

Mothers First Submission to the HLPE-FSN consultation on the V0 draft of the report

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Overview of submission:

This submission centres around acute hunger and is focused on the 1.9 billion people in fragile settings, which accounts for 74% of extreme poverty. Over 350 million people live in poverty so extreme that they have Integrated Food Security Phase Classification (IPC) phase 3 and above. The names tell the story very well.

Crisis IPC Phase 3

Emergency IPC Phase 4

Catastrophic IPC Phase 5

For those of us who have seen extreme hunger, the hunger that kills every day, will have no doubt that these women, children and men are the furthest behind people in our world. The Secretary-General and the entire United Nations System repeatedly tell of the unfolding humanitarian emergencies, yet that narrative is not getting through in any tangible way.

This current draft paper under review highlights this very well, with the Sub Chapter in Chapter 2 of the report on fragility still needs to be written. Given that people in fragile settings represent almost 25% of the world's population, fragile settings have only been mentioned eight times in the report.

The central reason for this is that the SOFI Report, which is the anchor point of both the CFS and this consultation, is mandated to look at chronic hunger. It is undoubtedly welcomed that SOFI 2022 clearly outlined this recommending the *Global Report on Food Crisis* as the corresponding report that deals with acute hunger.

By the very nature of our individual needs for sustenance, the vulnerabilities within the spectrum of food security are compounded directly by the severity of the food insecurity we

find ourselves in. Given the number of people living in fragile settings who are experiencing crisis to Catastrophic levels of food security, we strongly advocate for the need for acute food insecurity to be integrated in all seven chapters of the report.

Submission format

This submission is organised into seven chapters. The first chapter seeks to disentangle key components of the acute food security crisis by transcribing three pages from the Global Humanitarian Overview 2023 entitled *Hundreds of millions of people face hunger as a historic food crisis looms*. The preceding six chapters examine different dimensions of the 2023 overview. We will look at the practical interpretation of the food insecurity rating and the impact acute food security has on mortality and nutrition status. We will look at finance through the equity lens of the right to food and the chronic underfunding of Humanitarian Response Plans.

We will also consider the equitable inclusion of all groups affected by food security within this draft report and the CFS Frameworks. We will take a more in-depth look at the numbers and the genuine possibility of 2023 being a year where food security goes from an issue of distribution to one of overall availability.

The paper will conclude with four key recommendations for this consultation. These recommendations will be framed within the overall framework of the CFS.

The world faces the possibility of a paradigm change from food as a distribution issue to a supply issue. Early reports from countries on cereal production in India, Argentina and Brazil are down. We hope this submission will help calibrate how acute hunger aligns with the CFS thematic workstream in inequalities.

Including equity and acute hunger in a meaningful way would show considerable leadership and prowess to help bring together the humanitarian Development divide and move forward the aspiration that so many of us hope of the Grand Bargain in 2016.

<https://interagencystandingcommittee.org/about-the-grand-bargain>

This submission extensively references four key UN Documents which specifically deal with acute hunger.

- Global Report on Food Crisis

<https://reliefweb.int/report/world/global-report-food-crises-2022-mid-year-update>

- Global Humanitarian Overview 2023

<https://reliefweb.int/report/world/global-humanitarian-overview-2023-enaesfr>

- The Hunger Hotspot Report (October to Jan 2022/2023 edition)

[Hunger Hotspots - FAO-WFP early warnings on acute food insecurity | October 2022 to January 2023 Outlook](#)

- Summary of CFS/ UN General Assembly high-level special event 18th July 2022

<https://www.fao.org/3/nk508en/nk508en.pdf>

Chapter 1

Transcript including references of 3 pages of the 2023 Global Humanitarian Overview 2023

Hundreds of millions of people face hunger as historic food crisis looms P22 and P 25

Global Humanitarian Overview



GLOBAL HUMANITARIAN
OVERVIEW 2023

2023

The largest global food crisis in modern history is unfolding, driven by conflict, climate shocks and the looming threat of global recession. Hundreds of millions of people are at risk of worsening hunger. Acute food insecurity is escalating, and at least 222 million people across 53 countries are expected to face acute food insecurity and need urgent assistance by the end of 2022. (35)

There is also a gender dimension, with women more likely to be affected by hunger. In 2021, nearly 32 per cent of women in the world were moderately or severely food insecure, compared to nearly 28 percent of men. (36) Starvation is a very real risk for 45 million people in 37 countries. As of October 2022, 989,000 people were already in Catastrophe (IPC/CH Phase 5): 301,000 of them were in Somalia, the remainder in Afghanistan, Ethiopia, Haiti (which recorded populations in IPC Phase 5 for the first time), South Sudan and Yemen. (37) On top of this, 60 million children worldwide are at risk of being acutely malnourished by the end of 2022, compared to 47 million in 2019.³⁸ Syria – which uses a different methodology – is home to 12 million food insecure people, equating to roughly 54 per cent of the country's population. Among these people, 2.5 million are severely food insecure.³⁹

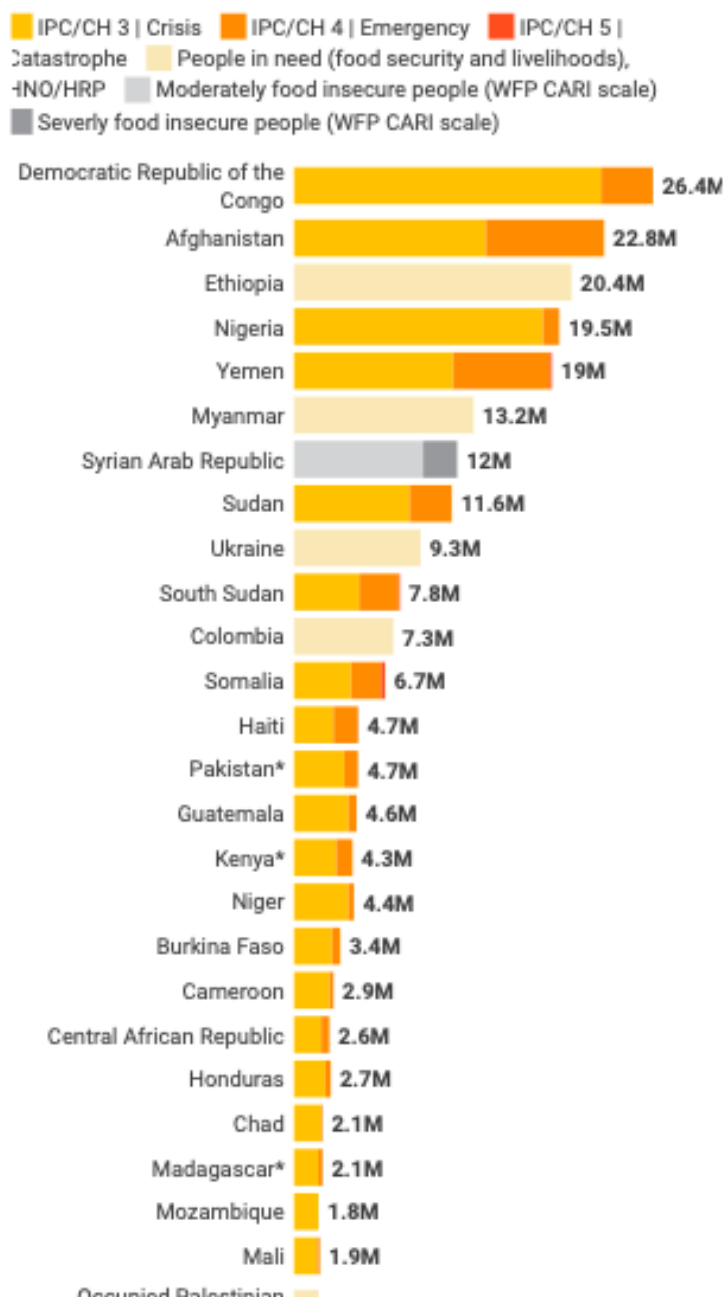
Conflict remains the key driver of acute food insecurity. More than 70 per cent of people experiencing hunger live in areas afflicted by war and violence.⁴⁰ In 2021, around 139 million people in 24 countries and territories affected by conflict and insecurity were facing Crisis levels of food insecurity or worse (IPC/CH Phase 3 or above).⁴¹ In that same year, conflict was the key driver in three of the four countries with populations in Catastrophe (IPC/CH Phase 5) – Ethiopia, South Sudan and Yemen.⁴²

Food prices have been rising at an alarming rate since mid-2020 and now remain at a 10-year high, despite declining slightly in recent months.⁴³ These fluctuations are unlikely to curb domestic food inflation in countries facing a toxic combination of tumbling currency value and high inflation: 99 countries have had year-on-year food inflation of 10 per cent or more, with food inflation exceeding 15 per cent in 63 countries,⁴⁴ making essential purchases unaffordable for many people.⁴⁵

Economic shocks were the main driver of food insecurity across 21 countries. A total of 302 million people in these countries were in Crisis or worse levels of acute food insecurity (IPC/CH Phase 3 or above) in 2021, reflecting soaring food prices due to uneven global economic recovery from the COVID-19 pandemic, high inflation and widespread supply chain disruptions.⁴⁶ This was even more acutely felt in sub-Saharan Africa. For example, by the end of July 2022, prices of staple cereals had doubled in parts of South Sudan compared to February 2022.⁴⁷ When families do not have enough food to eat or enough money to buy food, they may resort to extreme coping mechanisms in order to acquire food, including family separation, child labour and child marriage.⁴⁸

Number of people in acute food insecurity in 2023 HRP countries

Haiti, Somalia, South Sudan and Yemen report people experiencing Catastrophic levels of hunger.



Based on GRFC MYU 2022, FAO-WFP Hunger Hotspots Report Oct 2022 - and 2023, and updates from IPC. Data for Syrian Arab Republic, Palestine and Lebanon is from 2021. No IPC/CH data exists for Colombia, Myanmar, Ukraine, Venezuela. Data for Colombia comes from the HNO 2022 and does not include nutrition. Data for Myanmar comes from the HNO and for Ukraine from the latest Flash Appeal. In Afghanistan, 20 000 people were in IPC 5 in March–May 2022. For Ethiopia, no IPC information exists for 2022. According to the latest IPC analyses, 4.3 million people were in IPC Phase 4 (IPC Dec 2020, January - June 2021, IPC June 2021 for Tigray,

May-June 2021) and 0.4 million were in IPC Phase 5 (IPC June 2021 for Tigray, July - September 2021). For Syria, severely food insecure include 8 million people residing in camps who are considered food insecure and need of full support. For Palestine, number is based on SEFSec methodology. Populations that are classified as 'moderately acute food

Extreme climatic and weather events were the main drivers of acute food insecurity in eight African countries, with 23.5 million people in Crisis or worse (IPC/CH Phase 3 or above). In Madagascar, severe droughts pushed almost 14,000 people into Catastrophic levels of food insecurity (IPC Phase 5) between April and September 2021.⁴⁹

As needs increase, so do operational costs to help people in need. Scaled-up funding for cash, food and livelihood assistance remains an urgent priority, especially as the global food crisis has not yet reached its peak.

References

41. Organized violence and armed conflict are key drivers of acute food insecurity in eastern B DRC, Ethiopia, northern Nigeria, northern Mozambique, central Sahel, Somalia, South Sudan, JSyrian Arab Republic, Ukraine and Yemen.
42. Food Security Information Network, Global Report on Food Crises 2022 (GRFC), p. 7. 43. FAO, FAO Food Price Index, accessed September 2022.
44. WFP, WFP internal Corp Alert System, October 2022; Trading Economics, <https://tradingeconomics.com/currencies>, accessed on 21/10/2022.
45. WFP internal analysis; WFP Chief Economist, International food commodity prices are retreating but simply not enough, August 2022.
46. Food Security Information Network, Global Report on Food Crises 2022 (GRFC), p. 22. 47. WFP, South Sudan Situation Report #303, 31 July 2022.
48. PLAN - Child Protection and Child Security. An evidence review of the linkages in
49. Food Security Information Network, Global Report on Food Crises 2022 (GRFC), p. 23.

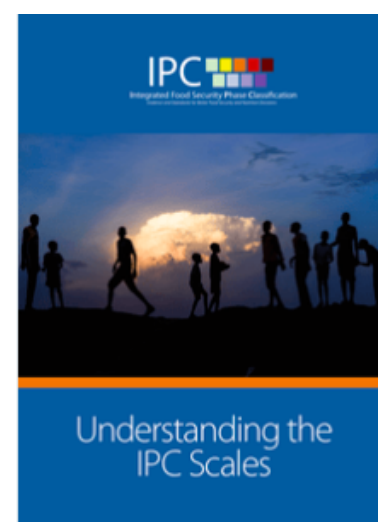
Chapter 2

Understanding the IPC Phase Classification

The Integrated Food Security Phase Classification (IPC) provides a common scale for classifying the severity and magnitude of food insecurity and acute malnutrition, which improves the rigour, transparency, relevance and comparability of food security and nutrition analysis for decision-makers.

IPC analyses seek to answer six questions:

1. How severe is the situation?
2. When will populations be affected?
3. Where are the most affected people located?
4. How many people are affected?



5. Why is it happening?
6. Who are those most affected?

To answer these questions, the IPC uses three scales: the Acute Food Insecurity scale, the Chronic Food Insecurity scale and the Acute Malnutrition scale.

The IPC distinguishes between acute food insecurity, chronic food insecurity and acute malnutrition, since different interventions are needed to address each situation, providing decision-makers with invaluable information to address food insecurity and malnutrition.

Link to Understanding the IPC Scales

<https://reliefweb.int/report/world/understanding-ipc-scales#:~:text=The%20Integrated%20Food%20Security%20Phase,nutrition%20analysis%20for%20decision%2Dmakers.>

The three IPC Scales measure food insecurity in both chronic and acute hunger in adults and acute hunger in children. While this submission is focused on Acute IPC Phase 3 and above, the synergies through pathways of all three scales is worth highlighting.

	Level 1 No/Minimal Chronic Food Insecurity	Level 2 Mild Chronic Food Insecurity	Level 3 Moderate Chronic Food Insecurity	Level 4 Severe Chronic Food Insecurity
Chronic food insecurity level name and description	In a common year, households are continuously able to access and consume a diet of acceptable quantity and quality for an active and healthy life. household livelihoods are sustainable and resilient to shocks. households are not likely to have stunted children.	In a common year, households are able to access a diet of adequate quantity but do not always consume a diet of adequate quality. household livelihoods are borderline sustainable, and resilience to shocks is limited. households are not likely to have stunted children.	In a common year, households have ongoing mild deficits in food quantity and/or seasonal food quantity deficits for 2 to 4 months of the year, and consistently do not consume a diet of adequate quality. household livelihoods are marginally sustainable, and their resilience to shocks is very limited. households are likely to have moderately stunted children.	In a common year, households have seasonal deficits in quantity of food for more than 4 months of the year and consistently do not consume a diet of adequate quality. household livelihoods are very marginal and are not resilient. households are likely to have severely stunted children.
Key implications for response planning¹	Monitor the food security situation, invest in disaster risk reduction, and reinforce livelihoods as needed.	Monitor the food security situation, invest in disaster risk reduction, and protect and strengthen livelihoods as needed. Address underlying factors to increase the quality of food consumption.	Urgent Action Required to: →	
			Address underlying factors to increase the quality and quantity of food consumption and decrease chronic malnutrition. Consider safety net programmes as needed.	Implement safety net programmes to improve the quality and quantity of food consumption. Implement complementary programmes to address underlying factors to substantially decrease food insecurity and chronic malnutrition.

Chronic Food Insecurity

Phase name and description	Phase 1 Acceptable	Phase 2 Alert	Phase 3 Serious	Phase 4 Critical	Phase 5 Extremely Critical
	Less than 5% of children are acutely malnourished.	5-9.9% of children are acutely malnourished.	10-14.9% of children are acutely malnourished.	15-29.9% of children are acutely malnourished. The mortality and morbidity levels are elevated or increasing. Individual food consumption is likely to be compromised.	30% or more children are acutely malnourished. Widespread morbidity and/or very large individual food consumption gaps are likely evident.
	The situation is progressively deteriorating, with increasing levels of acute malnutrition. Morbidity levels and/or individual food consumption gaps are likely to increase with increasing levels of acute malnutrition.				
Priority response objective to decrease acute malnutrition and to prevent related mortality. ²	Maintain the low prevalence of acute malnutrition.	Strengthen existing response capacity and resilience. Address contributing factors to acute malnutrition. Monitor conditions and plan response as required.	Urgently reduce acute malnutrition levels through →		
			Scaling up of treatment and prevention of affected populations.	Significant scale-up and intensification of treatment and protection activities to reach additional population affected.	Addressing widespread acute malnutrition and disease epidemics by all means.

Acute food insecurity in children

Phase 3 Crisis	Phase 4 Emergency	Phase 5 Catastrophe/ Famine
Households either: <ul style="list-style-type: none"> • Have food consumption gaps that are reflected by high or above-usual acute malnutrition; or • Are marginally able to meet minimum food needs but only by depleting essential livelihood assets or through crisis-coping strategies. 	Households either: <ul style="list-style-type: none"> • Have large food consumption gaps which are reflected in very high acute malnutrition and excess mortality; or • Are able to mitigate large food consumption gaps but only by employing emergency livelihood strategies and asset liquidation. 	Households have an extreme lack of food and/or other basic needs even after full employment of coping strategies. Starvation, death, destitution and extremely critical acute malnutrition levels are evident. (For Famine Classification, an area needs to have extreme critical levels of acute malnutrition and mortality.)
Urgent action required to:		
Protect livelihoods and reduce food consumption gaps	Save lives and livelihoods	Revert/prevent widespread death and total collapse of livelihoods

Acute food insecurity

IPC Phase classification.

In order to be able to comprehend reports that detail crises to catastrophic levels of food insecurity, it is imperative to acknowledge the phase classification sincerely

The most recent edition of the Hunger Hotspot Report (October to Jan 2022/2023) outlined that almost 1 million people experiencing catastrophic/famine levels of food insecurity (IPC5) 301,000 of them were in Somalia, the remainder in Afghanistan, Ethiopia, Haiti On top of this, 60 million children worldwide are at risk of being acutely malnourished by the end of 2022, compared to 47 million in 2019.³⁸ Syria – which uses a different methodology– is home to 12 million food insecure people, equating to roughly 54 per cent of the country’s population. Among these people, 2.5 million are severely food insecure.³⁹ GHO

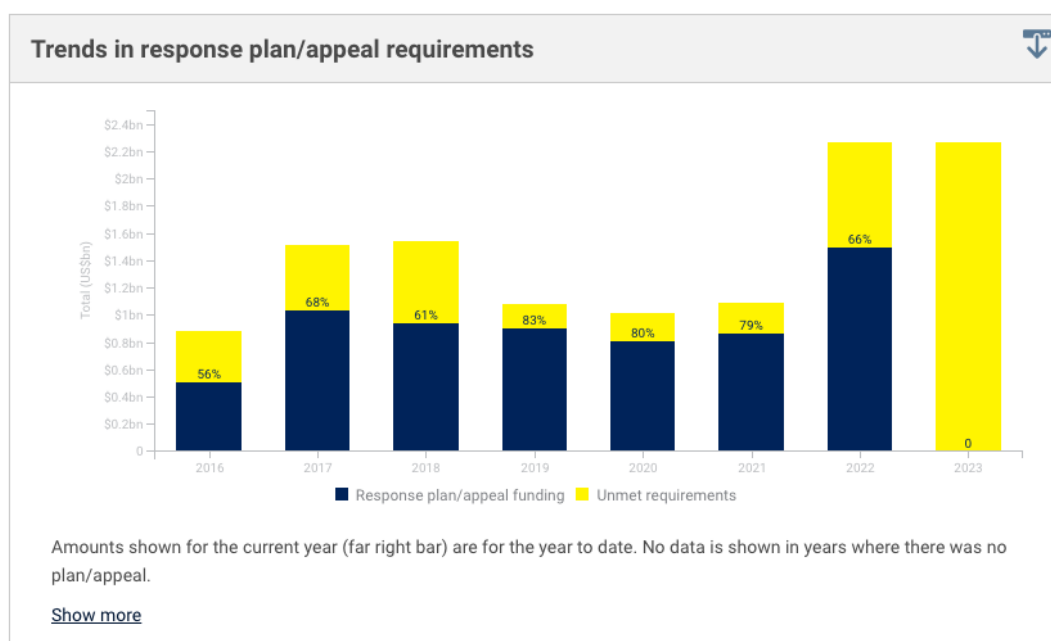
In addition, 45 million people in 37 countries are projected to have so little to eat that they will be severely malnourished, at risk of death or already facing starvation and death (IPC/CH Phase 4 and above).

This includes 970 000 people projected to face Catastrophic conditions (IPC/CH Phase 5) in 2022, if no action is taken. (*Hunger Hotspot Report*)

What IPC 5 looks like on the ground. Somalia.

In **Somalia**, a likely fifth below average rainy season, combined with high food prices and persistent conflict, is rapidly driving an extreme deprivation of food, with parts of the Bay region likely to experience Famine in the context of critical gaps in funding levels to support humanitarian assistance in the last quarter of the year. Several other areas of central and southern Somalia are projected to face an increased Risk of Famine between October and December. Overall, 6.7 million people are expected to face high levels of acute food insecurity (IPC Phase 3 and above) between October and December 2022, including 2.2 million people in Emergency (IPC Phase 4) and at least 300 000 people in Catastrophe (IPC Phase 5). (*Hunger Hotspot Report*)

Somalia's Humanitarian Response Plan is underfunded by 34% or 775 million dollars.



<https://fts.unocha.org/appeals/1063/summary>

Somalia Humanitarian Response Plan can be found here

<https://reliefweb.int/report/somalia/somalia->

[Humanitarian-response-plan-2022-december-2021](https://reliefweb.int/report/somalia/somalia-humanitarian-response-plan-2022-december-2021)



Nutritional outcome indicators for Somalia.

For those of us who have witnessed a child or a mother dying, whose death you know is because of hunger, this is the nutritional outcome we will never forget.

Under 5 mortality 115/1000 live births (2020)

Maternal mortality 829/100,000 live births (2020)

Life expectancy 56 years

Source <https://data.worldbank.org/country/somalia?view=chart>

Stories from the field

In April 2022, Salley Hayden wrote a feature story for the Irish Times, one of Ireland's national newspapers ran a feature story on the looming famine in Somalia. Beyond the numbers, we need to understand and feel an emotional level what the individual experience of acute hunger is and its consequences.

“The Family's 20 sheep succumbed to hunger and thirst . sitting in a bull-the small round shelter, made of branches and pieces of fabric which is her new home. She mourns two of her children, who she says died on the way to Dullow. We know Dullow is peaceful and there is a functioning government, and there are many NGOs, she says, “I don't imagine going back there in the current situation, the problem is still there and I have lost all my livelihood now.”

Three months later, Peter Smith, a correspondent with ITV news in Scotland, produced this video. It is important that whatever realm of decision maker we are, be it advocate or adviser, that we have both a technical and an emotional understanding of the problem.

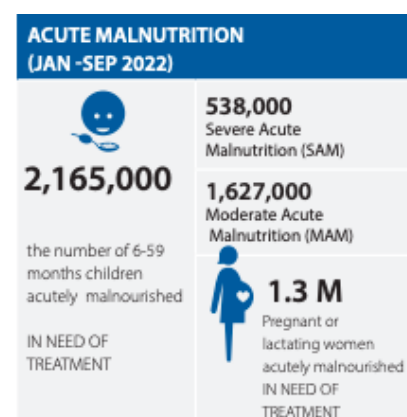
▶ **'Historic' drought threatens widespread starvation and death in Somalia | ITV News**

Chapter 3

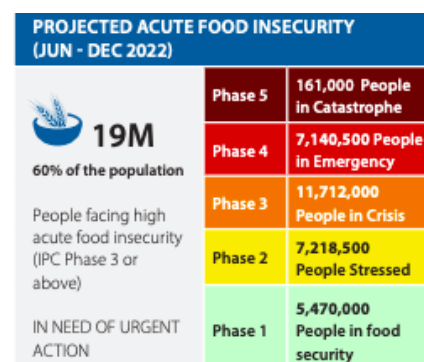
Food Security and nutrition outcomes Yemen case example

Yemen IPC ACUTE FOOD INSECURITY AND ACUTE MALNUTRITION ANALYSIS JANUARY - DECEMBER 2022 Published on August 3, 2022, [Yemen: IPC Acute Food Insecurity and Acute Malnutrition Analysis - January - December 2022 \(Published on August 3, 2022\)](#)

Food insecurity and malnutrition in Yemen have deteriorated further in 2022 compared to 2021, driven mainly by the consequences of the protracted conflict. Approximately 2.2 million children aged 6 to 59 months are projected to suffer from acute malnutrition over the course of the year, including 538,000 facing severe acute malnutrition. An additional 1.3 million cases of pregnant and lactating women are also projected over the year.



At the same time, a total of 17.4 million people or 54 per cent of the population faced high acute food insecurity (IPC Phase 3 and above) from January to May 2022, with 31,000 people classified in IPC Phase 5 (Catastrophe), 5.6 million (18 per cent) in IPC Phase 4 (Emergency) and 11.7 million people (37 per cent) in IPC Phase 3 (Crisis).



Between June and December 2022, the number of people likely to experience high levels of acute food insecurity (IPC Phase 3 or above) is estimated to increase to 19 million (60 per cent of the total population). Out of these, 11.7 million people are estimated to be in Crisis (IPC Phase 3), 7.1 million in Emergency (IPC Phase 4), and the number of those in Catastrophe (IPC Phase 5) will likely increase to 161,000. End

Comment

This situation analysis as part of the report is unequivocal regarding the dire humanitarian need. Yemen's Humanitarian Response plans are underfunded by 45%. This means programs detailed in their humanitarian Response plan, including food assistance, are cut.

Humanitarian Food Assistance: During the current analysis period (Jan-May), assistance levels are expected to cover 50% of the estimated beneficiary. Starting June, planned assistance is expected to reduce further to 25% of the targeted caseload. These assumptions are based on funding estimates available at the time of analysis. End.

Nutritional outcomes for Yemen.

Under 5 mortality 60/1000 live births (2017)

Maternal mortality 160/100,000 live births (2020)

Life expectancy 65 years

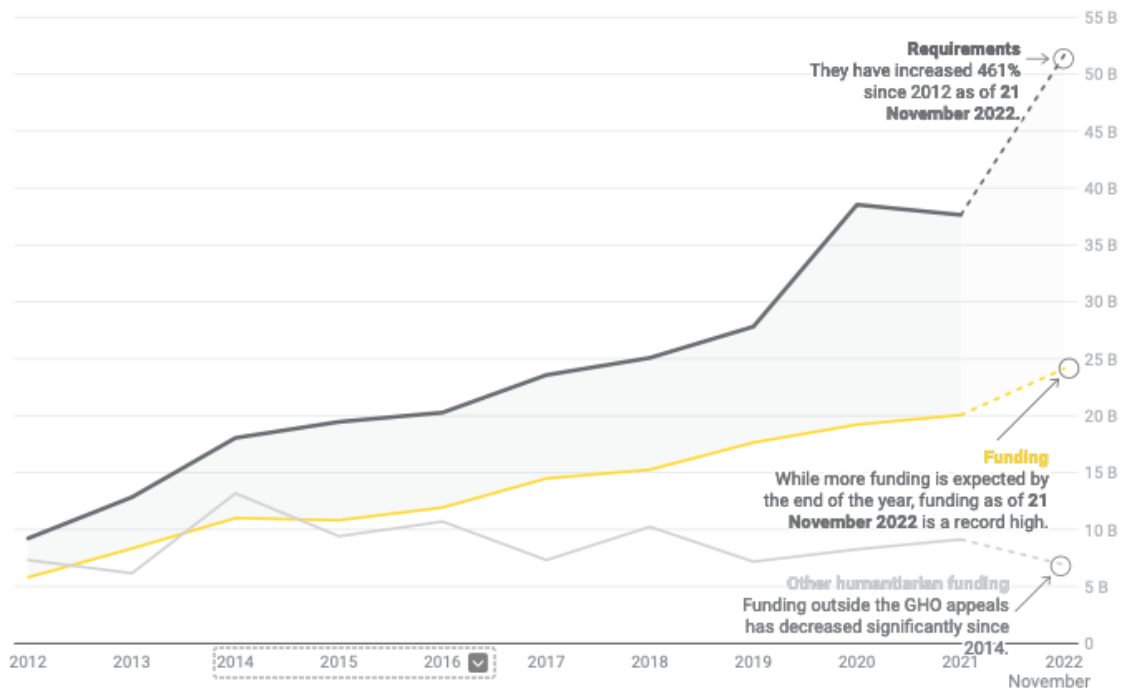
Source World Bank <https://data.worldbank.org/country/yemen-rep>

Chapter 4 Finance

Practical implications of underfunded Humanitarian Response Plans through The International Covenant on Economic, Social and Cultural Rights



Appeal funding gap 2012 - 2022 (as of 21 November 2022)



All requirements and funding between 2012 and 2021 are as of end-year. Requirements and funding for 2022 as of 21 November.
Source: Financial Tracking Service

The Financing Gap

Humanitarian Response Plans are chronically and perpetually underfunded. In the past decade, the gap between what is required and what is given has grown year on year.

We are currently in the midst of the “largest food crisis in modern history”, and the funding deficit is 53% or 26 billion dollars. The funding gap must be seen in terms of what Interventions have not been carried out. Humanitarian Response Plans are comprehensive plans that look beyond just immediate needs but building resilience, supporting livelihoods and agriculture.

David Beasley, head of the World Food Program, has repeatedly told us how they are taking food from the hungry and giving it to the starving. This refers to food aid that is distributed to people experiencing IPC 3, IPC 4 and catastrophic levels of hunger (IPC5).

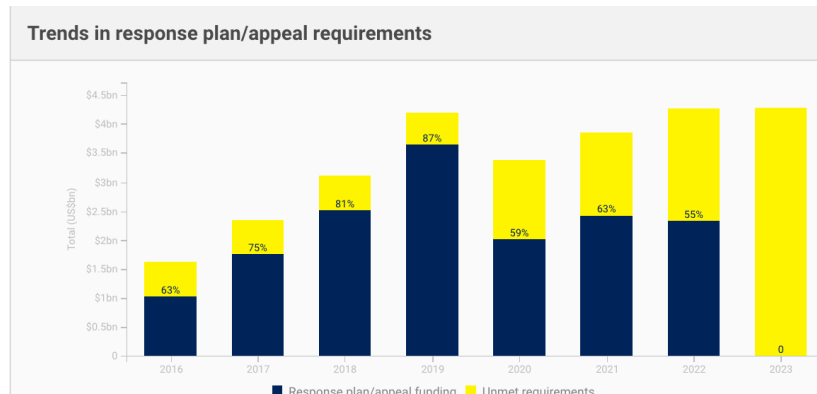
That IPC analysis for Yemen is worth reading again.

“Humanitarian Food Assistance: During the current analysis period (Jan-May), assistance levels are expected to cover 50% of the estimated beneficiary. Starting June, planned assistance is expected to reduce further to 25% of the targeted caseload. These assumptions are based on funding estimates available at the time of analysis. (*Yemen IPC Acute Food Insecurity And Acute Malnutrition Analysis January - December 2022*) <https://reliefweb.int/report/yemen/yemen-ipc-acute-food-insecurity-and-acute-malnutrition-analysis-january-december-2022-published-august-3-2022>

Yemen's Humanitarian Response Plan financing gap 2016 to 2023

Yemen's humanitarian response plans, like all other response plans, have been chronically underfunded.

Source



<https://fts.unocha.org/appeals/1077/summary>

To understand the impact of chronic underfunding, it is necessary to understand what emergency actions make up the Humanitarian Response Plan.

This screenshot of Yemen's Humanitarian Response Plan will give some insights into how acute hunger aligns with the CFS thematic workstream in inequalities

Source

49	Part 3: Cluster/Sector Objectives and Response
55	3.1 Food Security & Agriculture (FSAC)
59	3.2 Nutrition
65	3.3 Health
69	3.4 Water, Sanitation and Hygiene (WASH)
75	3.5 Education
81	3.6 Protection
90	3.7 Shelter and Non-Food-Items (NFI)
95	3.8 Camp Coordination and Camp Management (CCCM)
99	3.9 Refugees and Migrants Multi-Sector (RMMS)
104	3.10 Logistics
106	3.11 Rapid Response Mechanism (RRM)
110	3.12 Coordination
113	3.13 Emergency Telecommunications Cluster (ETC)

<https://reliefweb.int/report/yemen/yemen-humanitarian-response-plan-2022-april-2022>

Chapter 5

Equitable Financing (From Aid as a moral duty to a legal obligation)

This chapter has two parts; the first part will seek to fundamentally rebuke the notion that the 40 trillion dollar economies of Europe and America can not afford to give more than the 16 billion they currently give to fund Humanitarian Response Plans. The second part will comprehensively examine the international legislative framework of the right to food. In doing so, we will highlight that international cooperation is embedded into the frameworks yet needs to be articulated within policy or advocacy.

Equitable finance

Lack of finance is the biggest inhibitor to meeting the immediate needs and building resilience of over 340 million people across 69 countries that are in IPC Phase 3, IPC Phase 4 and the 1 million people in catastrophic IPC Phase 5.

Equitable is another word for fairness. In considering fairness, we need to have some measure of what it is reasonable to expect. The financing gap of 53% or 26 billion dollars equates to just 10 cents out of every 150 dollars of the GDP of Europe and America or .76% of their combined military budgets. It is important to have this perspective.

On the 18th of July 2022, H.E. Abdulla Shahid, President of the General Assembly and H.E. Ambassador Gabriel Ferrero de Loma y Osorio, Chair of the Committee on World Food Security (CFS), co-convened a High-Level Special Event to foster coordinated global policy responses to the current food crisis.

- Summary of CFS/ UN General Assembly high-level special event 18th July 2022

<https://www.fao.org/3/nk508en/nk508en.pdf>

The summary gives an impressive overview of the global food crisis and international leaders' response to the crisis. It is worth careful analysis to understand both donor countries' perspectives but also the lack of coherent messaging from recipient countries. It also provides a detailed overview of the UN and civil society's position of the global food crisis.

The international legislative framework that specifically looks at the right to food:

Please find here a link to the guide produced by OHCHA, [The United Nations Human Rights Treaty System](#)

<https://www.ohchr.org/sites/default/files/Documents/Publications/FactSheet30Rev1.pdf>

The international legislative framework that specifically looks at the right to food:

While there is a comprehensive set of ratified legal frameworks that centre on human rights, there remains an important question around the level of responsibility donor countries have to ensure the right to adequate food for all. We will now outline the main treaties and supplementary guidance material which pertain to the right to food—having done that, we will observe the monitoring and evaluation process for these legal frameworks that have no substantial accountability mechanism.

The right to food is recognised in the 1948 Universal Declaration of Human Rights as part of the right to an adequate standard of living and is enshrined in the 1966 International Covenant on Economic, Social and Cultural Rights. It is also protected by regional treaties and national constitutions.

- [*The Convention on the Rights of the Child*](#)
- [*The Convention on the Elimination of All Forms of Discrimination against Women*](#)
- [*The International Covenant on Economic, Social and Cultural Rights.*](#)

In 2004 FAO developed voluntary guidelines on the realisation of the right to adequate food. It also developed a right to adequate food fact sheet. Both publications are comprehensive in the holistic approach to the right to food.

- [*VOLUNTARY GUIDELINES to support the progressive realisation of the right to adequate food in the context of national food security.*](#)
- [*The Right to Adequate Food Factsheet 34*](#)

The International Covenant on Economic, Social and Cultural Rights deals more comprehensively than any other instrument with the right to food. The Covenant has been ratified by 171 countries which makes it one of the most ratified conventions that we have. It is important to note that *“Ratification assumes a legal obligation to implement the rights recognised in that treaty.”*

Article 11.2 of the Covenant recognises the intrinsic right to adequate food for everyone through shared international cooperation.

“The States Parties to the present Covenant, recognising the fundamental right of everyone to be free from hunger, shall take, individually and through international cooperation, the measures, including specific programmes, which are needed:

Both Article 2.1 and Article 23 of the covenant recognise the need for international assistance and cooperation to realise the right to food for all.

Article 2.1. *“Each State Party to the present Covenant undertakes to take steps, individually and through international assistance and cooperation, especially economic and technical, to the maximum of its available resources, with a view to achieving progressively the full realisation of the rights recognised in the present Covenant by all appropriate means, including particularly the adoption of legislative measures”.*

Article 23. *“ The States Parties to the present Covenant agree that international action for the achievement of the rights recognised in the present Covenant includes such methods as the conclusion of conventions, the adoption of recommendations, the furnishing of technical assistance and the holding of regional meetings and technical meetings for the purpose of consultation and study organised in conjunction with the Governments concerned”.*

General Comment 12 of the Covenant in 1999 aimed to identify some of the principal issues which the Committee on Economic, Social and Cultural Rights considers to be important in relation to the right to adequate food. Its preparation was triggered by the request of Member States during the 1996 World Food Summit for a better definition of the rights relating to

food in article 11 of the Covenant. The committee were also concerned that despite reporting guidelines being available relating to the right to adequate food, *“only a few States parties have provided information sufficient and precise enough to enable the Committee to determine the prevailing situation in the countries concerned with respect to this right and to identify the obstacles to its realization”*.

- [Substance Issues Arising in the implementation of the International Covenant on Economic, Social and Cultural Rights: General Comment 12](#)

General comment 12 offers considerable clarity on all stakeholders' operation roles and responsibilities to achieve the right to food for all. While it clearly highlights the role the state has to its people to uphold the right to food, it quantifies this statement by articulating that a violation on the right to food comes about from an unwillingness to implement a set of minimal actions rather than an inability to carry out such actions due to financial constraints.

“The fundamental role of states to uphold the right to food. In determining which actions or omissions amount to a violation of the right to food, it is important to distinguish the inability from the unwillingness of a State to provide the minimum set of interventions to free people from hunger. An inability refers to a state party that argues that resource constraints make it impossible to provide access to food for those who are unable by themselves to secure such access”,

It goes on to say

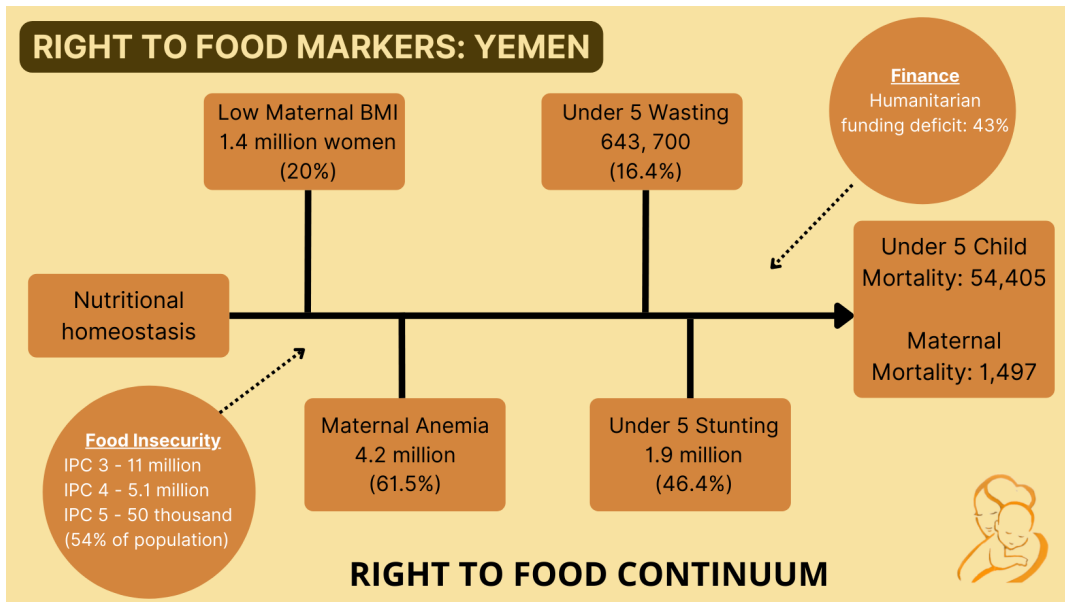
“In such a case the state has to firstly prove that this is the case and secondly that it has unsuccessfully sought to obtain international support to ensure the availability and accessibility of necessary food”.

It is unclear where the responsibility to uphold the right to food lies when resource constraints make it impossible to provide a minimum set of interventions to free its people from hunger.

Yemen as a case example of how Article 2.1 is interpreted in practice:

In Yemen, 54% of the population is experiencing a crisis to catastrophic levels of food insecurity. Such levels of food insecurity directly correspond to people's right to food being met. The corresponding nutritional indicators quantify the impact of not achieving the right to food to the point where it intersects with the right to life.

Right to Food Markers



Few would argue that Yemen is a failed state, meaning that the responsibilities of a sovereign government no longer function properly. Despite this, Humanitarian Response Plans in Yemen are underfunded by 62%. We often cite human rights violations when humanitarian aid is blocked. However, the single most significant factor in delivering assistance to people in need is underfunding.

The impacts of such underfunding are catastrophic for many. As David Beasley, head of The World Food Program, has said, "we are taking food from the hungry to give to the starving" In Yemen, emergency food interventions had to be cut by half for 8 million people due to financial constraints. The prospect of food being stopped entirely at the time of writing remains a distinct possibility. [WFP forced to cut food assistance in Yemen, warns of impact as hunger rises | World Food Programme](#)

"It is clear that any system with such a pervasive funding deficiency can not function. The extent to which the implementation of the nexus is successful depends on the extent to which the activities to achieve collective outcomes can be managed and funded adequately."

[Connecting the Pieces of the Puzzle](#). June of 2021, *ecdpm*

Transcending finance from aid to one that upholds the basic principles of the right to food and life needs to our collective narrative. Please find our [Member Input Document on the HDP Nexus Coalition](#), where we call for a needs-based modality of care that centres on a human rights-based modality framework. [The 2022 Global Humanitarian Overview](#) has projected a funding gap of 52% for the coming year.

Article 2.1 of the covenant clearly recognises the international dimension required to ensure the right to food for all. If we accept that Yemen is a failed state and, as such, cannot or will not provide food assistance to its people, does the legal accountability lay with the pen-holders of the Covenant in donor countries?

Equality within the reporting procedures of the Human Rights Council:

The reporting procedures established in the Covenant are there to ensure that state parties inform the committee on measures adopted, progress made, and problems encountered to ensure human rights are observed. Within the reporting procedure of countries, the Human Rights Committee has an important opportunity to outline its concerns, and the state has an opportunity to respond. From our analysis, the committee still needs to highlight the implication article 2.1 has on donor or recipient countries.

Please find the [Human Rights Committee List of issues prior to submission of the sixth periodic report of Yemen*](#) (April 2021)

Equally, countries that cannot ensure the right to adequate food for their people do not cite a lack of development assistants as a barrier to ensuring people's immediate need to receive food assistance. Please find [here](#) Yemen's last report to the Human Rights Council in 2014.

Chapter 6

Equitable inclusion of all groups within the CFS Process

Our review of the draft suggests that not all groups affected by food security are equally represented. As our colleague from India alluded to. This underrepresentation is quantifiable through keyword search word count.

Indigenous people 97 times.

Caste 27 times.

People with disabilities 27 times.

Fragility 4 times.

Civil Society is often credited as the accountability upholders. While this might be true, it is often far too easy for our voices to go unheard. The Civil Society mechanism for the CFS process has long been hailed as well-established, bridging the gap between civil society and policymakers.

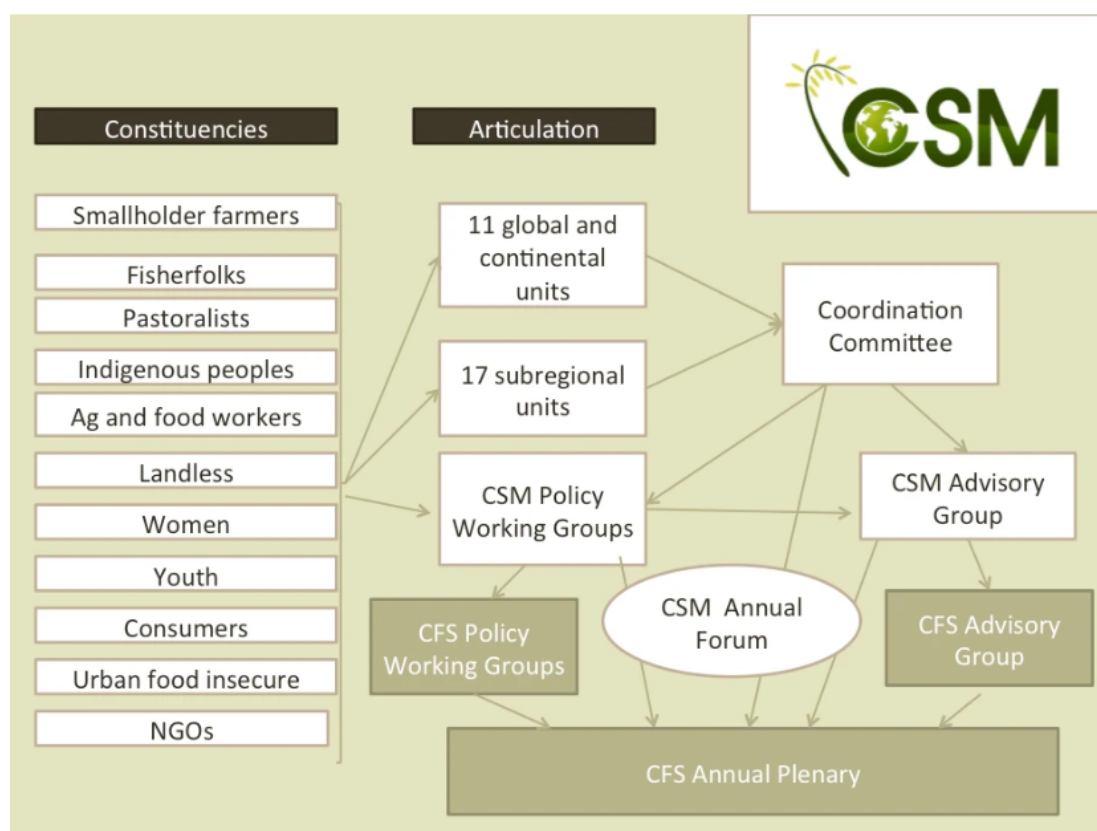
In 2018 the Civil Society and Indigenous Peoples' Mechanism (CSIPM) for relations with the UN Committee on World Food Security (CFS) underwent a comprehensive evaluation. One of the central findings was that its existing constituencies did not cover the specific

issues that arise from protracted crises. The working group recommended adding a new constituency for communities living in protracted crises. The report can be found here.

<https://www.csm4cfs.org/wp-content/uploads/2018/02/CSM-Evaluation-Report-2018-ilovepdf-compressed.pdf>

Unfortunately, this new constituency has yet to be added. The lack of a clear voice for people in a fragile setting is a clear gap within the CFS process.

CSIPM Structure



Source <https://www.csm4cfs.org/what-is-the-csm/> accessed Jan 2023

One of our central recommendations is that the Civil society mechanisms act on the recommendations of the Independent group and set up an additional constituent of people living in conflict and fragility.

Chapter 7

Looking ahead and conclusions

David Beasley's term as Head of The World Food Program Term expires in April 2023. He will be missed by many who recognised his genuine voice that spoke truth to power. This interview with Time Magazine on the 12th of January 2023 offers us all a stark warning as he prepares to leave office.

The full interview with the Time magazine

<https://time.com/6246278/david-beasley-global-hunger-interview/>

David Beasley

“When I took this job, six years ago, there were 80 million people marching to starvation. That number went to 135 million right before COVID, [because of] man-made conflict and climate shocks. COVID comes along and the number goes to 276 million. That’s before Ethiopia. That’s before Afghanistan”

If you do analytics on places like Somalia and the Sahel—Niger, Mali, Chad, Burkina Faso—where we’ve been able to do resilience programs, the impact on those communities of recent shocks is less, and they require less support. We can stabilize the population. That also applies to government leaders. I’ve been trying to get donors to give development dollars to, say, Syria. If I can create food security for the smallholder farmers, they’re more self-sufficient and can make independent decisions about their futures.

And the new numbers are coming in on wheat production, grain production, cereal production in India, Argentina, Brazil, and it’s down, down, down, down. The question now is how to move that forward. Because it’s not a quick fix.

We may not have enough food for everybody in 2023.

Conclusion and recommendations

In the past six years, acute hunger has increased from 80 million to over 340 million people. Food Security and nutrition outcomes have followed in terms of maternal and child mortality

and maternal and child malnutrition. The underline driver of acute hunger remains conflict, closely followed by climate change. All this has taken place at a time when the world had enough food but inequitable distribution mechanisms.

The free market, hinged on finance, has facilitated the existence of both chronic and acute hunger. Davids Beasley's stark warning that we may not have enough food this year signifies a paradigm shift that we need urgently to awaken to.

Equity needs champions that are grounded on human rights principle of justice and solidarity for the furthest behind people in the world.

Recommendations

Recommendation 1: Fiance

Humanitarian Response plans are fully funded

How

Recognising that the two largest economies with a combined GDP balance of over 40 trillion dollars have the fiscal space to contribute substantially more than 14 Billion dollars.

Recommendation 2: How acute and chronic hunger are narrated with this consultation and the CFS process.

Why?

The central premise of the Sustainable Development Goals has called on us not to leave the furthest behind. In terms of food security and nutrition outcomes, the millions of people experiencing IPC 3, IPC 4 and IPC 5 are furthest behind people in our world.

Recommendation 3:

The Civil Society Mechanism acts on the independent finding of 2018 and includes fragile settings as part of its constituency base.

Recommendation 4 Equity within the reporting procedures of the Human Rights Council:

Develop a coherent strategy for bringing equity to the reporting procedures of the international treaty base with particular reference to the Covenant

Why?

The Human rights-based framework and reporting procedures remain underutilised when articling the needs of the furthest behind. In particular, the concept of international solidarity, which is the cornerstone of the international treaty base and the Sustainable Development Goals, has stagnated into a largely forgotten principle.

End