

# GLOBAL STRATEGIC FRAMEWORK FOR FOOD SECURITY AND NUTRITION

Zero draft

## I. Introduction and background

### A. Reform of the CFS

1. The rise in food prices in 2007-08, followed by the financial and economic crisis in 2009 flowing through to 2010 and 2011, highlighted the unacceptable levels of structural poverty and hunger around the world. The food and financial crisis threatened global food security and nutrition and the achievement of the 1996 World Food Summit target and the Millennium Development Goals (MDGs) for reducing hunger and malnutrition. It is now estimated that more than a billion people, one in every six human beings, may be suffering from undernourishment. A very large proportion of these are smallholder food producers, particularly women, and other rural inhabitants. At the same time, almost the same number of people are considered obese.
2. Member countries of the Committee on World Food Security (CFS), agreed at their 34th Session in October 2008 to embark on a reform of CFS to enable it to play a more central role in the area of food security and nutrition, including international coordination. The reforms were designed to redefine the CFS vision and role to focus on the key challenges of eradicating hunger:
  - Expanding participation in CFS to ensure that voices of all relevant stakeholders are heard in the policy debate on food and agriculture;
  - Adapting rules and procedures with the aim of becoming the central global political platform dealing with food security and nutrition;
  - Strengthening linkages with regional, national and local levels;
  - Supporting CFS discussions with structured expertise through the creation of a High Level Panel of Experts (HLPE) so that the decisions and the work of the CFS are based on hard evidence and state of the art knowledge.
3. The reformed CFS is a central component of the evolving Global Partnership for Agriculture, Food Security and Nutrition and is intended to constitute the foremost inclusive international and intergovernmental platform for a broad range of committed stakeholders to work together in a coordinated manner in support of country-led processes towards the elimination of hunger and ensuring food security and nutrition for all human beings. CFS is committed to striving for a world free from hunger where countries implement the Voluntary Guidelines for the progressive realization of the Right to adequate Food in the context of national food security (VGRtF).
4. The roles of the CFS are:
  - To provide a platform for discussion and coordination to strengthen collaborative action among governments, regional organizations, international organizations and agencies, NGOs, CSOs, food producers' organizations, private-sector organizations, philanthropic organizations and other relevant stakeholders, in a manner that is aligned with each country's specific context and needs;
  - To promote greater policy convergence and coordination, including through the development of international strategies and voluntary guidelines on food security and nutrition on the basis of best practices, lessons learned from local experience, inputs

received from the national and regional levels, and expert advice and opinions from different stakeholders;

- At country and/or region request, to facilitate support and/or advice in the development, implementation, monitoring and evaluation of nationally and regionally owned plans of action for the elimination of hunger, the achievement of food security and the practical application of the VGRtF, based on the principles of participation, transparency and accountability.

## **B. Nature and purpose of the GSF**

5. The reform of CFS envisaged it taking on additional roles, including developing a Global Strategic Framework (GSF) for food security and nutrition. This was a recognition that in spite of good intentions and considerable allocations of money, time, energy and political support, achievements in the fight against hunger and malnutrition had not met their stated goals and objective. One of the primary causes of this failure could be ascribed to stakeholders working in isolation, without a common platform to provide agreed yet flexible, forward-thinking and participatory guidance towards coordinated and synchronized actions.
6. It was agreed that the purpose of the GSF would be to provide a dynamic instrument to enhance the role of the CFS itself as a platform to improve cooperation, catalyze coordinated action and provide guidance towards effective and synergized partnerships in support of global, regional and country-led plans and processes designed to prevent future food crises, eliminate hunger and ensure food security and nutrition for all human beings.
7. The GSF is expected to help the CFS:
  - Improve coordination and synchronized actions among all stakeholders based on comparative advantages and partnerships;
  - Strengthen coherence and convergence among policies and programmes of countries, donors and other stakeholders;
  - Add value through a harmonized process of demand-driven, country-led activities, with scientific inputs from the network of professional expertise and knowledge, the HLPE, and field experience, by identifying areas, encouraging best practices, preventing duplication and overlapping, and filling the response gap;
  - Catalyze country-level capacity building;
  - Strengthen the CFS as a platform for communication and information exchange;
  - Create an atmosphere of trust, shared responsibility and mutually reinforcing incentives among all stakeholders.
8. The GSF draws on a number of earlier frameworks and is intended to complement them and bring greater coherence between them. These frameworks include the *Updated United Nations Comprehensive Framework for Action (UCFA)*, the *Comprehensive Africa Agriculture Development Programme (CAADP)*, the *Voluntary Guidelines to support the progressive realization of the right to adequate food in the context of national food security (VGRtF)*, the *World Food Summit Plan of Action* and the *Rome Declaration on World Food Security*, the *L'Aquila Joint Statement on Global Food Security*, the *Framework for Action to Scale Up Nutrition (SUN)* and the *SUN Road Map*, the *Nyéléni Declaration*, and the *International Assessment of Agricultural Knowledge, Science and Technology for Development (IAASTD)*.
9. The two major global initiatives on food security and nutrition (the UCFA and the GSF) are at the same time intrinsically linked and distinct in their objectives, means and outcomes. The

governing bodies framing these initiatives (the United Nations Secretary-General's High-Level Task Force (HLTF) and the CFS) involve different stakeholders (international agencies for the UCFA and government institutions for the GSF). Each membership has a different view on the governance mechanisms and actions needed to respond to the global food crisis and structural food insecurity. Each framework has its own role to play, from international agencies' coordination in supporting country-led initiatives, to government initiatives for synchronized actions and engagement on food security and nutrition.

10. An important result of the reform of the CFS has been the increased level of participation of a range of non-governmental stakeholders, including civil society organizations (CSOs), private sector bodies and philanthropic foundations. CSOs were called to organize themselves autonomously in order to facilitate their interaction and engagement with the Committee, which led to the creation of the Civil Society Mechanism (CSM). The participatory process also led to the establishment of new forms of electronic consultation to facilitate discussion and debate in an inclusive process. The GSF's development can thus be considered highly democratic and participatory.

### **C. How to use this document**

11. Although the GSF is designed to be a prime tool for the reformed CFS to fulfill its mandate, its principal users are expected to be decision-makers and policy-makers in developing countries responsible for the development and implementation of policies and programmes for delivering food security and nutrition and the progressive realization of the right of adequate food. They will be acting in full recognition of the need to pay particular attention to the gender dimensions of hunger, and the vulnerabilities and needs of women, who make up a majority of small-scale food producers. The GSF is also an important tool for policymakers and decision-makers in developed countries responsible for overseas development cooperation programmes.
12. Recognizing that food security is closely connected with economic growth and social progress in developing countries, the GSF offers guidelines and recommendations for coherent action at the global, regional and country levels supported by the full range of stakeholders and with the endorsement of the HLPE, while respecting country ownership of programmes to combat food insecurity. The food security agenda must focus on agriculture, in its widest definition, since this is the basis for the livelihoods of most poor people and the backbone of rural economies in most developing countries. At the same time, it embraces a rights-based approach to tackling the problem of food insecurity and malnutrition.

### **D. Definitions**

#### ***Food security***

13. The concept of Food Security is defined in the CFS Reform Document thus:

*Food security exists when all people, at all times, have physical, social and economic access to sufficient, safe and nutritious food that meets their dietary needs and food preferences for an active and healthy life. The four pillars of food security are availability, access, utilization and stability. The nutritional dimension is integral to the concept of food security and to the work of CFS.*

14. The 37th Session of CFS called on the CFS Bureau to propose options on the meaning and different uses, if any, of the terms "Food Security", "Food Security and Nutrition", "Food and Nutrition Security" and "Nutrition Security" for the standardization of the official terminology

that the Committee should use, taking into account that nutrition is a key pillar of “Food Security” as officially defined. Pending resolution of this issue, the GSF will continue to use the formulation “Food Security and Nutrition”, as used in the CFS Reform Document and the decision of the 36th Session of CFS to launch the consultative process for the elaboration of GSF.

### ***The right to food***

15. In the International Covenant on Economic, Social and Cultural Rights (ICESCR) of 1966, States recognized:

*“...the right of everyone to an adequate standard of living for himself and his family, including adequate food (...) and to the continuous improvement of living conditions”* (Article 11, par. 1) as well as *“the fundamental right of everyone to be free from hunger”* (Article 11, para. 2).

16. The United Nations Committee on Economic, Social, and Cultural Rights and the United Nations Special Rapporteur on the right to food have both given a definition of the right to adequate food.

For the Committee:

*The right to adequate food is realized when every man, woman and child, alone or in community with others, has physical and economic access at all times to adequate food or means for its procurement. The core content of the right to adequate food implies (...) the availability of food in a quantity and quality sufficient to satisfy the dietary needs of individuals, free from adverse substances, and acceptable within a given culture (and) the accessibility of such food in ways that are sustainable and that do not interfere with the enjoyment of other human rights.*

For the Special Rapporteur:

*The right to food is the right to have regular, permanent and free access, either directly or by means of financial purchases, to quantitatively and qualitatively adequate and sufficient food corresponding to the cultural traditions of the people to which the consumer belongs, and which ensures a physical and mental, individual and collective, fulfilling and dignified life free of fear.*

### ***Food sovereignty***

17. The concept of food sovereignty is defined in the Nyélémi Declaration as:

*The right of peoples to healthy and culturally appropriate food produced through ecologically sound and sustainable methods, and their right to define their own food and agriculture systems.*

### ***Agriculture and smallholder farmers***

18. In this GSF reference to agriculture and smallholder farmers should be taken to include fishers and their fishing activities, pastoralists and forest dwellers.

## **II. The root causes of hunger and the challenges ahead**

### **A. Structural causes of hunger and malnutrition**

19. Systematic analysis of the structural causes of food insecurity and malnutrition is required to identify and prioritize challenges affecting the realization of food security and nutrition and the right to adequate food for all people at all levels. The effort to overcome the structural causes of hunger and malnutrition calls for convergent policies, strategies and programmes that give priority to meeting both long-term needs and emergency requests for food security and nutrition. The structural causes include:

- Lack of coherence in policymaking at international and national level, resulting from inadequate governance and accountability for food security and nutrition: good governance for food security and nutrition requires governments to prioritize policies, plans, programmes and funding to tackle hunger, malnutrition and food insecurity in the most vulnerable populations; at the global level, it should build on existing international organizations and financial institutions, making use of their comparative advantage, enhancing their coordination and effectiveness and avoiding duplications;
- The decline in international and national investment in the agricultural sector and rural infrastructure;
- Financial speculation on international food (commodity) markets, and international trade policies that adversely affect domestic food production and fail to take account of the rights of populations in all countries to adequate food; the prime focus of the current industrialized food system on cereals and meat production, and its vulnerability to financial speculation;
- Continuing insecurity of land tenure and access to land and other natural resources, particularly for women farmers; good land tenure security is central to sustaining productivity and also fostering good stewardship of land among farmers and pastoralists;
- Insufficient attention paid to the role of women and their special vulnerabilities in regard to malnutrition and the many forms of legal and cultural discrimination they suffer;
- The many forms of discrimination against vulnerable groups such as indigenous peoples, internally displaced persons or refugees, and social and cultural exclusion experienced by most of the victims of food insecurity and malnutrition;
- Violations of human rights, such as lack of free elections, inadequate access to justice, violations of labour rights and the rights to free expression, association and assembly, in particular for peasants' associations.

## **B. Past experiences and lessons learned**

20. Experience over several decades, which have seen considerable investment of resources, time and effort, has been disappointing. Although the incidence of hunger and malnutrition has been reduced, this has happened at a rate that has not kept pace with population growth, so that the actual numbers of the chronically hungry and malnourish have increased. Analysis of experience to date provides a number of critical lessons that must be learned, and taken into account in devising strategies for food security and nutrition:

- Development programmes must be country-owned and country-led; the importance of political will cannot be over-stated;
- Women must be put at the centre of development efforts, considering that they produce most of the food in developing countries despite all too often being denied access to productive assets, knowledge through extension services, and financial services;
- The quality of food produced is as important as the quantity, to ensure proper nutrition and avoid the inter-generational reproduction of hunger;
- Local communities must be closely involved in the design, planning and implementation of programmes and projects;
- Good governance at country level is absolutely critical: all too often much-needed funding has been syphoned off by corrupt officials and politicians;
- Peace and the rule of law, which guarantees tenure of assets and a conducive business environment, are essential;

- The whole value chain needs to be considered: in particular, rural infrastructure investment is critical.

### **C. Emerging challenges**

21. Issues affecting long-term trends in agriculture food security and nutrition that will need to be addressed include:

- Demographic changes: population growth, urbanization and rural-urban migration, rural employment and diversification of livelihoods;
- The need to prevent the inter-generational reproduction of hunger and malnutrition, including through education and promotion of literacy among women and girls;
- Changing patterns of food consumption and associated production and nutritional implications; food quality and safety, and the implications for food security and nutrition;
- The need for a more fair, open and transparent system of trade in food and agricultural commodities to ensure adequate access to food; the importance of access for smallholder farmers to well-functioning markets and trade; the need for appropriate economic and trade policies at the global, regional and national levels, together with good governance;
- Prevention and treatment of diseases related to food and nutrition insecurity. The inadequate consumption of food can cause serious problems to health, including malnutrition, lack of specific micronutrients, and obesity;
- Technology development and transfer; research and development to reverse the decline in growth of agricultural productivity while avoiding negative impacts on environmental sustainability;
- Reducing post-harvest losses and food waste by investing in improving rural infrastructure, including communications, transport, storage, energy efficiency, and waste recycling along the value chain; and reducing consumer food waste;
- Reducing greenhouse gas emissions from agriculture, through policy and financing incentives including the Clean Development Mechanism (CDM);
- Managing the demand for energy, and especially biofuels, and the impact on food security of the use of food crops to produce energy.

### **D. Major existing gaps**

22. There is broad agreement on the need for improving governance of food security at global, regional and national levels through a rights-based approach based on the VGRtF, in which all states take responsibility for their governance role and are held accountable by their constituencies. Good governance for food security and nutrition requires national governments to prioritize policies, plans, programmes and funding to tackle hunger, malnutrition and food security in the most vulnerable populations. The existing system has exposed the fragility of global governance mechanisms. In particular:

- Existing systems for resource mobilization and allocation do not respond rapidly, predictably or adequately enough to the food and nutritional needs of poor people when they are affected by substantial external shocks;
- Political will has too often been lacking to create an environment conducive to robust food security, so that:
  - Inequalities in access to and control over productive resources, in particular land and water, have been increasing;
  - Policies that undermine smallholder tenure security have persisted;

- Decades of under-investment in agriculture, particularly smallholder-based production and processing systems, rural development and infrastructure, have continued;
- Attention to the effective operation of markets for food and trading systems has been inconsistent;
- There has been a lack of support for safety nets and social protection systems.
- There has been a persistent yawning gap between commitments made at major international gatherings and actual delivery on the ground;
- Despite some notable and laudable exceptions, there has been a general failure by states to implement the VGRtF, and to develop effective rights-based food security and nutrition strategies;
- Discrimination against women that perpetuates their lack of access to productive resources, including land, credit and extension services, while broadly recognized as a severe constraint to the achievement of food security and nutrition, continues to be widespread.

### **III. The foundations and overarching frameworks**

23. There is broad agreement on the need for a twin-track approach to resolving the problem of food insecurity and malnutrition. The twin-track concept was launched by FAO in 2003 in the Anti-Hunger Programme and subsequently endorsed in various international forums, and embraced by the UCFA and several other prominent frameworks. Actions are required in countries that contribute to the immediate needs of vulnerable people, including actions during crisis situations, combined with policies, programmes and resource mobilization to improve the longer-term productivity and sustainability of agriculture and to strengthen the resilience of production systems and poor households to shocks. Speaking in Madrid in 2009, the United Nations Secretary-General linked the twin-track approach with the right to food, and proposed that this should be considered a third track “as a basis for analysis, action and accountability.”

#### **A. The right to adequate food**

24. The need to adopt a human rights-based approach to development cooperation has been emphasized by the United Nations for at least 15 years, and today it is possible to describe the main elements of a rights-based approach to the fight against hunger.

##### ***Basic instruments***

25. According to the United Nations Common Understanding on a Human-Rights-Based Approach:

- All programmes of development cooperation, policies and technical assistance should further the realization of human rights as laid down in the Universal Declaration of Human Rights and other international human rights instruments;
- Human rights standards contained in, and principles derived from, the Universal Declaration of Human Rights and other international human rights instruments guide all development cooperation and programming in all sectors and in all phases of the programming process;
- Development cooperation contributes to the development of the capacities of “duty-bearers” to meet their obligations and/or of “rights-holders” to claim their rights.

26. Applied to the right to adequate food, this means that this should be the main objective of policies and programmes on food security; that human rights principles should guide activities designed to improve food insecurity; and that policies and programmes need to develop empowerment of rights-holders and accountability of duty-bearers.

### ***The right to adequate food and the achievement of food security***

27. The definition of the right to adequate food implies that food security policies and programmes cannot only aim at increasing food availability, but also food adequacy and accessibility. This means that these policies and programmes should improve access to food and also to its means of procurement, including access to productive resources for peasant families and to a sufficient wage for workers.
28. A rights-based approach also implies that food security policies and programmes will be designed and implemented following a number of fundamental human rights principles. These include: participation, accountability, non-discrimination, transparency, human dignity, empowerment and the rule of law.
29. A rights-based approach to the fight against hunger requires food security and nutrition policies and programmes to contribute to empower people to claim their right to adequate food and to hold states accountable for establishing and implementing policies to realize the right to adequate food. The VGRtF – in particular, Guidelines 5 (Institutions), 7 (Legal framework), 17 (Monitoring, indicators and benchmarks) and 18 (National human rights institutions) – offer countries practical guidance for developing effective institutional and adequate legal frameworks to deliver the right to adequate food and for establishing independent monitoring mechanisms to implement these frameworks.

### **B. The Five Rome Principles for Sustainable Global Food Security**

30. The Five Rome Principles for Sustainable Global Food Security were adopted in November 2009 by the World Summit on Food Security in Rome, based on the “L’Aquila Joint Statement on Global Food Security” issued at the G8+ Summit 2009. Taken together, they provide a powerful strategic underpinning for coordinated action by all stakeholders at global, regional and country level, while embracing the twin-track approach discussed above.
  - **Principle 1:** Invest in country-owned plans, aimed at channelling resources to well-designed and results-based programmes and partnerships.
  - **Principle 2:** Foster strategic coordination at national, regional and global level to improve governance, promote better allocation of resources, avoid duplication of efforts and identify response gaps.
  - **Principle 3:** Strive for a comprehensive twin-track approach to food security that consists of: 1) direct action to immediately tackle hunger for the most vulnerable, and 2) medium- and long-term sustainable agricultural, food security, nutrition and rural development programmes to eliminate the root causes of hunger and poverty, including the progressive realization of the right to adequate food.
  - **Principle 4:** Ensure a strong role for the multilateral system by sustained improvements in efficiency, responsiveness, coordination and effectiveness of multilateral institutions.
  - **Principle 5:** Ensure sustained and substantial commitment by all partners to investment in agriculture and food and nutrition security, with the provision of necessary resources in a timely and reliable fashion, aimed at multi-year plans and programmes.



### **C. The twin-track approach**

31. The twin-track approach requires specific linkages between short- and longer-term interventions:

#### ***Direct action to immediately tackle hunger for the most vulnerable***

32. Attention must be paid to the immediate needs of those who lack the necessary purchasing power to meet their food and nutrition requirements. Various forms of social protection and safety nets to reduce vulnerability should not only meet immediate needs, often arising from natural disasters or conflicts, but also contribute to reducing uncertainty and improving agricultural productivity. Social protection and safety nets are particularly important for people with very limited the access to resources.

#### ***Medium/long-term actions to address the root causes of hunger***

33. Insecure tenure of land and other natural resources can leave people marginalized, act as a disincentive for investment and alienate households from the resources to which they have access, thus increasing vulnerability. Inappropriate tenure regimes can lead to over-exploitation and discourage sustainable practices. In all such cases food security and nutrition are threatened. Promoting viable systems of tenure that support poverty reduction and food security and nutrition is an important issue, especially in view of increasing competition for and declining availability of agricultural resources.
34. Agrarian reform is particularly needed in regions and areas with strong social disparities, poverty and food insecurity, as a means to broaden sustainable access to and control over land and related resources. This should be achieved through a programme based on coherent, rights-based, ethical, participatory and integrated policies. The proposed Voluntary Guidelines on the Responsible Governance of Land Tenure and other Natural Resources provide a framework for responsible tenure governance that supports food security, poverty alleviation, sustainable resource use and environmental protection.

#### ***Connecting the tracks***

35. In complex situations, safety nets – provided primarily in the form of cash or food-based transfers – are a key building block in social protection. Safety nets can raise levels of child nutrition and improve cognitive development, school attainments and future labour productivity, thereby enhancing earning potential. Safety nets can also contribute to the adoption of higher-risk but higher-income livelihood options and alleviate some market failures.
36. Social protection initiatives can provide the opportunity to transform humanitarian assistance for chronic needs into predictable, longer-term development approaches. However, elements of social protection are often uncoordinated, short-term, externally-funded, and not adequately reflected in food security and poverty reduction strategies. In order to be effective and efficient, key trade-offs around social protection policy and programmes need to be recognized and addressed as part of government-led development plans. Only in this way can the cycle of dependence be broken and the transition made from short- to longer-term support.

## **IV. Policy and programme recommendations**

37. Based on the foundation of the right to adequate food, and in the context of the overarching frameworks described above, policy recommendations are made in a number of areas. These recommendations represent a consensus view. The list is not comprehensive and will develop over time as the CFS develops its approach to critical issues and the GSF is regularly updated.

### **A. Increasing agricultural productivity and production in a socially, economically and environmentally sustainable manner**

38. With the world's population already more than seven billion and expected to reach nine or ten billion within a few decades, a major challenge is to meet increased global demand for sufficient and appropriately nutritious food, resulting from population and income growth and changes in diets, in the face of decreasing availability and quality of natural resources. Meeting the challenge calls for yield increases and overall productivity gains in food and agricultural production in the context of a more environmentally friendly agriculture, as well as significant reductions in post-harvest losses and wastage. It also requires a focus on the nutritional quality of food as well as calorific intake, and broadening the food basket and the diversity of plants and animals used in making food – that is, increased dietary diversity. The current decline in yield growth rates must be reversed, and the role of agricultural research institutions in developing local and global solutions to this is critical. The impact of climate change on agricultural production and on food systems will increase the risks of food insecurity, especially for producers living in marginal environments and for smallholder households.
39. Food security is closely connected with economic growth and social progress. An important pathway to achieving food security is to enable smallholder farmers to break the subsistence cycle and become small-scale entrepreneurs. However, this requires a conducive operating environment. Transparency, fairness, and predictability are key to promoting enterprise. All forms of private enterprise – domestic markets, foreign investment and international trade – require an operating environment that encourages growth and development. Key elements of this are peace and stability, the rule of law, good governance with accountability and transparency, the absence of corruption, adequate infrastructure, an educated workforce, clear property rights and enforceable contracts. Creating this environment is a prime responsibility of government.
40. Recognizing that smallholder production is the key to sustainable increases in food production and productivity, and that women farmers produce the majority of food in developing countries, countries are recommended to:
- Create an enabling policy environment that provides incentives for production increases and the development of effective input and output markets;
  - Stimulate investment in small-scale agriculture, with close coordination between public and private sector investment, so that the sector contributes to national economic growth and growth in rural employment;
  - Ensure secure and equitable access to natural resources, including land, water and biodiversity, for women and men without discrimination;

- Invest in agricultural research on food crops, animal production, aquaculture and inland fisheries, in ways that reflect the interests of women and are sensitive to the challenge of improving nutrition;
- Improve rural infrastructure, with particular attention to roads, irrigation, storage, energy supplies, communications and markets;
- Ensure sustained access for small-scale farmers to competitive, transparent and private sector-led markets for food produce and quality inputs;
- Support the development and strengthen the capacities of existing producer organizations, ensuring the full participation of women farmers;
- Strengthen the access of smallholders and others in the food value chain to financial and risk management instruments;
- Improve animal production services, including veterinary services;
- Improve extension services to ensure dissemination of information and knowledge, ensuring that the needs of women farmers are fully met.

## **B. Increasing smallholder-sensitive investment in agriculture**

41. Recognizing that the bulk of investment in agriculture is undertaken by farmers and smallholders themselves, their cooperatives and other rural enterprises, with the rest being provided by a multiplicity of private actors, large and small, along the value chain, as well as governments; and acknowledging that smallholder farmers, many of whom are women, play a central role in producing most of the food consumed locally in many developing regions and are the primary investors in agriculture in many developing countries, governments are recommended to:

- Ensure that public investment, services, and policies for agriculture give due priority to enabling, supporting and complementing smallholders' own investment, with particular attention to women food producers who face specific difficulties and need specific policies and support. At the same time it should be remembered that significant pro-poor progress requires creating opportunities for innovation and entrepreneurship that explicitly target resource-poor farmers and rural labourers;
- Ensure that agricultural policies and public investment give priority to food production and improving levels of nutrition and increase the resilience of local and traditional food systems and biodiversity, with a focus on strengthening sustainable smallholder food production, reducing post-harvest losses and increasing post-harvest value addition, and on fostering smallholder-inclusive local, national and regional food markets, including transportation, storage and processing;
- Ensure that public policies and investment play a catalytic role in the formation of partnerships among agricultural investors, including private-public, farmer cooperative-private and private-private partnerships, to ensure that the interests of smallholders are being served and preserved by those partnerships. The state should recognize that, in many cases, it has a crucial role to play in facilitating access of smallholders to credit, technical and extension services, insurance, and markets;
- Give due attention to new market and environmental risks facing smallholder agriculture and design investment services and policies to mitigate these risks and strengthen the ability of both women and men smallholders to manage them; align investment in agriculture with environmental sustainability considerations;

- Actively involve organizations representing women and men smallholders and agricultural workers in the formulation, implementation and evaluation of policies for investment in agriculture and in the design of investment programmes in agriculture and food value chains;
- Explore measures and incentives to reduce waste and losses in the food system, including addressing post-harvest losses.

The international community should:

- Increase stable and sustainable public and private investment to strengthen smallholder production systems, boost agricultural productivity, foster rural development and increase resilience with particular attention to smallholder agriculture;
- Promote a significant expansion of agricultural research and development, and its funding, including by strengthening the work of the reformed CGIAR, supporting national research systems, public universities and research institutions and promoting technology transfer, sharing of knowledge and practices, including for family farming, and capacity building through North-South and South-South cooperation;
- Support the development or review by countries of comprehensive national food security strategies that are country-owned and led, evidence-based and inclusive of all key partners at national level, in particular civil society, women's and farmers' organizations, and which establish policy coherence in respective sectors, including national economic policies, to address food price volatility.

### **C. Nutrition**

42. The VGRtF state that, if necessary countries should take measures to maintain, adapt or strengthen dietary diversity and healthy eating habits and food preparation, as well as feeding patterns, including breastfeeding, while ensuring that changes in availability and access to food supply do not negatively affect dietary composition and intake.
43. Countries are also encouraged to take steps, in particular through education, information and labelling regulations, to prevent overconsumption and unbalanced diets that may lead to malnutrition, obesity and degenerative diseases.
44. They are encouraged to involve all relevant stakeholders, in particular communities and local government, in the design, implementation, management, monitoring and evaluation of programmes to increase the production and consumption of healthy and nutritious foods, especially those that are rich in micronutrients. The guidelines say that countries may wish to promote gardens both at home and at school as a key element in combating micronutrient deficiencies and promoting healthy eating. They may also consider adopting regulations for fortifying foods to prevent and cure micronutrient deficiencies, in particular of iodine, iron and Vitamin A.
45. Specific actions to improve nutrition security are described in detail in the SUN Framework. This encourages investment in development strategies that will contribute to better nutrition in all societies, combined with universal access to a range of tried and tested interventions that directly contribute to reducing undernutrition, especially among pregnant women, children under the age of two and people affected by illness or distress. The SUN Road Map proposes a multi-stakeholder global effort to scale up nutrition as a contribution to achievement of the MDGs, and particularly MDG1, which calls for a reduction by half in the incidence of poverty and hunger by 2015.

46. At country level, governments are recommended to:

- Establish networks of stakeholders, from civil society, businesses, professional organizations and research groups, who will be asked to contribute to the process;
- Develop community-based and national movements for nutrition, bringing together the various stakeholders and aligning their efforts;
- Give priority to concerted advocacy and effective communications to continue the process of increasing awareness and understanding of the importance of addressing nutrition among decision-makers;
- Set up country-level systems for monitoring and reporting on progress and evaluating outcomes;
- Promote the sharing of experiences and results as a contribution to effective capacity building;
- Stimulate applied research to increase access to knowledge, standards and harmonized policies for improving nutrition.

47. The main investors in the scaling-up nutrition programme will be national governments themselves, but it is also anticipated that they will request financial assistance for a variety of purposes. It suggests that external funding should come primarily from existing donor programmes at national and global levels.

#### **D. Addressing food price volatility**

48. Poorer people are particularly affected by fluctuations in the price of food, as well as costs of inputs and transport. Price volatility also poses social and political challenges to national authorities. Responses to such challenges have sometimes involved ad hoc and uncoordinated interventions in food and agriculture markets, which may exacerbate price volatility and the global market situation. There is a pressing need for a coordinated policy response by countries to price volatility, including transparency in transactions in all markets and provision of better information, and action to address the underlying structural causes of volatility.

49. Open trade flows within and between countries and efficient markets can have a positive role in strengthening food security and nutrition. Enhanced international market opportunities — by way of reductions in trade barriers and elimination of trade-distorting support to agriculture — should be pursued through multilateral trade negotiations, with due attention paid to the need for fairness in international trading. A number of actions are recommended:

##### ***Actions to reduce volatility***

- Support for the Agricultural Market Information System (AMIS) to enhance food market information and transparency, and participating international organizations, private-sector actors and governments to ensure the public dissemination of timely and quality food market information products;
- Acknowledging the need for countries to better coordinate responses in times of food price crises, support for the establishment of the AMIS Rapid Response Forum and ensure appropriate links between that Forum and CFS;
- Improvements in transparency, regulation and supervision of agricultural derivative markets;
- Noting that a transparent and predictable international trade in food is crucial for reducing excessive price volatility, continuing focus on building an accountable and rules-based multilateral trading system taking into account food security concerns, in particular those of

- the least developed and net food importing developing countries. In that context, support for an ambitious, balanced and comprehensive conclusion of the Doha Development Round;
- Review of biofuels policies according to balanced science-based assessments of the opportunities and challenges they may present for food security so that biofuels can be produced where it is socially, economically and environmentally feasible to do so;
  - Relevant international organizations, in consultation with all relevant stakeholders, to further assess the constraints and effectiveness of creating and maintaining local, national and regional food reserves.

***Actions to mitigate the negative impacts of volatility***

- Increase the role of the state in mitigating the negative impacts of volatility, including through the development of stable, long-term national social protection strategies and safety nets, particularly addressing vulnerable categories of populations such as women and children, that can be leveraged and scaled-up in times of crisis;
- Use national and local social safety nets and local purchase mechanisms for the delivery of food aid, while taking time, market, production, institutional and other relevant factors into account, in accordance with the rules of the multilateral trading system;
- Endorse efforts requested by the G20 for the World Food Programme (WFP) and other international organizations and partners (such as the Economic Community of West African States – ECOWAS) and West African countries, to support the development of a pilot project in West Africa, for a targeted regional emergency humanitarian food reserve;
- Develop risk management instruments, including for mitigating the impact of price shocks, for mainstreaming into national food security strategies, focused on reducing risk for the most vulnerable to food price volatility.

**E. Tenure of land, fisheries and forests**

50. The VGRtF say that countries should facilitate sustainable, non-discriminatory and secure access and utilization of resources and protect the assets that are important for people’s livelihoods. Countries should respect and protect the rights of individuals with respect to resources such as land, water, forests, fisheries and livestock without any discrimination. Where appropriate, countries should carry out land reforms and other policy reforms to secure efficient and equitable access to land and to strengthen pro-poor growth. Special attention should be given to groups such as pastoralists and indigenous people and their relation to natural resources

51. Countries are recommended to:

- Promote women’s full and equal participation in the economy and, for this purpose, introduce, where it does not exist, and implement gender-sensitive legislation providing women with the right to inherit and possess land and other property;
- Provide women with secure and equal access to, control over, and benefits from productive resources, including credit, land, water and appropriate technologies;
- Take measures to promote and protect the security of land tenure, especially with respect to women and poor and disadvantaged segments of society, through legislation that protects the full and equal right to own land and other property, including the right to inherit;
- Consider establishing legal and other policy mechanisms that advance land reform to enhance access for the poor and women. Such mechanisms should also promote

- conservation and sustainable use of land. Special consideration should be given to the situation of indigenous communities;
- Strive to improve access to, and promote sustainable use of, water resources and their allocation among users giving due regard to efficiency and the satisfaction of basic human needs in an equitable manner and that balances the requirement of preserving or restoring the functioning of ecosystems with domestic, industrial and agricultural needs, including safeguarding drinking-water quality;
  - Consider specific national policies, legal instruments and supporting mechanisms to protect ecological sustainability and the capacity of ecosystems to ensure the possibility for increased, sustainable food production for present and future generations, prevent water pollution, protect the fertility of the soil, and promote the sustainable management of fisheries and forestry.

## **F. Addressing gender in food security and nutrition**

52. Women make crucial contributions to the food security of developing countries, but they consistently have less access than men to the resources and opportunities for being more productive farmers. Women lack secure tenure over their land, access to inputs such as fertilizers, improved seed varieties and mechanical equipment and proper access to credit and extension services. According to the State of Food Insecurity in the World 2011, closing the gap between men and women in access to inputs could raise yields on women's farms by 20 to 30 per cent, which in turn could increase production in developing countries by 2.5 to 4 per cent and reduce the prevalence of undernourishment by between 12 and 17 per cent.
53. Women also have their own unique set of responsibilities (and vulnerabilities) in terms of securing food security and nutrition: as producers of food themselves, as income earners, as primary care-givers and as mothers. A women's nutritional status is critical not only to her own health but also to her ability to maintain a secure livelihood and ensure that her children are properly nourished and healthy, both in the womb and from birth. Greater attention needs to be given to specific actions to improve nutrition, including investment in development strategies that will contribute to better nutrition for all members of society, with a particular emphasis on women and children.
54. Nutritional concerns should be addressed both by direct interventions and also through integration of nutrition in policies and programmes for agriculture, food security, food quality and safety, rural development and overall development. Governments, donors and civil society can make a significant difference by eliminating discrimination against women under the law and ensuring that all policies, programmes and projects take account of the different roles and responsibilities of women and men and the constraints women face in agriculture and rural employment, and also the problems faced by young people. Greater and more effective involvement of women and use of their knowledge, skills and experience will advance progress towards sustainability and development goals, and attention to child nutrition will help combat intergenerational reproduction of hunger.
55. It is recommended that countries should:
- Actively promote women's leadership and strengthen women's capacity for collective organizing, especially in the rural sector;
  - Involve women in the decision-making process with regards to national and international responses to global challenges to food security and nutrition;

- Develop a policy and legal framework with appropriate compliance monitoring to ensure women's and men's equal access to productive resources, including land ownership and inheritance, access to financial services, agricultural technology and information, business registration and operation, and employment opportunities, and enact and enforce laws that protect women from all kinds of violence. Countries should audit all existing laws for discrimination and amend discriminatory laws;
- Include improvement of the nutritional status of women, adolescent girls, infants and children, including hidden hunger or micronutrient deficiencies and obesity as a new manifestation of malnutrition, as an explicit goal and expected outcome of agriculture, food security and nutrition-related programmes, emergency responses, strategies and policies, from design to implementation;
- Adopt and implement maternity and paternity protection legislation and related measures that allow women and men to perform their care-giving role and therefore provide for the nutritional needs of their children and protect their own health, whilst protecting their employment security.

56. Further practical actions that may be taken by governments include:

- Providing access to proper maternal health services for women, focusing particularly on nutrition for the first 1,000 days of mother and child;
- Encouraging investors, donors, and governments to focus on supporting women smallholder farmers, including ensuring access to resources such as inputs, agricultural extension services, grain storage, and information;
- Ensuring that education programmes make specific reference to the needs of women, including rural women. There is a pressing need for literacy, basic mathematics skills, and general education for women in developing countries. Multiple studies have also found women's education plays a positive role in achieving goals for child schooling and nutrition;
- Taking gender sensitive approaches to increase access to agricultural extension services. Specific training with mechanisms to manage gender-based biases on access to land, banking, and marketing opportunities are needed to close gaps for rural women and avoid perpetuating long term gender inequities;
- Ensuring access to banking services that enable women to receive payment directly for their agricultural production. Savings accounts are needed, as is affordable micro-credit and access to opportunities in the value chain;
- Supporting cooperatives and other enterprises that allow smallholder women farmers to aggregate their harvests, negotiate better prices, and introduce value-added processing.

## **G. Addressing food security and nutrition in protracted crises**

57. Hunger is particularly high and persistent in countries in protracted crisis. These countries are characterized by recurrent natural disasters or conflict and an insufficient institutional capacity to respond to the crises. In the 22 countries considered to be in protracted crisis in 2009, more than 166 million people were undernourished, representing nearly 20 per cent of all undernourished people in the world. Protracted crises call for specially designed and targeted assistance. This assistance should focus on the immediate need to save lives, but also address the underlying drivers of food insecurity. These may include conflict, disintegration of institutions, depletion of resources, loss of livelihoods and displacement of populations. Building longer-term assistance on existing or revitalized local institutions is a promising strategy, which currently receives insufficient attention by the development community.



58. Indeed, trends in development assistance give cause for concern. Nearly two-thirds of countries in protracted crisis receive less development assistance per person than the average for least developed countries. More importantly, the agriculture sector in these countries is often underfunded, despite accounting for one-third of national income and supporting the livelihoods of nearly two-thirds of their populations. Increased investments in agriculture should aim to achieve sustained, long-term improvements in the productive capacity of vulnerable countries and at the same time strengthen their resilience to shocks.
59. One of the greatest challenges in trying to turn around countries in protracted crisis is to overcome the erroneous understanding that the crisis is simply a series of one-off, short-lived phenomena. This is far from the case for countries in protracted crisis, for which crises are not a slight interruption in their process of development but are instead a continuous and prolonged state of disaster which pose threats not only to peoples' lives but also their livelihoods, the capacity to provide for themselves and live the lives that they value.
60. A new aid architecture is needed to bridge the gap between short-term relief measures and longer-term development approaches. Social protection mechanisms, such as school meals, cash and food-for-work activities and vouchers can make a vital difference in this regard. These mechanisms can be supported through food assistance, for example by providing food as part of safety net programmes and stimulating markets through purchase of food aid supplies on local markets or through cash-based schemes.
61. Three main sets of recommendations emerge for addressing food insecurity in protracted crisis:
- Improved analysis and understanding of countries' needs will be instrumental in providing more effective and lasting help;
  - Governments, donors and agencies should support the protection, promotion and rebuilding of livelihoods, and the institutions behind them;
  - External assistance in protracted crises needs to be revisited to address the challenges on the ground.

### ***Gender issues in protracted crises***

62. Debates on food security in humanitarian emergencies and protracted crises have largely ignored gender issues. In many crises, little is known about gender dynamics prior to the crisis, limiting the basis for analysing both the short- and long-term impacts. These knowledge gaps are further compounded by a dearth of gender-disaggregated data on poverty and vulnerability in protracted crisis situations.
63. In armed conflicts differences in gender roles result in part from unequal access by men and women to assets, economic opportunities, services, crisis aid and decision-making. The food security status of women and men is affected very differently in both acute and protracted crisis situations, most notably in three key areas:
- Through sexual exploitation and gender-based violence;
  - Access to (or lack of) social services such as healthcare and education;
  - Stress on livelihood strategies and survival or coping mechanisms.
64. To overcome the neglect of gender issues in addressing food insecurity in protracted crises there are four key areas that should be addressed:
- Better analysis of the various vulnerabilities and impacts generated by the crises;

- Increased programming on the ground that is gender sensitive and seeks to address not only existing inequalities but also to secure and build assets in ways that empower victims of crises, for example, through safe and secure access to land, cash and other productive resources for women and young people;
- Humanitarian responses that deliberately ensure that institutions embrace a gender perspective in which the needs and rights of both women and men are recognized;
- Improvement of access to health and education, particularly for women, resulting in a long-term positive effect on social and economic development in communities affected by protracted crises.

## **H. Social protection and safety nets**

65. Social protection systems lay an essential foundation on which to rebuild societies in crisis. In general, they include safety nets, insurance products, labour market interventions, and access to social services. The interest of humanitarian actors in wider social protection measures is growing dramatically. Yet, many countries in crisis face significant challenges in reconciling humanitarian and development approaches. This includes the generation of possible trade-offs between broad-based productivity enhancements and measures to reduce inequality; and between necessary short- to medium-term external funding and longer-term sustainable domestic financing.

66. Most responses to crises take place in a humanitarian context, limiting the possibility of addressing the different drivers of the crisis in a more coordinated and holistic way. Evidence shows that linking short- and long-term responses in protracted crises, and undertaking or promoting responses that address structural causes of the crisis, can support longer-term recovery in agricultural and rural livelihoods and food security. Appropriate responses include:

- Increasing food availability;
- Restoring local markets;
- Promoting urban gardening;
- Encouraging improved land and natural resource management;
- Increasing availability of and access to food through conservation agriculture;
- Supplying agricultural inputs to strengthen private-sector seed production.

67. These activities must be undertaken in a synergistic way, involving both humanitarian and development agencies so as to maximize efforts and ensure sustainable results. Specific recommendations for countries are to:

- Develop disaster risk management frameworks to ensure that emergency food needs are fully met;
- Protect the basic consumption needs of vulnerable populations with targeted assistance that may be in the form of food aid, vouchers or cash transfers;
- Scale up nutritional support to meet specific food and nutrition needs of vulnerable groups;
- Support management and prevention of undernutrition, including feeding and care or treatment of children with severe acute malnutrition;
- Promote school feeding programmes to address hunger and undernutrition among children and improve their enrolment and attendance at school;
- Ensure that local purchases of food and food components for humanitarian purposes are exempt from restrictions;
- Explore the establishment of efficient and effective humanitarian food reserves;

- Launch public information programmes to reach all households with information on food assistance, nutrition and hardship alleviation programmes.

## I. Climate change

68. In the 1970s little attention was paid to mitigation and concerns about adaptation to climate change were centred on weather extremes and climate variability from season to season and year to year to address the crucial aspect of food production stability, one of the pillars of food security. By 1996, however, the World Food Summit recognized that the resource base for food, agriculture, fisheries and forestry was under stress and threatened by problems such as desertification, deforestation, over-fishing, loss of biodiversity, inefficient use of water, and climate change. Mainly under its commitment three, the Summit made a number of explicit references to the dominant role of climate fluctuations in food supply as one of the main factors interfering with sustainable increases in food production.
69. Today, many food production systems are at the same time lagging behind in achieving productivity and production potential while contributing to the degradation of natural resources on which agriculture depends. Others are characterized by unsustainable increases in production and yields. The challenge is to identify ways to enable countries to reduce hunger and malnutrition and meet increasing future food and nutrition needs through sustainable systems along the value chain. An additional challenge for policymakers is to realize the potential for agriculture (as the most resource-intensive productive sector) to mitigate climate change impacts.
70. In developing strategies for adaptation to and mitigation of the effects of climate change, countries need to bear in mind that:
- National policymakers need country-specific information, much of which is already available but may not be available to them in a central location and in readily usable form;
  - Governments and individuals alike must remain alert to subtle changes in the environment and to the dynamics of the invisible boundary line at the human interface with climate sensitive ecosystems;
  - Governments must pay more attention to coping with slow-onset, low-grade (creeping) changes in climate, water and weather;
  - Developing an initial set of strategies and tactics for coping with climate change impacts on food security is only the first step of an ongoing process;
  - Existing “best practices” should be viewed as tools to provide tactical responses (short-term) to a changing environment;
71. When putting in place adaptive policies for climate change, countries should ensure that they plan early, are systematic and strategic, use the best information, and remain flexible. Options for adaptation to the impacts of climate change and to manage climate, water and weather-related risks, linked to poverty reduction and economic development, include:
- Protect against sea-level rise, including salt-water intrusion into water supplies;
  - Strengthen primary health care in preparation for the potential spread of vector-borne diseases;
  - Change building codes to withstand extreme weather events;
  - Rehabilitate natural ecosystems such as mangroves to reduce the impacts of storm surges;
  - Redesign infrastructure in regions expected to become wetter with climate change;
  - Develop new crops, cropping strategies and insurance schemes;
  - Manage water resources for sustainable supplies.

## **J. Addressing the gaps**

72. While consensus has been reached in many areas related to food security and nutrition, it is clear that there is a call for further policy discussions, with a view to achieving convergence, on several others. The failure so far to reach agreement in the Doha Development Round of international trade talks testifies to the most serious of these gaps. They include:

- International trading systems and the need for trade agreements to incorporate human rights concerns and consider the impacts on populations;
- The concept of food sovereignty and its implications for stakeholders;
- Defining the concept of the “green economy”;
- The need for a value-chain approach to resolving the challenge of increasing food production and productivity, taking account of the roles of mainly private-sector actors along the chain;
- Designing exit strategies for small-scale farmers whose circumstances provide little chance of making the transition from subsistence to cash economy;
- Boosting rural employment to stem the rural-urban migration trend;
- Strengthening the new food security governance mechanisms to eliminate duplications of effort between state and non-state actors and donors, taking into account the emergence of new private sector foundations;
- Resolving issues related to the use and transfer of biotechnology in agriculture, fisheries and forestry;
- Resolving the potential conflict between the demands of agricultural production for food and for energy;
- Establishing principles for monitoring and accountability of governments and other stakeholders in pursuit of food security and nutrition;
- Finding ways to improve the effectiveness of regional organizations.

## **V Uniting and organizing to fight hunger**

### **A. Introduction**

73. Good governance for food security and nutrition at all levels – global, regional and particularly national – is a prime requisite for progress in the fight against hunger and malnutrition. Good governance requires governments to prioritize policies, plans, programmes and funding to tackle hunger, malnutrition and food insecurity in the most vulnerable populations, whether through humanitarian or development assistance, nationally, bilaterally or multilaterally. The state of the world today, in the wake of the food price and economic crises, has exposed the fragility of global mechanisms for food security. Systems for resource mobilization and allocation do not respond rapidly, predictably or adequately enough to meet the food and nutritional needs of poor people when they are affected by substantial external shocks. The effort to overcome the structural causes of hunger and malnutrition calls for convergent policies, strategies and programmes that give urgent priority to meeting both the long-term needs and emergency requests for food security and malnutrition. Successful pursuit of these objectives requires across-government support, political will and long-term coordinated actions. Interventions need to be properly financed and benefit from adequate capacities both to implement them and monitor their impact.

## **B. Core actions at country level**

74. In many developing countries, anxiety about high food prices and intense competition over land, water, and transport has increased the risk of civil unrest, political instability, displacement of people and migration across borders. Unstable energy prices, continued food price volatility, and lack of infrastructure for market access create a context in which farmers find it difficult to operate profitably and to meet their own food security needs. Increasing global demand for food resulting from population growth, in a context of limited land, water and natural resources, combined with the impact of climate change on agricultural production and food systems, will increase the risks of food insecurity for smallholder households.
75. Against this background, countries should promote good governance as an essential factor for sustained economic growth, sustainable development, and poverty and hunger eradication. In particular, they are recommended to:
- Promote and safeguard a free, democratic and just society in order to provide a peaceful, stable and enabling economic, social, political and cultural environment in which individuals can feed themselves and their families in freedom and dignity;
  - Assess, in consultation with key stakeholders, their economic and social situation, including the degree of food insecurity and its causes, the nutrition situation and food safety, and promote broad-based development that is supportive of their food security policies;
  - Consider adopting a national human rights-based strategy for the progressive realization of the right to adequate food, beginning with a careful assessment of existing national legislation, policy and administrative measures, current programmes, systematic identification of existing constraints and availability of resources;
  - Incorporate into their strategies for food security, nutrition and right to adequate food, objectives, targets, benchmarks and time-frames as well as actions to formulate policies, identify and mobilize resources, define institutional mechanisms, allocate responsibilities, coordinate the activities of different actors, and provide for monitoring mechanisms;
  - In developing food security strategies, consult with civil society organizations and other key stakeholders at national and regional levels, including small-scale and traditional farmers, the private sector, women and youth associations, with the aim of promoting their active participation in all aspects of agricultural and food production strategies;
  - Assess the mandate and performance of relevant public institutions and ensure coordination in the efforts of relevant government ministries, agencies and offices; ensure that relevant institutions provide for full and transparent participation of the private sector and civil society, in particular representatives of the groups most affected by food insecurity;
  - Support investment in human resource development such as health, education, literacy and other skills training, which are essential to sustainable development, including agriculture, fisheries, forestry and rural development; primary education opportunities should be strengthened and broadened, especially for girls, women and other under-served populations;
  - Encourage regional and local authorities to allocate resources for anti-hunger and food security programmes in their respective budgets, and ensure transparency and accountability in the use of public resources, particularly in the area of food security.

### **C. Improving regional support to national and local actions**

76. Two critical roles of regional economic organizations are to provide political incentives and technical guidance to promote response at the country level, and to help build regional markets, while pooling risks and responses of their membership. The effectiveness of regional organizations over the years has been mixed, but groupings such as the African Union and the Association of Southeast Asian Nations have developed policy frameworks that provide a conceptual basis for the development of national policy and practical guidance on inclusive planning processes. These processes are essential for building the partnerships needed at country level for improving food security and nutrition. Regional platforms, such as the CAADP Partnership Platform, provide space for dialogue among regional groupings, governments, donors and United Nations agencies. They facilitate common agreement on shared principles and proposed actions and pave the way for improved alignment of policies. They also provide opportunities for monitoring and evaluation of performance and tracking governments' expenditures and aid flows, thus stimulating better coordination among donors, regional multilateral development banks and United Nations agencies.
77. Regional bodies have a vital role to play in developing regional policies to address the cross-border dimensions of food security and nutrition, and build strong regional markets. Such policies are based on the strong intra-regional complementarities between ecology, production and consumption. They address the need for shared management of transboundary resources such as rivers and river basins, aquifers, pastoral lands and marine resources. Such policies include regional investment for fostering national efforts, and tackling specific issues such as lifting intra-regional trade barriers, reinforcing regional value chains, harmonizing information systems, and coordinating monitoring systems for food emergencies.
78. To improve the level of support from regional bodies to national actions, requires:
- Development of coordination mechanisms with all stakeholders that ensure alignment and coherence of the technical and financial contributions by international aid, regional banks, regional technical agencies and regional platforms of farmers and CSOs;
  - Reinforcement of synergies at the different levels of engagement – country, sub-regional, regional, global;
  - Strengthening the participation of civil society, farmers' organizations and the private sector in the processes;
  - Convergence of different regional and sub-regional efforts to establish clear regional food security and nutrition policies with the ownership of all concerned;
  - Greater donor support for regional economic integration processes and the use of regional entities as effective intermediaries in the development of policies and plans for address food security and nutrition challenges.

### **D. Improving global support to regional and national actions, and response to global challenges**

79. At a number of major international conferences in recent years, the international community has repeatedly stated its deep concern over the persistence of hunger and malnutrition, and asserted its commitment and readiness to support national governments in their efforts to

combat hunger, recognizing that individual countries have the primary responsibility for their own economic and social development.

80. The challenge for donor countries is to support efforts to provide the world's growing population with access to environmentally, economically and social sustainable, safe, affordable and nutritious diets, which will need to be produced from the same or less land and with lower inputs of finite resources.
81. The key elements of a strategy for global support to country and regional efforts to ensure food security and nutrition for vulnerable populations in developing countries, include:
- Technical cooperation: developed and developing countries should act in partnership to support their efforts to enhance food security and nutrition through technical cooperation, including institutional capacity building and transfer of technology;
  - International trade: trade can play a major role in the promotion of economic development and the alleviation of poverty, as well as improving food security at the national level; countries should promote international trade as one of the effective instruments for development;
  - External debt: countries and international organization should pursue external debt relief measures vigorously and expeditiously in order to release resources for combating hunger, alleviating rural and urban poverty and promoting sustainable development. Creditors and debtors must share the responsibility for preventing and resolving unsustainable debt situations;
  - Official Development Assistance (ODA): donor countries should make concrete efforts towards attaining ODA targets of 0.7 per cent of GNP to the developing countries, and 0.15 to 0.2 per cent to least developed countries. They should take steps to ensure that resources provided for debt relief do not detract from ODA resources;
  - Food aid: countries that provide international assistance in the form of food aid should regularly examine their policies and base those policies on sound needs assessments that involve both recipient and donors and target especially needy and vulnerable groups;
  - Partnerships: countries, international organizations, civil society, the private sector, all relevant non-governmental organizations and other stakeholders should promote strengthening of partnerships and coordinated action, including programmes and capacity development efforts;
  - Regional value chains should be strengthened since they have the potential to expand markets by providing incentives for private investors to make long-term investments in agro-processing and agribusiness;
  - South-South cooperation should be supported since it offers real opportunities for the transfer of policy experience and technologies needed for boosting agricultural productivity in developing countries. It also opens up investment and market opportunities on a more level playing field than currently exists for many producers;
  - Climate change: developing countries need sound, science-based information and advice on measures they should take to mitigate the impacts of climate change and adapt to change; they will required international support in developing risk management strategies and implementing adaptation and mitigation measures.

#### **E. Making it happen: linking policies and programmes with resources**

82. The sustainability of public efforts to secure food security and nutrition for all depends primarily on developing countries' own public expenditure. In terms of sectoral financing from developing



countries, there is a consensus on increasing the share of public expenditures that need to be focused on agriculture and food security. In the Maputo Declaration, under CAADP, African countries set a goal of targeting 10 per cent of public expenditure on agriculture – however performance has been mixed, with only a minority of countries achieving the target.

83. The most significant source of financing now and in the future will be investments in developing countries themselves by private-sector actors, spanning the spectrum from large, capital intensive operators to smallholder farmers. However while withdrawal of state support for many aspects of agricultural services has stimulated an increased role for the local private sector, this remains grossly inadequate because of the absence of complementary public services and know-how and, in some case, an enabling policy environment.
84. Thus while making progress towards achievement of food security and good nutrition requires a combination of policy adjustments, efficient programmes and domestic financing, both public and private, some countries will require and seek international assistance for the pursuit of both immediate and long-term outcomes. While the overall amount of available public finance from domestic and international sources remains of paramount concern to many stakeholders, there is increasing recognition that the sources of these funds, the conditions under which they are available, the amounts actually committed, their alignment and the way the funds are used and accounted for, are all important issues in determining the results achieved in relation to long-term food security and nutrition. Transparency on all these elements of both domestic and international financing is of vital importance as a contributor to building trusting relations between the partners that support investments in food security and nutrition.
85. Governments and other actors should take the following elements into consideration when deciding on developing financing strategies:
  - While estimates of global funding requirements vary considerably, there is general agreement on the need to reverse and compensate for the rapid decline in investment in agriculture, food security and nutrition over the past 25 years;
  - Many global estimates do not include the cost of developing and implementing improved and more sustainable nutrition programmes and safety nets, as an inherent component of the food security and nutrition agenda;
  - ODA continues to have an important role in coordinating and accelerating planning and implementation of food security and nutrition investment plans; the fight against undernutrition and hunger cannot afford to be constrained by the current revenues available to developing countries and ODA is critical to support key public investments including safety nets, infrastructure, research, extension and capacity development;
  - Foreign direct investment is an important source of investment financing that is complementary with public investment focused on ODA, but needs to take place in a context that ensures consistency with national food security and nutrition objectives; given that most agricultural, and many safety net activities are inherently in the private sector, direct foreign investment flows are an important source of transfer of know-how as well as financing.
86. Providers of international development assistance are many and varied. They range from individual donor countries, to international agencies, international and regional financing institutions, international non-governmental organizations and private sector foundations. The challenge is to ensure that these various actors are not duplicating activities and that their administrative requirements do not place an unreasonable burden upon beneficiary countries.

Organizations and agencies in the United Nations system are making a major effort to streamline their assistance through the One-UN concept, but much more remains to be done.

87. The regional development banks have a particularly important role: they make loans and equity investments for the economic and social advancement of regional member countries; provide technical assistance for the preparation and execution of development projects and programmes: they promote investment of public and private capital for development purposes; and they assist in coordinating development policies and plans of member countries.

#### **F. Monitoring and follow-up**

88. The CFS reform document states that CFS “should help countries and regions, as appropriate, address the questions of whether objectives are being achieved and how food insecurity and malnutrition can be reduced more quickly and effectively. This will entail developing an innovative mechanism, including the definition of common indicators, to monitor progress towards these agreed-upon objectives and actions taking into account lessons learned from the CFS process itself and other monitoring attempts.”
89. Accountability for results is crucial, and it is noted that those countries making the greatest progress on food security and nutrition are those with a strong political and financial commitment that is open and transparent to all stakeholders. Objectives to be monitored should include nutritional outcomes, as well as progress towards achievement of the MDGs, particularly MDG1, and regionally agreed targets such as the eradication of hunger by 2025 in Latin America and the Caribbean, and CAADP targets.
90. Well-functioning information, monitoring and accountability system are important for:
- Establishing the current status of agricultural development, food security and nutrition and enjoyment of the right of food in a country;
  - Identifying the magnitude and distribution of needs among different livelihood groups;
  - Encouraging greater effectiveness, accountability, transparency and coordination of responses to these needs.
91. The four principles that should apply to monitoring and accountability systems are that:
- They should make it possible for decision-makers to be accountable;
  - They should include participatory assessment that involve all stakeholders, including the most vulnerable;
  - They should be simple, accurate, timely and understandable to all, with indicators that capture impact, including expected outcomes;
  - They should not duplicate existing systems, but rather build upon and strengthen them.
92. Progress towards reaching food security and nutrition targets is already monitored in many forums, including international, regional and national human rights monitoring bodies such as the Human Rights Council, the Committee on Economic, Social and Cultural Rights, regional and national human rights commissions. The SUN Road Map details a list of nine indicators for monitoring progress in implementing the programme of scaling up nutrition, and these could usefully be adopted by governments.
93. While FAO and other international bodies will continue their work in global monitoring of hunger and malnutrition, countries need to establish mechanisms for involving multiple stakeholders in monitoring and reporting progress towards their stated objectives, and consider options for effective and inclusive governance of food security and nutrition at the national

level. This will help countries to develop and focus their own food security strategies and policies, and also facilitate the sharing of good practice and successful experiences between countries, to improve understanding of what works well and what works less well on the ground.

94. Particular attentions need to be paid to supporting countries that are at high risk of food insecurity and malnutrition. The reasons for this vulnerability may include:
- Limited capacity for responding to food insecurity and poverty;
  - High prevalence of undernutrition, especially child undernutrition;
  - High food and fuel imports compared to total imports, exports and international foreign reserves;
  - Relatively large and increasing urban populations;
  - High inflationary pressures and a politically unstable environment;
  - Populations spending a significant proportion of household income on food and otherwise vulnerable to food insecurity;
  - Increasing exposure to extreme weather effects of climate change;
  - Lack of appropriate policies to address these issues.
95. CFS is currently examining approaches to mapping food security actions at country level to assist countries better align national food security and nutrition objectives with policies, strategies, programmes and available resources. Ensuring the accuracy of estimates of the numbers of hungry and malnourished people is critical to the effectiveness of efforts to monitor and map food security and nutrition interventions. In this regard CFS 37 endorsed a proposal from the Round Table on Monitoring Food Security, held in September 2011 in Rome, to create a suite of core food security indicators, and supported the development, adoption and promotion of internationally accepted standards.
96. It is recommended that:
- Interested stakeholders and relevant sectors participate in assisting countries with the development and implementation of mapping food security and nutrition actions, form appropriate multi-sectoral and multi-stakeholder partnerships and work towards harmonization of methods;
  - Adequate resources be made available to fund follow-up activities to provide interested countries with technical support for the development and implementation of food security and nutrition mapping systems as part of their national development monitoring efforts;
  - The process of mapping food security and nutrition actions be made an integral part of national information systems covering the food and agricultural sector, and a standard methodology in the process of mapping food security and nutrition actions be used at country level;
  - FAO and other relevant agencies strengthen their capacity-development programmes in order to improve both basic food and agricultural statistics and specific food security monitoring systems;
  - Dialogue between policymakers, statistical agencies and data providers be further intensified in order to better identify and link information needs for the design, implementation and monitoring of food security policies to the supply of such information.