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COMMISSION STAFF WORKING DOCUMENT

Boosting food and nutrition security through EU action: implementing our commitments

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1. INTRODUCTION

In 2010, the European Union (EU) took a significant step towards cooperating with partner countries to address food and nutrition security challenges by adopting an EU policy framework for food security¹. This policy framework constitutes the basis for a common framework for action for the EU and its Member States as endorsed by the Council², built around the four pillars of food security.

In the Council Conclusions of 2010, in addition to re-emphasising and highlighting certain priorities for the EU and its Member States, the Council underlined

"[...] .the need for coordination within the EU and its Member States regarding different food security and nutrition initiatives, including the operationalisation of this policy framework, and invites the Commission to propose an implementation plan".

The Council requested an implementation plan which operationalises the policy, not a results framework. Therefore, in line with Article 210(2) TFEU³ this plan is coordinated by the Commission, in close consultation with experts from the Member States. It defines the operational response with regard to recent policy commitments on food and nutrition security⁴. Furthermore, the Council also invited the Commission to present a Communication on Nutrition. This nutrition policy framework⁵, together with the EU approach to resilience⁶, further bolsters pillars three and four of food security (regarding nutritional adequacy of food intake and enhancing crisis prevention and management respectively). While this plan deals exclusively with development cooperation, it is worth underlining that, also in 2010, a Humanitarian Food Assistance policy was adopted⁷. Since 2010, there have been further EU development policy commitments⁸ which complement and re-emphasise these priorities which have been taken into account in this plan.

The following sections delineate the objective, approach, guiding principles, and scope of the proposed implementation plan. The final and most central sections to the process concern reporting and communication.

¹ COM(2010) 127, An EU policy framework to assist developing countries in addressing food security challenges

² Council Conclusions on an EU policy framework to assist developing countries in addressing food security challenges, 10th May 2010

³ Article 210 (2) TFEU reads: “*The Commission may take any useful initiative to promote the coordination referred to in paragraph 1*”.

⁴ The term 'food and nutrition security' has now replaced 'food security'.

⁵ COM(2013) 141, Enhancing maternal and child nutrition in external assistance, 12th March 2013

⁶ COM(2012) 586, The EU approach to resilience: learning from food security crises, 3rd October 2012

⁷ COM(2012) 126, Humanitarian Food Assistance, 31st March 2010.

⁸ This includes the 2010 food security policy (COM(2010)127), the 2011 Agenda for Change (COM(2011)637), the 2012 resilience approach (COM(2012)586), the 2012 Communication (COM(2012)446) and Council Conclusions on social protection, and the 2013 nutrition policy (COM(2013)141).

2. OBJECTIVE

The objective is to define an operational response for the EU and its Member States that presents interventions to deliver relevant policy commitments. This implementation plan follows up on the invitation from the Council to propose a way that helps ensure improvements in the coherence, complementarity and coordination (the '3 Cs') of EU and Member State cooperation and is based on combined efforts between the EU and its Member States.

3. APPROACH

In fostering further improvements in coherence, complementarity and coordination, efforts will be based on a "three-pronged" approach. All prongs are complementary and are not mutually exclusive.

The three-pronged approach centres on:

- enhancing political and policy dialogue by the EU and its Member States on food and nutrition security with partner countries, regional and global organisations and initiatives, civil society organisations and the private sector;
- enhancing EU and Member States' programmes comprising implementing joint EU and Member State programmes where feasible, and including, but not limited to, countries where joint programming is currently being carried out; and
- identifying interventions for the EU and its Member States to take, either jointly or according to division of labour, to contribute to global, regional and national efforts to combat food and nutrition insecurity. These interventions result directly from common EU policy priorities, are non-exhaustive, and provide a representative sample of broad actions to be carried out. They do not exclude other interventions or actions relating to either combined or individual dialogues and programmes.

4. GUIDING PRINCIPLES

The approach to developing the plan has been informed by, and anchored in, seven principles:

1. A rights-based approach to food and nutrition security.
2. Mainstreaming gender equality and climate change should be prominent.
3. Aid effectiveness principles centred on country ownership, alignment, harmonisation, managing for development results, and mutual accountability, as defined in the Paris Declaration, the Accra Agenda for Action and the EU position for the fourth high-level forum on aid effectiveness (Busan).
4. The Rome Principles for sustainable global food security.
5. There are non-sector specific international agreements (notably on Policy Coherence for Development), that affect food and nutrition security outcomes to which the proposed interventions need to adhere, but are reported against in parallel processes.
6. The need to assist partners to facilitate, leverage and strengthen the impact of diverse sources of support (including from the private sector and countries' own resources), recognising that development cooperation plays a catalytic and indispensable role in supporting food and nutrition security, but it is only part of the solution.

7. Countries and regions where tasks will be divided, on the basis of respective comparative advantage, will be identified and interventions will be coordinated under the full ownership of local authorities and/ or regional institutions and under the guidance of a lead donor or organisation.

5. SCOPE OF THE PLAN

The plan is presented in the form of a reporting and communication commitment, together with a scorecard, which is outlined in sections 6 and 7. The scorecard is initially broken down by six policy priorities (in no specific order) reflecting agreed EU and Member State policy commitments in the areas of food and nutrition security:

- 1) improving smallholder resilience and rural livelihoods;
- 2) supporting effective governance;
- 3) supporting regional agriculture and food and nutrition security policies;
- 4) strengthening social protection mechanisms for food and nutrition security, particularly for vulnerable population groups;
- 5) enhancing nutrition in particular for mothers, infants and children; and
- 6) enhancing coordination between development and humanitarian actors to build resilience and promote sustainable food and nutrition security.

The timeframe for carrying out this plan is 2014-2020.

6. REPORTING AND COMMUNICATION

The purpose of reporting is to communicate ever increasing improvements in how well the EU and its Member States work in terms of the 3 Cs of coherence, complementarity and coordination in delivering political and policy dialogue, efforts at joint programmes (including joint programming) and specific interventions for the EU and its Member States to take according to common priorities.

In line with Article 210 TFEU, the Commission shall carry out a coordinating role to prepare a joint report on a biennial basis, starting in 2014 and ending in 2020 with a review of the process. These reports shall be prepared in close collaboration with, including with direct contributions from, the Member States. The reports will be presented to the Council for endorsement and may also be presented at the annual meeting of the Committee on World Food Security as an update of the EU's progress.

The first report will provide an assessment of the current situation regarding EU and Member State efforts to address food and nutrition security across the six policy priorities, in accordance with the 3 Cs. For this, mapping of EU and Member State support per country, per region and at global level will be crucial and should be updated regularly. It must be noted that not all Member States, nor the Commission, will necessarily be active in all areas. The successive reports in 2016, 2018 and 2020 should help demonstrate incremental improvements in delivering commitments over this period, including recommendations for further improvements to be followed up and demonstrated in subsequent reports.

While recognising that both the EU and its Member States have full flexibility in carrying out monitoring and evaluation of their respective programmes and policies at global, regional and country levels, the results of these (notably from monitoring and process reviews/evaluations) should also feed into the reporting mechanism designed for this implementation plan. The

nature of the information reported will provide an aggregate assessment of EU wide performance.

The information required from the EU and its Member States to measure progress in delivering on EU and Member State policy commitments includes both quantitative and qualitative assessments. Performance criteria are outlined in the scorecard in section 7 relevant to the six policy priorities. These are generic by nature in order for each Member State and the EU to have the space to tell their own story without being caged by prescriptive criteria. The performance criteria incorporate financial expenditure in food and nutrition security for the years the report will refer to, progress in carrying out political and policy dialogue and implementing individual Member State and EU programmes in accordance with the 3 Cs (including joint programmes and joint programming) and the guiding principles. Successful case studies demonstrating results and measurable impact in the context of this approach may also be included in the report. Therefore, where feasible and relevant, joint assessment and reporting mechanisms at local level, involving partner authorities and stakeholders, shall be promoted.

The effect of this plan will instigate a process to provide reliable, regular information on the interventions of the EU and its Member States, ensure accountability to policy commitments and further advance the aid effectiveness agenda in concrete terms.

7. SCORECARD

<p style="text-align: center;">Policy priority 1: <i>Improve smallholder resilience and rural livelihoods</i></p>	<p><u>Performance criteria:</u></p> <ul style="list-style-type: none"> • Number and value of relevant programmes supported in X countries or at international level • Number and value of relevant national and international research programmes supported • Number and value of joint EU and Member State programmes supported at national, regional and global levels
<p style="text-align: center;"><u>Interventions</u></p> <ol style="list-style-type: none"> 1. Support policies and programmes which focus on sustainable agricultural intensification and diversification for smallholder farmers, particularly women, including through enhanced public private partnerships. 2. Support policies and programmes in partner countries which aim to increase access for smallholder farmers, in particular women farmers, to land and water resources, improved farm inputs, credit, and extension services, and which aim to reduce post-harvest losses and improve storage facilities. 3. Assist partner countries in addressing climate change and its effects on food and nutrition insecurity and agricultural development through adaptation, mitigation and resilience-building measures. 4. Support pro-poor, demand-led research for development and technology transfer, extension and innovation, and ensure that this research is accessible to, and used by, smallholder farmers and in particular, women. 5. Support programmes in rural areas which aim to build resilience and generate income and off-farm employment, including by assisting smallholder and women farmers, to add value to their produce and to develop viable agribusinesses, to improve the links between smallholder farmers and markets and to enhance the efficiency of agricultural value chains. 	

<p style="text-align: center;">Policy priority 2: <i>Support effective governance</i></p>	<p><u>Performance criteria:</u></p> <ul style="list-style-type: none"> • Number and value of relevant programmes supported in X countries or at international level • Number and value of joint EU and Member State programmes supported at national, regional and global levels • Joint EU and Member State positions agreed for national and global fora (including the Committee on World Food Security, FAO, IFAD, etc.) • Development and implementation of relevant international initiatives and agreements supported in X partner countries • Policy coherence improved as documented in relevant reports
<p><u>Interventions</u></p> <ol style="list-style-type: none"> 1. Support the progressive realisation of the right to safe, sufficient and nutritious food for all in partner countries, and the implementation of the <i>Voluntary Guidelines to support the progressive realisation of the right to adequate food in the context of national food security</i>. 2. Support national, regional and international initiatives for good governance and security of land tenure and use rights, including the implementation of the <i>Voluntary Guidelines and responsible governance of tenure of land, fisheries and forests in the context of national food security</i>, and facilitate responsible agricultural investments and investments in land. 3. Support initiatives to strengthen and enhance the functioning of civil society organisations in partner countries and farmers’ organisations, particularly those which actively target poor smallholder and women farmers as members, contributing to their empowerment to participate in decision-making and implementation and evaluation of programmes. 4. Support programmes which focus on empowering women, strengthening their decision-making role at household level, including in relation to decisions about food production, consumption and the use of household assets, and which seek to ensure that women’s voices are heard and integrated into decision making at national and local levels. 5. Increase support to continental, regional and national Comprehensive Africa Agriculture Development Programme 	

(CAADP) programmes and plans.

6. Strengthen global governance for food and nutrition security and take a strong leadership and advocacy role internationally to ensure that food and nutrition security is prioritised in global and regional development fora.
7. Promote coherence between relevant internal policies and the objectives of external development assistance polices.

<p>Policy priority 3: <i>Support regional agriculture and food and nutrition security policies</i></p>	<p><u>Performance criteria:</u></p> <ul style="list-style-type: none">• Number and value of regional programmes supported
<p><u>Interventions</u></p> <ol style="list-style-type: none">1. Support the development and implementation of regional level agricultural policies and strategies to step up integration of regional food markets and disease control programmes, including food safety against foodborne illness.2. Reinforce regional and national information systems in support of agriculture and food and nutrition security policies, including those for early warning systems and transparency in markets.	

<p>Policy priority 4: <i>Strengthen social protection mechanisms for food and nutrition security, particularly for vulnerable population groups</i></p>	<p><u>Performance criteria:</u></p> <ul style="list-style-type: none"> • Number and value of social protection programmes supported in X countries • Number and value of joint EU and Member State social protection programmes in X countries
<p><u>Interventions</u></p> <ol style="list-style-type: none"> 1. Support countries to develop nationally owned and led comprehensive social protection systems which are flexible, adapted to local contexts, and target both labour and non-labour constrained vulnerable population groups, and funded increasingly from domestic resources. 2. Support existing social protection programmes to expand their coverage and linkages with other sectors and enhance predictability, reliability, sustainability, scalability, resilience and the crisis response capacity of the interventions. 	

<p style="text-align: center;">Policy priority 5: <i>Enhance nutrition, in particular for mothers, infants and children</i></p>	<p><u>Performance criteria:</u></p> <ul style="list-style-type: none"> • Increased effective EU advocacy in X partner countries and at international level • Number and value of relevant programmes supported in X countries or at international level • Number and value of joint EU and Member State programmes supported at national, regional and global levels
<p><u>Interventions</u></p> <ol style="list-style-type: none"> 1. Increase advocacy with partner country governments to raise the profile of nutrition within their respective national strategies and programmes, and to align their resources accordingly. 2. Increase financial and technical support to partner countries to scale up and effectively address under-nutrition and improve national governance on nutrition, with a particular focus on those countries which have signed up to the Scaling Up Nutrition Movement. 3. Increase financial support for scaling up proven direct nutrition interventions, in particular those which combat maternal, infant and child under-nutrition and the irreversible effects of chronic under-nutrition in early childhood, targeting the 1,000 day window of opportunity from pregnancy to the age of 2. 4. Support to continental, regional and national nutrition research programmes and plans. 5. Support partner countries to integrate nutrition into national sectoral policies including agriculture, food safety, health and HIV/AIDS, education, gender, environment, social protection, and water, sanitation and hygiene, and increase awareness-raising and financial support for scaling up proven nutrition sensitive interventions in partner countries. 6. Incorporate nutrition specific objectives and indicators into the design and evaluation of EU supported agriculture and food security policies and programmes. 	

Policy priority 6:

Enhance coordination between development and humanitarian actors to build resilience and promote sustainable food and nutrition security

Performance criteria:

- Increased effective EU advocacy on building resilience in X partner countries and at international level
- Number of joint analyses and planning exercises
- Number and value of resilience-oriented programmes supported in X countries or at international level
- Number and value of joint EU and Member State programmes supported at national and regional levels
- LRRD joint frameworks for EU assistance operational in X partner countries through flexible humanitarian and development funding modalities

Interventions

1. Support integration of resilience-building into partner countries' policies and planning, in particular into national development, poverty reduction and food and nutrition security strategies and encourage ownership of resilience priorities at national and local levels.
2. Support programmes and activities which strengthen the capacity of partner countries and local communities and assist them to anticipate, prevent and prepare for food security crises and to enhance crisis response, recognising the differential impacts and capacities of women, men and vulnerable groups.
3. Build capacity to improve risk monitoring, including climate risk, and vulnerability assessments in partner countries and regions prone to food crises.
4. Provide specific support to food insecure countries in transition and fragility to build resilience according to the Fragile States principles and the New Deal.
5. Promote principles of aid effectiveness as outlined in the Busan conclusions.
6. Ensure that humanitarian and development funding mechanisms are flexible, predictable, and sufficient to support resilience

in food insecure partner countries.