



GLOBAL STRATEGIC FRAMEWORK FOR FOOD SECURITY AND NUTRITION

ANNOTATED OUTLINE

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BACKGROUND

i) Background to the decision to prepare a Global Strategic Framework for Food Security and Nutrition (GSF):

The CFS Reform Document states that one task will be to:

“Develop a Global Strategic Framework for Food Security and Nutrition in order to improve coordination and guide synchronized action by a wide range of stakeholders. The Global Strategic Framework will be flexible so that it can be adjusted as priorities change. It will build upon existing frameworks such as the UN’s Comprehensive Framework for Action (CFA), the Comprehensive Africa Agriculture Development Programme (CAADP), and the Voluntary Guidelines to Support the Progressive Realization of the Right to Adequate Food in the Context of National Food Security.”

The 36th CFS Plenary decided:

“The Committee agreed to launch a consultative and inclusive process to be conducted by the CFS Bureau with the assistance of the Joint Secretariat and in close collaboration with the Advisory Group and involvement of all stakeholders, with the aim to develop the first version of the Global Strategic Framework for Food Security and Nutrition (GSF) by October 2012, which will be subject to regular updates reflecting the outcomes and recommendations of the CFS.”

ii) The principles that will guide the development, formulation and implementation of the GSF will include:

- The GSF will be aligned where appropriate with the Five Rome Principles for Sustainable Global Food Security;
- Preparation of the GSF will involve a broad, democratic, inclusive and participatory process that will strive to ensure the voices of all relevant stakeholders – particularly those most affected by hunger, food insecurity and malnutrition – are heard;
- The GSF will not replace, but rather add value to other international frameworks for food security and nutrition, each of which has been created in response to a specific aim and context, by providing an inclusive, global, holistic perspective;
- The GSF will be designed to be a high profile, living document to be updated periodically by the CFS Plenary taking into account the most relevant emerging issues affecting food security and nutrition, and drawing on the advice and expertise of the High Level Panel of Experts (HLPE);
- The GSF will be approved by CFS member states and may be endorsed by all stakeholders. Neither approval nor endorsement will be legally binding, but will rather constitute an acknowledgement that the document is a sound framework to improve convergence and synchronized action in food security and nutrition governance.

iii) The Annotated Outline for the GSF has been prepared by a Task Team composed of the CFS Secretariat and members of the Advisory Group representing all stakeholder groups and benefiting from comments by the Steering Committee of the HLPE.

iv) The contents of this annotated outline are intended to be indicative, particularly in sections (3) and (4), and are based on a review of existing frameworks and other documentation together with inputs from the HLPE and members of the Task Team. The intention is to stimulate discussion and debate. The contents of the GSF itself will be determined through the broad consultative process with all stakeholder constituencies. This will start with a global electronic consultation through the summer of 2011, continue with regional consultations in early 2012, followed by a further electronic discussion and a CFS-led plenary review in July, 2012, before a final document is presented to the CFS 38th Session in October, 2012.

GLOBAL STRATEGIC FRAMEWORK FOR FOOD SECURITY AND NUTRITION

I. STATEMENT OF RATIONALE, PURPOSE AND FUNCTION

1. The GSF will start from the premise of a shared objective to eradicate hunger and malnutrition sustainably, with interim objectives as laid out in the Millennium Development Goals. The preliminary definition of the purpose of the GSF as approved by the CFS Bureau states:

“The overall purpose of the GSF is to provide a dynamic instrument to enhance the role of the CFS and promote its vision as a platform to improve coordination and guide synchronized action by a wide range of stakeholders in support of global, regional and country-led actions to prevent future food crises, eliminate hunger and ensure food security and nutrition for all human beings.”

2. In discussing the rationale for development of the GSF, the introductory section will recall earlier discussions in CFS and other forums and explain how the GSF will add value to the development process by drawing on existing frameworks focused on both food security and nutrition, and securing buy-in across the stakeholder spectrum. It will clarify that the GSF is intended to offer clear guidelines and recommendations for coherent action at the global, regional and country levels supported by the full range of stakeholders and the endorsement of the High-Level Panel of Experts, while respecting country ownership of programmes to combat food insecurity.

3. In order to fulfill its objectives, GSF may:

- Identify key challenges and opportunities, priorities for action, policy options and recommendations on a range of issues related to food security and nutrition; consolidate macro-level warnings and recommendations about present and upcoming challenges, difficulties and bottlenecks;
- Promote convergence and international credibility for specific kinds of strategies, policies and programmes related to food security and nutrition; describe core elements of strategies, action plans and commitments that could be adopted by stakeholders at global, regional and country levels;
- Highlight key differences in policy and practice in areas related to food security and nutrition that could benefit from future consensus building and convergence; foster coordination for reducing duplication of work and response gaps, including their financial aspects; provide a framework for food policies that will inform and help to align strategies, policies and programmes of other Intergovernmental Organizations (IGO) in the field of agriculture and food security;
- Encourage the adoption of national strategies combining short and long-term objectives and identify ways by which the international community can support countries in investing in the transition from short term to long term;
- Describe principles and options for governance and monitoring mechanisms and systems for the development and implementation of food security and nutrition strategies.

II. LONG-TERM CHALLENGES AND STRUCTURAL CAUSES OF FOOD INSECURITY AND MALNUTRITION

4. Systematic analysis of the structural causes of food insecurity and malnutrition is required to identify and prioritize challenges affecting the realization of food security and nutrition for all

people at all levels. The structural causes include lack of coherence in policymaking at international and national level, resulting from inadequate governance of food security and nutrition; the decline in international and national investment in the agricultural sector; continuing insecurity of land tenure and access to land and other natural resources; and insufficient attention paid to the role of women and their unique vulnerabilities in regard to malnutrition. Progress in reducing child malnutrition has been extremely small and slow, and it is notable that just 24 countries account for more than 80% of the global burden of chronic undernutrition, as measured by stunting.

5. In the longer term, a major challenge will be to meet increased global demand for sufficient and appropriately nutritious food, resulting from population and income growth and changes in diets, in the face of decreasing availability and quality of natural resources. Meeting the challenge calls for yield increases and overall productivity gains in food and agricultural production in the context of a “green agriculture” as well as significant reductions in post-harvest losses. It will also include broadening the food basket and the diversity of plants and animals used in making food (dietary diversity). The current decline in yield growth rates will have to be reversed. The role of agricultural research institutions in developing local and global solutions will be critical. The impact of climate change on agricultural production and on food systems will increase the risks of food insecurity, especially for producers living in marginal environments and for smallholder households. People unable to access land or employment are at greatest risk and should be prioritized for protection, especially during times of crisis.

6. A number of issues affecting long-term trends in agriculture and food security will have to be examined and analysed and receive priority attention in the GSF, including:

- Demographic changes: population growth, urbanization and rural-urban migration;
- The empowering of women and preventing the inter-generational reproduction of hunger;
- Changing patterns of food consumption and associated production and nutritional implications;
- Pressure on natural resources: land and soil, water, biodiversity, forests and mountains;
- Climate change: including the potential for an increased incidence of natural disasters;
- Hunger resulting from protracted crises and in post-conflict situations;
- Trade in food and agricultural commodities, food quality and safety, nutrition and the implications for food security and nutrition;
- Technology development and transfer; research and development
- Degradation of the soil structure and nutrient cycling of the agricultural ecosystem;
- Accelerating loss of crop and domestic animal genetic diversity.

III. PRIORITY ISSUES TO BE ADDRESSED

7. At the present time, price volatility has been attracting a lot of attention as a key obstacle to progress towards achieving food security for all. Volatility itself is the result of fundamental, structural problems in the functioning of markets including those which do not involve the trade of agricultural commodities. Un-coordinating policy responses to supply or demand shocks also contribute to price volatility. High and volatile food prices contribute to civil unrest and political instability. Recent experience shows that the food security and nutrition of poor rural and urban populations can severely deteriorate following food price spikes, given the large share of their income that poor households spend on food. However, high food prices and experiences of poor performance of international food markets have also increased incentives for agricultural investment, including cross-border capital movements. Such investments are not always beneficial to recipient countries and poor populations, nor have they always considered nutritional outcomes. Unstable energy prices have contributed to food price volatility, and lack of infrastructure for market access creates a context in which farmers find it difficult to operate profitably and meet their own food and nutrition needs.

8. While paying attention to such immediate issues, the GSF will also focus on addressing the longer-term structural causes of hunger and analyse the principle reasons for the continuing high levels of hunger and malnutrition. A review of existing frameworks points to a list of priority issues requiring a response at the global, regional and national levels, including the following:

- ***Environmentally sustainable food and agricultural production:*** Many food production systems are at the same time lagging behind in achieving productivity and production potential while contributing to the degradation of natural resources on which agriculture depends. Others are characterized by unsustainable increases in production and yields. The issue is to identify ways to enable countries to reduce hunger and malnutrition and meet increasing future food and nutrition needs through sustainable systems along the value chain. An additional challenge for policymakers is to realize the potential for agriculture (as the most resource-intensive productive sector) to mitigate climate change impacts.
- ***Challenges faced by women:*** Women make crucial contributions to the food security of developing countries, but they consistently have less access than men to the resources and opportunities for being more productive farmers. Women lack secure tenure over their land, access to inputs such as fertilizers, improved seed varieties and mechanical equipment and proper access to credit and extension services. According to SOFA 2011, closing the gap between men and women in access to inputs could raise yields on women's farms by 20% to 30%, which in turn could increase production in developing countries by 2.5% to 4% and reduce the prevalence of undernourishment by between 12% and 17%. Women also have their own unique set of responsibilities (and vulnerabilities) in terms of securing food security and nutrition: as producers of food themselves, as income earners, as primary caregivers and as mothers. A women's nutritional status is critical not only to her own health but also to her ability to maintain a secure livelihood and ensure that her children are properly nourished and healthy, both in the womb and from birth.
- ***The role of smallholder producers:*** In many developing countries, smallholder farmers produce the bulk of food while at the same time being the main victims of poverty. The issue to be addressed is how the productivity of smallholder production systems can be improved, especially in the context of changes in the structure of demand for food and agricultural commodities, which tends to favour larger holdings and more capital intensive systems, and how smallholder producers can be more effectively linked to markets.
- ***Insecure tenure of land and other natural resources:*** Insecure tenure of land and other natural resources can leave people marginalized, act as a disincentive for investment and alienate households from the resources to which they have access, thus increasing vulnerability. Inappropriate tenure regimes can lead to over-exploitation and discourage sustainable practices. In all such cases food security and nutrition are threatened. Promoting viable systems of tenure that promote poverty reduction and food security and nutrition is an important issue, especially in view of increasing competition for and declining availability of agricultural resources.
- ***Price volatility:*** Poorer people are particularly affected by fluctuations in the price of food, as well as costs of inputs and transport. Price volatility also poses social and political challenges to national authorities. Responses to such challenges often involve ad hoc and uncoordinated interventions in food and agriculture markets, which may exacerbate price volatility and the global market situation. There is a pressing need for a coordinated policy response by countries to price volatility, including transparency in transactions in all markets and provision of better information, and action to address the underlying structural causes of volatility;
- ***Vulnerability:*** Underlining the link between poverty and hunger, the food price and the financial and economic crises of 2007-2008 showed that different groups of poor people are particularly vulnerable to such situations, and notably women and young children. In many instances, acute hunger resulting from shocks can turn into chronic food insecurity

and malnutrition. Addressing the reasons underlying vulnerability and strengthening resilience to economic and other shocks – for example through diversification of livelihoods – will not only save lives and protect livelihoods but will significantly contribute to long-term food security and nutrition.

- **Investment in agriculture:** Insufficient public and private investment in agriculture over decades, including for agriculture research, has contributed to low productivity and stagnant production in many developing countries, and has failed to improve levels of nutrition. The prospects of higher global food prices, and the uncertainty over recurring food crises and over the ability of global food markets to perform their function in the future, has created increased incentives for investment in agriculture, both in-country and across borders. It is important to ensure that investments, especially those involving land and other resource transactions, do not compromise food security and nutrition, access to resources by the poor and environmental sustainability. Policies that encourage farmers and other private-sector entrepreneurs in the food chain to invest, should be pursued. International investments should bring development benefits to the receiving country in terms of technology transfer, employment creation, upstream and downstream linkages.
- **Improving governance of food security and nutrition at all levels:** Good governance for food security and nutrition at the global, regional and country levels requires that voices of all relevant stakeholders are heard in the policy debate and that policy coordination is improved. The issue to be resolved is how to balance multistakeholder interests and participation with sound and substantive decisions and strategic directions that are translated into tangible food security and nutritional outcomes through policies, programmes and the mobilization of resources. This will require effective leadership that fosters coordination and linkages between governance structures.
- **Uniformity in agricultural subsidies:** Agricultural subsidies in rich countries lead to food dumping in poorer countries thus stifling agricultural development. These poor countries usually have agriculture as their main economic sector and thus cannot afford to subsidize it. The WTO Agreement on Agriculture prohibits new subsidies but allows existing subsidies to continue. This problem has to be solved especially if smallholder agriculture is to become more productive.

IV. POLICY OPTIONS

9. Both in the short and long term, the GSF should be grounded on the fundamental considerations and principles of the *Voluntary Guidelines to Support the Progressive Realization of the Right to Adequate Food in the Context of National Food Security*, including equality and non-discrimination, participation and inclusion, secure access to resources and assets, good governance and rule of law, and focus on individuals and groups particularly vulnerable to food insecurity. It is proposed that the twin-track approach launched by FAO in 2003 in the *Anti-Hunger Programme* and subsequently endorsed in various international forums, by the CFA and several other prominent frameworks, should be the overarching framework for the GSF. It will propose actions that contribute to the immediate needs of vulnerable people (including actions during crisis situations) combined with policies, programmes and resource mobilization to improve the longer-term productivity and sustainability of agriculture and to strengthen the resilience of production systems and poor households to shocks.

10. Policy responses that may be recommended in the GSF could include the following areas:
- **A rights-based approach:** The global food security crisis has revealed the extent to which people are unable to enjoy their right to food. Lessons learned from an increasing number of countries that use the right to food as a framework for the design, implementation and evaluation of national laws, policies and programmes should be effectively disseminated. Incorporating right to food principles in the design and implementation of food security strategies, policies and programmes is an important step in this direction.
 - **Ensuring that women and children are the focus of action for food security and nutrition:** Greater attention should be given to specific actions to improve nutrition

security, including investment in development strategies that will contribute to better nutrition for all members of society, with a particular emphasis on women and children. Nutritional concerns should be addressed both by direct interventions and also through integration of nutrition in policies and programmes for agriculture, food security, food quality and safety, rural development and overall development. Governments, donors and civil society can make a significant difference by eliminating discrimination against women under the law and ensuring that all policies, programmes and projects take account of the different roles and responsibilities of men and women and the constraints they face in agriculture and rural employment, and also the problems faced by young people. Greater and more effective involvement of women and use of their knowledge, skills and experience will advance progress towards sustainability and development goals, and attention to child nutrition will help combat intergenerational reproduction of hunger.

- ***Agriculture as an engine for development:*** Food security is closely connected with economic growth and social progress. The food security agenda should focus on agriculture, which constitutes the basis of most poor peoples' livelihoods, and is the backbone of rural economies in most developing countries. The food security agenda should also focus on investments in agriculture that aim to improve nutritional outcomes. There is a particular need to support smallholder adaptation to changes in food demand and the challenges posed by evolving technology and sustainability requirements. This will be achieved through improved access to markets, the adaptation and adoption of appropriate technologies, institutional innovations and improved access to natural, financial, social and human capital.
- ***Research and development:*** If the world is to secure the increases in agricultural productivity required to produce enough food for the growing global population, greater emphasis is needed on the role of agricultural research and the development and transfer of appropriate and adapted technologies, and development of capacity for their effective utilization, to farmers in developing countries. Increasingly more research effort is also needed in broadening the food basket and promoting dietary diversity as a key contributor to food and nutrition security.
- ***Safety nets, social protection and nutrition:*** More attention must be paid to the immediate needs of those who lack the necessary purchasing power to meet their food and nutrition requirements. Various forms of social protection and safety nets to reduce vulnerability should not only meet immediate needs, often arising from natural disasters or conflicts, but also contribute to reducing uncertainty and improve agricultural productivity. Social protection and safety nets are particularly important for people with very limited access to resources.
- ***Strengthened trading systems:*** Open trade flows within and between countries and efficient markets can have a positive role in strengthening food security and nutrition. Enhanced international market opportunities — by way of reductions in trade barriers and elimination of trade-distorting support to agriculture — should be pursued through multilateral trade negotiations, with due attention paid to the need for fairness in international trading.
- ***Agrarian reform and land tenure:*** Agrarian reform is needed in regions and areas with strong social disparities, poverty and food insecurity, as a means to broaden sustainable access to and control over land and related resources. This should be achieved through a programme based on coherent, rights-based, ethical, participatory and integrated policies. There is a need for a system of *Voluntary Guidelines on the Responsible Governance of Land Tenure and other Natural Resources* to provide a framework for responsible tenure governance that supports food security, poverty alleviation, sustainable resource use and environmental protection. The CFS is currently leading a process to review, finalize and adopt such a system.
- ***Investment in agriculture:*** The vast bulk of investment in agriculture will come from farmers themselves and other private-sector operators along the value chain. The role of

governments, supported by donors, is to create an enabling environment to encourage that investment, by developing infrastructure, effective markets and information flows. Investment is also critically needed in support of agriculture research at both national and international levels. Benefits from international investments in agriculture are not automatic. Care must be taken to formulate investment contracts and to select business/production models that encourage investment, and to ensure that these are supported by appropriate legislative and policy frameworks. CFS is considering a broad and inclusive consultation process to further develop and raise awareness and ownership of the type of agricultural investment that would promote food security and reduce hunger and malnutrition.

V. MONITORING PROGRESS TOWARDS OBJECTIVES AT COUNTRY LEVEL

11. The CFS reform document states that CFS “should help countries and regions, as appropriate, address the questions of whether objectives are being achieved and how food insecurity and malnutrition can be reduced more quickly and effectively. This will entail developing an innovative mechanism, including the definition of common indicators, to monitor progress towards these agreed-upon objectives and actions taking into account lessons learned from the CFS process itself and other monitoring attempts.”

12. The objectives to be monitored are likely to include the MDGs, particularly MDG1, and regionally agreed targets such as the eradication of hunger by 2025 in Latin America and the Caribbean, and CAADP. Monitoring implementation of the GSF and its impact will also be important. While FAO and other international agencies will continue their work in global monitoring of hunger and malnutrition, the GSF should provide guidance to countries in monitoring and reporting their own progress towards their stated objectives. The GSF should also outline principles and options for effective and inclusive governance of food security and nutrition at the national level, which is a critical element in the global strategy. This will facilitate the sharing of good practice and successful experiences between countries, to improve understanding of what works well and what works less well on the ground.

13. The GSF should provide guidance to assist countries in integrating monitoring programmes within their national and local food security and nutrition priorities and strengthening the alignment with available resources. CFS is currently looking into approaches to mapping food security actions at country level to assist countries to better align national food security and nutrition objectives with policies, strategies and programmes and available resources. The GSF may provide guidance on measurement criteria and common performance indicators to be adopted, including nutrition-specific indicators.

VI. DEFINITION OF TERMS

14. The GSF will include a glossary and definition of terms commonly used, to ensure common understanding of concepts, analysis and guidelines. This will include:

- **Food security** exists when all people, at all times, have physical, social and economic access to sufficient, safe and nutritious food that meets their dietary needs and food preferences for an active and healthy life.
- **Nutrition security** exists when food security is combined with a sanitary environment, adequate health services, and proper care and feeding practices to ensure a healthy life for all household members.