

CODEX ALIMENTARIUS COMMISSION



Food and Agriculture
Organization of the
United Nations



World Health
Organization

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Agenda item 5

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Codex Strategic Plan 2026-2031: Monitoring Framework

(Prepared by the Codex Secretariat)

INTRODUCTION

1. The Eighty-seventh Session of the Executive Committee of the Codex Alimentarius Commission (CCEXEC87) discussed and recommended for adoption, and the Forty-seventh Session of the Codex Alimentarius Commission (CAC47) adopted the Codex Strategic Plan 2026-2031¹, noting that the Codex Secretariat would present a monitoring framework at CCEXEC88 for review, and that comments on the revised version of the monitoring framework would then be sought from Members and Observers through a circular letter (CL) with the aim of submitting a final version to CAC48 for approval.²
2. CAC47 underlined the need for the Codex Secretariat to develop a clear monitoring framework to measure progress against the strategic goals and outcomes, with SMART key performance indicators (KPIs).³
3. CCEXEC88 discussed and agreed on a monitoring framework for the Codex Strategic Plan 2026-2031, to be circulated to Codex Members and Observers via a CL for comments. Additionally, CCEXEC88 requested the Codex Secretariat to provide feedback on the means of measuring progress against the indicators, and to present an updated version of the means of verification of the monitoring framework for consideration at CCEXEC89 that would also include baselines for those indicators already used in the Codex Strategic Plan 2020-2025.
4. CCEXEC88 also agreed to organize a pre-session working group in advance of CCEXEC89 to review comments received in response to the CL seeking comments on the indicators proposed by CCEXEC88 (see [CX/EXEC 25/89/5 Add.1](#)).

MONITORING FRAMEWORK

5. An updated monitoring framework is presented in Appendix I. It contains feedback from the Codex Secretariat on the means of measuring the indicators. A rationale for each indicator developed by the Codex Secretariat based on CCEXEC88 discussions is included to facilitate understanding of how measuring progress against the specific outcome was interpreted.
6. As requested by CCEXEC88, baselines for those indicators already used in the Codex Strategic Plan 2020-2025 are also included, based on the latest year of reporting (2023). However the Codex Secretariat proposes that, when possible and data is available, a time series be considered instead of a specific year, to allow comparison and analysis of the progression of results over time, similar to what

¹ REP24/CAC, Appendix IX

² REP24/CAC, paragraph 216; and REP24/EXEC2, paragraph 108.

³ REP24/CAC, paragraph 214.

was presented in the report on the implementation of the Codex Strategic Plan 2020-2025 to CAC47.⁴ A final report based on monitoring the implementation of the Codex Strategic Plan 2020-2025 will be presented to CAC49 and this would provide an opportunity to present data in a manner that could also serve as the baseline for the 2026-2031 Codex Strategic Plan.

7. At the time of preparation of this document, discussions were still ongoing with FAO and WHO on the ways of measuring indicator 1.2.1: Time taken to respond to a request for scientific advice.
8. The proposed monitoring framework requires monitoring progress against 24 indicators using more than 10 categories of data sources, namely committee reports, committee working documents, written comments submitted to committees, the Codex online commenting system, the Codex online registration system, electronic working groups reports, post-meeting satisfaction surveys, annual survey on the use and impact of Codex texts, document publication management system, the FAO e-Learning Academy, and the Codex website, as well as identifying data sources for some of the new indicators such as 3.1.1 and 4.2.1. In this context the Codex Secretariat is proposing to pilot, resources permitting, new technologies, to retrieve information from some of these data sources and provide insight into the use of these approaches in the first round of monitoring reporting. However, CCEXEC89 may also wish to consider whether all proposed indicators are needed.

NEXT STEPS

9. The comments received from Members and Observers in response to CL 2025/49-EXEC (see [CX/EXEC 25/89/5 Add.1](#)) and the inputs of the Codex secretariat on means of verification (Appendix 1) will be considered by CCEXEC89, with the expectation that a final proposed monitoring and evaluation framework will be presented in the report of CCEXEC89 for consideration of CAC48.

RECOMMENDATIONS

10. CAC48 is invited to:
 - i. note the work undertaken since CAC47 on the proposed monitoring framework for the Codex Strategic Plan 2026-2031
 - ii. review the monitoring framework proposed by CCEXEC89, for the Codex Strategic Plan 2026-2031, and consider its adoption; and
 - iii. agree on next steps so as to ensure that the Codex Strategic Plan 2026-2031, and its monitoring and evaluation framework, are published and disseminated and brought to the attention of all Codex committees and request that coordinating committees ensure that their regional workplans are reflective of the goals and outcomes of the Codex Strategic Plan 2026-2031.

⁴ CX/CAC 24/47/20.

Appendix I – Monitoring Framework

Strategic goal (Adopted by CAC48)	Outcome (Adopted by CAC48)	Rationale (as developed by the Codex Secretariat based on CCEXEC88 discussions)	Proposed indicator Developed by CCEXEC88 (Indicators carried over from the current M & E Framework are marked with *)	Means of verification (developed by the Codex Secretariat)	Baseline ⁵
1: Respond to Members' needs for protecting the health of consumers and ensuring fair practices in the food trade in an evolving global landscape by developing science-based standards and related texts	1.1 Foresight and horizon-scanning activities are used to support the identification of issues likely to impact food safety, quality and trade.	This outcome can be achieved by promoting foresight and horizon-scanning activities and the use of activity (e.g. foresight reports, food outlook, factors affecting food and feed markets, trade flows etc.) of organizations such as FAO and WHO across Codex subsidiary bodies to inform their work planning and to take decisions on prioritization of work and standards development. This can be monitored by looking at whether discussions and work in Codex committees and related events used such information.	Indicator 1.1.1 Proportion of sessions in which Codex committees have used foresight and horizon scanning to inform work planning and prioritization.	References on the use of foresight and horizon-scanning reports in Codex committee (general subject and commodity) reports and related working documents including project documents, , discussion papers, and written submissions to the committee	n/a
	1.2 Scientific advice that addresses the needs identified by CAC and subsidiary bodies is primarily provided by FAO and WHO and their joint scientific advisory bodies, informed by globally representative data and appropriate international expertise and methodology.	This outcome is about the provision of scientific advice to Codex. Codex committees have the mandate to request scientific advice. Availability of that advice is critical to standard setting and also impacts the pace of standards development. Monitoring the time taken for requested scientific advice to be delivered by the relevant Joint FAO/WHO expert bodies to Codex committees would allow the identification of trends and possible delays in the provision of	Indicator 1.2.1 Time taken to respond to a request for scientific advice.	Discussion with FAO and WHO ongoing on how to establish the start time of such a request noting the different approaches to requesting scientific advice across Codex committees	n/a

⁵ Baseline data, where available, are provided for 2023, the last year for which data have been collated.

		scientific advice thus indicating areas for further investigation.			
	1.3 Scientific advice is used by CAC and subsidiary bodies in line with Codex risk analysis principles.	This outcome is about the establishment or revision of science based standards. Science could also contribute to the revocation of standards. A quantitative dimension that is currently being measured for the Codex magazine (scorecards) is the total number of quantitative standards adopted every year. As establishment, revision or revocation of quantitative standards (i.e. MLs and MRLs) are directly based on scientific advice, it is proposed to use these as an indicator for this outcome.	Indicator 1.3.1 Number of quantitative standards adopted or revoked by CAC.	CAC reports/Scorecard - Total number of quantitative standards being adopted or revoked every year.	n/a ⁶
	1.4 Codex standards and related texts are developed, reviewed and adopted in a timely, transparent and inclusive manner.	This indicator was established under the Codex Strategic Plan 2020-2025. While the focus then was on emerging issues it was considered that it should be expanded to assess the time taken for all approved new work to result in new or revised Codex texts.	*Indicator 1.4.1 Time taken for approved new work to result in revised or new Codex texts.	CAC reports - Percentage of non-numerical new and revised Codex texts adopted within 5 years.	2023: 70%

⁶ While this was not included in the monitoring of the Codex strategic Plan 2020-2025, data on adoptions and revocations are available in the annual reports of CAC.

2: Enhance Codex work management systems and practices that support the effective and efficient development of standards and related texts	2.1 Work management systems and practices are refined and enhanced, leveraging digital and other new technologies.	This outcome is about ensuring that systems, documentation and practices are in place to enable timely development and availability of Codex standards. Therefore, dimensions such as the timely distribution of documents (already used for the Codex Strategic Plan 2020-2025) and the publication rate of standards, in all languages are proposed as a means of monitoring progress against this outcome. Noting that the timely publication of the reports of joint FAO/WHO expert bodies was important to facilitate informed discussions in Codex subsidiary bodies and timely development and availability of Codex standards this dimension is also captured in indicator.	Indicator 2.1.1 Percentage of standards published in English within one month following adoption by CAC.	Online repository of Codex documents	n/a ⁷
			Indicator 2.1.2 Percentage of standards published in all working languages within one year following adoption by CAC.	Online repository of Codex documents	n/a ⁸
			*Indicator 2.1.3 Proportion of working documents (WDs), including reports of joint FAO/WHO expert bodies, distributed at least two months before the meeting, consistent with the <i>Codex Procedural Manual</i>	Online repository of Codex documents - Percentage of WDs that were circulated at least two months prior to the start of the respective committee session in English, French and Spanish	2023: 36% ENG; 20% FRE; 21% SPA.
	2.2 Mechanisms to prioritize proposals to develop new or revise existing standards and related texts are in place.	This indicator is an initial attempt to quantitatively measure progress against this outcome, noting that not all Codex committees have to apply such mechanisms. This indicator would not consider coordinating committees.	Indicator 2.2.1 Proportion of Codex committees that apply prioritization mechanisms to assess work proposals.	Codex committees (general subject and commodity) indications of prioritization mechanisms in their reports, information documents or prioritization process.	n/a
	2.3 Chairpersons, coordinators, host secretariats, Codex Contact Points (CCPs) and delegates are	This output is about enhancing capacities of chairs, coordinators, hosts, CCPs and delegates. This can happen in different ways multilaterally or bilaterally and	Indicator 2.3.1 Number of people trained by the Codex Secretariat every year.	Records of attendance to webinars, OCS trainings and EWG trainings organized by the Codex secretariat.	n/a

⁷ Data is being collected following CAC47 to serve as a baseline.

⁸ *ibid.*

	supported in their respective roles and their capabilities are developed and enhanced.	tracking that would be challenging. Hence, for ease of monitoring the number of people trained by the Codex Secretariat is proposed. In order to try and address the need to more widely capture training efforts tracking the number of people who undertook the Codex e-learning course is proposed. noting that this was a relevant and accessible tool to develop capacities.	Indicator 2.3.2 Number of people who undertook the Codex e-learning course	FAO academy records	n/a
		Satisfaction ratings could also be an indicator of the capacities of Chairs, host and Codex secretariats. This information is already collected via post meeting surveys, and the indicator was already used for the Codex Strategic Plan 2020-2025 and can be carried over.	*Indicator 2.3.3 Satisfaction ratings on meeting efficiency, role of chairs and host and Codex secretariats.	Satisfaction surveys following Codex committee meetings	2023: For the majority of questions, over 85 percent of respondents indicated “agree/strongly agree” or “satisfied/very satisfied” with the organization and implementation of the meetings
	2.4 Codex Members are enabled to participate actively and sustainably throughout the standard-setting process.	Three indicators to monitor whether Codex Members are enabled to participate actively and sustainably throughout the standards-setting process are proposed. Two of them were used for the Codex Strategic Plan 2020-2025. It is proposed that these indicators are carried over. Reflecting on the need to encourage more Members to take a leadership role in Codex, tracking	*Indicator 2.4.1 Number of Members who participated in EWGs during the biennium.	EWG records - participation is defined as registration to at least one EWG during the biennium, detailing the participation by Codex region.	2023: 86 (46%)
			Indicator 2.4.2 Number of different Members who chaired or co-chaired EWGs during the biennium	EWG records - The Codex Secretariat will report on the number of Members who chaired or co-chaired at least one EWG during the biennium	n/a

		which members took on leadership roles in EWGs was proposed.	*Indicator 2.4.3 Number of Members participating to CAC and active Codex committees and Task Forces.	Online Registration system (ORS)/List of participants	Average 2020-2023: CAC 154; General subject committees 71.
3: Strengthen relationships with relevant international organizations, promoting a coordinated approach to address global challenges	3.1 The mutual understanding of the roles of CAC and relevant international organizations in relation to global challenges is improved and is supported by ongoing consultation between the parties.	This is a new outcome and it is proposed that this dimension could be reflected in the level of engagement between Codex (committees and Codex Secretariat) with relevant international organizations. Hence the proposed indicator is based on formal engagements of the Codex Secretariat with international organizations.	Indicator 3.1.1 Number of international organizations formally engaged by the Codex Secretariat through bilateral meetings, workshops, etc. during the biennium	Codex Secretariat records - A list of international organizations with whom the Codex Secretariat engaged and the nature of such engagement during the biennium (e.g. Participation in WTO SPS committee, and related meetings, meetings of other standard setting bodies e.g. ISO, UNECE etc.)	n/a
	3.2 Gaps in approaches to addressing global challenges that Codex could contribute to are identified through targeted engagement with relevant international organizations.	This is a new outcome and it is proposed to measure it by tracking the opportunities provided at Codex committees for international organizations to provide information about their work as it relates to Codex.	Indicator 3.2.1 Number of international organizations that have presented their work or provided inputs to codex committees (including identification of gaps in approaches that Codex could contribute to)	Codex Committee (general subject and commodity) reports, working documents, and written submissions	n/a
	3.3 The contribution of CAC to the transition towards sustainable and resilient food systems, is identified and considered.	As this is a new outcome, it is proposed to report against it through a narrative report with a view of developing a quantitative indicator in the future.	Narrative report	Such a report would be based on discussions captured in Codex Committee (general subject and commodity) reports, working documents and new work proposals referencing sustainable and resilient food systems considerations - Noting the volume of work involved	n/a

				the Codex secretariat is proposing to pilot the use of AI to generate the narrative, and propose the indicator be further considered following the first round of reporting based on the pilot.	
3.4 Contributions from relevant international organizations throughout the development of Codex texts are encouraged.		Contributions from relevant international organizations can be measured through the number of international organizations participating to CAC and its subsidiary bodies and their contribution to Codex work.	Indicator 3.4.1 Number of Observers that replied to CLs and/or EWGs in the biennium.	OCS - an Observer will be counted if they replied to at least two CLs during the biennium and participated in at least one EWG	n/a
		Contributions can also be measured by looking at the number of Codex standards elaborated in cooperation with another international intergovernmental body or organization (as defined in the Codex Procedural Manual section 7.1 <i>Guidelines on cooperation between the Codex Alimentarius Commission and international intergovernmental organizations in the elaboration of standards and related texts</i> where it is indicated that cooperation may consist of: a) cooperation at the initial drafting stages of a Codex standard or related text; and b) cooperation through mutual exchange of information and participation in meetings).	Indicator 3.4.2 Number of Observers participating to CAC, active Codex committees and task forces.	CAC and Codex Committees reports (lists of participants)	n/a
			Indicator 3.4.3 Number of Codex standards elaborated in cooperation with another international intergovernmental body or organization (as defined in PM section 7.1).	CAC and subsidiary body reports	n/a

4: Maximize the impact of Codex by increasing the visibility and use of standards	4.1 The profile and recognition of Codex as the international food standards setting body for protecting consumer health and ensuring fair practices in food trade is enhanced.	The profile and recognition of Codex as the international food standards setting body for protecting consumer health and ensuring fair practices is measured at the Member level through the Codex annual survey and was already used as an indicator in the Codex Strategic Plan 2020-2025. Noting that it was also important to consider the wider extent of the Codex profile, tracking the Codex online presence was also proposed to measure progress against this outcome.	*Indicator 4.1.1 Extent that Codex Members recognize Codex texts as meeting Members' priority food safety and quality needs.	Annual survey on the use and impact of Codex texts.	2023: 86% of Members considered Codex texts extremely or mostly useful in meeting their priority food safety and quality needs.
			Indicator 4.1.2 Codex' online presence.	Web analytics, including: visits to the Codex website, social media presence, AI generated reports on Codex online presence.	n/a
	4.2 The use of Codex texts in the context of integrative approaches such as One Health is promoted.	As this is a new outcome, a possible indicator could be the number of references to Codex in the international policy instruments. Examples include UNGA Resolution on AMR, KSA Ministerial declaration on AMR, FAO and/or WHO resolutions on AMR, quadripartite reports, etc..	Indicator 4.2.1 Number of references to Codex in international policy instruments.	Due to the potential boundless scope of this indicator the Codex Secretariat proposes to pilot a monitoring approach which focuses on references to Codex in the annual high-level reports of the following ten organizations: FAO, WHO, SPS, TBT, WOH, UNIDO, WCO, Quadripartite, ISO, OIV.	n/a
	4.3 Harmonization through the increased use of Codex texts in establishing national food control systems and regulations is advocated for.	Harmonization through the increased use of Codex texts in establishing national food control systems and regulations is measured through the Codex annual survey and was already used for the Codex Strategic Plan 2020-2025.	*Indicator 4.3.1 Degree that Codex texts are used by Members.	Annual survey on the use and impact of Codex texts	2023: 92% of Members used Codex texts as a baseline to inform Member's newly developed food legislation,

					policies and/or regulations
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