High Level Expert Forum on Addressing Food Insecurity in Protracted Crises

Report

13-14 September 2012, Food and Agriculture Organization, HQ, Rome, Italy

Executive Summary

The Food and Agriculture Organization of the United Nations (FAO), the International Fund for Agricultural Development (IFAD) and the World Food Program (WFP), under the auspices of the Committee on World Food Security (CFS), organised a High-Level Expert Forum (HLEF) on challenges and opportunities for addressing food insecurity in protracted crises. The process was also guided by an active Steering Committee, comprising representatives of FAO, IFAD, WFP, the High Level Task Force on Global Food Security (HLTF), the World Bank, OECD, the Brookings Institute, and the UN Peace Building Commission and Civil Society representatives.

The HLEF took place **from 13 to 14 September 2012** at FAO Headquarters in Rome, Italy. Participants included more than 50 experts from organisations including the World Bank, USAID, the New Partnership for Africa's Development, and the Organisation for Economic Co-operation and Development, as well as from countries experiencing protracted crisis and civil society organisations. In preparation for the HLEF, a technical meeting was held on 28 and 29 June 2012 with a select group of technical experts to discuss the background papers for the HLEF and the criteria for selection of countries in protracted crises.

The two-day workshop offered a unique opportunity for stakeholders to discuss issues related to food insecurity in protracted crises, identify immediate actions to be taken and elements for an eventual agenda for action. A draft text on the possible outcomes of the HLEF has been provided to facilitate participants' contributions during HLEF discussions.

Expected outcomes included:

> - **A set of principles** agreed by HLEF experts and participants that are critical for effectively responding to the immediate consequences of protracted crises and successfully supporting countries to emerge from protracted crises situations.

> - **A set of proposed initiatives,** which can be undertaken soon after the forum, that HLEF experts and participants believe will have a positive impact on efforts to promote food security in countries in protracted crises, and where CFS support can add value.

> - **Initial elements of an 'Agenda for Action'** for CFS consideration, including:
>   a) Suggested purpose and scope of the Agenda for Action;
>   b) A set of categories, where HLEF experts and participants believe action is particularly required and where CFS support would add value; and
>   c) A set of preliminary actions for CFS to consider for inclusion in the Agenda for Action.

Recommendations

Based on the outcome of the discussions, the following recommendations were distilled:

i. **possible immediate actions to be considered by different stakeholders**, including:

- mainstreaming, on a pilot basis, food security concerns into other key agendas and plans of actions, such as the New Deal for Engagement in Fragile States;

- promoting resilience at the core of selected responses to food insecurity in protracted crises;

- scaling up positive experience on flexible funding mechanisms (short- and long-term); and creating a multi-stakeholder knowledge platform to share lessons learned and analyses related to the topic; and

ii. **an Agenda for Action be developed** – under the auspices of CFS and in a consultative manner with all key stakeholders – that would build on the following elements:

- Recognition that country ownership and accountability for response strategies is critical;

- Recognition of the supporting role played by regional bodies in assisting countries in protracted crises to integrate food security into their development and governance reform plans;

- Recognition of the important contributions of local social institutions, civil society and the private sector in addressing the underlying causes of food insecurity in protracted crises;

- Recognition of the critical role of governance, fragility and peacebuilding processes in addressing food security in protracted crises, and, conversely, the contribution food security plays in addressing state fragility and conflict resolution. In particular:

  a) food security related considerations, investments and planning need to be fully mainstreamed into other key initiatives – such as the New Deal for Engagement in Fragile States – aimed at peace- and statebuilding as well as reducing poverty and vulnerability in situations of fragility, conflict and weak governance;

  b) food security and related analytical tools need to be mainstreamed into relevant analytical frameworks such as peacebuilding, conflict/political economy analysis, or state fragility assessments;

- Recognition of the need to develop more flexible, responsive and stable funding mechanisms and investment vehicles suited to the specific needs of protracted crises situations. The consultative process should engage with resource partners on strategies and specific actions to achieve this;

- Prioritisation of actions based on results-based approaches and realistic objectives that increase accountability of all stakeholders for food security-focused interventions in protracted crises contexts;

- Recognition of the opportunities presented by 'resilience building programming' to develop integrated strategies and programmes to address both short-term food security needs arising in protracted crises contexts and longer-term structural causes underlying food insecurity in protracted crises;

- Potential development of a platform for the exchange of knowledge and experience among national and regional practitioners and policy makers as well as international agencies and resource partners working on food insecurity in protracted crises with a view to integrating systematic learning into responses strategies;

- Exploration of preventative, preparatory and early actions (by relevant stakeholders) that could assist countries in preventing shocks from developing into protracted crises as well as to mitigate the negative impacts of unavoidable shocks;

- Need for a transformative agenda that would stimulate:

  a) greater understanding of the multi-dimensional causes of protracted crises;

  b) the continuous development and sharing of more effective analytical tools to assist in identifying root causes as well as the appropriate combination of political and technical responses to address these diverse root causes;

  c) the implementation of new ways of working in partnership in protracted crises and harmonised action at global, regional, national and local levels;

d) improved monitoring of the overall progress made towards reducing the number of countries affected by protracted crises and the prevalence of food insecurity in those countries, including through integration and partnership with wider initiatives related to the monitoring and analysis of food insecurity.

- Elaboration of an Agenda for Action through a fully consultative and inclusive process that also seeks support from various political and policy processes at national, regional and global levels (e.g. G20, g7+, CAADP, AU, etc.).

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0 Introduction

This report has been prepared following the High Level Experts Forum (HLEF) on Addressing Food Insecurity in Protracted Crises jointly organised by Food and Agriculture Organization (FAO), International Fund for Agriculture Development (IFAD) and World Food Programme (WFP) in collaboration with the United Nations High Level Task Force on the Global Food Security Crisis (HLTF). The HLEF took place in Rome on 13 and 14 September 2012 under the auspices of the Committee on World Food Security (CFS). The report is largely based on the debate that took place during the HLEF, and primarily aims to provide a summary of the discussion and to acknowledge the contributions of panellists and participants. Additionally, the report weaves into the summary of discussions material from background papers and four issues briefs prepared by experts for the forum, as these constitute part and parcel of the knowledge base built around this event.[1]

The report is composed of five chapters. The decision was made not to follow the structure of the forum itself, but to divide the document by issues so as to develop a template from which it is possible to write the Zero Draft of the Agenda. The first chapter includes a description of the HLEF preparatory process which started with the presentation of SOFI 2010 and was concluded with the submission of the elements of an Agenda for Action at the 39th Session of CFS. Chapter Two focuses on the discussion taking place at the Forum, organised around the following issues: consequences of protracted crises on food insecurity; issues related to identification, definition and classification of protracted crises; and the complexity and challenges of the causes leading to food insecurity in protracted crises. These issues relate to the structure of the discussion at the forum, with some adjustments made to the titles and order of the panels. The aim is to more clearly map key learning areas that emerge from the discussion. The chapter also covers an analysis of the issues and challenges related to addressing food insecurity in protracted crises. The third chapter presents a number of lessons learned on positive experiences that have emerged from situations of protracted crises. The last two chapters present the elements for an Agenda for Action proposed by participants, as well as the planned next steps for developing the agenda.

1 Rationale for organising a High Level Expert Forum

1.1 *Background*

The findings of the State of Food Insecurity in the World (2010), which focused on the issue of addressing food insecurity in protracted crises, were presented at the 36th Session of CFS. The report noted that in a number of countries the level of food insecurity and the prevalence of undernourishment are particularly serious (e.g. three times higher than in developing countries not experiencing a protracted crisis). It also noted that these countries shared a number of common characteristics (see 2.1.2) that make interventions to address food insecurity particularly challenging. The report made a series of recommendations that were endorsed by CFS (see box 1).

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[1] Briefs are available at : http://www.fao.org/cfs/cfs-home/hlef-home/en/ in all UN languages, background documents are also available in English only.

One recommendation of the CFS 36th Session was to explore the possibility of organising a High-Level Expert Forum on Protracted Crises, no later than 2012, with a view to provide elements that could be used in the elaboration of an Agenda for Action for Addressing Food Security in Countries in Protracted Crisis.

Upon the request of CFS, a concept note was then produced and used to 'chart' the participation of relevant stakeholders in the development of an Agenda for Action, as well as to identify the scope for an agenda and the potential added value of conducting an HLEF. In 2011, at the 37th Session of CFS, based on the conclusions reached by the concept note, the Committee approved the proposal to organise an HLEF.

1.2   *Expected value added of the HLEF*

The note prepared for CFS identified a number of possible areas to which the HLEF could have contributed and included:

➢ building a case for why addressing issues of food insecurity should be a priority in countries in protracted crisis;
➢ providing an informed platform for a sound dialogue among humanitarian and development stakeholders from different perspectives linked to food security in the context of countries in protracted crisis;
➢ focusing a food security lens on transition situations and further building on, and contributing to, existing initiatives;
➢ providing an opportunity for further elaboration of a comprehensive food security policy framework in protracted crises;
➢ focusing on breaking successive cycles of short-term responses by considering a long-term horizon, risk reduction and management; and
➢ contributing to the elaboration of an Agenda for Action for Addressing Food Insecurity in Countries in Protracted Crisis.

1.3   *Purpose and expected outcomes of the HLEF*

A key expected outcome of the HLEF process was to come up with the basic elements of an **Agendafor Actionfor Addressing Food Insecurity in Protracted Crises**. The elements of an Agenda for Action and a plan for consultations and negotiations on the 'agenda' itself were presented to and discussed at the 39th Session of CFS in October 2012.

Other expected outcomes included establishing a common understanding and building consensus among aid agencies, donors, policymakers and civil society, including those working on peace-building, stabilisation and human rights on:

➤ the importance and particularities of addressing food insecurity in protracted crises: links between food security, agriculture, conflict and stability and how changes in the agriculture and the rural economy and society may underpin, deepen, or entrench protracted crises;
➤ the institutional and funding challenges which must be overcome in the current aid architecture in order to mainstream food security into national and sub-national programmes in crisis and transition situations;
➤ the potential contribution of food security policies and programmes to the consolidation of peace, and identification on how Peacebuilding elements can be integrated into food security policies and programmes in protracted crises; and
➤ concrete mechanisms that could provide a space through which to support the protection, promotion and rebuilding of livelihoods and food security in protracted crises (e.g. New Deal).[2]

1.4   *The organisational process*

The preparation for the HLEF followed a consultative approach in order to include a large variety of stakeholders and ensure ownership of the process. A number of organisational arrangements were thus put in place. These included a steering committee comprising multiple stakeholders that would provide strategic guidance and an interagency organising/technical team who would manage the HLEF organisational process. The steering committee for the HLEF included representatives of FAO, IFAD, WFP, the United Nations High Level Task Force on the Global Food Security Crisis, Peacebuilding Support Office, International Network on Conflict and Fragility of the Organisation for Economic Co-operation and Development (OECD), Brookings Institute, World Bank and the Civil Society Mechanism. The steering committee was chaired by the Director of ESA. The Organising Team included representatives of IFAD, FAO, WFP and HLEF and CFS Secretariat technical staff.

A total of over fifty experts from organisations including the World Bank, United States Agency for International Development (USAID), the New Partnership for Africa's Development, OECD, research organisations, academia, government and civil society organisations were invited to participate and contribute to the forum. The background material, produced to inform the forum, included four short briefs summarising critical issues for discussion in relation to the challenge of tackling food insecurity in the context of protracted crisis situations.[3] These briefs were drawn from a set of papers written by leading practitioners and experts in the field.[4] The preparation of briefs and background papers for the HLEF, as well as the contents of the structure of the HLEF, were discussed during a technical meeting held on 28 and 29 June 2012 with a select group of technical experts.

1.5   *Structure of the forum*

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[2] Concept Note, High-Level Experts Forum (HLEF) Addressing Food Insecurity in Countries in Protracted Crisis Towards the elaboration of an Agenda for Action
[3] Brief 1: Food Insecurity in Protracted Crises: An Overview;
  Brief 2 Catalysts to Create Change: Political and Governance Opportunities and Challenges
  Brief 3 Resilience of Individuals, Households, Communities and Institutions in Protracted Crises
  Brief 4 Addressing Food Insecurity in Protracted Crises: What has been learned
   The Briefs are available at: http://www.fao.org/cfs/cfs-home/hlef-home/documents/en/
[4] The Background papers are available at: http://www.fao.org/cfs/cfs-home/hlef-home/documents/en/

The HLEF consisted of five inter-active panel discussions featuring practitioners in the areas of food security and peace-building, national and regional policymakers who have worked on food insecurity in protracted crises, and civil society representatives with specific expertise and experience in addressing the interplay of food insecurity and other dimensions of protracted crises. More specifically, the five panel discussions were organised along the following topics (for more information on the panels' description, refer to Annex 2):

- Panel 1: Causes and consequences of food insecurity in protracted crises

- Panel 2: Political and governance opportunities and challenges: catalysts to create change

- Panel 3: Resilience of individuals, households, communities and local institutions in protracted crises

- Panel 4: Building partnerships to break cycles of recurrent or protracted crises: Lessons from experience

  Panel 5: The way forward: Elements for an Agenda for Action

1.6   *Side event on Somalia*

A side event on the joint (FAO / United Nations Children's Fund (UNICEF) / WFP) strategy on resilience programming in Somalia took place on 13 September 2012 with the participation of representatives from the three Somali agency offices. The idea was to enhance HLEF participants' understanding of the innovative aspects of this joint programming. Moreover, it was a unique opportunity to identify some key recommendations for immediate actions, which could subsequently be taken up in the final HLEF recommendations.

2 Main findings of the HLEF

This chapter is divided into two main sections. The first section analyses the causes and consequences of food insecurity in protracted crises. It looks at issues relating to the severity of the problem, the complexity of classifying protracted crises and the related defining criteria. The second section identifies the challenges for intervening in protracted crises. It looks at the complexity of the underlying causes of food insecurity and to the constraints on engaging in protracted crises. It then analyses the relationship between governance, Peacebuilding and food insecurity in protracted crises and related implications. Lastly, it presents issues related to livelihoods and their resilience in protracted crises; possible options are identified for promoting livelihoods and resilience as a way of providing durable responses for addressing food insecurity. This section also analyses the partnership issues that are proving to be effective in addressing food insecurity in protracted crises with particular focus on the partnership between FAO, UNICEF and WFP in Somalia.

2.1.   *Causes and consequences of food insecurity in protracted crises*

2.1.1 *Severity of food insecurity*

The State of Food Insecurity in the World (SOFI) 2010 reported that the total number of undernourished people had reached 925 million in the same year. The 22 countries identified by SOFI 2010 as being in protracted crisis (see Table 1), had a total population of approximately 450 million, of whom almost 160 million were undernourished (including

conservative estimates for countries lacking data).[5] This represents one sixth of the global total of food-insecure people, or approximately one-third of the total, if India and China are factored out. The mean prevalence of undernourishment in protracted crisis countries is 37 percent, compared with 15 percent in China and India combined, and 13 percent on average in the rest of the developing world. Multivariate analysis indicates that, in addition to income, education, and governance, the greater the number of years in crisis, the worse the food security outcomes. Furthermore, food insecurity and hunger in these countries tends to be persistent with very little progress towards related Millennium Development Goals (MDGs).

Table 1:[6]

The proportion of undernourished people is about three times as high in countries in protracted crisis as in other developing countries

Percentage undernourished

Note: Data are for 2005–07.   Source: FAO.
[1] Excluding countries in protracted crisis, China and India.
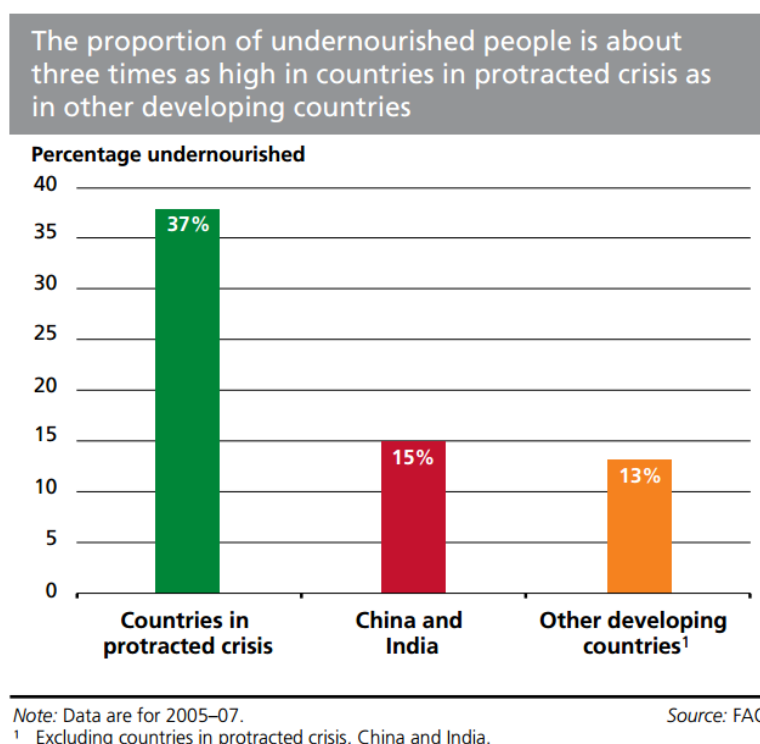
2.1.2. Countries in protracted crisis: common features and classification

There is no simple definition of protracted crises. They have been defined by Harmer and Macrae as:

> "Those environments in which significant proportion of the population is acutely vulnerable to death, disease and disruption of livelihoods over a prolonged period of time. The governance of these environments is usually very weak, with the state having a limited capacity to respond to, and disruption livelihoods over a prolonged period of time. The governance of these environments is usually very weak, with the state having a limited capacity to respond to, and mitigate, the threats to the population, or provide adequate levels of protection." [7]

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[5] SOFI 2010 used three measurable criteria to determine whether or not a country is in a protracted crisis: the longevity of the crisis, the composition of external aid flows, and the inclusion of the country in FAO's list of low-income food-deficit countries (LIFDCs)

[6] FAO WFP (2010) *State of Food Insecurity in the World 2010: addressing food insecurity in Protracted Crisis,* Rome, http://www.fao.org/docrep/013/i1683e/i1683e.pdf

[7] Harmer A. and Macrae J. (2004) *Beyond the continuum: aid policy in protracted crisis* HPG Report 18 p.1. London, Overseas Development Institute.

Protracted crises are defined by both time duration and magnitude. Many have lasted thirty years or more and are characterised by **extreme levels of food insecurity**. In addition they share some other characteristics. These include: **a) multiple causes** – violent conflict is often one cause of protracted crises but others include climatic, environmental and economic shocks and stresses. Conflict itself may be a symptom as much as a cause of protracted crises; **b) weak governance or public administration** – in this context, constraints, shocks or stresses often overwhelm the capacity of governance institutions. This may also reflect deficits of representation, legitimacy or accountability of these institutions, or lack of political will to address this problem; **c) breakdown of local institutions** – traditional institutional systems, which under normal circumstances can provide protection to vulnerable groups, commonly break down under protracted crises and state-managed alternatives are rarely available to fill the gap; **d) unsustainable livelihood and food systems** – deterioration in the sustainability of livelihood and food systems can be both a symptom of and a contributing factor to protracted crises, which can lead to conflict or increase the vulnerability of food systems to other kinds of shocks (e.g. climatic events, price shocks) that then trigger a crisis.[8]

In recent years protracted crises have gradually become the new norm rather than the exception and, therefore, inherent problems are much more prominent and urgently need to be addressed, both at a global and national level. Data from FAO's Global Information and Early Warning System on Food and Agriculture (GIEWS) shows that more food crises are considered protracted today than in the past. For instance, in 1990 only 12 countries faced food crises in Africa, and only five of those were in protracted crisis. By contrast, in 2010 a total of 24 countries experienced one or more food crises, but 19 of those had been in a crisis for eight or more of the previous 10 years. The nature of crises has also changed: while in the 1980s crises in Africa were mostly due to natural causes, by 2010 all were recorded as a result of human-induced factors, or a combination of natural and human-induced factors (see paragraph 3.1).

2.1.3 Identifying protracted crises: issues and challenges

SOFI 2010 used three criteria to identify countries in protracted crisis: first, longevity of the crisis, i.e. countries who both report the crisis and require external assistance for at least eight years between 2001 and 2010 or 12 years between 1996 and 2010"; second, **composition aid flow**, i.e. countries receiving 10 percent or more of official development assistance as humanitarian aid since 2000; and third, **economic and food security status**, i.e. countries must feature on the list of low-income, food deficit countries (LIFDCs). In 2010 a total of 22 countries met all three of these criteria.[9]

During the HLEF the defining criteria for countries in protracted crises were discussed. Indeed, the defining criteria used in SOFI 2010, are open to criticisms. For example, the boundaries it puts on the parameters are somewhat arbitrary, and aid flows do not identify a crisis particularly well since they are not based solely on the measurement of need. That

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[8] Brief 1, *Food insecurity in protracted crises - An overview,* High Level Expert Forum 13-14 September 2012, Rome, http://www.fao.org/fileadmin/templates/cfs_high_level_forum/documents/Brief1.pdf

[9] An update list prepared in 2012 indicated that he number of countries have decreased to 19 countries. Angola, Uganda and Tajikistan fallen out. Angola is not longer in the list of LIFDCs, Uganda the humanitarian aid dose not reach the 10% and Tajikistan reported only

lesson can be applied as widely as needed, and should not depend upon arguments over the labels used for any specific crisis.[10]

Participants at the Forum noted that: **first**, protracted crises are rarely defined by national boundaries but in most cases available data offer no better units of analysis for comparison. For example, in some situations, elements of protracted crises occur in countries not included in the list of SOFI 2010. In others, protracted crises are limited to a particular geographic area of the country and do not affect the entire population (e.g. Kenya, Uganda, Ethiopia and the West bank and Gaza Strip (WBGS)). **Second**, all have multiple causes contributing to their protracted crises: all countries listed have experienced human-made elements of crisis (usually conflict) and nearly all have suffered a natural disaster; most of the countries on the list have been subjected to both afflictions simultaneously in recent years. **Third**, most of the countries in the list are ranked low for political stability and all are considered "fragile" or "failed" states.[11] **Fourth**, all of them are labelled as having poor food security outcomes in four out of six key food security indicators. These include: proportion undernourished (the prevalence of undernourishment in the population ranges from a low of 14 percent to a high of 69 percent), proportion stunted, mortality rate of children under five years old; and the Global Hunger Index.[12] For the most extreme cases of protracted crises—Somalia, North Korea, Afghanistan—food security statistics are not even available, underlining the difficulty of conducting research in these contexts. **Fifth**, only a small handful of countries in protracted crisis are ranked as high performers in agricultural growth during the past two decades. Agriculture accounts for 32 percent of gross domestic product in these countries, and is the livelihood of nearly two thirds of the population, yet receives less than four percent of external assistance funding.[13]

A point of discussion during the Forum was whether some national governments might prefer an alternative terminology to 'Countries in Protracted Crises' due to the possible negative political connotations of this term. However, both CFS 36 and CFS 37 had endorsed the term 'Food Insecurity in Countries in Protracted Crises', as coined in previous literature and in SOFI 2010. Over the course of the two days, a consensus emerged to use the term *protracted crises contexts* rather than *countries in protracted crises.* The former accounts for situations where a country may have areas, or regions, with persistent problems of food insecurity (due to recurrent or protracted crises), without experiencing a protracted crisis countrywide. In conclusion, participants at the HLEF agreed that protracted crisis situations are not all alike but share common features – as detailed in SOFI 2010 – and thus require a similar set of related policy and operational responses.

2.2. *Addressing food insecurity in protracted crises: issues and challenges*

2.2.1 *Dealing with complex and interlinked causes*

Repeated shocks are key underlying causes of food insecurity in protracted crisis contexts. Shocks can vary in nature: a) **natural shocks** include: rapid-onset natural disasters, such as

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[10] Levine S. (2012) *Livelihoods in protracted crises* Paper prepared for the High Level Expert Forum, 13-14 September 2012, Rome http://typo3.fao.org/fileadmin/templates/cfs_high_level_forum/documents/Livelihoods-Protractedcrises-Levine.pdf

[11] This term has been used to characterise situations where states have been unwilling or unable to deliver services, maintain political institutions and provide security to its people.

[12] FAO WFP (2010) *State of Food Insecurity in the World 2010: addressing food insecurity in Protracted Crisis,* Rome, http://www.fao.org/docrep/013/i1683e/i1683e.pdf

[13] Maxwell D. Russo L., Alinovi L. *Constraints to addressing food insecurity in protracted crises*. Edited by Prabhu Pingali, Bill & Melinda Gates Foundation, Seattle, WA, and approved May 17, 2011 (received for review November 20, 2009)

earthquakes and tsunamis or those that might be generally predictable; and <u>slow-onset</u> natural disasters, usually droughts, that take several months or even years to develop, thus enabling some amount of mitigation and preparation for response; and b) **human-made shocks** often involve conflict, but are sometimes driven by political factors or government policy without overt or militarised conflict.[14]

As reported by GIEWS, the nature of crises has evolved over the last twenty years. By 2010, the great majority were recorded as caused by human-induced factors or a combination of natural and human-induced factors. Today, numerous other factors can initiate and/or sustain protracted crises, such as climate change, unequal land distribution, and social and economic inequalities.[15]

For instance, a 2009 study by the Feinstein International Center reported that among emerging causal factors, **demographics and climate change** are probably the most predictable of these and have a major impact on humanitarian disasters and the response.[16] **Climate change** could, in fact, be partly implicated for both political instability and food insecurity.

An additional emerging casual factor of future crises is the **demographic growth** that has been forecast between 2020-2050, especially in developing countries. Governments will have little chance to adapt infrastructures and services to this growth and this will increase urbanisation of poverty, vulnerability and disasters as well as social and economic inequalities.[17]

Land tenure is another example of a factor that is implicated in the dynamics of sustained food insecurity in protracted crises**.** In fact, territorial acquisition and defence of land rights play a central role in conflict. Land dispossession has often been the cause of rural small-scale conflict. In other contexts, local tensions around access to and control over land have been manipulated politically to co-opt people into national conflicts. Land issues are rarely the sole cause of conflict. Analyses that emphasise this idea, often fail to understand how these issues relate to other factors, such as governance and identity. Likewise, in situations where land was not in itself a trigger for war, conflict and associated displacement are often accompanied by a breakdown in law and order, which can lead to tensions over land. Conflict also leads to secondary occupation of land, especially in protracted crises.

People who have been forced from their homes often have no alternative but to occupy land that belongs to others, leading to problems as the original owners seek to reclaim it. Meanwhile, families' demographics may change during the time they spend in displacement; they may grow larger, leading to disputes about how to divide the land when they return, or

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[14] Maxwell D. (2012) *Food Security and Its Implications for Political Stability, A humanitarian perspective,* Feinstein International Center, Tufts University. This paper was originally prepared for the workshop on "food Security and its implications for global stability held at Cornell University, Ithaca, NY, June 18 19, 2012. The paper is used for the High Level Expert Forum on Addressing Food Insecurity in Protracted Crises, Rome, Italy, 13 14 September, 2012 with the permission of the organisers of that workshop and of Scitor Corporation. http://www.fao.org/fileadmin/templates/cfs_high_level_forum/documents/FS-Implications-Political_Stability-Maxwell.pdf

[15] Ibidem

[16] Maxwell D. (2012) *Food Security and Its Implications for Political Stability, A humanitarian perspective,* Feinstein International Center, Tufts University. This paper was originally prepared for the workshop on "food Security and its implications for global stability held at Cornell University, Ithaca, NY, June 18 19, 2012. The paper is used for the High Level Expert Forum on Addressing Food Insecurity in Protracted Crises, Rome, Italy, 13 14 September, 2012 with the permission of the organisers of that workshop and of Scitor Corporation. http://www.fao.org/fileadmin/templates/cfs_high_level_forum/documents/FS-Implications-Political_Stability-Maxwell.pdf

[17] Ibidem

they may split due to death or separation, leaving widows or orphans with weak tenure rights.[18]

On the other hand, asset ownership in a conflict situation can also become part of the problem. In fact, sometimes violent conflicts can transform rural livelihood assets as an object of (violence-inducing) greed, creating the **asset/liability paradox**.[19] This paradox shows that poverty is not the only source of vulnerability in protracted crisis. This finding has important policy implications for relief and development efforts as the support should be guided by a real understanding of the dynamics of poverty and addressing the needs of the war-affected communities. In fact, individuals, households and other livelihood units must engage in complex strategies of protection taking risks to minimise asset-related liabilities or diversifying their livelihood strategies.[20]

2.2.2 Constraints on international engagement in protracted crises

The complexity of protracted crisis contexts makes them some of the most difficult scenarios for the international donor community to engage with. As noted by HLEF participants, the difficulties are also related to the (**mis)perception by the humanitarian and development communities** of the nature of the crises and, consequently, the inappropriateness of the aid architecture and the related type of intervention. Development was traditionally viewed as a gradual improvement in the quality of life and disasters or acute emergencies briefly interrupt this trend, but the expectation for a long time was that there would be a return to normality. Such assumptions, although largely overcome in theory, are still embedded into how the international humanitarian and development systems are built and operate. This is one of the reasons why, in protracted crisis contexts, international intervention mechanisms are often weak. Humanitarian aid responses in protracted crises tend to be short term, and there is comparatively less support (or, quite often, absorption capacity) for projects with longer-term development objectives.

In order to help a country or region within a country emerge from a protracted crisis, the **way that aid and other modalities of international engagement are designed and used is important.** Donors should allocate – and account for – funding according to assessed needs and programming opportunities, with enough resources (financial and otherwise) to respond to conditions in protracted crises. In particular, funding commitments should take into account the long time needed to overcome protracted and often forgotten crises.[21] Other issues concern how donors engage with different stakeholders and partners on the ground, and how interventions are designed to bring a positive contribution to the governance environment in which protracted crises occur.

There are also issues around how best to integrate relief and development efforts with Peacebuilding and security programmes, especially given that protracted crises commonly occur in 'fragile' or 'failed' states. This need was noted by HLEF participants and is recognised in the OECD's Principles for Good International Engagement in Fragile States and the New Deal for Engagement in Fragile States presented at the Fourth High-Level Forum on Aid Effectiveness in Busan, the Republic of Korea, in December 2011. Both focus on statebuilding and peacebuilding as central objectives and highlight linkages between humanitarian, political, security and development objectives (see Box 2).

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[18] Pantuliano S. *Integrating land issues into post-conflict response: Case study evidence and implications* Humanitarian Policy Group, Overseas Development Institute, London
[19] Op. Cit, page 11, F
[20] Biong Deng L. *Confronting civil war: the case of risk managing strategies in South Sudan in the 1990s* This paper is used for High Level Expert Forum on addressing Food Insecurity in protracted Crisis, Rome, Italy, 13-14 September, 2012
[21] Op. Cit, page 10, Footnote 12

The HLEF identified a number of key areas that would require particular attention. These include:

- Dealing with governance related issues;
- Linking food security and Peacebuilding actions;
- Enhancing the resilience to shocks; and
- Protecting and promoting livelihoods.

2.2.3 The role of effective governance in protracted crises

As noted in the SOFI 2010 report, protracted crises, whether human-induced or the result of repeated natural disasters, are often characterised by **poor governance, weak institutional capacity** and **high levels of violence.** Conversely, promoting better governance and using food security interventions to do so, including by seizing opportunities related to governance processes established around donor interventions, can bring a critical contribution to addressing protracted crises.

Weak governance may be the result of structural deficiencies that hamper the ability of state institutions to respond to or mitigate threats to populations but may also reflect a deficiency in social and political inclusiveness, lack of accountability, or a breakdown in the social contract between a state and its citizens.

Where government fails to meet public needs and provide essential services or cannot solve basic development problems, dissension tends to increase in societies. Continuing conflicts in Liberia arising in the late 1980s, for example, can be traced in large part to the widespread dissatisfaction with living conditions in the country, the lack of trust in government, and high levels of poverty that fuelled tensions among dissident political factions.[22]

Participants at the forum noted that the best hope for a long-term sustainability and improvement of food security is that the longer-term activities would be built on the framework of existing institutions provided that these institutions are representative, inclusive, and recognised as authoritative by local constituencies. In order to ensure the equality of interventions, without exacerbating tension and conflict, full awareness of the political (not only technical) nature of the engagement is necessary by the development agencies. This is why, when using a participatory approach involving civil society and local communities in the design, implementation, monitoring and evaluation are considered critical. These approaches should aim at: building effective and sustainable institutional capacity, as well as improving understanding and application of context-sensitive and Peacebuilding approaches and 'do-no-harm' principles; supporting initiatives that promote harmonious relationships and collaboration across regional state boundaries; and reducing tensions through support to initiatives that can improve relations among communities and support enabling conditions for livelihood recovery.[23]

HLEF participants also noted that in absence of good governance, **accountability** is weak and the challenge remains on how to make governments, international actors, and other stakeholders intervening in protracted crises accountable for their actions. There is a clear need to reinforce and support mechanisms for ensuring international law and humanitarian principles are respected and applied. Even in the humanitarian sector, quality and accountability have to improve. In a recent study, FAO reports that efforts have been made but the scale of the problem and the slow pace of change mean that poor quality programming, serious cases of corruption and instances of exploitation and abuse of affected

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[22] Op. Cit. Page 7, Footnote 5
[23] Ibidem

populations by aid workers continue to surface at an unacceptable frequency.[24] However, the potential opportunity to reinforce accountability within the post-MDG dialogue on peace-building and statebuilding goals has been highlighted.

During the forum, participants emphasised the **circular link between food insecurity and conflict.** Food insecurity can be a source of grievances that motivate participation in rebellion, while acute, severe food insecurity has a dampening effect on conflict behaviour. Violent conflict causes death, disease and displacement, destroys physical and social capital, damages the environment, and discourages social and economic investments. It disrupts markets and other normal economic activity such as food production and destroys infrastructure, cutting off availability and access to food supplies, often as a tool of counterinsurgency. Although food insecurity is not often a direct cause of violence, it frequently acts as a threat multiplier for violent conflict when combined with other obstacles to peace, such as large numbers of unemployed or underemployed youth, high levels of socioeconomic inequality, divisive politics (particularly linked to ethnicity and identity), unscrupulous management of state resources, land disputes, and injustice. While these conflicts and tensions are not new, the dynamics and dimensions of violent conflict have changed as a result of a proliferation of small arms, the importance of non-state actors, including transnational organised crime networks, ineffective governance and shifting alliances in pastoral areas. The result is a vicious cycle in which violence leads to – and is in turn fuelled by – food insecurity.[25]

Intervening in protracted crisis situations characterised by violent conflict also entails the promotion of greater accountability among government and civil society organisations. In fact findings from experience demonstrate that food assistance can be used to bring conflicting parties together to negotiate solutions, and in chaotic post-conflict situations it can create space for government to reassert its authority and restore civil control. As capacity for good governance improves, it is important that food assistance organisations work with government and other institutions to clearly delineate roles and responsibilities regarding provision of infrastructure, security, and enabling conditions for peace and stability.[26]

Again, **effective governance** is one of the factors that has **the largest impact on food security** and is the key to breaking cycles of violence assuring citizen security, justice, jobs and social services. Both SOFI 2010 and the World Development Report (WDR 2011) highlighted the need for direct support to institutions to address protracted crises. In order to do that, investments in food and nutrition security need to be made in tandem with national and international efforts, such as the 'International International Dialogue Agenda on Peacebuilding Peacebuilding and Statebuildin'g'. Emerging leadership in g7+ (fragile) states including those participating in the New Deal for Engagement in Fragile States provides an opportunity to offer support to countries transitioning out of protracted crises in a coherent and sustainable way that considers the inter-linkages between the different dimensions of the five peacebuilding and statebuilding goals[27] and food and nutrition security in nationally-owned plans.[28]

2.2.4 Integrating a Peacebuilding approach into food security initiatives: issues and challenges

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[24] FAO (2012) *FAO in emergencies , guidance note, accountability to affected populations*
[25] Op. Cit. Page 15, Footnote 26
[26] Ibidem
[27] The first global meeting of the Dialogue was held in Dili, Timor-Leste in April 2010. Participants of the Dili International Dialogue identified 7 peace-building and state-building goals as stepping stones to achieving the Millennium Development Goals in conflict-affected and fragile states
[28] Op. Cit page 15, Footnote 26

In 2007, the UN Secretary-General's Policy Committee defined Peacebuilding as: "Peacebuilding involves a range of measures targeted to reduce the risk of lapsing or relapsing into conflict by strengthening national capacities at all levels for conflict management, and to lay the foundations for sustainable peace and development. Peacebuilding strategies must be coherent and tailored to the specific needs of the country concerned, based on national ownership, and should comprise a carefully prioritised, sequenced, and therefore relatively narrow set of activities aimed at achieving the above objectives." Since Peacebuilding has been added to the agenda of Secretary-General Boutros Boutros-Ghali,[29] its importance has grown, partly because the nature of violent conflict has changed and because most violent conflicts are intra-state (rather than inter-state) and are recurring or protracted conflicts.

Food security programming has opportunities to **contribute to Peacebuilding** objectives through its impact on social cohesion, the development of capacities and strengthening of the trust in and legitimacy of governments. Yet, just because food security policies, programmes and projects take place in a protracted crisis contexts or conflict-affected country it does not mean they necessarily contribute to peace.

Discussions also focused on the fact that if food insecurity can be a threat multiplier for conflict, **improving food security can reduce tensions** and contribute to more stable environments. If done right, food security interventions can transform the vicious cycle of food insecurity and conflict into a virtuous cycle of food security and stability that provides peace dividends, reduces conflict drivers, such as horizontal inequalities, enhances social cohesion, rebuilds social trust, and builds the legitimacy and capacity of governments. In many cases, these results are generated through the process of interventions themselves, for example, through the inclusion of various groups in community-driven programmes.

As noted during the HLEF, external interventions can help to build good governance. For instance, **food assistance activities,** if properly designed, can help in building the technical and logistical capacity of government and other local institutions to play more central roles in service provision and social protection. For example, in situations of protracted crisis involving conflict and the influx of large numbers of internally displaced persons, the regular provision of food assistance can contribute to re-establishment of a sense of '**normalcy'** among populations affected by displacement and violence. In these cases, food assistance programmes have met both immediate survival needs and created buffers with which households directly affected by conflict can begin to rebuild their lives and livelihoods.[30]

To address root causes, Peacebuilding needs to be based on conflict analysis. Deeper understanding of the drivers of conflict allow players to work on conflict, rather than in conflict, and reduce the risks behind violence. Otherwise, food security interventions can have negative effects on conflict dynamics, prolonging humanitarian crises.

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[29] Peace-building became a familiar concept within the United Nations following Secretary-General Boutros Boutros-Ghali's 1992 report, **An Agenda for Peace**, which defined peace-building as action to solidify peace and avoid relapse into conflict.
[30] Op. Cit. Page 16, Footnote 31

The conflict analysis has to include a wide range of factors which are conflict drivers of violence including political, economic, social and environmental issues. They can include socio-economic inequalities, perceived or real injustice, lack of jobs, conflict over natural resources and the distribution of their benefits, human rights abuse, political exclusion, and grievances over corruption. This multi-dimensionality of the drivers of the conflicts also implies that addressing them requires a multi-dimensional approach that spans the development, political, security and justice areas.

2.2.5 Resilience to food insecurity in protracted crises: issues and challenges

Recent large-scale disasters in the Sahel and the Horn of Africa have again drawn attention to the plight of millions of vulnerable households facing the severe consequences of drought, conflict, high food prices and other threats to food security. International humanitarian assistance is required when people's resourcefulness and ability to cope with adversity have been undermined by protracted exposure to climatic, economic and political shocks. Humanitarian aid can save lives and contain a disaster, but does not prevent recurrent shocks triggering the need for emergency responses. The repeated need for emergency interventions, often in the same place and for the same people has led to increasing calls for nations and the international community to rethink the approaches used to address these complex situations. A common concern with these responses is that while they have saved lives, they have not increased the capacity of affected populations to withstand future shocks and stresses and therefore they have not contributed to build resilience.[31]

A starting point for building the resilience of vulnerable households, requires helping people cope with current change, adapt their livelihoods, and improve governance systems and ecosystem health so they are better equipped to avoid problems in the future. This means not only helping people through direct implementation of assistance programmes at multiple levels, but also facilitating change through promotion of improved policies.

There is not yet an agreement on the definition of resilience. For example, the United Nations International Strategy for Disaster Reduction defines resilience as, "The ability of a system, community or society exposed to hazards to resist, absorb, accommodate to and recover from the effects of a hazard in a timely and efficient manner". The Intergovernmental Panel on Climate Change terms resilience as "The ability of a social or ecological system to absorb disturbances while retaining the same basic structure and ways of functioning, the capacity for self-organisation, and the capacity to adapt to stress and change". Meanwhile, The Resilience Alliance defines resilience as "The capacity of a system to absorb disturbance and reorganise while undergoing change". Despite the various definitions, they tend to have two common elements that refer to different actors or systems: 1) **capacity to bounce back after a shock**; and 2) **capacity to adapt to a changing environment**.

In protracted crises, however, building resilience is particularly challenging. In situations of protracted crisis, the continual interaction of factors contributing to vulnerability is dynamic and complex. Achieving greater resilience in these environments requires a multiple level coordination that is often complex under the current architecture of international development aid. Most importantly, a resilience based approach requires that external aid agencies adapt to rapidly changing circumstances so that they can enable beneficiary communities to do the same without relying on negative coping strategies.[32]

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[31] USAID. (2011). *Enhancing resilience in the Horn of Africa: An evidence-based workshop on strategies for success.* USAID Workshop Proceedings. December 13-14, 2011.

[32] Frankenberger *T. Enhancing Resilience to Food Insecurity amid Protracted Crisis* This paper is used for High Level Expert Forum on addressing Food Insecurity in protracted Crisis, Rome, Italy, 13-14 September,

2.2.6 Livelihoods strategies in terms of household resilience

There is an interaction between livelihoods, food security, resilience and conflict. People living in protracted crises are often forced to make radical adjustments to their livelihoods, including relocation from rural areas for the relative safety of population centres. This can disrupt traditional livelihoods and coping mechanisms, either temporarily or permanently. [33]

The nature, magnitude and duration of the effects of armed conflict on livelihood systems adaptations and resilience are largely determined by the way in which different people respond and adapt to shocks. Adaptations can be **short to medium-term** or **longer-term and permanent**. Sometimes an initial short-term response to crisis becomes longer-term adaptations. The most common transition is the acceleration of the rural-urban migration, especially within households leaving in areas of more intense fighting. This has, as consequence, severe assets and capital losses, breakdown of community relations and severe socio-economic exclusion, associated to difficulties finding appropriate employment so some turn to illegal or criminal activities.

Many adaptations are harmful or unsustainable but there are also remarkable examples of human resilience and flexibility such as in Somalia, where despite the shocks, pastoralist households have demonstrated significant capacity to adapt to the crisis. For example, decisions to where and when to move livestock are influenced by many factors as availability and location of the vegetation and water needed for livestock production, security and agreement with other clans or access to market. This means that herders must be mobile and able to access scares resources over the extensive areas of land. Given the high levels of violent theft and destruction of assets in Somalia during the last 20 years, the mobility of livestock could explain why the livestock sector has suffered less than other economic sectors in some areas.[34]

2. 2.7. Programming implications for building resilience in protracted crises

The forum identified resilience as a key building block for any sustained response to food insecurity in protracted crises. Discussion during the forum highlighted that, in order to achieve appropriate and sustainable approaches to enhancing resilience, governments, donors and implementing agencies should promote integrated strategies that ensure support for the various elements necessary to increase community and household resilience. These strategies include adaptive capacity, disaster risk management, and governance and other enabling conditions through the proper sequencing and combination of interventions that include support for healthy ecosystems, effective formal and informal governance, engagement of the private sector and provision of social safety nets.

There was strong consensus, during the HLEF, that resilience-building programming should be demand driven. The study on resilience in Sudan is an example that confirmed the necessity to address more effectively the root causes of the crisis and address the complementary aspects of resilience, otherwise (and especially in Sudan) the current programmes will not do enough to reduce vulnerability or the risk exposure of the

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2012
http://www.fao.org/fileadmin/templates/cfs_high_level_forum/documents/Enhancing_Resilience_FoodInsecurity-TANGO.pdf
[33] Op. Cit page 12 Footnote 21
[34] Alinovi L. Hemrich G. Russo (2008) L. *Beyond Relief: Food Security in Protracted Crisis* FAO

household.[35] Achieving greater resilience in situations of protracted crisis, where a continual interaction of factors contributing to vulnerability requires also a multiple coordination of players at different levels. Effective resilience programming requires external aid agencies to readily adapt to rapidly changing circumstances so that they can enable beneficiary communities to do the same without relying on negative coping strategies.[36] The forum participants noted that, for instance, *USAID's crisis modifier funding* approach is a good opportunity to learn from **flexible funding innovations (see box 3)** to support resilience programming along with the opportunities that resilience-based programming can provide for engaging with markets and the private sector, supporting women's empowerment as a key factor for individual and household resilience, and creating greater synergies across sectors where different international and in-country players operate, which have a bearing on food systems (i.e. climate change, water, etc.).[37]

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[35] Op. Cit. Pag 16, Footnote 26. The mentioned study was carried out with support from the Food Security for Action programme funded by the European Union and from the International Fund for Agricultural Development (IFAD).

[36] Op. Cit. Page 16, Footnote 31

[37] USAID has introduced a "crisis modifier" into funding proposals. This is an additional amount that is earmarked but not granted to the implementing agency until certain "triggers" are reached. The agency suggests the triggers and indicators to measure them. Then when the evidence shows that a situation is developing into a crisis/emergency, this crisis modifier funding is released for immediate use, giving the agency a bridge while they work on more detailed response proposals.

Effective resilience programming has to also consider the **nutrition impact** of violent conflict on children at different ages, which is a good indication of the levels of food security of households during the conflict, as well as the effectiveness of coping strategies. Fighting malnutrition is key to resilience-building because well-nourished individuals are healthier, can work harder, and have greater physical reserves, which enable them to manage better shocks as they arise. Furthermore, addressing malnutrition in a comprehensive way (addressing both symptoms and causes) entails working on the same factors of vulnerability that need to be addressed to strengthen a crisis-affected population's resilience.[38] Based on that, the recommendation is that, "The current work on resilience should clearly build on the body of knowledge and experience with livelihood approaches, food and nutrition security analysis and DRM. It should be made clear that these approaches are complementary to avoiding double planning and confusion at a field level and amongst policy-makers."[39]

Donors, experts and practitioners at regional and national levels all asserted that nutrition is a central part of any analysis and programming on food security, as well as resilience. Until now, nutrition interventions in protracted crises have tended to focus on the treatment of

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[38] Dufour C., Egal F. *Nutrition in protracted crises: a reason to act, and en entry point for effective response.* Background paper prepared for the HLEF, September 2012

[39] Ibidem

acute malnutrition, with insufficient attention to prevention of malnutrition. Health-based emergency nutrition interventions usually concentrate on treating individuals, while limited attention is paid to the family and community context within which these individuals live. Conversely, food security interventions (e.g. food aid, food or cash for work and agricultural support) tend to focus on the community and household levels, with limited attention to intra-household dynamics. The interventions may improve families' access to food, but if their young children are not breastfed and provided with the appropriate complementary food, or if they are sick, rates of child malnutrition will not decrease. Clearly, programmes need to address symptoms and causes and meet the needs of communities, households and individuals. The result of this lack of integration is a loss of effectiveness and sustainability for the response as a whole.[40]

Panellists also identified different types **of partnerships** and **new ways of working** that are proving to be effective in addressing food insecurity in protracted crises (or in preventing shocks from turning into protracted crises) and that could be models for changing the terms of engagement. Critical to these new models of partnership is the necessity for all actors to commit to addressing not just immediate consequences but also the underlying causes of protracted crises. (see also paragraph 2.2.8)

An example of multi-stakeholder partnerships was given by the FAO-UNICEF-WFP resilience strategy discussed during the side event (see annex 3).[41] The three agencies combined their efforts to promote a medium-term strategy focused on enhancing local resilience and began an alignment of their programmes and interventions in Somalia (for further information on partnerships, please see the side event section in this report). The lessons learnt from experiences like in Somalia is that designing, implementing and monitoring programmes aimed at enhancing household and community resilience in such environments is especially challenging and that resilience strategies can be supported by leveraging the comparative advantage of the humanitarian stakeholders and sectoral experts.

Participants also acknowledged that **maximising collaboration** across institutions and sectors is inherently challenging as is ensuring timely and responsive implementation of programmes on the ground. The forum underscored that time constraints often pose particularly difficult challenges and emphasised the urgent need to leverage and expand the valuable network of stakeholders created through the HLEF with the overall aim of committing collectively to work together in new ways until sustainable results are achieved.

In conclusion, in order to develop and implement resilience programming in protracted crises, policy makers and communities should follow a number of core principles between them: (i) support transition towards longer-term disaster risk management and climate change adaptation; (ii) recognise and respond to different needs and aspirations of the most vulnerable groups – this includes, among other things, promoting gender equality; (iii) promote ecosystems; (iv) support greater investment in human capital to enable households to maintain health and diversify livelihood options; (v) support governance and peace-building; and (vi) strengthen market participation and improve access to infrastructure. It is also very important to develop strategic partnerships and contribute to improved knowledge management.[42] Against this backdrop, resilience programming could be supported by

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[40] Ibidem
[41] See Annex XXX
[42] Justino P. (2012) *Resilience in protracted crises: exploring coping mechanisms and resilience of households, communities and local institutions*. Background paper prepared for the HLEF, 13 -14 September 2012
http://www.fao.org/fileadmin/templates/cfs_high_level_forum/documents/Resilience_in_protracted_crises_PJustino_01.pdf

creating a shared knowledge platform to bring together data, tools and lessons learned on new approaches to building resilience in protracted crises.

2.2.8 Can building partnerships provide an opportunity to break cycles of recurrent or protracted crises?

The forum provided a good opportunity to share specific lessons learned by actors promoting food security or supporting countries to emerge from protracted crises. The participants also identified the various types of partnerships that are necessary in order to more effectively address food insecurity in protracted cries in the future. Partnerships play the principal role of supporting national and local actors and institutions in a manner that enables and empowers them to take action and build their own capacities without forgetting to keep the beneficiary and communities at the centre of programming and accountability.

A key requirement for developing an effective partnership requires creating synergies between ongoing efforts at global and regional levels (i.e. New Deal, NEPAD / CAADP, IGAD, CILSS, etc), and for new methods of working that prove successful to be replicated where possible (i.e. FAO/WFP/UNICEF integrated strategies/analysis, USAID Ethiopia experience, etc.); as well as to more explicitly engage with the private sector (in particular farmer's cooperatives), marginalised stakeholders (i.e. women, small-scale livestock farmers indigenous people, pastoralists, etc.) and civil society.

The key characteristics of effective partnerships were identified as: trust, flexibility, and shared values and objectives. It was further noted that successful partnerships are often driven by individuals, rather than by the institutions they represent. Participants also recognised the challenges inherent in maximising collaboration across institutions and sectors, while ensuring timely and responsive implementation on the ground so there was an urgent need to leverage the valuable network created through the HLEF and to collectively commit to seeking new ways to act and work together until sustainable results are achieved for countries in protracted crises.

3   Emerging from protracted crises: what can we learn?

The HLEF participants presented a number of hands on experience on how food insecurity in protracted crises has been addressed pinpointing at the related challenges. Indeed there are numerous examples of how aid agencies have learned about food security in protracted crises and acquired a deeper understanding of threats to food security and of actions that can be taken to help individuals, groups (including households and communities) and systems (social, environmental, economic and political) manage and resolve protracted crises. There are increasingly sophisticated understandings of how poor, marginalized and at risk populations manage risk and vulnerability. There is growing evidence of the positive effects of peacebuilding on protracted crisis and of conflict-sensitive food-security programmes on peacebuilding. Encouraging innovations in humanitarian and development practice include meaningful and strategic coordination, more effective transitions within national and international humanitarian and development cooperation, and the development of a broader set of interventions to address all aspects of food insecurity in protracted crises[43].

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[43] Brief 4: *Addressing food insecurity in protracted crisis, what has been learned,* background paper for the HLEF , 13-14 September 2012
http://reliefweb.int/sites/reliefweb.int/files/resources/Addressing_food_insecurity_in_protracted_crises_what_has_been_learned.pdf

Lessons learned from protracted crises highlighted the need to challenge assumptions that there is a linear progression from "relief to development" or that there are clear distinctions between humanitarian and development work or between war and peace. Where hazards were once fairly localized (and, in rural areas many remain so), shocks and sources of risk and vulnerability also emanate from complex, often interconnected, global systems of production, consumption and exchange. Where once livelihood systems were seen as existing in geographically distinct zones and being characterized by a delimited range of strategies (e.g. "agropastoralist" or "cattle–cassava–millet farmers"), it is now recognized that they are more complex, involving webs of networks linking relatives, friends and business partners within and across urban, peri-urban and rural households. Challenging such accepted wisdom calls for support for continuous learning and innovation. Research and applied learning should better explore the policy and operational implications for protection and assistance for the poor and marginalized populations in protracted crises.

Specific consideration is needed for how protracted crises induce changes in market-related mechanisms that, in turn, undermine agriculture and food and nutrition security. More investment should be focused on the documentation and analysis of the breadth of impacts of interventions, including economic cost/benefits, social implications, environmental sustainability, etc. For more specific conclusions see section 4

4 Conclusions

4.1 Areas of improvement for addressing food insecurity in protracted crises

In practice, much is still to be learned about how best to intervene in protracted crises. Key to this is the importance of learning from each protracted crisis as an individual case and ensuring a deeper understanding of livelihoods, conflict, gender dynamics, the social context, local and national institutions and identifying what the roles for the different actors should be. Similarly, more needs to be done to assess the impact of interventions, and to learn what works best.

Some key **areas of improvements** for the international community as it increasingly engages in protracted crisis situations, as raised by participants, included:

- **Supporting and acting in genuine partnership with national and local actors committed to resolving protracted crises** using an approach that empowers them, respects their primary entitlements and responsibilities and is sustainable. Alignment with government priorities in a perspective of resolving crises is the premier route to ensuring the ownership, effectiveness and long-term sustainability of international support initiatives. Significantly, the aim should be for governments of countries under protracted crisis to develop their own **strategic investment plans** for agriculture and food security that are both technically sound and politically and socially inclusive. Efforts to promote statebuilding are crucial in many protracted crises, a parallel focus on supporting institutions and capacity within local communities, including a focus on protection and building resilience, is equally important. Participants also recognised the challenges inherent in maximising collaboration across institutions and sectors both among international actors and with their in-country counterparts, while ensuring timely and responsive implementation of programmes on the ground

- **Reforming aid architecture.** In terms of interventions, participants agreed that solutions often included a **combination of both humanitarian and development**

assistance. The long-term sustainability of efforts is usually not the first priority in emergency operations, but increasingly will need to be considered under situations of protracted crisis, almost by definition. There is need also for **more flexible and stable funding /** investment approaches.

- **Interventions evidence-base**. The need for more strategic, **more evidence-based**, and more inclusive country-led plans is of course the main motivation of aid-effectiveness programmes such as CAADP in Africa. Creating an aid architecture that provides tangible incentives to countries to be serious about using the evidence base, using peer review, undertaking consultation and promoting inclusion is still a larger work in progress. The importance of the context is highlighted by the fact that even if risks are similar the manifestations differ from context to context, as well as the needs of households and individuals. There are several reasons for attaining a thorough understanding of how the benefits of interventions and policies at the state level play out at local level. These include: in order to design interventions that will bring the most benefits to those in need; to avoid doing harm; to produce some assumptions of change pathways to serve as a basis for monitoring; and because, until we are able to quantify likely impacts, it is necessary to move beyond vague concepts of improving livelihoods in order to correctly identify the type and measure of interventions needed to improve food security.[44]

- **Enhancing coordination**. Mechanisms are needed to coordinate the efforts of all actors involved in relief, transition, development and Peacebuilding and those that are involved in the different elements of food and nutrition security, while retaining a principal focus on promoting country ownership and development effectiveness.

- **Promoting food security in the context of Peacebuilding** efforts is imperative over the next decade. The role that food and nutrition security can play in fragile and conflict-affected states must be emphasised by, for example, mainstreaming food security into the peacebuilding and statebuilding priorities of the New Deal. Proposed possible areas of collaboration would be: a) supporting countries to conduct their fragility assessments; b) supporting individual countries to conduct a more thorough analysis of the linkages between food insecurity and fragility in their specific context; and c) using this analysis to help determine the types of investments which they could consider under their country plan for Peacebuilding and state-building.

4.2   The Way Forward

Based on the outcome of the discussions participants identified:

1. Possible immediate actions

- Mainstreaming, on a pilot basis, food security concerns into other key agendas and plans of actions such as the New Deal for Engagement in Fragile States;

- Promoting resilience at the core of selected responses to food insecurity in protracted crises;

- Scaling up positive experience on flexible funding mechanisms (short-term, long-term); and

- Creating a multi-stakeholder knowledge platform to share lessons learned and analyses related to the topic.

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[44] Op. Cit Page 9, Footnote 9

2. *Elements for an Agenda for Action*

Participants proposed that the Agenda for Action be developed which builds on the following elements:

- Recognition that country ownership and accountability for response strategies is critical;

- Recognition of the supporting role played by regional bodies in assisting countries in protracted crises to integrate food security into their development and governance reform plans;

- Recognition of the important contributions of local social institutions, civil society and the private sector in addressing the underlying causes of food insecurity in protracted crises;

- Recognition of the critical role of governance, fragility and Peacebuilding processes in addressing food security in protracted crises and, conversely, the contribution food security plays in addressing state fragility and conflict resolution. In particular:
  - food security-related considerations, investments and planning need to be fully mainstreamed into other key initiatives – such as the New Deal for Engagement in Fragile States – aimed at peace- and state-building, as well as reducing poverty and vulnerability in situations of fragility, conflict and weak governance;
  - food security and related analytical tools need to be mainstreamed into relevant analytical frameworks such as peace-building, conflict/political economy analysis, or state fragility assessments;

- Recognition of the need to develop more flexible, responsive and stable funding mechanisms and investment vehicles suited to the specific needs of protracted crises situations. The consultative process should engage with resource partners on strategies and specific actions to achieve this;

- Prioritisation of actions built on results-based approaches and realistic objectives that increase accountability of all stakeholders for food security-focused interventions in protracted crises contexts;

- Recognition of the opportunities presented by 'resilience-building programming' to develop integrated strategies and programmes which address both short-term food security needs arising in protracted crises contexts and longer-term structural causes underlying food insecurity in protracted crises;

- Potential development of a platform for the exchange of knowledge and experience among national and regional practitioners and policy makers as well as international agencies and resource partners working on food insecurity in protracted crises with a view to integrating systematic learning into responses strategies; and

- Exploration of preventative, preparatory and early actions (by relevant stakeholders) that could assist countries in preventing shocks from developing into protracted crises as well as to mitigate the negative impacts of unavoidable shocks.

The proposed elements for the Agenda for Action will stimulate:

(a) Greater understanding of the multi-dimensional causes of protracted crises;

(b) The continuous development and sharing of more effective analytical tools to assist in identifying root causes as well as the appropriate combination of political and technical responses to address these diverse root causes;

(c) The implementation of new ways of working in partnership in protracted crises and harmonised action at global, regional, national and local levels; and

(d) Improved monitoring of the overall progress made towards reducing the number of countries affected by protracted crises and the prevalence of food insecurity in those countries, including through integration and partnership with wider initiatives related to the monitoring and analysis of food insecurity.

5   Next steps

The two-year action plan for the preparation of the Agenda for Action is presented below. It aims to complete the consultative process by 2014 to be endorsed at the 41st Session of CFS in 2014. During the first year, a number of key deliverables, identified during the HLEF and relating to the immediate action points will be completed (e.g. knowledge platform, mainstreaming food security into the New Deal compacts in selected countries, mapping food security and nutrition actions at a country level). These initiatives will be prioritised on the basis of a preliminary assessment in consultation with the Steering Committee, the Bureau and the Advisory Group of CFS. In parallel, the consultation process for the preparation of the Agenda for Action will start in the second year, during which the greatest number of regional and global consultations will take place.

The proposed action plan would benefit by fully responding to the sense of urgency expressed during the 39th Session of CFS, as well as allowing an inclusive and analytical consultative process. Clear advantages will also be gained by including the 2014 FAO Regional Conferences in the consultation schedule. It should be noted that some of the resources necessary to undertake this process have not yet been secured.

Task	Timeframe
Deliverables first year	
Establishment of an oversight mechanism and related ToRs	Jan 2013
Consultation process to explore the possibility of mainstreaming food security into the New Deal	Nov 2012 – July 2013
Establishment of a knowledge platform and start of e-consultation	March 2013
First regional multi-stakeholder consultation	April/May 2013
Technical Support Team prepares Zero Draft of the Agenda for Action	July 2013
Zero Draft is discussed in CFS OEWG meeting	September 2013
A for A progress report is presented at CFS plenary	October 2013
Immediate actions progress report is presented at CFS plenary	October 2013
Deliverables second year	
Two Regional multi-stakeholder consultations	Nov 2013 – February 2014
Technical Support team prepares Draft One of the Agenda for Action	April 2014
Draft One is discussed in CFS OEWG meeting	May 2014
Global meeting/consultation to be held in Rome to finalise a pre-final Version of the Agenda for Action	May 2014
Agenda for Action is discussed and endorsed at CFS Plenary	October 2014
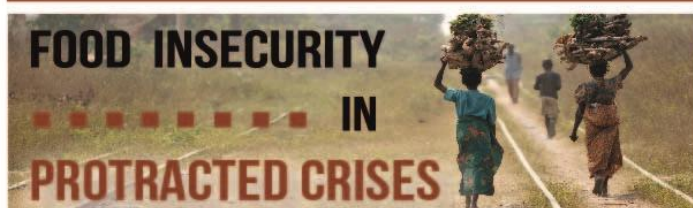
High Level Expert Forum on Food Insecurity in Protracted Crises
September 13 – 14, 2012, FAO – Rome, Italy
Agenda

DAY ONE - 13 Sept. - *Red Room, FAO*		
8.30 – 9.00	**Participant Registration**	
9.00 – 10.00	**Welcome & Opening Remarks**	
10.00 – 12.00	<u>Panel 1:</u> *Causes and consequences of food insecurity in protracted crises.*	<u>*Moderator:*</u> Dan Maxwell (Tufts, Feinstein Institute) <u>*Panellists:*</u> Francesca Bomboko (g7+) Henk-Jan Brinkman (PBSO) Mahalmoudou Hamadoun (CILSS) Rami Zurayk (American Univeristy of Beirut)
12.00 – 13.30 Lunch + *Side Event (12.15)*		
13.30 – 15.30	<u>Panel 2</u> *Political and governance opportunities and challenges: catalysts to create change.*	<u>*Moderator:*</u> Sue Lautze (FAO) <u>*Panelists:*</u> Nathan Belete (World Bank) Luka Biong Deng (Kush Institute) Matthew Arnold (Asia Foundation) Joseph Schechla (HIC - HLRN)
15.30 -16.30	**Coffee Break**	
16.30 – 18.30	<u>Panel 3:</u> *Resilience of individuals, households, communities and local institutions in protracted crises.*	<u>*Moderator:*</u> Francois Grunewald (Group URD) <u>*Panelists:*</u> Patricia Justino (IDS) Gregory Gottlieb (USAID) Amadou Allahoury Diallo (L'Initiative 3N)
18.30 - 18.45	**Closing Remarks**	
19.00 *(FAO Terrace)*		**Aperitivo for HLEF Participants**

DAY TWO - 14 Sept. - *Red Room, FAO*		
9.00 – 9.30	**Participant Registration**	
9.30 – 10.00	**Reflections on Day One**	
10.00 – 12.00	**Panel 4** ***Building partnerships to break cycles of recurrent or protracted crises: Lessons from experience.***	*Moderator:* Alexandra Trzeciak-Duval (OECD) *Panelists:* Martin Bwalya (NEPAD) Abla Benhammouche (IFAD) Luca Alinovi (FAO) Christine Vannieuwenhuyse (WFP)
Lunch Break *(12.00 – 14.00)*		
14.00 – 16.45	**Panel 5** ***The way forward: Elements for an agenda for action.***	*Moderator:* David Nabarro (UNDP / HLTF) *Panelists:* Amadou Allahoury Diallo (L'Initiative 3N) Esterine Fotabong (NEPAD) Francesca Bomboko (g7+) Razan Zuayter (APN) Mahalmoudou Hamadoun (CILSS) Philippe Thomas (EC)
16.45 – 17.00	**Close of High Level Expert Forum**	

Description of panel discussions

<u>Panel 1: Causes and consequences of food insecurity in protracted crises.</u>

The first panel session introduced the notion of protracted crises and looked at the interplay of causal factors – whether man-made or environmental – that can underpin recurrent and protracted crises in today's global environment. It devoted particular attention to the importance of food insecurity as both a common manifestation of protracted crises and as one of the many factors that can sustain or entrench crisis situations. It also introduced the specific challenges of working towards improved food security and nutrition in protracted crisis situations, setting out a number of key areas where new approaches, tools, partnerships, and solutions may be needed in order to break the cycle of protracted crises. It did so, notably, from the standpoint of food security interventions, and foregrounding the need to overcome the traditional divide among humanitarian, development, and Peacebuilding efforts.

The moderator for this session was **Dan Maxwell**, Associate Professor and Research Director, Feinstein International Center Friedman School of Nutrition Science and Policy Tufts University. The panellists seated with him were **Henk-Jan Brinkman**, Chief of Policy, Planning and Application, United Nations Peacebuilding Support Office; **Francesca Bomboko** (g7+), National coordinator of Poverty Observatory, DRC; **Mahalmoundou Hamadou**, Co-ordinator of the Food Security Programme, CILSS; and **Rai Zurayk**, Professor of Land and Water Resources, American University of Beirut (CSM). The session was chaired by **Carlos Seré**, Chief Development Strategist, IFAD.

<u>Panel 2: Political and governance opportunities and challenges: catalysts to create change.</u>

This session posed the question of governance as a fundamental element of the landscape in which protracted crises unfold and must be addressed. It introduced the importance of governance factors – at both local and country level, formal and informal – in sustaining or complicating a resolution of protracted crises. It highlighted the specific challenges faced by actors promoting food security in these politically sensitive contexts. It also addressed the emergence of new opportunities where current political momentum can be harnessed to catalyse change. Such opportunities may emerge at the country, regional and global levels, and, in many cases, they involve new patterns of collaboration and partnership. At country level, for instance, they may involve a revitalisation of institutions – formal or informal – playing key roles in supporting viable agricultural and food systems. At a broader level, they may feature new alliances between country, regional, and/or international actors – as exemplified, inter alia, by the New Deal for Engagement in Fragile States, launched in Busan in 2011.

The moderator for this session was **Sue Lautze,** Senior Programme Officer, FAO, who was joined on the panel by **Nathan Belete**, Sector Leader for the World Bank's Sustainable Development Department to Eritrea, Kenya, Rwanda, and Somalia; **Luka Biong Deng,** Executive Director, Kush Institute; **Matthew Arnold**, Senior Program Officer for Results Monitoring, Asia Foundation; and **Joseph Schechla**, Coordinator of Habitat International Coalition's Housing and Land Rights Network. The session was chaired by **Valerie Guarnieri,** Director of Programme Design and Support Division Chief, WFP.

<u>Panel 3: Resilience of individuals, households, communities and local institutions in protracted crises.</u>

This session introduced the notion of resilience as a particularly valuable entry point to improve understanding and support of the strategies and capabilities of individuals, households, communities and local institutions in order to respond to crises in ways that do not jeopardise their present nor their future. While recognising that protracted crises tend to erode the resilience capacity of vulnerable people and groups, often prompting unsustainable adaptation strategies, the session considered how a focus on resilience can help catalyse coherent efforts by a range of actors in support of stronger livelihoods. It did so through reference to experience, particularly in parts of Africa, featuring collaborative efforts by international agencies, governments and/or local stakeholders. The session also looked at the implications of a resilience-focused approach in terms of bridging interventions centred around immediate food security needs and investments that aim to achieve longer-term food security outcomes (e.g. through investment in more sustainable and resilient smallholder agriculture systems). Implications also emerged around the approach, modalities of engagement and funding of actors involved in protracted crisis situations with an explicit resilience-building agenda.

The moderator for this session was **François Grunewald**, Executive Director Group, URD. The other panellists seated with him were **John Graham**, Senior Policy Advisor, USAID/Ethiopia; **Amadou Allahoury Diallo**, High Commissioner for the 3N Initiative, Niger; and **Patricia Justino**, Head of Conflict, Violence and Development Cluster, IDS.

<u>Panel 4: Building partnerships to break cycles of recurrent or protracted crises: lessons from experience.</u>

This highlighted specific lessons learned by actors promoting food security or otherwise supporting countries emerging from protracted crises, with a focus on partnership-based approaches. It highlighted the continuous emergence of innovations and new knowledge about how to more effectively engage in such efforts, both in the international community and within countries, and identify the need for better mechanisms for continuous learning and for translating learning into more effective practice. Key areas of learning may include, inter alia, more effective modalities of engagement with in-country institutions, supporting resilient and well-functioning agricultural systems and markets, maintaining a focus on rights-based protection, gender dynamics in protracted crises and the importance of gender equality and women's empowerment initiatives.

The moderator for this session was **Alexandra Trzeciak-Duval,** Head of Policy Division Development Co-operation Directorate, OECD. The other panellists included: **Martin Bwalya**, Head of the NEPAD Comprehensive Africa Agriculture Development Programme; **Abla Benhammouche**, Senior Country Programme Manager, IFAD; **Luca Alinovi**, (Head of office?) Officer-in-Charge and Senior Emergency and Rehabilitation Coordinator, FAO (Somalia); **Christine van Nieuwenhuyse,** Country Director, WFP; and **Martin Bwalya**, Head of CAADP, NEPAD.

<u>Panel 5: The way forward: elements for an Agenda for Action.</u>

This concluding session has been drawn from the other four to contribute towards drafting the Agenda for Action, which aims to support efforts to better address food insecurity in protracted crises. Part of the purpose was to address the relevance of food

security and nutrition in the context of emerging initiatives and opportunities to support countries emerging from protracted crises, including, for example, as a potential building block to peace- and statebuilding within the New Deal framework. More broadly, the session catalysed constructive discussion around principles and elements of an Agenda for Action to be developed under the CFS, considered possible concrete initiatives to be undertaken by participating stakeholders in the near-term, and helped form a coalition of actors to support and carry forward this agenda.

The moderator for this session was **David Nabarro,** United Nations Special Adviser on Food Security and Nutrition, while the other panellists seated with him were **Amadou Allahoury Diallo**, High Commissioner for the 3N Initiative, Niger; **Razan Zuayter,** President of the Arab Group for the Protection of Nature, APN; **Francesca Bomboko**, (g7+), National coordinator of Poverty Observatory, DRC; **Philippe Thomas**, European Commission; **Mahalmoundou Hamadou,** Co-ordinator of the Food Security Programme, CILSS; and **Martin Bwalya**, Head of CAADP, NEPAD.

Side Event on Somalia

Presentation by Mr. Sikander Khan, UNICEF Representative in Somalia;[45]

The objective of this event was to provide HLEF participants with more information on this experience as well as to identify interesting aspects of resilience programming that could be part of HLEF immediate actions recommendations.

Since late 2011, FAO Somalia, UNICEF Somalia and WFP Somalia have joined efforts to promote a medium-term strategy to enhance household and community resilience in Somalia. The objectives of this strategy for the three agencies are to better align programmes and to coordinate interventions to bring about more resilient outcomes for beneficiaries.

This strategy requires multi-year and comprehensive approaches as well as multi-sectoral partnerships and collaboration. This requires a "paradigm shift" focused on investing now to empower households and communities to reduce, mitigate and manage their risks in order to reduce the need for emergency assistance the medium and long terms[46].

The Side Event, organised during the HLEF, reviewed the rationale and motivation for adopting a joint strategy on household and community resilience and presents some of the early lessons the organisations have learnt from this ongoing experience. The longer-term approaches that tackle the root causes of food insecurity is one of the challenges observed with the adoption of the resilience strategy for Somalia.
This shift builds on a livelihoods approach, which is founded on understanding people's short- and long-term strategies for adapting to their changing environment. This approach also includes more stable and predictable cash transfers, with multiyear resources, including funds to finance public works. As demonstrated the sustainable transfers allow vulnerable people to support themselves during times of stress or emergency and to increase their adaptive capacity through asset accumulation or livelihoods diversification during times of non-stress conditions.[47]

Given the specific institutional context of Somalia, with the absence of a reliable state authority, the FAO-UNICEF-WFP strategy highlights the responsibility of the international community to sustain livelihoods, basic services and social safety nets concomitantly

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[45]http://www.fao.org/fileadmin/templates/cfs_high_level_forum/documents/Resilience_HLEF_sideevent__13Sept12_.pdf

[46] FAO Somalia, UNICEF Somalia, WFP Somalia(2012), *Somalia a resilience strategy* Istanbul II Conference, Partnership Forum on Resilience, 31 Maggio 2012 Istanbul
http://www.fao.org/fileadmin/templates/cfs_high_level_forum/documents/Istanbul_II_background_10-page_paper_on_Resilience_FINAL_24May12.pdf

[47] Frankenberg T. (2012) *Can food assistance promoting food security and livelihood programs contribute to peace and stability in specific countrie?* Background paper prepared for the HLEF, 13-14 September 2012, Rome
http://www.fao.org/fileadmin/templates/cfs_high_level_forum/documents/Enhancing_Resilience_FoodInsecurity-TANGO.pdf

and comprehensively to promote household and community resilience. The success of the strategy, therefore, depends on all building blocks of local resiliency being implemented in a synergistic way by coalitions of stakeholders who agree on essential strategic outcomes. The benefits of this approach are that it enhances transparency and accountability amongst the partners on resilience and opens the dialogue for engaging additional contributions and mainstreaming lessons learnt into development and humanitarian practice.

The analysis of the relevance of resilience strategies in the context of Somalia has been followed by an outline of the key strategic changes proposed under the FAO–UNICEF–WFP strategy and from the process adopted by the three agencies for moving towards concrete implementation of the strategy on the ground. The strategy will focus on different livelihood groups to include pastoralist, agro-pastoralist, reverie and coastal, urban and peri-urban populations, in all zones of Somalia, expanding from selected initial districts. The way as the three agencies will do that would be programming re-aligned or re-designed in consultation with partners and local communities, emphasising inter-sectoral and inter-agency linkages. All of this process will early in October starting with an initial joint planning mission to Dolow.[48]

The objective of this event was to provide HLEF participants with more information on this experience as well as to identify interesting aspects of resilience programming that could be part of the HLEF immediate actions and recommendations.

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[48] See the presentation :
http://www.fao.org/fileadmin/templates/cfs_high_level_forum/documents/Resilience_HLEF_sideevent__1 3Sept12_.pdf

High Level Expert Forum on Food Security in Protracted Crises
EXPECTED OUTCOMES

The purpose of the Expected Outcomes document distributed among the participants of the HLEF was to provide some draft text on the possible outcomes of the HLEF, so as to facilitate participants' contributions during HLEF discussions. It was not intended to pre-empt the issues and themes discussed during the HLEF or other possible recommendations from participants.

During the Forum and the weeks after the HLEF secretariat received inputs and suggestions on the expected outcomes documents. Below all the contribution received and that will be taken in consideration for drawing up the Agenda for Action

Pre-Forum DRAFT for Participant Review & Feedback

Introduction
In preparation for *The High Level Expert Forum (HLEF) on Food Security in Protracted Crises*, to be hosted at FAO on September 13-14, 2012, background papers were commissioned from leading practitioners and experts on food insecurity in protracted crises; with the aim of bringing additional insights and evidence to the table, building on the analysis and recommendations presented in the State of Food Insecurity in the World (SOFI) 2010.

The HLEF planning team hosted a Technical Meeting with the authors in June, to discuss the content of each of their contributions and to collectively outline possible outcomes from the HLEF discussions. Feedback was also solicited from the CFS and HLEF Steering Committee members[49] on their expectations for the Forum.

Based on these inputs, it is expected that the discussions at the HLEF will result in three primary outcomes:

- *A set of principles*, agreed by HLEF experts and participants, that are critical to effectively responding to the immediate consequences of protracted crises and successfully supporting countries to emerge from protracted crises situations.

- *A set of proposed initiatives* - that can be undertaken shortly following the Forum - that HLEF experts and participants believe will have a positive impact on efforts to promote food security in countries in protracted crises, and where CFS support can add value. These initiatives include a call for the CFS to initiate the development of an "Agenda for Action" to address Food Insecurity in Protracted Crises, building on the specific strengths of the CFS to contribute to more effective national and international practice in this realm.

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[49] The HLEF Steering Committee is comprised of representatives from the Food and Agriculture Organization (FAO), The World Food Programme (WFP), the International Fund for Agricultural Development (IFAD), the United Nations Peacebuilding Support Office (PBSO), the World Bank, the Organization for Economic Co-operation and Development (OECD) and the Civil Society Mechanism (CSM).

- *Initial elements of an "Agenda for Action"*, for CFS consideration, including:
  A. Suggested purpose and scope of the "Agenda for Action".
  B. A set of categories, where HLEF experts and participants believe action is particularly required and where CFS support would add value.
  C. A set of preliminary actions for CFS to consider for inclusion in the "Agenda for Action" *(To be compiled after the HLEF, based on proposed actions submitted by participants).*

1. **Principles on Addressing Food Security in Protracted Crises**

   - **Promote the use of integrated strategies to address food insecurity in protracted crises.** The causes and consequences of protracted crises and their linkages with food insecurity are complex and interdependent. Integrated strategies are required to address these linkages, which will often span local, national, and broader levels; and require the involvement of a range of stakeholders. *(Panel 1 / Panel 4)*

   - **Ensure strategies are designed in response to the specific context**. Strategies to address food insecurity in protracted crises must be designed to respond to each specific context. Strategies should reflect the input of local stakeholders; be informed by adequate data collection, analysis and assessment; and be designed to address the structural causes of protracted crises, as well as immediate needs. Key to achieving a solid understanding of a specific context are: an analysis of needs and capabilities – notably those of the most vulnerable; political and conflict analysis; assessment of formal and informal governance institutions and their capacity to contribute to overcoming crisis; analysis of gender roles and inequalities and how they may change during crises; and an understanding of local coping and resilience strategies, their underpinnings and their viability. *(Panel 1 / Panel 2 /Panel 4)*

   - **Combine context-specificity with close attention to humanitarian principles, human rights law and protection.**
     In protracted crises situations, often rule of law and governance are weak and human rights can be at risk of compromise. These realities can undermine the results obtained by international interventions and/or sow the seeds for continued conflict. As a result, it is critical that all actors maintain humanitarian principles, address protection issues and pay close attention to relevant bodies of law including human rights law and where applicable, international humanitarian law. *(Panel 2 /Panel 4)*

   - **Integrate food security into peacebuilding and governance efforts at country and regional levels**. Peacebuilding and good governance are central to ending crises, as well as to ensuring viable food systems

enabling food security. Therefore, peace building and governance strengthening activities at the local, national, and regional levels must be integrated with, and complementary to, food security-focused activities. More broadly, addressing food security in protracted crises requires sound technical and political responses, working in a complementary manner. *(Panel 2)*

- **Integrate food security into regional and global initiatives to improve governance and address fragility.** Future efforts to address food insecurity in protracted crises need to evolve in the context of other initiatives in the international humanitarian, development, and peacebuilding arenas. These include the New Deal for Engagement in Fragile States, the development effectiveness agenda, and the International Dialogue on Peacebuilding and Statebuilding. *(Panel 1 / Panel 2)*

- **Integrate a peacebuilding approach into food security initiatives.** Agriculture and food security policies and programmes can contribute to peace. Programmes that aim at improving food security can also have positive effects on the conditions for sustainable peace through its impact on social cohesion, the amelioration of drivers of conflict, the development of capacities, and strengthening of the trust in and legitimacy of governments.

- **Prioritize results-based approaches and realistic objectives of what can be achieved through food security-focused interventions in protracted crises contexts**. Greater efforts are needed to understand, predict and measure the results that are realistic to be generated for each intervention in a given protracted crisis context. This is critical to informing the prioritization of different activities by the international community and other stakeholders; and to promoting greater accountability for the results achieved. *(Panel 1 / Panel 4)*

- **Ensure strategies have a central focus on building resilience**. Focusing on building resilience helps bridge the gap between addressing the immediate impact of protracted crises on food security and fostering longer-term change in the structural factors that underpin food insecurity and crisis. Resilience building requires focusing on livelihoods in a systemic manner, with differentiated approaches by target group, type of shock, time scale and context. *(Panel 3 / Panel 4)*

- **Integrate systematic learning into response strategies**.

In-country actors and the international community already have extensive practical experience and technical knowledge on instruments and intervention options that have proven successful in addressing food insecurity in protracted crises. There is a need to document and share this information, to inform future action; and to accompany future practice with systematic learning and knowledge management approaches. *(Panel 4)*

- **Mobilize flexible short and long term funding to support the implementation of response strategies in protracted crises.**
  The divide between short term humanitarian and longer term development funding types is unhelpful. Effective responses will require funding that can be switched between long and short term objectives as circumstances dictate, in order to: (a) respond to the immediate consequences of protracted crises, including food insecurity; (b) address the underlying structural causes of protracted crises; and (c) adapt interventions to evolving contextual requirements. *(Panel 4)*

➢ *Do these principles resonate with your experience in addressing food insecurity in protracted crises situations?*

➢ *Are there specific revisions you would recommend to these draft principles?*

➢ *Are there additional principles that should be highlighted coming out of the HLEF discussions, not already listed here?*
  DFID contribution:

  a) be anchored in national and local actors' realities and contexts; b) be shaped by local understanding and priorities; c)be owned at country level, in accordance with the Paris Declaration;d) be iterative and flexible, with regular adaptations, revisions and check-backs; e) understand and plan for the fact that women, children, older and disabled people and politically marginalised groups are disproportionally impacted; f)take multi-sectoral, multi-disciplinary approaches that bring together development and humanitarian efforts and that establish common ground between climate change adaptation, social protection, disaster risk reduction and work in fragile states; g) be long-term and collaborative, building on local relations and new partnerships; h) be consistent with international and national commitments such as Hyogo, state and peace building; i) ensure that overall the intervention/response does not undermine resilience.

2. Proposed Initiatives For Near-term Implementation

(i)   Develop an Agenda for Action, to serve as a new and common reference point for the CFS in relation to all stakeholders working on food security in protracted crises contexts (see Section 3. below for additional input). [CFS]

(ii)   Map the most strategic and relevant planning processes and fora, at national and sub-regional levels (e.g. CAADP), where there are emerging opportunities to integrate food security into peacebuilding efforts and processes, or where elements of peacebuilding can usefully be integrated into food security initiatives and new agricultural investment policies. [TBD]

   <u>DFID contribution:</u> This initiative may have been already done

(iii) Develop a support package, to be made available to countries implementing the New Deal, to ensure food security is addressed in existing plans or plans under development (package could include response analysis, tools[50], financing opportunities and advocacy). [Rome based agencies + World Bank + PBSO?]

(iv)   Develop an implementation support package to assist countries in protracted crises to implement elements of the Voluntary Guidelines on the Responsible Governance of Tenure of Land, Fisheries and Forests, with specific relevance to promoting food security in protracted crises situations. [FAO?]

(v)   Create a global knowledge center / platform to facilitate the exchange of tools and approaches, practices and lessons learned on food security and protracted crises[51]. [TBD]

   <u>**DFID contribution**</u>: This initiative may have been already done

(vi)   Create a training programme on conflict analysis and integration of peacebuilding into food security programming for international and country-level decision-makers and practitioners involved in food security programming and/or peacebuilding initiatives in protracted

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[50] Possible opportunity to contribute to a common framework for resilience and growth (IGAD / CAADP effort currently underway) and/or integrate this common framework as part of the various support packages proposed above.

[51] Possible opportunity to integrate with the WB knowledge platform under development for fragile and conflict states (i.e. propose a dedicated area / theme on Food Security & Protracted Crises).

crises. [PBSO + Rome based agencies?]

(vii) Host a high level expert forum on "operationalizing a resilience approach", in order to explore[52]:
(a) how to address underlying causes / how to decide what to do;
(b) how to design integrated resilience strategies/programmes; (c) how to better measure resilience. [TBD]

DFID contribution: Better to have a series of regional "mid-level"expert XXX - HOA, Sahel, South Asia - to be more content specificon operalizationaliz a resilence approach

(viii) Undertake a joint pilot initiative, with the support of the Rome based UN agencies and interested donors, to operationalize and learn from integrated food security responses to protracted crises in select countries. [Rome based agencies + Specific Donors - TBD?]

(ix) Collectively advocate for and promote the conclusions and recommendations coming out of the HLEF, at various levels (e.g. UN General Assembly, ECOSOC, etc.) [Rome based agencies + PBSO?]

➢ *Do you believe these initiatives, would make a positive and significant contribution to addressing food insecurity in protracted crises?*

DFID contribution: We need to analyse what works and bring on to good practice and scale this up/replicate it in other contexts. Only pilot new innovations

➢ *Are there specific revisions you would recommend to these proposed initiatives for near-term implementation?*

DFID contribution:
As well as principles, DFID found it useful to pull out a number of case studies illustarting good practice. Mr. Waites offered to send DFID good practice case of studies from Ethiopia, Kenya, Nepal and DRC

➢ *Are there additional initiatives that your institution would like to implement and/or proposals you would like to make for other stakeholders to consider implementing?*
DFID contribution:

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[52] Forum may have more value at country or sub-regional level, rather than at global level.

Replicate the Somalia model and try to do the same thing (with the different or same UN agencies) in Sud Sudan. Why has this taken so long to do?Role for the HLEFt developing framework

3. Initial Input on the "Agenda for Action"

A. Proposed purpose and scope of the "Agenda for Action"

The CFS Agenda for Action should:

- o build on existing CFS documents, processes, and the specific capacities and comparative advantage of CFS;

- o build on the research provided in the 2010 SOFI and the 2011 WDR;

- o be aligned with the principles identified during the 2012 HLEF on Food Insecurity in Protracted Crises;

- o reflect the need for integrated strategies prioritizing structural causes or protracted crises alongside immediate needs;

- o be rooted in partnerships and new forms of collaboration, outlining actions regarding protracted crises and fragile states that will complement ongoing strategic and regional initiatives;

- o propose ways to facilitate ongoing development, replication and adaptation of available instruments and interventions suitable for protracted crises contexts;

- o clarify responsibilities within the CFS and among its partners regarding implementation of each action, to ensure accountability; and

- o include targets, timelines, and key performance indicators for all responsible actors, to ensure the measurement of progress and to support accountability.

➤ *Are there any revisions you would propose to the purpose and scope of an eventual "Agenda for Action" outlined above?*

B. <u>Categories where Action Is Required, building on CFS specific strengths and ongoing work</u>

1. Advocacy on the Causes & Consequences of Food Security in Protracted Crises
2. Joint Mechanisms & Operationalization of Integrated Strategies
3. Empowerment, Governance & Accountability
4. Funding Structures & Processes
5. Research Agenda, Knowledge Management & Training
6. Monitoring & Results

➢ *Are these the most important categories where action is required to better address food insecurity in protracted crises?*

➢ *If not, are there other categories that an eventual "Agenda for Action" should also speak to or specific revisions you would propose to the above categories?*

<u>OECD contribution:</u> Advocacy, Accountability, Results monitoring

C. <u>Preliminary Actions for consideration</u>

Specific actions proposed by participants during the HLEF will be compiled and provided to CFS following the Forum, for consideration as possible elements to include in the Agenda for Action.

➢ *If you have specific actions you would like to propose for inclusion in an eventual "Agenda for Action", please submit them at the <u>HLEF Action Corner</u> or via the HLEF website?*

CSO input on the Draft Outcomes Paper

Due to the large amount of inputs from CSO received we decided to have a separate section in order to capture all it was suggested.

1. Principles on Addressing Food Security in Protracted Crises

4. **Promote the use of integrated strategies to address food insecurity in protracted crises.** The causes and consequences of protracted crises and their linkages with food insecurity are complex and interdependent. Integrated strategies are required to address these linkages, which will often span local, national, and broader levels; and require the involvement of a range of stakeholders. *(Panel 1 / Panel 4)*

2 Ensure strategies are designed in response to the specific context. Strategies to address food insecurity in protracted crises must be designed to respond to each specific context. Strategies should reflect the input of local stakeholders; be informed by adequate and impartial data collection, analysis and assessment; and be designed to address the structural causes of protracted crises, as well as immediate needs. Key to achieving a solid understanding of a specific context are: an analysis of needs and capabilities – notably those of the most vulnerable; political and conflict analysis; assessment of formal and informal governance institutions and their capacity to contribute to preventing and overcoming crisis; analysis of gender roles and inequalities and how they may change during crises; and an understanding of local coping and resilience strategies, their underpinnings and their viability. *(Panel 1 / Panel 2 /Panel 4)*

3. **Strategies should be community driven**. Communities, vulnerable and marginalized groups living in poverty and exclusion, including women, youth, small-holder farmers, indigenous peoples, communities living under occupation , pastoralists and fisherfolk, have to be mobilized and empowered to assess their vulnerabilities and to take and demand appropriate actions to address structural and underlying causes. CSOs can play a key role in facilitating their organisation, and supporting their empowerment and capacity building.

4 Strategies should support the advancement of women's rights. Women's leadership shall be promoted in all spheres of resilience building and their rights protected, fulfilled and promoted in a non-instrumental way. Strategies must take into account and aim to reduce women's unpaid care and burden and enhance their access and control over assets and natural resources.

5 Combine context-specificity with close attention to human rights, protection and international humanitarian laws and principles ,and ensure reparations for victims of gross violation of their human right to food. Distinction should be made between natural

disasters and human-induced crises, as well as different types of each (civil wars, international wars, occupations etc**).** *(Panel 2 /Panel 4)*

6. Integrate food security into peacebuilding, transitional justice and governance efforts at country and regional levels. Peacebuilding, good governance, and transitional justice are central to ending crises, as well as to ensuring viable food systems enabling food security. Therefore, peace building, governance strengthening and transitional justice activities at the local, national, and regional levels must be integrated with, and complementary to, food security-focused activities. More broadly, addressing food security in protracted crises requires sound technical and political responses, working in a complementary manner. *(Panel 2)*

7. Integrate food security into regional, and global initiatives to improve governance and address fragility. Current and future efforts to address food insecurity in protracted crises need to evolve in the context of other initiatives in the international humanitarian, development, and peacebuilding arenas. These include the Busan New Deal for Engagement in Fragile States, the development effectiveness agenda, and the International Dialogue's agenda on peacebuilding and statebuilding. *(Panel 1 / Panel 2)*

8. Prioritize results based approaches and realistic objectives of what can be achieved through food security-focused interventions in protracted crises contexts. Greater efforts are needed to understand, model and measure the outcomes that are realistic to be generated in each protracted crisis context. This is critical to informing the prioritization of different activities by the international community and other stakeholders in any given context; and to promoting greater accountability for the outcomes achieved, bearing in mind that institutions and components of agencies and government engaged in designing and implementing the response should be accountable to the people who face the crisis on the ground. *(Panel 1 / Panel 4)*

9. Ensure strategies have a central focus on building resilience while aiming to resolve the root causes of crises and their consequence on food insecurity.
Focusing on building resilience helps bridge the gap between addressing the immediate impact of protracted crises on food security and fostering longer-term change in the structural factors that underpin food insecurity and crisis.   Resilience building requires focusing on livelihoods in a systemic manner, with differentiated approaches by target group, type of shock, time scale and context. It also means building rights awareness and communities' capacity to demand those rights from duty bearers.

Building resilience should not aim at assisting communities to adapt while preserving the status quo, but to be able to tackle the root causes of the vulnerability. *(Panel 3 / Panel 4*

10. Integrate systematic learning into response strategies.
In-country actors and the international community have extensive experience , knowledge and best practices about addressing food insecurity in protracted crises.

However, there is a need to foster more systematic documentation and sharing of existing knowledge on instruments and intervention options that have proven successful, to create information systems for anticipating and assessing the impacts of protracted crisis on food security, hunger and malnutrition, and to accompany future practice with systematic learning and knowledge management approaches. *(Panel 4)*

11. Mobilize flexible short and long term funding to support the implementation of response strategies in protracted crises.
For effective responses to protracted crises to be possible, both short term and long term funding, of a flexible nature, is required. This is necessary in order to simultaneously: (a) respond to the immediate consequences of protracted crises, including food insecurity; (b) address the underlying structural causes of protracted crises; and (c) adapt interventions to evolving contextual requirements. *(Panel 4)*

12 – **Ensure that development and aid agencies have a clear understanding of their role.** Policies and action of development and aid agencies should be based upon transparency, nondiscrimination, and refraining from setting terms and conditions that undermine the right to self-determination or the capacity of local food production for the affected country. Humanitarian assistance should be non political and neutral to conflict while upholding the human rights of affected persons and communities. International agencies including NGOS should take care not to establish parallel governance structures, replacing state governance structures that theoretically should be the most sustainable and reliable over the long term.

13-Ensure that 'undernutrition' is mainstreamed within strategies in all sectors and at all stages of action including the assessment phase, design process, implementation, evaluation and monitoring where nutritional outcome indicators should always be integrated. A coherent approach should be tackling the underlying causes of undernutrition, including food insecurity, lack of access to safe drinking water, sanitation, affordable health services, inadequate family care and feeding practices, but also indirect factors including poor governance and the collapse of public services.

2. Proposed Initiatives For Near-term Implementation

(x)   Develop an Agenda for Action, to serve as a new and common reference point for the CFS in relation to all stakeholders working on food security in protracted crises contexts (see Section 3. below for additional input). [CFS]

(xi)   Map the most strategic and relevant planning processes and fora, at national and sub-regional levels (e.g. CAADP), where there are emerging

opportunities to integrate food crisis management strategies into the overall national and regional development strategies, as well as integrate food security into peacebuilding efforts and transitional justice processes, or where elements of peacebuilding can usefully be integrated into new agricultural investment policies. [TBD, include CS]

(xii)   Develop a support package, to be made available to countries implementing the New Deal, to assist with bringing an integrated food security lens to existing plans or plans under development (package could include response analysis, tools[53], financing opportunities and advocacy). [Rome based agencies + World Bank + PBSO? + CS]

(xiii) Deliver a support package to the CSM Working Group on Protracted to maintain a sustainable and efficient platform for global civil society organizations and movements to organize, share information, reach consensus and deliver clear policy messages.

(xiv)   Develop an implementation support package to assist the implementation of the voluntary guidelines on the Responsible Governance of Tenure of Land, Fisheries and Forests, with specific relevance to promoting food security in protracted crises situations. [FAO? in consultation with Civil Society]

(xv)   Create a global knowledge center / platform to facilitate the exchange of tools and approaches, practices and lessons learned on food security and protracted crises[54] and ensure that it is accessible by communities at all levels. Civil Society actors should play a role in the dissemination of this knowledge.

(xvi)   Create a training programme on conflict analysis and food security for international and country-level decision-makers and practitioners involved in food security programming and/or peacebuilding and transitional justice initiatives in protracted crises. [PBSO + Rome based agencies? in consultation with Civil Society]

(xvii) Host a high level expert forum on "operationalizing a resilience approach", in order to explore[55]:

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[53] Possible opportunity to contribute to a common framework for resilience and growth (IGAD / CAADP effort currently underway) and/or integrate this common framework as part of the various support packages proposed above.

[54] Possible opportunity to integrate with the WB knowledge platform under development for fragile and conflict states (i.e. propose a dedicated area / theme on Food Security & Protracted Crises).

[55] Forum may have more value at country or sub-regional level, rather than at global level.

(a) how to address underlying causes / how to decide what to do to prevent and overcome crises;
(b) how to design integrated resilience strategies/programmes;
(c) how to better measure resilience. [TBD, in partnership with Civil Society

(i)   Need to prioritize the measuring and modeling of resilience to develop a shared and accessible platform for consolidating information, and exploring how complementary tools can be brought together, for example household economy approaches with land use mapping and climate data projections. This could enable governments and others to capture the likely risks people will face, the potential impact of shocks and the cost and relative impact of different responses.

(ii)   Undertake a joint pilot initiative, with the support of the Rome based UN agencies and interested donors, to operationalize and learn from integrated food security responses to protracted crises in select countries. [Rome based agencies + Specific Donors – TBD + in partnership with Civil Society

(iii)   Develop a comprehensive inventory and ensure accurate knowledge of Humanitarian Law and of all the different Human Rights legal frameworks (international, regional and national) that are applicable in protracted crises situations, in order to ensure implementation of the relevant norms. These should then be reinforced in a multi-stakeholder code of conduct to guide all aspects of food security in crises including access to resources. [56]

(iv)   Develop a careful, impartial and long term mechanism that maps areas

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[56] These include, for example, the applicable binding regional and international treaty obligations, such as the Fourth Geneva Convention relative to the Protection of Civilian Persons in Time of War of 12 August 1949 (GC4) and the provisions of the Convention relating to the Status of Refugees and its Protocol, the International Covenant on Economic, Social and Political Rights (ICESCR), the International Covenant on Civil and Political Rights (ICCPR) and relevant binding resolutions of the Security Council, such as 1325 on women and peace and security. Also relevant are the relevant instruments declaratory of international law, including the United Nations Principles on Housing and Property Restitution for Refugees and Displaced Persons ("Pinheiro Principles"), the UN Basic Principles and Guidelines on the Right to a Remedy and Reparation for Victims of Gross Violations of International Human Rights Law and Serious Violations of International Humanitarian Law (A/RES/60/147) and the UN Basic principles and guidelines on development-based evictions and displacement (A/HRC/4/18), and voluntary commitments such as the Declaration on Social Progress and Development, A/2542 (XXIV)the FAO Voluntary Guidelines on Responsible Governance of Tenure of Land, Fisheries and Forests and the Voluntary Guidelines to Support the Progressive Realization of the Right toAdequate Food in the Context of National Food Security (Voluntary Guidelines on theRight to Food).

that are undergoing or vulnerable to protracted crises in order to ensure that all cases are given the required analysis and support, and ensure that this inventory is updated frequently.

(v)   Collectively advocate for and promote the conclusions and recommendations coming out of the HLEF, at various levels (e.g. UN General Assembly, ECOSOC, etc.) [Rome based agencies + PBSO? + CSO]

3. Initial Input on the "Agenda for Action"

1. Advocacy on the Causes & Consequences of Food Security in Protracted Crises

a. Communities should be trained and put at the center of the analysis/assessment of the underlying structural causes and consequences of protracted crisis in order to be empowered and mobilized to claim for their rights and participate actively in the decision making process.

b. Promote compliance with existing human rights agreements, particularly those most relevant to countries in protracted crisis bearing in mind the extraterritorial obligations of the state. In particular the reparations framework' that assigns entitlements to victims of gross violations. Restitution as the principle entitlement of gross violations (right to return and or the right to resettlement, rehabilitation, compensation, guarantees of the non repetition of the crime, etc.), International (legal and political) Mechanisms in the UN Human Rights System.

c. Mainstream and integrate the particular topic of Protracted Crises in all sectors of work, whether within the CFS framework or beyond (including for instance the GSF and work related to Social Protection, Gender, Nutrition, Tenure of Land and Natural Resources, and Responsible Agricultural Investment).

2. Joint Mechanisms & Operationalization of Integrated Strategies

a. Support the creation or the strengthening of a global coordination mechanism (e.g. Global Food Security Cluster) to provide a platform for coordination between stakeholders, ensuring the inclusion of both international and national civil society actors working in food security in humanitarian settings as well as in supporting resilience building and the transition to early recovery.

3. Empowerment, Governance & Accountability

a. Adopt a code of conduct to guide all stakeholders including governments, international and national organizations, and the private sector, on aspects of food security in times of protracted crises incorporating matters of access to, and management of food and natural resources. (UN Agencies, Governments, CSOs, and other non-state actors).

b. Guarantee the appropriate accountability mechanisms, which may be judicial or extrajudicial, to enable rights holders to obtain adequate remedy and reparations and keep violators accountable under international law. Violations may include:
    i. Contamination through internationally banned weapons or else
    ii. Usurping land and productive resources
    iii. Destruction of resources, infrastructure, homes etc…
    iv. Movement restrictions
    v. Forced displacement
    vi. Use of food and water access as direct or indirect weapons of collective punishment against populations e.g. Sieges and sanctions

    (UN Agencies, Governments, CSOs)

c. The creation or strengthening of sustainable multi-stakeholder coordination platforms at the national and regional levels. These platforms should play a role in holding stakeholders to account and link up with relevant global level mechanisms.

d. Mobilize for the implementation of the Right of Return and resettlement mechanisms for displaced persons including the reunion of families, rehabilitation of destroyed livelihoods, trauma counseling and prevention of further damage. Legitimate tenure rights of refugees and displaced persons should be recognized, respected and protected at all stages. (UN Agencies, governments, CSOs)

4. Resilience

a. Investment in resilience building processes that develop capacity to monitor, anticipate, respond to and manage known risks as well as uncertainties. Diversification and preparedness are key for flexibility. Further enablers of effective resilience building include:

    i. *- Good Governance based on rights and decentralised and participatory decision-making with sound links between levels of governance*

ii. *- Build trust through partnerships and collective action*
iii. *- Bring together local traditional knowledge with science and technology to enable learning and innovation*
iv. *- Working holistically across scales with a particular focus on socio-ecological systems*

b. Resilience may be fostered by a variety of initiatives including:
   i. seeking alternative foods and food sources
   ii. barter systems
   iii. strengthening diversified local production
   iv. relying on locally produced food and material , particularly when delivering assistance and implementing development programmes
   v. urban agriculture
   vi. support smallholders farmers and producers
   vii. initiatives that bridge the rural-urban divide
   viii. home economics
   ix. domestic (home-based) enterprise
   x. marketing alternatives for small-scale farmers
   xi. resource management alternatives (E.g. seed banks, water harvesting methods)
   (Governments, CSOs, Donor Agencies)

c. Mainstream Risk analysis as a fundamental starting point of long-term planning and building resilience
   i. Strengthening institutions that are involved in Disaster Risk Reduction,
   ii. Supporting local institutions to engage in DRR (e.g. Early Warning Systems, Early Warning Early Action, Surge Capacity, Disaster Risk Management committees, Climate Change Adaptation ,food reserves, social protection mechanisms, agriculture, etc.)
   (Governments, CSOs, Donor Agencies,CFS)

   iii. Responses must focus on mapping and supporting local effective coping strategies, while reducing the need for negative coping strategies as it increases future vulnerability. (CSOs, Donor Agencies)

d. A key strategy to addressing both short term needs and reduce the chronic vulnerability to food insecurity of affected people is to ensure there is access to a comprehensive social protection system .
   Household-level vulnerability to poverty and hunger in a context of protracted crisis is often associated with threats to livelihoods. Important livelihood adaptations take place in protracted crises situations. Vulnerability can increase over the time if households face repeated

shocks that progressively erode their assets. One function of social protection is to implement safety nets to prevent this, by transferring income, food and/or assets to vulnerable people. This represents a buffer to protect against the risk of losing all their assets while enabling people to participate in work and training that build communities' long-term resilience.

Social protection programmes in protracted crises are generally relief-oriented, externally funded and of limited scale, and they often lack domestic financial and institutional commitments and capacities to turn them into a national system. It is important therefore to frame social protection programmes as part of a more comprehensive national and regional food and nutritional, and income security policies. This needs to be consistent with policies that strengthen sustainable food production, local food systems, local and national food markets, and support small-scale food producers.

5. Funding Structures & Processes

a. Funding streams need to be adapted to be flexible and predictable. For example, multi - year budgets should include a margin for responding to emergencies. Development interventions/and funding for these should be flexible enough to adapt activities/objectives at times of crises. Hence surges for emergency response should be designed into long-term programming. The objectives of any programme in protracted crises should be both to meet immediate short term needs as well as longer term risks and vulnerabilities and thereby build resilience and address the underlying causes of food insecurity.

b. Emergency response funds must be available when acute crisis occurs; these should be released earlier (based on Early Warning Systems), but should not be used up between crises. An increased allocation of development or long-term funding should be made available to increase resilience of the most vulnerable between crises. (Donor Agencies,CSOs)

c. Funding in protracted crises should not be subject to conditional ties as developing countries are often compelled to conciliate their own priorities with the procedures, conditions, timeframes and limits of a broad variety of partners. A funding policy should be developed in accordance with existing standards and UN agreements that forbids conditions and terms that undermine the right to self-determination or the capacity of local food production for the affected country.

6. Research Agenda, Knowledge Management & Training

a. Enhance community driven research that ensures the inclusion of, and the accountability to, local communities, agencies and expertise and ensure that there is impartiality in selecting cases, areas, and communities

b. Incorporate findings of civil society research reports to any knowledge sharing mechanism.

c. Expand research in the following areas:
   i. Research on role of the global and national market on food security particularly in countries emerging or undergoing crises.
   ii. The effect of aid and donor conditionality on food productivity and security.
   iii. Research on the usage of hunger and food insecurity as a coercive tool against populations during conflict.
   iv. Build national capacities in approaches such as household economy analysis[57] integrated with other tools to ensure there is a sound basis to inform responses that address the needs of affected people in the short and long-term and measure their impact.
   v. Urbanization and urban agriculture
   vi. Impact of protracted crises on particular marginalized groups (e.g. small-holders farmers, fisherfolk, pastoralists, women)
   vii. Information systems that anticipate and assesses the impact of protracted crises on food security and malnutrition
   viii. Methodologies for reparations of victims of violations of right to food
   ix. Research on food insecurity in the cases of occupation

7. Monitoring & Results

a. The CFS should put in place a participative monitoring mechanism which holds all stakeholders to account and entails the development of common indicators tracking progress towards the principles and actions prescribed in the agenda for action.

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[57] HEA should be a key benchmark within IPC