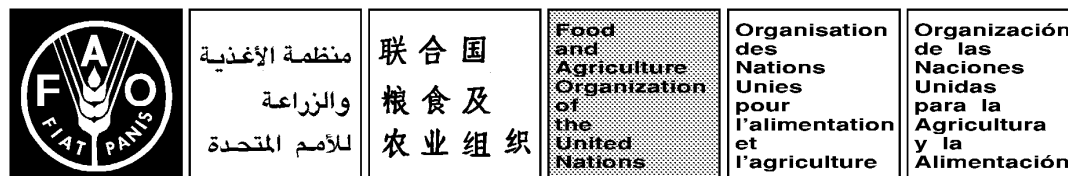


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**INTERGOVERNMENTAL WORKING GROUP FOR THE
ELABORATION OF A SET OF VOLUNTARY GUIDELINES TO
SUPPORT THE PROGRESSIVE REALIZATION OF THE RIGHT TO
ADEQUATE FOOD IN THE CONTEXT OF NATIONAL FOOD
SECURITY**

Information paper

Rome

Monitoring the Implementation of the Right to Adequate Food

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I. INTRODUCTION

1. International commitment to the eradication of hunger was clearly stated at the 1996 World Food Summit, where Heads of State and Government reaffirmed:

“the right of everyone to have access to safe and nutritious food, consistent with the right to adequate food and the fundamental right of everyone to be free from hunger”.¹

2. The 2002 World Food Summit: *five years later* then invited the FAO Council to establish an Intergovernmental Working Group (IGWG), with a mandate to elaborate, in a period of two years, a set of voluntary guidelines to support member Nations’ efforts to achieve the progressive realization of the right to adequate food in the context of national food security.²

3. The resulting Voluntary Guidelines, a human rights-based practical tool addressed to all States, were adopted by the 127th Session of the FAO Council in November, 2004. Their stated objective is to:

“...provide practical guidance to States in their implementation of the progressive realisation of the right to adequate food in the context of national food security, in order to achieve the goals of the Plan of Action of the World Food Summit...”

4. The Voluntary Guidelines address a whole range of activities that States should undertake in order to realize the right to adequate food. Monitoring is specifically treated in the Guidelines.

GUIDELINE 17: MONITORING, INDICATORS AND BENCHMARKS

17.1 States may wish to establish mechanisms to monitor and evaluate the implementation of these Guidelines towards the progressive realization of the right to adequate food in the context of national food security, in accordance with their capacity and by building on existing information systems and addressing information gaps.

17.2 States may wish to consider conducting “Right to Food Impact Assessments” in order to identify the impact of domestic policies, programmes and projects on the progressive realization of the right to adequate food of the population at large and vulnerable groups in particular, and as a basis for the adoption of the necessary corrective measures.

17.3 States may also wish to develop a set of process, impact and outcome indicators, relying on indicators already in use and monitoring systems such as FIVIMS, so as to assess the implementation of the progressive realization of the right to adequate food. They may wish to establish appropriate benchmarks to be achieved in the short, medium and long term, which relate directly to meeting poverty and hunger reduction targets as a minimum, as well as other national and international goals including those adopted at the World Food Summit and the Millennium Summit.

17.4 In this evaluation process, process indicators could be so identified or designed that they explicitly relate and reflect the use of specific policy instruments and interventions with outcomes consistent with the progressive realization of the right to adequate food in the context of national food security. Such indicators could enable States to implement legal, policy and administrative measures, detect discriminatory practices and outcomes, and ascertain the extent of political and social participation in the process of realizing that right.

17.5 States should, in particular, monitor the food-security situation of vulnerable groups, especially women, children and the elderly, and their nutritional status, including the prevalence of micronutrient deficiencies.

17.6 In this evaluation process, States should ensure a participatory approach

¹ Rome Declaration on World Food Security. The right to adequate food was also expressed in Article 11 of the 1966 International Covenant on Economic, Social and Cultural Rights (ICESCR).

² Paragraph 10 of the Declaration adopted at the 2002 World Food Summit: five years later.

5. This paper aims at providing practical guidance for States on monitoring the implementation of the right to adequate food, based on the Voluntary Guidelines. It focuses on strengthening and institutionalising a rights-based approach to monitoring of the right to adequate food at country level.

II. RIGHTS BASED MONITORING

6. Rights based monitoring (RBM) systems are distinguished from other monitoring systems because they should address the nature of rights-based development: a comprehensive economic, social, cultural and political process. A rights-based approach to development integrates the norms, standards and principles of the international human rights system into the plans, policies and processes of development. The norms and standards are those contained in international treaties and instruments. By definition, rights-based approaches are incompatible with development policies, projects or activities that have the effect of violating rights, and they permit no “trade-offs” between development and rights.

7. A RBM system, as a component of a rights-based approach to development, incorporates the advantages, or added value, of such an approach, and works to promote their integrity. Some important advantages are described below.³

- Easier consensus, increased transparency and less “political baggage” in national development processes. Development objectives, indicators and plans can be based on the agreed universal standards of the international human rights instruments rather than on imported foreign models, prescriptive solutions, partisan approaches or arbitrary policies.
- More effective and complete analysis. Traditional poverty analyses based their judgments on income and economic indicators alone. A human rights analysis reveals additional concerns of the poor themselves, including the phenomena of powerlessness and social exclusion.
- A more authoritative basis for advocacy and for claims on resources, with international legal obligations and national commitments empowering development advocates.

8. The stakeholders of a RBM system, described in greater detail below, include rights holders (with emphasis on the poor and vulnerable) and duty bearers (with emphasis on the State). In general, a RBM system provides information through which rights holders can hold duty bearers accountable and which strengthens the rights holders’ capacity for self-action.

9. The monitoring process generally consists of four main components. They are: information (data) gathering from primary and secondary sources; information processing, organization and transformation (indicators); information analysis and interpretation; and dissemination (reporting). They provide a starting point for establishing RBM systems for the implementation of the right to adequate food as described in this paper under the headings: what should be monitored; how monitoring should be carried out; and for and by whom monitoring may be carried out. The latter brings into focus institutional aspects. A number of considerations are also suggested for the development of general strategies, an implementation agenda and a work plan.

III. WHAT TO MONITOR

Three dimensions of the right to adequate food – adequate, available, accessible

10. The Voluntary Guidelines embrace three important substantive attributes, or dimensions of the right to adequate food: adequacy, availability and accessibility. These dimensions, described below, form a sound basis for the development of indicators within appropriate frameworks.

- The concept of “adequate” food has three components.⁴ First, food should be available in a quantity and have nutritional quality sufficient to satisfy the dietary needs of individuals.

³ See <http://www.unhcr.ch/development/approaches-07.html>.

⁴ Based on paragraph 8 of General Comment 12, adopted by the UN Committee on Economic, Social and Cultural Rights (CESCR) in 1999.

Second, the food should be safe for human beings to eat and free from adverse substances. This incorporates an element of consumer protection. Third, the food should be acceptable within a given culture.

- “*Availability*” of food refers to a sustainable supply of adequate food, with environmentally and economically sustainable food systems. Sustainability indicates a long term availability and accessibility to adequate food. Areas critical for improving overall food availability are contained in the Voluntary Guidelines, such as land, water, agriculture, technology, extension and credit availability. International cooperation in augmenting food availability is also relevant.
- “*Accessibility*” of food suggests a stable access to adequate food. It incorporates both physical and economic access to food within the household’s livelihood. It also suggests the accessibility of food in ways that do not interfere with the enjoyment of other rights, and corresponds to the Voluntary Guidelines that are directed at improving the management of resources.

11. There are clear differences and some interactions among these three dimensions. The overall aim is to distinguish dimensions that relate to quantity and availability from the predominantly qualitative aspects of the right to food. The dimensions of adequacy and accessibility are key to understanding the scope of the normative content of the right to food; however, adequacy has quantitative and qualitative attributes, while accessibility suggests more physical and economic attributes. Availability, on the other hand, relates to quantity, but also identifies obligations of duty holders directed at enhancing food availability in the country. Further, it offers the possibility of monitoring some of the more operative obligations and responsibilities identified in the Voluntary Guidelines.

Indicator development

12. Monitoring the implementation of the right to adequate food can be achieved with reference to a well-defined monitoring framework. A few examples are described below. An initial step in establishing such a framework is determining what to monitor. In this context, development of appropriate indicators identifying what to monitor is an essential tool for the monitoring process.

13. Although there are different examples and categories of indicators that can be used for monitoring, it would be fundamental to ensure that the indicators are rights-based (RB), and not simply general development (GD). While the GD indicators focus on the general status of human conditions and capabilities and normally cover all population groups, RB indicators:

- relate to relevant human rights instruments, standards and normative principles;
- assess whether, and the extent to which, duty bearers have fulfilled their obligations to respect, protect and fulfil;
- require disaggregation of data, to focus on the most vulnerable and disadvantaged groups of society.

14. The indicators should be both qualitative (descriptive) and quantitative (numeric). Qualitative indicators can, however, sometimes be presented in numeric form.

15. The choice of specific indicators for monitoring the implementation of the right to adequate food may vary from country to country, and situation to situation. It may be potentially confusing, and reduced to an exercise of cataloging possible alternatives. To avoid this, a general framework may first be developed to guide the selection of indicators. It would also assist in analysing outcomes and establishing a linkage between the policy tools, means of implementation and desired impacts. A framework for identifying and designing indicators could address issues such as the following.

- There should be explicit linkage to relevant human rights instruments, standards and normative principles⁵ as well as to the Voluntary Guidelines.
- The attributes of the “core content” of the right to adequate food should be put in the context of local needs and priorities.
- The framework should be amenable to a disaggregation of indicators to appropriate levels for the country.
- The framework should relate and contribute to a common approach for monitoring other human rights. In this context, three key categories of indicators should be considered: structural, process and outcome/impact,⁶ described below.
- The principles of participation, accountability and redress should be applicable to all categories of indicators.

Examples of frameworks to guide indicator development and selection

16. Complementary indicator development frameworks are presented in Annex 1, 2 and 3. They are illustrative only, and are examples of different types of frameworks that individual States may wish to develop and tailor to their situations to guide the selection of their own set of indicators.

17. A framework for the development of indicators useful for assessing the duty-bearer’s implementation of its obligations in relation to household food security is in Annex 1. This example takes as indicators the obligations of the State, described in human rights instruments,⁷ to respect, protect and fulfil (facilitate and provide) the right. In particular:

- States should respect existing access to adequate food by not taking any measures that result in preventing such access.
- States should protect the right of everyone to adequate food by taking steps so that enterprises and individuals do not deprive individuals of their access to adequate food
- States should promote policies intended to contribute to the progressive realization of people’s right to adequate food by proactively engaging in activities intended to strengthen people’s access to and utilization of resources and means to ensure their livelihood, including food security. . States should, to the extent that resources permit, establish and maintain safety nets or other assistance to protect those who are unable to provide for themselves.

18. In this framework, these human rights obligations of the State are related to the three dimensions of household food security described above - adequacy, availability and accessibility – the normative principles of the right to adequate food.

19. An example of an indicator development framework useful for assessing the state of realization of the right to adequate food (outcomes/impacts) is in Annex 2. It is also useful for a violations approach in analysing and interpreting information and data, and in reporting. Such an approach would indicate the failure to respect, protect or fulfil a right. However, there are some concerns with a violations approach. Although its advantages include an emphasis on rights and obligations, a visible link with accountability and a clearer implementation of a rights-based approach, there are also some important difficulties. One is the volatile political and moral implications of the term “violations”.⁸ In addition, the parameters and standards that identify such violations are

⁵ These would include Article 11 of the 1966 International Covenant on Economic, Social and Cultural Rights, the 1996 Rome Declaration on World Food Security of the World Food Summit, General Comment 12, the 2002 Declaration of the World Food Summit: *five years later*, as well as national human rights instruments and laws.

⁶ These categories have also been adopted by the Special Rapporteur on the Right to Health.

⁷ These obligations appear in the ICESCR, General Comment 12 and the Voluntary Guidelines.

⁸ Alternative terms could be non-fulfilment, non-compliance or non-realization.

themselves undefined, including the concept of non-retrogression (protection of the level of realization of rights).

20. This framework considers the three dimensions of the right to adequate food (adequacy, availability and accessibility) in terms of the three key categories of indicators described below: structural, process and outcome/impact. It consists of an illustrative list of questions, some of which (in italics) demonstrate the need to review qualitative (descriptive) information before assessing quantitative (numeric) indicators. Often, such questions provide a link to relevant human rights instruments or norms.

- **Structural indicators** broadly capture information reflecting the legal and institutional framework for the realization of the human right. They include information indicating whether:
 - the relevant treaties and international instruments have been ratified or otherwise endorsed by the country;
 - steps have been taken to implement their provisions in national law; and
 - institutional arrangements are in place to implement the provisions.
- **Process indicators** provide information that relates a policy or programme instrument to a “milestone outcome” consistent with the progressive realization of the right. These indicators should provide clear guidance to States with respect to the implementation of legal, policy and administrative measures, detect discriminatory practices and outcomes, and ascertain the extent of political and social participation in the process of realizing the right to adequate food.

Useful process indicators could include policy measures used to improve food availability, such as developing regulations for food imports or support to agricultural extension services. Process indicators that assist in monitoring improvements in availability and accessibility of food could include, for example, indicators on access of farmers to genetic resources for food production, access to food aid and the coverage of school children by nutrition supplement programmes.

- **Outcome/impact indicators** provide summary information on the state of realization of a human right. They may describe a consolidated impact of two or more process indicators. Examples of useful outcome indicators could be the share of household expenditure on food or the nutritional status of children captured through anthropometric measures.⁹

21. These three categories of indicators help to bring out the “added” value of rights-based monitoring. Selection of appropriate process indicators could promote accountability in implementing and monitoring the right. Further, a combination of structural, process and outcome indicators enables an assessment of State obligations – as primary duty bearer – to respect, protect and fulfil the realization of human rights. A suitable choice of outcome indicators allows assessment at the individual level of the enjoyment, or the violation/denial, of human rights.

22. It should be noted that the dimensions and categories shown in Annex 2 do not divide indicators into groups that are mutually exclusive. For example, an indicator for food availability could also be used for food accessibility. The main objective is to simplify the normative framework for easy analysis and selection of indicators, and facilitate a systematic and comprehensive identification of relevant indicators. Some benefits to this approach are that it:

- simplifies the selection of indicators;
- encourages the use of contextually relevant information;
- facilitates a more comprehensive coverage of the different attributes or aspects of the realization of the right; and

⁹ These measures involve weighing and measuring the children, and do not take into account food consumed.

- possibly minimizes the overall number of indicators required to monitor the realization of the right to food in any context.

23. In particular, minimization of the number of indicators would not be possible if an alternative approach were taken, such as identifying indicators corresponding to each of the Voluntary Guidelines. This approach would also be constrained because it is not always possible to identify a unique indicator that could be used to monitor the implementation of a specific Guideline. Sometimes a single indicator may be seen as being adequate to cover more than one Guideline and in other cases a few indicators may be required to cover just one Guideline.

24. There is an additional advantage to using the structural/process/outcome categories of indicators: they attempt to capture the “flow” and “stock” aspects of the process of social change and development that underpins the protection and promotion of the human right. A “flow” indicator allows monitoring of momentary changes, for example the per capita availability of food grains from year to year. A “stock” indicator reflects summary outcomes that consolidate such changes over successive years, such as anthropometric measures for school children. An appropriate mix of such indicators could potentially overcome some of the constraints associated with availability of suitable information and data gaps.

25. In some cases the use of an indicator may depend on contextual factors. For example, the indicator on land reforms could assess progress in land consolidation or land distribution to the landless, depending on the context.

26. Finally, an example of an indicator development framework useful for monitoring large national programmes is in Annex 3. Unlike the previous two examples, it does not specifically refer to the three dimensions of the right to adequate food. The focus of this example is rather on inputs, processes, outputs, intermediate outcomes and final outcomes or impacts. It is duty-oriented; information on the level of resources and processes indicate the level of duty discharged by the State.

Additional Criteria for Indicator Selection

27. States may wish to be guided by the following criteria as they select and develop their own set of indicators.

- **Measurement of change:** Monitoring is about measuring change over time. The indicator should be capable of measuring differences over time with a minimum of random measurement errors.
- **Disaggregation:** The indicator has to be equally valid for all categories or classes involved in the disaggregated analysis. This is important for making comparisons across different population groups.
- **Ease of construction:** Data should be generated by simple measurement techniques, requiring a minimum of data transformation, and making use of available data, if possible.
- **User friendly:** The indicator should provide clear and transparent information that the intended users can understand.
- **Action relevance:** The information provided by the indicator should contribute to the formulation of action and to more informed decision making.
- **General application:** The indicator should generally be relevant but “sensitive” to different social and cultural settings.
- **Specificity:** The indicator should be specific to a given phenomenon, thus avoiding different interpretations.

28. A challenge in the selection process, however, arises from the fact that few indicators will consistently conform to all these criteria. It may therefore be necessary to consider trade-offs in selecting from among various indicators, with the aim of selecting the best indicators possible.

IV. HOW TO MONITOR

29. The “how” of monitoring the right to adequate food in a RBM system is anchored in human rights principles such as accountability, empowerment, participation, non-discrimination and attention to vulnerable groups. Its focal point is information analysis and interpretation, based on a clear process of information gathering, management and dissemination. It allows for the examination of actual change against intended change, and provides an understanding why change did or did not take place. It also involves setting time-bound targets, or benchmarks, and information dissemination (reporting) for well-defined users' groups. These elements are addressed in the step-by-step guidelines below, together with relevant human rights principles.

A. IMPORTANT CONSIDERATIONS IN RBM PROCESSES

Clear and specific analytical questions

30. The first step towards achieving sound analysis and interpretation is to prepare clear and specific analytical questions. If possible, they should be asked so that responses can be either “yes” or “no”.

Transparent conclusions

31. Similarly, the conclusions should be transparent and clearly understood by the intended users. Information and analytical results should be understood by rights holders with different technical knowledge, socio-cultural and ethnic backgrounds and social experiences.

Application of statistical methods

32. Information sought can be simple or complex. Some questions can be prepared so they are answered by applying simple statistical techniques to one or more indicators. Others could be more complex and involve several indicators. However, not all analyses need to apply statistical methods. What is important is that there are clear criteria for accurate interpretation.

Participatory and empowering analytical process

33. The analytical process itself should be participatory and empowering. The direct involvement of rights holders in the monitoring process should be assured, without discrimination. Data collection and information gathering should be done in local languages. Information systems should integrate indigenous knowledge. Access to information should be guaranteed for those who do not read.

34. Capacity among rights bearer and duty holder groups to facilitate simple, participatory monitoring methods should be strengthened. Information gathered at local levels should offer an opportunity for rights holder groups to indicate their priorities and aspirations. It should then be returned to the rights-holder groups for interpretation (assisted as needed) according to their priorities and aspirations. The information should measure concrete results for comparison with agreed results and targets; this would provide the basis for discussion between rights holder groups and duty bearers.

Priority Areas of Analysis for RBM of the Right to Food

35. Some examples are given below where information and data can support priority areas of analysis in RBM process related to the implementation of the right to adequate food.

B. IDENTIFICATION AND CHARACTERIZATION OF VULNERABLE GROUPS

36. Guideline 17 calls upon States, in particular, to monitor the food-security situation of vulnerable groups, especially women, children and the elderly, and their nutritional status. Vulnerability refers to the full range of factors (man-made or natural) that place people at risk of becoming food-insecure. The degree of vulnerability of individuals, households or groups of people is determined by their exposure to certain risk factors and their ability to cope with, or withstand, stressful situations that result from exposure to risks. Different population groups can usually be identified as being vulnerable with respect to different attributes of the right to adequate food,

depending on the type of risk to which they are exposed, and on their livelihood strategies. For example, young children may suffer from dietary inadequacy due to within-household food distribution practices, whereas internally displaced population groups may be vulnerable to inadequate food access due to lack of productive assets.

Community and Household Vulnerability to Poverty - Kenya

A recent study on community and household vulnerability to poverty in Kenya, undertaken by the International Livestock Research Institute, analysed five different types of assets upon which individuals draw to build their livelihoods (natural, social, human, physical and financial capital), using an integrated and cross-sectoral approach. The use of remote sensing and other tools made gathering information at a level of disaggregation sufficient to: analyse spatial variations of vulnerability at community and household level; understand the factors conditioning these variations; and identify and characterise vulnerable groups.

Better Understanding Livelihood Strategies and Poverty through the Mapping of Livelihood Assets: A Pilot Study in Kenya, ILRI-FIVIMS Collaborative Projects – Final Report, June 2004.

37. An analysis to identify and characterize vulnerable groups should focus on the so-called Who, Where and Why questions. Who are the food insecure and vulnerable population groups and how can they be identified? Where are they located? Why are they food insecure and/or vulnerable? In this context, each group's livelihood strategies and activities should be understood and respected. The answer to "why" they are food insecure or vulnerable should assist in identifying actions to implement the right to adequate food in each group.

38. Typical monitoring questions may include:

- how has the exposure to risks changed for specific groups?
- are vulnerable groups better equipped to withstand the impact of recurring or other risks?

Reduced vulnerability increases the probability of enjoying the right to adequate food.

39. In applying the Guidelines, the initial approach to assessing vulnerability may be based on the livelihoods of households, with special attention to be given to the vulnerability of women, children and the elderly in vulnerable households. In each country, it would be desirable to assess the major vulnerable groups by population segments and by region.

40. The process of identifying the vulnerable groups, using appropriate criteria, should be based on human rights principles of participation and transparency, allowing also for self-selection by households or individuals based on their perceived vulnerability.

41. Guideline 13 links the "who", "where" and "why" by suggesting that States should establish Food Insecurity and Vulnerability Information and Mapping Systems (FIVIMS) in order to identify groups and households particularly vulnerable to food insecurity, along with the reasons for being vulnerable to food insecurity.

Livelihoods Analysis of Vulnerable Groups - Benin

The livelihoods of artisanal fishers in Benin have been characterized by qualifying livelihood assets (*human, physical, social, natural and financial capital*), livelihood strategies and income-generating activities during the rainy season (*seasonal wage work, production of foods for market*) and the dry season (*preservation and sale of fish, and cash transfers among family members*). Key risk factors identified were: health risks (*malaria, diarrhoea and respiratory infections*), indebtedness and lack of capital, and breakdown of traditional methods of fishery management

The State of Food Insecurity in the World (SOFI), 2000

42. General policy and programme measures may affect different population groups unevenly, or may not target vulnerable groups in an efficient manner with a minimum of leakage. To address this,

an analysis of the distributional effects of policies and programmes can be undertaken. It should be based on disaggregated information and data, and monitor factors such as discrimination against vulnerable groups or the impact of affirmative action programmes.

43. This would be consistent with Guideline 13, which invites States to systematically undertake disaggregated analysis on the food insecurity, vulnerability and nutritional status of different groups in society. It should be done with particular attention to assessing any form of discrimination that may manifest itself in greater food insecurity and vulnerability to food insecurity, or in a higher prevalence of malnutrition among specific population groups, or both, with a view to removing and preventing the causes.

C. INSTITUTIONAL AND LEGAL FRAMEWORK

44. The establishment and functioning of monitoring systems at the national level requires an adequate legal and administrative basis. Guideline 7 invites States to consider whether to include provisions in their domestic law to directly implement the progressive realization of the right to adequate food in the context of national food security. For adequate, effective and prompt remedies, administrative, quasi-judicial and judicial mechanisms may be envisaged. They should be accessible, in particular, to members of vulnerable groups.

45. The importance of a sound administrative basis is reinforced by Guideline 13, which recognizes that effective accountability and administrative systems are essential to prevent leakages and corruption. A complementary suggestion is in Guideline 5, which encourages States to take measures, as necessary, to implement effective anticorruption legislation and policies.

46. An analysis to determine the adequacy of the existing legal and administrative framework for RBM may therefore be a priority. Some considerations would include whether the law provides an institutional mandate and authority to gather information and undertake analysis and assessment, and a requirement to report. Access to information and information sharing among different agencies should also be mandated by law. A need for or effectiveness of anticorruption legislation could be examined, and an assessment of the process for, and effectiveness of, administrative remedies could be assessed.

47. The effectiveness of RBM systems depends to a great extent on the institutional arrangements, including operations and policies. Guideline 5 suggests that States, where appropriate, should assess the mandate and performance of relevant public institutions and, where necessary, establish, reform or improve their organization and structure. It also suggests that States may wish to ensure the coordinated efforts of relevant government ministries, agencies and offices. Institutional aspects of monitoring are discussed more thoroughly below.

48. An analysis could be undertaken of existing institutional structures and policies to implement food security policy and programme measures, including basic services delivery. It could take into account the existence of or need for a lead agency with a clear mandate, and assess the degree to which efforts are coordinated among relevant government agencies and among sectors. Another point for analysis could be the extent to which relevant institutions provide for full and transparent participation of the private sector and civil society, in particular the representatives of the groups most affected by food insecurity.

49. The aims would be to ascertain whether the institutions are conducive to reaching the most food-insecure and vulnerable, and to ensure sound governance and accountability to rights holders.

D. BENCHMARKS

50. Setting national benchmarks, time-bound targets for assessing progress, is a mechanism for holding duty bearers accountable. The level at which such benchmarks are set is important because it indicates whether or not obligations have been met. However, there may need to be ongoing adjustment of the level of the benchmarks, particularly if they were set unrealistically high or low. The process of setting national and sub-national benchmarks should involve the direct participation of both rights holder groups and duty bearers, and be supported by a detailed analysis of available data related to the food and nutrition conditions and trends in the country and at sub-national levels.

51. Guideline 17 encourages the establishment of benchmarks to be achieved in the short, medium and long term.

52. Targets and benchmarks should be expressed in such a way that repeated measurements over time lead to clear conclusions on the progress made. In this context, there should be a clear understanding of what is meant by progress. For example, if a benchmark is adopted to reduce the number of malnourished people by 10,000 in five years, an average annual reduction of 1,000 people in the first three years may not necessarily represent progress.

53. In considering whether to use benchmarks and for what purpose, it may be appropriate to consider benchmarks that take into account international commitments. Other uses for benchmarks would depend on in-country needs and processes, and in any case should be firmly linked to accountability mechanisms.

E. REPORTING

54. Dissemination of information and analyses, or reporting in a RBM system, responds to the need for all stakeholders, in particular the rights holders, to have access to available information and data on the realization of the right. The information should be available on a non-discriminatory basis, and be clearly understood by the various groups of rights holders. Because the right should be continuously pursued, the information/data should be available at different points of time or as a time series. This would facilitate both monitoring the progressive realization of the right and, as appropriate, the non-fulfilment of the right. It is also consistent with the principles of transparency and accountability.

55. A framework for reporting should incorporate a schedule of publication and dissemination of relevant information. This may need to be preceded by a careful analysis of the information needs of different user groups, to ensure that the information is timely, relevant and accessible for each user group. This should also guide what distribution means are to be employed when targeting specific user groups. For example, if RBM-provided information is to serve as an advocacy tool, it should be able to fulfil functions such as:

- raising awareness on entitlements and duties;
- assisting in articulating claims of rights holders;
- facilitating in monitoring the progress by duty bearers in meeting their obligations.

56. In addition, Section III of the Voluntary Guidelines invites States to report, on a voluntary basis, on relevant activities and progress achieved in implementing the Guidelines, to the FAO Committee on World Food Security.

57. A communications strategy for reporting and disseminating of information would assist in fulfilling obligations to report. It could address the responsibility for and means of dissemination, and the various forms in which the information may be reported. The responsibility could be assigned to a specific institution, and the means could include identified publications, networks and organizations, as well as through the media.

Mapping

58. Maps have been found to be highly useful dissemination tools that provide a means of both monitoring and reporting on the progress towards the realization of the right to adequate food. The Voluntary Guidelines refer to this technique as a way of identifying vulnerable groups and households, together with reasons for their food insecurity.

59. Some advantages to the use of maps are:

- issues and challenges of the implementation of the right to adequate food are highlighted;
- spatial representation is provided;
- they are easily understood;

- they easily show changes over time in implementation;
- user-friendly software is widely available.

60. Maps can be constructed based on a range of indicators that directly relate to the implementation of the right to adequate food, such as geographic inequality and incidence of poverty. In addition, it can assist in development of strategies, allocating budgets, measuring progress and targeting programmes. Some examples of the use of mapping are shown in the table below.

EXAMPLES OF THE USE OF POVERTY MAPS		
USE	Indicator	Country
Assessing geographical inequality	Distance to Roads	Brazil: Pará and São Paulo
Reaching the most needy	Incidence of poverty versus number of poor	Viet Nam
Reaching the most needy	Geographical targeting of government programmes for the poor	Mexico
Monitoring outcomes at sub-national levels	Change in poverty incidence	Ecuador

61. Hunger and poverty maps are useful tools for RBM assessments. Today's software¹⁰ can combine information from different maps and assist in defining such aspects as the location of the poor and hungry, as well as the causes of poverty and hunger (e.g., whether people have access to markets or crops).

62. Many countries have constructed poverty maps. The use of poverty maps may be important for monitoring the right to adequate food, because poverty can be used as a proxy indicator to identify and locate food insecure and vulnerable groups. In addition, hunger maps can assist with the development of relevant strategies, with budgetary planning and in the assessment of targeting of major development, social safety and other food security programmes.

V. MONITORING FOR WHOM?

Duty Bearers

63. Duty bearers that implement the right to adequate food exist at national, sub-national and community levels, and have multiple information needs. As noted above, the primary duty bearer is the State, with its executive, legislative and judicial branches. Other duty bearers include: public security agencies; public interest firms; regulatory and consumer protection agencies; and private institutions that provide public services, such as water, health services, mass communication and industry.

64. For duty-bearers at the policy implementation level (such as public officers, parliamentarians, judges, prosecutors, and police officers) the RBM information is fundamental to (re)affirm their responsibility to undertake all possible efforts to meet their obligations, to help identify possible capacity gaps in public institutions and to prepare recommendations to overcome capacity gaps.

65. For duty-bearers at the planning and decision making level, the information is used to evaluate the adequacy of planning and to provide a basis for shifts in policy planning and implementation. This

¹⁰ Examples of mapping software include Geographical Information Software (GIS), which can combine data from different kinds of maps, and market-available ArcGIS and ArcView.

ensures that the funds are effectively allocated and used both to achieve the relevant goals and benchmarks, and to monitor relevant progress within the publicly agreed time frame.

Rights Holders

66. All human beings are right holders in respect to the right to food. By taking into account the principles of equality and non-discrimination, the Voluntary Guidelines indicate that the approach should focus on poor and vulnerable people who are often excluded from the processes that determine policies to promote food security. They also refer to the need for inclusive societies free from discrimination by the State in meeting their obligations to promote and respect human rights.¹¹

67. For individual rights holders, and organizations and interest groups that represent them, the RBM information is fundamental to (re)affirm and clarify the different dimensions of their right to adequate food and the corresponding obligations of the duty bearers. It could also provide factual information for social mobilization, participation and lobbying actions and in directly presenting their claims and demands to existing public institutions, including legislative, judiciary, executive, and monitoring institutions.

Human Rights Monitoring Bodies

68. Human rights monitoring bodies are key institutions in the monitoring process, and can include human rights commissions and national ombudspersons. They normally have a mandate to monitor public agencies' compliance with national legislation and international obligations regarding human rights, sometimes with an explicit mandate to monitor economic and social rights, including the right to adequate food. They generally comply with the 1991 Paris Principles, which recognise the necessity for human rights bodies to be autonomous from the Government and impartial, essential qualities for effective monitoring.¹²

VI. MONITORING BY WHOM: INSTITUTIONAL ASPECTS

A. INSTITUTIONAL RESPONSIBILITIES AND ATTRIBUTES

69. The major task of institutions designated to take part in a human rights-based RBM system is to bring stakeholders together in a participatory process. The RBM system itself can build on existing institutions and monitoring systems. In fact, most countries currently have in place institutions and monitoring systems that are relevant to implementing the right to food, such as an agricultural database in the ministry of agriculture, a health monitoring system in the ministry of health and national statistical surveys on income and expenditures, health, nutrition or environmental conditions in the office of statistics.

70. An important first step in developing a RBM system is the identification of stakeholders that would contribute to or depend upon the monitoring process. Stakeholders – institutional and non-institutional - may be grouped into three categories: information providers; independent interpreters of the available information (“intermediate users”); and the ultimate users of that information for articulating their claims and monitoring the realization of the right to food (“end users”).

71. This may involve, *inter alia*, the ministries of agriculture, food, public health and family welfare (including women and children), the national human rights institution, relevant civil society organizations engaged in monitoring human rights, consumer groups, other social groups, parliamentary committees and claim holders at large. The information in an RBM system has different uses for various stakeholders. For greater clarification, a table of users and uses of RBM information is provided in Annex 4. Because institutions play a central role in collecting, analysing and disseminating such information for RBM systems, the principles of *participation, transparency and*

¹¹ Paragraph 19.

¹² [Principles relating to the status and functioning of national institutions for protection and promotion of human rights](#), endorsed by the Commission on Human Rights in March 1992 (resolution 1992/54) and by the General Assembly in its resolution [A/RES/48/134](#) of 20 December 1993.

accountability should be applied when identifying institutions, their responsibilities and their information collection methods.

72. One mechanism for applying these principles is to assemble the different monitoring stakeholders in a participatory process. Their respective competencies and perspectives, focused on different aspects of the right to adequate food, and various methods of information collection, would enable formation of a collegium for monitoring the right to adequate food. This collegium could identify an independent institution to take a lead in interpreting the available information from a human rights perspective and, as appropriate, coordinate the assessments of other partners. The institution could be, for example, the national human rights body or a human rights non-government organization (NGO).

73. In structuring a RBM system, a distinction should be made between institutions that represent independent monitoring mechanisms, and those responsible for implementing programmes and providing information on progress in meeting obligations for the realization of human rights. For example, in the case of a monitoring system for implementation of the right to adequate food, a human rights commission and a ministry of agriculture/health and family welfare would have distinct but complementary roles.

74. It is important that the process to select institutions for RBM responsibilities is nationally owned and implemented. It should also be sufficiently decentralised and inclusive, so the concerns of different stakeholders may be taken into account.

75. Some criteria that may be used for selecting national institutions for RBM activities or strengthening existing institutions are listed below, mindful that any one institution may not meet all criteria. The list assists in addressing existing problems such as limited mandates, weak capacity to understand and monitor right-to-food issues, inconsistent/inadequate methodologies among ministries and agencies, and limited access to or insufficient/no sharing of information and data. The criteria describe attributes that institutions should have to enable effective RFM.

- (a) a clear mandate for monitoring the right to food, endorsed at high level (e.g. Parliament), and widely known and understood by key stakeholders;
- (b) adequate and identifiable human and financial resources to undertake the monitoring tasks, in order to achieve sustainable, high-quality monitoring;
- (c) a well-defined RBM work plan, on the basis of which it can be held accountable for outputs and results;
- (d) a high level of credibility *vis-à-vis* duty bearers and rights holders – the institution should be seen as an objective and independent player, and a clear agenda to promote and facilitate the implementation of the right to food for all;
- (e) strong linkages with key actors, institutions and organizations, both in the government sector and in civil society, to ensure that RBM information and analysis transforms into decision-making and effective multi-sector actions;
- (f) effective access to all relevant RBM information generated by both government institutions and civil society organizations, relying on existing information networks but with a mandate and the capacity to verify the validity of information;
- (g) as part of its mandate, the institution should establish advisory committees with specific expertise in both technical and human rights aspects, related to right to food monitoring;
- (h) a good communications and advocacy strategy in place to proactively promote the implementation of the right to food, and empower rights holders.

76. Major challenges in considering institutional responsibilities and attributes for RBM are to decide which institution(s) would be most effective, to prioritize the responsibilities and attributes according to the country's circumstances and to address any need for institutional partnerships in the monitoring process. Potential roles for such partnerships could be considered for academic institutions and coalitions or associations of civil society organizations.

B. CAPACITY DEVELOPMENT

Capacity development in RBM

77. It is evident that duty bearers in a RBM system need adequate capacity to undertake their duties. Capacity strengthening may be necessary to achieve the objectives of monitoring, and if so an initial activity would be the assessment of capacity development needs. The assessment should take into account the components of capacity within a human rights framework:

- responsibility, motivation and leadership;
- authority;
- access and control of human, financial and organizational resources;
- capacity to communicate and build partnerships (see "Capacity development in dissemination skills" in box below);
- capacity to make rational decisions.

78. Although capacity development is considered in the context of institutions in this paper, it is also relevant for individuals, groups, households, communities and civil society organizations.

Capacity development in dissemination skills

The media can play an important part in food insecurity and vulnerability early warning by ensuring that the information produced regularly by local authorities is widely disseminated. In 2003 the Kenya Food Security Steering Group (KFSSG) hosted a two-day training on Public Information and Media Skills for key decision makers and potential spokespeople responsible for delivering information to the media. The workshop helped to improve the interactions between the KFSSG and the media for a more balanced and constructive media coverage of food security related issues, to improve skills of members for dealing with the media and to identify main issues and strategies for improving media relations.

Proceedings of the Public Information and Media Skills Workshop, KFSSG, March 2004

79. Duty bearers should have adequate technical and managerial skills to discharge the duties that they will undertake. Other qualities that capacity strengthening should seek to promote in duty bearers include motivation and a clear understanding of the relevance and importance of their tasks. Institutionally, they should be empowered, have some degree of autonomy based on delegated authority, and have adequate access to resources.

80. In-country capacity development may also be needed in designing integrated and disaggregated analyses, appropriate statistical methods, statistical interpretation and dissemination methods such as maps.

Capacity development for data collection and disaggregation

81. Institutional capacity and appropriate methodologies for collection and analysis of data are necessary for RBM. Human rights monitoring data could be based on multiple sources and data collection methods, each of which may require specific methodologies for collection and analysis. For example, monitoring data could be comprised of: data based on events and testimony, particularly for violation of human rights; socio-economic statistics collected by ministries and agencies to monitor public programmes; household perception and opinion surveys; and analyses and judgements by relevant experts.

82. Further, an important requirement of a RBM approach is availability of information /data at a level of disaggregation that captures the country's vulnerable population groups. To achieve this, data should be available by sex, major population age-groups, regions (including rural and urban) and where possible by demographic groups such as racial, ethnic or religious groups, minorities, refugees, internally-displaced persons and migrants.

83. Gaps in the available capacity to provide relevant data should be assessed in developing a RBM system, and the means to address the gaps in information should be identified.

VII. IMPLEMENTATION STRATEGY, AGENDA, WORK PLAN

84. The practical guidance provided by the Voluntary Guidelines for implementing the progressive realization of the right to adequate food provides the foundation for establishing a RBM system. The what, how, who and institutional aspects of monitoring implementation of the right, described above, build upon that foundation. On a more general level, and looking ahead, those aspects should be consolidated, for planning purposes, in an overall implementation strategy, an implementation agenda and a work plan. Some guidelines in this regard appear below.

85. An overall implementation strategy for developing a RBM system to monitor the implementation of the right to adequate food could focus on information and human rights aspects discussed above.

86. Regarding information aspects, a strategy could take into account, and build upon existing monitoring information systems related to emergencies and structural food insecurity and malnutrition. Local or community level information should be incorporated, and a RBM framework developed to identify minimal information gaps and the need for adjustments in existing information systems.

87. Human rights aspects principles should be mainstreamed in food security and poverty monitoring. On a broader scale, it should be ensured that the RBM process itself is rights based: participatory; empowering; transparent; and provides a basis for holding duty bearers accountable.

88. On a more practical level, an implementation agenda and work plan should be developed. Setting up or strengthening a RBM mechanism to monitor implementation of the right to adequate food can be guided by the following considerations and steps drawn from the what, how, who and institutional aspects of RBM described above.

- **Institutionalization.** This would involve establishing RBM mandates, allocating resources and strengthening capacities. Another activity could be identification of an independent institution that takes the lead in interpreting the available information from a human rights perspective and perhaps also coordinating the assessment of other partners.
- **Develop and test methods.** Methods for carrying out RBM, including use of indicators and information collection, analysis and dissemination, should be developed and tested.
- **Identification of monitoring stakeholders.** Institutional and non-institutional stakeholders who would be contributing to the monitoring process should be identified.
- **Identification of major vulnerable groups.** Criteria should be based on human rights principles of participation and transparency, and vulnerable (livelihood) groups should be identified and characterized.
- **Baselines, benchmarks.** Baselines should be established and benchmarks set.
- **Mainstream right to food principles.** An advocacy and communications strategy should be developed to integrate the right to adequate food into the broader range of the State's activities, including development and humanitarian action.
- **Capacity development, including for data collection and disaggregation.** Institutional capacity and cooperation may need to be developed to carry out RBM tasks, including data collection and disaggregation at a level that captures the country's vulnerable population groups.
- **Mainstream RBM.** Relevant policy and programme initiatives, local level projects and grass roots actions should be integrated into the RBM system.
- **Reporting periodically, publication, access to information and followup.** The access by all stakeholders to relevant information and data on an ongoing basis is key for RBM.

89. These steps are not exhaustive, but may assist in developing the RBM mechanisms needed for monitoring, and in identifying specific capacity gaps that should be addressed.

VIII. CONCLUSION

90. Human rights norms and values and right based approaches to development serve to develop and to strengthen the underlying rationale for human development and poverty eradication strategies.

91. Fundamentally, a human rights based approach to poverty is about empowerment of the poor. Empowerment is facilitated through the introduction of the concept of rights, which recognises the existence of the legal entitlements of rights holders - the hungry and malnourished in the case of the right to adequate food - and of legal obligations of duty bearers towards the former. For the right to food this is reflected through the Voluntary Guidelines, including in key areas such as policies, strategies, access to resources and assets, nutrition and support for vulnerable groups. This focus on the poor and the needy for their empowerment is amply reflected in calls for increased spending on the hungry and malnourished, for better targeting of those to be assisted, for those targeted to have a say in how services are provided, and for poor communities to be empowered to control the way money set aside for them is spent. In this context, it is clear that the design and operation of an effective RBM system for the right to adequate food would be instrumental to the progressive realization of the right.

92. The value of the Voluntary Guidelines is that they have moved beyond the normative content of the right to adequate food to a more practical interpretation of the concept. They provide a framework to start operationalizing the right to food, including through the establishment of monitoring mechanisms. On a broader level, they also provide a rights based framework with which to address food security, and wider development goals and approaches. At each level, they offer the important advantages of defining goals, accountabilities and obligations, of protecting consistency of efforts to improve food security over time and of ensuring effective monitoring of progress. A rights based approach to food security empowers rights holders and duty bearers alike. Above all, it makes the commitment to get rid of hunger entirely unambiguous, and monitoring the implementation of the right is essential for the fulfilment of the commitment.

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INDICATOR DEVELOPMENT FRAMEWORK 1

Normative Principles		FOOD SECURITY				
		ADEQUATE FOOD			SUSTAINABLE SUPPLY OF ADEQUATE FOOD	STABLE ACCESS TO ADEQUATE FOOD
		Dietary adequate (Quantity, Nutritional Quality)	Safe for human beings to eat	Culturally acceptable	Environmentally and economically sustainable food systems	Physical and economic access to food within the household's livelihood
Level of State Obligations						
RESPECT						
PROTECT						
FULFIL	Facilitate					
	Provide					

INDICATOR DEVELOPMENT FRAMEWORK 2

I. FOOD ADEQUACY

ATTRIBUTE/ ASPECT OF REALISATION	INDICATORS - STRUCTURE, PROCESS, OUTCOME
DIETARY ADEQUACY/ NUTRITION	<ul style="list-style-type: none"> • <i>Has the right to adequate food been ratified and incorporated in the national legal framework and regulations?</i> • <i>Is there a national nutrition policy and culturally sensitive norms on desirable nutrients for the population?</i> • Proportion of local governments implementing such a policy?

	<ul style="list-style-type: none"> • Proportion of population not able to consume the desired normative calorie requirement of adequate diet • Proportion of population suffering from malnutrition/ contextually relevant nutrient deficiency • Average calorie intake of the bottom three-(income/consumption) deciles as a proportion of the top three deciles of the population • Average calorie/protein intake of the identified vulnerable group of the population as a proportion to the total population • Proportion of underweight children below age five years
	<ul style="list-style-type: none"> • Proportion of vulnerable population (school going children, expectant mothers, non-working aged population or other social groups) covered under public/social programmes to supplement nutrition intake • Proportion of population/females exposed to public information and education on nutrition
FOOD SAFETY & CONSUMER PROTECTION	<ul style="list-style-type: none"> • <i>Is there adequate national food safety (processing, distribution) and consumer protection legislation?</i> • <i>Do the courts enforce consumer protection and food safety legislation?</i> • The disposal rate/average time for consumer protection cases to be heard • Number of persons prosecuted under food safety and consumer protection laws • Number of recorded deaths/incidence of food poisoning related to consumption of adulterated food. • Proportion of social sector public expenditure devoted to consumer protection advocacy, education and implementation of laws and regulations
CULTURAL ACCEPTABILITY	<ul style="list-style-type: none"> • <i>Are policies on agriculture production, food pricing and availability sensitive to local preferences and needs?</i> • Indicators to monitor changes in consumption patterns for factors other than affordability

II. FOOD AVAILABILITY

ATTRIBUTE/ ASPECT OF REALISATION	INDICATORS - STRUCTURE, PROCESS, OUTCOME
FOOD AVAILABILITY	<ul style="list-style-type: none"> • Per capita availability of major food items of local consumption • Proportion of per capita availability of major food items met through domestic production • Proportion of per capita availability of major food items met through international food aid • <i>Does the State undertake or sponsor buffer-stock operations for major food items?</i> • Proportion of the average buffer-stocks to annual domestic production

	<ul style="list-style-type: none"> • <i>Have necessary (contextually relevant) land and tenure reforms (land consolidation, titles to tillers, redistribution etc.) been undertaken to support improvement in domestic capacity for agriculture production?</i> • <i>Do property, inheritance and other regulatory laws support improvement in capacity for agriculture production</i> • Proportion of female headed-households with a clear title to agriculture land • Coverage of publicly provided agriculture extension services, including to the allied sectors of livestock, forestry and fishing • Proportion of public development budget allocated to agriculture extension, irrigation and marketing infrastructure • Average availability of agricultural credit per unit of cultivated land
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III. FOOD ACCESSIBILITY

ATTRIBUTE/ ASPECT OF REALISATION	INDICATORS - STRUCTURE, PROCESS, OUTCOME
FOOD ACCESSIBILITY	<ul style="list-style-type: none"> • Incidence of hunger in the country/proportion of population not getting two square meals in a day • Incidence of poverty in the country/proportion of population living below the national poverty • Proportion of population with access to potable water • Average household expenditure on food for the bottom three deciles of the population • Proportion of average household expenditure on food of the bottom three deciles (or vulnerable group) to the top three deciles of the population
	<ul style="list-style-type: none"> • <i>Is there a publicly funded programme for distribution to improve the accessibility of the population to food?</i> • Share of household consumption of major food items for vulnerable groups met through public distribution system • Share of total public expenditure on food subsidy directed at food security
	<ul style="list-style-type: none"> • Unemployment rate for the vulnerable segments of the labour force viz. unskilled workers and agricultural landless workers • Average real wage levels (adjusted for inflation) for vulnerable segments of the labour force • Work participation rates by gender and by vulnerable segments of the population • <i>Is there a national policy to address food availability and accessibility during natural disasters and emergencies?</i> • <i>Are movement in agriculture terms of trade at the national and international level monitored for their impact on the vulnerable groups of agricultural producers and consumers?</i>

ANNEX 3

INDICATOR DEVELOPMENT FRAMEWORK 3

INPUTS	<p>Allocation and availability of human, financial and other resources.</p> <p>Conditions under which resources are made available to implementing institutions.</p>
PROCESSES	<p>Procedures and operational mechanisms being applied in right to food actions, including resource management procedures, institutional linkages, stakeholder participation in decision making, mechanisms for accountability.</p>

	Policy and regulatory environments.
OUTPUTS	Immediate results of right to food actions and activities, e.g. higher skill levels, increased food production, greater awareness of economic, social and cultural rights (ESCRs).
INTERMEDIATE OUTCOMES	Changes in income levels, better social and governance conditions, better access to higher quality public services, higher educational attainment, improved health and nutritional status, and other outcomes that directly affect the well being of the poor.
FINAL OUTCOMES (IMPACTS)	Improvements in peoples' well being. Fewer right to adequate food violations.

USERS AND USES OF RIGHTS-BASED MONITORING INFORMATION

INFORMATION USERS (DUTY BEARERS AND RIGHTS HOLDERS)	USES of RIGHTS-BASED MONITORING INFORMATION
Individuals, Families and different Social Groups (Rights Holders)	<ul style="list-style-type: none"> • Reaffirmation of their rights • Basis for claiming non-realized rights • Inform civil society representatives of participation in social control mechanisms • Effective participation in public debates on rights issues • Grass roots political and social mobilization and control • Greater awareness of the relation between food, nutrition, rights and broader development issues
Civil Society Organizations (Non-governmental and community organizations, Labour Unions, Professional Associations, Consumer Protection Agencies)	<ul style="list-style-type: none"> • Formulation of projects and action plans • Policy advocacy <i>vis-à-vis</i> central and local authorities and technical cooperation agencies • Social mobilization • Informal education and training
Public Sector Technical Staff (National and sub-national [province, district, local] levels)	<ul style="list-style-type: none"> • Reaffirmation of their obligations as duty bearers • Recognition of existing capacity gaps in the service • Orientation for technical action • Preparation and monitoring of action plans • Analysis and formulation of policy and programme options • Monitoring of local and targeted programmes and projects • Advocacy <i>vis-à-vis</i> central authorities and technical cooperation agencies
Local Government Authorities	<ul style="list-style-type: none"> • Identification of capacity gaps and training needs in local public services • Formulation and monitoring of local policies and plans • Administration and allocation of financial resources • Advocacy <i>vis-à-vis</i> central authorities
Public Policy and Programme Decision Makers	<ul style="list-style-type: none"> • Monitoring the fulfilment of State obligations – goals, benchmarks, etc. • Budget planning • Formulation and monitoring of sector plans and programmes • Formulation of development strategies and plans • Planning of public services • Periodic reporting on the realization of ESCRs - nationally and internationally
Legislators	<ul style="list-style-type: none"> • Formulation of legislative bills – social and economic policy • Allocation of public resources • Monitoring public policies and programmes • Monitoring the effective utilization of public funds
Legal System Operators	<ul style="list-style-type: none"> • Monitoring the access to justice and rights by different social groups • Monitoring the impact of judicial decisions on rights promotion
Mass Media	<ul style="list-style-type: none"> • Preparation of print articles, and radio and television reports on food security and nutrition issues, policy debates and current events
Researchers/Analysts	<ul style="list-style-type: none"> • Studies and analysis of food and nutrition issues and policies
Training Institutions	<ul style="list-style-type: none"> • Training needs assessments • Preparation of capacity building initiatives

Donors	<ul style="list-style-type: none">• Formulation and monitoring of technical co-operation projects• Resource allocation
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