



Third Draft

***Framework for Action for Food Security and Nutrition in Protracted Crises*
(CFS-FFA)**

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TABLE OF CONTENTS

INTRODUCTION1

THE PRINCIPLES.....2

Address critical manifestations3

Principle 1 Meet immediate humanitarian needs and build resilient livelihoods 3

Principle 2 Focus on the nutrition needs of vulnerable and marginalized groups 3

Adapt to specific challenges.....3

Principle 3 Reach affected populations 3

Principle 4 Ensure protection 4

Principle 5 **Ensure and support comprehensive evidence-based analyses** 4

Principle 6 Strengthen participation and accountability 5

Principle 7 Promote effective financing 5

Contribute to resolving underlying causes.....6

Principle 8 Contribute to peacebuilding 6

Principle 9 Manage natural hazard risks and use natural resources sustainably..... 6

Principle 10 Improve governance..... 7

DISSEMINATION, APPLICATION AND LEARNING7

INTRODUCTION

**Background and rationale^{i*}*

1. *Within global, regional and national efforts to eliminate hunger and malnutrition, the 36th Session of the Committee on World Food Security (CFS) agreed that protracted crisis situations require special attention, and that appropriate responses for these contexts differ from those required in short-term crisis or in non-crisis development contexts.* These efforts are critical to the achievement of the Sustainable Development Goals.
2. *Protracted crises include situations of prolonged or recurrent crises. While no internationally agreed definition exists^{ii*}, *manifestations of a protracted crisis include, *inter alia*: disruption of livelihoods and food systems; increasing rates in morbidity and mortality; and increased displacementsⁱⁱⁱ. Food insecurity and malnutrition (e.g. stunting, wasting, underweight and micronutrient deficiencies) are among the most critical, serious and common manifestations.*
3. Protracted crises affect the food security and nutrition of increasing numbers of people. They overstretch local, national and international capacities and resources, and demand policies and actions that are more effective and efficient. The specific challenges in addressing food insecurity and undernutrition in protracted crises include:
 - Accessing affected populations in an insecure environment;
 - Protecting human rights where risks are increased;
 - Collecting necessary information in an insecure and complex environment;
 - Engaging with stakeholders given fragmented social and administrative structures; and
 - Adapting financing and planning mechanisms to prolonged and unpredictable situations.
4. Each protracted crisis is different, but some combination of conflict, natural disasters and natural resource pressures, and weak governance are the most prevalent underlying causes of food insecurity and undernutrition.^{iv}
5. *A protracted crisis may have wide-spread impact or may be limited to a particular geographic area of a State, or a territory, and may not affect the entire population. Significant population movements, which may be characterised by Internally Displaced Persons (IDPs), may also be a feature. Protracted crises affect men and women differently. Protracted crises increasingly affect urban as well as rural areas. Protracted crises may also have international, regional and trans-boundary aspects and impacts, including the presence of refugees as defined and recognised under applicable international law, who are often in protracted refugee situations.*
6. *Evidence and evaluations highlight that policies and actions which aim to meet immediate food, nutrition and other basic needs should be accompanied by longer-term policies, actions and investments to address the underlying causes of food insecurity and undernutrition, support local capacities and priorities and build resilient livelihoods and food systems.*
7. *Key reasons why some policies and actions addressing food insecurity and malnutrition in protracted crises can fail include: conceptual and operational weaknesses; policy and institutional disconnects between humanitarian and development approaches; weak institutional capacity and governance; poor understanding of specific contexts; inadequate analysis; undermining of local capacities and priorities by externally driven interventions; late delivery of assistance; unsustainable political engagement and investment; lack of commitment to support small-scale food producers, marginalized and vulnerable communities, and gender equality; inadequate attention to corruption and vested commercial, political and institutional interests.*

Objective

8. *The overall objective of the Principles is to improve the food security and nutrition of populations affected by, or at risk of, protracted crises in a way that accounts for the specific challenges of protracted crises, and contributes to addressing underlying causes, thus contributing to the progressive realization of the right to adequate food in the context of national food security.*

Purpose

9. *To achieve this objective, the Principles seek to mobilize high level political commitment and promote coordinated multi-stakeholder processes, including the review of progress and sharing of lessons learned, to inform policies and actions aimed at preventing, mitigating, responding to and promoting early recovery from food insecurity and malnutrition in protracted crises.*
10. This document outlines the Principles that will guide stakeholders in how to improve food security and nutrition in protracted crises.

****Nature and scope****

11. *This document is voluntary and non-binding.*
12. *The* Principles *should be interpreted and applied consistently with existing obligations under national and international law* [, including extra-territorial obligations,] *with due regard to voluntary commitments under applicable regional and international instruments. Nothing in the Principles should be read as limiting or undermining any legal obligations to which a State may be subject under international law*[, including extra-territorial obligations].
13. *The document acknowledges the limitations of many existing policies and actions and presents Principles and a plan to improve food security and nutrition in situations of protracted crisis.*
14. Overarching values for the implementation of the Principles are: human dignity; non-discrimination; equity and justice; gender sensitivity and equality; holistic and sustainable approach; consultation and participation; rule of law; transparency; accountability; and continuous improvement. Avoid doing harm by not contributing to the underlying causes of protracted crises.

****Stakeholders****

15. The intended users of the Principles are all stakeholders with a role in improving food security and nutrition in protracted crises, namely those providing both short-term and longer-term assistance, but also those with a role in contributing to their own food security and nutrition. In many cases, this will include a combination of the following:
 - (i) States;
 - (ii) Local authorities;
 - (iii) Inter-governmental and regional organizations;
 - (iv) Financing institutions, donors, foundations and funds;
 - (v) Civil society organizations;
 - (vi) Research organizations, universities and extension organizations;
 - (vii) Private sector entities;
 - (viii) Smallholders and their organizations^v;
 - (ix) Communities and all segments of affected populations.

THE PRINCIPLES

16. *The 'Principles for action' are intended to guide the development, implementation and monitoring* of policies and actions to improve food security and nutrition in protracted crisis situations. The Principles should be tailored to individual contexts and the specific needs of all segments of affected populations, considering gender, age, ethnicity and other aspects of diversity.
17. These Principles describe how to address the critical food insecurity and undernutrition manifestations of protracted crises (Principles 1 and 2), in a manner that is adapted to the specific challenges of these situations (Principles 3, 4, 5, 6 and 7), and that avoids exacerbating underlying causes and, where opportunities exist, contributes to resolving them (Principles 8, 9 and 10).

Address critical manifestations

18. In protracted crises coherent and well-coordinated humanitarian and development programming to address food insecurity and undernutrition can save lives and build resilience. Humanitarian assistance helps meet immediate needs, whilst resilience boosts the capacity to absorb shocks and adapt and transform livelihoods and food systems. This approach ensures that there is adequate emphasis on smallholder agriculture productivity and the wider rural economy, which are often neglected in responses to protracted crises. Given the severity of undernutrition in these situations, the nutritional needs of vulnerable and marginalized groups also require a special focus.

Principle 1**19. Meet immediate humanitarian needs and build resilient livelihoods**

Align humanitarian and development approaches, by:

- (i) Responding flexibly to evolving situations on the basis of shared objectives, comprehensive understandings of risk and livelihood systems, and coordinated actions across priority areas;
- (ii) Using the existing capacities and strategies of households and communities as entry points for policies and actions, particularly in situations of weak governance and state fragility;
- (iii) Providing timely, flexible, safe, and culturally appropriate humanitarian food and livelihoods assistance;
- (iv) Understanding the effects of urbanization and protracted displacement, and supporting the sustainable adaptation and transformation of livelihoods;
- (v) Integrating social protection programmes with predictable and rapidly scalable safety nets to mitigate and manage risk;
- (vi) Ensuring inclusive, equitable and sustained access to relevant basic services such as education, health, water and sanitation; and
- (vii) Supporting investments, particularly rural investments, which create economic opportunities and social inclusion for smallholders and vulnerable and marginalized groups.

Principle 2**20. Focus on the nutrition needs of vulnerable and marginalized groups**

Address all forms of undernutrition, particularly among vulnerable and marginalized groups, over the short-, medium- and long-term, by:

- (i) Paying particular attention to nutritional needs during the first 1,000 days after conception, and of pregnant and lactating women, infants, young children, and adolescent girls;
- (ii) Supporting nutrition-specific policies and actions, in particular exclusive breastfeeding up to six months; optimal infant and young child feeding; enabling access to required nutrients through diverse and healthy diets or specialised nutritious foods; micronutrient supplementation; provision of safe drinking water and adequate sanitation facilities; promotion of good hygiene and care practices; and community-based management of acute undernutrition; and
- (iii) Implementing nutrition-sensitive and gender-sensitive policies and actions across sectors, including those related to food systems, agriculture, food safety, health, hygiene and sanitation, social protection, and education.

Adapt to specific challenges

21. Due to fragmentation, complexity, and insecurity, some challenges are magnified in protracted crises, which hinder efforts to improve food security and nutrition. Policies and actions require a renewed focus, or adaptation, to be effective and fit for purpose.

Principle 3**22. Reach affected populations**

Remove barriers to the provision of food and nutrition assistance and livelihood support, by:

- (i) Ensuring unimpeded and safe access to provide humanitarian food and livelihoods assistance;
- (ii) Following the humanitarian principles of humanity, impartiality, neutrality and independence to secure access where there is conflict;
- (iii) Facilitating remote access and virtual proximity, as a last resort, when direct access and physical proximity are not possible;
- (iv) Supporting the development and use of appropriate technologies that enable information gathering, early warning, cash-transfer programming, communication with affected populations, and remote sensing.

Principle 4

23. Ensure protection

Redouble efforts to protect human rights of vulnerable and marginalized groups, by:

- (i) Ensuring the safety and dignity of all segments of affected populations to allow them to receive essential assistance and secure their livelihoods;
- (ii) Protecting against all forms of gender-based violence, and sexual exploitation and abuse, particularly towards refugees and IDPs, to allow safe access to resources to meet food and nutrition needs; and
- (iii) Respecting international humanitarian law in conflict and [situations of occupation];
- (iv) *States shall fully observe their human rights obligations under international law in order to achieve the progressive realization of the right to adequate food in the context of national food security.**
- (v) **States, parties involved in conflict, and other stakeholders should consider how their policies and actions could impact food security and nutrition in other regions and countries affected by protracted crises and consider relevant appropriate actions.**
- (vi) **States, with the support of the UN system and international assistance and cooperation where appropriate, should ensure the food security and nutrition for refugees in their territory in accordance with their obligations under relevant international legal instruments.**
- (vii) **Stakeholders should ensure gender equality and the empowerment of women and girls in support of food security and nutrition in protracted crisis situations, as recognised by relevant international legal instruments, in particular the UN Convention on the Elimination of All Forms of Discrimination against Women (CEDAW).**
- (viii) **Policies and actions should be people-centred and coherent with the relevant international instruments as described in the “Voluntary Guidelines to Support the Progressive Realization of the Right to Adequate Food in the Context of National Food Security” (RtFG), and are equally applicable for refugees and Internally Displaced Persons (IDPs), as for other people.**
- (ix) **States and other stakeholders should use CFS policy guidance to inform their policies and actions, including the CFS “Principles for Responsible Investment in Agriculture and Food Systems” (RAI), “Global Strategic Framework for Food Security and Nutrition” (GSF) and the “Voluntary Guidelines on the Responsible Governance of Tenure of Land, Fisheries and Forests in the Context of National Food Security” (VGGT).**

Principle 5

24. *Ensure and support comprehensive evidence-based analyses*

Improve the targeting and design of interventions and enhance decision-making, by:

- (i) **Governments and other stakeholders should integrate comprehensive food security and nutrition analyses into broader poverty, gender and humanitarian assessments, and risk and vulnerability analyses.**
- (ii) **Comprehensive analyses should ideally examine:*
 - the underlying determinants of food insecurity and malnutrition;
 - the risks of exacerbating instability;
 - local contexts;
 - the resilience and sustainability of livelihood strategies and food systems;

- the abilities of men, women and vulnerable groups to assure the food, nutrition and other basic needs of their households, and the gender disparities in the capacity to meet those needs.*
- (iii) *Comprehensive analyses should be country-owned and:
 - inform policies and actions coordinated through national multi-stakeholder and multi-sectoral platforms and processes;
 - based on timely, coordinated and joint needs assessments and risk analysis, where feasible, that are widely shared, open-source, comparable and transparent;
 - recurrent and iterative as changing situations demand;
 - conducted according to common analytical frameworks, quality standards and protocols to maximise objectivity and impartiality;
 - disaggregated, including by gender.*
- (iv) *Early warning systems and food and agriculture information systems, which detect and monitor threats to livelihoods as well as lives, should be integrated components of broader comprehensive analysis systems.*
- (v) *Increased support, including investment, and institutional capacity in data collection should progressively improve the breadth, quality and availability of data.*
- (vi) *Increased support should be given to strengthen country-level institutional capacity-to undertake and share evidence-based and country-owned analyses, including through the adoption of new technologies.* that facilitate data collection in insecure situations; and
- (vii) Promoting neutral and transparent multi-stakeholder processes to validate analyses.

Principle 6

25. Strengthen participation and accountability

Improve ownership of food security and nutrition policies and actions, by:

- (i) *Strengthen, as appropriate, country-owned, multi-stakeholder and multi-sectoral platforms and processes to address food insecurity and malnutrition in protracted crises.*
- (ii) *States are responsible for the progressive realization of the right to adequate food in the context of national food security. All levels of government should establish and lead multi-stakeholder, multi-sectoral platforms and processes for coordinating the development, implementation and monitoring of policies and actions, as appropriate. All relevant stakeholders, representing both men's and women's interests and needs, should have equal opportunity to participate in relevant platforms and processes.*
- (iii) *Civil society organisations and private sector entities should be invited to participate in multi-stakeholder processes through their own autonomous and self-organised national mechanisms, as appropriate. National and local governments should promote and support the participation of organisations and networks of affected people and communities^{vi}.*
- (iv) Engaging affected populations in decision-making and responding to their contributions, taking into account existing power imbalances, and the different needs, capabilities and aspirations of vulnerable and marginalized groups;
- (v) Enabling informed decision-making by ensuring that readily understandable information reaches all segments of affected populations; and
- (vi) Developing and strengthening accountability processes to ensure that responses are continuously improved, with adequate and accessible complaint mechanisms for feedback by affected populations.

Principle 7

26. Promote effective financing

Adapt financing to be fit for purpose, by:

- (i) Supporting predictable and multi-year financing mechanisms for crisis-risk management activities such as prevention, preparedness, early recovery and resilience-building to facilitate timely and more cost-effective responses;

- (ii) Building strategic partnerships between peacebuilding, statebuilding, development, and humanitarian actors, with different actors funding and implementing complementary policies and actions to underpin a holistic response;
- (iii) Ensuring that policies and procedures are agile and flexible enough to respond rapidly to changing needs;
- (iv) Adopting risk management mechanisms to support greater levels of responsible investment, including risk financing tools such as contingent credit arrangements, forecast-based humanitarian financing and insurance; and
- (v) Improving banking and cash transfer systems to facilitate remittance payments.

Contribute to resolving underlying causes

27. Protracted crises require long-term political solutions, and cannot be resolved solely through policies and actions to address food insecurity and undernutrition. At a minimum policies and actions should avoid exacerbating, and where opportunities exist, contribute to resolving, underlying causes of food insecurity and undernutrition in protracted crises.

Principle 8

28. Contribute to peacebuilding

Address food security and nutrition in a conflict-sensitive manner and, when the situation permits, contribute to peacebuilding initiatives, by:

- (i) Ensuring that food security and nutrition related interventions do not inadvertently cause or exacerbate tensions or conflict;
- (ii) Identifying opportunities to support and reinforce local peace initiatives through food security and nutrition related interventions, recognizing and promoting the roles of women in reconciliation and confidence building;
- (iii) Ensuring that food security and nutrition objectives are adequately addressed as fragility, peacebuilding, and state-building assessments, strategies and related actions are formulated; and
- (iv) Ensuring that vulnerable and marginalized groups are not at risk and gains in building peace are not reversed when food and nutrition assistance is phased out.

Principle 9

29. Manage natural hazard risks and use natural resources sustainably

Mitigate the effects of natural disasters and promote sustainable use of natural resources, by:

- (i) Implementing policies and actions to incentivize affected populations to reduce reliance on damaging coping strategies, and ensuring that humanitarian interventions do not contribute to the unsustainable use of natural resources;
- (ii) Facilitating inclusive and equitable processes to reach agreement on issues related to natural resource management and use within local populations, and between displaced and vulnerable and marginalized local populations, such as access to fuel, land, water resources, open pasture and rangelands;
- (iii) Promoting effective traditional and innovative strategies to manage and adapt to shocks, stressors and system-level change, particularly to increase the resilience of smallholder agriculture and local food systems;
- (iv) Implementing comprehensive disaster risk reduction and management policies and actions; and
- (v) Promoting policies and actions, including through productive safety nets and livelihood assets, to rehabilitate and restore crisis-related degradation of natural resources.

Principle 10**30. Improve governance**

Develop institutional and organisational capacities, by:

- (i) Understanding the implications of engaging with actors, including government institutions, that may be corrupt, are party to conflict and/or promote the marginalization of specific groups;
- (ii) Supporting, not undermining or duplicating, local and national institutional and organisational capacities, and avoiding to create or reinforce dependency on international assistance;
- (iii) Rebuilding and supporting local formal, informal and customary institutions and organisations that fill critical gaps and enable local livelihoods;
- (iv) Designing policies and actions to promote efficient, competitive, and inclusive local markets that are accessible to vulnerable and marginalized and prioritizing cash transfer and voucher modalities, or other local solutions, when markets function;
- (v) **Reinforcing or re-establishing agricultural innovation and research for development capacities at country level should also be undertaken.**, adapting to the specific needs of smallholders, particularly pastoralists, strengthening sustainable food production and productivity; and
- (vi) Building national capacities to manage risks to food security and nutrition in the long term.

DISSEMINATION, APPLICATION AND LEARNING

31. All intended users of the Principles are encouraged to build awareness, promote broad uptake, and facilitate learning to foster continuous improvement.
32. Disseminate the Principles, by:
 - (i) Sharing among relevant constituencies at all levels;
 - (ii) Communicating how they can be applied in varying contexts; and
 - (iii) Supporting the development of materials easily accessible to the communities and organizations of protracted crisis affected populations.
33. Apply the Principles, by:
 - (i) Integrating them into responses to food insecurity and undernutrition in protracted crises, at all levels;
 - (ii) Supporting the elaboration of technical guidelines on key topics to support application in varying contexts; and
 - (iii) Collaborating with and assisting other stakeholders in using the Principles.
34. Learn from the application of the Principles, by:
 - (i) Gathering and documenting lessons learned from applying these Principles and integrating lessons into improved policies and actions;
 - (ii) Monitoring the application of the Principles; and
 - (iii) Sharing experiences in applying the Principles, and assessing the continued relevance, effectiveness and impact of the Principles for food security and nutrition.

ENDNOTES

ⁱ The CFS-FFA is a major work stream of the CFS. In 2012 CFS 39 approved a consultative process including all relevant stakeholders to elaborate an Agenda for Action for Addressing Food Insecurity in Protracted Crises, building as appropriate on the elements provided in CFS 2012/39/7. The CFS-FFA was elaborated by an Open Ended Working Group comprising CFS stakeholders that met between July 2013 and August 2014, supported by a Technical Support Team and the CFS Secretariat. The CFS-FFA draws on technical work contributing to the State of Food Insecurity in the world (SOFI) 2010, and is informed by the outcomes of a CFS-mandated High-level Expert Forum on Food Insecurity in Protracted Crises (HLEF), held in Rome in September 2012. The CFS-FFA is based on an inclusive process of consultations and electronic discussions that took place between April 2013 and May 2015. Four electronic discussions on key topics were hosted to help inform the CFS-FFA Zero Draft. A global consultation on the Zero Draft was held in Addis Ababa in April 2014, and an electronic consultation was held in May 2014. Consultations included representatives from governments, UN agencies, civil society and non-governmental organisations, international agricultural research institutions, private sector associations and private philanthropic foundations, international and regional financial institutions. Formal negotiations on the CFS-FFA were held in July/August 2014 and during May 2015. The CFS-FFA was endorsed by the CFS at its 42nd Session on 15 October 2015.

ⁱⁱ Though there is no agreed definition of protracted crisis, the characterization provided in the State of Food Insecurity in the World (SOFI) 2010 is a helpful reference.

ⁱⁱⁱ See, for example, United Nations High Commissioner for Refugees (UNHCR) Global Trends in persons of concern to UNHCR at mid-year, June 2013. Available at: <http://www.unhcr.org/52af08d26.html>.

^{iv} Possible exacerbating factors to underlying causes of food insecurity and undernutrition in protracted crises include climate change, diseases, price volatility, and food chain crises.

^v In line with categories identified in the “Principles for Responsible Investment in Agriculture and Food Systems”, Paragraph 4, smallholders, including those that are family farmers - women and men - includes those that are small-scale producers and processors, pastoralists, artisans, fishers, communities closely dependant on forests, indigenous peoples, and agricultural workers, in both rural and urban settings.

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