

CFS

COMMITTEE ON  
WORLD FOOD  
SECURITY

Committee on World Food Security

**Global Strategic Framework**  
for  
**Food Security and Nutrition**  
(GSF)



2017



## TABLE OF CONTENTS

---

SECTION 1: INTRODUCTION AND BACKGROUND .....	3
1.1 The reform of the Committee on World Food Security, its vision and roles .....	3
1.2 Nature, purpose, and process of elaboration of the GSF.....	4
1.3 Definitions.....	6
SECTION 2: THE ROOT CAUSES OF HUNGER, LESSONS LEARNED, AND EMERGING CHALLENGES .....	8
2.1 Structural causes of hunger and malnutrition .....	8
2.2 Past experiences and lessons learned .....	10
2.3 Emerging challenges and looking ahead .....	11
SECTION 3: THE FOUNDATIONS AND OVERARCHING FRAMEWORKS.....	12
3.1 2030 Agenda for Sustainable Development.....	12
3.2 The Voluntary Guidelines to support the progressive realization of the right to adequate food in the context of national food security (VGRtF).....	12
3.3 The Five Rome Principles for Sustainable Global Food Security.....	13
3.4 The Voluntary Guidelines on the Responsible Governance of Tenure of Land, Fisheries and Forests in the Context of National Food Security (VGGT) .....	13
3.5 The Principles for Responsible Investment in Agriculture and Food Systems (RAI)..	14
3.6 The Framework for Action for Food Security and Nutrition in Protracted Crises (FFA).....	14
3.7 Global Partnership for Effective Development Cooperation.....	14
3.8 United Nations Updated Comprehensive Framework for Action (UCFA).....	15
3.9 Outcomes of the Second International Conference on Nutrition (ICN2) .....	15
3.10 Paris Agreement at the United Nations Framework Convention on Climate Change 21 <sup>st</sup> Conference of Parties.....	16
3.11 Other frameworks and documents.....	16
SECTION 4: POLICY, PROGRAMME, AND OTHER RECOMMENDATIONS .....	18
4.1 The twin-track approach .....	18
4.2 Promoting responsible investment in agriculture and food systems .....	18
4.3 Investing in smallholders.....	18



4.4	Addressing excessive food price volatility .....	18
4.5	Addressing gender issues in food security and nutrition.....	18
4.6	Increasing agricultural productivity and production in a socially, economically and environmentally sustainable manner.....	19
4.7	Nutrition .....	19
4.8	Tenure of land, fisheries and forests.....	19
4.9	Addressing food security and nutrition in protracted crises.....	19
4.10	Social protection for food security and nutrition .....	19
4.11	Food security and climate change.....	19
4.12	Biofuels and food security.....	20
4.13	Food losses and waste in the context of sustainable food systems.....	20
4.14	Sustainable fisheries and aquaculture for food security and nutrition.....	20
4.15	Water for food security and nutrition .....	20
4.16	Sustainable agricultural development for food security and nutrition: what roles for livestock? .....	20
4.17	Sustainable forestry for food security and nutrition .....	20
SECTION 5: UNITING AND ORGANIZING TO FIGHT HUNGER.....		21
5.1	Core actions at country level.....	21
5.2	Improving regional support to national and local actions.....	23
5.3	Improving global support to regional and national actions, and response to global challenges.....	25
5.4	Making it happen: linking policies and programmes with resources .....	28
5.5	Monitoring and follow-up.....	29
SECTION 6: ISSUES THAT MAY REQUIRE FURTHER ATTENTION.....		32
ABBREVIATIONS.....		33



## SECTION 1: INTRODUCTION AND BACKGROUND

---

Despite the efforts of many, persistent hunger and malnutrition remains the norm for millions of human beings. The food crisis of 2007–08, followed by the financial and economic crisis in 2009, continuing in 2012, drew stark attention to the daily challenges faced by millions of families around the world in their attempt to overcome hunger and poverty and seek stable livelihoods that support a just and dignified way of life<sup>i</sup>.

### 1.1 THE REFORM OF THE COMMITTEE ON WORLD FOOD SECURITY, ITS VISION AND ROLES

---

Faced with rising hunger and fragmented governance for food security and nutrition, Member States of the Committee on World Food Security (CFS) agreed at the Committee's 34th Session in October 2008 to embark on an ambitious reform. The CFS Reform, endorsed by all CFS Member States in 2009<sup>ii</sup>, redefines CFS vision and roles, aiming at constituting “the foremost inclusive international and intergovernmental platform for a broad range of committed stakeholders to work together in a coordinated manner and in support of country-led processes towards the elimination of hunger and ensuring food security and nutrition for all human beings”.

CFS Membership is open to all Member States of FAO, WFP or IFAD, or non-member States of FAO that are Member States of the United Nations, and its Participants include: representatives of UN Agencies and bodies with a specific mandate in the field of food security and nutrition; civil society and non-governmental organizations and their networks; international agricultural research systems; international and regional financial institutions; and representatives of private-sector associations and private philanthropic foundations. The decisions of CFS are adopted on the basis of consensus among Member States, who have sole voting rights.

The vision of the reformed CFS is to “strive for a world free from hunger where countries implement the voluntary guidelines for the progressive realization of the right to adequate food in the context of national food security”<sup>iii</sup>. The main roles for CFS, to be implemented gradually, are defined as providing a platform to promote better coordination at global, regional and

---

<sup>i</sup> The State of Food Insecurity in the World, published annually by FAO, IFAD and WFP between 1999 and 2015, was intended to raise awareness about global hunger issues and discuss underlying causes of hunger and malnutrition. The 2011 report describes the differential impacts that the world food crisis of 2007-08 had on different countries, with the poorest being most affected. While some large countries were able to deal with the worst of the crisis, people in many small import-dependent countries experienced large price increases that, even when only temporary, can have permanent effects on their future earnings capacity and ability to escape poverty. From 2017, an integrated monitoring of progress towards the targets related to SDG2 and other related targets is presented through annual reports on the State of Food Security and Nutrition in the World published jointly by FAO, IFAD and WFP, in collaboration with WHO, UNICEF and the World Bank.

<sup>ii</sup> CFS Reform Document:

[http://www.fao.org/fileadmin/templates/cfs/Docs0910/ReformDoc/CFS\\_2009\\_2\\_Rev\\_2\\_E\\_K7197.pdf](http://www.fao.org/fileadmin/templates/cfs/Docs0910/ReformDoc/CFS_2009_2_Rev_2_E_K7197.pdf)

<sup>iii</sup> CFS Reform Document, paragraph 4.



national levels; promote policy convergence; facilitate support and advice to countries and regions; and promote accountability and share best practices at all levels<sup>iv</sup>.

CFS debate and decision-making are supported with structured expertise through the creation of a High Level Panel of Experts (HLPE) so that the decisions and recommendations of CFS are based on hard evidence and state of the art knowledge. The FAO Conference instituted CFS as a Committee hosted in FAO, with a Joint Secretariat composed by FAO, IFAD and WFP.

Non-governmental actors 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 Private Sector Mechanism (PSM). At the same time, several countries and regional organizations and mechanisms are actively debating ways to deepen their engagement in and links to CFS's initiatives and deliberations.

## 1.2 NATURE, PURPOSE, AND PROCESS OF ELABORATION OF THE GSF

---

This Global Strategic Framework for Food Security and Nutrition (GSF) is a single, living document annually approved by CFS Plenary. Its purpose is to improve coordination and guide synchronized action by a wide range of stakeholders. The GSF shall be flexible so that it can be adjusted as priorities change. The main added value of the GSF is to provide an overarching framework and a single reference document with practical guidance on core recommendations for food security and nutrition strategies, policies and actions validated by the wide ownership, participation and consultation afforded by CFS.

The GSF is not a legally binding instrument. It offers guidelines and recommendations for catalysing coherent action at the global, regional and country levels by the full range of stakeholders, while emphasizing the primary responsibility of governments and the central role of country ownership of programmes to combat food insecurity and malnutrition.

The GSF emphasizes policy coherence and is addressed to decision- and policy-makers responsible for policy areas with a direct or indirect impact on food security and nutrition, such as trade, agriculture, health, environment, natural resources and economic or investment policies. These guidelines and recommendations should be interpreted and applied in accordance with national policies, legal systems and institutions. The GSF is also an important tool to inform the actions of policy-makers and decision-makers, development partners, cooperation and humanitarian agencies, as well as international and regional organizations, financial institutions, research institutions, civil society organizations (CSOs), the private sector, NGOs, and all other relevant stakeholders acting in the food security and nutrition fields at global, regional and country levels.

The GSF consolidates relevant recommendations adopted by CFS Plenary and takes into account other existing frameworks, guidelines and coordination processes at all levels; country-level experience and stocktaking; best practices, lessons learned and evidence-based knowledge. It aims to reflect – not exhaustively – the existing state of consensus across governments, with inputs by the full spectrum of CFS stakeholders, including resource partners, international

---

<sup>iv</sup> See CFS Reform Document, paragraphs 5 and 6, for the full explanation of those roles.



organizations, academia, development banks, foundations, CSOs and the private sector. The GSF, as a dynamic instrument, is updated annually to incorporate decisions and recommendations adopted by CFS Plenary, as appropriate.

In line with the mandate of CFS Plenary, the GSF draws on a number of earlier frameworks and is intended to complement them and ensure coherence between them. In particular it draws upon the World Food Summit Plan of Action and the Rome Declaration on World Food Security<sup>v</sup>, the Final Declaration of the 2009 World Summit on Food Security<sup>vi</sup>, the Voluntary Guidelines to support the progressive realization of the right to adequate food in the context of national food security (VGRtF)<sup>vii</sup>, the Voluntary Guidelines on the Responsible Governance of Tenure of Land, Fisheries and Forests in the Context of National Food Security (VGGT)<sup>viii</sup>, the Principles for Responsible Investment in Agriculture and Food Systems (RAI)<sup>ix</sup>, the Framework for Action for Food Security and Nutrition in Protracted Crises (FFA)<sup>x</sup> and the outcomes of the Second International Conference on Nutrition (ICN 2).

Other documents that have contributed to preparation of the GSF include, but are not limited to: the United Nations Updated Comprehensive Framework for Action (UNCFA)<sup>xi</sup>, the G-8 L'Aquila Joint Statement on Global Food Security<sup>xii</sup>, the International Assessment of Agricultural Knowledge, Science and Technology for Development (IAASTD)<sup>xiii</sup>, the Scaling Up Nutrition

---

<sup>v</sup> <http://www.fao.org/docrep/003/w3613e/w3613e00.htm>

<sup>vi</sup>

[http://www.fao.org/fileadmin/templates/wsfs/Summit/Docs/Final\\_Declaration/WSFS09\\_Declaration.pdf](http://www.fao.org/fileadmin/templates/wsfs/Summit/Docs/Final_Declaration/WSFS09_Declaration.pdf)

<sup>vii</sup> <http://www.fao.org/3/a-y7937e.pdf>

<sup>viii</sup> <http://www.fao.org/docrep/016/i2801e/i2801e.pdf>

<sup>ix</sup> <http://www.fao.org/3/a-au866e.pdf>

<sup>x</sup> <http://www.fao.org/3/a-bc852e.pdf>

<sup>xi</sup> <http://www.un.org/ga/president/62/letters/cfa160708.pdf>

<sup>xii</sup> The 2009 L'Aquila Joint Statement on Global Food Security. See:

[http://www.g8italia2009.it/static/G8\\_Allegato/LAquila\\_Joint\\_Statement\\_on\\_Global\\_Food\\_Security%5B1%5D.0.pdf](http://www.g8italia2009.it/static/G8_Allegato/LAquila_Joint_Statement_on_Global_Food_Security%5B1%5D.0.pdf)

<sup>xiii</sup> The Background section of the IAASTD Summary for Policymakers states that 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. It also states that 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.



(SUN) Strategy for 2016-2020: From Inspiration to Impact<sup>xiv</sup> and the Final Declaration of the International Conference on Agrarian Reform and Rural Development (ICARRD)<sup>xv</sup>. In addition to global frameworks, a number of regional frameworks such as the Comprehensive Africa Agriculture Development Programme (CAADP)<sup>xvi</sup> also have also contributed.

### 1.3 DEFINITIONS<sup>xvii</sup>

---

#### **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<sup>xviii</sup>.*

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

States party to the International Covenant on Economic, Social and Cultural Rights (ICESCR)<sup>xix</sup> of 1966, 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*

---

<sup>xiv</sup> <http://www.scalingupnutrition.org/> The Scaling Up Nutrition Movement (SUN) was initiated in September 2010 to encourage increased political commitment to accelerate reductions in global hunger and undernutrition, within the context of the right to adequate food security for all. . Member countries are supported by a broad range of domestic stakeholders from multiple sectors and global networks of donors, civil society, businesses, research bodies and the UN system. Governments and their partners in the movement are increasing resources for nutrition and better aligning their financial and technical support with these national priorities. They are helping countries implement their specific nutrition interventions and their nutrition-sensitive development strategies. They are working with SUN countries in a whole of government approach that seeks to ensure improved nutrition outcomes across multiple sectors such as agriculture, health, social welfare, education or environment. Those in the movement are working together to reduce fragmentation at the national, regional and global levels, stimulate coherence and alignment around food security and nutrition policies, and support the realization of results.

<sup>xv</sup> <ftp://ftp.fao.org/docrep/fao/meeting/011/j8160e.pdf>

<sup>xvi</sup> <http://www.fao.org/docrep/005/Y6831E/y6831e00.htm>

<sup>xvii</sup> For the purposes of this document, references to small-scale food producers or to smallholder farmers are meant to include smallholder farmers, agriculture and food workers, artisanal fisherfolk, pastoralists, indigenous peoples and the landless. Particular attention should be given to women and youth (CFS Reform Document, CFS:2009/2 Rev.2, para. 11, ii).

<sup>xviii</sup> As defined in the CFS Reform Document:

[http://www.fao.org/fileadmin/templates/cfs/Docs0910/ReformDoc/CFS\\_2009\\_2\\_Rev\\_2\\_E\\_K7197.pdf](http://www.fao.org/fileadmin/templates/cfs/Docs0910/ReformDoc/CFS_2009_2_Rev_2_E_K7197.pdf)

<sup>xix</sup> <http://www.ohchr.org/EN/ProfessionalInterest/Pages/ICESCR.aspx>



*conditions”(Article 11, para. 1) as well as “the fundamental right of everyone to be free from hunger”(Article 11, para. 2).*

The United Nations Committee on Economic, Social, and Cultural Rights (CESCR)<sup>xx</sup> 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, have 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 (...) Accessibility encompasses both economic and physical accessibility.”*

---

<sup>xx</sup> E/C.12/1999/5 – General Comment 12 , pp 6, 8 and 13.  
<http://www.ohchr.org/EN/HRBodies/CESCR/Pages/CESCRIndex.aspx>



## SECTION 2: THE ROOT CAUSES OF HUNGER, LESSONS LEARNED, AND EMERGING CHALLENGES

---

### 2.1 STRUCTURAL CAUSES OF HUNGER AND MALNUTRITION

---

Understanding the structural and underlying causes of food insecurity and malnutrition is required to identify and prioritize actions to promote food security and nutrition and the right to adequate food for all people. An indicative, non-exhaustive list of factors that may contribute to hunger and malnutrition has been compiled from a wide variety of sources and is provided below<sup>xxi</sup>:

#### **a) Governance**

- i) Inadequate governance structures to ensure institutional stability, transparency, accountability and rule of law and non-discrimination, which lead to taking of efficient decisions and underpin access to food and higher living standards;
- ii) War, conflict and lack of security that play a major role in deepening hunger and food insecurity; in fragile states, conflict, political instability and weak institutions intensify food insecurity;
- iii) Inadequate high-level political commitment and prioritization of the fight against hunger and malnutrition, including failure to fully implement past pledges and commitments and insufficient accountability;
- iv) Inadequate coherence in policy-making and prioritization of policies, plans, programmes and funding to tackle hunger, malnutrition and food insecurity, focusing in particular on the most vulnerable and food insecure populations;
- v) Inadequate state services in rural areas and involvement by representatives of communities in decision-making processes affecting their livelihoods;
- vi) Fragmented cooperation and financing, dispersion of assistance in large numbers of projects that lack scale to make significant impact and add to high administration costs.

#### **b) Economic and production issues**

- i) Poverty and inadequate access to food, often resulting from high unemployment and not enough decent work; inadequate social protection systems; unequal distribution of productive resources such as land, water, credit and knowledge; insufficient purchasing power for low-waged workers and the rural and urban poor; and low productivity of resources;
- ii) Inadequate growth in agricultural production;
- iii) Lack of an open, non-discriminatory, equitable, distortion-free, transparent multilateral trading system that promotes agriculture and rural development in developing countries could contribute to world food insecurity;

---

<sup>xxi</sup> This list, and the next in section 2, has been compiled from a wide variety of sources, including inputs from stakeholders during the global online consultation and the regional conference discussions.



- iv) Continuing insecurity of land tenure and access to land, water and other natural resources, particularly for women farmers;
- v) Insufficient international and national investment in the agricultural sector and rural infrastructure, particularly for small-scale food producers;
- vi) Insufficient access by producers to relevant technologies, inputs and institutions;
- vii) Insufficient focus on livestock production in agricultural systems;
- viii) Inadequate infrastructure to reduce post-harvest losses as well as to provide access to markets;
- ix) High levels of food waste;
- x) Lack of comprehensive technical assistance for food producers.

### **c) Demographic and social issues**

- i) Insufficient attention paid to the role and contribution 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;
- ii) Demographic changes: population growth, urbanization and rural-urban migration; rural employment and lack of opportunities for diversification of livelihoods; and growing inequalities between population groups within countries;
- iii) Inadequate effective social protection systems, including safety nets;
- iv) 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;
- v) The social determinants of malnutrition, including access to safe water and sanitation, maternal and child care, and quality health care;
- vi) Prevention and treatment of pests and diseases related to food and nutrition insecurity: the inappropriate consumption and over-consumption of food, often with a lack of essential micronutrients, can cause serious problems to health, including malnutrition and obesity;
- vii) Low levels of education and literacy impacting malnutrition, including detrimental feeding/behavioural practices;
- viii) Inadequate support dedicated to protecting best practices of infant and early childhood feeding.

### **d) Climate/Environment**

- i) Inadequate disaster preparedness and response is a factor contributing to hunger, which affects 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;
- ii) Degradation of ecosystems and depletion of natural resources, especially biodiversity;
- iii) The impact of climate change on agriculture, including land degradation, increasing uncertainty about crop yields and the intensification of floods and droughts; and also its effects on the most vulnerable;
- iv) Unsustainable use of natural resources;
- v) Inadequate attention to sustainable fisheries and forestry management and conservation as a factor in preserving their contribution to food security.



## 2.2 PAST EXPERIENCES AND LESSONS LEARNED

Results achieved over several decades show that both the prevalence of undernourishment and the number of undernourished has declined. The prevalence of undernourishment has declined at global level from 18.6% in the period 1990-92 to 10.9% in 2014-2016 while in developing countries from 23.3% to 12.9% during the same period meaning that developing regions as a whole have almost reached the MDG 1c hunger target.

However, the rate of reduction of the number of undernourished is lower than that of the prevalence of undernourishment. The number of undernourished in developing countries has decreased from 990.7 million in the period 1990-92 to 779.9 million in 2014-2016 which is far from the World Food Summit (WFS) target to reduce the number to 515 million by 2015<sup>xxii</sup>. This highlights the need for a more effective focus by all actors on the most pressing challenges, a process the GSF is designed to support. All stakeholders need to draw on lessons learned and glean insights that may be taken into account in devising more effective strategies for food security and nutrition. The lessons include, but are not confined to:

- a) Development programmes must be country-owned and country-led;
- b) Effective systems of governance are needed at country level, involving stakeholders at all levels, and including efficient, accountable and transparent institutions and structures and decision-making processes to ensure peace and the rule of law, which are essential elements of a conducive business environment;
- c) The participation of women as key actors in agriculture must be assured, considering their potential contribution to production of the food consumed developing countries, while ending the discrimination they experience in being denied access to productive assets, knowledge through extension services, and financial services, which results in reduced productivity and greater poverty;

<sup>xxii</sup> Number and percentage of undernourished persons based on the revised methodology for calculating undernourishment which was published in the State of Food Insecurity in the World 2015 report:

	1990-92	2000-02	2005-07	2010-12	2014-16
<b>WORLD</b>	<b>1010.6</b>	<b>929.6</b>	<b>942.3</b>	<b>820.7</b>	<b>794.6</b>
	<b>18.6%</b>	<b>14.9%</b>	<b>14.3%</b>	<b>11.8%</b>	<b>10.9%</b>
<b>DEVELOPED REGIONS</b>	<b>20.0</b>	<b>21.2</b>	<b>15.4</b>	<b>15.7</b>	<b>14.7</b>
	<b>&lt;5%</b>	<b>&lt;5%</b>	<b>&lt;5%</b>	<b>&lt;5%</b>	<b>&lt;5%</b>
<b>DEVELOPING REGIONS</b>	<b>990.7</b>	<b>908.4</b>	<b>926.9</b>	<b>805.0</b>	<b>779.9</b>
	<b>23.3%</b>	<b>18.2%</b>	<b>17.3%</b>	<b>14.1%</b>	<b>12.9%</b>

Source: The State of Food Insecurity in the World 2015 report



- d) The need to prevent the intergenerational transmission of hunger and malnutrition, including through education and promotion of literacy among women and girls;
- e) The need to intensify combating illegal, unreported and unregulated fishing at national, regional and global levels;
- f) The need to reduce 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;
- g) The quality, safety and diversity of food consumed is important, as well as the calorie content;
- h) Ensuring access to food for to the poor and vulnerable at all times requires targeted and well-formulated social protection programmes and safety nets;
- i) All appropriate stakeholders, in particular small-scale food producers and local communities, must be closely involved in the design, planning and implementation of programmes and projects, including research programmes;
- j) The importance of increased as well as responsible private-sector investment in agriculture as an economic activity, and particularly the role of small-scale food producers as investors, needs to be recognized and promoted;
- k) To reverse the decline in growth of agricultural productivity while avoiding negative impacts on environmental sustainability, there is a need for technology development and transfer; public- and private-sector research and development; and extension services;
- l) Sound management of ecosystems and natural resources as well as agro-ecological practices have proved to be important in improving agricultural sustainability as well as the incomes of food producers and their resilience in the face of climate change<sup>xxiii</sup>;
- m) The importance of local knowledge in promoting food security, particularly as the latter is influenced by the capacity to manage natural assets and biodiversity and to adapt to the localized impact of climate change.

## 2.3 EMERGING CHALLENGES AND LOOKING AHEAD

---

Looking ahead, a number of emerging challenges in food security and nutrition will need to be addressed. These include, in particular:

- a) Meeting the food and nutritional needs of growing urban and rural populations, with changing dietary preferences;
- b) Increasing sustainable agricultural production and productivity;
- c) Enhancing resilience to climate change;
- d) Finding sustainable solutions to the increasing competition for natural resources.

---

<sup>xxiii</sup> e.g. The Economics of Conservation Agriculture, FAO 2001



## SECTION 3: THE FOUNDATIONS AND OVERARCHING FRAMEWORKS

---

A number of overarching frameworks provide key principles and strategies for the achievement of food security and nutrition. These include the World Food Summit Plan of Action and the Rome Declaration on World Food Security<sup>xxiv</sup>, the Final Declaration of the 2009 World Summit on Food Security<sup>xxv</sup>, the VGRtF and the VGGT, the RAI, the FFA (acronyms defined below) as well as the International Covenant on Economic, Social and Cultural Rights (ICESCR), which established the human right to adequate food, and all applicable international law relevant to food security, nutrition, and human rights. The following frameworks are particularly important due to their particular connection to food security and nutrition:

### 3.1 2030 AGENDA FOR SUSTAINABLE DEVELOPMENT

---

In September 2015, 193 countries adopted the 2030 Agenda for Sustainable Development committing to shift the world on to a sustainable and resilient path, in which no one will be left behind. The 2030 Agenda is universal, applicable to all countries at all levels of development, and seeks to build on the Millennium Development Goals and complete what they did not achieve. It commits all countries and stakeholders to center on “People”, “Planet”, “Prosperity”, “Peace” and “Partnership” and achieve its 17 goals and 169 targets, which are integrated and indivisible and balance the three dimensions of sustainable development: the economic, social and environmental. The goals and targets seek to realize the human rights of all and many of them relate to issues discussed within CFS, especially SDG 2, “End hunger, achieve food security and improved nutrition, and promote sustainable agriculture”. The 2030 Agenda is country owned, but success in its implementation will depend on countries’ capacity to mobilize the support of all stakeholders towards the goals and their means of implementation. In this regard, the Addis Ababa Action Agenda of the Third International Conference on Financing for Development recognizes the important contribution of CFS decisions and recommendations to scale up efforts to end hunger and malnutrition. The 2030 Agenda also reaffirms explicitly the important role and inclusive nature of CFS, which has decided to put the advancement of the 2030 Agenda at the center of its work as well as to contribute, within its mandate, to the thematic follow-up and review framework of the 2030 Agenda.

### 3.2 THE VOLUNTARY GUIDELINES TO SUPPORT THE PROGRESSIVE REALIZATION OF THE RIGHT TO ADEQUATE FOOD IN THE CONTEXT OF NATIONAL FOOD SECURITY (VGRtF)

---

---

<sup>xxiv</sup> <http://www.fao.org/docrep/003/w3613e/w3613e00.htm>

<sup>xxv</sup> [http://www.fao.org/fileadmin/templates/wsfs/Summit/Docs/Final\\_Declaration/WSFS09\\_Declaration.pdf](http://www.fao.org/fileadmin/templates/wsfs/Summit/Docs/Final_Declaration/WSFS09_Declaration.pdf)



The VGRtF provide an overall framework for achieving food security and nutrition objectives. 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.

### 3.3 THE FIVE ROME PRINCIPLES FOR SUSTAINABLE GLOBAL FOODS SECURITY

---

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 security and nutrition, with the provision of necessary resources in a timely and reliable fashion, aimed at multi-year plans and programmes.

### 3.4 THE VOLUNTARY GUIDELINES ON THE RESPONSIBLE GOVERNANCE OF TENURE OF LAND, FISHERIES AND FORESTS IN THE CONTEXT OF NATIONAL FOOD SECURITY (VGGT)

---

The VGGT were endorsed by CFS 38<sup>th</sup> Special Session in May 2012. They provide a reference and guidance to improve the governance of tenure of land, fisheries and forests towards achieving food security for all and to support the progressive realization of the right to adequate food in the context of national food security (see section 4.8).





- **Mutual accountability:** Donors and developing countries must account more transparently to each other for their use of aid funds and to their citizens and parliaments for the impact of their aid.

The Busan Partnership for Effective Development Cooperation<sup>xxvii</sup> sets out principles which form the foundation for effective development cooperation between donors and developing countries. These include ownership of development priorities by developing countries, focus on results, inclusive development partnerships and transparency and accountability to each other. The areas of special attention include promoting sustainable development in situations of conflict and fragility, partnership to strengthen resilience and reduce vulnerability in the face of adversity, South-South and triangular cooperation for sustainable development, combating corruption and illicit flows, private sector and development and climate change finance.

### 3.8 UNITED NATIONS UPDATED COMPREHENSIVE FRAMEWORK FOR ACTION (UCFA)

---

The UCFA is a UN system-wide coordinated approach for supporting country action that leads to sustainable and resilient rural livelihoods and food and nutrition security. In this capacity, it is not a multilateral or intergovernmental instrument. The Secretary-General's High-level Task Force on Global Food and Nutrition Security (HLTF) developed the first Comprehensive Framework for Action (CFA) in July 2008, which was updated in 2010 and complemented in 2011 by a UCFA summary version.

The UCFA summary presents ten key principles for action: twin-tracks to food and nutrition security; the need for a comprehensive approach; smallholders, particularly women, at the centre of actions; increased focus on resilience of household livelihoods; more and better investments in food and nutrition security; importance of open and well-functioning markets and trade; the value of multi-stakeholder and multi-sectorial partnerships; sustained political commitment and good governance; strategies led by countries with regional support; and accountability for results.

### 3.9 OUTCOMES OF THE SECOND INTERNATIONAL CONFERENCE ON NUTRITION (ICN2)

---

In November 2014, FAO and WHO member states committed to end hunger and malnutrition in all its forms at the Second International Conference on Nutrition (ICN2), "reaffirming the right to everyone to have access to safe, sufficient, and nutritious food, consistent with the right to adequate food and the fundamental right of everyone to be free from hunger". The Rome Declaration on Nutrition and the ICN 2 Framework for Action were endorsed by participating governments at the Conference. The Rome Declaration highlights that effectively tackling

<sup>xxvii</sup> <http://www.oecd.org/dac/effectiveness/49650173.pdf>



malnutrition in all its forms requires holistic, cross-sectorial policies and coordinated action among different actors at all levels, and calls upon the United Nations System, including CFS, to step up efforts and enhance international collaboration and cooperation on the matter. It is complemented by a Framework for Action comprising a set of voluntary policy options and strategies for consideration by governments, in cooperation with other stakeholders, to implement ICN2 commitments and report on progress. Both documents were endorsed by the UN General Assembly in the resolution A/RES/70/259<sup>xxviii</sup>. The same resolution proclaimed 2016-2025 the Decade of Action on Nutrition<sup>xxix</sup>, calling upon FAO and WHO to lead its implementation, in collaboration with WFP, IFAD, UNICEF and the involvement of coordination mechanisms such as the United Nations System Standing Committee on Nutrition (SCN) and multi-stakeholder platforms such as the Committee on World Food Security (CFS), and in consultation with other international and regional organizations and platforms.

### 3.10 PARIS AGREEMENT AT THE UNITED NATIONS FRAMEWORK CONVENTION ON CLIMATE CHANGE 21<sup>ST</sup> CONFERENCE OF PARTIES

---

The Paris agreement was reached in December 2015 at the 21st Conference of the Parties (COP 21) and signed by 193 parties to the United Nations Framework Convention on Climate Change. This represents global consensus on the reduction of greenhouse gas emissions and measures to mitigate and adapt to climate change and sets out a global action plan to achieve the goal of containing the global temperature increase to well below 2°C. The agreement reached at COP 21, which will enter into force in 2020, recognized the fundamental priority of safeguarding food security and ending hunger and the particular vulnerabilities of food production systems to the adverse impacts of climate change.

### 3.11 OTHER FRAMEWORKS AND DOCUMENTS

---

A number of other documents, instruments, guidelines and programmes provide principles and strategies that may be relevant to the achievement of food security. These include:

- The 1989 Convention on the Rights of the Child (CRC)
- The 1981 International Code of Marketing of Breast-milk Substitutes
- The 1979 Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW)
- The 1993 Declaration on the Elimination of Violence Against Women (DEVAW)
- The 1995 Beijing Platform for Action ensure women's rights
- ILO Conventions 87, 98 and 169

---

<sup>xxviii</sup> [http://www.un.org/en/ga/search/view\\_doc.asp?symbol=A/RES/70/259](http://www.un.org/en/ga/search/view_doc.asp?symbol=A/RES/70/259)

<sup>xxix</sup> <http://www.who.int/nutrition/decade-of-action/en/> and <https://www.unscn.org/en/topics/un-decade-of-action-on-nutrition>



- The International Assessment of Agricultural Knowledge, Science and Technology for Development (IAASTD)
- The final Declaration of the International Conference on Agrarian Reform and Rural Development (ICARRD)
- The UN Declaration on Rights of Indigenous People (UNDRIP)
- The Scaling Up Nutrition (SUN) Strategy for 2016-2020: From Inspiration to Impact
- The Voluntary Guidelines for Securing Sustainable Small-Scale Fisheries in the Context of Food Security and Poverty Eradication (SSF Guidelines)
- Sendai Framework for Disaster Risk Reduction 2015-2030



## SECTION 4: POLICY, PROGRAMME, AND OTHER RECOMMENDATIONS

---

Taking into account the progressive realization of the right to adequate food in the context of national food security and in the context of the overarching frameworks described in Section 3, there is broad international consensus on appropriate policy responses to the underlying causes of hunger and malnutrition in a number of areas. The recommendations in this Section are drawn from decisions reached in CFS and in several cases they have been informed by evidence-based reports from the CFS High-Level Panel of Experts on Food Security and Nutrition (HLPE). The list is not comprehensive and will develop over time as the GSF is regularly updated to take account of decisions of CFS. Section 6 lists a number of areas where there are recognized gaps in consensus in policy issues.

### 4.1 THE TWIN-TRACK APPROACH

---

The Committee has endorsed the following policy recommendations:

- [“The Twin-Track Approach”](#) (First version of the GSF – 2012)

### 4.2 PROMOTING RESPONSIBLE INVESTMENT IN AGRICULTURE AND FOOD SYSTEMS

---

The Committee has endorsed:

- [“Principles for Responsible Investment in Agriculture and Food Systems](#) (2014)”

### 4.3 INVESTING IN SMALLHOLDERS

---

The Committee has endorsed the following policy recommendations:

- [“How to Increase Food Security and Smallholder Sensitive Investments in Agriculture”](#) (2011)
- [“Investing in Smallholder Agriculture for Food Security and Nutrition”](#) (2013)
- [“Connecting Smallholders to Markets”](#) (2016)

### 4.4 ADDRESSING EXCESSIVE FOOD PRICE VOLATILITY

---

The Committee has endorsed the following policy recommendations:

- [“Price Volatility and Food Security”](#) (2011)

### 4.5 ADDRESSING GENDER ISSUES IN FOOD SECURITY AND NUTRITION

---



The Committee has endorsed the following policy recommendations:

- [“Gender, Food Security and Nutrition”](#) (2011)

#### 4.6 INCREASING AGRICULTURAL PRODUCTIVITY AND PRODUCTION IN A SOCIALLY, ECONOMICALLY AND ENVIRONMENTALLY SUSTAINABLE MANNER

---

The Committee has endorsed the following policy recommendations:

- [“Increasing Agricultural Productivity and Production in a Socially, Economically and Environmentally Sustainable Manner”](#) (First version of the GSF – 2012)

#### 4.7 NUTRITION

---

The Committee has endorsed the following policy recommendations:

- [“Nutrition”](#) (First version of the GSF – 2012)

The Committee has endorsed the following proposal:

- [“CFS Engagement in Advancing Nutrition”](#) (2016)

#### 4.8 TENURE OF LAND, FISHERIES AND FORESTS

---

The Committee has endorsed:

- [“Voluntary Guidelines on the Responsible Governance of Tenure of Land, Fisheries and Forests in the Context of National Food Security”](#) (2012)

#### 4.9 ADDRESSING FOOD SECURITY AND NUTRITION IN PROTRACTED CRISES

---

The Committee has endorsed:

- [“Framework for Action for Food Security and Nutrition in Protracted Crises”](#) (2015)

#### 4.10 SOCIAL PROTECTION FOR FOOD SECURITY AND NUTRITION

---

The Committee has endorsed the following policy recommendations:

- [“Social Protection for Food Security and Nutrition”](#) (2012)

#### 4.11 FOOD SECURITY AND CLIMATE CHANGE

---

The Committee has endorsed the following policy recommendations:

- [“Food Security and Climate Change”](#) (2012)



#### 4.12 BIOFUELS AND FOOD SECURITY

---

The Committee has endorsed the following policy recommendations:

- [“Biofuels and Food Security”](#) (2013)

#### 4.13 FOOD LOSSES AND WASTE IN THE CONTEXT OF SUSTAINABLE FOOD SYSTEMS

---

The Committee has endorsed the following policy recommendations:

- [“Food Losses and Waste in the Context of Sustainable Food Systems”](#) (2014)

#### 4.14 SUSTAINABLE FISHERIES AND AQUACULTURE FOR FOOD SECURITY AND NUTRITION

---

The Committee has endorsed the following policy recommendations:

- [“Sustainable Fisheries and Aquaculture for Food Security and Nutrition”](#) (2014)

#### 4.15 WATER FOR FOOD SECURITY AND NUTRITION

---

The Committee has endorsed the following policy recommendations:

- [“Water for Food Security and Nutrition”](#) (2015)

#### 4.16 SUSTAINABLE AGRICULTURAL DEVELOPMENT FOR FOOD SECURITY AND NUTRITION: WHAT ROLES FOR LIVESTOCK?

---

The Committee has endorsed the following policy recommendations:

- [“Sustainable Agricultural Development for Food Security and Nutrition: What Roles for Livestock?”](#) (2016)

#### 4.17 SUSTAINABLE FORESTRY FOR FOOD SECURITY AND NUTRITION

---

The Committee has endorsed the following policy recommendations:

- [“Sustainable for Food Security and Nutrition”](#) (2017)



## SECTION 5: UNITING AND ORGANIZING TO FIGHT HUNGER<sup>xxx</sup>

---

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 strategies, policies, programmes and funding to tackle hunger and malnutrition, and the international community to coordinate and mobilize meaningful support, whether through humanitarian or development assistance, nationally, bilaterally or multilaterally, that is aligned with country priorities.

The persistence of widespread hunger, and in more recent years the economic crisis and excessive volatility of food prices, has exposed the fragility of global mechanisms for food security and nutrition. Coordination between actors at national, regional and global level has been inadequate. Overcoming the structural causes of hunger and malnutrition will require promoting coherence of all appropriate national and international policies with the right to food, convergent policies, strategies and programmes that give urgent priority to meeting both the long-term needs and emergency requests for food security and nutrition. Successful pursuit of these objectives requires cross-sectoral 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<sup>xxxi</sup>.

### 5.1 CORE ACTIONS AT COUNTRY LEVEL

---

The main responsibility of States for ensuring the food security of their citizens has been reaffirmed on many occasions, including in the affirmation of the first Rome Principle for Sustainable Food Security, focusing on country-owned and country-led plans, which reads:

*“We reaffirm that food security is a national responsibility and that any plans for addressing food security challenges must be nationally articulated, designed, owned and led, and built on consultation with all key stakeholders. We will make food security a high priority and will reflect this in our national programmes and budgets”<sup>xxxii</sup>.*

**The following recommendations consolidate the most important lessons for country-level action, including among others:**

- a) States should set up or strengthen interministerial mechanisms responsible for national food security and nutrition strategies, policies and programmes;
- b) Those mechanisms should ideally be formed and coordinated at a high level of government, consolidated in national law, and involve representatives from ministries or national agencies from all areas related to food security and nutrition,

---

<sup>xxx</sup> This section draws substantially on the Declaration of the 2009 Rome Summit on World Food Security, on the VGRtF, on the UCFA and several other documents and instruments that reflect a widespread and growing consensus on the best ways to design, coordinate, implement, support, finance and monitor food security and nutrition strategies and programmes.

<sup>xxxi</sup> UCFA para 8

<sup>xxxii</sup> Declaration of the World Summit on Food Security, paragraph 9.



- including agriculture, social protection, development, health, infrastructure, education, finance, industry and technology;
- c) National food security and nutrition strategies, whether or not embedded in broader development or poverty reduction strategies, should be comprehensive, strengthen local and national food systems and address all pillars of food security and nutrition, including availability, access, utilization and stability;
  - d) Mechanisms should be created or strengthened to coordinate strategies and actions with local levels of government; States should consider setting up multistakeholder platforms and frameworks at local and national levels for the design, implementation and monitoring of food security and nutrition strategies, legislation, policies and programmes, possibly by integrating multistakeholder mechanisms with national coordination mechanisms. Stakeholders should include, as appropriate, local governments, civil society, the private sector, farmers' organizations, small-scale and traditional food producers, women and youth associations, representatives of the groups most affected by food insecurity and, when appropriate, donors and development partners;
  - e) Develop and/or strengthen mapping and monitoring mechanisms in order to better coordinate actions by different stakeholders and promote accountability;
  - f) In designing national food security and nutrition strategies and programmes, States should endeavour to consider the potential unintended or negative impacts these may have on food security and nutrition in other States.

### **Implementation of the Right to Food Guidelines**

Beyond the recommendations in the previous section, the VGRtF offer countries practical guidance for developing effective institutional and adequate legal frameworks, establishing independent monitoring mechanisms, and implementing these frameworks.

The following seven steps are recommended to implement the VGRtF<sup>xxxiii</sup>:

**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 strategy for food security and nutrition 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.

---

<sup>xxxiii</sup> Drafted by the Right to Food Unit at FAO



**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.

**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 the impact and outcomes of policies, legislation, programmes and projects, with a view to measuring the achievement 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 may 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.

## 5.2 IMPROVING REGIONAL SUPPORT TO NATIONAL AND LOCAL ACTIONS

---

While the country level is the most vital, most countries stand to benefit from improved coordination and collaboration at regional level. In accordance with their mandates, some important 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. Many regional organizations 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 promoting and supporting the partnerships needed at country level for improving food security and nutrition.

In accordance with their mandates, regional bodies can have an important 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 intraregional 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 as well as shared management of transboundary pests. Such policies include regional investment for fostering national efforts, and tackling specific issues such as lifting intraregional trade barriers, reinforcing regional value chains, harmonizing information systems, coordinating monitoring systems for food emergencies and mobilizing resources.

In accordance with their mandates, regional platforms can provide space for dialogue among regional groupings, governments, donors and UN agencies. They facilitate common agreement



on shared principles and proposed actions and pave the way for improved alignment of policies. They can 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 UN agencies. While not strictly regional, platforms of peer or like-minded countries such as the OECD<sup>xxxiv</sup> and G-20 can fill several of the same roles.

Finally, regional organizations and platforms can provide a useful interface between the global and national levels by contributing to disseminate and adapt internationally accepted practices and lessons in a regionally appropriate context and with institutions that are closer to national governments.

**In order to fully realize the above benefits and improve support from regional bodies to national actions, where appropriate, the following measures are recommended, among others:**

- a. Development or strengthening of regional coordination mechanisms involving all relevant stakeholders, to develop or update regional strategies or frameworks for food security and nutrition, which shall make use of the region's specificities and leverage the strengths and comparative advantages of existing regional institutions;
- b. Convergence, consolidation or coordination of different regional and subregional efforts to establish clear regional food security and nutrition strategies, policies and ownership;
- c. Promotion of linkages between regional mechanisms and frameworks and CFS, including by promoting two-way communication aimed at improved policy convergence and coordination;
- d. Reinforcing 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 in support of regional and national strategies;
- e. Greater donor support for regional economic integration processes and the use of regional entities as effective partners in supporting the development and implementation of national food security and nutrition strategies, policies and programmes;
- f. Coordination of regional policies with regard to trade of agricultural inputs and products as well as compliance with internationally and regionally agreed standards in order to facilitate intraregional trade;
- g. Consideration of the need, among others, for strategic food reserves for emergency humanitarian purposes, social safety nets or other risk management instruments that promote food security and benefit women and men in poor and marginalized communities;
- h. Regional value chains, especially for infrastructure development, should be strengthened since they have the potential to expand markets by providing incentives for domestic and foreign private investors to make responsible long-term investments in agroprocessing and agribusiness, compliant with national legislation.

---

<sup>xxxiv</sup> <http://www.oecd.org>



### 5.3 IMPROVING GLOBAL SUPPORT TO REGIONAL AND NATIONAL ACTIONS, AND RESPONSE TO GLOBAL CHALLENGES

---

Overcoming the scourge of hunger will require the concerted efforts of the whole world. The international community has two key roles to play in this regard: the first is to improve its support to regional and national efforts; the second is to coordinate responses to global challenges related to food insecurity and malnutrition.

The international community has repeatedly asserted its commitment to support national governments in their efforts to combat hunger. The affirmation of the First Rome Principle for Sustainable Global Food Security includes a commitment to “intensify international support to advance effective country-led and regional strategies, to develop country-led investment plans, and to promote mutual responsibility, transparency and accountability”. Principles 2 and 4 are also directly related to improving international support to countries<sup>xxxv</sup>. The 2009 L’Aquila Joint Statement on Global Food Security, the Paris Declaration on Aid Effectiveness and the Accra Agenda for Action also address this issue.

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 NGOs 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. High fragmentation means that many developing countries still struggle to conciliate their own strategic needs and priorities with the procedures, conditions, timeframes, limits and portfolios of a very broad number of partners. The problem is even more acute for least developed countries, which usually lack the resources and capacity to manage a large number of partnerships and are more reliant on international assistance.

Organizations and agencies in the UN system are making a major effort to streamline and coordinate their assistance through the work of the UN Country Teams, through joint programming and through activities such as the Delivering as One<sup>xxxvi</sup> concept, and have also developed the UCFA to guide and coordinate their actions.

With respect to addressing global challenges related to food security and nutrition, some progress has been made in addressing issues that require global efforts such as climate change, biodiversity, genetic resources, excessive price volatility, international fishing, trade, food standards and others. While political attention and priority has accelerated since the 2008 food

---

<sup>xxxv</sup> 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” and Principle 4: Ensure a strong role for the multilateral system by sustained improvements in efficiency, responsiveness, coordination and effectiveness of multilateral institutions.

<sup>xxxvi</sup> <http://www.undg.org/?P=7>



crisis, further progress will require, in many cases, finding consensus and overcoming on some difficult political and economical differences (see Section 6).

**Broad consensus, exists, however, for a strategy to achieve improved global support to country and regional efforts, and to better respond to global challenges, including, among others, the following key elements:**

***Improving global support to the regional and country levels:***

- a) **Adoption of a strategic and programmatic approach:** international organizations, regional organizations, development agencies and others should move away from isolated projects and towards a strategic and programmatic approach that has country-led strategies as its cornerstone, preferably in partnership with other donors, aiming at scaling up initiatives;
- b) **Technical cooperation:** developed and developing countries and multilateral agencies should cooperate to increase synergy in their efforts to enhance food security and nutrition through technical cooperation, including institutional capacity development and transfer of technology, and increasing agricultural productivity related to food security and nutrition;
- c) **South-South and triangular cooperation**<sup>xxxvii</sup> 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;
- d) **Partnerships:** countries, international organizations, civil society, the private sector, all relevant NGOs and other stakeholders should promote strengthening of partnerships and coordinated action in the field, including joint programmes and capacity development efforts; international organizations, especially the Rome based UN food agencies, should further strengthen their partnerships under the Delivering as One principles and the One UN initiative;
- e) **Mapping of food security and nutrition actions and resource flows:** support actions at country level contributing to comprehensive mapping of food security and nutrition actions and resource flows, under the supervision of the beneficiary country, in order to promote greater alignment and convergence<sup>xxxviii</sup>;
- f) **Official Development Assistance (ODA)**<sup>xxxix</sup>: donor countries should make concrete efforts towards attaining ODA targets of 0.7 per cent of gross national

---

<sup>xxxvii</sup>

[http://southsouthconference.org/wp-content/uploads/2009/10/E\\_Book.pdf](http://southsouthconference.org/wp-content/uploads/2009/10/E_Book.pdf)

<sup>xxxviii</sup> CFS 37 Final Report, paragraph 54.

<sup>xxxix</sup> Statistics on ODA are regularly updated by the Organization for Economic Cooperation and Development (OECD): [http://www.oecd-ilibrary.org/development/development-aid-net-official-development-assistance-oda\\_20743866-table1](http://www.oecd-ilibrary.org/development/development-aid-net-official-development-assistance-oda_20743866-table1)



- income<sup>xi</sup>, to the developing countries as a whole, and 0.15 to 0.2 per cent to least developed countries, as applicable;
- g) **Food assistance:** countries that provide food assistance should base it on sound needs assessments that involve beneficiaries as well as other relevant stakeholders where possible, and target especially needy and vulnerable groups. Food assistance should be provided only when it is the most effective and appropriate means of addressing the food or nutrition needs of the most vulnerable populations. Food assistance can play a vital role in saving lives, protecting livelihoods and build people's resilience. Food assistance, like all assistance, should avoid creating dependency. Food should be purchased wherever possible and appropriate on a local or regional basis or provided in the form of cash or voucher transfers;
  - h) **External debt:** countries and international organization should consider pursuing external debt relief measures in order to release resources for combating hunger, alleviating rural and urban poverty and promoting sustainable development<sup>xli</sup>.

### ***Addressing global challenges***

- a) **Trade:** local, national, 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 and nutrition at the national level; countries should promote regional and international trade as one of the effective instruments for development; it is important to promote consistency of trade and development and environmental policies, social, economic and political functions that influence outcomes of strategies against poverty and food insecurity;
- b) **Climate change:** increase the national capacities of developing countries, heightening international cooperation and transfer of technology intended to improve adaptation to the adverse effects of climate change and the efficiency of production systems;
- c) **Research:** stimulate public-private partnerships as well as national and international agricultural research, including bilateral and multi-lateral research collaboration, in particular under the CGIAR umbrella and in coordination with the GCARD process<sup>xlii</sup>.

---

<sup>xi</sup> In 1970, the 0.7% ODA/GNI target was first agreed and has been repeatedly re-endorsed at the highest level at international aid and development conferences: In 2005, the 15 countries that were members of the European Union by 2004 agreed to reach the target by 2015. The 0.7% target served as a reference for 2005 political commitments to increase ODA from the EU, the G8 Gleneagles Summit and the UN World Summit. Source: OECD

<sup>xii</sup> 1996 World Food Summit Plan of Action, paragraph 53 Objective 6.2 and paragraph 53 items m and n.; VGRtF, Chapter III, paragraph 11.

<sup>xlii</sup> <http://www.fao.org/docs/eims/upload/294891/GCARD%20Road%20Map.pdf>. The contributions and dynamic interaction of thousands of stakeholders from all sectors have created the GCARD Roadmap, providing a clear path forward for all involved. The Roadmap highlights the urgent changes required in AR4D systems globally, to address worldwide goals of reducing hunger and poverty, creating opportunity for income growth while ensuring environmental sustainability and particularly meeting the needs of resource-poor farmers and consumers.



## 5.4 MAKING IT HAPPEN: LINKING POLICIES AND PROGRAMMES WITH RESOURCES

---

The sustainability of efforts to secure food security and nutrition for all depends primarily on countries' own public expenditure. In terms of sectoral financing in developing countries, there is a consensus on the need to increase the share of public expenditures focused on agriculture, food security and nutrition. While estimates of global funding requirements vary considerably, there is general agreement on the need to reverse and compensate for the decline in investment in agriculture, food security and nutrition over the past 25 years and implement commitments entered into in the past.

**Governments and other actors should take, among others, the following elements into consideration when deciding on developing financing strategies:**

- a) National budgets should clearly allocate stable and meaningful resources to implement national food security and nutrition strategies, and their use should be allocated in a transparent and accountable manner. States should strive to ensure that budget cuts do not negatively affect access to adequate food among the poorest sections of society<sup>xliii</sup>;
- b) Global estimates should 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;
- c) The primary importance of domestic private investment in agriculture, in particular investment by farmers, and the need to find ways to mobilize and unlock the additional potential of domestic investment through better access to financial services and markets; this may require innovative financing approaches in order to: lessen the risks of lending to agriculture; develop appropriate financial products for farmers; improve the performance of agricultural markets; and improve farmers' financial literacy;
- d) 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; ODA is critical to support key public investments including social programmes, safety nets, infrastructure, research, extension and capacity development; improved transparency and accountability in the fulfilment of ODA commitments for food security and nutrition should be achieved;
- e) Private 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;
- f) Remittances are an important source of funding for development and economic growth in many developing countries. Efforts should be made to facilitate the mobilization of remittance resources for development, food security and nutrition;

---

<sup>xliii</sup> Based on VGRtF, Guidelines 12.1, 12.2 and 12.3



- g) Mapping food security and nutrition actions and their links to resource flows is important to promote increased resource alignment in support of national and regional strategies and programmes.

## 5.5 MONITORING AND FOLLOW-UP

---

The CFS Reform Document states that one of the roles of CFS is to “promote accountability and share best practices at all levels.” In this sense, “the 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.” To this end, the CFS Bureau has established an open-ended working group to develop proposals for effective monitoring, which will be incorporated in subsequent versions of the GSF once approved by CFS.

A comprehensive monitoring and accountability strategy for food security and nutrition requires several distinct components, which vary in their objective, approach, and preferred level of implementation. Basic descriptions and guidelines for some of the most important ones follow.

### a. Accountability for commitments and results

Accountability for commitments and for results is crucial, especially for advancing the progressive realization of the right to adequate food, 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, agricultural sector performance, progress towards achievement of the SDGs, particularly SDG2, and regionally agreed targets.

### **The five principles that should apply to monitoring and accountability systems are that:**

- i. They should be human-rights based, with particular reference to the progressive realization of the right to adequate food;
- ii. They should make it possible for decision-makers to be accountable;
- iii. They should be participatory and include assessments that involve all stakeholders and beneficiaries, including the most vulnerable;
- iv. They should be simple, yet comprehensive, accurate, timely and understandable to all, with indicators disaggregated by sex, age, region, etc., that capture impact, process and expected outcomes;
- v. They should not duplicate existing systems, but rather build upon and strengthen national statistical and analytical capacities.

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 SDGs, countries need to establish their own 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.

**b) The monitoring of food insecurity, hunger, and malnutrition in all its forms**

This component relates to monitoring actual hunger, whether of short or long term. It should be the main responsibility of countries, with support from regional and international organizations. FAO, IFAD and WFP have important roles in this regard, including, among others, in the annual publication, together with WHO, UNICEF and the World Bank, of the State of Food Security and Nutrition in the World report, which consolidates and analyses data from member countries; in supporting national information systems; and in the provision of Vulnerability Analysis and Mapping<sup>xliv</sup> and Food Security Needs Assessments, important to help countries to prevent and address food crises. Other information monitoring and analysis work currently under way is described in the UCFA.

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; and encouraging greater effectiveness, accountability, transparency and coordination of responses to these needs.

There is much work to be done at country, regional and global levels to improve information systems, data collection, and harmonizing methodologies and indicators to estimate hunger and malnutrition in all its forms.

**In this regard, CFS agreed to the following recommendations<sup>xliv</sup>:**

- i. Endorsed the proposal of creating a suite of core food security indicators, including the development, adoption and promotion of internationally accepted standards;
- ii. Strongly recommended that FAO improves its measure of undernourishment with special emphasis on improving the timeliness and reliability of the underlying data and parameters included in the methodology;
- iii. Strongly encouraged FAO and other relevant agencies to strengthen their capacity development efforts in order to enhance both basic food and agricultural statistics and specific food security monitoring systems;
- iv. Urged countries to strengthen their national information systems on food security and nutrition;
- v. Underlined the need to better integrate all actions related to food security and nutrition information at all levels, and encouraged the mobilization of resources towards that end;
- vi. Recommended that the dialogue between policy-makers, statistical agencies and data providers be further intensified in order to better identify and link information needs for

---

<sup>xliv</sup> <http://vam.wfp.org/>

<sup>xliv</sup> CFS 37 Final Report, paragraph 57.



the design, implementation and monitoring of food security policies to the supply of such information.

### **c) Mapping food security and nutrition actions**

Another component of a monitoring strategy is the mapping of food security and nutrition actions and initiatives at all levels.

**In this regard, CFS endorsed the following recommendations<sup>xlvi</sup>:**

- i. 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 multisectoral and multistakeholder partnerships and working towards harmonization of methods;
- ii. Adequate resources should be made available to fund follow-up activities to provide interested countries with technical support for the development and implementation of food security and nutrition mapping systems as part of their national development monitoring efforts;
- iii. The process of mapping food security and nutrition actions should be made an integral part of national information systems covering the food and agricultural sector, and a standard methodology should be used at country level.

### **d) Monitoring and follow-up of state of implementation of CFS recommendations**

In line with CFS mandate, some way should be found to monitor the state of implementation of the Committee's own decisions and recommendations, so as to allow for the reinforcement of the coordination and policy convergence roles of CFS. The Committee endorsed a methodological approach as a first step towards the development of a framework for monitoring CFS decisions and recommendations. The approach is based on the following assessment criteria: relevance of CFS; inclusiveness and participation; coordination and engagement; promotion of policy convergence; evidence-based decision-making; CFS communication strategy; CFS responsiveness; CFS influence; and capacity for uptake.

The Committee endorsed Terms of reference for sharing experiences and good practices in applying CFS decisions and recommendations through organizing events at national, regional and global levels. The Terms of reference provide guidance to stakeholders for sharing their experiences and lessons, on a voluntary basis, in implementing CFS decisions and recommendations through events. They also provide a framework to stakeholders to contribute to global thematic events which will be held during the plenary sessions. The objective of such events will be to take stock of the use and application of CFS decisions and recommendations.

<sup>xlvi</sup> CFS 37 Final Report, paragraphs 54-55. The Committee also endorsed a number of specific programmatic and technical recommendations related to mapping, which can be found in Annex J of that Report.



## SECTION 6: ISSUES THAT MAY REQUIRE FURTHER ATTENTION

---

As there is a diversity of views, some issues may require further attention by the international community where they are relevant to the international debate on food security and nutrition. The listing of issues here is not exhaustive and does not necessarily mean that they should be addressed by CFS<sup>xlvii</sup>:

- a. Ways to improve the integration into and access to markets of small-scale producers, especially women;
- b. Ways to boost rural development to strengthen food security and nutrition in the context of rural-urban migration;
- c. The demand for water for agricultural production and for other uses and ways of improving water management;
- d. The need for the international trade system and trade policies to better recognize food security concerns;
- e. The management of the food chain and its impact on food security and nutrition, including ways to promote fair and competitive practices, and to reduce post-harvest food losses and waste;
- f. The effects of food standards, including private standards, on production, consumption and trade patterns, especially regarding food security and nutrition;
- g. The use and transfer of appropriate technologies in agriculture, fisheries and forestry, including consideration of the impact of intellectual property regimes on agriculture, food security and nutrition;
- h. Nutrition-sensitive approaches that are integral to the planning and programming for food security and sustainable agriculture;
- i. Enhancing policy dialogue and promoting science-based decisions on biotechnology, in a manner that promotes sustainable agriculture and improves food security and nutrition.

---

<sup>xlvii</sup> Following the adoption of the first version of the GSF in 2012, some of the issues listed in this section have been addressed by the Committee. The resulting agreed recommendations on these matters can be found in Section 4.



## ABBREVIATIONS

---

AMIS	Agricultural Market Information System
CAADP	Comprehensive African Agriculture Development Programme
CFS	Committee on World Food Security
CEDAW	UN Convention on the Elimination of all forms of Discrimination against Women
CESCR UN	Committee on economic, Social and Cultural Rights
CGIAR	Consortium of International Agricultural Research Centres
COP 21	21 <sup>st</sup> Conference of Parties of the United Nations Framework Convention on Climate Change
CSM	Civil Society Mechanism
CSO	Civil Society Organization
FAO	Food and Agriculture Organization of the United Nations
FFA	Framework for Action for Food Security and Nutrition in Protracted Crises
GCARD	Global Conference on Agricultural Research for Development
GSF	Global Strategic Framework
HLPE	High-level Panel of Experts
HLTF	Secretary-General's High-level Task Force on Global Food and Nutrition Security
IAASTD	International Assessment of Agricultural Knowledge, Science and Technology for Development
ICARRD	International Conference on Agrarian reform and Rural Development
ICN 2	Second International Conference on Nutrition
IFAD	International Fund for Agricultural Development
ISESCR	International Covenant on Economic, Social and Cultural Rights
ODA	Official Development Assistance
OECD	Organization for Economic Cooperation and Development
RAI	Principles for Responsible Investment in Agriculture and Food Systems
Rio+20	United Nations Conference on Sustainable Development, 2012
SDGs	Sustainable Development Goals
SOFA	State of Food and Agriculture



SCN	United Nations Systems Standing Committee on Nutrition
SUN	Scaling Up Nutrition
UCFA	United Nations Updated Comprehensive Framework for Action
UNFCCC	United Nations Framework Convention on Climate Change
UNICEF	United Nations Children's Fund
VGGT	Voluntary Guidelines on the Responsible Governance of Tenure of Land, Fisheries and Forests in the Context of National Food Security
VGRtF	Voluntary Guidelines to support the progressive realization of the right to food in the context of national food security
WFP	United Nations World Food Programme
WHO	United Nations World Health Organization