international solidarity policy promotes the development of trade based on Fair Trade and contributes to support social and solidarity economy initiatives and micro-credit in partner countries."
- 78 The initial idea came about in 2011 and the influence of the French National Platform was important: a key factor leading to the creation of the programme was the influence of former Commerce Équitable France president Georges D'Andlau who initiated a project to help Fairtrade Africa. AFD usually gives responsibility for managing projects to partners who are working directly with the concerned areas. But Fairtrade Africa had structural problems at the time so, in an exception to the rule, they handed over management of the project to the French organizations Commerce Équitable France and AVSF.
- 79 AFD operates France's bilateral development finance mechanism. Its goals are to contribute to more sustainable and shared economic growth, to improving living conditions in the poorest regions and countries, to preserving the planet and helping to stabilize fragile or post-conflict countries. It finances projects, studies and activities in order to support developing countries in their capacity building through grants or soft loans.
- 80 This project is financed by AFD through its Trade Capacity Building Programme (PRCC), which amounts to €2.9 million. The French Facility for Global Environment (FFEM) contributes €1 million to this project's funding.
- 81 In February 2018, the first meeting of the Inter-ministerial Committee for International Cooperation and Development (CICID) of President Emmanuel Macron's

- term of office, renewed its commitment to Fair Trade. This features in France's international strategy for food security, nutrition and sustainable agriculture. Fair Trade is also part of the "Innovating Together" strategy, which aims to promote partnership initiatives and impact investments in the inclusive, social and solidarity economy.
- 82 Article 6 of the Decree of 15th May 2007
- 83 According to Commerce Équitable France, in 2016, domestic Fair Trade growth was 140 percent. The visibility of Fair Trade was rapidly improving and new members joined the National Platform.
- 84 The six core principles and the universalization of the use of Fair Trade for all kind of exchanges (North-North relations) is a major step forward.
- 85 Commission de Concertation du Commerce (3C).
- 86 Today Pascal Canfin is a MEP and also the president of Environment Committee and is notably at the initiative of the State of Climate Emergency by EU Parliament.
- 87 Half of the anomalies observed related directly to non-compliance with regulations governing Fair Trade (misleading or unjustified allegations). The other half concerned breaches or breaches of other regulations: pre-contractual information, use of the French language, information on prices and general conditions of sale, obligations in terms of product safety labelling, expiry dates. In total, 1,276 control actions were carried out giving rise to the implementation of 102 actions, including 77 warnings, 23 compliance orders and two criminal reports for deception on the fairness of the products.
- 88 Côte d'Ivoire, Burkina Faso, Mali, Ghana, Togo and Benin.
- 89 <https://www.actu-environnement.com/media/pdf/news-36854-projet-loi-climat-convention-citoyenne.pdf>
- 90 [https://www.assemblee-nationale.fr/dyn/15/textes/l15b3699\\_projet-loi#](https://www.assemblee-nationale.fr/dyn/15/textes/l15b3699_projet-loi#)
- 91 French Initiative on Sustainable Cocoa
- 92 Bureau d'Analyse Sociétale pour une Information Citoyenne (BASIC)
- 93 <https://www.fairpride.fr/>
- 94 The EU Directive on Public Procurement was adopted in 2014. It opens up the opportunity to explicitly name Fair Trade labels and certifications schemes.
- 95 In Italy, a legislative process has to start from the very beginning again following a change of government.
- 96 The CAM are sustainability requirements defined for the various stages of the public procurement process. The CAM identify the best design solution, product or service from a sustainability point of view along its life cycle, taking into account market availability.
- 97 The minimum environmental criteria (CAM) had to be defined for 17 different product groups and sectors, e.g., office furniture, buildings, textiles, etc., along all stages of the public procurement process (including technical specifications, award criteria, contract performance clauses).
- 98 Fairtrade Italia has represented Fairtrade International and the Fairtrade Certification Mark in Italy since 1994.
- 99 Equo Garantito is the association of Italian Fair Trade Organizations complying with the Italian Charter of Fair Trade Criteria, which is based on the ten international principles of Fair Trade.
- 100 Technical specifications and contract performance conditions are two different stages of the tender process – one refers to the product itself and the second to the execution of the order. When Fair Trade standards are asked about in the technical specifications during the tender process this refers to the product itself. This is the case when contracting authorities directly buy goods, which then have to comply with the core requirements listed in the specific CAM. When Fair Trade standards are asked about in the contract performance clauses, the canteens are managed by catering companies who then have to buy food and grocery products according to the specific CAM requirements (execution of the order).
- 101 This percentage has remained constant for years. Even in 2020, still only 12 percent of the contracting authorities are applying CAM for food and canteens.
- 102 According to EU Directive 2014/24, Article 43.
- 103 Coffee is part of the CAM on vending machines that is currently under revision; preference is put on a locally produced Italian rice.
- 104 As the public authorities are not able to cover the expected extra costs for Fair Trade sugar, one of the main concerns was that consumers may decide to not visit the canteens if the prices increase.
- 105 The strategy followed by the Fair Trade actors in Italy for convincing the ministerial representatives was to stress the advantages of Fair Trade and to argue away the concerns: Fair Trade criteria are easy to apply, do not cost more compared to other sustainability criteria, Fair Trade products are available, enough social enterprises exist that are already compliant, Fair Trade has a positive proven impact on the producers' livelihood (key argument).
- 106 This factor makes it possible to clearly distinguish companies that apply Fair Trade criteria from those that do not as there is no official definition of Fair Trade in Italy. The national law on Fair Trade might open up a process of defining Fair Trade that can support the further development of Fair Trade standards in public procurement law.
- 107 TSD (trade and sustainable development) chapters include adherence to key international labour and environment standards and agreements, the prudent use of natural resources, and the promotion of practices intended to favour sustainable development, such as Fair Trade and CSR. Although TSD chapters establish monitoring mechanisms, which involve civil society, they do not refer to the main content of the agreement and are less binding than the rest of the agreement. They have been criticized for being weakly implemented and non-enforceable.
- 108 These initiatives can be related to increased activism of advocacy groups and developing countries faced with intensified international trade liberalization expressing their growing discontent with the fairness of the EU's trade policy.
- 109 Resolution of the EP 2006: "The European Parliament calls on the Commission and the Council to promote Fair Trade (...) and to recognize the important role of Fair Trade Organizations (...) in supporting small and marginalized producers in developing countries and in increasing the awareness of European consumers with regard to (...) Fair Trade in particular."
- 110 The EU does not intend to play a role in the elaboration of Fair Trade criteria and their monitoring since, according to the Commission, their interference would jeopardize the dynamism that private Fair Trade labelling initiatives have shown. However, the EU seems willing to create a supportive environment for the advancement of Fair Trade.
- 111 For example, the so-called "Dutch coffee case" [https://ec.europa.eu/environment/gpp/case\\_law\\_en.htm](https://ec.europa.eu/environment/gpp/case_law_en.htm)
- 112 Article 43 facilitates public authorities to require a specific Fair Trade label or an equivalent, instead of listing all Fair Trade criteria.
- 113 The EC shifted to using the term "fair and ethical trade", new terminology which has not been explicitly defined in any EU official documents, thus adding some confusion.
- 114 The Fair Trade Movement in Sweden provided strong support through its personal connection to the Commissioner. Furthermore, Cecilia Malmström comes from a country with cross-political commitment to Fair Trade.
- 115 It should be noted that these countries have public policies on Fair Trade and the social and solidarity economy.
- 116 As part of the project designed by DG Trade, the first EU-Brazil Fair and Ethical Trade Consultation Forum took place in June 2018. Plans to conduct a study on fair and equitable trade in Brazil and to organize a second forum end of 2018 have not yet been realized.
- 117 One of the main aims of the award is to contribute to the Sustainable Development Goals (SDGs), and particularly SDG12 on responsible consumption and production. <https://www.trade-city-award.eu/>
- 118 [https://trade.ec.europa.eu/doclib/docs/2021/february/tradoc\\_159438.pdf](https://trade.ec.europa.eu/doclib/docs/2021/february/tradoc_159438.pdf)
- 119 "Official development assistance (ODA) is defined by the OECD Development Assistance Committee (DAC) as government aid that promotes and specifically targets the economic development and welfare of developing countries. The DAC adopted ODA as the "gold standard" of foreign aid in 1969 and it remains the main source of financing for development aid." <https://www.oecd.org/dac/financing-sustainable-development/development-finance-standards/official-development-assistance.htm>
- 120 The Social and Solidarity Economy can be considered as a wide range of alternative economic relationships based on solidarity within which we can also find ethical and fair business relationships. The solidarity economy is a public policy that promotes the development of small producer organizations, which is why it can be considered as Type 3 legislation.
- 121 The organization is member of the Fair Trade Country Network Tanzania
- 122 There is a short mention of Fair Trade in Art. L. 230-5-3: "The private and public collective restaurants have to inform their public at least once a year on what actions they took in order to develop Fair Trade products".
- 123 "Art. L. 230-5-3. - As of January 1, 2020, the legal entities in charge of collective restaurants mentioned in Articles L. 230-5-1 and L. 230-5-2 inform, once a year, by posting and by electronic communication, the users of collective restaurants for which they are responsible for the share of the products defined in I of article L. 230-5-1 entering into the composition of the meals served and the steps they have taken to develop the acquisition of fair trade products."
- 124 Etats généraux de l'alimentation <https://agriculture.gouv.fr/alimn-agri-les-etats-generaux-de-lalimentation>
- 125 <https://curia.europa.eu/juris/liste.jsf?num=C-368/10>



### **DECEMBER 2021**

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This publication was made possible thanks to financial support from the European Union and the Charles Léopold Mayer Foundation for the Progress of Humankind (FPH). The views expressed in this document solely reflect the view of the authors and do not reflect the views of the commissioning organizations (Fairtrade International and Fair Trade Advocacy Office), the European Union or the Charles Léopold Mayer Foundation for the Progress of Humankind (FPH).



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