

CSM Working Group on Monitoring

Proposal on basic terms of reference for monitoring events at national, regional and global levels

1. Introduction

1.1 Events focused on monitoring: the first step in building the CFS innovative monitoring mechanism

The CFS reform document called for an “innovative mechanism” to promote accountability that would be based on the input of a wide range of actors, involve and benefit from existing frameworks and partners and be flexible enough to benefit both global level (CFS and other) as well as regional/national/local planning and monitoring requirements (CFS:2009/2 Rev.2, para6ii).

The OEWG has made significant progress in identifying areas that require monitoring¹ and developing a framework for monitoring and assessing implementation of the decisions and recommendations taken by the CFS (CFS 2013/40/8). Several elements and basic principles have been identified as part of this framework:

- Monitoring efforts should focus on major, strategic and catalytic products, such as VG GT, as well as the outcome of major workstreams contained in the current MYPoW (CFS 2013/40/8 para 5d).
- The CFS should be a platform to share country, regional and global best practices on monitoring work (CFS 2013/40/8 para 5e) and to inform on progress towards the application of CFS main outputs through the organization of events (CFS 2014/41/11, para 5).
- The key reference for policy, programs and monitoring is the Global Strategic Framework for Food Security and Nutrition (GSF) (CFS 2013/40/8 para 5j).
- Monitoring mechanisms should build on existing mechanisms at global, regional and national levels. Key characteristics of monitoring mechanisms should include: locally-owned, rights-based, inclusive and involving the participation of multiple stakeholder, grounded in multisectoral policy frameworks, ensuring adequate country capacities and resources and including both qualitative and quantitative aspects. They should be in line with the five principles set out in the GSF². They should primarily be useful to policy makers and all actors

¹“ In developing its terms of reference and scope of work, the OEWG-Monitoring identified the following areas that require monitoring: a) The situation and trends in food insecurity in the world. This is being carried out by development and research agencies using a variety of indicators, notably FAO in its annual publication "The State of Food Insecurity in the World" (SOFI) that reports to CFS on trends in undernourishment; b) Taking stock of actions and initiatives addressing food security and nutrition. The Mapping Actions for FSN (MAFSAN) among others is designed to address this (CFS: 2010/3 Mapping Food Security Actions at Country Level); c) The implementation of CFS decisions and recommendations, such as the follow up to the Voluntary Guidelines on the Responsible Governance of Tenure of Land, Fisheries and Forests in the Context of National Food Security (VGGT) and the Global Strategic Framework for Food Security and Nutrition (GSF), as well as those that might result from ongoing work such as the consultation process to develop principles for responsible agricultural investments which enhance food security (rai); d) Assessing the effectiveness of the CFS reform in its inclusiveness and consensus building on governance of food and nutrition security at national, sub-regional and global levels, its evidence based approaches to tackling food security and nutrition challenges;” CFS 2012/39/9, para 2).

² The five principles that should apply to monitoring and accountability systems are that: 1) They should be human-rights based, with particular reference to the progressive realization of the right to adequate food; 2) They should make it possible for decision-makers to be accountable; 3) They should be participatory and include assessments that involve all stakeholders and beneficiaries, including the most vulnerable; 4) They should be simple, yet comprehensive, accurate, timely and understandable to all, with indicators disaggregated

involved in programme implementation in order to assess implementation and results of policies and programmes (CFS 2013/40/8 para 5g).

- A baseline survey should periodically assess the effectiveness of the CFS (CFS 2013/40/8 para 5h,i).
- Implementation of in-depth country level assessments should be undertaken on a voluntary basis in order to complement the baseline survey (CFS 2014/41/11, decision box biii)

As agreed by CFS 42, the development of the basic Terms of Reference (ToR) to ensure participation, inclusiveness and regional representation in monitoring events (CFS 2015/42/10, para 35h) should be understood as the first step in building the CFS innovative monitoring mechanism. The ToR should take into account the different monitoring elements already agreed by the CFS and insert them into a more coherent, complementary and cross-scale framework.

1.2 The understanding of monitoring in these events

The CFS and its OEWG on monitoring are currently in the process of developing a shared understanding starting off from different understandings of and approaches to monitoring. For some CFS actors, monitoring activities are mainly focused on **measuring performance of actors in achieving results in accordance with stated goals or plans**. This approach is based on a cause-effect-logic which focuses on results measured often in a quantitative manner. Other actors support a **human rights-based monitoring approach**, which focuses on assessing whether state parties to the human rights treaties are respecting human rights principles and fulfilling their legal obligations to their citizens. These assessments are mainly qualitative and are based on the standards developed by the monitoring bodies of the human rights treaties and other mechanisms such as the Special Procedures of the Human Rights Council and its Universal Periodic Review. Other actors prefer an approach of **sharing best practices**. This approach is looser than others since it does not posit clear criteria to select best practices. The experiences that each actor selects as her/his best practices are shared without attempting any form of measurement. While such sharing can be useful for other purposes, its value for demonstrating compliance with agreements is limited.

The innovative mechanism of monitoring which is in the making will have to take into account the unique role of the CFS as “the foremost inclusive international and intergovernmental platform for a broad range of committed stakeholders to work together in a coordinated manner and in support of country-led processes towards the elimination of hunger and ensuring food security and nutrition for all human beings. CFS strives for a world free from hunger where countries implement the voluntary guidelines for the progressive realization of the right to adequate food in the context of national food security.” Therefore, as occurs in policy dialogues, **the CFS should take into account the diversity of monitoring approaches privileged by different actors and should aim at bringing them into a conversation** instead of trying to adopt only one.

A plurality of monitoring approaches should inform the ToR for events focused on monitoring that the OEWG should develop now. They should provide a set of principles and procedures that will facilitate expression of the diversity of monitoring approaches of the range of CFS actors on issues related to food security and nutrition.

Additional principles can be added to those cited above. These are drawn from dialog on monitoring within the OEWG and the CFS. **National and regional monitoring events should be entirely nationally and regionally owned**. They should be organized on a voluntary basis. The procedures recommended in basic ToR that the OEWG will develop should be inspired by the principles and proceedings of the CFS itself, which are widely acknowledged as making one of the most innovative

by sex, age, region, etc., that capture impact, process and expected outcomes; 5) They should not duplicate existing systems, but rather build upon and strengthen national statistical and analytical capacities.

contributions to the governance of food and nutrition in the past years. It will be up to the national actors in each country to decide how to implement the ToR and how to shape these events in a manner which best suits their context, needs and expectations. The idea behind these events is not that an international body assess countries but rather that national and regional monitoring capacities be developed. In this sense, the CFS Secretariat would not play a role in organizing these events. However, the Rome-based UN agencies could play a supporting role if national and regional actors so desire.

Organizing national/regional monitoring events on monitoring can increase national/regional monitoring capacities by:

- Improving the coordination of all government agencies tasked with monitoring issues related to food security and nutrition;
- Bringing into a dialogue existing monitoring systems such as those of the technical governmental agencies, the national human rights institutions, civil society organizations, academia, inter alia;
- Ensuring that the groups most affected by food insecurity and malnutrition – who are supposed to be the main beneficiaries of policies - as well as the organizations of small-scale food producers are able to present their own independent assessments;
- Relating national and regional work to CFS policy recommendations, which constitute international agreements meant to improve food security and nutrition and the realization of the right to adequate food. CFS policy recommendations can provide benchmarks for assessment at national level.

This understanding of monitoring events is in line with what has been already agreed in the GSF: “Progress towards reaching food security and nutrition targets is already monitored in many forums, including international, regional and national bodies. While international bodies will continue their work in global monitoring of hunger and malnutrition and progress towards achievement of the MDGs, countries need to establish their own mechanisms for involving multiple stakeholders in monitoring and reporting progress towards their stated objectives, and consider options for effective and inclusive governance of food security and nutrition at the national level.” (GSF, third version 2014, chapter V, E on monitoring and follow up).

In our view, the CFS monitoring mechanism involves two streams of work:

- i) monitoring CFS decisions and recommendations and,
- ii) the broader aim of facilitating monitoring of outcomes related to food security and nutrition at country and regional level (CFS 2013/40/8, para 4a).

The OEWG should concentrate in the first phase on developing TOR for monitoring CFS decisions and recommendations through events. In a second phase, OEWG should add to the ToR aspects related to the broader aim of facilitating monitoring of outcomes related to food security and nutrition by, for instance, developing indicators on the basis of GSF.

2. CSM draft basic terms of reference (ToR) to organize monitoring events at the national, regional and global levels

2.1 Overall objectives³

- Contribute to sharing best practices at all levels and to promote accountability especially for advancing the progressive realization of the right to adequate food.
- Help countries and regions, as appropriate, to address whether objectives are being achieved and how food insecurity and malnutrition can be reduced more quickly and effectively.

³ The first three objectives are taken from the chapter on monitoring and follow up of the Global Strategic Framework

- Allow monitoring the state of implementation of the CFS's own decisions and recommendations, in order to support the coordination and policy convergence roles of the CFS.
- Contribute to building capacity for food security and nutrition monitoring at the national and regional levels.
- Contribute to incrementally building the CFS innovative mechanism of monitoring and become themselves an important component of such a mechanism.

2.2 Overall principles for organizing events

- Participation: the events should be participatory and ensure an adequate and active participation of the groups of people most affected by hunger and food insecurity, including inter alia the organizations representing small-scale food producers and rural workers, women and men. The participatory principle should apply to all stages of organizing these events including agenda setting, format, conducting and running the event itself, reporting and follow up.
- Inclusiveness: the events should involve all relevant actors. It is important to ensure that different branches of government responsible for food security and nutrition, as well as different constituencies of people, are involved in the events.
- Accountability: states carry the ultimate responsibility to ensure food security and nutrition as well as the realization of the right to adequate food. The events should contribute to holding decision-makers accountable.
- Multi-actor: the events should ensure the participation and involvement of different actors and exercise sensitivity regarding their different roles and responsibilities, which require different forms of assessment. Adopting a conflict of interest policy is recommended.
- Periodic events: in order to fulfil their objectives, the monitoring events cannot be single events but will need to be periodic.

2.3 National and regional events

2.3.1 Objectives:

- Strengthen national/regional capacities for monitoring progress made in the realization of the right to adequate food and in securing food security and nutrition for all.
- Foster awareness at country/regional level about the relevance of CFS and its policy recommendations.
- Take stock of and assess the use and implementation of CFS's policy recommendations and the extent to which CFS has contributed to policy coherence and convergence at the national/regional level.

2.3.2 Guiding recommendations for organizing national/regional events

- To the national governments:
 - National actors should be the main protagonists of organizing these national events.
 - Ensure inter-ministerial participation so that the ministries responsible for issues related to food security and nutrition (e.g. agriculture, fisheries, land, water, forests, seeds, biodiversity, health, nutrition, labor, social security, energy, climate, trade, investment, foreign policy, development cooperation, etc.) are actively engaged in the discussion.
 - Enlist existing national multi-actor platforms for monitoring food security and nutrition to organize these events, in countries where they exist. In countries where such platforms do not exist, these national events may foster establishing such platforms.
 - Accept that the initiative of organizing a national/regional event can be taken by governments or by civil society platforms, but needs to be jointly agreed among national actors. A multi-actor organizing committee might be a good option to ensure the implementation of the principles stated above.
 - Use national/regional events to help prepare national input for CFS global thematic sessions such as the one that will be held in CFS 43 to take stock of the use and application of the VGGT.

- To FAO, IFAD and WFP: Provide support for organizing the event. Other UN agencies might provide support as well or could be invited as observers.
- To the CFS Secretariat: Reserve a space to share the reports from these national/regional monitoring events in annual sessions.
- To the event organizing group:
 - Identify the CSO platforms and networks working on food security and nutrition issues, especially those facilitating the participation of the groups most affected by hunger and food insecurity, as a first step in preparing for the event.
 - Invite national/regional human rights institutions and relevant parliamentary commissions to the event.
 - Consider organizing regional events back- to- back to FAO regional conferences or to periodic meetings of regional bodies.
 - Regions should decide which relevant regional bodies should be invited to join and report to these regional events.
 - In cases of countries volunteering for an in-depth country level assessment, the national event should be part of the in-depth country level assessment.
 - Agree that the events will be held periodically and define the period.
 - Prepare and publicly disseminate a report on the outcomes of the event, which should reflect different points of view and record agreements on follow up; submit it to the CFS in order to share experiences. National/regional reports might include requests to the CFS to tackle issues of global policy coherence convergence and coordination relevant to that country.

2.3.3 Possible guiding questions to be discussed in the national/regional events

2.3.3.1 On implementation of CFS policies and recommendations

- Since the global thematic session in 2016 will be dedicated to VGGT, the focus of national/regional events in 2016 could be on assessing the use and implementation of VGGT. See 5.3 for a set of possible guiding questions to take stock of the use and application of VGGT.

2.3.3.2 On the role of the CFS⁴

- To what extent has the CFS positively influenced policy processes at national/regional level?
- Does the normative work of the CFS help the governments to fulfil their obligations with the right to adequate food?
- Does the CFS facilitate better international coordination on food security and nutrition policies?
- Has the CFS contributed to policy convergence in key food security and nutrition areas?

2.3.3.3 On national/regional food security and nutrition

- Is a policy on national/regional food security and nutrition in place? What are the policy commitments to food and nutrition security, poverty reduction, the progressive realization of the right to adequate food, social development?
- To what extent are the groups most affected by hunger and food insecurity and the organizations of small-scale food producers involved in decision making and monitoring on national food security and nutrition policies?
- What are the impacts of international frameworks, institutions and actors on the national food security and nutrition?

At later stage the OEWG could develop GSF based benchmarks to facilitate assessing national food security and nutrition policies.

⁴ These questions have been taken from the survey on CFS effectiveness.

2.4 Global thematic events

2.4.1 Objectives

- Take stock of the use and application of CFS policy documents by CFS members and participants;
- Assess the extent to which CFS policy guidance has fostered coherence and convergence and promoted accountability at national, regional and international level in the realization of the right to adequate food and in securing food security and nutrition for all, particularly among UN agencies and donor governments, and has had an impact on other relevant international processes such as the Sustainable Development Goals, finance for development, climate change and trade;
- Agree on recommendations to improve implementation of CFS policy documents.

2.4.2 Guiding recommendations to organize global thematic events

- The CFS will assess the main streams of its work during its annual sessions. For example, in the first year it might start with the oldest major product (VGGT) and subsequently proceed to other outputs and policy recommendations in the following years.
- The OEWG will appoint a task team with the participation of the CSM to prepare a list of questions and identify relevant UN agencies and individuals (e.g. OHCHR, ILO, WHO, World Bank, Special Rapporteur on the Right to Food) that can provide inputs on the topic to be monitored and request them to do so. Inputs also will be requested from countries willing to report, the CSM and PSM, as well as from the FAO, IFAD and the WFP.⁵
- The task team appointed by the OEWG will review all submissions received and draft a set of lessons learned and of recommendations regarding how the impact of CFS policy guidance in the area under review might be enhanced.
- The CFS will then organize a panel discussion on the recommendations. In this way, the CFS will create a space of convergence and dialogue of different and existing monitoring mechanisms.
- Countries which organized a national event on VGGT could share their results during this global thematic event;
- An entire day of CFS 43 should be dedicated to this global thematic event.

2.4.3 Possible guiding questions to take stock of the use and application of VGGT

- How have VGGT been used at a national, sub-national or regional level?
- What achievements and challenges have these activities had?
- What difficulties have you encountered in applying VGGT?
- In the past four years has your government undergone tenure reform or other reforms with impacts on tenure? Did VGGT play a role?
- Have the groups most affected by landlessness, displacement, other forms of livelihoods loss and tenure insecurity been involved in tenure reforms and other legal/policy reforms with impacts on tenure in the last four years?
- Are the groups most affected by landlessness, displacement and other forms of livelihoods loss and tenure insecurity free to organize to defend their tenure rights?
- What are the main challenges ahead in terms of improving governance of tenure in your country? Can VGGT play a role to overcome them?
- What VGGT related activities have been undertaken by international actors (UN agencies, IFIs, bilateral/multilateral donors, corporations/investors)?
- What achievements and challenges have these activities had?

⁵ A similar procedure was already proposed in the matrix on CFS decision to be monitored presented to the OEWG meeting on May 6, 2013. Available at http://www.csm4cfs.org/files/SottoPagine/91/cfs_monitoring_oewg_matrix_under_3_categories.pdf