First Draft

*Framework for Action for Addressing Food Security and Nutrition in Protracted Crises*

[CFS-A4A]

Rome, June 2014

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**INTRODUCTION**

**BACKGROUND AND RATIONALE**

1. Within global, regional and national efforts to eliminate hunger and malnutrition, the 36th Session of the Committee on World Food Security (CFS) agreed that protracted crisis situations require special attention, and that appropriate responses for these contexts differ from those required in short-term crisis or in non-crisis development contexts.

**Key characteristics**

2. Protracted crises include situations of prolonged or recurrent crises. While no internationally agreed definition exists, manifestations of a protracted crisis include, inter alia: disruption of livelihoods and food systems; increasing rates in morbidity and mortality; and increased displacements. Food insecurity and malnutrition (e.g. stunting, wasting, underweight and micronutrient deficiencies) are the most serious and common manifestations.

3. Food insecurity and malnutrition in protracted crises can derive from multiple underlying human-made causes, which can include: weak institutions and governance, state fragility, limited institutional capacity to respond to critical situations, conflict, occupation, and insecurity, often in combination with natural disasters, which can include: drought, flood, hurricane and earthquake, taking into account climate change as a possible exacerbating factor.

4. A protracted crisis may have wide-spread impact or may be limited to a particular geographic area of a State, or a territory, and may not affect the entire population. Significant population movements, which may be characterised by Internally Displaced Persons (IDPs), may also be a feature. Protracted crises affect men and women differently. Protracted crises may also have international, regional and trans-boundary aspects and impacts, including the presence of refugees as defined and recognised under applicable international law, who are often in protracted refugee situations.

**Policies and actions are failing to adequately address food insecurity and malnutrition in protracted crises**

5. Evidence and evaluations highlight that policies and actions which aim to meet immediate food and other basic needs should be accompanied by longer term policies, actions and investments to address the underlying causes, support local capacities and priorities and build resilient livelihoods and food systems.

6. Key reasons why some policies and actions addressing food insecurity and malnutrition in protracted crises can fail include: conceptual and operational weaknesses; policy and institutional disconnects between humanitarian and development approaches; weak institutional capacity and governance; poor understanding of specific contexts; inadequate analysis; undermining of local capacities and priorities by externally driven interventions; late delivery of assistance; unsustained political engagement and investment; lack of commitment to support small-scale food producers, marginalized and vulnerable communities, and gender equality; inadequate attention to corruption and vested commercial, political and institutional interests.

**OBJECTIVE, PURPOSE, CONTENT, SCOPE, ALIGNMENT AND STAKEHOLDERS**

**Objective**

10. The overall objective of the [[CFS-A4A]] is to improve the food security and nutrition of populations affected by, or at risk of, protracted crises in a way that addresses underlying causes, thus contributing to the progressive realization of the right to adequate food in the context of national food security.

11. To achieve this objective, the [[CFS-A4A]] seeks to mobilise high level political commitment and promote coordinated multi-stakeholder processes, including the review of progress and sharing of lessons learned, to inform policies and actions aimed at preventing, mitigating, responding to and promoting early recovery from food insecurity and malnutrition in protracted crisis.
*Nature and scope*

12. (Old 16) *This document is voluntary and non-binding.*

13. (Old 17) *The* [*[CFS-A4A]] *should be interpreted and applied consistently with existing obligations under national and international law* [*including extra-territorial obligations,*] *with due regard to voluntary commitments under applicable regional and international instruments. Nothing in the [*[CFS-A4A]] should be read as limiting or undermining any legal obligations to which a State may be subject under international law* [*including extra-territorial obligations.*]

14. (Old 18) [The [*[CFS-A4A]] should be interpreted and applied in accordance with national legal system [s, and by the institutions responsible] [s and their institutions].]

15. (Old 19) *The [*[CFS-A4A]] acknowledges the limitations of many existing policies and actions and presents principles and a plan to improve food security and nutrition in situations of protracted crisis.*

[Alignment]

16. (Old 21) (TO BE REVISITED IN PLENARY) The [*[CFS-A4A]] aims to assist States and other stakeholders in reviewing [where appropriate] policies and actions that address [improve] food security and nutrition in protracted crises for consistency with [existing obligations under] international law[.] [including the Universal Declaration of Human Rights[.] [and the VGR2F][VGGTs and GSF] [and other international human rights instruments.] [taking into account the VGR2F.] Such reviews should also be informed by humanitarian principles and CFS policy guidance, including the “Global Strategic Framework for Food Security and Nutrition” (GSF).]

(POSSIBLE OPTIONS EVENING PLENARY 30 JULY – DELETE OR CONSIDER EU PROPOSAL BELOW)

[Reviews could also be informed by [humanitarian principles and] CFS policy guidance, including the “Global Strategic Framework for Food Security and Nutrition” (GSF), VGGTs and VGR2F.]

[(EU) This document aligns with the Universal Declaration of Human Rights. The document also aligns with humanitarian principles and CFS policy guidance, including the “Global Strategic Framework for Food Security and Nutrition” (GSF), VGGTs and VGR2F.]

17. (Old 22) (CONSIDER OLD 31 (vii)) The [*[CFS-A4A]] aligns with a number of broad principles and core values common to all countries and contexts which provide a foundation for action. These include recognizing human dignity; do no harm; respecting culture and custom; non-discrimination; equity and justice; gender sensitivity; and equality; participation and consultation; transparency and openness; empowerment; accountability and rule of law. These are in addition to the humanitarian principles of humanity; neutrality; impartiality; and independence. The three mutually reinforcing pillars of sustainable development (economic, environmental and social), at the core of the process to prepare sustainable development goals (SDGs) for the post-2015 period, also inform this document.

*Stakeholders*

18. (Old 25)

(BRAZIL PROPOSAL BASED ON LANGUAGE IN VGR2F) [Recognizing the primary responsibility of States for [], States are encouraged to apply a multistakeholder approach to national food security to identify the roles of and involve all relevant stakeholders, encompassing civil society and the private sector, drawing together their know-how with a view to facilitating the efficient use of resources.]

[[While recognising the primary responsibility of States, the] [*[CFS-A4A]] [*should guide and mobilise all] [is intended for] all relevant stakeholders involved in or associated with protracted crises.]]

While emphasising the [primary responsibility of governments and the central] [the role of the state] [country ownership] [in ensuring food security and nutrition in protracted crises], the [*[CFS-A4A]] is intended for all relevant stakeholders including, amongst others:

i. Food insecure and malnourished protracted crisis-affected communities and affected populations;

ii. All governments at all levels, including those of countries at risk of, and affected by, protracted crises, countries receiving refugees affected by protracted crises, and other countries, whose policies
and actions may impact on food security and nutrition in protracted crises, [bilateral cooperation] including international cooperation and assistance [development agencies;][humanitarian actors];

iii. Intergovernmental and regional organizations, including multilateral/international and regional financial institutions;

iv. [Political and peace-building missions;]

v. Civil society organizations;

vi. Research organizations, universities and extension organizations;

vii. Private companies, foundations and financial institutions (both domestic and foreign);

viii. Small, medium and large-scale food producers, [including family farmers], food producer organizations and cooperatives, women and youth groups;

ix. [Other non-state actors in protracted crisis situations.]

19. (Old 26) Any stakeholder group can use the [CFS-A4A], noting that each group has different roles and responsibilities. The roles and responsibilities of different stakeholders in developing, implementing and monitoring policies and actions are highlighted within each principle in *italics*. Roles and responsibilities are also highlighted in the ‘plan of action’ section.

[PRINCIPLES FOR ACTION]

[INTRODUCTION]

20. (Old 27) *The ten ‘principles for action’ are intended to guide the development, implementation and monitoring* of comprehensive, rights-based policies and actions to improve food security and nutrition in protracted crisis situations, consistent with the “Voluntary Guidelines to Support the Progressive Realization of the Right to Adequate Food in the Context of National Food Security (VGRtF)”. In particular, they should be used in multi-stakeholder platforms and processes at national, regional and global levels, to develop common policies and plans with which different stakeholders can align their actions.

(FROM PRINCIPLE 1 OLD DESCRIPTOR - TO BE CONSIDERED FOR INSERTION IN OLD 27)

[Be informed by CFS policy guidance in actions both within and outside of national borders]

21. (Old 28) All the ‘principles for action’ are critical for effectively addressing food security and malnutrition in protracted crises. Achieving these principles requires leveraging the relative strengths of humanitarian and development perspectives and approaches.

(FROM OLD 13 - TO BE CONSIDERED FOR INSERTION IN OLD 28) [The evidence-based ‘principles for action’ in this document represent a high-level political recognition and consensus on the limitations of many existing policies and actions, and on what needs to be done differently.]

22. (Old 29) Following each ‘principle for action’ there is box with a statement of the problem, which that ‘principle for action’ is intended to address.

23. (Old 30) The sub-paragraphs provide further guidance, relating to the main principle, on actions to be taken or avoided by different stakeholders. They emphasize existing international obligations and existing CFS policy guidance relevant to food security and nutrition in protracted crises as well as providing additional guidance specific to these contexts.

[PRINCIPLES]

[Principle 1]

24. (Old 31) [Comply with] [Respect] [existing] international humanitarian [law] and human rights [law], and where appropriate, be guided by the CFS [GSF,] [policy guidance] [in addressing food insecurity and malnutrition in protracted crises.], and take into account the VGR2F. [obligations and be informed [by the VGR2F] by CFS policy guidance, in actions both within and outside of national borders.]

(i) *States shall fully observe their human rights obligations under international law in order to achieve the progressive realization of the right to adequate food in the context of national food security.*
Policies and actions should be people-centred and coherent with the relevant international instruments as described in the VGRItF, and are equally applicable for refugees and IDPs, as for other people.*

States, parties involved in conflict, and other stakeholders should consider how their policies and actions could impact food security and nutrition in other regions and countries affected by protracted crises and consider relevant appropriate actions.*

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Particularly in armed conflicts and occupation, all parties should respect international humanitarian law and humanitarian principles [to improve food security and nutrition in protracted crises.] [which supplement the protection granted by human rights law and other branches of international law (e.g. refugee law, economic law, environmental law) also contain norms that are relevant for food security and nutrition and the right to food in protracted crises.]

States, parties involved in conflict, and other stakeholders should consider how their policies and actions could impact food security and nutrition in other regions and countries affected by protracted crises and consider relevant appropriate actions.*

Stakeholders should ensure gender equality and the empowerment of women and girls in support of food security and nutrition in protracted crisis situations, as recognised by relevant international legal instruments, in particular the UN Convention on the Elimination of All Forms of Discrimination against Women (CEDAW).*

States, with the support of the UN system and international assistance and cooperation where appropriate, should ensure the food security and nutrition for refugees in their territory in accordance with their obligations under relevant international legal instruments.*

States and other stakeholders should enable humanitarian actors to carry out their work in accordance with the four humanitarian principles (humanity, neutrality, impartiality and independence). Governments and local authorities should ensure access to crisis-affected populations by humanitarian actors for the purpose of providing humanitarian assistance. The concepts of ‘do no harm’ and Accountability to Affected Populations (AAP) should also guide humanitarian action*

States and other stakeholders should use CFS policy guidance to inform their policies and actions, including the CFS “Global Strategic Framework for Food Security and Nutrition” (GSF) and the “Voluntary Guidelines on the Responsible Governance of Tenure of Land, Fisheries and Forests in the Context of National Food Security” (VGGT).*

Principle 2

25. (Old 32) *Strengthen, as appropriate, country-owned, multi-stakeholder and multi-sectoral platforms and processes to address food insecurity and malnutrition in protracted crises.*

Governments are responsible for the progressive realization of the right to adequate food in the context of national food security. All levels of government should establish and lead multi-stakeholder, multi-sectoral platforms and processes for coordinating the development, implementation and monitoring of policies and actions, as appropriate. All relevant stakeholders, representing both men’s and women’s interests and needs, should have equal opportunity to participate in relevant platforms and processes.*

Civil society organisations and private sector entities should be invited to participate in multi-stakeholder processes through their own autonomous and self-organised national mechanisms, as appropriate. National and local governments should promote and support the participation of organisations and networks of affected people and communities.*

Cooperation partners should coordinate and align their support with national policies and actions for food security and nutrition as developed through country-owned multi-stakeholder and multi-sectoral platforms and processes.*
Principle 3

26. (Old 33) *Ensure and support comprehensive evidence-based analyses.*

(i) *National governments and other stakeholders* should integrate comprehensive food security and nutrition analyses into broader poverty, gender and humanitarian assessments, and risk and vulnerability analyses.*

(ii) *Comprehensive analyses should ideally examine:*

- the underlying determinants of food insecurity and malnutrition;
- the resilience and sustainability of livelihood strategies and food systems;
- the abilities of men, women and vulnerable groups to assure the food, nutrition and other basic needs of their households, and the gender disparities in the capacity to meet those needs.*

(iii) *Comprehensive analyses should be country-owned and:*

- inform policies and actions coordinated through national multi-stakeholder and multi-sectoral platforms and processes;
- based on timely, coordinated and joint assessments, where feasible, that are widely shared;
- conducted according to common analytical frameworks, quality standards and protocols to maximise objectivity and impartiality;
- disaggregated, including by gender.*

(iv) *Early warning systems and food and agriculture information systems, which detect and monitor threats to livelihoods as well as lives, should be integrated components of broader comprehensive analysis systems.*

(v) *Increased support, including investment, and institutional capacity in data collection should progressively improve the breadth, quality and availability of data.*

(vi) *Increased support should be given to strengthen country-level institutional capacity-to undertake and share evidence-based and country-owned analyses, including through the adoption of new technologies.*

(vii) *Reinforcing or re-establishing agricultural innovation and research for development capacities at country level should also be undertaken.*

(viii) (ORIGINAL) [Following a comprehensive analysis of the food security and nutrition situation, a multi-stakeholder, technical analysis of response options should be undertaken, in order to inform political decisions on appropriate and effective policies and actions.]

(AFGHANISTAN PROPOSAL) [The findings, conclusions and recommendations of the comprehensive analysis of the food security and nutrition situation, should be reviewed by a multi-stakeholder platform and its opinions be transmitted to the political decision-making process.]

Principle 4

27. (Old 34) Design, support and implement comprehensive, people-centred, resilience-focused policies and actions.

(i) In line with the twin-track approach described in the GSF, comprehensive food security and nutrition policies and actions in protracted crises should coherently: (1) prevent and eliminate food insecurity and malnutrition by addressing the underlying causes; (2) mitigate the impact of crises by protecting and building resilient livelihoods and food systems; (3) meet immediate needs in a timely and appropriate manner by preparing for and responding to crises.

(ii) Protracted crisis situations require a combination of long-term and context specific policies and actions.

(iii) Development policies and actions should address the underlying causes of food insecurity and malnutrition in protracted crises. Particular attention should be given to local food production, trade and consumption, enabling small-scale food producers, family farmers and local traders to strengthen and secure their livelihoods, positive and adaptive coping strategies, and capacity to invest.
(iv) Development policies and actions should integrate social protection, disaster risk reduction (DRR) and other resilience-focused measures in order to protect, promote and build resilient livelihoods and local food systems.

(v) Humanitarian and development actors should work together to build preparedness capacities to enable long-term national social protection and DRR systems to be scaled up and down in response to early warning of cyclical shocks and seasonal and/or climate change related variations, thereby ensuring early intervention to protect livelihoods and save lives.

(vi) Humanitarian assistance policies and actions should protect livelihoods as well as lives; be long-term; flexible; timely and culturally appropriate. Actions to protect, promote and rebuild livelihoods should be implemented as part of the first phase of a humanitarian response.

(vii) Humanitarian actors should support States in protection, promotion and provision of sustainable livelihoods and durable solutions (such as repatriation or local integration, when relevant) for refugees residing on their territories. Efforts should also be made to support IDPs to engage in sustainable livelihood activities and to provide support to host populations.

(viii) Development and humanitarian actors should work together to ensure early recovery from crises whereby livelihoods and food systems are more resilient and sustainable than before.

(ix) Actions to meet immediate food needs and save lives should support and strengthen local food production, trade and other local livelihood systems. The use of a varied set of humanitarian food assistance tools (e.g. food, cash or vouchers), complemented by innovations in how food is procured (e.g. local purchase), or made available through food reserves at community, national and regional levels, can help ensure that appropriate assistance is provided and can serve as a strong basis for longer-term food security and nutrition.

(x) Food security interventions should be nutrition-sensitive, i.e. be designed to achieve improvements in nutritional status and address different types of malnutrition including stunting, wasting and micronutrient deficiencies. Particular attention must be paid to the nutritional needs of mothers, including pregnant and lactating women, infants and young children, particularly between conception, the breastfeeding and complementary feeding phases until aged two.

(xi) Given the high rates of malnutrition in protracted crises, nutrition specific interventions are vital, including the promotion of exclusive breastfeeding up to six months of age; continued breastfeeding together with appropriate and nutritious food up to two years of age and beyond; enabling access to nutrients through incorporating them into foods; micronutrient supplementation; and community-based therapeutic feeding to treat of acute malnutrition.

[Principle 5]

28. (Old 35) [Respect tenure of land, fisheries, forests and [access to productive assets and natural resources] [access to water] [and seeds] before, during and when emerging from protracted crises.]

(LANGUAGE PROPOSAL FROM AFGHANISTAN BEFORE BOXES WERE DELETED)

[In protracted crisis competition for access to fertile land, secure sources of water, open pasture and other natural resources, productive assets and essential services is severe, and that makes livelihood recovery more lengthy and costly. [Most affected are small-scale food producers, family farmers, pastoralists and herders and landless labourers as they cannot compete with larger, wealthier and powerful actors.] [Small-scale food producers would benefit from technical support and assistance to compete with larger producers]. Women can face additional challenges due to gender specific constraints. Confronting these issues openly and from human rights perspective can help mitigate the underlying causes of protracted crises, reduce risks, avoid conflict and overcome the food insecurity of men and women.]

(i) [Consider how the VGGTs can be used in protracted crises] [The VGGT should be applied as appropriate, in particular, but not limited to, Part 6.]

(ii) [Relevant stakeholders should negotiate the responsible management of communal resources (including water, land, forests, etc.) to serve as an entry point to facilitate agreement on other contentious issues and causes of violent conflict.]
(iii) *All stakeholders* should avoid actions that degrade natural resources essential to livelihoods and which may hinder access to those resources [by small-scale food producers [and] [including] family farmers.]

(iv) Decisions on the ownership of, control over, access to, and use of productive assets [including credit and collateral] and natural resources [including seeds] should prioritise the interests of all national citizens, particularly those of local communities.

(v) However, when considering how to manage and share scarce resources all stakeholders should consider how refugees may access natural resources. Refugees should be consulted to understand the needs and opportunities within the refugee community.

(vi) *All stakeholders* should secure conditions of public safety [and infrastructure rehabilitation] that enable small-scale food producers [and] [including] family farmers, especially women, to access water and land for cultivation, grazing, [harvesting, food processing and distribution] [and harvest], local people to access markets to buy and sell production, and people to access their families and social networks to help one another.

(vii) Women and children should be given adequate support and protection from resource-related physical violence and other security risks.

(viii) *All stakeholders* should support the local management and sharing of scarce resources based on the gender-sensitive analysis of the role of local communities and their traditional arrangements, and the division of tasks between men and women.

(ix) [Promote women’s active and informed participation in formal and informal decision-making structures, rural institutions and organizations, and governance processes related to natural resource access and management.]

(x) [Strengthen participatory and gender-sensitive research, extension and farming service systems, responding to the specific needs of smallholder and family farmers, with a particular focus on women farmers and youth.[, notably by prioritising agro-ecological approaches]

(xi) [Together with local communities, facilitate the adaptation of traditional arrangements and capacities to shocks and stressors. Technology [and practice] that works in and with communities, respecting indigenous knowledge, local cultivars, planting material and breeding stock, amongst others, should be [supported] [promoted.]]

**Principle 6**

29. *(Old 36)* Promote and integrate solutions for food security and nutrition into peace-building, transitional justice and governance related efforts.

(i) *All stakeholders* should promote the role of food security and nutrition policies and actions in contributing to sustainable peace-building objectives (including confidence building and conflict driver mitigation), thus supporting the resolution of protracted crises.

(ii) *All stakeholders* should also ensure that peace-building and related initiatives consider, integrate and promote food security and nutrition objectives as part of a coherent, context-specific and rights-based approach.

(iii) *All stakeholders* should ensure participation of women in peace-building and related initiatives, reflecting their fundamental role in food security and nutrition, by including a wide representation of women’s organizations and national gender expertise.

(iv) Support to food security and nutrition should not be phased out too quickly, as this can leave populations at risk and potentially reverse gains in building peace.

(v) *UN* and other peacekeeping operations should ensure that their actions do not undermine food security and nutrition.

**Principle 7**

30. *(Old 37)* Actively support and ensure institutional capacities, better coordination and governance at local and national levels.
(i) States should uphold their responsibility for ensuring the right to food for all persons under their jurisdiction by ensuring national and local policies and institutions provide an enabling environment for the creation of sustainable livelihoods and food systems.

(ii) Existing formal, informal and customary structures that are successful, non-discriminatory and accountable should not be undermined. Functioning systems within existing local institutions, communities and other stakeholder networks that support and enable local livelihoods should be identified, supported and rebuilt, where required.

(iii) National governments with support from cooperation partners, where necessary, should review and enhance the technical and logistical capacity of national and local institutions to play central roles in addressing food insecurity and nutrition in protracted crises, e.g. the provision of basic services and social protection needs.

(iv) National governments should establish and strengthen inter-ministerial coordination mechanisms to support a comprehensive, multi-sectoral approach and to lead multi-stakeholder platforms as described in Principle 2.

(v) In protracted crisis situations, there is a particular need to ensure close coordination and coherence between development and humanitarian actors, with clear and complementary divisions of responsibility in support of a single national strategy or plan.

(vi) In situations in which States are failing to uphold their responsibility to, and/or purposefully violating, the right to food of persons under their jurisdiction, other national and local actors, especially community-based and other civil society organisations and informal institutions, should be supported to promote and advocate for the right to food, including the right to effective remedy.

(vii) Efforts that target corruption should be supported by all stakeholders, including participatory, community-driven processes, raising public awareness and strengthening the capacity and functioning of national anti-corruption commissions, where they exist.

(viii) National governments and other stakeholders should promote the participation in, and monitoring of, governance mechanisms and institutions by civil society organisations, especially those representing food insecurity and malnutrition affected populations.

Principle 8

31. (Old 38) Ensure multi-year, predictable and flexible funding mechanisms, to support coherent and comprehensive national policies and actions.

(i) National governments of protracted crisis affected countries and territories should take primary responsibility for mobilizing adequate resources to finance coherent and comprehensive policies and actions to address food insecurity and malnutrition, in accordance with national plans.

(ii) Cooperation partners and national governments should ensure that there is adequate, multi-annual and flexible funding to enable a comprehensive approach to food insecurity and malnutrition, including for refugee and displaced population situations.

(iii) Cooperation partners and national governments should support programmes that readily adapt and respond to new shocks and stressors, including rapidly scaling up social protection and DRR programmes. Humanitarian funds should be used to support the scale up of existing programmes and strengthen national and local capacities wherever possible.

(iv) Design and implement agile operational policies to avoid interruptions or delays in support resulting from bureaucratic or procedural issues.

(v) Cooperation partners and national governments should more effectively manage risks in protracted crisis situations to support greater levels of upstream investment for prevention, mitigation and early response. This is more cost-effective than repeated humanitarian responses to food security and nutrition crises, as underlying causes can be addressed, more resilient livelihoods built and situations of entrenched humanitarian assistance avoided.

(vi) Funding agencies should consider automatically releasing additional resources when agreed early warning thresholds are reached in order to ensure timely intervention to protect and promote livelihoods and save lives.
Cooperation partners should coordinate their investments and financial support through national, multi-stakeholder platforms, aligned with national policies and plans. They should aim to support, and not undermine or duplicate, sustainable national and local systems and capacities and avoid creating dependency on international assistance.

Cooperation partners should closely analyse and consider how the multiplicity of funding mechanisms can be better aligned and used. Efforts being undertaken by both humanitarian and development cooperation partners to more effectively and efficiently utilize available resources to support country-owned plans to address food insecurity and malnutrition in protracted crises should be encouraged and scaled up.

Cooperation partners should make further reforms, based on good practices and lessons learned, to the architecture of external assistance in protracted crises to ensure financial assistance and technical cooperation is provided in coherence with [CFS-A4A] guidance. Common risk-management and resilience objectives should be agreed, and achieved through joint analysis, planning, programming and funding.

Principle 9
32. (Old 39) Ensure systematic learning from experience and integrate into improved policies and actions.

(i) Monitoring and evaluation systems and capacities, involving the people and communities most affected by protracted crises, should be developed at local, national, regional and global levels, and be gender-sensitive, in order to review progress in realizing the right to food and nutrition and to learn lessons from the implementation of policies and actions.

(ii) There should be an on-going, iterative process between policy implementation and learning.

(iii) Progress and lessons learnt should be shared between stakeholders at all levels.

(iv) The policies and actions of all stakeholders should be evidence-based, regularly reviewed, strengthened and informed by the lessons learnt by different actors in different contexts, especially the communities and people most affected. The use of local knowledge is essential.

(v) In order to justify response options, it is preferable for them to have been tested and shown to work. All stakeholders should work together to test new approaches and demonstrate success.

(vi) Local and national research capacities should be supported, with international research institutions aligning their support with national and local research priorities.

(vii) Country led, multi-stakeholder platforms should routinely undertake a two-step process of self-assessment of: (1) the quality of policies and actions; and (2) the impact of policies and actions on food security and nutrition of men and women.

(viii) The principles outlined in this document provide a reference against which progress and quality can be measured. They allow all stakeholders the opportunity to judge whether their proposed actions, and the actions of others, are appropriate, relevant, and to be accountable for the same.

(ix) The impact of policies and actions on food security and nutrition should be assessed against a baseline at regular intervals.

(x) Monitoring and evaluation should be in line with the five principles set out in the GSFxvi.

(xi) All stakeholders should aim to reach consensus in the monitoring and evaluation of policies and actions. Divergent views of different stakeholders should be communicated in the presentation of progress and lessons learnt.

Principle 10
33. (Old 40) Improve accountability to all stakeholders to ensure that prevention and response happens in a timely manner, and respects the rights of individuals affected by crises.

(i) Governments and other stakeholders responsible for the design and implementation of policies and actions addressing food insecurity and malnutrition in protracted crises should be accountable primarily to affected populations.
(ii) Specifically, governments should ensure that, throughout the programme cycle, all segments of an affected community (considering gender, age and other aspects of diversity) receive the information they need to make informed decisions, can participate or be fairly represented in the decisions that affect their lives and livelihoods, and can provide feedback on the assistance or services provided to them through adequate and accessible complaint mechanisms.

(iii) Special efforts should be made to ensure that affected people are protected from any form of exploitation or abuse, including sexual, by anyone associated with the implementation of a response. This applies equally to refugees and IDPs as to other population groups.

(iv) The roles and responsibilities of different stakeholders should be clearly defined in national multi-stakeholder strategies and plans and communicated publically in a way easily accessible to affected populations.

(v) All stakeholders should be transparent about the impact of their policies and actions, individually and collectively.

(vi) Accountability mechanisms should be created or strengthened as appropriate for the enforcement of the right to food in protracted crisis situations.

(PROPOSAL FROM WORKING GROUP ON PLAN OF ACTION)

34. [This section proposes actions which should be taken by different stakeholders, with Governments having primary responsibility, to promote the coordinated dissemination and use of the “principles for action”, to mobilise political commitment and to share lessons learned and progress in addressing food insecurity and malnutrition in protracted crises.]

35. [CFS and all other stakeholders are encouraged to collaborate and support each other to disseminate the principles for action and to promote their use in the development, implementation and monitoring of more effective policies and actions at global, regional, national and local levels.]

36. [Stakeholders are encouraged to make use of the non-negotiated online resource package developed by the CFS Secretariat, the purpose of which is to illustrate how the principles should be turned into action. Such a resource package could be regularly updated by interested stakeholders through the production of user friendly guides, policy support kits etc.]

37. [National governments and intergovernmental organizations are encouraged to facilitate and promote multi-stakeholder processes to review, develop and implement national and regional policies and actions for addressing food insecurity and malnutrition in protracted crises.]

38. [The application of the [CFS-A4A] should build on, complement and, where possible, integrate with existing global and regional initiatives, processes and strategies addressing protracted crisis situations.]

39. [Cooperation partners, international organisations, private sector entities and civil society organisations are encouraged to facilitate participatory reviews of their own policies and actions.]

40. [Statements of intent of stakeholders to use the principles for action to review, strengthen and implement their own policies and actions may be shared with other CFS stakeholders.]

41. [In alignment with the CFS approach to monitoring being developed by the CFS OEWG, the CFS should monitor the use of the principles for action on policies and actions of stakeholders and provide a space for the sharing of lessons learned and progress in addressing food insecurity and malnutrition in protracted crises.]
42. [Lessons learned from the use of the “principles for action” and the implementation of policies and actions should be incorporated into future versions of the CFS Global Strategic Framework (GSF).]

43. [In order to promote the dissemination and use of the principles for action and to collate and facilitate the sharing of lessons learned the CFS Secretariat is encouraged to explore how to utilise existing mechanisms, among others RBA collaboration e.g. on resilience.]
[OBJECTIVES]

44. [This section describes the key actions that should be taken by stakeholders to:
   - Use the [CFS-A4A] to strengthen, implement and review policies and actions at local, national,
     regional and global levels;
   - Share progress and lessons learned from the implementation of such policies and actions at local,
     national, regional and global levels;
   - Periodically review the impact and usefulness of the [CFS-A4A] on the basis of lessons learnt.]

[ACTIONS]

[Disseminating and promoting the [CFS-A4A] and mobilising high-level political commitment]

45. [All stakeholders are encouraged to disseminate the CFA-A4A and to promote its use in the
development, implementation and monitoring of more effective policies and actions at global, regional,
national and local levels.]

46. [The transformation of policies and actions requires high-level political commitment within
governments, international organisations, and cooperation partners, as well as commitment from other
stakeholders. The CFS Bureau and Advisory Group should lead the process of mobilising such
commitment.]

47. [The CFS requests the UN Secretary General (UNSG) through his High Level Task Force on the Global
Food Security Crisis and the UNSG’s Special Representative for Food Security and Nutrition to act as
advocates and catalysts in order to: address food security and nutrition in protracted crisis situations;
promote the use of the [CFS-A4A] to review and strengthen the policies and actions; promote integration
into broader global and regional initiatives; work together to mobilise high level commitment and action
amongst all stakeholders.]

48. [Civil Society Organisations have an important role in promoting the application of the [CFS-A4A] and
are encouraged to develop, with the support of other stakeholders, a simplified implementation manual
and other material that are easily accessible by the communities and organisations of protracted crisis
affected populations.]

49. [The CFS Secretariat is requested, subject to available resources, to support dissemination of the [CFS-
A4A] through implementation of the CFS Communication Strategy. This may include the development
of a user-friendly, concise, version of the [CFS-A4A] and related communication materials to be
produced for, and disseminated, to key audiences and potential users.]

[Applying the [CFS-A4A] to guide more effective policies and actions]

50. [National governments and regional entities are encouraged to facilitate and institutionalize multi-
stakeholder processes to review, develop and implement national and regional policies and actions for
addressing food insecurity and malnutrition in protracted crises.]

51. [This includes reviewing, developing and implementing policies and actions within at risk and affected
protracted crisis situations, and in other countries, whose policies and actions may impact on food
security and nutrition in protracted crises, including international cooperation and assistance.]

52. [The application of the [CFS-A4A] should build on, complement and, where possible, integrate with
existing global and regional initiatives, processes and strategies with similar objectives in protracted
crisis situations.]

53. [Cooperation partners, international organisations, private sector entities and civil society organisations
are encouraged to facilitate participatory reviews of their own policies and actions.]

[Providing coordinated support in the application of the [CFS-A4A]]

54. [Development partners, UN specialized agencies, and regional organizations are encouraged to support
voluntary efforts to implement and use the [CFS-A4A]. Such coordinated support could include technical
cooperation, financial assistance, institutional capacity development, knowledge sharing and exchange of]
experiences, and assistance in developing desirable policies and actions. Such support should be sourced as locally as possible to protracted crisis situations, including through South-South cooperation.]

55. [Technical support from the global level should be demand driven and provided in a coordinated and coherent manner. In this regard the CFS requests the UNSG to consider initiating the development and implementation of a plan through existing mechanisms for coordination and joint action (such as the Chief Executives’ Board and HLTF).]

56. [To support the application of the [CFS-A4A], additional material should be developed, such as user-friendly guide to existing human rights norms as applicable to food insecurity and malnutrition in protracted crisis situations, and an accessible policy reform kit to assist CFS stakeholders in developing informed and legally compliant policies and actions.]

[Monitoring the application and impact of the [CFS-A4A] on policies and actions]

57. [In alignment with the CFS approach to monitoring, the CFS should encourage stakeholders to share lessons learned and experiences on the application of the [CFS-A4A] and its impact on the policies and actions of States and other stakeholders.] 

58. [High-level statements of intent to use the [CFS-A4A] to review strengthen and implement their own policies and actions may be shared with other CFS stakeholders.]

59. [CFS stakeholders are invited to voluntarily share their policies, action plans, operational guidelines etc. with others, and provide feedback on how the [CFS-A4A] helped guide reviews, policy development and actions.]

[Monitoring progress in addressing food insecurity and malnutrition and learning lessons from the implementation of policies and actions]

60. [States and other stakeholders should monitor progress in addressing food insecurity and malnutrition in protracted crises and learn lessons from the implementation of policies and actions, as highlighted in Principle 9.]

61. [All stakeholders are encouraged to share progress in addressing food insecurity and malnutrition in protracted crises and lessons learnt from the implementation of policies and actions.]

62. [In alignment with the CFS approach to monitoring, CFS should, (i) encourage consensus-based guidance to stakeholders on how to monitor progress and lessons learnt, including indicators to monitor food security and nutrition; (ii) promote spaces and mechanisms at the global level to enable the sharing of progress and lessons learnt; (iii) enable the collation and sharing of progress in addressing food insecurity and malnutrition and lessons learnt from the implementation of policies and actions.]

[Reviewing and updating the [CFS-A4A]]

63. [The [CFS-A4A] should be periodically reviewed and be updated as necessary, based on lessons learnt, and reflected accordingly in future versions of the GSF.]

[IMPLEMENTATION CAPACITIES AND RESOURCE IMPLICATIONS]

64. [A number of global level, implementation support activities are recommended above including: producing communication materials and supporting dissemination of the [CFS-A4A]; liaising with related global initiatives; supporting high level advocacy; facilitating coordinated technical and financial support from global level; facilitating the global sharing of learning; and reviewing the [CFS-A4A] on the basis of lessons learnt.] 

65. [All stakeholders have a role to play in these implementation support activities. Subject to available resources, the CFS Secretariat should consider: (i) exploring complementary existing capacities within the Rome Based Agencies, other International Organisations and other CFS stakeholders to support different activities, and (ii) assessing what resources may be required for additional capacities, as needed.]

66. [The CFS Secretariat, subject to available resources, and in alignment with the CFS approach to monitoring, should periodically update the CFS on actions undertaken by CFS stakeholders to disseminate, apply, provide support to the use of, monitor, review and update the [CFS-A4A].]
**ENDNOTES**

* The CFS-A4A is a major work stream of the CFS. In 2012 CFS 39 approved a consultative process including all relevant stakeholders to elaborate an Agenda for Action for Addressing Food Insecurity in Protracted Crises, building as appropriate on the elements provided in CFS 2012/39/7. The CFS-A4A was elaborated by an Open Ended Working Group comprising CFS stakeholders that met between July 2013 and August 2014, supported by a Technical Support Team and the CFS Secretariat. The CFS-A4A draws on technical work contributing to the State of Food Insecurity in the World (SOFI) 2010, and is informed by the outcomes of a CFS-mandated High-level Expert Forum on Food Insecurity in Protracted Crises (HLEF), held in Rome in September 2012. The CFS-A4A is based on an inclusive process of consultations and electronic discussions that took place between April 2013 and April 2014. Four electronic discussions on key topics were hosted to help inform the CFS-A4A Zero Draft. A global consultation on the Zero Draft was held in Addis Ababa in April 2014, and an electronic consultation was held in May 2014. Consultations included representatives from governments, UN agencies, civil society and non-governmental organizations, international agricultural research institutions, private sector associations and private philanthropic foundations, international and regional financial institutions. The Principles were endorsed by the CFS at its 41st Session on 15th October 2014.*

* Though there is no agreed definition of protracted crisis, the characterization provided in SOFI 2010 is a helpful reference.*

* It is the combination of many (if not all) of these causes and characteristics that make protracted crises distinct from other contexts.

* See, for example, UNHCR Global Trends in persons of concern to UNHCR at mid-year, June 2013. Available at: http://www.unhcr.org/52a08d26.html.*

* These principles are explored and expanded upon in a number of places, including the CFS endorsed “Voluntary Guidelines on the Responsible Governance of Tenure of Land, Fisheries and Forests in the Context of National Food Security (VGGT)” (available at http://www.fao.org/docrep/016/i2801e/i2801e.pdf).*

* United Nations General Assembly A/RES/46/182 endorses humanity, impartiality and neutrality (adopted in 1991); A/RES/58/114 endorses independence (adopted in 2004). The General Assembly has repeatedly reaffirmed the importance of promoting and respecting these principles within the framework of humanitarian assistance.

* In line with categories identified in the Reform of the Committee on World Food Security (2009) document, reference to small-scale food producers or to family farmers are meant to include smallholder farmers, agriculture and food workers, artisanal fisher-folk, herders/pastoralists, indigenous peoples, the landless, urban poor, women and youth.


* Consisting primarily of the four 1949 Geneva Conventions, the two 1977 Additional Protocols, and their commentaries.

* Including, for example, traditional leaders, community-based organizations, cooperatives, small-scale producer organisations, representatives of refugees, IDPs and host communities and women’s groups, including displaced women, ethnic minorities, and those from rural areas.*

* Second Version of the GSF, October 2013, p. 46, states the five principles that should apply to monitoring and accountability systems are: a) they should be human-rights based, with particular reference to the progressive realization of the right to adequate food in the context of national food security; b) they should make it possible for decision-makers to be accountable; c) they should be participatory and include assessments that involve all stakeholders and beneficiaries, including the most vulnerable; d) 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; e) they should not duplicate existing systems, but rather build upon and strengthen national statistical and analytical capacities (available at: http://www.fao.org/fileadmin/templates/cfs/Docs1213/gsf/GSF_Version_2_EN.pdf).