The Starvation Training Manual

An International Framework Guide to the Law of Starvation
WHO WE ARE

GLOBAL RIGHTS COMPLIANCE (GRC) is a niche organisation that specialises in legal services associated with bringing accountability for atrocity crimes and other violations of international law. Drawing on decades of experience in conflict affected areas and transitional justice environments, our “root and branch” philosophy combines innovative full spectrum accountability strategies, building the capacity of states to implement international humanitarian and human rights standards, bespoke expertise in evidence gathering in conflict settings, and assisting communities to seek remedies for violations.

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Executive Summary

Most instances of starvation today occur within the context of armed conflict. Man-made starvation is deliberately used against civilians in Yemen, Syria, South-Sudan, Somalia and north-eastern Nigeria, to name a few. The use of starvation as a tool of conflict is an international crime. The Starvation Manual is the first resource for identifying, documenting, preserving and utilising information relating to the crime of starvation.

The variance of civilians and Practitioners now bearing witness to starvation related atrocities has changed the face of human rights reporting and accountability. This Manual offers a unique toolkit for this wide audience. We use the term Practitioners to include: professional investigators, human rights defenders (often referred to as first responders), journalists, civil society organisations, academics, military and police officers, humanitarians and stakeholders interested in being able to identify where lines have been crossed and what options for redress or accountability there may be. Some Practitioners find themselves in the unique position to conduct investigations into the commission of the crime of starvation but without adequate training or access to best practice information.

The Starvation Manual is intended to fill this gap and counteract the insurgency of famines and acute food-insecurity, enabling Practitioners to monitor, document and where suitable (and possible) pursue avenues towards holding perpetrators to account. The aim of the Starvation Manual is to:

If Practitioners on the ground have an increased capacity to identify and document the occurrence of starvation, civilian protection will be enhanced through the increased awareness of the legality of military activity, the identification of International Humanitarian Law (IHL) rules that demand the non-interference with humanitarian relief operations, the provision of tools to enable more effective negotiation with warring parties, the provision of tools to promote accountability or public awareness of the violation, and early preventative action.
The International Criminal Court’s (ICC) extensive international criminal law (ICL) mandate and the proliferation of UN-backed human rights investigative bodies, has created a demand for high quality investigations. The Starvation Manual provides Practitioners with a toolkit of guides, templates, advice and information on how to engage with international actors involved in investigating starvation crimes.

The Starvation Manual relies heavily on ICL standards which represent the most widely accepted international standards for the investigation and prosecution of international crimes. But these standards can apply equally to domestic prosecutions of starvation crimes and findings of human rights bodies relating to starvation. Respect for these standards increases the likelihood that relevant information is collected safely and in ways that optimise its potential use as evidence in future national or international trials or accountability mechanisms, including the ICC.

The Starvation Manual is divided in three sections.

**PART ONE:** outlines United Nations Security Council (UNSC) resolution S/RES/2417(UNSC 2417), a landmark resolution which recognises the link between conflict and hunger and how Practitioners can utilise this resolution, ensuring that the deliberate use of starvation against civilians is prevented and prohibited. It then provides Practitioners with a comprehensive description of the prohibition of starvation and associated crimes under IHL and ICL. Twenty-six Rome Statute crimes are analysed in detail with examples of evidence which could be used to establish the elements of each crime. Part One is divided and colour coded to aid Practitioners, into war crimes, crimes against humanity and genocide.

**PART TWO:** outlines the minimum standards for the investigation of starvation crimes, to ensure that relevant information is safely collected, handled and preserved. This section is specifically designed to ensure that Practitioners have access to up-to-date IHL and ICL standards- including the steps necessary to do no harm to witnesses and victims, to protect the integrity of information, to collect and store documentary, physical, digital, and witness evidence.

**PART THREE:** is dedicated to the available remedies for victims of starvation crimes. It guides Practitioners in understanding the different venues available under international law, including the ICC, UN Treaties and Investigative Bodies and national courts. It offers practical assistance in case and venue selection and prioritisation along with contact points and submission templates.

The Starvation Manual will continue to be updated as training is delivered and feedback received. The Starvation Manual is currently being developed into a mobile app¹ tailored (and translated) to specific conflicts or situations where conflict induced hunger is prevalent.

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¹ The Starvation App currently in development would mirror GRC’s main Basic Investigative Standards (BIS) App. The BIS App provides in a digestible form, a distillation of up-to-date international standards that explains IHL obligations and enables the user to document IHL and ICL violations, as well as integrate IHL standards into a range of humanitarian mandates in order to enhance the protection of civilians. Launched in May 2019 and available for free download across Apple and Android stores.
PART ONE: FRAMEWORK GUIDE – CRITICAL ELEMENTS OF THE CRIME OF STARVATION AND ASSOCIATED CRIMES

Introduction

Intentionally depriving civilians of objects indispensable to their survival (OIS) is increasingly used as a method of warfare as evidenced across a range of recent conflicts such as Syria, Yemen and South Sudan.

Whilst ‘starvation’ is a word used in everyday language, under international humanitarian law (IHL) it has a specific legal meaning. At present, the term starvation is used differently across the fields of humanitarian operations, early warning responses, political analysis, and international law. Under international law this term can mean both death by hunger or deprivation of nourishment and a more general meaning of deprivation or insufficient supply of some essential commodity or something necessary to live. Although starvation in English is commonly understood as death from hunger or thirst, the international criminal law (ICL) position is a broader definition that includes a range of illness and disease resulting from a lack of food, medicines and other essential commodities. Other fields frequently refer to terms such as “malnutrition”, “famine” and “food insecurity”, which are explained in the Glossary section at p. 228

Despite some early references to the prohibition of starvation, it was only after the end of Second World War, that starvation was recognised as a prohibited method of war under both IHL and ICL. This recognition was further solidified with the advent of the International Criminal Court (ICC) statute, commonly referred to as The Rome Statute, which in 2002 featured for the first time on the international level the war crime of starvation. Yet, despite this recognition, starvation has remained on the margins of prosecutorial practice, allowing other more ‘traditional’ atrocity crimes to take centre stage.

Starvation under the IHL Framework

The use of starvation is prohibited as a method of warfare under IHL in the Additional Protocol of 1977 to the four Geneva Conventions. Specifically, Article 54(1) of Additional Protocol I (AP I) and Article 14 of Additional Protocol II (AP II) render starvation unlawful in both international armed conflict (IAC) and a non-international armed conflict (NIAC). Under AP I and AP II, it is prohibited to attack, destroy, remove or render useless OIS. AP I and AP II provide non-

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exhaustive examples of OIS including ‘foodstuffs, agricultural areas for the production of foodstuffs, crops, livestock, drinking water installations and supplies and irrigation works.’

In order to qualify as starvation, the attack, destruction, removal, or rendering useless of the OIS has to be carried out with “the specific purpose of denying them for their sustenance value to the civilian population or to the adverse Party, whatever the motive, whether in order to starve out civilians, to cause them to move away, or for any other motive”.

Similar prohibitions on the use of starvation are also found under customary IHL. Rules 54 – 56 of customary IHL are a corollary to the prohibition of starvation of civilians as a method of warfare in both IACs and NIACs. This includes attacking OIS of the civilian population (Rule 54) and denying access of humanitarian aid intended for civilians in need, including deliberately impeding humanitarian aid (Rule 55) or restricting the freedom of movement of humanitarian relief personnel (Rule 56).

Starvation under the ICL Framework

The ICC framework is composed of two instruments:

(i) the Rome Statute, which includes a list of prohibited acts, namely the crime of genocide, crimes against humanity, war crimes and the crime of aggression, and;

(ii) the Elements of ICC crimes, which focus on the conduct, consequences and circumstances associated with each crime.

These crimes include various elements which all need to be proven beyond reasonable doubt. Each crime will always have one or more: physical element, mental element and one or more contextual elements. This sequence remains uniform through all the ICC crimes and can be found listed in the ICC Elements of Crimes.

As this manual will explain, there are numerous international crimes. For starvation related conduct alone, there dozens of crimes that may be relevant. This can seem intimidating for Practitioners who may be unfamiliar with international law. This sometimes-daunting list of crimes is exacerbated by the number of elements that each crime contains. Multiply the number of crimes by the number of elements and it can seem an almost impossible task. However, all the international crimes referred to in this manual follow a very similar pattern. Understand how international crimes are ‘built’ and Practitioners can learn to predict each section, understand how elements are contained in specific sections and identify overlapping elements.


"Article 54(2) API and article 14 APII. Two exceptions to this prohibition are listed under article 54(3) API when the OIS are used by an adverse Party: a) as sustenance solely for the members of its armed forces; or b) if not as sustenance, then in direct support of military action, provided, however, that in no event shall actions against these objects be taken which may be expected to leave the civilian population with such inadequate food or water as to cause its starvation or force its movement.

"Customary law forms part of international law. It refers to a set of international obligations arising from practices established by States, as opposed to those obligations arising from formal written agreements. Customary IHL refers to those established practices in the field of international humanitarian law, which are binding on all States, including those who are not party to IHL treaties. In the following manual, the ICRC Customary IHL Database is referred to as the main reference for Customary IHL norms.

To assist in this understanding, it is helpful to remember that all international crimes have three sections:

The first is what the manual refers to as the “physical” elements (highlighted in blue throughout). These are often ‘doing’ elements, for example how the crime happened, where the crime occurred and who was there.

The second is what is the “mental” elements (highlighted in orange throughout). These are often ‘thinking’ elements, for example, what an alleged perpetrator thought was happening, or whether they knew the crimes were occurring.

The third is “context” (highlighted in purple throughout). As the manual states, this section relates to specific legal tests to determine into which category of conflict crimes occurred. Whilst Practitioners are not required to make these legal determinations, it is useful to be aware that information/evidence may be required to help make this decision.

All international crimes have these three sections, in addition to their own specific elements. Whilst this means a lot of information/evidence is required to prove international crimes, Practitioners should remember that all international crimes are built with the same structure of physical, mental and context sections.

The crime of starvation under ICL is designed in the same way described above. The prohibited conduct is included under article 8(2)(b)(xxv), whereas the Elements of the Crime refer to the material, mental and contextual elements necessary to constitute the crime of starvation.

The Rome State for the first-time categorised starvation as a war crime in a IAC and as of December 2019 in a NIAC. Article 8(2)(b)(xxv) criminalises:

“Intentionally using starvation of civilians as a method of warfare by depriving them of OIS, including wilfully impeding relief supplies as provided for under the Geneva Conventions.”

Proposed Article 8(2)(e)(xix) criminalises:

“Intentionally using starvation of civilians as a method of warfare by depriving them of OIS, including wilfully impeding relief supplies

The ICC Elements of Crime provide for four elements to establish the IAC offence. They are: (i) the perpetrator deprived civilians of OIS; (ii) the perpetrator intended to starve civilians as a method of warfare; (iii) the conduct took place in the context of and was associated with an IAC; and (iv) the perpetrator was aware of factual circumstances that established the existence of an armed conflict. See Starvation Crimes – Critical Elements of Crimes at p. 10 for the ICC Elements of Crime.

The first and second elements lay down the physical (actus reus) and mental (mens rea) element for commission of crime of starvation. The remaining two elements are well-established elements necessary for any war crime listed under the Rome Statute.

The first two elements of starvation as a war crime, the physical and mental elements, are discussed in more detail in War Crime of Starvation as a Method of Warfare on p. 12. However, it is important to note at the outset that starvation as war crime under the Rome Statute does not appear to require proof that civilians did in fact starve. In this sense, the intention to starve element does not require a proof of consequence.  

During the 18th Session of the Assembly of State Parties (ASP) to ICC in December 2019 there was a historic vote on the amendment of the Rome Statute tabled by Switzerland, to include the crime of starvation as a war crime in a NIAC.

Given that there has been no stand-alone prosecution at the international level for the crime of starvation, there is a lack of clarity about the exact contours of the offence and how best to document, investigate and prosecute it. In addition, or perhaps because of, the absence of stand-alone prosecutions to date, prosecutions aimed at capturing the criminal responsibility associated with a campaign of starvation (whether under the Rome Statute or an equivalent national crime) will likely involve the concurrent prosecution of additional or alternative crimes. The purpose of this approach would be to ensure that relevant ‘starvation conduct’ (that may in the final adjudication not fulfil the material elements of starvation as a war crime) is still effectively prosecuted and adjudicated. Prosecuting multiple crimes in this way for the same alleged conduct is an established practice in ICL.

There are an array of alternative crimes that can ensure that the relevant starvation conduct is captured in its entirety. Practitioners are advised to collect evidence and document a broad range of potential starvation-related crimes and violations, to ensure a prosecutor or any trier of fact is provided with the widest possible selection of prospective bases from which to pursue a conviction or finding arising from relevant starvation facts.

The manual does not deal directly with the violation of right of food under the international human rights law framework and is instead focused on conflict-related mass starvation under ICL from an accountability, documentation and investigative perspective.

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8 This is distinct from the deprivation of OIS element, which does require proof a result.
10 For detailed analysis on the existing jurisprudence of associated starvation crimes found under other international crimes such as crimes against humanity, genocide of war crimes and existing investigations by Fact-Finding Missions see GRC’s unique Jurisprudence Digest on https://starvationaccountability.org/wp-content/uploads/2019/07/Starvation-Jurisprudence-Table.pdf
11 For more detailed analysis on the legal analysis see GRC and the World Peace Foundation’s Legal Policy Paper or Strategies for Prosecuting Mass Starvation in the Journal of International Criminal Justice, both available under the publications tab on www.starvationaccountability.org.

**Starvation**

**IAC**

- **Prohibition**
  - Art 54(2) AP I
  - Starvation as a method of warfare

- **Customary IHL prohibits**
  - Rule 54: Attacking OIS of the civilian population
  - Rule 55: Denying access of humanitarian aid intended for civilians
  - Rule 56: Restricting the freedom of movement of humanitarian relief personnel

- **Criminalisation**
  - Art 8(2)(b)(xxv) of Rome Statute
  - Intentional starvation of civilians is a war crime

**NIAC**

- **Prohibition**
  - Art 14 AP II
  - Starvation as a method of warfare

- **Criminalisation**
  - Article 8(2)(e)(xix) of Rome Statute
  - Intentional starvation of civilians is included as a war crime in NIAC after the 2019 Rome Statute Amendment.
PART TWO: BASIC INVESTIGATIVE STANDARDS PROTOCOLS

Introduction

Part two provides an executive summary of GRC’s Basic Investigative Standards for International Crimes (BIS) mobile app\(^\text{632}\) to ensure that relevant information is safely collected, handled and preserved, thereby optimising the potential that it will be useful evidence in future national or international trials including the International Criminal Court (ICC) or before accountability mechanisms. The BIS relies heavily on ICC standards which represent the most widely accepted international standards for the investigation and prosecution of international crimes.\(^\text{633}\) It also concludes with a unique guide for vulnerable victims and witnesses of starvation.\(^\text{634}\)

Part two is organised into five sections:

1. **Introduction to Information/Evidence** (see p. 135): This section provides an overview of the BIS and introduces the practitioner to a range of useful evidentiary principles and definitions;
2. **Ten ESSENTIAL Investigative Rules** (see p. 142): Comprised of essential investigative and ethical principles, it is vital that this section be read by all Practitioners prior to commencing any investigative activities and that the rules be integrated into an investigation;
3. **Preparing for an Investigation** (see p. 148): This section provides a range of practical steps that will enable an effective and safe investigation;
4. **Collecting and Preserving Information/Evidence** (see p. 158): This section includes standards and procedures to be followed when collecting physical, documentary, digital and testimonial information, including guidance on how to interact with vulnerable witnesses and victims of starvation crimes; and
5. **Guide for Collecting and Handling Information from Vulnerable Witnesses** (see p. 173): This section includes critical information into ethically and effectively conducting

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\(^{632}\) GRC’s Basic Investigative Standard’s App, is an IHL innovation and the first free mobile phone app designed to ensure that human rights defenders, civil society organizations (CSOs’), national investigative and judicial authorities and UN-backed judicial and reporting bodies and humanitarian actors have immediate access to essential IHL and ICL expertise to enhance national capacities to prohibit, prevent and punish serious violations of international crimes. The BIS App is the only tool in the human rights market that provides immediate access to IHL and ICL standards to enable integration and implementation of the norms throughout all conflict related work. The App is available for free download at Apple and Android stores. Since its launch in May 2019, the BIS App has been approved for use by the UK’s Foreign Commonwealth Office to support local investigations and prosecution of Da’esh crimes in Iraq, implemented by a myriad of CSOs working on documentation, incorporated into Leiden University’s ICL curriculum, recommended for use by the US Holocaust Museum, described by the Public International Law and Policy Group as a ‘new and powerful resource tool’ to be introduced to their network of Rohingya documenters in Bangladesh, and adopted by various stakeholders to advance international justice aims in a range of conflict affected regions, including Syria, Yemen, Iraq and Ukraine. The Manual has been translated into Russian, with a Russian translation of the App released early 2020.

\(^{633}\) Similar to GRC’s BIS App, this Section of the Starvation Manual draws upon existing investigative guides such as the exemplary Groome Handbook and the PILPG Handbook, amongst others.

\(^{634}\) This novel guide has been prepared in consultation with leading food-security and documenting experts, including Dyan Mazurana Research Director at the Feinstein International Center at the renowned Friedman School of Nutrition Science and Policy.
a starvation investigation, including the different forms of starvation, common myths, gender-sensitivities and how to prepare for a starvation investigation.
PART THREE: REMEDIES AND STANDARD OPERATING PROCEDURE

Introduction

Practitioners involved in the documentation of atrocity crimes in conflict can play a crucial role in furthering the accountability efforts of the international community. There are various ways which Practitioners can approach the international bodies alleging violations of international human rights law (IHRL) and international humanitarian law (IHL) and to raise awareness and advocate for accountability of crimes under international criminal law (ICL). Some of the mechanisms discussed under this section are the:

- International Criminal Court (ICC);
- UN bodies under human rights treaties and conventions;
- UN Fact-finding missions (FFM);
- Universal Jurisdiction (some states have developed national legal infrastructure to investigate and prosecute alleged national and foreign perpetrators of war crimes, crimes against humanity and genocide).

Practitioners working in the field and documenting violations are a crucial source of information to all these mechanisms as they can share on-the-ground information and have direct contact with victims and witnesses through their local networks in a culturally sensitive manner.

Additionally, starvation has also been highlighted as a war crime in the UNSC 2417 passed unanimously in May 2018. Significantly UNSC 2417 makes no distinction between a NIAC and an IAC when condemning the use of starvation as a method of war. The resolution draws attention to the link between armed conflict and conflict induced food insecurity including famine and implores member states to prevent, prohibit and hold to account those who commit the crime. UNSC 2417 also urges states to conduct proper investigations within their jurisdiction into the crime of starvation, including the unlawful denial of humanitarian assistance to the civilian population in armed conflict, and take action against those responsible in accordance with domestic and international law. UNSC 2417 is analysed in detail in UNSC Resolution 2417 including how Practitioners can utilise it at p. 186.

However, these international and national institutions are often overwhelmed with the scale of the violations reported. Accordingly, this chapter provides an overview of the entry requirements, the policy and practical factors considered by different mechanisms to enable Practitioners to better strategise their efforts.

To ensure effective accountability, most international criminal courts and tribunals, especially the ICC, have a process of case selection and prioritisation to carry out investigation of incidents and prosecute the most relevant perpetrators. In order to assist these mechanisms
and ensure that the information collected by Practitioners is utilised, the principles of case selection and prioritisation should be considered as discussed in Case Selection and Prioritisation at p. 191.

Additionally, there are also admissibility thresholds that need to be satisfied before the relevant mechanism can consider the documentation collected. The ICC has a well-developed jurisdiction and admissibility threshold criteria which are used by the ICC Prosecutor to analyse gathered information before opening a preliminary investigation into a situation. Practitioners interested in sharing information to the ICC Prosecutor under Article 15 of the Rome Statute can refer to Engaging with the Courts at p. 197 which provides a step-by-step template of an ICC Communication.

The jurisdiction and admissibility criteria of national courts exercising universal jurisdiction will be country-specific and linked to the legal system in which it is operating. Moreover, it will be aligned to national domestic investigative priorities and legislative frameworks. The practical realisation of universal jurisdiction cases for core international crimes is explained in National Courts in the section on Engaging with the Courts at p. 207.

Practitioners can also approach various UN bodies to share information on human rights and humanitarian law violations. The UN hosts several procedures through which groups and individuals can submit complaints against states on behalf of victims of human rights violations, highlight gross patterns of human rights violations and advocate for legal and policy changes. These procedures include charter-based bodies such as the Human Rights Council Complaint Procedure and treaty-based bodies such as the Special Procedures of the Human Rights Council as well as the Monitoring and Reporting Mechanism established by the UN Security Council. The mandate of these bodies and procedure for filing complaints with them are explained in Engaging with the UN Bodies below at p. 213.

Additionally, many FFMs are also established under the UN framework with a wider mandate of investigating and documenting both IHRL and IHL violations in conflict situations. The FFMs are established by the UN General Assembly, the UN Security Council and the UN Human Rights Council and hold a country specific or conflict specific mandate. Recently, FFMs have seen a shift in their focus from mere fact-finding to a more accountability-oriented objective by documenting evidence and building case files against alleged perpetrators. In this sense, these mechanisms can lay some of the foundations for future prosecutions in international, regional and national courts and can operate in those conflicts where no presently-established court has jurisdiction. Most FFMs can receive submissions from groups and individuals who have credible information about alleged violations. Section on Engaging with the Investigative Bodies at p. 220 focuses on the FFMs actively investigating in Syria, Yemen and South Sudan and outlines their mandate and the procedure for submissions by Practitioners.
The Starvation Training Manual is a unique toolkit designed for a wide audience including: professional investigators, human rights defenders, journalists, civil society organisations, academics, military and police officers, and humanitarians, interested in being able to identify the deliberate use of starvation, strengthen protection strategies and insulate their operations, reporting and responses.

It enables Practitioners for the first time to:

- monitor and respond to situations of starvation;
- enhance the institutional understanding of starvation;
- ethically and effectively identify and document the crime of starvation; and
- build evidential dossiers meeting international standards for use in judicial or adjudicative mechanisms, including the International Criminal Court (‘ICC’), UN Treaty and Charter Bodies and in national jurisdictions.

The Manual consists of three parts:

i. FRAMEWORK GUIDE: An accessible overview of the prohibition of starvation under international law; an introduction to the critical elements of the crime of starvation under the Rome Statute, and 25 other associated crimes.

ii. BASIC INVESTIGATIVE STANDARDS PROTOCOLS: Tailored for the range of Practitioners, this section identifies the minimum standards (collection, documentation and preservation of evidence) that should be adhered to when investigating starvation related offences and to capacity build on best practice. It also features a unique guidance on investigations with vulnerable victims and witnesses of starvation prepared in consultation with leading food-security and documenting experts, offering investigative techniques and template interview questionnaires.

iii. REMEDIES AND STANDARD OPERATING PROCEDURE: An overview of the range of mechanisms to bring a claim, submission, case or complaint for a starvation related crime or violation. Featuring a section on the obligations (and avenues for engagement) arising out of the United Nations (UN) Security Council (SC) Resolution S/RES/2417. This landmark resolution underscored that the deliberate use of starvation as a method of warfare is a war-crime, highlighting for the first time the nexus between conflict and hunger.

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