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para la  
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**Global Strategic Framework for Food Security and Nutrition  
Draft One**



# GLOBAL STRATEGIC FRAMEWORK FOR FOOD SECURITY AND NUTRITION

First draft

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# GLOBAL STRATEGIC FRAMEWORK FOR FOOD SECURITY AND NUTRITION

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1. Today close to one billion people, one in six human beings, suffer from hunger and more than 200 million children under five years of age suffer from malnutrition. The recent rise in food prices in 2007-08, followed by the financial and economic crisis in 2009 and its effects over 2010 and 2011, have drawn stark attention to the daily challenges faced by millions of families around the world in their attempts to overcome hunger and poverty and seek stable livelihoods that support a just and dignified way of life. Despite the efforts of many, persistent hunger and malnutrition remains the norm for millions of our fellow citizens. In response to this situation, the present Global Strategic Framework (GSF) is a tool for charting a new course for the international community by prioritizing key principles, policies and actions and by mobilizing the collective action of all stakeholders to overcome the scourge of hunger and poverty and offer the chance of hope and dignity to millions of men women and children around the world.

## Structure of the document

2. After an introduction and background section, this document examines the main root causes of hunger and the challenges faced by countries. This is followed by a section on the overarching frameworks for food security and nutrition, such as the Voluntary Guidelines on the Right to Food (VGRtF), the World Food Summit's Five Rome Principles, and the twin-track approach. The main policy decisions of the CFS Plenary and other areas of consensus on food security and nutrition follow, as well as areas where there are gaps in policy convergence that need to be addressed in future versions the GSF. The final section of the document deals with the organization of actors to best achieve food security and nutrition at global, regional and national levels, including accountability and monitoring.

## I. INTRODUCTION AND BACKGROUND

3. The GSF is intended to add value to the development process by providing a single reference to core priorities for food security and nutrition by drawing on existing frameworks and the decisions of the CFS, and importantly securing multi-stakeholder consensus across the full spectrum of CFS stakeholders, including resource partners, international organizations, development banks, foundations, CSOs and the private sector.

4. The principal users of the GSF are expected to be decision-makers and policymakers in 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. The GSF will also be an important tool for policymakers and decision-makers in donor countries and development agencies responsible for development cooperation programmes. This would include those people responsible for other policy areas with a direct or indirect impact on food security and nutrition in developing countries.

5. The GSF offers guidelines and recommendations for coherent action at the global, regional and country levels by the full range of stakeholders, while emphasizing the central role of country ownership of programmes to combat food insecurity and malnutrition.

## **A. The reform of the Committee on World Food Security (CFS)**

6. The reform of CFS in October 2008 set a new course for the Committee to become the foremost inclusive forum for the global governance of food security and nutrition through the promotion of international coordination and coherence in the area of food security and nutrition.

7. The vision of the reformed CFS is to provide an inclusive international and intergovernmental forum 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.

8. 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, taking into account the specific context and needs of countries;
- To promote greater policy convergence and coordination, including through international strategies and voluntary guidelines on food security and nutrition, best practices, lessons learned from local experience, feedback from the national and regional levels, and expert advice and opinions from different stakeholders;
- At country and/or regional request, to facilitate support and/or advice to develop, implement, monitor and evaluate nationally and regionally-owned plans of action for the elimination of hunger, the achievement of food security, and the practical application of the VGRtF.

9. 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), and a proposal from the private sector for a similar arrangement.

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

10. The overall purpose of the GSF is to provide a dynamic instrument to enhance the role of the CFS 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.

11. The GSF draws on a number of earlier frameworks and is intended to complement them and ensure coherence between them. These frameworks include the Updated United Nations Comprehensive Framework for Action (UCFA), 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 International Assessment of Agricultural Knowledge, Science and Technology for Development (IAASTD) and the Final Declaration of the International Conference on Agrarian Reform and Rural Development (ICARRD). In addition to global frameworks, there are number of regional framework s such as the Comprehensive Africa Agriculture Development Programme (CAADP), etc.

12. The UCFA provides a comprehensive framework for the United Nations system to respond to food security crises in terms of the immediate needs of vulnerable populations and longer-term resilience. The UCFA provides strategic principles, concepts and outcomes to be mainstreamed into country-level programmes to tackle hunger, food insecurity and under nutrition. The GSF, as an overarching framework, takes into consideration the main elements of the UCFA.

13. The IAASTD addresses issues critical to formulating policy and provides scientific and evidence-based information for decision-makers assessing conflicting views on contentious issues such as the environmental consequences of productivity increases, environmental and human health impacts of transgenic crops, the consequences of bioenergy development on the environment and on the long-term availability and prices of food, and the implications of climate change on agricultural production. The IAASTD does not advocate specific policies or practices; it assesses the major issues facing agricultural knowledge, science and technology, and points towards a range of options for action that meet development and sustainability goals. It is policy relevant, but not policy prescriptive.

### **C. Definitions**

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

*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.*

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

14. 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).*

15. The United Nations Committee on Economic, Social, and Cultural has given a definition of the right to adequate food:

*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.*

16. States Parties to the ICESCR have the obligation to respect, promote and protect and to take appropriate steps to achieve progressively the full realization of the right to adequate food. This includes respecting existing access to adequate food by not taking any measures that result in preventing such access, and protecting the right of everyone to adequate food by taking steps to prevent enterprises and individuals from depriving individuals of their access to adequate food. The covenant says that countries should promote policies to contribute to the progressive realization of people’s rights to adequate food by proactively engaging in activities intended to strengthen people’s access to and utilization of resources and means to ensure their livelihood, including food security. Countries should also, to extent that resources permit, establish and maintain safety nets or other assistance to protect those who are unable to provide for themselves.

### ***Smallholder farmers***

17. In this GSF, reference to smallholder farmers should be taken to include all small-scale food producers, including fishers, pastoralists and forest dwellers and agricultural workers.

## **II. THE ROOT CAUSES OF HUNGER AND THE CHALLENGES AHEAD**

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

18. 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.

19. The structural causes of hunger and malnutrition include:

- Persistent high levels of poverty and lack of access to food in many countries, often resulting from lack of decent work and social protection systems;
- Lack of coherence in government policymaking and prioritization of policies, plans, programmes and funding to tackle hunger, malnutrition and food insecurity, with a priority on the most vulnerable and food insecure populations;
- Insufficient international and national investment in the agricultural sector and rural infrastructure, particularly for small farmers;
- 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; this includes the particular nutritional vulnerabilities of women and children that are often not adequately addressed;
- Marginalization and 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;
- A deficit in decent work and a lack of purchasing power for low-waged workers and the rural and urban poor;
- War, conflict and lack of security that play major role in deepening hunger and food insecurity; in fragile states, conflict, political instability and weak institutions intensify food insecurity and disaster impacts;
- Natural and man-made disasters are a major cause of hunger affecting all dimensions of food security. The food insecure, many of whom live in marginal areas, are disproportionately exposed to natural hazards and are the least able to cope with its effects. Disasters also have a significant impact on nutrition both through short-term and long-term impacts;
- Climate change and increased vulnerability to natural disasters; degraded eco-systems amplify the effects of natural disaster, such as droughts and floods, with significant effects on the livelihoods of the most food-insecure households;
- HIV/AIDS has made achieving food security more challenging since it affects the ability of people to produce and use food, requires a reallocation of household labour and increases the work burden on women;

- Lack of good governance to ensure transparency, accountability and rule of law, which underpin access to food and higher living standards.

## **B. Emerging challenges**

20. 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 the need for a further diversification of livelihoods;
- Growing inequalities between population groups within countries.
- The need to address malnutrition and to prevent the inter-generational transmission of hunger and malnutrition, including through education and promotion of literacy among women and girls;
- The need to make food production and living in rural areas attractive for young people, to counter the attractions of rural-urban migration;
- 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 fair, open and transparent systems 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;
- Prevention and treatment of diseases related to food and nutrition insecurity: the inadequate consumption of food, often with a lack of essential micronutrients, can cause serious problems to health, including malnutrition and obesity;
- The need for technology development and transfer; public- and private-sector research and development to reverse the decline in growth of agricultural productivity while avoiding negative impacts on environmental sustainability;
- Reduction of high levels of post-harvest losses and food waste through investment in improving rural infrastructure, including communications, transport, storage, energy efficiency, and waste recycling along the value chain; and reducing consumer food waste;
- The growing impact of climate change and its effects on the most vulnerable, which must be tackled by adaptation and control of greenhouse gas emissions in agriculture through policy and financing incentives;
- Managing the demand for energy, and especially biofuels, and the impact on food security of the use of food crops to produce energy.
- Providing public goods and complementary investments to boost farmer's investments in agriculture.

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

21. Results achieved over several decades show that 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 malnourished people have increased. Analysis of experience to date provides a number of critical lessons that must be taken into account in devising strategies for food security and nutrition:

- Development programmes must be country-owned and country-led;



- Women must be put at the centre of development efforts, considering that they produce a large share of the food consumed in developing countries despite all too often being denied access to productive assets, knowledge through extension services, and financial services;
- The quality of food consumed is important, as well as the quantity, to provide proper nutrition and avoid the inter-generational reproduction of hunger;
- Small-scale farmers and local communities must be closely involved in the design, planning and implementation of programmes and projects, including research programmes;
- Agro-ecological practices have proved to be key to improving agricultural sustainability as well as the incomes of food producers and their resilience in the face of climate change;
- Good governance is needed at county level; peace and the rule of law, to provide tenure of assets and a conducive business environment, are essential;
- A value-chain approach needs to be considered, including investment in rural infrastructure investment is critical.

### III. THE FOUNDATIONS AND OVERARCHING FRAMEWORKS

22. A number of overarching frameworks provide key principles and strategies for the achievement of food security and nutrition. These include:

#### A. The Voluntary Guidelines to support the progressive realization of the right to adequate food in the context of national food security (VGRtF)

23. The VGRtF provide an overall framework for food security and nutrition. They call for the right to adequate food to be the main objective of food security policies, programmes, strategies and legislation; that human rights principles (participation, accountability, non-discrimination, transparency, human dignity, empowerment and rule of law) should guide activities designed to improve food security; and that policies, programmes, strategies and legislation need to enhance the empowerment of rights-holders and the accountability of duty-bearers, thus reinforcing the notions of rights and obligations as opposed to charity and benevolence.

24. The right to food means that food security policies and programmes will aim at increasing not only food availability, but also food adequacy and accessibility. This means that policies and programmes should improve access to food and also to its means of procurement, including access to productive resources for rural families and to a sufficient wage for workers.

25. At all stages of design, implementation and monitoring of food security and nutrition strategies, legislation, policies and programmes, it is important to ensure full and meaningful participation of civil society organizations representing the food insecure 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 increasing the efficiency of governmental action.

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

26. The Five Rome Principles for Sustainable Global Food Security, adopted in November 2009 by the World Summit on Food Security in Rome, provide a powerful strategic underpinning for coordinated action by all stakeholders at global, regional and country level, while embracing the twin-track approach to fighting hunger.

- **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.

27. The Rome principles build on the Paris Declaration on Aid Effectiveness and the Accra Agenda for Action. The five fundamental principles articulated in the Paris Declaration are:

- **Ownership:** Developing countries set their own strategies for poverty reduction, improve their institutions and tackle corruption.
- **Alignment:** Donor countries align behind these objectives and use local systems.
- **Harmonization:** Donor countries coordinate, simplify procedures and share information to avoid duplication.
- **Results:** Developing countries and donors shift focus to development results and results get measured.
- **Mutual accountability:** Donors and partners are accountable for development results.

28. The Accra Agenda proposes the following three main areas for improvement:

- **Ownership:** Countries have more say over their development processes through wider participation in development policy formulation, stronger leadership on aid coordination and more use of country systems for aid delivery.
- **Inclusive partnerships:** All partners – including donors in the OECD Development Assistance Committee and developing countries, as well as other donors, foundations and civil society – participate fully.
- **Delivering results:** Aid is focused on real and measurable impact on development.

### C. The twin-track approach

29. The twin-track approach requires specific attention to both short- and longer-term interventions to address food insecurity and hunger.

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

30. Attention must be paid to the immediate needs of those who are unable to meet their food and nutrition requirements in line with the fundamental right to be free of hunger. Immediate actions may include a range of interventions including emergency food assistance, nutrition and safety net interventions, rapid increases in food productivity, adjustment of trade and tax policies and management of the macroeconomic implications of food and economic crises.

31. Particular attention must be paid to addressing the nutritional needs of pregnant and lactating women and children under the age of two. Children are one of the most affected groups in relation to food insecurity and malnutrition.

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

32. Attention must be given to tackling the root causes of hunger through interventions such as increasing food availability through productive and sustainable smallholder farming systems, ensuring

access to social protection systems, improving the management of ecosystems, and improving the performance of food markets.

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. Wider, secure and sustainable access to land, water and other natural resources related to rural people's livelihoods, especially women, indigenous people, marginalized and vulnerable groups, is essential to hunger and poverty eradication, contributes to sustainable development and should therefore be an inherent part of national policies. The Voluntary Guidelines on the Responsible Governance of Land Tenure and other Natural Resources currently being negotiated within the CFS, will provide a framework for responsible tenure governance that supports food security, poverty alleviation, sustainable resource use and environmental protection.

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

34. Adequate linkages are required between the two tracks of direct or immediate and medium/long-term interventions. Social protection instruments such as safety nets – provided primarily in the form of cash or food-based transfers – can establish a bridge between the two tracks, transforming humanitarian assistance for chronic needs into predictable, longer-term development approaches. These 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.

35. Elements of social protection are often uncoordinated, short-term, externally-funded, and not adequately reflected in food security and poverty reduction strategies. Many agricultural and food workers and their families suffer from hunger and malnutrition because basic labour laws and minimum wage policies do not cover rural workers. The cycle of dependence must be broken and the transition made from short- to longer-term support. Social safety nets need to be developed in a transparent manner, as entitlements, with clear eligibility criteria and accountability mechanisms. Social programmes that are enshrined in national legislation ensure long-term sustainability and predictability.

## **IV. POLICY, PROGRAMME AND OTHER RECOMMENDATIONS**

36. 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. Items A to E reflect policy decisions of the CFS Plenary. The remainder is drawn from other frameworks as noted in section II above. The list is not comprehensive and will develop over time as the GSF is regularly updated. Recommendations should be considered in the light of the findings of the IAASTD report.

37. The HLPE has undertaken studies on Social Protection and food security, and Climate Change and food security, which will be discussed at the CFS Plenary in October 2012. Recommendations resulting from the discussions will be included in future versions of the GSF.

## A. Implementation of the Right to Food Guidelines.

38. The VGRtF offer countries practical guidance for developing effective institutional and adequate legal frameworks to deliver the right to adequate food, establishing independent monitoring mechanisms, and implementing these frameworks. The following seven steps are recommended to implement the VGRtF:

- **Step One:** Identify who the food insecure are, where they live, and why they are hungry. Using disaggregated data, analyse the underlying causes of their food insecurity to enable governments to better target their efforts.
- **Step Two:** Undertake a careful assessment, in consultation with key stakeholders, of existing policies, institutions, legislation, programmes and budget allocations to better identify both constraints and opportunities to meet the needs and rights of the food insecure.
- **Step Three:** Based on the assessment, adopt a national human-rights-based food and nutrition security strategy as a roadmap for coordinated government action to progressively realize the right to adequate food. This strategy should include targets, timeframes, responsibilities and evaluation indicators that are known to all, and should be the basis for the allocation of budgetary resources.
- **Step Four:** Identify the roles and responsibilities of the relevant public institutions at all levels in order to ensure transparency, accountability and effective coordination and, if necessary, establish, reform or improve the organization and structure of these public institutions. establish or strengthen such institutions;
- **Step Five:** Consider the integration of the right to food into national legislation, such as the constitution, a framework law, or a sectoral law, thus setting a long-term binding standard for government and stakeholders.
- **Step Six:** Monitor of the impact and outcomes of policies, legislation, programmes and projects, in view of measuring the achievements of stated objectives, filling possible gaps and constantly improving government action. This could include right to food impact assessments of policies and programmes. Particular attention needs to be given to monitoring the food security situation of vulnerable groups, especially women, children and the elderly, and their nutritional status, including the prevalence of micronutrient deficiencies.
- **Step Seven:** Establish accountability and claims mechanisms, which can be judicial, extrajudicial, or administrative, to enable rights- holders to hold governments accountable and to ensure that corrective action can be taken without delay when policies or programmes are not implemented or delivering the expected services.

## B. Increasing smallholder-sensitive investment in agriculture

39. It is recognized 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. 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 therefore 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, especially of the most vulnerable populations, and increase the resilience of local and traditional food systems and biodiversity. There needs to be 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, resources, 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 and consumer waste;
- Promote higher investment in agricultural research especially that focused on providing concrete benefits to the world's rural poor, many of which are smallholder farmers, and takes into account the needs of women.

40. 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 development 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. Addressing food price volatility**

41. Poorer people are particularly affected by fluctuations in the price of food, as well as costs of inputs and transport. Small-scale farmers are also affected in terms of the greater uncertainty that may adversely affect production and market engagement. 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.

42. Open trade flows within and between countries and efficient markets can make a positive contribution to strengthening food security and nutrition. Enhanced international and regional 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 improve 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;
- Acknowledgement of the need for countries to better coordinate responses in times of food price crises, through both regional and international institutions, including the regional AMIS Rapid Response Forum;
- 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 fair 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.

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

43. Women make crucial contributions to the food security of developing countries, but they consistently enjoy 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.

44. Women also have their own unique set of responsibilities (and vulnerabilities) in terms of achieving 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.

45. 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.

46. It is recommended that countries should:

- 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;
- 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 national and global challenges to food security and nutrition and agricultural research;
- 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;

- Conduct gender analysis and nutrition impact assessments to inform food security and nutrition policy, programme and project design, implementation, monitoring and evaluation, including the use of appropriate indicators, gender targets and funding.

47. 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 the 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 respond specifically 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 increasing 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.

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

48. 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. Protracted crises call for specially designed and targeted assistance that address the immediate need to save lives, but also 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 based on existing or revitalized local institutions is a promising strategy, which currently receives insufficient attention by the development community. In this context, a focus on accountability, transparency, non-discrimination and human rights will contribute to confidence building, peace and development.

49. Increased investments in agriculture should be promoted in countries suffering from protracted crises to achieve sustained, long-term improvements in the productive capacity of vulnerable countries and at the same time strengthen their resilience to shocks.

50. Countries in protracted crisis are often not recovering from one-off phenomena. Rather countries may often be facing continuous or recurring and prolonged cycles of disaster that pose threats not only to peoples' lives but also their livelihoods.

51. Attention is needed to bridge the gap between short-term relief measures and longer-term development approaches in protracted crises. Social protection mechanisms and the scale-up of nutritional support to meet specific food and nutrition needs of vulnerable groups, 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.

52. Recommendations for addressing food insecurity in protracted crisis include:

- 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;
- Examining procedures for external assistance in protracted crises to match the needs, challenges and institutional constraints on the ground, taking into account best practices;
- Promotion of human rights, including the right to food, to overcome the crisis and build the basis for peace and sustainable development.

53. In the humanitarian context, most responses face constraints in addressing the different drivers of 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:

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

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

54. 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.

55. 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.

56. 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.

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

57. A major challenge for governments is to meet increased 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. Population growth will be strongest among poorer groups of society and in poorer countries, and this exacerbates existing structural food insecurity that prevents millions of people from having access to adequate food. It also requires a focus on the nutritional quality of food and broadening the food basket through increased dietary diversity. A further consideration is the impact of climate change on agricultural production and on food systems that will increase the risks of food insecurity, especially for producers living in marginal environments and for smallholder households. The role of public-sector agricultural research institutions in developing solutions to the need for increased agricultural productivity and tackling climate change must be given priority consideration.

58. Food security is closely connected with economic development, environmental protection and social justice. An important pathway to achieving food security is to enable smallholder farmers to break the subsistence cycle and become small-scale entrepreneurs. Non-farm activities are also important sources of income in rural areas. Addressing the multi-faceted dimensions of rural development and increasing inclusive and employment-centered growth of the rural economy is vital to addressing the root causes of food insecurity. However, this requires an enabling operating environment that encourages both public and private investment. To be successful, all forms of enterprise require peace and stability, the rule of law, good governance with accountability and transparency, absence of corruption, adequate infrastructure, an educated workforce, clear property rights and enforceable contracts. Creating and protecting this enabling environment is a prime responsibility of government.

59. Recognizing that smallholder production is key to sustainable increases in food production and productivity, it is recommended that countries:

- Create an enabling policy environment that provides incentives for production increases and the development of effective input and output markets;
- Stimulate investment in smallholder 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;
- Enable small-scale farmers, through capacity development, information, organizational support and other means to participate fully and meaningfully in decision-making regarding policies, programmes, legislation and strategies that affect them, and all aspects of their agricultural production.

- Invest in agricultural research on food crops, animal production, aquaculture and inland fisheries, in ways that reflect the interests of women and men and are sensitive to the challenge of improving nutrition, and include farmers in the process;
- Improve rural infrastructure, with particular attention to roads, irrigation, storage, energy supplies, communications and markets with a view to making significant reductions in post-harvest losses;
- Ensure sustained access for small-scale farmers to competitive, transparent and fair 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, such as innovative insurance, weather risk management, and finance mechanisms;
- 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.

## **G. Nutrition**

60. The VGRtF invite countries to 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.

61. Countries are also encouraged to take steps, in particular through education, information and labelling regulations, to prevent over-consumption and unbalanced diets that may lead to malnutrition, obesity and degenerative diseases.

62. 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.

63. Specific actions to improve nutrition security include 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.

64. Nutritional concerns should be addressed both by direct interventions and also through the adoption of nutrition-sensitive approaches, integration of nutrition in policies and programmes to ensure optimal nutritional impact of agriculture, food security, food quality and safety, social protection and safety nets, rural development and overall development.

65. At country level, governments are recommended to:

- Establish networks of stakeholders, from civil society, businesses, professional organizations and research groups, to contribute, drive and share responsibility for the national nutrition scale-up 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 increase awareness and understanding of the importance of addressing nutrition among decision-makers; and to encourage countries to give the nutrition dimension more visibility in broader poverty-reduction and development strategies;
- Establish an appropriate and accountable structure to take responsibility for nutrition commitments and objectives and ensure multi-sectoral coordination across government;
- Set up systems for monitoring and reporting on progress and evaluating outcomes;
- Promote the sharing of experiences and results as a contribution to effective capacity development;
- Stimulate applied research to increase access to knowledge, standards and harmonized policies for improving nutrition;
- Strengthen nutrition education and information targeted particularly at the food insecure population;
- Conduct programmes specifically designed to improve the nutritional status of the food insecure, including school feeding programmes and food aid, which contribute to fulfilling the right to food of those who are unable to access adequate food for reasons beyond their control;
- Intensify research on the link between agricultural biodiversity and dietary variety and the link between dietary variety and positive nutritional outcomes.

66. The main investors in nutrition programme will be national governments themselves, but it is also anticipated that they will request external financial assistance for a variety of purposes. It is expected that external funding should come primarily from existing donor programmes at national and global levels. It is estimated that a minimum US\$10.3 billion per year is required globally for full implementation of 13 direct interventions recognized as highly cost effective.

67. There is also a pressing need to quantify the cost of funding 'nutrition-sensitive' development approaches.

## **H. Tenure of land, fisheries and forests**

68. 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 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.

69. ICARRD has proposed that rural development policies, including those on agrarian reforms, should be more focused on the poor and their organizations, socially driven, participatory, and respectful of gender equality, in the context of economic, social and environmentally sound sustainable development. ICARRD principles include: establishment of appropriate agrarian reform mainly in 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, ethical, participatory and integrated policies, on, among others, technical assistance, financing, service provision, capacity development, health and educational measures, infrastructure and institutional support, which aim at achieving overall efficiency of the productive systems, optimizing agricultural productivity, increasing employment opportunities and well-being of the people to make rural development truly effective and equitable.

70. Countries are recommended to:

- 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;
- 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;
- 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;
- 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 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.

#### **I. Major existing gaps in consensus on policy issues**

71. While consensus has been reached in many areas related to food security and nutrition, it is clear that there is a need for further policy decisions in several areas, with a view to achieving convergence across sectors at the global and national levels, and between the global and the national levels.

72. There is broad agreement on the need for improving governance of food security at all levels and for promoting the right to adequate food through implementation of the VGRtF. Governments need to give a priority to policies, plans, programmes and funding to tackle hunger, malnutrition and food security in the most vulnerable populations.

73. The existing system has, however, exposed the fragility of governance mechanisms. In particular:

- Systems for resource mobilization and allocation do not respond rapidly, predictably or adequately enough to the food and nutritional needs of poor people, particularly when they are affected by substantial external shocks;
- There has been insufficient attention given to creating an environment conducive to robust food security, so that:
  - Inequalities in access to and control over productive resources such as 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 regional and national markets for food and trading systems has been inconsistent;

- There has been insufficient support for social protection systems and safety net programmes.
- Despite some notable and laudable exceptions, there has been a lack of implementation of 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.

74. At the international level, the following are areas where policy agreement and convergence are still required:

- International trading systems; the failure to reach agreement in the Doha Development Round of international trade talks, and the need for trade agreements to better incorporate food security concerns;
- Seeking consensus on the definitions of the concept of “food sovereignty” and the “green economy”, and their implications for stakeholders;
- The need for a value-chain approach to resolving the challenge of increasing both the quantity and quality of food production and productivity, taking account of the roles of all actors, including the private sector, 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 and addressing the deficit in decent work to stem the rural-urban migration trend;
- Strengthening food security and nutrition governance mechanisms to eliminate duplications of effort between state and non-state actors and donors, taking into account the emergence of new actors, such as private-sector foundations;
- Filling the evidence gap on nutrition-sensitive approaches to food security and agriculture;
- 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 engaged in delivering food security and nutrition;
- Finding ways to improve the effectiveness of regional organizations.

## **V. UNITING AND ORGANIZING TO FIGHT HUNGER**

75. The need for 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.

76. The food price and economic crises have exposed the fragility of global mechanisms for food security. In particular, 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 cross-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.

77. A multi-sectoral approach to governance at country level could be based on the model of the National Alliances established under the umbrella of the global Alliance Against Hunger and Malnutrition (AAHM). The National Alliances gather a wide range of institutions operating within the country – from grassroots to governments – to ensure strong mobilization of on-the-ground activities. They also work for policy reform at national and local level that recognizes the need of concerted efforts to alleviate hunger. To date, 41 countries have established these important voluntary partnerships within their national borders to make sure all voices are heard and incorporated into plans for alleviating hunger. Membership of National Alliances may include: governments and ministry representatives; UN agencies; non-governmental organizations; civil society organizations, including those representing farmers, fisher-folk, indigenous and ethnic groups, women, youth and religious organizations; private sector or business groups; research and academic representatives; and donor groups.

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

78. Governments should promote the progressive realization of the right to adequate food, based on the VGRtF 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;
- Include food security and nutrition as part of national poverty reduction strategies;
- 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 timeframes 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 country-level food security strategies, consult with civil society organizations, the private sector and other key stakeholders at national and regional levels, with the aim of promoting a supply-chain approach with the active participation and support of all stakeholders
- 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, farmers' organizations and civil society, in particular representatives of the groups most affected by food insecurity;
- Work with private-sector organizations to design and implement policies that are conducive to creating an enabling business environment and attracting investment;

- Support investment in human capital 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 and training in farming skills should be strengthened and broadened, especially for girls, women and other under-served populations;
- Encourage regional, decentralized and local authorities to allocate resources for anti-hunger and food security and nutrition programmes in their respective budgets, and ensure transparency and accountability in the use of public resources, particularly in the area of food security.
- Support the establishment of adequate protective and productive safety net interventions to support the most disadvantaged sections of the population.

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

79. Two critical roles of regional intergovernmental 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 could be further enhanced, but many 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.

80. 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.

81. 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, coordinating monitoring systems for food emergencies and mobilizing resources.

82. Several National Alliances have found that they face similar challenges in their efforts to improve their national food security, and recognized the advantage of establishing themselves into regional entities so they can move forward together. Establishing Regional Alliances allows them to work for their own countries but also for their regions.

83. These multi-country alliances strengthen the voices of the participants and already have garnered attention of other regions, especially in Africa, where other National Alliances are contemplating establishing regional groups in their areas. In many ways, Regional Alliances represent a best case scenario of National Alliances supporting their countries but expanding their impact by creating partnerships with their neighbours and working together across national borders.

84. To improve the efficiency and 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, the private sector and CSOs;
- Reinforcement of synergies at the different levels of engagement – country, sub-regional, regional, global;
- Convergence of different regional and sub-regional efforts to establish clear regional food security and nutrition policies and ownership;
- 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.
- Harmonization of regional policies with regard to trade of agricultural inputs to facilitate intra-regional trade, such as seeds, fertilizers and crop production products.

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

85. The international community has repeatedly 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.

86. 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 development and transfer of technology;
- **Trade:** Regional and international 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 regional and international trade as one of the effective instruments for development; it is important to ensure consistency of trade and development and environmental policies, social, economic, political functions that influence outcomes of strategies against poverty and food insecurity;
- **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 their existing 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 assistance:** 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 joint programmes and capacity development efforts;

- **Regional value chains**, especially for infrastructure development, 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 require international support in developing and improving disaster risk management strategies and implementing adaptation and mitigation measures.
- **Research**: stimulate public-private partnerships as well as national and international agricultural research, in particular under the CGIAR umbrella.

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

87. 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 2003 Maputo Declaration, under NEPAD, African countries set a goal of targeting 10 per cent of public expenditure on agriculture within five years – however performance has been mixed, with only a minority of countries achieving the target.

88. 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, medium-sized companies 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, its involvement remains inadequate because of the absence of complementary public services and know-how and, in some cases, an enabling policy environment. For the private sector, access to financing is also often a major impediment to investing in the agricultural sector.

89. 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 in building trusting relations between the partners that support investments in food security and nutrition.

90. 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 social programmes and safety nets, as an inherent component of the food security and nutrition agenda<sup>ii</sup>;
- 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 should not be constrained by the current revenues available to developing countries and ODA is critical to support key public investments including social programmes, safety nets, infrastructure, research, extension and capacity development;
- Foreign direct investment is an important source of investment financing that is complementary to 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 can be an important source of transfer of know-how as well as financing.

91. Providers of international development assistance are many and varied. They range from individual donor countries, to multilateral international agencies, international and regional financing institutions, international non-governmental organizations and private-sector foundations. The challenge for global governance 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 work of the UN Country Teams, through joint programming and through activities such as the MDGs and the pilot Delivering as One UN concept.

92. The international financial institutions, including 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.

93. Local and national agricultural banks may usefully be involved in food security strategies as they can become major actors in providing financial services to farmers and other private-sector actors along the food chain.

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

94. 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.”

95. Accountability for results is crucial, and it is noted that those countries making the greatest progress on food security and nutrition are those that have demonstrated the greatest political will, with a strong political and financial commitment that is open and transparent to all stakeholders. Objectives to be monitored should include nutritional outcomes, right to food indicators, as well as progress towards achievement of the MDGs, particularly MDG1, and regionally agreed targets.

96. Well-functioning information, monitoring and accountability systems, with sex- and age-disaggregated data, 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.

97. 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 be participatory and include an assessment that involves all stakeholders, including the most vulnerable;
- They should be simple, accurate, timely and understandable to all, with indicators that capture impact, process and expected outcomes;
- They should not duplicate existing systems, but rather build upon and strengthen them.

98. Progress towards reaching food security and nutrition targets is already monitored in many forums, including international, regional and national bodies. While international bodies will continue their work in global monitoring of hunger and malnutrition and progress towards achievement of the MDGs, 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, involving the full range of stakeholders. This will help countries to develop and focus their 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.

99. Results-based management (RBM) principles are an important element in the overall approach to ensuring accountability. RBM is a management strategy by which all actors, contributing directly or indirectly to achieving a set of results, ensure that their processes, products and services contribute to the desired results and use information and evidence on actual results to inform decision making on design, resourcing, and delivery of programme and activities as well as for accountability and reporting. Three principles are embedded in RBM: accountability for results, national ownership of results and inclusiveness (stakeholder engagement).

100. RBM is a lifecycle approach that should be applied to all food security and nutrition interventions:

- The **planning** stage calls for the clear identification and articulation of desired results on basis of careful analysis and identification of targets and indicators to measure progress ;
- The **programming** process involves the development of strategies required for achieving the desired results;
- The **budgeting** process requires the alignment of resources with desired results;
- After developing implementation plans or work plans, in which detailed activities are organized by desired results, the **implementation** process focuses on managing the execution of activities to achieve desired results;
- The **monitoring** process tracks progress against agreed indicators to determine if desired results are being achieved;
- The **evaluation** process examines whether desired results were achieved and points out issues related to desired results;

- The **reporting** process provides commentary on progress towards desired results and offers insights and findings on lessons learned and accountability for results:

101. FAO, WFP, IFAD and other relevant agencies will need to 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 will need to 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.

102. 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.

### ***Next steps***

103. Interested stakeholders and relevant sectors are urged to participate in assisting countries with the development and implementation of mapping food security and nutrition actions, forming appropriate multi-sectoral and multi-stakeholder partnerships and work towards harmonization of methods. Adequate resources will need to be made available to fund follow-up activities to provide interested countries with technical support for the development and implementation of mapping systems as part of their national development monitoring efforts. The process of mapping food security and nutrition actions can also become 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.

104. Ensuring the accuracy of estimates of the numbers of hungry and malnourished people can make a major contribution to the effective design and implementation of activities to achieve food security and nutrition. 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. Securing agreement on benchmarks and indicators for monitoring food security and nutrition will be a priority for CFS, and is essential to implementation of the GSF.

## Annex 1: Sources and Citations

The preparation of the First Draft of the GSF draws on a number of earlier frameworks and is intended to complement and ensure coherence between them. The approach followed has included substantial rewriting or paraphrasing of existing text, and the compilation of material from various source documents.

The documents listed below are the main sources of material; abbreviations used are as follows:

**CFS** – Committee on World Food Security: dates refer to Plenary Sessions

**VGRtF** – Voluntary Guidelines to support the progressive realization of the right to adequate food in the context of national food security

**UCFA** – Updated United National Comprehensive Framework for Action

**WSFS** – World Summit on Food Security

**SOFI** – State of Food Insecurity in the World (FAO annual publication)

**SUN** – Scaling-Up Nutrition

**IAASTD** – International Assessment for Agricultural knowledge, Science and Technology for Development

**ICARRD** – International Conference on Agrarian reform and Rural Development

**CAADP-FAFS** – Comprehensive African Agriculture Development Programme – Framework for African Food Security

The relevant sections of the text for source material are as follows:

- I. Introduction and background** *CFS 2010/2 CFS 2011/Inf 14*
  - A. The reform of the Committee on World Food Security (CFS) *CFS 2009/2.rev 2*
  - B. Nature and purpose of the GSF *CFS 2010/2, UCFA(p.12) IAASTD (p.13)*
  - C. Definitions *CFS 2009/2; VGRtF*
- II. The root causes of hunger and the challenges ahead**
  - A. Structural causes of hunger and malnutrition *CFS 2011/8, UCFA, VGRtF*
  - B. Emerging challenges *CFS 2011/Inf 3*
  - C. Past experiences and lessons learned
- III. The foundations and overarching frameworks**
  - A. The Voluntary Guidelines to support the progressive realization of the right to adequate food in the context of national food security (VGRtF) *VGRtF*
  - B. The Five Rome Principles for Sustainable Global Food Security *WSFS*
  - C. The twin-track approach *UCFA*
- IV. Policy, programme and other recommendations**
  - A. Implementation of the Right to Food Guidelines *VGRtF*
  - B. Increasing smallholder-sensitive investment in agriculture *CFS 2011/FR; UCFA*
  - C. Addressing food price volatility *CFS 2011/FR: UCFA*
  - D. Addressing gender in food security and nutrition *CFS 2011/FR; VGRtF*

- E. Addressing food security and nutrition in protracted crises *CFS 2010; SOFI 2010*
- F. Increasing agricultural productivity and production in a socially, economically and environmentally sustainable manner *UCFA, VGRtF*
- G. Nutrition *VGRtF, SUN Roadmap*
- H. Tenure of land, fisheries and forests *VGRtF, UCFA, ICARRD 2006/3*
- I. Major existing gaps in consensus on policy issues

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

- A. Core actions at country level *VGRtF*
- B. Improving regional support to national and local actions *UCFA; CAADP-FAFS*
- C. Improving global support to regional and national actions, and response to global challenges *UCFA*
- D. Making it happen: linking policies and programmes with resources *UCFA*
- E. Monitoring and follow-up *UCFA; CFS 2009/2 Rev 2; VGRtF*

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<sup>i</sup> World Bank (2010) Scaling up nutrition. What would it cost. Horton et al.

<sup>ii</sup> There is a US\$ 10 billion funding gap for nutrition specific interventions; it is also important to price the costs of nutrition-sensitive interventions.