



# COMMITTEE ON WORLD FOOD SECURITY

**Forty-fourth Session**  
***"Making a Difference in Food Security and Nutrition"***

**Rome, Italy, 9-13 October 2017**

**INDEPENDENT EVALUATION OF CFS**

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# **Evaluation of the Committee on World Food Security**

**Final Report  
14 April 2017**

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## Acknowledgements

The evaluation team is deeply grateful to the many individuals who have assisted them throughout their work and who are far too numerous to list here. We do, however, wish to express particular gratitude to the CFS stakeholders who have taken the time to be interviewed and have provided valuable comments to the first and second drafts of the Evaluation Report. We especially wish to extend our gratitude to FAO, WFP, IFAD and France who have helped to organize the country missions, especially Dominique Legros, Pierre Velge, Mame Diene, Pontian Muhwezi, Erin Carey, Mageed Yahia, Tito Diaz, Erika Pinto, Ricardo Rapallo, Rosana Martin, Jasmine Magtibay, Barbara Ekwall and Gabriel Laizer for coordinating and providing logistical assistance to the team during missions, to the secretariats of the Civil Society Mechanism and the Private Sector Mechanism for arranging meetings with their members in the countries we visited, to the FAO, WFP and IFAD Evaluation Offices for their sound advice and to the CFS Secretariat, in particular Sylvia Orebi and Daniela Mei, for providing indispensable administrative support. To all of them, we extend our deepest gratitude.

Angela Bester (Evaluation Manager), on behalf of the evaluation team: Patricia Biermayr-Jenzano, Meena Fernandes, Cherin Hoon and Ronald Gordon.

## Acronyms and Abbreviations

|          |  |
|----------|--|
| CFS      | Committee on World Food Security   |
| CGIAR    | Consortium of International Agricultural Research Centers  |
| CSM      | International Food Security and Nutrition Civil Society Mechanism  |
| ECOSOC   | United Nations Economic and Social Council   |
| EU       | European Union   |
| FAO      | Food and Agriculture Organization of the United Nations  |
| FFA      | Framework for Action   |
| FSN      | Food Security and Nutrition  |
| GSF      | Global Strategic Framework for Food Security and Nutrition   |
| HLPE     | High Level Panel of Experts on Food Security and Nutrition   |
| ICN2     | Second International Conference on Nutrition   |
| IFAD     | International Fund for Agricultural Development  |
| M&E      | Monitoring & Evaluation  |
| MYPoW    | Multi-Year Programme of Work   |
| NGO      | Non-Governmental Organization  |
| OECD/DAC | Organisation for Economic Co-operation and Development's (OECD) Development Assistance Committee (DAC)                               |
| OEWG     | Open-Ended Working Group   |
| PSM      | Private Sector Mechanism of the Committee on World Food Security   |
| RAI      | Principles for Responsible Investment in Agriculture and Food Systems  |
| RBAs     | Rome-Based Agencies (i.e. FAO, IFAD and WFP)   |
| SDGs     | Sustainable Development Goals  |
| SUN      | Scaling Up Nutrition Movement  |
| UNSCN    | United Nations Standing Committee on Nutrition   |
| VGGT     | Voluntary Guidelines on the Responsible Governance of Tenure of Land, Fisheries and Forests in the Context of National Food Security |
| WFO      | World Farmers' Organisation  |
| WFP      | World Food Programme of the United Nations   |
| WHA      | World Health Assembly  |
| WHO      | World Health Organization  |

## Executive Summary

### Background and purpose

ES1. The Committee on World Food Security commissioned an independent evaluation to **determine the progress the Committee was making** towards its Overall Objective and main Outcomes since the 2009 reform. The evaluation **covered the period October 2009 to October 2016**.

ES2. The **purpose** of the evaluation as set out in the Concept Note in Annex A, endorsed by the Bureau, is to:

- a) **produce evidence** regarding whether CFS, as a multi-stakeholder forum, is achieving the **vision** outlined in the reform document and its expected outcomes;
- b) assess the extent to which CFS is performing its roles as outlined in the Reform Document, efficiently and effectively, and if so, with **what impact**;
- c) review the **working arrangements**, including the multi-year programme of work of CFS, in order to assess how the decision-making processes and planning may be impacting effectiveness;
- d) **propose forward-looking recommendations** to enable CFS to respond effectively to the emerging food security and nutrition challenges, to further strengthen its comparative advantages, and to enhance its leadership role in improving global food security and nutrition; and
- e) **generate learning** regarding multi-stakeholder collaboration, of which the CFS represents a possible model to be replicated.

### Methodology

ES3. The evaluation mainly used qualitative data collection, namely, semi-structured interviews with key informants and focus group discussions, and observation at the CFS 43<sup>rd</sup> Plenary. The data was complemented by documentary evidence, primarily from the Committee's documents and those of the Rome-Based Agencies, the Civil Society Mechanism, the Private Sector Mechanism, and other stakeholders. The evaluation team **consulted 364 persons** in the course of this evaluation, 156 of which were consulted in the country missions conducted in France, Jordan, Panama, the Philippines, Senegal, Uganda, and the United States of America. The evaluation covered all the main structures of the Committee. Time and budgetary constraints limited, among other things, the range of stakeholders that could be interviewed, for example, stakeholders at United Nations headquarters in New York and Geneva.

### Summary of main findings

#### Enhanced coordination

ES4. The CFS was seen at the global level as the relevant body for addressing global FSN (Food Security and Nutrition) issues, and as addressing important priorities in FSN. It has mainstreamed nutrition, and has taken steps to strengthen its work therein, a challenging task in view of the crowded and fragmented space. The annual Plenary Sessions, the main platform for global coordination, showed a steady increase in the number of delegates, reflecting a growing interest in the work of CFS, although there were concerns about the **large number of side events** overshadowing the main plenary, and the relatively low number of **ministerial level delegates** registered. The CFS has taken steps to strengthen its linkages with regional level initiatives, but has **not advanced its role in promoting greater coordination at the regional level**. There are many national coordination platforms for FSN at country level, and **CFS's linkages with these are tenuous** at this stage. The GSF is expected to contribute to

enhanced coordination on FSN issues, but its **current format and the low levels of awareness among potential users limit its effectiveness.**

### **Enhanced policy convergence**

ES5. The CFS produced three main policy products, and 13 sets of policy recommendations informed by the HLPE reports and policy workstreams. These products were the outcome of negotiation processes. There were different levels of understanding among stakeholders of what policy convergence means, and different perspectives on how CFS should approach policy convergence. There was a **desire on the part of some stakeholders for CFS to be clear on what it wants to achieve from a policy product or set of policy recommendations, and how they will be used, before it embarks** on the resource-intensive process of developing these products.

### **Strengthened national and regional food security actions**

ES6. The role of the CFS in **facilitating support and advice to countries and regions was unclear,** and **no requests were received** from these levels. The CFS endorsed the **mapping** of national FSN actions that could assist countries in designing policies, strategies and programmes but the work was not brought back onto the CFS agenda or that of the MYPoW.

ES7. The CFS provided a platform for sharing experiences and good practices on the VGGT – complemented by a stock-taking exercise on the VGGT and the monitoring report prepared by the CSM – and **endorsed recommendations for similar events at national and regional levels.**

ES8. The CFS 40<sup>th</sup> Plenary endorsed a comprehensive set of recommendations on the Committee’s monitoring role. It has conducted a periodic assessment of the effectiveness of the CFS with the **baseline Effectiveness Survey.** It has not monitored CFS main products and outcomes of major workstreams. Progress in implementing its role in monitoring has been hampered by differing views on monitoring that stem from confusion in the use of the term itself.

ES9. SOFI (State of Food Insecurity in the World) is an important component of the CFS monitoring architecture because it monitors progress in reducing food insecurity and malnutrition globally. The newly conceptualized SOFI will focus on monitoring the indicators of two targets of SDG2 (2.1 and 2.2).

ES10. The VGGT has been used and applied at national, regional and global levels; initiatives reported in the stock-taking exercise reflect a variety of approaches, including awareness-raising, setting up multi-stakeholder platforms, and practical application through conflict mapping, land mapping and new land registration systems.

### **Functioning of the reformed Committee**

ES11. The table below summarizes how the CFS has performed its **six main roles:**

|                                      |  |
|--------------------------------------|--|
| Role 1: Coordination at global level | CFS convened annual plenaries, serving as a forum for coordination on FSN issues. The increase in the number of delegates and other attendees suggests that there is value in attending.   |
| Role 2: Policy convergence           | CFS performed its policy convergence role through development and endorsement of policy convergence products and policy recommendations. There is an uptake of main policy convergence products (VGGT), but it is too early as yet to assess the impact. |



|  |   |
|--|---|
| Role 3: Support and advice to countries  | CFS did not facilitate support and advice to countries and regions, as <b>none requested such advice</b> . There is a lack of clarity about this role and the details of how CFS should facilitate support and advice were not worked out.                                |
| Role 4: Coordination at national and regional levels (Phase II role)                         | CFS has tried to build some linkages with these levels at the plenary, but outreach to these levels were limited to the Chairperson's engagements at FAO Regional Conferences and other regional events. The <b>details of this role have not been elaborated</b> by CFS. |
| Role 5: Promote accountability and share best practices at all levels (Phase II role)        | CFS provided platforms for sharing best practices at the global level through special events at the CFS Plenary. It has <b>not developed frameworks that can assist countries and regions in monitoring progress</b> towards achieving their FSN objectives.              |
| Role 6: Develop a Global Strategic Framework for food security and nutrition (Phase II role) | The GSF was developed and endorsed by the CFS Plenary (2012). The level of awareness about the GSF is low, and the extent of usage is unknown. <b>CFS is reviewing the GSF to improve it.</b>   |

### Bureau and Advisory Group

ES12. The **Bureau's role** seemed to be mostly limited to strictly endorsing what has been developed and agreed by the Open-Ended Working Groups. This may be due to the resistance by fellow Bureau Members (who may also be Chairs of the OEWGs) to reopen agreements that have undergone a long process towards consensus, as well as the short timeframe available for change. There was a **difference in opinion within the Committee about the desirable composition of the Advisory Group and the distribution of seats, and several proposals, often conflicting,** were put forward to the evaluation team.

### Rome-Based Agencies

ES13. The RBAs play a key role in CFS serving as Members of the CFS Advisory Group and Plenary, providing technical/policy expertise to the Committee, funding and staffing the CFS Secretariat, opportunities for the Committee to disseminate CFS conclusions and recommendations, supporting the use of CFS products at country level and providing facilities and support to the CFS Chair's travels in countries and regions. **Thirty-eight percent of the contribution from the RBAs is in the form of senior-level seconded staff,** but there have been lengthy delays at times in filling these posts, impacting on the stability of the Secretariat.

### Secretariat

ES14. The Secretariat was **generally perceived by CFS Members to be effective** in supporting the substantive work of the Committee. The evaluation found, however, that the current **structure and allocation of work in the Secretariat were not optimal,** and there was a lack of clarity regarding the role of the Chairperson in relation to the Secretariat. The **unpredictability of resources** from the Rome-Based Agencies posed a risk to the effectiveness of the CFS Secretariat. The process-related decisions of the Committee are monitored by the CFS Secretariat in the form of a **CFS Annual Progress Report** that serves as a background document for the discussion on MYPoW during the CFS plenary. However, it was noted that tracking was only undergone for decisions arising from the most recent plenary.

### HLPE

ES15. The High-Level Panel of Experts published 10 reports between 2011 and 2016, and these informed the policy recommendations of CFS. The HLPE reports are used beyond the Committee, at the global level, and were referenced in resolutions of the UN General

Assembly. The promotion of HLPE reports is left largely to the Steering Committee, with the support of the HLPE Secretariat, and members of the Steering Committee have expressed concern about the limited resources to promote HLPE reports widely, especially at country level.

#### Civil Society Mechanism

ES16. The CSM is the largest organized space for civil society actors related to food security and nutrition to meet, dialogue and coordinate their voices on FSN issues. The CSM has participated in all the main processes of the Committee. The mechanism also contributed to the monitoring function of the Committee through its synthesis report on civil society experiences with the use and implementation of the VGGT. There was an appreciation on the part of CFS Members for the contribution that the CSM makes to the effective functioning of the Committee. But there were also CFS Members and stakeholders who were critical of the manner in which the CSM functions. The concern raised was that social movements dominated the CSM, and that the voices of other constituencies/organizations, namely, international non-governmental organizations, were not being heard sufficiently. There were groups that felt that their voices were not being heard in CFS as they were not given the space in the CSM. Although these organizations were critical of the CSM, they nonetheless believed that it remains a very valuable mechanism for achieving the outcomes of CFS, and wanted to help improve it.

#### Private Sector Mechanism

ES17. The attendance of the private sector at the CFS Plenary Sessions has increased since 2010. The sector participated in CFS inter-sessional work and convened partnership forums. There were two related themes that emerged from the interviews of the private sector members of the PSM. The first theme related to the feeling that members of the PSM have that their issues were not given the same level of attention as issues raised by the CSM. The second theme was that the PSM is seeking parity with the CSM with respect to the number of seats on the CFS Advisory Group, given the increasing number and diversity of organizations that are members of the PSM.

#### MYPoW

ES18. A theme that emerged strongly from the interviews was that the Committee has an overloaded agenda and this was impacting negatively on its performance. There was a strong call for more effective prioritization of activities of the Committee. In particular, the need to reduce the number of workstreams was raised. The current two-year MYPoW has too short a time horizon to serve as a strategic plan or framework for the Committee.

#### Budget

ES19. The evaluation study found that the budgeting process was disconnected from the planning process of the MYPoW, and that the latter was chronically underfunded. The Committee did not have a resource mobilization strategy, and resource mobilization was ad hoc. The resources required for the operations of the Committee, including the workstreams, as well as the resources for the HLPE and the CSM were not predictable, posing a risk to the effectiveness and sustainability of the CFS.

#### Communication and Outreach

ES20. The communication and outreach efforts yielded mixed results. There was awareness of the Committee at the global level, but low levels of awareness at the country level. Communication between Rome and other capitals was found to be problematic, and not all activities in the communication strategy could be implemented, due to a lack of funding.

## Multi-stakeholder model

ES21. The CFS is a unique multi-stakeholder platform in the United Nations system. CFS strives for inclusiveness, though important limiting factors remain, such as the language or the lack of translation and interpreter services which inadvertently excludes people from policy discussions and negotiation processes. The evaluation identified critical success factors for CFS to function as an effective, inclusive multi-stakeholder platform. When assessed against these criteria, there are **several areas where CFS can improve**. (Table 29)

Table 29: Assessment of current state of CFS against critical success factors

| Vision and strategy  |  |
|--|--|
| Critical success factors   | How CFS measures up  |
| <b>Vision must be unambiguous</b>  | The vision of the CFS contains several elements and it takes several readings to understand the vision.  |
| It must be clear to those inside and outside the platform what it seeks to achieve                   | CFS has clarity on what it wants to achieve, though there are differences of opinion on how best to do this. It is not clear to outsiders what CFS seeks to achieve as it is not well-known to those not closely involved in the Committee, nor is it fully understood how their efforts complement and/or leverage the efforts of other actors in the food and nutrition arena. |
| <b>Objectives should be specific</b> , not vague   | CFS' overarching objective is sufficiently specific. However, its three Outcomes are very broad and high level, and not easily amenable to measurement. These could be improved <b>by including immediate and intermediate outcomes</b> .  |
| <b>Select issues of high interest</b> that will bring people to the discussion table                 | CFS selects issues that have attracted attendance at Plenaries as they are relevant food security and nutrition issues. The side events attract many people.   |
| Choose, preferably, one topic that will have impact, rather than many topics that have little impact | CFS tries to focus on one or two topics, but there is always pressure to cover more topics or issues.  |
| <b>Be flexible</b> in order to respond to changing conditions  | CFS is not a very flexible platform and is slow to respond to changing conditions. This limited flexibility is inherent to intergovernmental bodies.   |
| Values   |  |
| Critical success factors   | How CFS measures up  |
| Mutual respect and trust among all who are part of the platform                                      | There is mutual respect among the parties in CFS and rules of debate and negotiation are observed. The <b>levels of trust are low</b> both within and between some of the structures in CFS.   |
| Spirit of collaboration and consensus  | CFS strives for consensus in its decision-making. This consensus approach is accepted as the way in which CFS 'does things'. Some are critical of the consensus approach and see it as driving CFS to appeal to the lowest common denominator and therefore not selecting topics that might be controversial.  |
| Everyone should work in the same direction even if they have different interests and perspectives    | Most members of the CFS platform want to see CFS work effectively and achieve its objectives. There are many different interests and perspectives on how this should be done.  |
| <b>Be inclusive</b> of the different structures that exist within the platform                       | CFS strives for inclusiveness, but there are challenges. The unavailability of translation and interpreter services for all documents and meetings and the unpredictability of funds undermine inclusiveness.  |
| <b>Equal voice</b> for all at the table  | CFS' allocation of Advisory Group seats is a source of tension within the Committee, as there are participants who feel that they do not have an equal voice at the table. There are different interpretations of equal voice  |

|  |  |
|--|--|
|  | – for some it means parity in the number of seats, for others it means that the allocation of seats should favour those most affected by food insecurity.  |
| Freedom to voice views without fear or hindrance   | CFS Members and Participants are free to express their views in meetings of the platform. There may, however, be practices within the different groupings that inhibit freedom to voice views. The evaluation team is not privy to what happens in the internal meetings of Members and Participants.  |
| <b>Capacity</b>  |  |
| <b>Critical success factors</b>  | <b>How CFS measures up</b>   |
| Leadership capacity to influence the UN agenda   | Responsibility for influencing the UN agenda seems to be left to the CFS Chairperson. There appears <b>not to be a sense of collective responsibility to influence the UN agenda.</b>  |
| People at all levels who can champion the platform   | CFS is championed to varying degrees by different structures and mechanisms at different levels. Currently, the CSM is active in championing the CFS at the country level. At the global level, more advocacy can be done by member countries especially in the governing bodies of the RBAs and at UN platforms. <b>RBAs are in the best position to champion CFS at regional level while collectively, more can be done at the country level, to support countries in adapting CFS products to their individual realities to make them meaningful, and to support countries in using these products.</b> |
| A capable Secretariat to support the platform  | There are shortcomings in the structure of the CFS Secretariat resulting in <b>under-utilized capacity at the senior level.</b> Delays in secondments from RBAs and unpredictability of funding impact on the effectiveness of the Secretariat.  |
| Members must have the capacity to do their work in the platform and to participate in various structures of the platform | Capacity is uneven across the different CFS Members, so those with less capacity and fewer resources limit their participation in the platform.  |
| <b>Systems and procedures</b>  |  |
| <b>Critical success factors</b>  | <b>How CFS measures up</b>   |
| <b>Procedures are necessary and must be clear</b>  | CFS is subject to General Rules of the Organization, which includes its own Rules of Procedure. The Rules of Procedure are broad and do not cover fine details, and so there is room for interpretation of the rules to each individual's purpose. <b>The procedural guidelines, which subsidiary and ad hoc bodies OEWGs and TTTs are currently working under, are not documented</b> and thus can differ across different workstreams.   |
| Flexibility in procedures  | As a UN intergovernmental body, CFS has limited flexibility in procedures.   |
| <b>Funding</b>   |  |
| <b>Critical success factors</b>  | <b>How CFS measures up</b>   |
| Funding must be sufficient to achieve objectives   | CFS funding is insufficient to fully cover all its activities noted in the MYPoW for the biennium and lacks a model for sustainable financing. Transparency could help donors to understand the potential impact of their contributions.   |
| Funding must be predictable  | CFS funding is not predictable. It relies on donor funding for its workstream activities, and for the CSM and HLPE. Delays in secondment of RBA staff impact on its ability to deliver.  |
| <b>Communication</b>   |  |

| Critical success factors   | How CFS measures up  |
|--|--|
| Communicate messages to generate meaningful dialogue especially when there is a lot of technical information | CFS needs to look beyond plenary and elaborate an implementable outreach strategy that includes the transmission of easy-to-understand information for its messages to be well received by those who need them the most (i.e. at country level). |

## Conclusions

ES22. This section presents the main conclusions of the evaluation team, and for clarity, these conclusions are organized around the key evaluation questions.

**Key Evaluation Question 1.1** To what extent has the reformed CFS enhanced global coordination of food security and nutrition issues?

ES23. **Conclusion 1:** The Committee has made some contribution towards enhancing global coordination on food security and nutrition issues. It has put mechanisms and processes in place to carry out its global coordination role. While the Committee has addressed relevant issues that fall within its mandate, it has not sufficiently articulated and exploited its comparative advantage in food security and nutrition as it lacks an overarching strategy. The Reform Document is the founding document of the reformed CFS, but cannot serve as a strategy for action.

ES24. The Committee is the only platform within the United Nations system that brings together a broad range of diverse stakeholders at the global level to develop guidelines and make policy recommendations, in the manner that it does, with non-state actors as equal partners, except for the final decision. It has the participation of civil society and the private sector in all its major processes, and is able to draw on the evidence base provided by the reports of the High-Level Panel of Experts. This makes the Committee unique within the United Nations system, yet it is largely unknown outside of headquarters in Rome. The Committee is seen by those closely associated with it to be addressing relevant food security and nutrition issues, but as the Committee is largely unknown at the national level, it may not be relevant to the ‘ultimate beneficiaries’ of its work.

ES25. The Committee’s work to date has dealt with a wide range of food security and nutrition issues, many of which are covered elsewhere. While the topics are relevant and important, the Committee is not always clear about what its added value is in pursuing certain issues. For example, it has not sufficiently articulated its vision and strategy to contribute to global nutrition efforts. The Committee’s contribution to coordination at regional and national levels has been minimal as it has not elaborated for itself what such coordination would entail.

**Key Evaluation Question 1.2** To what extent has the reformed CFS improved policy convergence on food security and nutrition issues?

ES26. **Conclusion 2:** The Committee has contributed to improved policy convergence on food security and nutrition issues to the extent that it has developed policy products that have potential application across many countries and regions. As noted in the findings on policy convergence, it is also necessary to assess policy convergence as an outcome reflected in the use and application of policy convergence products. The Committee has achieved convergence on certain policy issues at the global level, but this has not yet translated into widespread use and application of its policy convergence products.

**Key Evaluation Question 1.3:** To what extent has the reformed CFS strengthened national and regional food security actions?

ES27. **Conclusion 3:** The Committee contributed to national actions on food security and nutrition actions through the technical support and advice given by FAO, other development partners, and civil society, to countries in using and applying the VGGT. The role of the CFS in facilitating support and/or advice to countries and regions remains unclear, and the support that countries have received from FAO and others was not facilitated through the Committee. **CFS has limited information on what countries require, and it does not have information on the many FSN platforms that exist at national and regional levels.** This information is necessary for CFS to facilitate advice and support at national and regional levels. The Committee made a modest contribution to promoting accountability through its ‘monitoring’ thematic event on VGGT. There is a **lack of clarity in CFS about its ‘monitoring’ role**, and little progress has been made in monitoring the main products and policy recommendations of the Committee.

**Key Evaluation Question 2.1** To what extent do the six roles, working arrangements, management systems and structures contribute to the Outcomes?

ES28. **Conclusion 4:** The Committee is functioning and has managed to generate a high level of outputs since the 2009 reform. It **could be more effective and efficient; its performance of its six roles is uneven, and there are gaps and issues that it needs to address to be fully effective and efficient.**

ES29. As a platform for coordination at the global level, the Committee has managed to bring a wide range of stakeholders around the table to dialogue on food security and nutrition issues. However, it is **too early to conclude whether this has translated into strengthening collaborative action among stakeholders at the country level.** The Committee has been able to produce policy convergence products, and there is evidence of use of one of its major products. The roles that the **Committee has not been effective in executing** are:

- Support and advice to countries and regions.
- Coordination at national and regional levels.
- Promoting accountability and sharing best practices.

ES30. There is a lack of clarity and agreement about how the Committee should proceed with these roles. In the case of support and advice to countries and regions, the Committee at best can only facilitate support and advice to countries and regions. The Committee is an intergovernmental policy body, and not an implementing body. The Rome-Based Agencies and others in the United Nations system are better placed to provide support and advice to countries and regions.

ES31. With regard to the Committee’s role in promoting accountability and sharing experiences and good practices, it has made a good start with convening global events for sharing experiences and good practices. There were, however, differing views in the Committee about its role in monitoring and what, exactly, it should be monitoring. It is not feasible, nor is it desirable for the Committee to attempt in-depth monitoring of the implementation of the numerous policy recommendations, and policy products at the country level. **Periodic stock-takes and evaluation may be more appropriate.**

ES32. **Conclusion 5:** The Bureau, the Advisory Group, and the Open-Ended Working Groups played a pivotal role in shaping the agenda of Committee and content of its work. The contestation over the membership of the Advisory Group to ensure adequate representation of all stakeholders threatens to reduce the effectiveness of the Advisory Group. The Civil Society Mechanisms and the Private Sector Mechanisms play an important role in facilitating

the contributions of non-state actors in the work of the Committee. Both mechanisms are seeking to have the requisite ‘space’ to ably facilitate the views of their participating organizations. The Joint Bureau-Advisory Group meetings are a platform for influencing the decisions of the Bureau and ultimately, the Plenary. It is therefore not surprising that there is contestation over the representation and the distribution of seats in the Advisory Group.

ES33. **Conclusion 6:** The role of the Chairperson went beyond chairing the Plenary and Bureau meetings, to an active role in outreach and interaction with the United Nations headquarters in New York, the regional conferences, as well as addressing meetings outside CFS in Rome, and other countries, on request. While the Rules of Procedure made provision for the Chairperson to do more than chair meetings, these **other functions were not made explicit in the rules**. There was also a lack of clarity about the role of the Chairperson in relation to the work of the CFS Secretariat.

ES34. **Conclusion 7:** The CFS Secretariat was generally perceived by CFS Members and stakeholders to perform its functions **effectively**, in particular, organizing a large-scale event such as the annual CFS Plenary. However, the unpredictability of the contributions from the RBAs, which are largely in-kind and without compensation for delays, poses a serious risk to the stability and effectiveness of the Secretariat. The **structure of the CFS Secretariat was not planned in any detail from the outset, and there are issues pertaining to work allocation and to the efficient and effective utilization of staff**.

ES35. **Conclusion 8:** The **High Level Panel of Experts** produced reports that covered a range of food security and nutrition issues. There was broad agreement among CFS Members and stakeholders on the importance of the Panel in bringing scientific evidence to inform the decisions of the Committee, but **the potential of the Panel was not fully exploited**. The Panel has a number of challenges including the lack of adequate resources to promote its work.

ES36. **Conclusion 9:** The Multi-Year Programme of Work followed a rigorous process of identifying the priorities for the Committee over the biennium but has not been successful in limiting the number of priorities that are finally approved. The Committee’s effectiveness and efficiency are impacted negatively by the unpredictability of its funding and the resources for the Joint CFS Secretariat, the HLPE and the CSM.

ES37. **Conclusion 10:** The Committee **has not been effective in its communication and outreach**, as it is largely unknown at the country level. The Civil Society Mechanism and the Private Sector Mechanism promote the Committee and raise awareness of products and decisions, among their constituencies. The **gap lies in the communication between delegations in Rome and ministries at the country level, and the extent to which the RBAs have (or have not) included the CFS policy outcomes into their programmes and work at the country level**.

**Key Evaluation Question 2.2** To what extent do the strategies, tools, products and recommendations contribute to the Outcomes?

ES38. **Conclusion 11:** The Committee ultimately has little control over the extent to which its policy products and recommendations are used and applied, although it can proactively seek to influence the use and application of these. The effective use and application of CFS policy products and recommendations require that countries be supported with strategies and tools, as well as practical guidance to adapt CFS products to the country context. The development and deployment of these, however, **fall outside the mandate of the Committee**, and it is up to the Rome-Based Agencies, and other development partners, as well the CSM and PSM to develop strategies and tools for the use and application of CFS policy products and recommendations. The VGGT was a good example of strategies and tools developed to aid the use and application of a policy product. However, this was not the case with other products and recommendations.

**Key evaluation question 2.3:** To what extent do the stakeholder platforms, interactions and structures contribute to the Outcomes?

ES39. **Conclusion 12:** While the Committee has linkages with platforms at the global level, this was not the case with regional and national platforms. Even at the global level, the evidence suggests that **the Committee is ‘Rome-centric’ and not sufficiently engaged with other global structures.** This could change with the interest shown by the High Level Political Forum on Sustainable Development. The Committee has not developed strong linkages or leveraged stakeholder platforms at the regional level. The evaluation found several platforms across different regions, and within the countries visited, with no discernible interaction with CFS.

**Key evaluation question 3.1:** To what extent has the multi-stakeholder platform engaged a diversity of voices in policy decision-making?

ES40. **Conclusion 13:** The reformed Committee engaged a greater diversity of actors than was the case prior to the reform, especially through its two mechanisms from civil society and the private sector. There are **challenges in ensuring that the Committee is truly inclusive.** Insufficient translation and interpreter services, especially for important negotiation processes and documents, and the uneven capacities of CFS Members and Participants impact negatively on their participation in CFS processes. The CSM and PSM are still evolving as inclusive mechanisms, as the full diversity of voices within these mechanisms was not always evident in Advisory Group discussions. **Strong sentiments were expressed by the World Farmers’ Organisation that their member organizations did not feel represented by neither the CSM nor the PSM, and advocated for “...an autonomous space where their voices can be listened to...”**<sup>1</sup>

**Key evaluation question 3.2:** To what extent are gender, and youth, as well as the interests of indigenous people and marginalized populations integrated?<sup>2</sup>

ES41. **Conclusion 14:** The Committee has integrated gender equality and the empowerment of women in its agenda, and the participation of youth is receiving more attention than has been the case in the past. The Committee has integrated the interests of Indigenous Peoples into its work, but issues of Indigenous Peoples are championed primarily by the Civil Society Mechanism and not by the Committee as a whole.

**Key evaluation question 3.3:** What are the assumptions, factors and conditions necessary for the platform to function?

ES42. **Conclusion 15:** The Committee is potentially a good model for the collaboration and partnership required to achieve the targets of the Sustainable Development Goals. However, it still **lacks some of the factors or conditions required to function effectively as a multi-stakeholder platform.**

ES43. Successful multi-stakeholder initiatives have clear objectives and a single issue that brings stakeholders to the table to try to resolve. The Committee covers a broad spectrum of food and security issues, and does not have a single focus that stakeholders can rally around. The Right to Adequate Food, which was one of the drivers for the reform, has seldom been a

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<sup>1</sup> Communication from WFO to the evaluation team, April 2017.

<sup>2</sup> These groups were prioritized for the evaluation on the basis of the issues raised during the inception phase.



direct focus of CFS activities, except for the ten-year retrospective event held in 2014, and the CSM-Norway event held in 2016.

ES44. Multi-stakeholder platforms require predictable resources and a stable core staff to support them. These two conditions are not in place in the Committee and as a consequence, sustainability is at risk. Effective multi-stakeholder platforms are good at communicating their vision, and demystifying the technical aspects of their work. This condition is not present in the Committee.

ES45. There must be mutual respect and trust among stakeholders. This is something that is still evolving in the Committee. People do not work together because they trust one another – they develop trust through working together. Stakeholders must feel that they have an equal voice and that their different contributions have equal value in the Committee. This is an area where the Committee and its mechanisms have challenges. There are groups that feel excluded or that their contributions are not valued equally.

## Recommendations

ES46. The evaluation team makes a number of recommendations, and notes that the Committee is already addressing some of the issues raised in this evaluation. The evaluation has **prioritized the recommendations**, but advises the Committee that all the recommendations are necessary to improve the relevance, effectiveness and efficiency of the Committee.

ES47. **Recommendation 1** [ref: Conclusions 1 & 2]: The Committee should direct the Bureau to lead the development of a **strategic plan/framework to guide CFS's work over the medium-to-long term**, using the 2030 Agenda for Sustainable Development as its frame of reference, and informed by amongst other things, the Critical and Emerging Issues paper of the HLPE. While the Bureau leads the process, it should be an inclusive process that draws on the insights of all CFS Members and Participants, and other relevant stakeholders. An OEWG structure supported by a Technical Task Team should be tasked to develop the plan/framework.

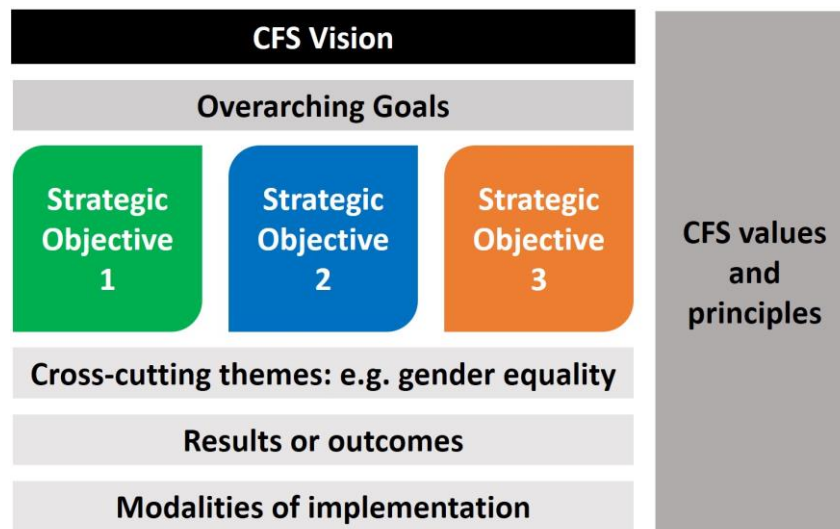
ES48. The evaluation team does not wish to prescribe the particular planning regime that the Committee should adopt, as each organization needs to find what approach is best suited for its mandate. The United Nations system has adopted a results-based approach to planning, and the Committee is **advised to incorporate the principles of a results-based approach** into its framework. It would be useful to consider the approaches adopted by the Rome-Based Agencies. FAO has a 10-year strategic framework, and within this, a four-year medium-term plan and a two-year programme of work and budget. IFAD has a 10-year strategic framework, with three-year medium-term plans, while WFP has a five-year strategic plan.

ES49. The **planning horizon for CFS should be at least six years**, covering three biennia, and should be reviewed and updated as necessary. The strategic plan/framework **does not replace the MYPoW** – it sets the direction within which the MYPoW should be formulated. The MYPoW represents the programme of activities that CFS intends to implement for the duration of the MYPoW.

ES50. The strategic plan or framework **should set out the vision of CFS and its overarching goal(s), as well as a small number of strategic objectives** to direct it towards achieving or contributing to the goal(s). While there is no prescription on the number of strategic objectives, it is advisable to have **no more than five**, clearly articulated objectives, and the results or outcomes to be achieved. It is important that the Committee consider the pathways for achieving the intended outcomes or results, and here the indicative programme logic developed in the course of the evaluation can be used as a guide. The development of the strategic plan/framework also provides an opportunity for the Committee to clarify the six

roles set out in the Reform Document, and the modalities for carrying out these roles. Figure 1 shows schematically the indicative elements of a strategic plan/framework.

Figure 1: Indicative elements of a strategic plan/framework



ES51. As part of the process of developing the strategic plan/framework, CFS should draw on the forthcoming Critical and Emerging Issues Paper of the HLPE, and information on what other global actors are doing in FSN, to enable CFS to clarify its niche and where it can add value. The strategic plan/framework should be informed by the realities ‘on the ground’: the CFS should obtain information on the national FSN priorities, as well as information on existing and planned national platforms. The Advisory Group, the Rome-Based Agencies and WHO are well placed to provide information on national priorities and national platforms.

ES52. **Recommendation 2** [ref: Conclusion 9]: The MYPoW structure and process should be revised. The MYPoW should be informed by, and aligned to the strategic framework, and there should be a clear link between the activities in the MYPoW and the results or outcomes in the strategic framework. CFS is investigating the option of a four-year MYPoW. Given the difficulty that CFS has in securing a firm budget for a two-year period, extending the MYPoW to four years will simply mean having a plan with many unfunded activities. The need for a medium-term perspective is catered for by the introduction of a strategic plan/framework that covers three biennia.

ES53. The MYPoW should be linked to the budgeting process to reduce the chronic funding deficits faced by the MYPoW. While CFS seeks to ensure sustainable funding, it should also prioritize its work, streamlining workstreams and potentially de-emphasizing other work streams where appropriate. CFS needs to determine the delicate balance between quality and quantity of workstreams and avoid spreading itself too thinly. Any MYPoW presented at the CFS Plenary should include a committed budget with specific allocation to prioritized workstreams. There should be an understanding that other workstreams should not start until extrabudgetary funding is available.

ES54. **Recommendation 3** [ref: Conclusion 9]: The ability to carry out activities in the MYPoW is dependent on a sustainable CFS budget. The Bureau should take the following actions to secure sustainable funding for CFS:

- (i) It should develop a resource mobilization strategy as a matter of urgency. The resource mobilization strategy should be underpinned by a clear, simple message about CFS that will appeal to potential funding partners. The resource mobilisation strategy should be for CFS Plenary and workstreams, the HLPE and the CSM.

- (ii) The sources of funding should be diversified. Private foundations and the private sector should be considered, provided there are no conflicts of interest. The donor base from public sources should be expanded, with an appeal to those CFS Member States that have not funded CFS since the reform.
- (iii) The RBAs should formalize their contribution through a Memorandum of Understanding and could be approached for an increase in their annual contribution. It is not possible to predict the size of the increase as this would depend on the number of workstreams in a given MYPoW.
- (iv) There should be greater transparency in the budgeting process, showing how budget allocation decisions have been arrived at. Equally important is transparency in the expenditure. There should be accounting of actual expenditure where this is currently not the case, except for the HLPE and CSM.
- (v) Consideration should be given to having a position in the Secretariat that is dedicated to resource mobilization, budget analysis and expenditure reporting.

ES55. **Recommendation 4** [ref: Conclusion 5]: The Bureau should review the composition and processes of the Advisory Group to ensure that it is able to perform its functions effectively. Members of the Advisory Group who have not attended three consecutive meetings in the current biennium should be requested to provide reasons for their non-attendance, and an indication of their interest in going forward. These members can be given the option of an ad hoc seat and attend only when there are specific items that are relevant or are of interest to them. Another option would be to make phone-in facilities available for those members not stationed in Rome.

ES56. The Bureau should assess requests for seats on the Advisory Group, using a due diligence approach. Requests should only be considered if accompanied by a detailed proposal setting out, but not limited to the following:

- Demonstrate how the participant will contribute to CFS objectives, and the value added by the participant.
- Demonstrate contribution made to date in CFS processes and other structures.
- Resolution from the member organizations to be represented, and audited or reliable figures on the membership.
- Governance arrangements – composition of decision-making or steering structures.
- How participation in the Advisory Group will be funded.
- Declaration of conflict of interest.
- Participation in other intergovernmental bodies.

ES57. With regard to current requests for new mechanisms or additional seats, the decision rests with the Bureau. The evaluation team has been requested to provide a view on these requests and on the current allocation of seats. The views of the team are as follows:

- (i) The PSM has requested parity in seats with the CSM, that is, whatever the number of seats that the CSM has, PSM should have the same number. In the opinion of the evaluation team, an equal voice does not mean that there must be parity in the number of seats. The CSM was allocated four seats to give priority to those voices that historically have been marginalized. To give parity in the allocation of seats will only serve to reinforce the asymmetry of power between civil society and the private sector within the context of a multi-stakeholder platform, and so undermine the principles of the reform. However, there are small businesses involved in food production and they should be brought on board, and accordingly, consideration should be given to an additional seat for the PSM.

- (ii) The World Farmers Organisation has requested the creation of a farmers' mechanism, on the basis that farmers are not adequately represented by the CSM, asserting that they represent social movements and not farmers, and the PSM, as they represent agri-business and not farmers. The **evaluation is not persuaded by the argument**, as there are farmers in both mechanisms. The team noted that the WFO and its member organizations feel strongly about the issue, and they should be invited to submit a detailed proposal to the Bureau addressing the items set out in ES56.
- (iii) Consideration should be given to allocating an Advisory Group seat to WHO, as they have demonstrated their commitment and contribution to CFS.
- (iv) The CSM should be requested to provide a comprehensive proposal to motivate the need for additional space. The allocation of an additional seat should be contingent on demonstrating that the **CSM has addressed its internal organization, in particular, how the communication to, and the involvement of sub-regions can be improved.**

ES58. **Recommendation 5** [ref: Conclusion 1]: The CFS **Plenary Session** is the high point and culmination of the work done during the year, and the Bureau should ensure that the Plenary is a vibrant platform where there is dialogue on the key FSN issues of the day. The many side events should not be seen as threat to the main Plenary, but as an opportunity to raise the profile of CFS to an audience wider than the audience in the main Plenary. The side events should also be **used to have a dialogue on difficult or contentious issues** that have not found their way onto the main agenda of the CFS Plenary.

ES59. The Bureau should revisit the recent practice of having negotiations well in advance of the plenary week. The negotiation process is as important as the policy recommendations that are finally endorsed, and it is essential that the process be as inclusive as possible. While these processes do take time, being inclusive is likely to be more efficient in the long-run, than short-term efficiency approaches that inadvertently exclude those who cannot travel to Rome several times a year. The Committee could consider a different approach, taking reference from other intergovernmental meetings, where, for example, side events and negotiations at the level of officials precede the plenary attendance and discussions that involve ministerial level delegates.

ES60. **Recommendation 6** [ref: Conclusion 5]: The Bureau should streamline the number of **OEWGs** by consolidating OEWGs with related functions, as well as take stock of OEWGs which have completed their tasks given by the Plenary and need not continue. It should consider creating an OEWG for MYPoW and budgeting. The status of the GSF OEWG should be revisited once it has completed its review of the GSF, as updating the GSF following each Plenary does not require a fully-fledged OEWG. All OEWGs should develop terms of reference to govern their functioning. The terms of reference should outline the objectives of the OEWG, the results the OEWG must achieve over the biennium, and if the OEWG is a policy-related OEWG, there should be a date for the expiry of the term of the OEWG. Terms of reference should include roles and responsibilities of the Chair, participants and the technical task teams that support the OEWG. Where the work of two or more OEWGs or other policy workstreams are interrelated, provision should be made for joint meetings of OEWG chairs.

ES61. **Recommendation 7** [ref: Conclusions 10 & 11]: The Committee on World Food Security is an intergovernmental committee within the United Nations system, and it is the CFS Members who ultimately bear the duty of ensuring that the Committee delivers on its mandate. In this regard, there are a number of **actions that CFS Members can take to improve the functioning of the CFS:**

- (i) CFS Members should review the flow of information to and from their capitals and address gaps to ensure that, among other things, CFS products and recommendations reach the relevant ministries.
- (ii) CFS Members should advocate for the use and application of CFS products and recommendations in their respective countries, according to their needs and priorities.
- (iii) CFS Members should, where feasible, contribute in cash or in kind to the resources of the Committee.

ES62. **Recommendation 8** [ref: Conclusion 6]: The Committee and the Bureau should clarify the expectations that they have of the **position of Chairperson** beyond the chairing of the Plenary and the Bureau/Advisory Group meetings. This clarification should include what are the expected outcomes of the outreach activities of the position, and these should be taken into account in the planning and budgeting of the Committee's activities. The role of the position of Chairperson with regard to the CFS Secretariat should also be clarified so that 'grey' areas are addressed. This may necessitate a review and revision of the terms of reference of the Secretary. The Chairperson, the Director of the ESA and the Secretary should agree on a protocol for reporting from the CFS Secretariat.

ES63. **Recommendation 9** [ref: Conclusion 7]: The **structure of the CFS Secretariat** should be revised to ensure that the Secretariat can effectively support the work of the Committee, and to ensure efficient utilization of staff. **The levels and terms of reference of all positions should be reviewed and revised as necessary.** It is essential that the RBAs fill vacant secondments within a reasonable timeframe to ensure continuity in the operations of the CFS Secretariat. It is recommended that there be a formal agreement between the Committee and the Rome-Based Agencies on the secondment of staff, including an agreement to fill secondments within the timeframes they use to fill vacancies in their respective agencies.

ES64. **Recommendation 10** [ref: Conclusion 4]: CFS should develop an overarching **framework** that spells out its role in various activities that it has grouped together as **monitoring**. A great deal of confusion has been created by the generic use of the term to cover different but interrelated functions. CFS should align its terminology and approach with that of the 2030 Agenda for Sustainable Development. The following approach is recommended for CFS role in promoting accountability and sharing good practices at all levels:

- (i) The function of the CFS is to follow up and review progress made with the implementation of the main CFS policy convergence products and policy recommendations from the policy workstreams. These are periodic reviews and there should be a schedule for the reviews taking place during the biennium.
- (ii) The function of the CFS is to convene special events to share experiences and good practices. These events can be informed by intelligence gathered through the periodic reviews.
- (iii) Detailed monitoring of policies, programmes and plans are the responsibility of national governments. CFS should consider conducting a voluntary survey every two years to obtain information on use and application of CFS products and policy recommendations.
- (iv) CFS should commission independent evaluations when required, on major aspects of its work.
- (v) It is essential that the **process** decisions and recommendations of CFS are monitored and reported on. The CFS Secretariat should improve the current system of tracking the process decisions and recommendations. The system should at a minimum

identify the decision, the action taken, and the reasons for deviation or non-completion of the action.

ES65. **Recommendation 11** [ref: [Conclusion 10](#)]: CFS should adopt the principle that **communication** about CFS is the responsibility of all CFS Members and Participants, supported by the communication function in the CFS Secretariat. Consideration should be given to **having Bureau Members facilitate an outreach activity in the respective regions**. This will spread the responsibility of communicating and profiling CFS at regional levels. Non-Bureau members should be requested to facilitate an outreach activity in their respective countries. The CFS Secretariat can assist by **developing short information briefs**, including a **standardized presentation on CFS**. These information briefs can be used by members of the Advisory Group in their outreach activities, should they need the assistance. The Rome-Based Agencies have a critical role to play in the dissemination and application of CFS policy products and recommendations at country level, and the Committee through the Bureau should request them to intensify their communication efforts.

ES66. **Recommendation 12** [ref: [Conclusion 8](#)]: Member countries are encouraged to disseminate the **HLPE reports** to the relevant ministries at country level. The RBAs should consider the HLPE reports in their programme of work.

ES67. **Recommendation 13** [ref: [Conclusion 8](#)]: The **Chairperson of the HLPE Steering Committee should interact with the Bureau and Advisory Group** to keep the latter abreast of developments with the work of the HLPE. This informational briefing does not pose a threat to the independence of the HLPE, and can serve to encourage Bureau and Advisory Group members to promote the work of the HLPE. Similar discussions should take place between the two secretariats, so that there is a mutual appreciation of the work of the secretariats.

ES68. **Recommendation 14** [ref: [Conclusion 8](#)]: The HLPE Steering Committee should address the concerns raised by interviewees, and misunderstandings regarding the processes for **calling for project experts**. This entails reviewing the existing communication processes for calling for experts to identify improvements. The Committee should also take steps to improve the accessibility of HLPE reports to non-technical readers.

## 1 Introduction

1. The Committee on World Food Security (CFS or the Committee) was established as an intergovernmental body in 1975, by resolution of the Food and Agriculture Organization of the United Nations (FAO).<sup>3</sup> In 2009, the FAO Council adopted a resolution initiating a reform of the Committee as one of the global responses to the 2007-2008 food crisis that saw an estimated 1 billion people hungry and undernourished. The food crisis was unprecedented and pointed to, among other things, the necessity for improved global governance of food security. A reformed Committee was seen to have the potential to play a key role in the global governance of food security and to “... generate momentum for timely, integrated, sustainable and effective responses to the challenges of food security.”<sup>4</sup>

2. The CFS 40<sup>th</sup> Plenary (October 2013) endorsed the decision to evaluate the progress of the reform, including the progress made by the Committee towards its overall objective and outcomes. The Bureau of the Committee commissioned an independent evaluation in January 2016. This is the first independent evaluation of the Committee, and it follows on from the *CFS 2015 Effectiveness Survey*.

### 1.1 Purpose and scope

3. The purpose of the evaluation as set out in the Concept Note endorsed by the Bureau, is to:

- a) produce evidence regarding whether CFS, as a multi-stakeholder forum, is achieving the vision outlined in the Reform Document and its expected outcomes;
- b) assess the extent to which CFS is performing its roles outlined in the Reform Document, efficiently and effectively, and if so, with what impact;
- c) review the working arrangements, including the multi-year programme of work of CFS in order to assess how the decision-making processes and planning may be impacting effectiveness;
- d) propose forward-looking recommendations to enable CFS to respond effectively to the emerging food security and nutrition challenges, to further strengthen its comparative advantages, and to enhance its leadership role in improving global food security and nutrition; and
- e) generate learning regarding multi-stakeholder collaboration, to which the CFS represents a possible model to be replicated.

4. The evaluation covered the period from October 2009 to October 2016, representing the period that elapsed since the 2009 resolution, noting important developments that have emerged between October 2016 and March 2017. The Concept Note called for a comprehensive approach covering all the main structures and mechanisms of the Committee, namely, CFS Member States, the Bureau and Advisory Group, the High Level Panel of Experts, the Civil Society Mechanism, the Private Sector Mechanism, and the CFS Secretariat. The functioning of the Open-Ended Working Groups and the role of the Rome-Based Agencies were included in the scope of the evaluation. The Concept Note further required that missions be conducted to a sample of countries to solicit the views of stakeholders at country level.

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<sup>3</sup> Resolution 21/75 of the FAO Council.

<sup>4</sup> Op. cit. p.46

## 1.2 Approach and methodology

5. The evaluation sought to be as comprehensive as possible within the available resources and timeframe. The criteria that guided the evaluation were **effectiveness**, **efficiency**, and **relevance**. The evaluation followed the norms and standards of the United Nations Evaluation Group (UNEG), and the OECD-DAC principles of **impartiality** and **independence**, **credibility** and **usefulness**.

6. There are no agreed indicators for the results-based framework endorsed by the Committee at the CFS 37<sup>th</sup> Plenary (October 2011)<sup>5</sup>. The Committee has an Overall Objective and three major Outcomes, and these were used to inform the framework for the evaluation. The key evaluation questions are shown in Table 1. These questions were further elaborated with sub-questions to guide the data collection and the development of the interview protocols.

**Table 1: Key Evaluation Questions**

|   |
|---|
| <b>Overall Objective:</b> <i>Contribute to reducing hunger and malnutrition and enhancing food security and nutrition for all human beings.</i>   |
| <b>Outcome A:</b> Enhanced global coordination on food security and nutrition questions   |
| <b>Outcome B:</b> Improved policy convergence on key food security and nutrition issues   |
| <b>Outcome C:</b> Strengthened national and regional food security actions  |
| Key evaluation questions  |
| <p><b>Are the reforms working?</b></p> <p>1.1 To what extent has the reformed CFS enhanced global coordination of food security and nutrition issues?</p> <p>1.2 To what extent has the reformed CFS improved policy convergence on key food security and nutrition issues?</p> <p>1.3 To what extent has the reformed CFS strengthened national and regional food security actions?</p> <p><b>How is the reformed CFS functioning?</b></p> <p>2.1 To what extent do the six roles, working arrangements, management systems and structures contribute to the outcomes?</p> <p>2.2 To what extent do strategies, tools, products and recommendations contribute to the outcomes?</p> <p>2.3 To what extent do the stakeholder platforms and interactions contribute to the outcomes?</p> <p>2.4 What unexpected outcomes and dynamics have emerged from the new roles and structures?</p> <p><b>Is the collaboration approach worth replicating?</b></p> <p>3.1 To what extent has the multi-stakeholder platform engaged a diversity of voices in policy-making?</p> <p>3.2 To what extent are gender and youth interests, as well as the interests of indigenous peoples and marginalized populations integrated?</p> <p>3.3 What are the assumptions, factors and conditions necessary for the platform to function effectively?</p> |

7. Primary data collection was done through semi-structured interviews and focus group discussions conducted in Rome during the CFS 43<sup>rd</sup> Plenary, and in a sample of countries. The countries were selected on the basis of the following criteria: food security and nutrition

<sup>5</sup> A results-based framework was developed by the Open-Ended Working Group on the Multi-Year Programme of Work (MYPoW) in 2011, and was endorsed by the CFS 37<sup>th</sup> Plenary as a document that required further refinement. It is understood from key informants in the Open-Ended Working Groups on Monitoring and the MYPoW, and in the CFS Secretariat that consensus could not be reached on the indicators in the results-based framework.



status, presence of one or more Rome-Based Agencies (RBAs), total value of the RBAs' portfolios, evidence of application of CFS products, and the estimated cost of the mission. The countries visited covered six of the seven CFS regions – France, Jordan, Panama, Philippines, Senegal, Uganda, and the United States of America. Interviews were also conducted in Brussels. The evaluation team also observed the CFS 43<sup>rd</sup> Plenary Sessions and side events. The profile of the evaluation team is in Annex B.

8. A total of 364 individuals were consulted in this evaluation, and 45 per cent of these (162) consultations took place outside Rome. Table 2 shows categories of people interviewed. Government representatives constituted the largest number of persons consulted, followed by civil society (most interviewees belonged to organizations of the Civil Society Mechanism). The number of persons consulted at the country level varied from 13 in France to 35 in the Philippines. The list of persons consulted is shown in Annex C.

**Table 2: Number of persons consulted**

| Category        | All interviews and focus group discussions | Country missions only | Country      | Number of persons consulted |
|-----------------|--|-----------------------|--------------|-----------------------------|
| Government      | 99   | 49                    | France       | 13                          |
| Civil society   | 95   | 46                    | Jordan       | 20                          |
| Private sector  | 42   | 13                    | Panama       | 26                          |
| HLPE            | 5  | -                     | Philippines  | 35                          |
| CFS Secretariat | 11   | -                     | Senegal      | 20                          |
| FAO             | 32   | 16                    | Uganda       | 24                          |
| IFAD            | 7  | 2                     | USA          | 18                          |
| WFP             | 10   | 6                     | <b>TOTAL</b> | <b>156</b>                  |
| Other UN        | 17   | 10                    |              |                             |
| Others          | 46   | 14                    | Brussels     | 6                           |
| <b>TOTAL</b>    | <b>364</b>                                 | <b>156</b>            |              |                             |

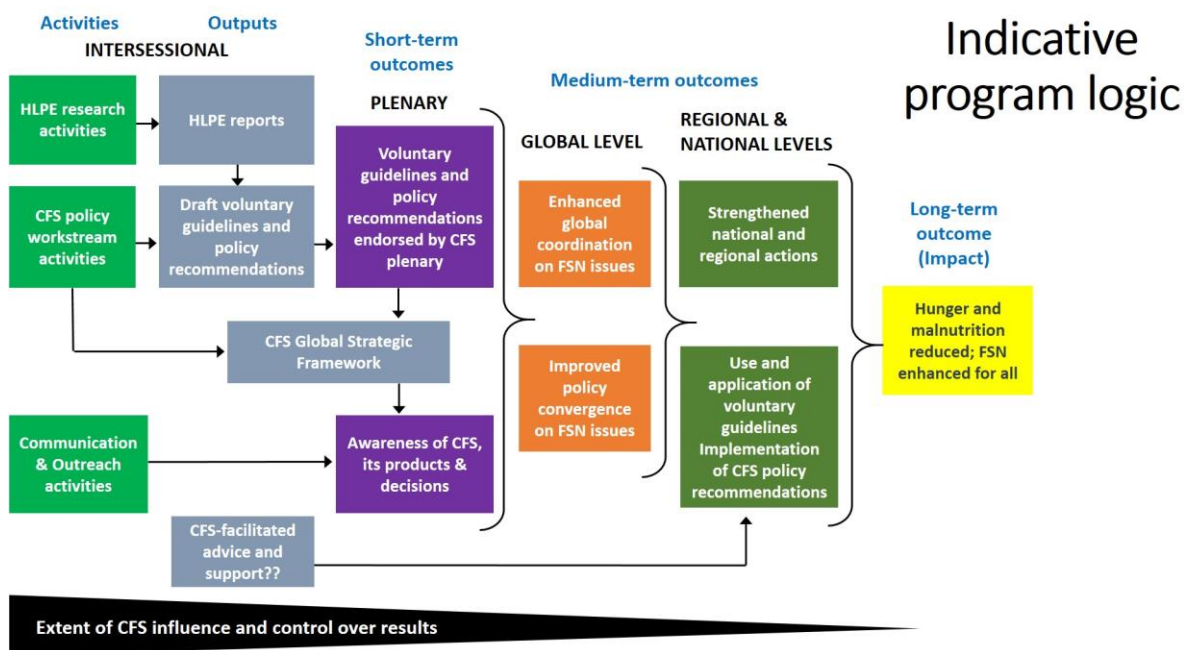
9. The primary data for the evaluation was qualitative, and was analysed using a two-step process. *Grouping responses by stakeholders*: the responses from the interviews were grouped by different stakeholder categories, for example, governments, civil society, private sector, the Rome-Based Agencies, and other United Nations entities. *Clustering by categories*: The interviewers highlighted common themes and clustered them into categories. In a selection of cases and for specific themes, the interviewers used *systematic coding* of the raw data (interview notes) to confirm the frequency of associated terms that were mentioned.

10. The interview data was triangulated with secondary data extracted from the Final Reports of CFS Plenaries, the minuted outcomes of meetings and documents of the Bureau, Advisory Group, and the Open-Ended Working Groups, reports of the High Level Panel of Experts, as well as the strategic frameworks and other reports of the Rome-Based Agencies. Documents submitted by various respondents in support of their responses in the interviews were also used as sources for triangulation. Where relevant, the evaluation team used the results of the *CFS Effectiveness Survey* that captured the perceptions of a range of stakeholders on the relevance of the Committee and its effectiveness in relation to its three major outcomes. The list of documents consulted can be found in Annex D.

11. Throughout the evaluation process, from the inception to the reporting phase, the Bureau and Advisory Group, as well as other stakeholders, were given the opportunity to comment on the draft reports.

### 1.3 Limitations

12. The absence of an agreed results framework posed a major limitation for the evaluation, as there were no indicators against which the effectiveness and efficiency of the Committee and its work could be evaluated. The three main Outcomes are high-level outcomes, and there were no immediate or intermediate outcomes that could be used in constructing the evaluation framework. The evaluation team inferred a hierarchy of outcomes (logic of programme intervention) that has not been tested with the Committee. Without agreed key performance indicators, it was difficult to make a judgement on the extent to which the Committee is achieving the main Outcomes and Overall Objective.



13. Time and budgetary constraints limited the range of stakeholders that could be interviewed. The evaluation team was not able to interview United Nations bodies based at headquarters in New York and Geneva. With the exception of the NEPAD focal point in Rome, the evaluation team could not secure interviews with regional bodies, including the regional economic commissions of the United Nations. Country missions were between 3-5 days (excluding travel), and a limited range of stakeholders was interviewed. Most of the interviews were conducted in the capitals, to reduce travel time and costs.

14. The evaluation team relied on the efforts of the country offices of the RBAs to organize the interviews, based on the guidance set out in a country note. While country offices endeavoured to secure interviews with the categories of stakeholders requested, it was not possible for all categories of stakeholders to be represented in the interviews in all the countries visited.

15. Identifying patterns from the multitude of voices of CFS stakeholders presented a challenge to the evaluation team. The methodology for the analysis sought to address this challenge.

16. The evaluation team was not able to observe meetings of the Open-Ended Working Groups and negotiations on policy recommendations, as these were not scheduled to take place during the CFS Plenary when the team conducted its main data collection mission in Rome. The team therefore had to rely on documents and the interviews to understand these two very important processes of the Committee.

## 1.4 Structure of the report

17. The report consists of four chapters including this introductory chapter. Chapter 2 provides an overview of the Committee and the context in which it operates. Chapter 3 presents the findings of the evaluation study, and Chapter 4 presents the main conclusions and recommendations.

## 2 Background and context

18. This chapter of the report provides the background to the reform of the Committee and the global context in which the reformed Committee operates. It also provides a brief overview of the current structure of the Committee and the mechanisms introduced as part of the reform to support the effective functioning of the Committee.

### 2.1 The Committee pre-2009

19. The Committee was established as one of the subsidiary bodies of the FAO Council, and was firmly located within FAO. It was mandated to monitor and disseminate information on the demand, supply and stock position for basic foodstuffs; make periodic evaluations of the adequacy of current and prospective stock levels; review steps taken by governments to implement the International Undertaking on World Food Security; and recommend short-term and long-term policy actions to remedy difficulties in the supply of cereals necessary for world food security.<sup>6</sup> In terms of the Rules of Procedure, the sessions were convened by the Director-General of FAO, in consultation with the Chairperson of the Committee.

20. Following the World Food Summit (November 1996), the terms of reference of the Committee and the Rules of Procedure were amended in 1997 and 1998 respectively to reflect the substantial role accorded to the Committee in monitoring the implementation of the Plan of Action emanating from the World Food Summit. The amendments were also precipitated by changes in the United Nations system, including new responsibilities of FAO with the abolition of the World Food Council, and the creation of the Executive Board of World Food Programme (WFP) to replace the Committee on Food Aid Policies and Programmes.

21. The revised mandate of the Committee was broader than its founding mandate. The Committee in terms of its revised mandate was to “...*contribute to promoting the objective of world food security with the aim of ensuring that all people, at all time, have physical and economic access to sufficient, safe and nutritious food to meet their dietary needs and good preferences for an active and healthy life.....(and) serve as a forum in the United Nations system for review and follow-up of policies concerning world food security, including food production, sustainable use of the natural resource base for food security, nutrition, physical and economic access to food and other food security related aspects of poverty eradication, the implications of food trade for world food security and other related matters...*”<sup>7</sup>

22. The amended General Rules of the Organization, and the subsequent amendment of Rules of Procedure of the Committee broadened the range of actors participating in the work of the Committee. Relevant international organizations could now be invited to participate in the work of the Committee in accordance with their respective mandates, and non-governmental organizations and civil society could be invited as observers. The Committee’s

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<sup>6</sup> Resolution 21/75 of the FAO Council and amendment to Article V, paragraph 6 of the FAO Constitution

<sup>7</sup> FAO Conference 29<sup>th</sup> Session, Resolution 8/97, Op.#5 and 6. Available at: <http://www.fao.org/docrep/W7475e/W7475e0a.htm>

rules made provision for the establishment of subsidiary or ad hoc bodies to expedite its work, and provision for defining the terms of reference, composition and, as far as possible, the duration of the mandate of each subsidiary or ad hoc body. The Rules of Procedure of the Committee were amended for the Committee to provide regular reports to the Economic and Social Council of the United Nations (ECOSOC), through the FAO Council.<sup>8</sup>

## 2.2 Impetus for reform

23. The food and fuel price crises of 2007-08 revealed severe weaknesses in the global food system and highlighted the need for appropriate and timely policy responses at the national, regional and global levels to ensure food security. Moreover, the crises also pointed to the need for better coordination at the global level on food security issues. It was in this context that the reform of the Committee was initiated. At its 34<sup>th</sup> Plenary in October 2008, Members agreed to embark upon a reform process in order to play an effective role in global food security and nutrition. The 2009 Reform Document in its opening paragraph identified the food and financial crisis as a threat to global food security and nutrition, and to the achievement of the target of the 1996 World Food Summit and the Millennium Development Goals for reducing hunger and malnutrition. Importantly, it identified smallholder food producers, particularly women and people living in rural areas, to be the most affected of the estimated 1 billion people suffering from under-nourishment.<sup>9</sup>

24. The crises heightened attention to the ‘Right to Food’, which was set forth as a legal obligation in the Declaration of the 1996 World Food Summit. As a human right, the right to adequate food is formally recognized in the Universal Declaration of Human Rights (1948), as part of the right to an adequate standard of living, and in Article 11 of the International Covenant on Economic, Social and Cultural Rights, which is binding on United Nations Member States that have ratified it. The Right to Food Guidelines, which were adopted by the FAO Council in 2004, were implemented in many countries following the 2007-08 food and fuel price crises.

## 2.3 The reformed Committee

### Vision and roles

25. The Right to Food figures strongly in the vision crafted in the Reform: “*The CFS is and remains an intergovernmental Committee in FAO. The reformed CFS, as a central component of the evolving Global Partnership for Agriculture, Food Security and Nutrition, will constitute the foremost inclusive international and intergovernmental platform for a broad range of committee 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. The CFS will strive for a world free from hunger where countries implement voluntary guidelines for the progressive realization of the right to adequate food in the context of national food security.*”<sup>10</sup>

26. The Committee agreed to three key guiding principles for the reform, namely: **inclusiveness**; **strong linkages to the field** to ensure that the reform process is based on the reality of what happens on the ground; and **flexibility** in implementation to enable the Committee to be responsive to changes in the external environment and needs of its

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<sup>8</sup> FAO Conference 29<sup>th</sup> Session Resolution 8/97 (1997) and Report of the 24<sup>th</sup> Session of the World Committee on Food Security (June 1998). Available at: <http://www.fao.org/unfao/bodies/council/cl1115/w8959e.htm>

<sup>9</sup> Reform of Committee on World Food Security, Final Version, CFS:2009/2 Rev.2, 2009.

<sup>10</sup> CFS, Reform of the Committee on World Food Security, Thirty-Fifth Session, Rome, October 2009, CFS:2009/2 Rev.2, p.2

Members. The Committee also agreed that the reforms would be implemented in two phases, with the Committee gradually taking on additional roles in Phase II, and no dates were set for when Phase II would begin.<sup>11</sup> In practice, the Committee has been working on roles in both phases, and the evaluation therefore sought to cover all six roles.

| <b>Roles: Phase I</b>  | <b>Additional roles: Phase II</b>  |
|--|--|
| <i>Coordination at global level.</i> Provide a platform for discussion and coordination to strengthen collaborative action among governments, regional organizations, international organizations and agencies, NGOs, CSO, food producers' organizations, private sector organizations, philanthropic organizations and other relevant stakeholders, in a manner that is in alignment with each country's specific context and needs.  | <i>Coordination at national and regional levels.</i> Serve as a platform to promote greater coordination and alignment of actions in the field, encourage more efficient use of resources and identify resource gaps. As the reform progresses, the CFS will build, as appropriate, on the coordination work of the United Nations High Level Task Force (HLTF).   |
| <i>Policy convergence.</i> Promote greater policy convergence and coordination, including through the development of international strategies and voluntary guidelines on food security and nutrition on the basis of best practices, lessons learned from local experience, inputs received from the national and regional levels, and expert advice and opinions from different stakeholders.  | <i>Promote accountability and share best practice at all levels.</i> One of the main functions of the CFS has been to monitor actively the implementation of the 1996 World Food Summit Plan of Action (WFS-PoA). CFS should help countries and regions, as appropriate, to address the questions of whether objectives are being achieved and how food insecurity and malnutrition can be reduced more quickly and effectively.   |
| <i>Support and advice to countries and regions.</i> At country and/or region request, facilitate support and/or advice in the development, implementation. Monitoring and evaluation of their nationally and regionally owned plans of action for the elimination of hunger, achievement of food security and the practical application of the "Voluntary Guidelines for the Right to Food" that shall be based on the principles of participation, transparency and accountability. | <i>Develop a Global Strategic Framework for food security and nutrition</i> in order to improve coordination and guide synchronized action by a wide range of stakeholders. The Global Strategic Framework will be flexible so that it can be adjusted as priorities change. It will build upon existing frameworks such as the UN's Comprehensive Framework for Action (CFA), the Comprehensive Africa Agriculture Development Programme (CAADP), and the Voluntary Guidelines to Support the Realization of the Right to Adequate Food in the Context of National Food Security. |

### **Composition, structures and mechanisms**

27. The Committee comprises Members of FAO, WFP and IFAD, and is open to non-Member States of FAO that are Member States of the United Nations.<sup>12</sup> Members exercise the exclusive prerogative to vote and take decisions on matters before the Committee.

28. The reform made provision for increasing the diversity of voices in the Committee by opening the Committee to Participants and Observers. **Participants** are expected to contribute regularly to the work of the Committee, including the preparation of documents and agendas, and have the right to intervene in the Plenary and other discussions of the Committee. They may also present documents and formal proposals to the Committee. The categories of Participants are Representatives of United Nations agencies and bodies with a specific mandate in food security and nutrition; civil society and non-governmental organizations relevant to food security and nutrition issues; international agricultural research systems; representatives of private sector associations and private philanthropic foundations.

<sup>11</sup> CFS, Reform of the Committee on World Food Security, Thirty-Fifth Session, Rome, October 2009, CFS:2009/2 Rev.2, pp.2-3

<sup>12</sup> The European Union is a full Member of FAO and by extension, a Member of the Committee.

29. Interested organizations may be invited by the Committee or the Bureau as **Observers** to its sessions, and organizations may also apply for Observer status if they wish to participate in the work of the Committee. Unlike Participants, Observers have to be invited by the Chair to intervene in discussions. Categories of Observers include regional associations and regional intergovernmental development institutions; civil society and non-governmental organizations that are not Participants; and other organizations, for example, local authorities.

30. The reform made provision for the Committee to invite civil society and non-governmental organizations and their networks to establish a global **mechanism** that would facilitate the consultation and participation of civil society and non-governmental organizations in the work of the Committee. The reform also encouraged private sector associations and private philanthropic organizations, as well as other CFS stakeholders, to establish permanent coordination mechanisms for participation in the CFS.<sup>13</sup>

31. The reform modified existing structures, for example, the Secretariat, and introduced new ones, namely, the High Level Panel of Experts and the Advisory Group. The main structures of the Committee as outlined in the Reform Document are illustrated in Table 3. In addition to these structures, the reform made provision for non-state actors to organize themselves into mechanisms to facilitate their participation in the Committee. The functioning of the structures and mechanisms is discussed in Chapter 3 of this report.

**Table 3: Summary of CFS structures and their roles**

| <b>Structure</b>                   | <b>Role and composition</b>   |
|------------------------------------|---|
| <b>Plenary</b>                     | <b>Role:</b> Central body for decision-taking, debate, coordination, lesson-learning and convergence of all stakeholders at global level.<br><b>Composition:</b> Members of the Committee, Participants, Observers.   |
| <b>Bureau</b>                      | <b>Role:</b> Represents broader membership of the Committee between Plenary Sessions and performs tasks delegated to it by the Plenary.<br><b>Composition:</b> Chairperson and 12 Members from the 7 geographic regions of the CFS.   |
| <b>Advisory Group</b>              | <b>Role:</b> Established by the Bureau to provide input and advice to the Bureau on tasks instructed to the Bureau by the Plenary.<br><b>Current Composition:</b> Representatives from FAO, IFAD, WFP, Civil Society Mechanism, Private Sector Mechanism, Bill & Melinda Gates Foundation, World Bank, CGIAR and Ad hoc members – WHO and World Farmers Organisation. |
| <b>High Level Panel of Experts</b> | <b>Role:</b> Provide structured food security and nutrition-related expertise to inform sessions of the Plenary.<br><b>Composition:</b> Steering committee of 10-15 internationally recognized experts in a variety of food security and nutrition-related fields; and ad hoc project teams of food security and nutrition experts.                                   |
| <b>CFS Secretariat</b>             | <b>Role:</b> Assist the Plenary, Bureau and Advisory Group, Open Ended Working Groups, Technical Task Teams and High Level Panel of Experts in their work.<br><b>Composition:</b> Staff from Rome-Based Agencies, and externally.   |

<sup>13</sup> CFS, Reform of the Committee on World Food Security, Thirty-Fifth Session, Rome, October 2009, CFS:2009/2 Rev.2, p.5

## 2.4 Transition to the 2030 Agenda for Sustainable Development

32. Since the time of the Reform, there has also been a shift in the global narrative on food security and nutrition that has had implications for the activities of the CFS. Specifically, malnutrition has become more complex with multiple forms present simultaneously in each and every country in the world. It is now widely recognized that food security cannot be met solely by providing more calories, but that the diversity and nutrient content of foods are also critical to meeting dietary requirements. At the same time, it has become more challenging for food systems to produce the food needed to support healthy diets for all. Local production of nutrient-rich crops endemic to the geographic locality was recognized as a potentially sustainable means to meet nutritional needs, especially for vulnerable and indigenous populations, while promoting the livelihoods of small farmers.

33. The recognition of the multiple forms of malnutrition and the linkages with agriculture is reflected in the transition from the Millennium Development Goals (MDGs) to the Sustainable Development Agenda. During the period of the MDGs, the focus was primarily on undernutrition. MDG1: Eradicate extreme poverty and hunger set the target of halving, between 1990 and 2015, the proportion of people who suffer from hunger. The world has seen significant progress in reducing hunger from 23.3 percent in 1990 to 12.9 percent in 2015 (Table 4). Nonetheless, nearly 793 million people worldwide still lack access, on a regular basis, to adequate intakes of dietary energy. In addition, other forms of malnutrition including micronutrient deficiencies and overweight/obesity are prevalent. An estimated 273 million children between 6 and 59 months are anaemic, while about 42 million are overweight. Together, these three afflictions – hunger, micronutrient deficiencies and overweight/obesity - are known as the triple burden of malnutrition. There are sharp regional differences in the decline in hunger with sub-Saharan Africa, Southern Asia, the Caribbean, and Oceania declining at a slower rate than other regions of Asia and Latin America.<sup>14</sup>

**Table 4: Trends in food insecurity 1990 to 2016**

| Regions                   | Under-nourished people       | 1990-1992 | 2000-2002 | 2005-2007 | 2010-2012 | 2014-2016 |
|---------------------------|------------------------------|-----------|-----------|-----------|-----------|-----------|
| <b>World</b>              | Number (millions)            | 1001.6    | 929.6     | 942.3     | 820.7     | 794.6     |
|                           | Prevalence (% of population) | 18.6      | 14.9      | 14.3      | 11.8      | 10.9      |
| <b>Developed regions</b>  | Number (million)             | 20.0      | 21.2      | 15.4      | 15.7      | 14.7      |
|                           | Prevalence (% of population) | <5        | <5        | <5        | <5        | <5        |
| <b>Developing regions</b> | Number (millions)            | 990.7     | 908.4     | 926.9     | 805.0     | 779.9     |
|                           | Prevalence (% of population) | 23.3      | 18.2      | 17.3      | 14.1      | 12.9      |

Source: FAO, IFAD and WFP.2015. *The State of Food Insecurity in the World 2015*.

34. The Millennium Development Goals (MDGs) were just over half way at the time of the decision to reform the Committee. MDG1: Eradicate extreme poverty and hunger set the target of halving, between 1990 and 2015, the proportion of people who suffer from hunger. Although there was a decline in the proportion of under-nourished people over the MDG period from 23.3 percent in 1990 to 12.9 percent in 2015, the eradication of extreme poverty and hunger still had some way to go to be achieved. There were sharp regional differences in the decline in the proportion of malnourished people, with sub-Saharan Africa, Southern

<sup>14</sup> United Nations Millennium Development Goals Report 2015. Available at: [http://www.un.org/millenniumgoals/2015\\_MDG\\_Report/pdf/MDG%202015%20rev%20\(July%2015\).pdf](http://www.un.org/millenniumgoals/2015_MDG_Report/pdf/MDG%202015%20rev%20(July%2015).pdf)

Asia, the Caribbean, and Oceania declining at a slower rate than other regions of Asia and Latin America.<sup>15</sup> With this unfinished agenda, and the unprecedented numbers of people displaced through conflicts, and living in fragile conditions, the eradication of poverty and associated hunger remains central to the post-2015 development agenda.

35. On 25 September 2015, the United Nations General Assembly adopted the 2030 Agenda for Sustainable Development. It includes 17 Sustainable Development Goals (SDGs) and 169 targets that will guide the actions of governments, international agencies, civil society and other institutions over the next 15 years. Unlike the MDGs, the SDGs are **universal**, meaning that they apply to all Member States of the United Nations. Developed and developing countries alike are expected to take action to achieve the SDGs within their own countries. The SDGs are not legally binding on Member States, but the latter are expected to take ownership of these goals and put national frameworks in place to achieve the goals. Member States have the primary responsibility for the follow up and review of progress towards achieving the targets set out in the goals. Progress will be monitored at the regional and global levels as well, with information from the national level. The follow-up and review of progress at the global level will be done at the annual meetings of the High Level Political Forum on Sustainable Development.

36. A specific goal has been defined to “End hunger, achieve food security and improved nutrition and promote sustainable agriculture” (SDG 2). The goal is comprehensive and articulated around eight targets: five on development outcomes and three on means of implementation. The outcome targets include concepts that range from hunger, malnutrition, smallholder agricultural productivity and income, sustainability of agricultural practices, to the protection of crop and livestock genetic resources, covering in large part all four dimensions of food security and nutrition (food availability, access, utilization and stability).

37. The SDGs are interrelated, so other goals are also pertinent to achieving food security and nutrition, for example, SDG 5: Gender equality and SDG 17: Revitalize the global partnership for sustainable development, are relevant to the work of the Committee. The implementation of the SDGs requires partnerships at national, regional and global levels as unprecedented levels of finance and other means of implementation, domestic and international, private and public, are required.

38. The 2030 Agenda Framework, and in particular SDG 2, is expected to guide the Committee’s priorities going forward. The CFS 43<sup>rd</sup> Plenary endorsed the document prepared by the Open-Ended Working Group on SDGs, on the Committee’s engagement in advancing the 2030 Agenda for Sustainable Development. The document envisages the Committee contributing to the annual follow-up and review of the High Level Political Forum, through the provision of an overall review of the state of food security and nutrition, and lessons learned that would be relevant to the particular theme that the High Level Political Forum may select for a particular year. The Committee is expected to highlight policy instruments and recommendations that would be relevant for the theme at hand.<sup>16</sup> The Committee is also expected to continue developing policy recommendations that will support countries’ efforts to make progress with SDG targets.

39. The Second International Conference on Nutrition (ICN2) held in November 2014, focused attention on addressing the multidimensional issue of malnutrition. The conference,

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<sup>15</sup> United Nations Millennium Development Goals Report 2015. Available at: [http://www.un.org/millenniumgoals/2015\\_MDG\\_Report/pdf/MDG%202015%20rev%20\(July%2015\).pdf](http://www.un.org/millenniumgoals/2015_MDG_Report/pdf/MDG%202015%20rev%20(July%2015).pdf)

<sup>16</sup> CFS, 43<sup>rd</sup> Plenary, Guidance Note for CFS contribution to the 2017 United Nations High Level Political Forums. Available at: <http://www.fao.org/3/a-mr318e.pdf>



convened by FAO and the World Health Organization (WHO) declared, among other things, that “...the United Nations system, including the Committee on World Food Security, and international and regional financial institutions should work more effectively together in order to support national and regional efforts, as appropriate, and enhance international cooperation and development assistance to accelerate progress in addressing malnutrition...”<sup>17</sup> A voluntary Framework for Action was adopted to support the implementation of existing and new commitments through providing policy options and strategies for governments to use, as they deemed appropriate for the country context.<sup>18</sup>

## **2.5 Global and regional institutions**

### **High-Level Task Force on Regional and Global Food and Nutrition Security**

40. The CFS also operates in the context of global and regional institutions, some of which came into existence after the 2007-08 crises. The UN Secretary-General established the High Level Task Force, chaired by the United Nations Secretary-General (UNSG), in 2008 with the aim of bringing about greater synergies in the efforts of the United Nations system in promoting food and nutrition security for all people. The heads of 23 UN entities (departments, programmes, funds, agencies, and organizations, the World Bank, and the IMF) and Deputy Secretary-General and, until recently, the Secretary-General’s Special Representative on Food Security and Nutrition (SRSG)<sup>19</sup> meet twice a year. The work of the High Level Task Force is guided by the UNSG vision of a Zero Hunger World (now based in Rome and coordinated by the Rome-Based Agencies), and recently it revised its terms of reference to align with the 2030 Agenda for Sustainable Development. The revised terms of reference view the High Level Task Force as providing high-level policy coordination and coherence in the UN system on issues pertinent to the achievement of the SDGs as they relate to food security and nutrition. The High Level Task Force is therefore an important partner for CFS, and is a member of the Advisory Group.

### **United Nations Special Rapporteur on the Right to Food**

41. The mandate for the United Nations Special Rapporteur on the right to food was established in 2000 by the Commission of Human Rights, which was replaced by the Human Rights Council in 2007. The Special Rapporteur monitors the global situation on the right to food through activities that include dialogue with relevant actors, country visits, academic fora and conferences. Findings from these activities are noted in annual thematic reports to the Human Rights Council and the General Assembly. The Special Rapporteur participated in deliberations leading to the CFS Reform, and is a member of the Advisory Group.

### **United Nations Standing Committee on Nutrition (UNSCN)**

42. The UNSCN was established as an administrative coordinating committee in 1977 and serves as a platform for sharing knowledge and facilitating coordination on nutrition within the United Nations system. Its core members are FAO, IFAD, UNICEF, WFP and WHO, and it is open to other entities in the United Nations system that have an interest in nutrition-related issues. Associate membership is open to non-UN organizations. The Secretariat relocated from WHO in Geneva to FAO in Rome in 2016. The UNSCN is a

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<sup>17</sup> Second International Conference on Nutrition: Conference Outcome Document: Rome Declaration on Nutrition, November 2014. Available at: <http://www.fao.org/3/a-ml542e.pdf>

<sup>18</sup> Second International Conference on Nutrition: Conference Outcome Document: Framework for Action, November 2014. Available at: <http://www.fao.org/3/a-mm215e.pdf>

<sup>19</sup> The position of Secretary-General’s Special Representative ceased with the departure of the former Secretary-General.

member of the CFS Advisory Group and the CFS is invited to participate in the meetings of the UNSCN.

### Regional institutions

43. The reform made provision for the inclusion of regional intergovernmental development institutions and regional associations of countries to have observer status in the Committee. The Regional Commissions of the United Nations are involved in agriculture and food security. The African Union/NEPAD and the regional economic communities in Africa have food security strategies guided by the Comprehensive Africa Agriculture Development Programme (CAADP). The AU/NEPAD has an African Ambassador serving as a liaison representative in Rome and supports African delegates in CFS matters, among other things. ASEAN has an Integrated Food Security Framework and a Strategic Plan of Action on Food Security in the ASEAN Region. In the Latin America Region, there are several food security platforms, for example, Hunger Free Latin America and Caribbean Initiative (Regional Initiative 1) and the Mesoamerica without Hunger (Sub-Regional Initiative).

### Other initiatives

44. There are other relevant global initiatives for food security and nutrition, for example, the World Bank's Global and Agriculture Food Security Program is a multi-donor trust fund that emanated from the G-8 Summit in 2009. Notably, G20 in 2010 (Seoul) had declared support for CFS and the GAFSP. Other initiatives are listed below:

| <b>Other Global Initiatives</b> |   |   |  |   |
|---------------------------------|---|---|--|---|
|                                 | <b>Renewed Efforts Against Child Hunger</b>   | <b>Global Agriculture and Food Security Program</b>   | <b>Global Panel on Agriculture and Food systems for Nutrition (GLOPAN)</b>   | <b>The Scaling up Nutrition (SUN) Movement</b>  |
| <b>Mandate/Role</b>             | To assist governments of countries with a high burden of child and maternal undernutrition accelerate the scale-up of food and nutrition actions. | Multilateral mechanism to assist in the implementation of pledges made by the G20 in Pittsburgh in September 2009.  | An independent group of influential experts (including former politicians) with a commitment to tackling global challenges in food and nutrition security. | SUN unites people—from civil society, the United Nations, donors, businesses and researchers—in a collective effort to improve nutrition. |
| <b>Membership</b>               | FAO, WFP, IFAD, WHO, UNICEF   | Donor and recipient countries, potential supervising entities (the World Bank and other MDBs [AfDB, IDB, IFAD, FAO, and WFP]), IFC, CSOs. Representatives for the steering group are selected from the members. | United Kingdom, Brazil and Japan governments and championed by leading philanthropic foundations and civil society organizations.                          | Civil society, private sector, business, research, the UN   |
| <b>Governance structure</b>     | The Steering Committee is composed of the Heads of Nutrition of the four partners. There is a 2011 MoU signed                                     | The ultimate decision-making body of the GAFSP is its Steering Committee. It is composed of voting and non-voting members. Voting members are   | The Panel is co-chaired by His Excellency John Kufuor (former President of Ghana) and Sir John Beddington  | Within each SUN Country, the government nominates a SUN Government Focal Point who convenes multi-  |

| <b>Other Global Initiatives</b>               |   |   |  |  |
|---|---|---|--|--|
|   | <b>Renewed Efforts Against Child Hunger</b>   | <b>Global Agriculture and Food Security Program</b>   | <b>Global Panel on Agriculture and Food systems for Nutrition (GLOPAN)</b> | <b>The Scaling up Nutrition (SUN) Movement</b>   |
|   | by all partners detailing the governance structure.   | limited to an equal number of major donors and recipient representatives.   | (former UK Government Chief Scientific Adviser).                           | stakeholder platforms (MSPs) that bring together actors from all sectors that are relevant to nutrition.   |
| <b>Support</b>                                | The REACH Secretariat is hosted by WFP in Rome. Country engagements are led by a neutral facilitator, usually located in a government ministry. | There is a Secretariat/Coordination Unit based at the World Bank in Washington DC.  | There is only one office which is the Secretariat in London.               | There is a SUN Movement Secretariat and Coordinator based in Geneva.   |
| <b>Funding sources</b>                        | Funding is provided by Canada (8 countries), USAID and EU (1 country each). The remaining 3 countries receive funding from the UN country team. | 10 governments (Australia, Canada, Germany, Ireland, Japan, Korean, Netherlands, Spain, United Kingdom and the United States) and the Bill & Melinda Gates Foundation.  | UKAID and the Bill & Melinda Gates Foundation.                             | SUN Countries raise their own domestic and external resources for scaling up nutrition. The Secretariat is supported by the Bill and Melinda Gates Foundation, Canada, the European Union, France, Germany, Ireland, and the United Kingdom. |
| <b>Additional information on mission/role</b> | Country-led support on nutrition.   | Leveraging funding through public and private financing windows to support medium- and long-term interventions needed to ensure strong and stable policies and increased investment in agriculture in the poorest countries in the world. | High-level policy advice.  | Country-led support on nutrition.  |

### 3 Main findings of the evaluation

45. This chapter discusses the main findings of the evaluation. These findings are organized around the key evaluation questions and grouped into the following thematic areas:

- Whether the reformed Committee is achieving its intended outcomes.
- How the reformed Committee is functioning.
- Whether the CFS multi-stakeholder collaboration approach is worth replicating.

#### 3.1 Is the reformed Committee achieving its intended Outcomes?

**Outcome A:** Enhanced global coordination on food security and nutrition questions

**Key Evaluation Question 1.1** To what extent has the reformed CFS enhanced global coordination of food security and nutrition issues?

46. The reform sought to, among other things, have the Committee play a central coordination role in the global governance of food security and nutrition issues. In evaluating the extent to which the Committee enhanced global coordination of food security and nutrition issues, the evaluation team assessed the following:

- The relevance of the Committee and the issues it addresses.
- How the nutrition is reflected in the work of the Committee.
- The Committee's role in coordination at global level.
- The Committee's role in coordination at national and regional levels.
- The Committee's role of developing a Global Strategic Framework for food security and nutrition.

#### Relevance of the Committee and the issues it addresses

47. Committee Members and stakeholders interviewed believe that the Committee is addressing relevant issues in food security and nutrition. Members in particular expressed positive views on the relevance of the issues covered by the Committee, and pointed to the consultative, consensus approach used in the selection of topics for the High Level Panel of Experts. This positive view of Committee Members on the relevance of issues addressed by the Committee is consistent with the CFS Effectiveness Survey that found that 61 percent of country government respondents rated the Committee high on the relevance of the global food security issues it addressed. The survey also found that in other categories of respondents, namely, civil society, private sector/philanthropic organizations, the UN system, and academia, slightly less than 50 percent rated the Committee high on relevance.<sup>20</sup>

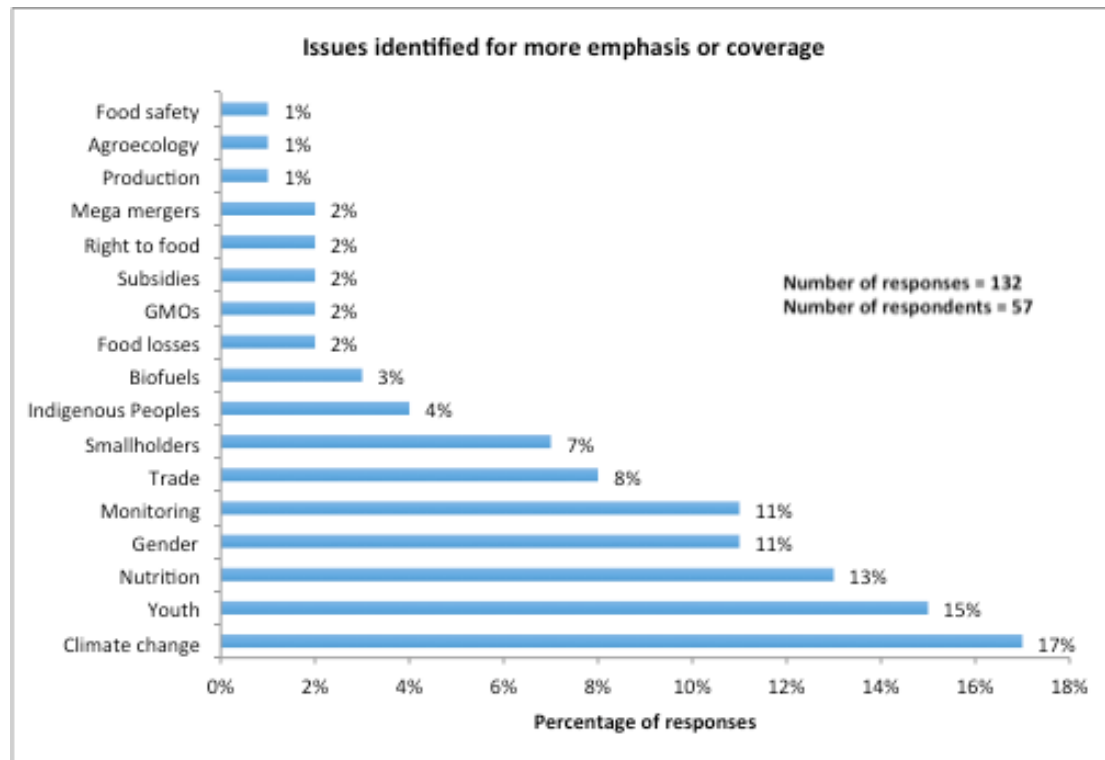
48. Although the views on the relevance of issues addressed by the Committee were generally positive, a small number of interviewees identified issues which they felt were not receiving sufficient attention, or required more emphasis (Chart 1). The issue of climate change was mentioned most frequently, followed by youth, nutrition, and gender. The frequent mention of climate change was not surprising given the Paris Agreement (2015) on the United Nations Framework Convention on Climate Change. This does not mean that the Committee has not addressed these issues, for example, there is a policy product on gender, food security and nutrition. There is, furthermore, an Open-Ended Working Group that is working on nutrition. There were also issues such as trade where there has been debate about the extent to which the Committee can deal with these issues, and whether trade should be dealt with by the World Trade Organization. It does not necessarily mean that these issues

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<sup>20</sup> Report on the Findings of the CFS Effectiveness Survey, July 2015.

should appear in the next Multi-Year Programme of Work (MYPoW), but the MYPoW process should ensure that the system of identifying and prioritizing issues is as inclusive and consultative as possible.

**Chart 1: Issues identified for more emphasis or coverage**



49. The relevance of the Committee has been reaffirmed in the United Nations General Assembly resolution on Agriculture development, Food Security and Nutrition - resolution 70/223 “Reaffirms the important role and inclusive nature of the Committee on World Food Security as a key organ in addressing the issue of global food security and nutrition, and notes the role that the Committee could play in support of the implementation of the Sustainable Development Goals, particularly those related to ending hunger and malnutrition.”<sup>21</sup> More recently, there has been recognition of the potential role of the Committee in the Secretary General’s report on the follow-up and review of the SDGs.<sup>22</sup> The report identified the Committee as one of the intergovernmental bodies in the United Nations that can support the high level political forum thematic reviews of progress towards achieving the SDGs. The report further recommended that the functional commissions and intergovernmental forums should “... reflect on their ability to convene and engage the critical actors relevant to their contributions to the 2030 Agenda, including scientists, local governments, business and the representatives of the most vulnerable persons, as has been done by the World Committee on Food Security.”<sup>23</sup> This is a clear affirmation of the

<sup>21</sup> United Nations General Assembly, Resolution A/70/223, 22 December 2015, p.9

<sup>22</sup> United Nations General Assembly, Critical milestones towards coherent, efficient and inclusive follow-up and review at the global level. Report of the Secretary General, A/70/684, January 2016. Available at: [http://www.un.org/ga/search/view\\_doc.asp?symbol=A/70/684&Lang=E](http://www.un.org/ga/search/view_doc.asp?symbol=A/70/684&Lang=E)

<sup>23</sup> United Nations General Assembly, Critical milestones towards coherent, efficient and inclusive follow-up and review at the global level. Report of the Secretary General, Op#48. A/70/684, January 2016. Available at: [http://www.un.org/ga/search/view\\_doc.asp?symbol=A/70/684&Lang=E](http://www.un.org/ga/search/view_doc.asp?symbol=A/70/684&Lang=E)

relevance of the Committee in the global context of the SDGs. Much of what is in the Secretary-General's Report is about the relevance of the Committee in the future, and it will be up to the Committee to take up the opportunity afforded to it to play a key role in the follow-up and review by the High Level Political Forum, and to demonstrate the relevance of its collaborative model.

50. The relevance of the Committee is not as clear at the country level. The level of awareness of the Committee and its work was low in the countries visited by the evaluation team. This issue is discussed further in the report.

51. There is a perception among some interviewees that the Committee is not sufficiently agile to respond to ad hoc issues that might have global implications. The issue of the "mega-mergers" was an example mentioned. The issue was not on the agenda of the CFS 43<sup>rd</sup> Plenary, and so had to be dealt with on the sidelines of the plenary. The Rules of Procedure of the Committee require issues to be properly placed on the agenda, so that all parties have the opportunity to be sufficiently briefed to discuss the issues. There may be a need for clarity on the procedures and criteria for introducing new items in the agenda at short notice.

52. There is also the question of the Committee's responsiveness to emerging crises of food insecurity, particularly in the Near East and Africa regions. The reform of the Committee was largely precipitated by the global food crisis of 2007-08, yet the Committee has not articulated what role, if any, it should play in crisis situations. It is understood that the Bureau intends to convene a discussion on this issue within the coming weeks.

### **How nutrition is reflected in the work of the Committee**

53. The Reform Document noted that nutrition was integral to the concept of food security.<sup>24</sup> During the 2nd International Conference on Nutrition (ICN2) in 2014, the Member States called upon the CFS to play an active role in food systems and malnutrition, in line with the shift in focus of the global nutrition policy dialogue from hunger to malnutrition stemming from the transition from the MDGs to the SDGs. During the UN General Assembly in 2016, CFS was given a mandate to contribute to the work plan of the UN Decade of Action on Nutrition.

54. Primary and secondary sources confirm that nutrition has been on the CFS agenda since the Reform, and that it was prioritized subsequently to the ICN2. The current HLPE Steering Committee comprises two nutrition experts and side events at the plenary have included specific topics on nutrition since 2010. Following the ICN2, CFS changed its working arrangements to include the OEWG on Nutrition and its supporting Technical Task Team. In addition, the CFS requested the HLPE to undertake a report on nutrition and food systems, to be presented at the CFS 44 Plenary in October 2017. Linkages with stakeholders with a focus on nutrition (e.g. UNSCN, WHO) were strengthened, as well as with global nutrition initiatives such as the World Health Assembly and the High Level Task Force on Food and Nutrition Security. The relevance for CFS to place a direct focus on nutrition in the context of food security was underscored by the responses to the CFS effectiveness survey, which was conducted at the same time as the changes in working arrangements.

55. Interviews with stakeholders confirm that the CFS sought to ensure consideration of nutrition in all workstreams in the post-Reform period. A review of CFS documents found that references to nutrition were often quite superficial. More clarity is needed in regards to what mainstreaming nutrition means in practice.

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<sup>24</sup> CFS Reform Document: "The nutritional dimension is integral to the concept of food security and to the work of CFS".

56. Following the CFS 42, a Technical Task Team was called for to support the OEWG on Nutrition in developing a proposal to be presented for endorsement at the CFS 43. This proposal “should result in a clear vision for CFS’ role on nutrition, with a work plan leading to concrete outcomes for 2017 and beyond.”<sup>25</sup> The proposal is in line with the challenges recognized by the ICN2 and the Sustainable Development Agenda, and centres on two outputs - the forthcoming HLPE report on “Nutrition and Food Systems” and the work plan of the UN Decade of Action. An overall vision or strategy for the role of CFS in the nutrition space has not been defined.<sup>26</sup>

57. Defining a vision or strategy that draws on the comparative advantages of the CFS is critical, given that the nutrition and food systems space is increasingly crowded and fragmented. Many organizations in this space are also stakeholders of the CFS and may have competing interests. Prioritization and consensus-building should feature in the definition of a strategy following the CFS model. Concentrating attention and resources in line with this strategy could enhance the effectiveness of CFS to address nutrition within its mandate.

58. The HLPE presented a zero draft of the forthcoming report on nutrition and food systems for public consultation in October 2016. It received significant attention reflected in the receipt of 123 comments.<sup>27</sup> HLPE Steering Committee and Project teams have diversified experience, including within the private sector, which while controversial for some, is a unique feature.<sup>28</sup> A review of the report found that it was primarily written from the nutrition perspective rather than a perspective that balances and integrates nutrition and agriculture. Plans and objectives for country-specific guidance stemming from the report have not been defined. The degree to which foundational connections with the agricultural community have been made during its development, which could support translation to country guidance, was not clear.

59. The HLPE report on Nutrition and Food Systems is overshadowed by other reports on the same topic that did not exist at the time the terms of reference were developed. The World Bank and the Global Panel on Agriculture and Nutrition (GLOPAN) published prominent reports on the topic in 2016.<sup>29</sup> The Lancet will publish a special issue on the topic in July 2017.<sup>30</sup> The HLPE report will need to take into account the findings from these reports. The role of CFS in the nutrition space may be called into question if the HLPE report is not distinguishable in terms of its content, and does not meet government needs for practical, evidence-based guidance to promote nutrition and food systems.

60. The engagement of nutrition stakeholders in the CFS has grown according to multiple accounts. However, in practice the engagement is high-level and focused on UN organizations. Well-informed nutrition stakeholders of the CFS tend to be policy experts

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<sup>25</sup> MYPoW 2015. CFS engagement in advancing nutrition, CFS 2016/43/9.

<sup>26</sup> CFS engagement in advancing nutrition, CFS 2016/43/9.

<sup>27</sup> E-consultation version of the HLPE Nutrition and Food Systems report.

<sup>28</sup> Steering committee - Ms Louise Fresco (the Netherlands) – non-executive director of Unilever; Dr Eileen Kennedy – a member of the World Economic Forum's Global Council on Food Security and Nutrition; HLPE Project team - Dr. Mandana Arabi, business platform and nutrition researcher at GAIN.

<sup>29</sup> IFPRI A4HN; World Bank, Future of Food 2016, Shaping the Global Food System to Deliver Improved Nutrition and Health; Global Panel on Agriculture and Food Systems for Nutrition. 2016. *Food systems and diets: Facing the challenges of the 21st century*. London, UK.

<sup>30</sup> Upcoming Lancet report for Stockholm Food Forum (June 2017).

while practitioners, who manage or support the implementation of programmes in countries, are unaware of the work of the CFS. In two cases, engagement between the head of an organization with the CFS did not filter down to even the senior practitioners within the same organization. Drawing on the experience of nutrition practitioners who implement interventions and programmes in countries, the channelling of CFS products through them could increase the effectiveness of the nutrition workstream. Stakeholders such as WFP, the World Bank, WHO, UNICEF, GAIN and SUN include such practitioners.

61. The nutrition workstream has led to several nutrition-themed inter-sessional events.<sup>31</sup> Interviews with stakeholders suggest that events which provide opportunities for more informal discussions have been effective in sensitizing stakeholders to nutrition. A basic understanding of and appreciation for the importance of nutrition by all stakeholders is necessary for a dialogue that can ultimately support the mainstreaming of nutrition.

### **Coordination roles of the Committee**

62. The food crisis of 2007-08 revealed a high level of institutional fragmentation in the global architecture for food security and nutrition, and the reform sought to, among other things, ensure that the Committee play a central coordination role in the global governance of food security and nutrition. The Reform Document sets out the following two roles of the Committee in coordination, namely: coordination at the global level; and coordination at national and regional levels.

63. **Role: Coordination at the global level.** The reform requires the Committee to provide a platform for discussion and coordination, with the view to strengthening collaborative action among governments and a range of actors including regional and international organizations, civil society, the private sector, philanthropic organizations, and other stakeholders, including the United Nations system.<sup>32</sup>

64. The Plenary is the peak decision-taking structure of the Committee, and convenes annually to endorse recommendations on policies and the operations of the Committee. The plenary session is the culmination of the Committee's inter-sessional work and the highlight in the annual calendar of the Committee. The Plenary Sessions are not limited to decision-taking, and serve as a platform for the diverse array of actors in food security and nutrition to share their views, experiences and knowledge. Registration for the Plenary Sessions has increased significantly since 2009. The number of delegates registered for the Plenary Sessions (excluding side events) increased from 347 in 2009 to 1151 in 2016, and Committee Members have increased from 101 to 116 countries. The number of civil society organizations increased from 3 in 2009 to 123 in 2016, and private sector organizations increased from 4 to 86 during the same period. (Table 5). These increases can be attributed to the establishment of the Civil Society Mechanism and the Private Sector Mechanism that broadened the participation of non-state actors in the work of the Committee.

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<sup>31</sup> The Trade and Nutrition event held June 2016 that was organized jointly with UNSCN was the most commonly mentioned in the interviews.

<sup>32</sup> CFS, Reform of the Committee on World Food Security, Thirty-Fifth Session, Rome, October 2009, CFS:2009/2 Rev.2



**Table 5: Delegates to Committee Plenary Sessions 2009 to 2016**

|   | 2009 | 2010 | 2011 | 2012 | 2013 | 2014 | 2015 | 2016 |
|---|------|------|------|------|------|------|------|------|
| Number of delegates (excluding side events) *             | 347  | 755  | 867  | 883  | 966  | 790  | 1070 | 1151 |
| <b>Categories of delegates</b>                            |      |      |      |      |      |      |      |      |
|   | 2009 | 2010 | 2011 | 2012 | 2013 | 2014 | 2015 | 2016 |
| Number of CFS Member States                               | 101  | 126  | 114  | 116  | 121  | 111  | 120  | 116  |
| Number of Non-Committee Member States                     | 8    | 14   | 6    | 14   | 14   | 10   | 9    | 8    |
| Number of UN agencies and bodies                          | 7    | 13   | 9    | 12   | 12   | 12   | 11   | 11   |
| Number of Civil society organizations**                   | 23   | 42   | 82   | 111  | 95   | 81   | 96   | 123  |
| Number of Private sector & philanthropic organizations    | 4    | 2    | 31   | 46   | 47   | 73   | 68   | 86   |
| Number of International research organizations            | 2    | 2    | 3    | 2    | 1    | 2    | 2    | 2    |
| Number of International and regional finance institutions | 0    | 1    | 5    | 3    | 2    | 1    | 2    | 2    |
| Other observers*  | 3    | 10   | 21   | 32   | 26   | 42   | 47   | 45   |
| <b>Ministerial level delegations registered</b>           |      |      |      |      |      |      |      |      |
|   | 2009 | 2010 | 2011 | 2012 | 2013 | 2014 | 2015 | 2016 |
| Ministers   | 13   | 20   | 19   | 24   | 25   | 11   | 9    | 9    |
| Vice-Ministers  | 1    | 2    | 7    | 0    | 12   | 2    | 6    | 8    |

Source: Compiled from CFS Plenary Reports

Note: these figures refer to the number of delegates. The other rows refer to the number of organizations attending. Each organization may have one or more delegates.

\*\*Civil society includes all civil society organizations and is not limited to members of CSM

65. It is evident from the reports on the Plenary Sessions and the evaluation team's observation of the Committee's 43<sup>rd</sup> Session that the Committee has been able to convene a diverse range of actors involved in food security and nutrition. The side events held at the Session are opportunities for sharing knowledge and experiences, and for discussing topics that are not on the formal agenda of the Plenary Session. There is a demand for side events as demonstrated by the CFS Secretariat's estimate of about 5000 attendances at the 54 side events at the Committee's 43<sup>rd</sup> Session.<sup>33</sup>

66. The Reform Document encourages Member States to participate in the Plenary Sessions at the highest level possible, namely, Ministerial or cabinet level, ideally representing the inter-ministerial view as opposed to a sectoral view.<sup>34</sup> The number of Ministers attending the Plenary Sessions is relatively low (9 Ministers out of 116 countries in 2016). The highest number of Ministers attending was in 2013 when 25 Ministers attended, but the number has declined since then. One Committee Member observed that the Plenary Sessions are not attracting Ministers as they are not sufficiently attractive to warrant the investment of time and funds required to attend. It should be borne in mind that prior to 2009, the Plenary Sessions were held in June, coinciding with the biennial FAO Conference, which is ordinarily attended by Ministers. The change in the timing of the Plenary Session may

<sup>33</sup> Estimates shared at the meeting of the Bureau and Advisory Group, 29 November 2016. Note that the actual number of individuals is lower as one person may attend more than one side event.

<sup>34</sup> CFS, Reform of the Committee on World Food Security, Thirty-Fifth Session, Rome, October 2009, CFS:2009/2 Rev.2, paragraph 9, p.3

explain the relatively low number of ministerial level delegates, although other factors should not be excluded. There have been discussions in the Bureau and Advisory Group meetings about improving the attractiveness of the Plenary Sessions. It may be useful for the Bureau to enquire from Ministers why they are not attending, and what would attract them to attend the Plenary Sessions.

67. The extent to which the Plenary Sessions strengthen **collaborative action** among governments and other stakeholders is difficult to determine, as there are many factors outside the control of the Committee that influence decisions taken by governments and other stakeholders. Importantly, the policy recommendations endorsed at the Plenary Sessions are voluntary, and therefore left to the discretion of the Member States to implement. This, however, does not diminish the relevance of a platform such as the Committee for dialogue on food security and nutrition issues, as the **process** is as important as the outcomes of these dialogues.

68. It should be borne in mind that the Plenary Session is the culmination of work done in the inter-sessional period and the consultation and negotiations that precede the Plenary Session. The quality of the work (outputs) produced in the inter-sessional period, and the quality of the processes in the structures of the Committee, for example, the Bureau and Advisory Group and the Open-Ended Working Groups influence the quality of the Plenary Sessions. It is in these structures that collaborative action should be fostered.

69. **Role: Coordination at national and regional levels.** The reform envisaged that the Committee would gradually take on the role of serving as a platform for promoting greater coordination and alignment across fields of action, and encourage more efficient use of resources, as well as identifying resource gaps. It was envisaged that the Committee would build on existing mechanisms and networks at the national level including UN country teams, regional intergovernmental bodies, civil society networks and private sector associations with national and regional mandates. The reform also envisaged that the Committee would build on the coordination work of the United Nations' High Level Task Force.<sup>35</sup>

70. The Committee has taken some steps towards performing this role, but it is too early to evaluate how effective it has been to date. The potential certainly exists with the interest of the High Level Political Forum having the Committee serve as a platform through which countries can share progress and experiences in the implementation of the SDGs pertaining to food security and nutrition.

71. There are many existing national structures involved in food security and nutrition, and the evaluation team had the opportunity to interview government and civil society participants in national structures which exist in the countries they visited (Table 27). The linkages between the Committee and these national structures are tenuous, and this may be because the Committee is not well known at the country level. There is, however, a larger issue with regard to the role of the Committee in promoting coordination at the regional and national levels. The Reform Document does not spell out the details of what this coordination role entails and how it should be operationalized. If the Committee is to take on this role as envisaged in the Reform Document, it will be essential to have clarity on what this role entails and how it should be operationalized.

72. The Committee has taken steps to strengthen its linkages with regional initiatives. The CFS 36<sup>th</sup> Plenary (2010) convened a session on regional initiatives with the aim of strengthening and maintaining linkages, and nine regional bodies made presentations on initiatives in their regions. The Committee decided that it would strengthen and maintain

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<sup>35</sup> CFS, Reform of the Committee on World Food Security, Thirty-Fifth Session, Rome, October 2009, CFS:2009/2 Rev.2, paragraph 6, p.2

linkages with these regional initiatives during the inter-sessional period.<sup>36</sup> At the CFS 37<sup>th</sup> Plenary (2011), there were five presentations on regional initiatives. The Committee also received highlights of a regional multi-stakeholder workshop on food security and nutrition for the Near East and North Africa Region, convened in Cairo under the CFS umbrella. In the ensuing years, there were presentations on regional initiatives at the CFS 39<sup>th</sup> Plenary (2012), a roundtable discussion at the CFS 40<sup>th</sup> Plenary, and interactive sessions at the CFS 41<sup>st</sup> and 42<sup>nd</sup> Plenaries, but there was no session on regional initiatives at the CFS 43<sup>rd</sup> Plenary.

73. These sessions on regional initiatives are useful for sharing information thereon, but there was no follow-up on issues that emerged during these sessions. Stakeholders interviewed in countries suggested that CFS should collaborate with RBAs to convene workshops and conferences at the regional level, and in doing so, strengthen linkages with regional organizations as well as with countries in those regions. One of the main recommendations from the Cairo 2010 workshop was that regional CFS-type platforms be established to monitor regional food security, as well as serve as a platform for sharing information and good practices, but this recommendation has not been followed through.

74. **Role: Develop a Global Strategic Framework for food security and nutrition.** One of the roles of the reformed Committee is to develop a Global Strategic Framework for food security and nutrition to improve coordination and guide the actions of a wide range of stakeholders. The Reform Document required the framework to be flexible so that it can be adjusted to respond to changing priorities.<sup>37</sup>

75. Although this was envisaged as a Phase II role, the Committee took the initiative to develop the first iteration of the framework, which was endorsed by the CFS 39<sup>th</sup> Plenary in October 2012, following lengthy negotiations. The Global Strategic Framework was developed and negotiated in a participatory and transparent manner by Committee Members, Participants and other stakeholders. The Global Strategic Framework is reviewed and updated annually to reflect decisions taken at the CFS plenaries. There is provision for a more substantial periodic review and update to incorporate new international developments, for example, the SDGs. The first periodic review since the endorsement of the GSF in 2012 is in progress.<sup>38</sup>

76. In order for the Global Strategic Framework to contribute to enhanced coordination of food security and nutrition issues, it will have to be used as a reference source by those at whom the Global Strategic Framework is targeted. The evaluation team reviewed the structure and content of the Global Strategic Framework and found that it was not explicit about its target audience and how they can use the information contained in the framework. In its current form, the Global Strategic Framework is a large compendium about CFS products, decisions and recommendations and other international frameworks relevant to food security and nutrition. The Global Strategic Framework seeks to be all encompassing, and the document is long and unwieldy. The Effectiveness Survey found that the 60 percent of respondents rated the potential usefulness of the Global Strategic Framework as high, but only 28 percent of respondents rated its actual influence as high, suggesting a large gap between the potential of the Global Strategic Framework and its actual influence.<sup>39</sup>

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<sup>36</sup> CFS, Report on the Thirty-Sixth Session of the World Committee on Food Security, Rome, October 2010, p.3

<sup>37</sup> CFS, Reform of the Committee on World Food Security, Thirty-Fifth Session, Rome, October 2009, CFS:2009/2 Rev.2, paragraph 6, p.3

<sup>38</sup> Open-Ended Working Group on GSF: Document No: CFS OEWG- GSF/2016/05/02/01.

<sup>39</sup> Report on the Findings of the CFS Effectiveness Survey, July 2015.

77. The evaluation study found examples of promotion of the first Global Strategic Framework in 2013, following its adoption, but no other promotion of the Framework except on the Committee's website. The Open-Ended Working Group on GSF is developing a communication plan to increase awareness of the Global Strategic Framework<sup>40</sup> which comprises:

- a CFS video outlining the main elements of the GSF<sup>41</sup>;
- an FAO publication on how the Global Strategic Framework mainstreams the right to adequate food and human rights into food security policies at national, regional and global levels, and how stakeholders can translate global consensus into national level practice<sup>42</sup>;
- a manual prepared by CSM members on the GSF and how civil society can use the Global Strategic Framework<sup>43</sup>; and
- a two-page brief by the Global Network for the Right to Food and Nutrition about the Global Strategic Framework and the role civil society can play in its implementation.<sup>44</sup>

78. The meeting documents of the Open-Ended Working Group on GSF reflect that there is disagreement about whether documents that have not been negotiated in the Committee may be included in the Global Strategic Framework. The meeting documents identified issues such as the length of the document, and the accessibility of the document as barriers to its use.<sup>45</sup> These are issues that should be resolved if the GSF is to become a relevant document for its intended users.

**Outcome B:** Improved policy convergence on key food security and nutrition issues

**Key Evaluation Question 1.2** To what extent has the reformed CFS improved policy convergence on food security and nutrition issues?

79. **Role: Policy convergence.** Addressing the policy fragmentation that accompanied the institutional fragmentation of food security and nutrition at the global level is the second major role of the reformed Committee. The Committee is mandated to promote greater policy coherence through the development of international strategies and voluntary guidelines on

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<sup>40</sup> Open-Ended Working Group on GSF, Outcomes of meeting 30 November 2016. Available at: [http://www.fao.org/fileadmin/templates/cfs/Docs1617/OWEG-GSF/Meeting-01/CFS\\_OEWG\\_GSF\\_2016\\_11\\_30\\_02\\_Outcomes.pdf](http://www.fao.org/fileadmin/templates/cfs/Docs1617/OWEG-GSF/Meeting-01/CFS_OEWG_GSF_2016_11_30_02_Outcomes.pdf)

<sup>41</sup> CFS Global Strategic Framework. <https://www.youtube.com/watch?v=uC03QsxeoMA>

<sup>42</sup> FAO. The Human Right to Adequate Food in the Global Strategic Framework for Food Security and Nutrition: A Global Consensus, Rome 2013. Available at: <http://www.fao.org/docrep/019/i3546e/i3546e.pdf>

<sup>43</sup> See Using the Global Strategic Framework for Food Security and Nutrition to Promote and Defend the People's rights to adequate food'. Available at: [https://viacampesina.org/downloads/pdf/en/GSF-Manual\\_en.pdf](https://viacampesina.org/downloads/pdf/en/GSF-Manual_en.pdf)

<sup>44</sup> Global Network for the Right to Food and Nutrition. Available at: <http://www.righttofoodandnutrition.org/sites/www.righttofoodandnutrition.org/files/The%20Global%20Strategic%20Framework%20for%20Food%20Security%20and%20Nutrition.pdf>

<sup>45</sup> GSF Open-Ended Working Group compilation of inputs. Available at: [http://www.fao.org/fileadmin/templates/cfs/Docs1516/OEWG\\_GSF/CFS\\_OEWG\\_GSF\\_2016\\_05\\_02\\_INF\\_Compilation\\_of\\_Inputs\\_rev1.pdf](http://www.fao.org/fileadmin/templates/cfs/Docs1516/OEWG_GSF/CFS_OEWG_GSF_2016_05_02_INF_Compilation_of_Inputs_rev1.pdf)

food security and nutrition. These strategies and guidelines, according to the Reform Document, should be informed by best practice, lessons from local experience, inputs from national and regional levels, and expert advice and opinions from an array of stakeholders.<sup>46</sup> The evaluation assessed policy convergence as a process of consultation and negotiation that results in a set of policy recommendations (policy product). The evaluation noted that the term ‘policy convergence’ is broad. Within the CFS context, policy convergence was viewed predominantly as a **process** of consultation and negotiation that results in a set of policy recommendations (**policy product**).<sup>47</sup> Taken to its logical conclusion, policy convergence can also be viewed as an **outcome**, where several countries **use and apply** policy convergence products. In responding to Key Evaluation Question 1.2, the evaluation assessed policy convergence process and products, and the application and use of these products are discussed under Key Evaluation Question 1.3.

### Policy convergence products

80. The reformed Committee produced three main policy convergence products, policy recommendations informed by 10 High Level Panel of Experts reports, and policy recommendations from three work stream studies between 2009 and 2016 (Table 6). In addition, it produced the Global Strategic Framework that captures the policy decisions of the Committee and serves as a reference source for the Committee’s policy products.

81. The number of policy products endorsed between 2011 and 2016 has declined from four in 2011 to one in 2016, as a result of reducing the number of High Level Panel of Experts reports from two per year to one per year and limiting the number of other policy products. In addition to the main policy products, the Committee has developed the Global Strategic Framework that captures all the main policy recommendations of the Committee. The Framework for Action for Food Security and Nutrition in Protracted Crises is the only main policy convergence product that was initiated in the post-2009 reform era, while the VGGT and Principles for Responsible Investment in Agriculture and Food Systems were initiated prior to the reform, in 2004 and 2008, respectively.

**Table 6: CFS policy products since the 2009 reform**

| Category                        | Policy products   |
|---------------------------------|---|
| <b>Main CFS policy products</b> | <ol style="list-style-type: none"> <li>1. Voluntary Guidelines for the responsible governance of tenure of land, fisheries and forestry in the context of national food security (VGGT 2012)</li> <li>2. Principles for responsible investment in food and agriculture systems (RAI 2014)</li> <li>3. Framework for Action for Food Security and Nutrition in Protracted Crises (FFA 2015)</li> <li>4. Global Strategic Framework for Food Security and Nutrition (2012, updated annually)</li> </ol> |
| <b>Policy recommendations</b>   | <ol style="list-style-type: none"> <li>1. Price volatility and food security 2011</li> <li>2. Land tenure and international investments in agriculture 2011</li> <li>3. Food Security and Climate Change 2012</li> </ol>  |

<sup>46</sup> CFS, Reform of the Committee on World Food Security, Thirty-Fifth Session, Rome, October 2009, CFS:2009/2 Rev.2, paragraph 6, p.2

<sup>47</sup> This interpretation of ‘policy convergence’ is based on responses of interviewees, as well as the document prepared by the CFS Secretariat, CFS Approach to Policy Convergence, paper prepared for CFS Bureau and Advisory Group Meeting, 8 July 2016, Agenda Item: CFS Approach to Policy Convergence Document No: CFS/BurAG/2016/03/31/05.

| <b>Category</b>                                       | <b>Policy products</b>  |
|---|---|
| <b>informed by HLPE reports</b>                       | 4. Social Protection for Food Security 2012<br>5. Biofuels and Food Security 2013<br>6. Investing in Smallholder Agriculture for Food Security 2013<br>7. Sustainable fisheries and aquaculture for food security and nutrition 2014<br>8. Food losses and waste in the context of sustainable food systems 2014<br>9. Water for food security and nutrition 2015<br>10. Sustainable agricultural development for food security and nutrition: what roles for livestock? 2016 |
| <b>Policy recommendations from policy roundtables</b> | 1. Gender, food security and nutrition, 2011<br>2. How to increase food security and smallholder sensitive investments in agriculture, 2011<br>3. Connecting Smallholders to Markets, 2016  |

82. Not all policy products are the same. The VGGT, for example, is detailed and has a strong orientation towards the practical application and use of the guidelines at country level. The RAI, on the other hand, is a set of broad principles for consideration in the decisions on agricultural investments. The CFS policy recommendations that are informed by the HLPE reports and policy roundtables cover a broad spectrum of food security and nutrition issues. A review of these policy recommendation documents found that many recommendations were framed very broadly, and often included a large number of action points. There was no consistency across the policy documents in differentiating between recommendations and action points. This may explain concerns of some interviewees that the policy recommendations are not easy to understand, and that the volume of recommendations and actions is overwhelming.

### **Policy convergence process**

83. The process for arriving at the policy recommendations (products) is as important as the products themselves. The selection of topics for policy convergence is done through a consultative process of the Multi-Year Programme of Work (MYPoW), and all Members and Participants and Observers have the opportunity to make inputs on the selection of topics for policy products. While there are stakeholders who feel that certain topics are not receiving sufficient attention, they do have the opportunity to input to the identification and prioritization of topics. There are systemic problems that impede the full participation of all interested parties, for example, the number of delegates based in Rome tends to be small and they are expected to cover not only the Committee, but also the Rome-Based Agencies.

84. One of the major aspects of the Committee's reform was that the Committee's work would be informed by evidence, provided by the High Level Panel of Experts, though not exclusively. As Table 6 shows, the Committee endorsed policy recommendations informed by the reports the High Level Panel of Experts has produced to date. However, the recommendations of the High Level Panel of Experts are not taken directly - they are used as the basis for preparing a fresh set of policy recommendations for negotiation and endorsement by the Committee. The High Level Panel of Experts is not the sole source of expert advice for the Committee. The three main policy products (VGGT, RAI and FFA) were developed with the expertise of the Rome-Based Agencies, notably FAO and WFP.

85. Negotiations are an important part of the policy convergence process, and many interviewees defined policy convergence as a negotiation process of arriving at an agreed policy document. From the information provided to the evaluators, there are inputs from national levels through Committee Members, as well as the Civil Society Mechanism and the Private Sector Mechanism. The evaluation did not find evidence of inputs from regional

levels, and this is to be expected, as there has been limited engagement between the Committee and regional organizations.

86. There were voices that were critical of the Committee’s effectiveness in improving policy convergence at the global level. Statements were made such as ‘there is no policy convergence’, there is policy ‘divergence’. Concern was also expressed that the space provided for dialogue and negotiation to achieve policy convergence was sometimes abused by wearing parties down into agreement rather than achieving genuine convergence from the diverse views and positions of different stakeholders. These views reflect a narrow conceptualization of policy convergence as a process that should result in full agreement on issues, rather than a process that creates space for diverse voices to heard, and to reach a common understanding of the issues. There is value in the policy convergence process as an opportunity for different stakeholders to be educated and informed of alternative perspectives to their own.

87. Another criticism was that the Committee’s approach to policy convergence needs to be more results-oriented, and be clear on what the Committee wants to achieve with the policy products. There is validity in this criticism as the policy products are not ends in themselves, but a means to achieve something, for example, strengthened actions on the part of countries in addressing food security and nutrition issues. Developing an intervention or programme logic that elaborates the results that the policy seeks to achieve and the logical pathways to those results can assist the Committee in developing policy products that are relevant with realistic outcomes.

88. Views were expressed that not everything needs to be negotiated and that the Committee should be selective in what is put forward for negotiation. The policy convergence products have long timelines from their initiation to their adoption at the CFS Plenary. Table 7 shows the overall time frame from initiation to adoption for the main policy convergence products. The products that were started post-2009 in the Committee took between three to five years from initiation to adoption. The VGGT were developed in two years in the Committee but had a six-year ‘incubation’ period in FAO.

**Table 7: Time frames for policy convergence products and GSF**

| <b>Main policy convergence products</b>  | <b>Overall time frame from initiation to adoption</b> | <b>Time within CFS</b>    |
|--|---|---------------------------|
| Voluntary Guidelines for the responsible governance of tenure of land, fisheries and forestry in the context of national food security | 2004-2012 (8 years)                                   | 2010-2012                 |
| Principles for responsible investment in food and agriculture systems  | 2008-2014 (6 years)                                   | 2010-2014                 |
| Framework for Action for Food Security and Nutrition in Protracted Crises  | 2010-2015 (5 years)                                   | 2010-2015                 |
| Global Strategic Framework for Food Security and Nutrition   | 2009 -2012 (3 years)                                  | 2009 – 2012 <sup>48</sup> |

Source: CFS Secretariat, CFS Approach to Policy Convergence Document No: CFS/BurAG/2016/03/31/05

89. Each product took at least two weeks to negotiate (and three weeks in the case of VGGT).<sup>49</sup> Interviewees from government, civil society, the private sector and the Rome-

<sup>48</sup> Ibid

<sup>49</sup> CFS Secretariat, CFS Approach to Policy Convergence, paper prepared for CFS Bureau and Advisory Group Meeting, 8 July 2016, Agenda Item: CFS Approach to Policy Convergence Document

Based Agencies expressed concerns about the length of time taken to negotiate and the resources required for negotiation. Given the complexity of issues and the diversity of voices in negotiations, it would be counter-productive to rush negotiations, as this will compromise the quality of the final product. It is, however, essential that the rules of negotiation are clear to all, and respected by all.

**Outcome C: Strengthened national and regional food security actions**

**Key Evaluation Question 1.3: To what extent has the reformed CFS strengthened national and regional food security actions?**

90. In responding to the Key Evaluation Question 1.3, the evaluation team considered the role of the Committee in facilitating support and advice to countries and regions; the role of the Committee in promoting accountability and sharing best practices; and the use and application of the Committee's policy products and recommendations.

91. **Role: Support and advice to countries and regions.** The Reform Document envisaged that the Committee would **facilitate** support and/or advice to countries and/or regions on request. The areas of support and advice to be provided include the development, implementation, monitoring and evaluation of nationally and regionally owned plans of action to achieve food security and eliminate hunger. The provision of support and advice on the practical application of the Voluntary Guidelines on the Right to Food are also included.<sup>50</sup>

92. From all accounts, including the CFS Effectiveness Survey, the Committee has not received any requests from countries and regions for support and advice. The absence of requests was noted at the CFS 36<sup>th</sup> Plenary. The then Committee Chairperson proposed that in future, the agenda item should be used as an opportunity for countries to present their current and planned activities for the development of partnerships on food security and nutrition.<sup>51</sup> There is nothing in the Report of the Thirty-Sixth Session of the Committee that indicates that the reasons for the absence of requests for assistance had been discussed. Chairpersons of the Committee have presented reports on the Committee's Plenary Sessions to the various FAO Regional Conferences, but these have not generated requests from countries or regional bodies for advice and support from the Committee.

93. The Reform Document is not explicit about the details of the facilitative role that it expected the Committee to perform, and whether or not there would be room for the Committee to provide advice and support directly. On reading the vision of the reformed Committee as "...an intergovernmental Committee in FAO.....and the foremost inclusive international and intergovernmental platform.....", it seems unlikely that the reform intended the Committee to provide advice directly to countries or regions.

94. For countries and regions to request the Committee to facilitate support and advice, they need to be aware of the Committee's role in this regard, and what procedures they should follow to request assistance. The evaluation did not find any evidence from the Committee indicating that it could facilitate advice and support, and how countries and regions could request this.

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No: CFS/BurAG/2016/03/31/05.

<sup>50</sup> CFS, Reform of the Committee on World Food Security, Thirty-Fifth Session, Rome, October 2009, CFS:2009/2 Rev.2, paragraph 5, p.2.

<sup>51</sup> CFS, Report on the Thirty-Sixth Session of the World Committee on Food Security, Rome, October 2010.



95. The technical expertise for advice and support on national and regional plans of action on food security and nutrition resides in the Rome-Based Agencies, in other entities of the United Nations system involved in food security and nutrition, in non-state research and policy institutions, and in regional and international development agencies. Countries, as Members of FAO, WFP and IFAD, are free to approach these bodies directly if they require assistance. Similarly, countries are free to approach other entities in the United Nations system and other organizations with technical expertise. It is not clear what value the Committee can add in playing a facilitative role. The role of the Committee in facilitating advice and support in the development, implementation, and monitoring of nationally and regionally owned plans needs to be clarified. The Committee's potential role in the follow-up and review of the SDGs provides an opportunity for a more relevant and impactful role in facilitating support to countries.

96. **Mapping.** There was an initiative on Mapping Food Security and Nutrition Actions at country level endorsed by the Committee at its 36<sup>th</sup> Plenary Session. This initiative aimed to develop a tool that would provide improved capacity for governments as well as other users, to make informed decisions on how best to design policies, strategies and programmes, as well as allocate resources to achieve food security and nutrition outcomes.<sup>52</sup> The task team reported progress at subsequent Plenary Sessions (37<sup>th</sup> and 39<sup>th</sup> Sessions), but no further work on this has been reported to the Committee after 2012. FAO has since developed the Food Security Commitment and Capacity Profile (FSCCP) drawing on the experiences of the mapping initiative. The tool is designed to assess and track how national authorities are meeting their commitments and the capacity they have and need to act on food security and malnutrition. There are no documents explaining why the mapping initiative no longer forms part of the Committee's work. It may be that there is no longer a demand for the mapping tool, and it would be useful if the Committee established if there is still an interest in the mapping tool.

97. **Role: Promote accountability and share best practices at all levels.** The Committee was mandated to monitor the implementation of the 1996 World Food Summit Plan of Action. The reform mandated the Committee to assist countries and regions, as appropriate, in determining whether their objectives were being achieved and how the reduction in food insecurity and malnutrition could be accelerated. It envisaged that the Committee would develop an innovative mechanism for doing so.<sup>53</sup>

98. The Committee endorsed recommendations under the umbrella of 'monitoring' at the CFS 40<sup>th</sup> Plenary Session, and further reinforced these at subsequent Plenary Sessions. In summary, the recommendations endorsed in Plenaries 40 to 42 include:

- monitoring the Committee's decisions and recommendations, focusing on the major, strategic and catalytic products, for example, the VGGT, and the outcomes of major workstreams in the MYPOW;
- conducting periodic assessments of the Committee's effectiveness in improving policy frameworks (every 4-5 years), and carrying out a baseline survey for this purpose; and
- encouraging the sharing of experiences and good practices.

99. *Monitoring major decisions and recommendations.* In 2016, the Committee conducted a stock-taking of the use and application of the VGGT, collecting case studies

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<sup>52</sup> CFS, Mapping food security actions at country level, document presented to the Committee on World Food Security, Thirty-sixth session, October 2010. Available at: <http://www.fao.org/docrep/meeting/019/k8952e.pdf>

<sup>53</sup> CFS, Reform of the Committee on World Food Security, Thirty-fifth Session, Rome, October 2009, CFS:2009/2 Rev.2, Para. 6, p.3.

from governments, civil society and the private sector at global, regional and national levels. The information served as the basis for a global thematic event at the CFS 43<sup>rd</sup> Plenary Session, for stakeholders to share experiences and good practices in the use and application of the VGGT. The global thematic event, serving the purpose of stock-taking and sharing good practices, is seen as a means of contributing to monitoring progress on the Committee's major products.<sup>54</sup> The stock-take was complemented by a report prepared by the Civil Society Mechanism, documenting civil society's experiences in the use and application of the VGGT. The global thematic event was viewed positively by participants, and the Open-Ended Working Group has noted areas for improvement, for example, more quantitative data, longer lead-time for preparation, and a more participatory approach to the preparation of events.<sup>55</sup> The Committee's 43<sup>rd</sup> Plenary endorsed the *Terms of Reference to Share Experiences and Good Practices in Applying CFS Decisions and Recommendations through Organizing Events and National, Regional and Global Levels*. These events provide the opportunity to take stock and to share experiences. While they contribute to monitoring, they are not a substitute for monitoring.

100. The outcome documents of the Open-Ended Working Group and the interviews reveal differing views on monitoring, what should be monitored, and who should be doing the monitoring. This stems in part from confusion in terminology. 'Monitoring' ordinarily refers to the routine, continuous examination of progress in implementing a particular undertaking (programme, project) to track compliance and then take decisions to improve performance. It is best done at the level where implementation occurs, and in the case of the Committee, monitoring the implementation of policy products would be best done at the country level by countries. The Committee can play a facilitative role in providing guidance on monitoring the implementation of its products. Monitoring the use and application of the Committee's products is necessary for promoting accountability as envisaged in the Reform Document. It also provides the empirical basis for the follow-up and review (stock-take) and sharing of experiences and good practices. The challenge for the Committee is to design a monitoring framework that is sufficiently robust to provide it with the information it needs, and sufficiently flexible for different country contexts and keeps faith with the principles of monitoring and accountability set out in the Global Strategic Framework.

101. The CFS Plenary endorsed the recommendation that recommendations from policy round tables should not be the focus of the Committee's monitoring efforts. These policy recommendations are numerous and in many instances, they are not sufficiently specific to enable meaningful monitoring. This, however, should not deter the Committee from conducting periodic stock-taking exercises of the policy recommendations including those based on the HLPE reports (Table 6).

102. *Assessing the effectiveness of the reforms*. The Committee endorsed the recommendation to carry out periodic assessments of its effectiveness, including carrying out a survey to serve as a baseline against which progress can be assessed. The CFS Effectiveness Survey was completed in 2015 under the supervision of the Open-Ended Working Group on Monitoring. The survey provides a useful baseline of stakeholder perceptions of the Committee and its work, and can be improved to address its limitations.

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<sup>54</sup> CFS, 'Experiences and good practices in the use and application of the VGGT- Summary and Key Elements', prepared by the CFS Secretariat for the Forty-third Session, 2016.

<sup>55</sup> CFS Open-Ended Working Group on Monitoring, Outcomes of meeting, 26 January 2017. CFS\_OEWG\_Monitoring\_2017\_01\_26\_04\_Outcomes.

103. *Sharing best practices at all levels.* The Committee, at its Plenary Sessions, has provided a platform for sharing information on global, regional and national initiatives, and lessons learned from these. This takes place in the formal Plenary Session and in the side events. The side events are conducive for sharing best practices and lessons, as they are relatively informal and smaller in size. The global thematic event on the VGGT is another example of the Committee promoting the sharing of good practices. The Committee endorsed terms of reference to serve as a guide for countries and regions to prepare and convene events at national, regional and global levels.

104. *Assisting countries and regions to monitor.* The reform mandated the Committee to assist countries and regions to assess whether they are achieving their food security and nutrition objectives. This matter is on the agenda of the Open-Ended Working Group on Monitoring, but has not progressed as priority has been given to the major products of the Committee. The Open-Ended Working Group has identified key elements and characteristics for monitoring, notably, that monitoring mechanisms should be owned by countries or regions as part of their institutional frameworks and mechanisms.

105. *SOFI.* The Committee provides the platform for the discussion and endorsement of the State of Food Insecurity in the World (SOFI) report that monitors progress made in reducing food insecurity and malnutrition globally. The report is prepared by the Rome-Based Agencies and presented at the Committee's Plenary Sessions. The document serves as the authoritative source of information on global trends in food insecurity. As of 2017, the Rome-Based Agencies will commence publication of a newly conceptualized report to replace the former State of Food Insecurity in the World (SOFI), focusing on monitoring the Sustainable Development Goals (SDGs). This new publication will support the Committee in reviewing progress towards the SDGs related to food security and nutrition and will provide a basis for its policy recommendations and actions. For 2016, a stand-alone report was produced to table the issues and challenges posed by monitoring the SDG2 (Zero Hunger) indicators. The report was organized around three chapters focusing on: 1) an overview of the global trends for indicators relating to food security and nutrition; 2) analysis of information gaps and measurement challenges regarding the proposed indicators; and 3) the linkages between targets and goals.

### **Use and application of policy products and recommendations**

106. Actions are being taken at country, regional and global levels to apply the VGGTs. As part of the preparation for the CFS 43<sup>rd</sup> Plenary, the Secretariat received 62 submissions on experiences and good practices in applying the VGGT, from governments, development partners, civil society and the private sector. (Table 8). Of the 62 submissions, the majority came from civil society and development partners, and 9 submissions (14.5 percent) came from governments. Participation in the exercise was voluntary. The low number of submissions from governments may be because they did not receive the information in time to submit a response, or they did not have anything to submit. The study conducted by the Civil Society Mechanism on experiences in the use and implementation of VGGT illustrates the active role played by civil society in raising awareness about the VGGT, advocacy, and the creation of policy dialogue spaces. FAO plays a critical role in providing technical support to several countries, as well as through its capacity development work at the regional and global levels.<sup>56</sup>

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<sup>56</sup> Sources for this are CSM Synthesis report on implementation of VGGT and CFS Secretariat compilation of submissions on VGGT for CFS 43<sup>rd</sup> Plenary.

**Table 8: Submissions on the use and application of VGGT**

| Region                 | Number of submissions | Stakeholder group    | Number of submissions |
|------------------------|-----------------------|----------------------|-----------------------|
| Country                | 36                    | Government           | 9                     |
| Regional/Multi-country | 11                    | Development partners | 31                    |
| Global                 | 15                    | Civil society        | 20                    |
|                        |                       | Private sector       | 2                     |
| Total                  | 62                    | Total                | 62                    |

Source: CFS Secretariat Information Note on Experiences and good practice in the use and application of VGGT

107. The submissions reflect a variety of approaches to the application and use of the VGGT, often in combination. Over half of the submissions identified awareness-raising, capacity development, and reform of legal policy frameworks as approaches that were used in the application of the VGGT (Table 9). The submissions also contain information on results, but these have not been verified independently.

**Table 9: Approaches to the use and application of VGGT**

| Approach   | Examples  | Number of submissions | Examples of results reported  |
|--|---|-----------------------|---|
| Awareness-raising:<br>Targeting broad range of stakeholders                        | Meetings, media campaigns, case studies, publishing easy-to-read VGGT-related documents   | 38                    | Reached an estimated 100 000 individuals and 5 000 households               |
| Capacity development:<br>Targeting government, civil society and community leaders | Training workshops, e-learning, technical support to governments  | 36                    | Reached an estimated 300 000 individuals and 100 000 households             |
| Develop multi-stakeholder platforms  | Establish permanent platforms to ensure implementation of agreed priorities and monitor progress  | 12                    | 26 platforms established involving 1 000 stakeholders                       |
| Reform legal and policy frameworks   | Mainstreaming VGGT into national policy and legal frameworks  | 33                    | 2 position papers, 13 reviews of laws/policy frameworks; 37 tenure policies |
| Operationalization:<br>Practical application of VGGT                               | Conflict mapping, land mapping and demarcation boundaries, establish conflict resolution mechanisms, testing new policies, new land registration system | 22                    | Estimated over 1 million people directly impacted by VGGT                   |

Source: CFS Secretariat Information Note on Experiences and good practice in the use and application of VGGT

108. To fully realize policy convergence and contribute towards achieving the CFS Objective of contributing “... to reducing hunger and malnutrition and enhancing food security and nutrition issues for all human beings..,” CFS Member States from developed and developing countries should be implementing aspects of CFS policy convergence products that are relevant to their context. In the case of the VGGT, the cases submitted show they are applied primarily in developing countries. Developed countries, for example, France, have incorporated the VGGT into their development cooperation programmes. There were two examples of domestic application in developed countries, namely Belgium and Italy.<sup>57</sup> In

<sup>57</sup> CFS Secretariat compilation of submissions on VGGT for CFS 43: USA, Germany, France, and the Global Donor Working Group on Land use VGGT for development cooperation. The European Union supports VGGT-related projects in several African countries.

reality, there may be more developed countries applying the VGGT to address domestic land tenure issues, but the Committee does not have information on these.

109. Civil society organizations in Europe are using the VGGT in their advocacy and capacity building on tenure issues in Europe. For example, they have submitted a formal request to the European Parliament to review the impact of European Union policies on land use and allocation, and to assess the current status of governance of land in the European Union in light of the VGGT. European civil society, in their submission of cases of VGGT application, point to the challenge of overcoming the bias in European Union institutions that the VGGT are not applicable to the European context and are only relevant in their development cooperation with the global South.

110. The submissions highlighted several challenges in the use and application of the VGGT, including:

- difficulty in communicating technical terms and concepts used in VGGT to stakeholders;
- limited capacity in governments, in particular local government;
- limited capacity of marginalized groups and people in vulnerable situations;
- difficulty in mobilizing all relevant actors in multi-stakeholder platforms;
- difficulty in ensuring that the most marginalized and vulnerable groups participate;
- difficulty in linking the VGGT to existing policy frameworks; and
- political dynamics that do not support the VGGT, and resist change.

111. The Civil Society Mechanism's synthesis report identifies several obstacles and challenges to implementing the VGGT. These include:

- low level of awareness of among policy-makers, state institutions at national and sub-national levels, civil society and other stakeholders about how the VGGT can be applied;
- the non-binding nature of the VGGT makes it difficult to convince government officials to use and apply the guidelines;
- lack of political will and weak governance institutions limit the use and application of the VGGT;
- the perception of institutions and policy-makers in the Global North that the VGGT are only relevant in development cooperation in the Global South;
- the tendency to implement the VGGT on a project basis confined to a specific geographic area rather than having broader national application;
- difficulty in communicating the technical language used in the VGGT to the general public and rural communities;
- different interpretation of concepts among various actors involved; and
- the absence of legal, political and financial support to affected communities and civil society in using the VGGT and participating VGGT-related local, regional and national processes.

112. Other CFS products do not have as high a profile as the VGGT. Mention was made of the other policy convergence products, but the evaluation team did not find examples of use and application of these, except in Uganda and Panama. It may be that the RAI and FFA, being more recent policy convergence products, have not yet 'taken off'. It is also likely that there is a low level of awareness of these products. When interviewees were asked to identify a CFS product, they were more likely to mention the VGGT than any other products. This is not surprising as the VGGT has, and continues to receive strong support from FAO.

113. It is beyond the scope of the evaluation study to conduct a detailed assessment of the use and application of all the Committee's policy recommendations (those emanating from the policy round table discussions and those based on the reports of the High Level Panel of Experts). The Committee did not prioritize these for monitoring.

### 3.2 How the reformed CFS is functioning

114. This section of the report discusses how effectively and efficiently the reformed Committee is functioning. The evaluation assessed the roles, working arrangements, structures and mechanisms, and management systems of the Committee; strategies, tools and products; how the Committee functioned as a platform; and unexpected outcomes that emerged from the new roles and structures of the Committee.

**Key Evaluation Question 2.1** To what extent do the six roles, working arrangements, management systems and structures contribute to the Outcomes?

#### Contribution of the six roles

115. The Committee is mandated to carry out six roles. These have been discussed under the Key Evaluation Questions 1.1 to 1.3. Table 10 provides a brief summary of how effectively the Committee executed these six roles.

**Table 10: Summary of CFS effectiveness in its six roles**

|  |   |
|--|---|
| Role 1: Coordination at global level   | CFS convened annual plenaries, serving as a forum for coordination on FSN issues. The increase in the number of registered delegates and other attendees suggests that there is value in attending. The evaluation noted the relatively low number of ministerial level delegates registered. |
| Role 2: Policy convergence   | CFS performed its policy convergence role through development and endorsement of policy convergence products and policy recommendations. There is an uptake of the main policy convergence product (VGGT), but it is too early to assess its impact.  |
| Role 3: Support and advice to countries  | CFS did not facilitate support and advice to countries and regions, as none requested such advice. There is lack of clarity about this role and the details of how CFS should facilitate support and advice were not worked out.  |
| Role 4: Coordination at national and regional levels                                       | CFS has tried to build some linkages with these levels at the plenary, but outreach to these levels were limited to the Chairperson's engagements at FAO Regional Conferences and other regional events. The details of this role have not been elaborated by CFS.                            |
| Role 5: Promote accountability and share best <sup>58</sup> (good) practices at all levels | CFS provided platforms for sharing best practices at the global level through special events at the CFS Plenary. It has not developed frameworks that can assist countries and regions in monitoring progress towards achieving their FSN objectives.   |
| Role 6: Develop a Global Strategic Framework for food security and nutrition               | The GSF was developed and endorsed by the CFS Plenary (2012). The level of awareness about the GSF is low, and the extent of usage is unknown. CFS is reviewing the GSF to improve it.  |

116. The Committee's six roles were outlined in broad terms in the Reform Document, and it was left to the Committee to work out the implementation details. The evaluation team found that the details of these roles were not clearly worked out and broad terms such as

<sup>58</sup> The Reform Document refers to 'best practice', but it would be more appropriate to use the term 'good practice'.

‘policy coordination’ and ‘policy convergence’ were open to different interpretations. In the case of Role 3, there was no clarity on how the Committee should provide support and advice to countries, and confusion on whether this support and advice would be provided directly or facilitated through CFS. In the case of Role 4, the details of the Committee’s coordination role were not elaborated. The CFS Plenary documents and discussions in the OEWG on Monitoring showed that there was a diversity of interpretations of the Committee’s role in promoting accountability. There is a need for the Committee to give greater clarity to its six roles.

## Structures of the Committee

### The Plenary

117. The Plenary is the central body for decision-taking, debate, coordination, lesson-learning and convergence at the global level on food security and nutrition issues. It is also expected of the Plenary to provide guidance and actionable recommendations to stakeholders to assist in the eradication of hunger. The extent to which the Plenary contributes to policy coordination and policy convergence has been addressed under Key Evaluation Questions 1.1 and 1.2, and sharing of lessons and good practices has been addressed under Key Evaluation Question 1.3.

118. The side events have become an important part of the CFS, increasing from 7 in 2010 to 56 in 2016. They provide an open space for dialogue and deeper debate on issues related to the CFS mandate. They also provide an opportunity for a wide range of stakeholders to showcase their experiences, foster a debate on specific issues and to share their views, which may not always be possible in plenary.

**Table 11: Number of side events 2009-2016**

| Year                  | 2009 | 2010 | 2011 | 2012 | 2013 | 2014 | 2015 | 2016 |
|-----------------------|------|------|------|------|------|------|------|------|
| Number of side events | N.A  | 7    | 18   | 30   | 35   | 36   | 36   | 56   |

Source: CFS Website

119. Feedback on side events is presented at the Bureau and Advisory Group meetings after CFS Plenaries every year, and focus primarily on the impossibility of attending all the side events of interest, especially for small delegations, and more recently from last year, on how side events seem to have overshadowed the Plenary Sessions. This is in line with feedback from interviewees who were concerned about the increasing number of side events and how they seem to attract more interest and participation than Plenary Sessions.

120. Side events focus on relevant food security and nutrition issues in line with the CFS agenda and while it may be difficult to attend side events of interest which are held simultaneously, the CFS Secretariat has started the practice of sharing the abstracts and summaries of the side events from 2015 so that the discussions and outcomes of these are available for interested stakeholders who were unable to attend. The abstract and summaries of the side events can be found on the CFS website within a month from when they were held.

121. On side events overshadowing and attracting more interest and participation than Plenary Sessions, it is not so much a matter of scaling them down but on how to ensure that the plenary is structured to ensure that its main business, which is to take decisions on the inter-sessional work, is carried out effectively, and attended by the appropriate delegates. There are many examples of intergovernmental meetings, where, for example, side events and negotiations at the level of officials precede the plenary attendance and discussions that involve ministerial level delegates.

122. Effective decision-taking and debate require an agenda that provides sufficient space for items to be discussed, and rules that balance the need for inclusiveness (all points of view to be heard) with the need to arrive a decision in as reasonable a time as possible. There were two themes that emerged from analysis of comments on the Plenary Sessions. The first theme was the length of previous Plenary Sessions with lengthy negotiations and debates, and interviewees pointed to examples of Plenary Sessions that concluded on a Saturday, and negotiations that went late into the night. The procedure for the CFS 43<sup>rd</sup> Plenary Session was changed, with negotiations concluded well in advance, with the opportunity to amend the decision-boxes at the Plenary Session. The advantage of this approach is that it avoided the Session spilling over into a Saturday. The disadvantage of this approach is that it excludes those who cannot travel to Rome for negotiations that previously took place in the week prior to the Plenary Session. Advanced negotiations also entailed additional costs.

123. There were mixed responses to this new approach to the Plenary Session. There were those who perceived the approach to be more efficient than the one of previous Plenaries. There were others who felt that the approach undermined the principle of inclusiveness and also reduced the Plenary Session to ‘rubber stamping’ what had been decided in the negotiations. Another view was that the approach made for muted plenary discussions almost devoid of robust debate, and that the side events were more attractive.

124. The second theme that emerged from the interviews was the crowded agenda of the Plenary Session. The issue of the agenda and the large number of side events has been raised in successive Bureau-Advisory Group post-plenary reflections. The Bureau determines the agenda of the Plenary Session, and the number of items is an indication of the many activities that the Multi-Year Programme of Work covers. Fewer activities in the MPoW and prioritizing only those matters that must be approved by the Plenary, could assist in trimming the agenda of the Plenary Session. The evaluation’s view is that the structure and processes of the Plenary Sessions should be guided by the vision and principles of the reform. The vision is for the CFS to constitute the foremost inclusive, international and intergovernmental platform for a broad range of committed stakeholders, and to that extent, efficiency considerations should not override the principle of inclusiveness.

125. The outcomes of the Plenary Sessions must be reported to the FAO Conference and to the UN General Assembly through ECOSOC. As the Committee is an intergovernmental committee in FAO, it reports annually to the FAO Council on the outcomes of the CFS Plenary Session, and brings programme and budgetary matters to the attention of Council, as well as global policy matters for the attention of the FAO Conference. As the FAO Conference is biennial, the Committee’s report is submitted every two years. The reports to the FAO Council and FAO Conference in the past invite the Council and Conference to acknowledge the outcomes of the CFS Plenary Sessions. Likewise, the reports to the ECOSOC are to inform the Council of the decision taken by the CFS Plenary. The language of these reports does not invite any action from the Councils or Conference, and so reporting can become perfunctory.

126. The Rules of Procedure X requires that any recommendations adopted by the Committee that affect the programme or finances of FAO, WFP or IFAD or concern legal or constitutional matters shall be reported to their appropriate governing bodies, with comments from their subsidiary committees. This appears to not have been done in the case of WFP and IFAD.

127. An issue raised during the interviews was the structural relationship between the Committee and the FAO governing bodies. The evaluation team’s reading of the Reform Document, the General Rules of the Organization, and the Rules of Procedure of the Committee is that CFS is a committee in FAO. However, its status is different to the other technical committees of FAO as illustrated in FAO’s organogram on its governing bodies depicting CFS being outside the group of FAO technical committees.



## **Chairperson and Vice-Chairperson**

128. According to the CFS Rules of Procedure, the Chairperson is elected for a period of two years on a rotational basis among regions and on the basis of individual qualifications and experience relevant to the mandate of the Committee. The Chairperson is not eligible for election for two consecutive terms in the same office. The Bureau elects a Vice-Chairperson from among its members, on the basis of individual qualifications. The Chairperson, or in his or her absence the Vice-Chairperson, presides at meetings of the Committee or the Bureau and exercises other functions which may be required to facilitate its work. The Chairperson, or a Vice-Chairperson exercising functions in the absence of the Chairperson, shall not vote.

129. The Chairperson is crucial to guiding the meetings of the Committee at Plenary and during the inter-sessional period, to see that the agenda and objectives are met, and to ensure fruitful outcomes. The Rules of Procedure do not spell out the nature of the other functions that the Chairperson may carry out, in effect leaving each Chairperson to shape the contents of their term of office, subject to the mandate they receive from the CFS Plenary and the Bureau. Over time, the Chairpersons of the Committee have taken on a role in outreach to raise the profile of the Committee and its products in international fora, including the United Nations bodies at the UN headquarters in New York and Geneva, as well as with relevant regional bodies. The Chairperson for the current biennium participated in 17 major events and presented the reports on the CFS Plenary Sessions to the FAO Regional Conferences in the regions of Africa, Asia, Europe, Latin America and Near East. The Chairperson has also hosted bilateral meetings with stakeholders to canvass for contributions to minimize the gaps in the Committee's budget.

130. One of the themes that emerged from the interviews was the need for the Committee's profile to be raised, especially at global fora, and in the headquarters of the United Nations, and an expectation that Chairpersons of the Committee should carry out missions to raise the profile of CFS. The outreach role and other functions of the Chairperson that are not currently spelled out in the Rules of Procedure are likely to have resource implications. The Committee and Bureau's expectations about these evolving functions should be clarified, so that they are planned and adequately resourced to achieve their intended outcomes.

131. Questions were raised about the length of the term of office for the Chairperson, and concern that the term of two years is too short. This, however, is not a universal view among the CFS Members and stakeholders interviewed. The length of term of office is the same for technical committees of FAO, and it should be borne in mind that CFS was originally a technical committee of FAO.

132. The effectiveness of the Committee's Chairpersons is dependent to a large extent on the level and quality of support they receive. This support should come from the CFS Members; the Bureau and the Advisory Group carrying out their roles and responsibilities; from the RBAs through ensuring that they provide the necessary technical and financial resources for the operational activities of the Committee, and creating opportunities for the CFS Chairperson to profile the work of the Committee at conferences of the RBAs; and from the CFS Secretariat in the technical, administrative and logistics support they provide to the Chairperson. How these structures are functioning currently is discussed in the ensuing paragraphs.

## **The Bureau**

133. Twelve Bureau Members are elected from the following regions: two Members each from Africa, Asia, Europe, Latin America and the Caribbean, and the Near East, respectively; one Member each from North America and Southwest Pacific. The Committee also elects 12 Alternate Members from the following regions: two Members each from Africa, Asia,

Europe, Latin America and the Caribbean, and the Near East, respectively; one Member each from North America and Southwest Pacific. The Bureau, between sessions, represents the membership of the Committee, facilitates coordination among all Members and participants by liaising with the regional groups and, in general, ensures preparations for the sessions of the Committee including the preparation of the agenda. The Bureau may exercise functions delegated by the Committee, including the preparation of documents and other tasks related to the operations of the High-Level Panel of Experts on Food Security and Nutrition (HLPE). The Bureau facilitates coordination among relevant actors and levels to advance inter-sessional tasks entrusted to it. The number of Bureau meetings is shown in Table 12.

**Table 12: Number of Bureau and Bureau-Advisory Group meetings 2010/2011 to 2016/2017**

| Period            | 2010/2011 | 2011/2012 | 2012/2013 | 2013/2014 | 2014/2015 | 2015/2016 | 2016/2017<br>(to<br>March<br>2017) |
|-------------------|-----------|-----------|-----------|-----------|-----------|-----------|------------------------------------|
| Bureau meeting    | 16        | 11        | 13        | 8         | 8         | 6         | 2                                  |
| Bureau-AG meeting | 7         | 6         | 12        | 8         | 6         | 5         | 2                                  |

Source: CFS Website

134. The Bureau meets a few days after the joint Bureau and Advisory Group meetings to take decisions based on the inputs and discussions at the joint meetings. In theory, the Bureau is responsible for preparing for the Plenary Session and has the mandate to reopen agreements developed and agreed by the Open-Ended Working Groups in a much more inclusive setting. However, in practice, the Bureau's role seems to be mostly limited to strictly endorsing what has been developed and agreed by the Open-Ended Working Groups. This may be due to the resistance by fellow Bureau members (who may also be Chairs of the OEWGs) to reopen agreements that have undergone a long process towards consensus, as well as the short time frame available for change. As proposed plenary documents are typically presented for approval at the July Bureau meetings and there is little time for change given that the next Bureau meeting will be in September, close to the Plenary Session. This limited role of the Bureau was echoed by several interviewees who commented on the Bureau and its "rubberstamping function."

### The Advisory Group

135. The Bureau established an Advisory Group from among representatives of the Food and Agriculture Organization of the United Nations (FAO), the World Food Programme (WFP), the International Fund for Agricultural Development (IFAD) and other organizations allowed to participate in the proceedings of the Committee under paragraph 11 of the Reform Document and paragraph 3 of Rule XXXIII of the General Rules of FAO. The members of the Advisory Group are appointed for a term of two years. The number of members of the Advisory Group shall not exceed that of the members of the Bureau, including the Chairperson, unless otherwise decided by the Committee.

136. The Chairperson, after consulting the Bureau, may decide to appoint ad hoc participants whose mandate would be limited to a particular topic, a specific activity and a limited period of time. The ad hoc participants' expertise and background should add value to the deliberations and contribute to the work of the Advisory Group. The appointed ad hoc participant can participate, with the right to intervene in discussions on the subject matters for which he/she was appointed, in the Joint Bureau and Advisory Group meetings.

137. The composition of the Advisory Group for the 2016/17 biennium is shown below:

|                               |   |
|-------------------------------|---|
| <b>Advisory Group Members</b> | FAO (1 seat), WFP (1 seat), IFAD (1 seat),<br>Special Rapporteur on the right to food (1 seat), UN High-Level Task Force on the Global Food and Nutrition Security (1 seat), UN Standing Committee on Nutrition (1 seat), World Bank (1 seat), Civil Society Mechanism (4 seats), Private Sector Mechanism (1 seat), CGIAR (1 seat), Bill & Melinda Gates Foundation (1 seat) |
| <b>Ad hoc Participants</b>    | WHO (1 seat), World Farmers Organization (1 seat)   |

138. The Advisory Group's role is to assist the Bureau by sharing with it the expertise and knowledge of the broad range of organizations it represents and its outreach to constituencies. It is expected to contribute regularly with substantive work to the inter-sessional activities of the Committee, and its members may propose issues to the Bureau for consideration. Each member of the Advisory Group is responsible for the establishment, maintenance and strengthening of regular linkages with organizations and entities within the category it represents.

139. The Bureau-Advisory Group quarterly meetings are the forum where Advisory Group members and Ad hoc participants discuss the substantive inter-sessional work of the Committee, including the work of the Committee's work streams, issues pertaining to the MYPoW and budget, the agenda for the forthcoming Plenary Session, and matters to be taken forward to the Plenary. The final decisions are taken by the Bureau in a separate meeting. Attendance and participation at these meetings are important for the effective functioning of the Advisory Group, and several interviewees raised concerns about the irregular attendance of some members.

140. Table 13 shows the attendance<sup>59</sup> for the 2016/2017 biennium. Attendance of representatives of the CGIAR and the Bill and Melinda Gates Foundation has been irregular; they have attended only two out of seven meetings, and the World Bank only attended three out of seven meetings. The UN Special Rapporteur has not attended Bureau-Advisory Group meetings, as she is based in the USA and is reported not to have funding for travel to Rome for Bureau-Advisory Group meetings. The Bureau-Advisory Group meetings are held in Rome, and do not make use of videoconferencing facilities (available on request), that would enable participants and members outside Rome to participate in the meetings. The infrequent or non-attendance of members could also indicate dissatisfaction with the content and/or processes of the meetings, among other reasons.

**Table 13: Attendance at Bureau-Advisory Group meetings for 2016/2017 biennium (up to 7 Feb 2017)**

| 2016/2017 biennium  |              |              |              |              |              |              |              |
|---|--------------|--------------|--------------|--------------|--------------|--------------|--------------|
| Advisory Group Members                                    | 24 Nov<br>15 | 02 Feb<br>16 | 31 Mar<br>16 | 08 Jul<br>16 | 12 Sep<br>16 | 29 Nov<br>16 | 06 Feb<br>17 |
| FAO   | ✓            | ✓            | ✓            | ✓            | ✓            | ✓            | ✓            |
| WFP   | ✓            | ✓            | ✓            | ✓            | ✓            | ✓            | ✓            |
| IFAD  | ✓            | ✓            | ✓            | ✓            | ✓            | ✓            | ✓            |
| UN Rapporteur on Right to Food                            | ✓            | ✓            | ✓            | ✓            |              |              |              |
| High Level Task Force on Global Food Security & Nutrition | ✓            | ✓            | ✓            |              | ✓            | ✓            | ✓            |

<sup>59</sup> Attendance is used as a proxy for participation. It is beyond the scope of the evaluation team to assess actual participation as this would require a detailed analysis of the minutes of Bureau-Advisory Group meetings over the biennium.

| <b>2016/2017 biennium</b>          |                      |                      |                      |                      |                      |                      |                      |
|------------------------------------|----------------------|----------------------|----------------------|----------------------|----------------------|----------------------|----------------------|
| <b>Advisory Group Members</b>      | <b>24 Nov<br/>15</b> | <b>02 Feb<br/>16</b> | <b>31 Mar<br/>16</b> | <b>08 Jul<br/>16</b> | <b>12 Sep<br/>16</b> | <b>29 Nov<br/>16</b> | <b>06 Feb<br/>17</b> |
| UN Standing Committee on Nutrition | ✓                    | ✓                    | ✓                    | ✓                    | ✓                    | ✓                    | ✓                    |
| Civil Society Mechanism            | ✓                    | ✓                    | ✓                    | ✓                    | ✓                    | ✓                    | ✓                    |
| CGIAR                              | ✓                    |                      |                      | ✓                    |                      |                      |                      |
| World Bank                         | ✓                    | ✓                    | ✓                    |                      |                      |                      |                      |
| Bill and Melinda Gates Foundation  | ✓                    | ✓                    |                      |                      |                      |                      |                      |
| Private Sector Mechanism           | ✓                    | ✓                    | ✓                    | ✓                    | ✓                    | ✓                    | ✓                    |
| <b>Ad hoc Participants</b>         |                      |                      |                      |                      |                      |                      |                      |
| World Health Organization          | **N.A                | ✓                    | ✓                    |                      | ✓                    | ✓                    |                      |
| World Farmers Organization         | **N.A                | **N.A                | **N.A                | ✓                    | ✓                    |                      | ✓                    |

\*\* Not applicable as it was not an ad hoc participant during this period

Source: Outcome documents of Bureau & Advisory Group meetings

141. The Advisory Group should be a central place where different stakeholders share information, seek collaboration, identify problems in the real world and strategize about how the Committee can be helpful in problem-solving. The majority of interviewees who had views on the Advisory Group were primarily concerned that not all items on the Bureau-Advisory Group meetings were covered adequately as the agendas were full, and more importantly, there was a shared view that discussions often get bogged down in matters of process rather than substance.

142. According to the Rules of Procedure, each member of the Advisory Group should prepare a report at the end of each inter-sessional period to inform the Bureau about the work carried out within the year to fulfil their roles. Ad-hoc participants do not have an obligation to submit a report but can voluntarily do so. From data available since 2014, CGIAR and the World Bank did not send any reports for the past three inter-sessional periods. The WHO is an ad hoc participant and submitted a report in 2016 (Table 14).

143. The reports are a source of information for the Bureau on the activities of the Advisory Group members, and also contain proposals from members on how linkages between their constituencies and the Committee can be strengthened. Although the Bureau recognizes the value of these reports for its planning and strategies, it has not analysed the reports systematically or used the information to inform its work.

**Table 14: Submission of reports by Advisory Group Members and Voluntary Reporting by Ad Hoc Participants**

| <b>Advisory Group Members</b>                             | <b>2014</b> | <b>2015</b> | <b>2016</b> |
|---|-------------|-------------|-------------|
| FAO   | ✓           | ✓           | ✓           |
| WFP   | ✓           | ✓           | ✓           |
| IFAD  | ✓           | ✓           | ✓           |
| UN Special Rapporteur on the Right to Food                |             | ✓           | ✓           |
| High Level Task Force on Global Food Security & Nutrition | ✓           | ✓           | ✓           |
| UN Standing Committee on Nutrition                        | ✓           | ✓           | ✓           |
| Civil Society Mechanism                                   | ✓           | ✓           | ✓           |
| CGIAR   |             |             |             |
| World Bank  |             |             |             |
| Bill and Melinda Gates Foundation                         | ✓           | ✓           | ✓           |
| Private Sector Mechanism                                  | ✓           | ✓           | ✓           |
| <b>Ad-hoc Participants</b>                                |             |             |             |

|                            |      |      |   |
|----------------------------|------|------|---|
| World Health Organization  | *N.A | *N.A | ✓ |
| World Farmers Organization | *N.A | *N.A |   |

Source: Background documents of Bureau & Advisory Group meetings

\*N.A: not applicable as they were yet to be appointed as an ad-hoc participant

144. There is a difference in opinion within the Committee about the desirable composition of the Advisory Group and the distribution of seats, and several proposals, often conflicting, were put forward to the evaluation team. These included a call for parity of seats between PSM and CSM; more seats for the CSM, establishing a farmers' mechanism distinct from CSM and PSM and giving a seat to this mechanism; a seat for the World Health Organization (WHO); and maintaining the status quo. There were also suggestions to reallocate seats from members who were frequently absent from Bureau-Advisory Group meetings. The issue of Advisory Group seats should be resolved and should not be about having more or an equal number of seats. The Advisory Group should have enough seats to effectively represent and convey the diversity of views of the constituencies they represent.

### **Role and contribution of the Rome-Based Agencies**

145. The key roles played by the Rome-Based Agencies are to:

- (i) serve as Members of the CFS Advisory Group and Plenary;
- (ii) provide technical/policy expertise to the Committee;
- (iii) provide funding and staffing the CFS Secretariat;
- (iv) provide opportunities for the Committee to disseminate CFS conclusions and recommendations;
- (v) support use of CFS products at country level.

146. **Members of Advisory Group and Plenary.** The Rome-Based Agencies serve on the CFS Advisory Group and have attended all Bureau-Advisory Group meetings in the current biennium. They have also submitted their annual reports on activities to the Bureau. The Rome-Based Agencies contribute their views on matters to be decided by the Bureau. The heads of the Rome-Based Agencies or a senior delegated official presents their agency's perspectives on matters on the agenda of CFS Plenary Session. The Rome-Based Agencies are also involved in the side events of the CFS Plenary, either convening a side event or serving on panels at these side events. The SOFI report, prepared as a joint report of the RBAs, is an important contribution to the work of the Committee, as it serves as a global monitoring report on food insecurity and malnutrition, informing discussions, in the CFS Plenary Session and beyond. The RBAs also serve on the Panel to select the members of the HLPE Steering Committee.

147. **Technical and policy expertise.** The technical and policy expertise provided by the Rome-Based Agencies is critical for the effective functioning of the Committee. Staff of the agencies serve on the Open-Ended Working Groups and Technical Task Teams. The participation of the Rome-Based Agencies in these structures provides policy perspectives from their respective agencies on the issues discussed in the work streams. The Rome-Based Agencies also contribute by drafting papers for discussion in the workstreams, or support the Secretariat with drafting papers for negotiation of CFS policy recommendations based on HLPE reports.

148. **Funding and staffing the Secretariat.** The Rome-Based Agencies support the Secretariat through the provision of cash and in-kind support. The three RBAs began committing equal shares of funding from 2014 onwards, and prior to this, FAO was the largest of the three contributors. The current contribution of combined cash and in-kind is USD 675,000 per annum or USD 1,350 million over the biennium. The secondment of three P5 level staff form the largest proportion of the RBAs financial contribution to the Committee, and when the secondments are delayed, this has a significant impact on the

capacity of the CFS Secretariat to carry out its functions. Furthermore, as the contribution is ‘in-kind’, the CFS Secretariat has to find alternative sources to fund short-term contracted staff to fill the capacity gaps. As discussed in paragraphs dealing with the CFS Secretariat, there have been delays on the part of the RBAs in seconding staff.

149. **Opportunities to disseminate CFS conclusions and recommendations.** The reform encouraged the RBAs to avail their regional conferences for the Committee to disseminate the conclusions and recommendations from CFS Plenaries and solicit inputs to CFS processes. FAO has provided space on the FAO regional conference agendas each year, at least over the last two biennia, but the other RBAs have not done so to the same extent as FAO.

150. **Support use of CFS products at country level.** There is an expectation on the part of CFS Members that the RBAs will provide the technical support to countries to use the CFS products in their policy frameworks and programmes. This has been the case with the VGGT where FAO provides advice and technical support to several countries in using the guidelines. Table 15 shows examples of RBA support to countries visited for the evaluation missions. It is likely that FAO is providing this support, not because it is a CFS policy product, but because the VGGT was initiated and developed by FAO, and the Organization has strong ownership of the guidelines.

**Table 15: Support and advice to countries from Rome-Based Agencies**

| Country     | Support and advice from Rome-Based Agencies   |
|-------------|---|
| Panama      | FAO, WFP and WHO are supporting the government in developing a new Food Security and Nutrition National Plan. FAO is also assisting the government to in drafting new Food Security and Nutrition legislation utilizing the VGGT, RAI and FFA Guidelines.   |
| Philippines | The implementation of VGGT started in 2016, spearheaded by FAO and the Land Management Bureau under the Department of Environment and Natural Resources. IFAD and the civil society organizations have also collaborated on agrarian reform with reference to VGGT.   |
| Senegal     | FAO is supporting Senegal in the use and application of VGGT. Land tenure problems presented a stumbling block for investment in agriculture. With the support of FAO, two national workshops have been held and a national platform with a steering committee emerged as a follow-up from the workshop.        |
| Uganda      | Uganda is a VGGT pilot country and a VGGT Steering Committee has been established in September 2016, chaired by the Permanent Secretary of Uganda and the FAO Deputy Country Representative. IFAD incorporated RAI principles in assessment of a major public-private-partnership in oil palm on Lake Victoria. |

151. If the RBAs were committed to supporting the use of CFS products, and promoting CFS and its products, then one would expect this to be articulated in the strategic frameworks or plans of the RBAs. A perusal of the strategic frameworks of the RBAs found that there were references to working with the Committee in the strategic plans of the RBAs.

|  |  |
|--|--|
| FAO Programme of Work and Budget 2016-2017 | <p>“At global level, FAO will continue to play a key role as facilitator of inclusive multi-stakeholder platforms (e.g. CFS) [...]”</p> <p>“Under Outcome 2.4, FAO will continue to support countries in strengthening policy-making and reporting capacities through improved data and information in the areas of agriculture, food security and nutrition, which will be of vital importance for countries to monitor their targets against the Sustainable Development Goals. In addition, CFS recommended FAO to take the lead in an effort to improve fish stock assessment tools and promote sustainable fisheries management approaches and aquaculture development for the contribution of fish to food security and nutrition”</p> <p>“Using the SAVE FOOD initiative, FAO will implement the recommendations made by all Regional Conferences to assist countries in the measurement and assessment of food loss and waste (a priority area of work identified by CFS) and in the</p> |
|--|--|

|                                    |   |
|------------------------------------|---|
|                                    | <p>development of national and regional strategies to achieve reductions, including the reduction of food waste in urban areas.”</p> <p>“Under Outcome 5.1 of governing risks and crises and Outcome 5.3 of reducing risk and vulnerability at household and country level, FAO will assist members to translate political commitments under the CFS policy framework Agenda for Action to address food insecurity and malnutrition in protracted crises situations into country level action.”</p>   |
| WFP Strategic Plan 2014-2017       | “As it implements this Strategic Plan and works to achieve its Strategic Objectives, WFP will continue to participate actively in the CFS and to take account of CFS actions and changes in the global strategic framework for food security and nutrition, including a post-2015 sustainable development agenda.”  |
| IFAD Strategic Framework 2016-2025 | <p>“Going forward, IFAD will seize opportunities to bring its operational knowledge to these and other international policy processes of strategic relevance for IFAD.</p> <p>In this context, the Committee on World Food Security (CFS) will remain a key forum for IFAD’s global engagement, serving as a unique multi-stakeholder platform for policy deliberations on a range of matters related to IFAD’s mandate. IFAD will use its engagement in the CFS Advisory Group to inform and influence policy debates and processes of relevance to its work, and identify innovative and viable policy solutions to challenges in the realm of smallholder agriculture and rural development”</p> |

### **The CFS Secretariat and the HLPE Secretariat**

152. The Committee is assisted by a secretariat, headed by a Secretary and located in the headquarters of FAO in Rome. Its task is to assist the Plenary, the Bureau, the Advisory Group and the HLPE, and to exercise liaison functions in connection with all the activities of the Committee. The scope of work of the CFS Secretariat is wide. It ranges from drafting documents for Technical Task Teams, Open-Ended Working Groups, Bureau and Advisory Group, and Plenary, to liaison with other United Nations bodies such as ECOSOC, the High Level Political Forum and the High Level Task Force on Food and Nutrition Security. It includes preparatory and logistical work for and during Plenary Session, including the coordination of side events during plenary week.

153. Three HLPE staff support the functioning of HLPE and two general administrative staff ensure effective administration for the Committee. The remaining staff supports the substantive work of the Committee including:

- Bureau and Advisory Group meetings.
- Open-Ended Working Groups - MYPoW, Monitoring, Nutrition, SDGs, and GSF.
- Workstreams on Urbanization and Rural Transformation and implications for food security and nutrition, and women’s empowerment in the context of food security and nutrition.
- Policy convergence processes arising from the HLPE reports.
- Coordination of the associated technical task teams across the work programme.
- Functional areas of work include the budget and project monitoring and tracking, communication, rules of procedure, reporting to ECOSOC, FAO Council and Conference, and support to the CFS Chair.

154. Progress on the substantive work is reported to the Plenary every year and most interviewees expressed satisfaction with the performance and support provided by the CFS Secretariat, especially during the inter-sessional period.

155. Given the wide scope of work undertaken by the CFS Secretariat, it is essential for stable and predictable staffing to ensure continuity in work being done, including retaining

institutional memory and reducing the costs associated with the time and effort needed to train new people and for them to deliver what is expected from them. The current staffing of the CFS Secretariat, including the HLPE Secretariat staffing is shown in Table 16. The number of staff fluctuates, depending on the programme of work and the resources to fund the work. Due to the misalignment between the work required and the Secretariat permanent staffing arrangements, the CFS Secretariat team is complemented by short-term or project posts, and consultants to jointly implement the programme of work of the Committee.

**Table 16: Staffing of CFS Secretariat (as at March 2017)**

| Post                                | Number       | Funding Sources           |
|-------------------------------------|--------------|---------------------------|
| Secretary at D1                     | 1            | Regular Programme         |
| Seconded senior professionals at P5 | 2 + 1 vacant | Regular Programme         |
| Short-term P 5 Communications       | 1            | Regular Programme         |
| General Service Administration      | 2            | Regular Programme         |
| APO                                 | 1            | Extra-budgetary resources |
| Mid-level professional P3           | 1            | Extra-budgetary resources |
| Consultant assisting Chairperson    | 1            | Extra-budgetary resources |
| HLPE Coordinator                    | 1            | In kind                   |
| HLPE consultant                     | 1            | Extra-budgetary resources |
| HLPE support staff                  | 1            | Extra-budgetary resources |
| Mid-level consultant                | 1            | Regular Programme         |
| Mid-level consultants               | 1            | Extra-budgetary resources |
| Junior consultant – communication   | 1            | Extra-budgetary resources |
| <b>Total</b>                        | <b>16</b>    |                           |

Source: CFS Secretariat

156. The Secretariat receives 38 percent of its contribution from the Rome-Based Agencies in the form of senior staff at the P5 level seconded to the Secretariat. These positions have been vacant at various times because of delays by the Rome-Based Agencies in filling them, for example, the FAO position was vacant for well over a year, while WFP at times could only provide short-term temporary staff. IFAD currently does not have a senior professional (P5 level) located in the Secretariat, although it has a consultant at mid-level, and a senior liaison person who meets with the Secretariat from time-to-time. The senior communication consultant is on a short-term contract. The Secretariat is highly reliant on predictable contributions from the RBAs, whose in-kind contributions plus cost-sharing of the Secretary role form the largest proportion of the staff budget. Therefore, when their staff contributions are delayed, and delays are not compensated in cash, it has a major impact on the capacity of the Secretariat to deliver the work required for the workstreams. This in turn places the effectiveness of the CFS Secretariat at risk.

157. The current structure has one Director-level 1 position, four P5 level positions, one P3-level position, and two mid-level consultants (excluding those in the HLPE Secretariat). It appears from the interviews and available documents, the structure and functioning of the CFS Secretariat post-2009, below the level of the Secretary, were not worked out in any detail. While individual incumbents have terms of reference, there appear to be no documents that provide a coherent overview of the CFS Secretariat's structure, functions and rationale for the number and levels of posts, or a clear definition of roles.

158. Staff within the CFS Secretariat expressed concern about the current structure and functioning of the Secretariat. The evaluation observed that the current structure is flat as all positions, except for the Associate Professional Officer and HLPE staff, report directly to the Secretary. While such an arrangement is flexible and eliminates layers of bureaucracy, it is not necessarily the most effective utilization of staff resources. Under this arrangement, P5 level staff and middle level staff work as individuals in the workstreams. (Table 17) They are not organized into teams allocated to a particular workstream. This means that the Secretary has to keep track of each staff member in each workstream, a factor which can detract from



other important tasks of the Secretary. It is also an under-utilization of P5 level staff that are very senior within the UN Civil Service dispensation. The problem posed by the current arrangement is that it does not build teams and foster collaboration and cooperation amongst staff, as each person focuses on their own area of work. There is no incentive to share information, and the institutional memory of the Secretariat is not built. The lack of knowledge management also hinders the efficiency of the Secretariat.

**Table 17: Staff allocation to workstreams: 2016/2017 biennium**

| Staff                  | Workstreams  |
|------------------------|--|
| P5 level (FAO)         | Monitoring; Budget   |
| P5 level (WFP)         | Nutrition  |
| P5 level (IFAD)        | Vacant   |
| P5 level (Short-term)  | Communications, Plenary preparation                        |
| Mid-level (Short-term) | MYPoW; Global Strategic Framework; HLPE negotiations       |
| Mid-level (Short-term) | Nutrition; SDGs  |
| P3-level (Fixed term)  | Women's Empowerment; Urbanization and Rural Transformation |

Source: CFS Secretariat

159. There is lack of clarity regarding the reporting lines of the Secretary and the extent to which the Chairperson of the Committee has any authority over the Secretariat. The Secretary has two lines of reporting, one to the Director of FAO's Agriculture and Economics Division (ESA), and one to the Chairperson of the Committee, the former for reporting on finances as funding for the Committee flows through FAO, as well as reporting on administrative matters. The Director is also responsible for assessing the performance of the Secretary. The second reporting line refers to reporting on the substantive work of the CFS Secretariat in supporting the Committee and its structures. The terms of reference of the Secretary states that the Secretary carries out all functions, including managing and supervising the Secretariat, under the overall supervision of the CFS Chair but it is unclear what this supervision entails. The CFS Rules of Procedure also do not create a supervision link between the CFS Chair, whose role is to preside over meetings, and the Secretariat, whose role is to support the work of the Committee. Managing the political-administrative interface is a common challenge in the public sector, and is exacerbated by the lack of clear rules to govern the relationship between political heads and administrative heads. The extent of the Chairperson's authority over the CFS Secretariat is unclear as the FAO rules and regulations do not make provision for political office bearers to exercise administrative control over units within FAO.

160. The HLPE Secretariat operates independently from the CFS Secretariat, even though the Reform Document envisaged a single secretariat supporting all the structures of the reformed Committee. Such an arrangement should not pose problems if there is regular interaction between the two secretariats. The evaluation observed that the HLPE Coordinator interacted with the CFS workstreams on matters relating to the HLPE. Closer interaction between the staff of the two secretariats could enhance the understanding of each other's work, and contribute to improving the effectiveness of both secretariats.

161. CFS Members and stakeholders were generally satisfied with the performance of the CFS Secretariat, and commended them for the well-organized 43<sup>rd</sup> Plenary Session. There was appreciation for the support the Secretariat provided to the Open-Ended Working Groups.

162. The monitoring of CFS major, strategic and catalytic products/final outcomes is undertaken by the OEWG on monitoring. The process-related decisions of the Committee are monitored by the CFS Secretariat in the form of a CFS Annual Progress Report that serves as a background document for the discussion on MYPoW during CFS Plenary. However, it was

noted that tracking is only done for decisions arising from the most recent plenary. For decisions which arose from previous plenaries and which work had yet to start or was still in progress at the time of reporting, there was no attempt to follow up and track the progress or completion of the proposed work. For purposes of accountability, the CFS Secretariat should conscientiously ensure that action items are followed up on and reported before closing them.

### High Level Panel of Experts

163. The High Level Panel of Experts (HLPE) is a new structure in the post-reform Committee, and was established with the express objective of providing the Committee with independent, expert information on food security and nutrition to better inform the sessions of the Committee, and contribute to improve the robustness of policy-making. Drawing on the expertise of multidisciplinary teams, the HLPE is tasked with assisting the Committee and stakeholders in understanding current food security situations, as well as looking ahead to identify emerging issues. The HLPE is directed by the CFS Plenary and the Bureau to perform the following key functions:

- (i) assess and analyse the current state of food security and nutrition and its underlying causes;
- (ii) provide scientific and knowledge-based analysis and advice on policy-relevant issues, utilizing existing high-quality research data and technical studies; and
- (iii) identify emerging issues and assist the Committee and its Members to prioritize future actions and attention on key focal areas.<sup>60</sup>

164. The HLPE comprises a Steering Committee of 10-15 experts appointed in their personal capacities for two years and led by a Chair and Vice-Chair; and ad hoc Project Teams acting on a project-specific basis and constituting a network of food security and nutrition experts. A secretariat (three persons) supports the HLPE to maintain a roster of experts; organize meetings of the Steering Committee, and assist project teams; communication; and preparation of working budgets and other documentation.

165. The Steering Committee is required to reflect a range of technical disciplines, balance of regional expertise as well as consideration of gender representation. The members of the Steering Committee are appointed by the Bureau on the basis of a recommendation of an ad hoc technical selection committee consisting of representatives of FAO, WFP, IFAD, Biodiversity International and a representative of civil society organizations.

166. The main outputs of the HLPE are reports based on topics selected by the Committee through the MYPoW process. The HLPE produced 10 reports between 2011 and 2016, as well as a paper on Critical and Emerging Issues. Although these reports are prepared for use by the Committee and its stakeholders, they are available to the scientific community and others interested in the topics covered by the reports. Table 18 shows the reports produced by the HLPE since its establishment.

**Table 18: High Level Panel of Experts: reports 2011 to 2016**

|   |  |
|---|--|
| <b>Report 1:</b> Price Volatility and food security (2011)        | <b>Report 6:</b> Investing in smallholder agriculture for food security (2013)           |
| <b>Report 2:</b> Land Tenure and international investments (2011) | <b>Report 7:</b> Sustainable fisheries and aquaculture for food security (2014)          |
| <b>Report 3:</b> Food security and climate change (2012)          | <b>Report 8:</b> Food losses and waste in the context of sustainable food systems (2014) |

<sup>60</sup> CFS, Reform of the Committee on World Food Security, Thirty-fifth Session, Rome, October 2009, CFS:2009/2 Rev.2, paragraph 37, p.9

|   |   |
|---|---|
| <b>Report 4:</b> Social protection and food security (2012) | <b>Report 9:</b> Water for good security and nutrition (2015)   |
| <b>Report 5:</b> Biofuels and food security (2013)          | <b>Report 10:</b> Sustainable agricultural development for food security and nutrition. What role for livestock? (2016) |
| Critical and Emerging Issues (2014)                         |   |

Source: High Level Panel of Experts (2016)

167. The HLPE does not conduct new research, but synthesizes research from a vast array of sources including academic and research institutions, development agencies, non-state organizations involved in food security and nutrition, as well as other stakeholders. The HLPE also draws on documented field projects and practical application in the area of its topic. The CFS Members, Participants and Observers, as well as any other stakeholders that have an interest, may participate in the e-consultation process that solicits inputs at the scoping stage and on the zero drafts of HLPE reports. For the zero draft of HLPE#10, submissions were received from civil society (37 percent), academia (25 percent), government (15 percent), private sector (12 percent) and the RBAs/UN (11 percent). Table 19 shows the number of submissions received via e-consultation since the time it used e-consulting to solicit comments on scoping and zero drafts.

**Table 19: Number of e-consulting submissions on HLPE scoping and zero drafts**

|  | <b>Submissions on scoping/issues note</b> | <b>Submissions on zero drafts</b> |
|--|---|-----------------------------------|
| Multiple partnerships to finance and improve food security and nutrition in the framework of the 2030 Agenda | 56  | N/A                               |
| Nutrition and food systems   | 122                                       | 86                                |
| Sustainable forestry for food security and nutrition   | 40  | 58                                |
| Sustainable agricultural development for food security and nutrition. What role for livestock?               | 115                                       | 119                               |
| Water and food security  | 55  | 121                               |
| Food losses and waste  | 89  | 52                                |
| Sustainable fisheries and aquaculture for food security  | 63  | 67                                |

Source: HLPE website

168. The HLPE has drawn on indigenous knowledge systems, and this is reflected in its reports. For example, HLPE report on Water and Food Security drew on the contribution from the Yukon River Intertribal Watershed Council (YRITWC), an organization of 73 First Nations and Tribes working for the protection and preservation of the Yukon River Watershed. The input was used as a case study in the report to illustrate the value of applying traditional knowledge in adaptive strategies for climate change.<sup>61</sup>

169. The HLPE's primary task is to inform the discussions of the Committee by providing independent evidence. The HLPE has done this. Its reports have served as the basis for the policy recommendations endorsed by the CFS Plenary. The consultation, discussion and negotiation processes that precede the endorsement of policy recommendations are part of the policy convergence process. The HLPE, through its Critical and Emerging Issues Paper (2014), has identified issues that have subsequently been endorsed by the CFS Plenary to be

<sup>61</sup> Submission from Chair, High Level Panel of Experts, January 2017.

the subject of HLPE reports. The two examples of issues are Livestock Systems in Food Security and Nutrition, and Healthy Nutrition in Changing Food Systems.

170. Concerns were raised in interviews about the efficiency of the HLPE in making recommendations, only to have them reformulated to achieve political consensus. While it is true that the final policy recommendations endorsed by the CFS Plenary are not identical to the recommendations contained in the HLPE reports, this does not detract from the fact that the HLPE reports serve as the basis for the policy recommendations endorsed by the CFS Plenary, and so make a contribution to the decisions taken by the CFS Plenary. The HLPE is mandated to provide independent, expert scientific advice, and the decision to accept or reject the advice rests with the CFS Plenary.

171. There is evidence of the influence of HLPE reports beyond the Committee, at the global level. Three HLPE reports were referenced in the Report of the Secretary-General: Agriculture Development, Food Security and Nutrition (2014). The Secretary-General's report recommended the reports of the HLPE as useful guidance: "*Sustainable development goals and targets relating to agriculture and food security could prioritize ending hunger and malnutrition, address medium term requirements for ensuring sustainability of food systems, and take into account the importance of maintaining the Earth's natural resources. In this regard, the latest findings of reports produced by the High-level Panel of Experts on food security and nutrition of the Committee on World Food Security can provide useful guidance.*"<sup>62</sup> In the United Nations resolution adopting the Report of the Secretary-General, the reports of the HLPE were noted. The HLPE was also referenced in the Secretary-General's Report on Agricultural Technology for Development.

172. Other institutions have used the HLPE reports. For example, the Global Water Partnership organized an outreach and capacity building event in 2015 with nine African countries, following the release of the HLPE report on Water and Food Security. The HLPE's definition of sustainable food systems was used officially by the Sustainable Food Systems Program of the UN 10-Year Framework for Programmes on Sustainable Consumption and Production that now forms part of SDG 12. The High Level Task Force on Food and Nutrition Security and the European Economic and Social Committee also use the HLPE definition of sustainable food systems.<sup>63</sup>

173. The HLPE's self-assessment indicates increasing usage of HLPE reports by the academic community, with a growing awareness of the HLPE and its reports. The HLPE has not conducted studies tracing references in academic literature, due to resource constraints. It infers increased awareness among the academic community from the added number of responses to calls for project experts. The average number of responses received for the first five reports was 49 responses per report, compared to the average 111 responses per report for the five most recent reports. The highest number of responses was 186 for the report on Sustainable agricultural development for food security and nutrition. What role for livestock?, followed by 139 responses for the report on Food systems and Nutrition.<sup>64</sup>

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<sup>62</sup> United Nations General Assembly, Report of the Secretary-General: Agricultural Development, Food Security and Nutrition, August 2014, paragraph 73.

<sup>63</sup> High Level Panel of Experts, HLPE Impacts 2010-2015, report prepared for the 13<sup>th</sup> Meeting of the Steering Committee of the High Level Panel of Experts, Columbia University, 3-6 May 2016.

<sup>64</sup> Figures calculated from data in High Level Panel of Experts, HLPE Impacts 2010-2015, report prepared for the 13<sup>th</sup> Meeting of the Steering Committee of the High Level Panel of Experts, Columbia University, 3-6 May 2016.

174. There were themes that emerged from the interview data pointing to concerns that stakeholders have about the HLPE:

- a) Concerns were raised about the timeliness of calls for project experts, and there was criticism from countries that believed that their nominees were suitable but were not given the opportunity to participate. They called for greater transparency in the selection process. There was a lack of understanding at the country level about the processes involved in the selection of project experts. The selection process is set out clearly in the HLPE Rules of Procedure and is available on the HLPE website. With the increasing number of applications to serve on project teams, the selection processes are likely to come under scrutiny as not all who apply can be accepted. It will be essential that the HLPE ensure that the processes are communicated clearly to prospective applicants.
- b) HLPE reports are technical documents and follow a rigorous process of review prior to approval and publication. There were criticisms about the length of the reports and their technical language, which present challenges for non-technical readers in understanding the reports. These concerns were raised mainly by government officials, who are the primary audience for the reports. The HLPE produces short summaries of the reports, setting out key observations and recommendations. However, these are extracts from the original report and do not address the problem for non-technical readers. The evaluation does not propose that HLPE reports should be ‘dumbed-down’ as this would greatly detract from the value of the report. Complementary media forms could be explored to make the technical information comprehensible to non-technical readers.
- c) Concerns were raised about the timelines for HLPE reports. The selection and approval of topics take a year, the preparation of the report takes up to two years, and the discussions on HLPE reports take about three months. It therefore takes more than three years from start to the endorsement of policy recommendations informed by HLPE reports. The length of the process is necessary for the consultative, inclusive approach that forms a critical element of the HLPE’s methodology. It is also necessary for ensuring the quality of the final product. The concern of interviewees is that the topic might not be of interest three years down the line. There were suggestions that the HLPE should prepare briefs or shorter reports that take less time to prepare. The evaluation team is not persuaded that shorter reports will take significantly less time. Preparing short briefs on demand in addition to the HLPE report may be an option for the HLPE to provide advice to the Bureau, but this would require additional resources.

175. The promotion of HLPE reports is left largely to the Steering Committee, with the support of the HLPE Secretariat, and members of the Steering Committee have expressed concern about the limited resources to promote HLPE reports widely, especially at country level. Members of the Advisory Group are required to promote all CFS products, including those of the HLPE. A scan of the annual feedback reports of Advisory Group members shows that there was little or no reference to promoting HLPE reports. The exception was the UN Special Rapporteur on the Right to Food who made reference to the use of HLPE reports in her report to the General Assembly. Although the HLPE is an important structure of the reformed Committee, it does not participate in the Bureau-Advisory Group meetings, presumably because it wishes to protect its independence. This, however, puts the HLPE ‘out of mind’ until it is time to discuss the HLPE report. There is a need for closer engagement between the HLPE Steering Committee and the Bureau-Advisory Group, and this can be done without compromising the independence of the HLPE.

### **Mechanisms of the Committee**

176. One of the major innovations of the reform was the creation of opportunities for civil society and the private sector to participate in the work of the Committee at its Plenary Sessions and during the inter-sessional period. Civil society/NGOs and their networks in food

security and nutrition were invited to submit proposals to autonomously establish a global mechanism to act as a facilitating body for consultation and participation in the Committee. Private sector associations, private philanthropic organizations, and other stakeholders active in areas related to food security and nutrition were also invited to submit proposals for establishing autonomous mechanisms for consultation and participation in the work of the Committee.<sup>65</sup>

### **Civil Society Mechanism**

177. The founding document of the Civil Society Mechanism (CSM) defined the mechanism's role as being: "...to facilitate the participation of CSOs in the work of the CFS, including input to negotiation and decision-making. The CSM will also provide a space for dialogue between a wide range of civil society actors where different positions can be expressed. The CSM will present common positions to the CFS where they emerge and the range of different positions when there is no consensus."<sup>66</sup>

178. The founding document concurred with the functions of the CSM as set out in the Reform Document: "...i) broad and regular exchange of information, analysis and experience; ii) developing common positions as appropriate; iii) communicating to the CFS and, as appropriate, its Bureau through representatives designated by an internal self-selection process within each civil society category; iv) convening a civil society forum as a preparatory event before CFS sessions if so decided by the civil society mechanism."<sup>67</sup>

179. The CSM has put structures in place to ensure its effective functioning. The Coordination Committee is responsible for ensuring that the functions of the mechanism are carried out effectively. A number of policy working groups have been established to analyse and discuss issues and develop positions to input to CFS processes. The CSM Advisory Group presents the positions of civil society at the CFS Bureau-Advisory Group meetings. The CSM is located in Rome and provides administrative support to the Coordination Committee and Advisory Group.

180. The CSM has participated in all the main processes of the Committee. Its members participate in all Open-Ended Working Groups of CFS, in the Advisory Group, and in the CFS Plenary Sessions. CSM contributes to the HLPE's e-consultations on the scoping of reports and comments on draft HLPE reports. The mechanism has also contributed to the monitoring function of the Committee through its synthesis report on civil society experiences with the use and implementation of the VGGT. The report provides insights into the successes and challenges faced by countries in implementing the VGGT, from the perspective of civil society, and makes a number of recommendations to CFS Members. The report served as the basis for the CSM's participation in the Global Thematic Event on the VGGT held at the CFS 43<sup>rd</sup> Plenary Session. The CSM also presented the civil society report on

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<sup>65</sup> CFS, Reform of the Committee on World Food Security, Thirty-Fifth Session, Rome, October 2009, CFS:2009/2 Rev.2, paragraph 16, p.5

<sup>66</sup> Proposal for an international food security and nutrition civil society mechanism for relations with CFS, Paper prepared by ActionAid International, Governance Working Group of the International Planning Committee for Food Sovereignty and Oxfam, presented at the Thirty-Six Session of the Committee, October, 2010, paragraph 4, p.2. Available at: <http://www.csm4cfs.org/wp-content/uploads/2016/03/Proposal-for-an-international-civil-society-mechanism.pdf>

<sup>67</sup> CFS, Reform of the Committee on World Food Security, Thirty-Fifth Session, Rome, October 2009, CFS:2009/2 Rev.2, paragraph 16, p.5

monitoring the use and application of the Right to Food Guidelines at the CFS 41<sup>st</sup> Plenary Session as a contribution to reflections on the guidelines 10 years following its endorsement.

181. Since 2010, the CSM has convened the Annual Civil Society Forum, preceding the CFS Plenary Session. The two-day forum, which is open to all civil society participants of the CSM is an important event in the CSM calendar as it offers the opportunity to civil society from all the regions to debate issues, and formulate their positions on issues for the CFS Plenary Session. The public part of the forum, which involves a reflection on the previous years, is an opportunity for other stakeholders to hear the views of the large gathering of civil society organizations.

182. The evaluation found that participant organizations of the CSM were active advocates of CFS products in the countries visited as part of the evaluation. These organizations have taken the initiative to translate the VGGT into local languages (for example, in Panama, the Philippines and Senegal). Participating organizations have also developed manuals to facilitate the use of CFS products and guidelines in policies and programmes. Examples include a manual explaining the Global Strategic Framework and how to use it;<sup>68</sup> a manual for using the VGGT;<sup>69</sup> and a guide on connecting smallholders to markets.<sup>70</sup>

183. There is an appreciation on the part of CFS Members for the contribution that the CSM makes to the effective functioning of the Committee. But there are also CFS Members and stakeholders who were critical of the manner in which the CSM functions. The mechanism is seen to dominate discussions and overshadow the contributions of others. They were also critical of the CSM's use of language that appears confrontational to others, and felt that the CSM pushed the 'rights agenda' too aggressively. The issues discussed in the various Committee structures are contentious issues, and civil society organizations tend to be vociferous. The Committee is meant to be a platform for dialogue and robust debate on issues, but debate should take place within the rules that govern the meetings of the various structures of the Committee.

184. The issue of the representativeness of the CSM was a theme that emerged from the interviews. All 11 constituencies mentioned in the Reform Document are in the CSM – smallholder farmers, artisanal fisher folk, herders/pastoralists, landless, urban poor, agricultural and food workers, women, youth, consumers, Indigenous People, and International NGOs. The concern raised was that social movements dominated the CSM, and that the voices of other constituencies/organizations, namely, international non-governmental organizations, are not being heard sufficiently. The evaluation's perusal of the CSM's internal organization documents and terms of reference of its structures found that CSM has organized itself to give priority to social movements, as they are the most affected by food insecurity. The CSM Advisory Group, for example, has a quota of 75 percent of its Advisory Group seats to be allocated to social movements. The Policy Working Groups are open to all, but if necessary, a quota may be imposed to ensure that the groups are not dominated by non-governmental organizations, especially those from the North. In the case of the Coordination Committee, the constituency of smallholder farmers has four focal points while all other constituencies have a focal point each. The CSM's rationale is that smallholder farmers are

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<sup>68</sup> Using the Global Framework on Food Security and Nutrition to promote and defend the people's right to adequate food. Available at: [http://www.csm4cfs.org/wp-content/uploads/2016/02/GSF-Manual\\_en.pdf](http://www.csm4cfs.org/wp-content/uploads/2016/02/GSF-Manual_en.pdf)

<sup>69</sup> The People's Manual on the Guidelines on Governance of Land, Fisheries and Forests. Available at: <http://www.foodsovereignty.org/wp-content/uploads/2016/06/peoplesmanual.pdf>

<sup>70</sup> Connecting smallholders to markets: an analytical guide. Available at: <http://www.csm4cfs.org/connecting-smallholders-markets-analytical-guide/>

among the most affected by food insecurity and also produce the largest proportion of food in the world.

185. Within the CSM, there were participating organizations that feel that while the mechanisms, structures and processes were designed to provide space for a diversity of voices from civil society, this was not always the case in practice. There were groups that felt that their voices were not being heard in CFS as they were not given the space in the CSM. They claimed that the processes in the mechanism favoured organizations from the global North, and even where members on the Coordination Committee were from the global South, they were beholden to the dominant organizations in the CSM for their positions, and therefore did not adequately represent their constituencies. Related to this was the feeling expressed that the CSM is not always democratic, the positions of the dominant groups are forced on others, and there is a low tolerance for dissent.

186. Although these organizations were critical of the CSM, they believed that the CSM remains a very valuable mechanism for achieving the outcomes of CFS, and wanted to improve the mechanism. These voices of concern came from countries and from the sub-regions of the global South. It may be that the communication between the 'centre' and these sub-regions is not optimal. It may also be a reflection of the CSM internal organization that places a strong emphasis on the 11 constituencies, and that the connection between the constituency focal points and the sub-regional focal point is not clear. The CSM is evolving, having been in operation for just over six years. The evaluation that the CSM commissioned of its functioning in the first three years of its existence made recommendations for improving that functioning, including the need to review and update the terms of reference of its structures.<sup>71</sup>

### **Private Sector Mechanism**

187. The Private Sector Mechanism (PSM) is an open platform with a seat for the agri-food business value chain in the Committee. The PSM represents private sector organizations in the CFS Advisory Group, and its members are organizations and associations involved in addressing agriculture and food security from a business perspective. Members include farmers, input providers, cooperatives, processors, small and medium enterprises and food companies. The International Agri-Food Network, which brings together 14 international organizations, was elected to coordinate the mechanism. According to the PSM brochure, these international organizations in turn represent tens of international companies, and hundreds of national associations representing in turn, tens of thousands of small and medium enterprises, thousands of cooperatives, and millions of farmers. The PSM has over 500 registered private sector representatives in addition to these national associations, and the PSM's membership covers the entire agri-food value chain.<sup>72</sup> The PSM coordinates the consultation on policy issues, and has thematic working groups that follow the workstreams of the Committee.

188. The attendance of the private sector at the CFS Plenary Sessions has increased over since 2010 (Table 20). There were 170 delegates at the CFS 43<sup>rd</sup> Plenary Session in 2016.<sup>73</sup> According to the PSM, 39 percent of delegates were from international and national associations, 31 percent were from large enterprises, 18 percent were from small and medium

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<sup>71</sup> Mulvany, P. and Schiavoni, C. Evaluation of the CSM, Final Report, August 2014.

<sup>72</sup> Private Sector Mechanism to the UN Committee on World Food Security (brochure), downloaded 20 March 2017. Available at: <http://www.agrifood.net/documents/private-sector-mechanism/75-private-sector-mechanism-brochure/file>

<sup>73</sup> Private Sector Mechanism 2016 Activity Report. Available at: <http://www.agrifood.net/documents/private-sector-mechanism/212-psm-annual-report-2016/file>



enterprises, and 12 percent were others (for example, NGOs, research, secretariat). Delegates represent the agri-food value chain, and the attendance of the representatives from the different categories vary, depending on the main theme of the CFS Plenary Session.

**Table 20: Number of PSM delegates to CFS Plenary 2010 to 2016**

|                     | 2010 | 2011 | 2012 | 2013 | 2014 | 2015 | 2016 |
|---------------------|------|------|------|------|------|------|------|
| Number of delegates | 1    | 37   | 62   | 59   | 87   | 116  | 170  |

Source: Private Sector Mechanism 2016 Activity Report

189. The PSM participates in the inter-sessional activities of the Committee. It contributed to the policy workstreams of the Committee through the Open-Ended Working Groups and technical task teams, and in negotiations on the policy recommendations from these workstreams, and the HLPE reports. The PSM has also participated in the e-consultations of the HLPE. The PSM contributed to the MYPoW, advocating for topics it believes the Committee could add value to, and streamlining the MYPoW process. The PSM has attended all the Bureau-Advisory Group meetings in the 2016/2017 biennium, and submitted reports on its activities.

190. In 2016, the PSM co-hosted three Partnership Forums to showcase development partnerships between the private sector, governments, civil society and other non-state actors in food security and nutrition. These Partnership Forums are also meant to stimulate discussion on issues, and interest in forging new partnerships in pursuit of the 2030 Agenda for Sustainable Development. The Partnership Forums convened were: Nutrition – with the Government of Germany; Livestock – with the Government of Argentina; and SDGs – with the Government of Norway, and collectively were attended by over 200 delegates.<sup>74</sup>

191. There were two related themes that emerged from the interviews of the private sector members of the PSM. The first theme related to the feeling that members of the PSM have that their issues are not given the same level of attention as issues raised by the CSM. The second theme was that, with the increasing number and diversity of organizations that are members of the PSM, the number of seats on the CFS Advisory Group should be expanded. The PSM, in its position paper on strengthening the CFS Reform Outcomes, calls for parity with the CSM on the number of seats on the Advisory Group.<sup>75</sup> The issue of representation on the Advisory Group is discussed in a preceding paragraph of the evaluation report.

### **Private philanthropic foundations**

192. Private philanthropic foundations, especially large foundations, have significant capacity in the form of technical and financial resources. By virtue of their capacity, they are able to make a marked contribution to development, and in the case of the CFS, to contribute to the achievement of the Committee’s outcomes. The Bill and Melinda Gates Foundation is a Committee Participant and has a seat on the Advisory Group. In addition to contributing financial resources which it provides through the multi-donor trust fund, the Foundation has participated in selected Open-Ended Working Groups, for example, the Open-Ended Working Group on SDGs. The Foundation has submitted annual reports on its activities for the past three years (2014, 2015 and 2016), but has not attended Bureau-Advisory Group meetings since February 2016. The Foundation reported that it is working on transitioning from the

<sup>74</sup> Private Sector Mechanism 2016 Activity Report. Available at: <http://www.agrifood.net/documents/private-sector-mechanism/212-psm-annual-report-2016/file>

<sup>75</sup> Private Sector Mechanism Position Paper, Strengthening the CFS Reform Outcomes, undated.

current model of participation in the Advisory Group, to one that engages the philanthropic community.<sup>76</sup>

## Working arrangements in the Committee

### Open-Ended Working Groups

193. The reform of the Committee highlighted the importance of expanding participation to ensure that the voices of all relevant stakeholders are heard in the policy debates on food security and nutrition, and that there should be a balance between inclusiveness and effectiveness. The Open-Ended Working Groups are informal subsidiary bodies of the Committee and are established to expedite its work. Open-Ended Working Groups for major work streams are a plenary-style intergovernmental format, open to all CFS Members and Participants. The Chair of the Open-Ended Working Group is nominated by the Bureau and reports to the Plenary.

194. Membership of the OEWGs is open to all members of FAO, WFP, IFAD, non-member States of FAO that are Member States of the United Nations, and CFS participants. The OEWGs prepare draft decisions and outcomes that are submitted to the Plenary via the Bureau. The Chairs of the OEWGs may invite other interested organizations relevant to its work to observe entire OEWG sessions or specific agenda items, as well as intervene during discussions.

195. An overview of the number and types of OEWGs for biennium 2012/2013, 2014/2015 and 2016/2017 is shown in Table 21. For the 2012/2013 and 2014/2015 biennium, there was a mix of OEWGs spanning one year and two years. However, for the 2016/2017 biennium, all OEWGs have a lifespan of two years. This may account for the concern raised by interviewees in Rome that there was a large number of OEWGs, which when added to the need to attend other Committee meetings and meetings with Rome-Based Agencies, made it difficult for them to participate effectively in all the groups they were interested in.

196. The OEWG meeting documents showed uneven attendance of CFS Members from different regional groupings. It was evident from the list of countries that submit written inputs to the OEWGs that there was a small number of CFS members and participants who consistently submit written inputs to the OEWGs. Members from the global South were less engaged in the OEWGs than their counterparts from the global North.

**Table 21: OEWGs from 2012/2013 biennium to 2016/2017 biennium**

|                        | 2012/2013 biennium  | 2014/2015 biennium  | 2016/2017 biennium   |
|------------------------|---|---|--|
| <b>Number of OEWGs</b> | <b>7</b>  | <b>5</b>  | <b>6</b>   |
| <b>OEWGs</b>           | <ul style="list-style-type: none"> <li>• GSF (2012)</li> <li>• VGGT (2012)</li> <li>• Monitoring (2013)</li> <li>• MYPoW</li> <li>• Rules of Procedure</li> <li>• RAI</li> <li>• FFA</li> </ul> | <ul style="list-style-type: none"> <li>• Rules of Procedure (2014)</li> <li>• RAI (2014)</li> <li>• Monitoring</li> <li>• MYPoW</li> <li>• FFA</li> </ul> | <ul style="list-style-type: none"> <li>• MYPoW</li> <li>• Monitoring</li> <li>• GSF</li> <li>• Nutrition</li> <li>• SDGs</li> <li>• Urbanization and Rural Transformation</li> </ul> |

Source: CFS MYPoWs for biennium 2012/2013, 2014/2015, 2016/2017

197. OEWGs are informal subsidiary bodies which allows the Committee to maintain some flexibility, since their inclusiveness gives them legitimacy for discussions or agreements

<sup>76</sup> CFS Advisory Group reporting exercise October 2015 to October 2016, document shared at Meeting of Bureau-Advisory Group, 29 November 2016.

which are not foreseeable at the time of the MYPoW which is formulated two years in advance. It also gives flexibility when formulating OEWG workplans at the beginning of the inter-sessional year, which sets out how it should go about achieving the objectives, expected outcomes and activities, in line with what has been agreed in the MYPoW.

198. The flexible nature of the OEWGs needs to be balanced with a set of specific rules to spell out their boundaries, governance arrangements and reporting, such as the OEWGs' roles and responsibilities, how they utilize the technical task teams, and how to deal with requests that fall outside their mandate or scope of work. This is important for the efficiency of OEWG processes and will keep the OEWGs focused on their task of producing the proposed decisions/outcomes, which would be endorsed by the Plenary. However, this set of specific rules is not present currently.

### Multi-Year Programme of Work and Budget

199. The Multi-Year Programme of Work (MYPoW) sets out the topics and activities to be undertaken by the Committee over the biennium, and the expected outcomes. The identification, prioritization and selection of topics is done through a consultative process involving CFS Members and Participants in the Open-Ended Working Group on the MYPoW, and is endorsed by the CFS Plenary. The MYPoW process includes requesting the HLPE to provide reports on specific issues. In addition to setting out the topics and activities of the Committee, the MYPoW includes the financial implications of the proposed work.

200. A theme that emerged strongly from the interviews was that the Committee was doing too many things and this was impacting negatively on its performance. This view was echoed among all the categories of interviewees: CFS Members, CSM, PSM, the Rome-Based Agencies and the CFS Secretariat. There was a strong call for more effective prioritization of activities of the Committee. In particular, the need to reduce the number of workstreams was raised. Table 22 shows the number of workstreams over the last three biennia; this number has been constant over the period. The number of workstreams has an undeniable impact on the ability of CFS Members and Participants to participate. It also has an impact on the Secretariat, as each workstream has to be supported administratively, logistically and technically by staff of the Secretariat. The call for fewer workstreams is therefore not surprising.

**Table 22: Overview of CFS workstreams from the 2012/2013 biennium to 2016/2017 biennium**

|   | 2012/2013 biennium   | 2014/2015 biennium   | 2016/2017 biennium  |
|---|--|--|---|
| <b>Number of workstreams (OEWG and other workstreams)</b> | <b>13</b>  | <b>13</b>  | <b>12</b>   |
| <b>Open-Ended Working Groups</b>                          | <b>7</b> <ul style="list-style-type: none"> <li>• GSF (2012)</li> <li>• VGGT (2012)</li> <li>• Monitoring (2013)</li> <li>• MYPoW</li> <li>• Rules of Procedure</li> <li>• RAI</li> <li>• FFA</li> </ul> | <b>5</b> <ul style="list-style-type: none"> <li>• Rules of Procedure (2014)</li> <li>• RAI (2014)</li> <li>• Monitoring</li> <li>• MYPoW</li> <li>• FFA</li> </ul> | <b>6</b> <ul style="list-style-type: none"> <li>• MYPoW</li> <li>• Monitoring</li> <li>• GSF</li> <li>• Nutrition</li> <li>• SDGs</li> <li>• Urbanization and Rural Transformation</li> </ul> |
| <b>Other workstreams</b>                                  | <b>6</b> <ul style="list-style-type: none"> <li>• Mapping (2012)</li> </ul>  | <b>8</b> <ul style="list-style-type: none"> <li>• Right to Food follow-up (2014)</li> </ul>  | <b>6</b>  |

|  | 2012/2013 biennium  | 2014/2015 biennium  | 2016/2017 biennium  |
|--|---|---|---|
|  | <ul style="list-style-type: none"> <li>• HLPE on Climate Change (2012)</li> <li>• HLPE on Social Protection (2012)</li> <li>• HLPE on Biofuels (2013)</li> <li>• HLPE on investing in Smallholder Agriculture (2013)</li> <li>• Communication Strategy</li> </ul> | <ul style="list-style-type: none"> <li>• HLPE on fisheries (2014)</li> <li>• HLPE on food losses and waste (2014)</li> <li>• HLPE on water (2015)</li> <li>• Youth (2015)</li> <li>• Forum on Smallholders (2015)</li> <li>• Post-2015</li> <li>• Communication Strategy</li> </ul> | <ul style="list-style-type: none"> <li>• Connecting Smallholders to Markets (2016)</li> <li>• HLPE on livestock (2016)</li> <li>• HLPE on forestry (2017)</li> <li>• Women's Empowerment (2017)</li> <li>• CFS Evaluation follow-up (2017)</li> <li>• Outreach</li> </ul> |

Source: CFS MYPoW documents

201. It is challenging to narrow down the activities of the Committee, as there are many pressing issues in food security and nutrition. Given the multi-stakeholder nature of the Committee, there will be diverse opinions about what should be prioritized, and the process of selecting the activities of the Committee therefore needs to be inclusive. The CFS 42<sup>nd</sup> Plenary Session approved a guidance note for the selection of activities for the MYPoW. The guidance note sets out the process, as well as the criteria to inform the selection of activities. The criteria are divided into minimum criteria (first test to be passed) followed by criteria that apply in the selection process. The minimum criteria are relevance to CFS mandate and value added; contribution to CFS overall objective through one or more of the three outcomes; and no duplication with work being done by other actors<sup>77</sup>. The minimum criterion of contribution to the CFS overall objective is very broad as the outcomes are broad, and its usefulness as a minimum criterion is debatable. More stringent minimum criteria could narrow the number of topics that move to the selection stage.

202. The guidance note states that the HLPE Critical and Emerging Issues note should be the starting point to feed into the discussion in the Open-Ended Working Group on possible themes for the Committee to pursue in the next biennium. However, some interviewees expressed concerns that this process was not always followed as some members of the Open-Ended Working Group push for topics without reference to the HLPE note. Provided the HLPE note is up-to-date, there should be no reason for the OEWG members not to comply with the process. The prioritization of activities is the responsibility of the OEWG members, and how they apply themselves to the task will determine the outcome of the prioritization process.

203. The one selection criterion that has not been applied rigorously is that of available resources. This criterion states there should be enough time, resources and background knowledge to carry out the proposed activity. Presumably, resources include financial resources. The MYPoW is approved with an indicative budget, and only funding for the Plenary and core workstreams is available, that is, secured. The funding for the policy workstreams is not secured prior to the endorsement of the MYPoW, and there is no guarantee that these policy workstreams will receive the full amount of funding required. Planning for activities that might not be fully funded is not effective planning as it results in delays in implementation, and not being able to carry out the activities as planned.

<sup>77</sup> CFS Multi-Year Programme of Work 2016/2017, Committee on World Food Security Forty-second Session, October 2015. Available at: <http://www.fao.org/3/a-mo317e.pdf>

Considering the significant investment of resources in the MYPoW process, it is inefficient to plan for activities that might not receive the required funding.

204. In the opinion of the evaluation team, the current two-year MYPoW has too short a time horizon to serve as a strategic plan or framework for the Committee. The CFS 43<sup>rd</sup> Plenary Session mandated the investigation of the feasibility of introducing a four-year MYPoW.

### CFS Budget and Resourcing

205. The CFS budget should be looked at in its entirety, that is, the budget to carry out activities planned in MYPoW, the HLPE budget to support work towards the scientific evidence-based HLPE reports, and the CSM budget to ensure inclusiveness through effective participation in CFS processes, as these collectively contribute to the effective functioning of CFS. The CFS annual budget has varied from year to year since the CFS Reform, depending on specific activities, but indicatively amounted to around USD 10 million per biennium, including USD 6 million for Plenary and Work streams, USD 2.4 million for the HLPE<sup>78</sup> and USD 1.6 million for the CSM. The HLPE and CSM are entirely funded through direct donor contributions and managed independently through separate trust funds.

206. **Budget for plenary and workstreams.** The budget comprises contributions by RBAs through a combination of staff<sup>79</sup> and cash<sup>80</sup> (USD 4.05 million per biennium), as well as ad hoc voluntary contributions, most of which are earmarked (Table 23). The CFS budget, updated at the Bureau and Advisory Group meeting on 6 February 2017, indicated a budget gap of USD 0.1 million for plenary and workstreams for 2017.

**Table 23: Received and announced contributions to the Plenary and Workstreams since 2010 (USD equivalent)**

| Resource partners               | 2010    | 2011    | 2012      | 2013    | 2014    | 2015    | 2016    | 2017    |
|---------------------------------|---------|---------|-----------|---------|---------|---------|---------|---------|
| FAO*                            | 987,500 | 987,500 | 987,500   | 987,500 | 675,000 | 675,000 | 675,000 | 675,000 |
| IFAD*                           | 493,750 | 493,750 | 493,750   | 493,750 | 675,000 | 675,000 | 675,000 | 675,000 |
| WFP*                            | 493,750 | 493,750 | 493,750   | 493,750 | 675,000 | 675,000 | 675,000 | 675,000 |
| Canada                          |         |         |           |         |         |         | 39,117  |         |
| European Union                  |         |         | 483,597   | 346,534 | 271,657 | 251,497 | 104,500 |         |
| European Union**                |         |         | 600,965   | 241,477 | 893,876 | 339,154 |         |         |
| Finland                         |         |         |           |         |         |         | 88,790  |         |
| France                          |         |         |           |         |         |         | 32,537  |         |
| Germany                         |         |         |           | 135,869 |         | 50,580  |         |         |
| Netherlands                     |         |         |           |         |         |         | 108,695 |         |
| Spain                           |         | 334,672 |           |         |         |         |         |         |
| Sudan                           |         |         |           |         |         |         | 150,000 |         |
| Sweden                          |         |         |           |         | 183,424 |         |         |         |
| Switzerland                     |         |         | 70,645.81 | 335,995 |         | 151,975 | 307,884 | 100,000 |
| Bill & Melinda Gates Foundation |         |         |           |         | 420,000 | 495,473 | 251,154 |         |

<sup>78</sup> Includes the cost of in-kind support.

<sup>79</sup> RBAs' staff contribution includes one professional from each RBA.

<sup>80</sup> RBAs' cash contribution is not earmarked and the commitment is revisited each biennium.

| Resource partners | 2010             | 2011             | 2012             | 2013             | 2014             | 2015             | 2016             | 2017                |
|-------------------|------------------|------------------|------------------|------------------|------------------|------------------|------------------|---------------------|
| <b>Total</b>      | <b>1,975,000</b> | <b>2,309,672</b> | <b>3,130,208</b> | <b>3,034,875</b> | <b>3,793,957</b> | <b>3,313,679</b> | <b>3,107,677</b> | <b>2,125,000***</b> |

Source: CFS Bureau & Advisory Group Meeting, 29 Nov 2016, CFS/BurAg/2016/11/29/07a/REV

\* These figures comprise a combination of staff and cash

\*\*Funds provided to FAO under the component “Improved design and implementation of resilience-related policies and programmes”, which was instrumental in the development and agreement of the CFS-FFA

\*\*\*Note: Figures as of November 2016

207. Based on past estimates in MYPoW, it was observed that the salaries of the CFS Secretary, 4 P5-level staff and 2 administrative staff collectively take up approximately USD 2.8 million on average per biennium. On average, this amounts to nearly 30 percent of the total CFS budget, 70 percent of the RBA contributions, and 40 percent of the budget for plenary and workstreams in terms of non-flexible funding for the biennium. It is thus important to examine in greater detail this non-flexible funding to ensure effective utilization of funds. The evaluation team noted that there were 4 P5-level positions, of which position of the P5-level staff from IFAD has been vacant for an extended period of time, while the remaining 3 P5-level staff are only in charge of 1-2 workstreams each (monitoring, budget, nutrition, communications and plenary preparation) and are not involved in the other workstreams, e.g. MYPoW, GSF, negotiations on policy recommendations based on HLPE reports, SDGs, Women’s Empowerment and Urbanization and Rural Transformation (Table 16). The impact of the unpredictability of resources from the RBAs on the effectiveness of the CFS Secretariat was raised in the section of the report discussing the CFS Secretariat.

208. The high costs of interpretation and translation were also noted and are essential for inclusive dialogues, especially during negotiations. The issue of prioritization of work for MYPoW which will alleviate some of the pressure on the budget has been discussed in preceding paragraphs on MYPoW, especially in light of the unpredictable nature of extra-budgetary funding.

209. **HLPE budget.** The HLPE budget has been primarily funded by a select group of countries since 2010 and there have not been any new donors since 2015 (Table 24).

**Table 24: Received and announced contributions to HLPE since 2010 (USD equivalent)**

| Resource partners | 2010           | 2011             | 2012             | 2013           | 2014           | 2015           | 2016           | 2017            |
|-------------------|----------------|------------------|------------------|----------------|----------------|----------------|----------------|-----------------|
| Australia         |                | 265,150          |                  |                |                |                |                |                 |
| European Union    |                | 85,762           | 1,141,333        |                |                | 92,201         | 325,819        |                 |
| France            | 300,000        |                  |                  |                | 94,980         | 37,037         | 75,000         |                 |
| Ireland           |                | 133,333          | 129,870          | 127,065        |                |                | 53,079         |                 |
| Norway            |                |                  |                  |                | 81,464         | 60,891         |                |                 |
| Russia            |                | 100,000          | 100,000          |                |                |                |                |                 |
| Spain             |                | 200,803          |                  |                |                |                |                |                 |
| Sweden            |                |                  |                  |                | 136,054        |                |                |                 |
| Switzerland       |                | 212,113          | 272,810          | 262,881        | 103,627        | 366,627        | 253,000        | 253,000         |
| United Kingdom    |                | 82,237           |                  |                |                |                |                |                 |
| <b>Total</b>      | <b>300,000</b> | <b>1,079,398</b> | <b>1,644,013</b> | <b>389,946</b> | <b>416,125</b> | <b>556,756</b> | <b>706,898</b> | <b>253,000*</b> |

Source: HLPE 4<sup>th</sup> meeting of the Trust Fund Oversight Committee, 10 March 2017, Doc 3b on Interim Provisional Trust Fund Situation for 2016 and provisions for 2017

\*Note: Figures as of 10 March 2017

210. Table 25 shows an overview of expenditures since 2010, including the projected expenditure for 2017. The HLPE Trust Fund is a multi-year trust fund and any surplus not used in one year is used in the next year. However, there is still a funding gap for 2016/2017 of approximately USD 520,000 which needs to be filled in order to ensure the capacity of HLPE to carry out the programme of work requested by CFS, until the end of 2017. With no additional contribution, the HLPE will not be able to cover the cost of translation of the two reports to be produced in 2017. This undermines the inclusiveness of the discussions around the report as translation is integral to many CFS stakeholders, and primarily to the CSM constituencies who are dependent on the translated reports.

**Table 25: Overview of expenditure 2010-2017 (USD equivalent)**

|                         | 2010    | 2011    | 2012    | 2013    | 2014    | 2015    | 2016    | 2017       |
|-------------------------|---------|---------|---------|---------|---------|---------|---------|------------|
| Expenditures            | 192,237 | 625,975 | 901,747 | 831,723 | 835,862 | 526,468 | 724,412 | 1,317,580* |
| No. of reports produced | -       | 2       | 2       | 2       | 2       | 1       | 1       | 2**        |

Source: HLPE 4<sup>th</sup> meeting of the Trust Fund Oversight Committee, 10 March 2017, Doc 3b on Interim Provisional Trust Fund Situation for 2016 and provisions for 2017

\* Projected expenditure

\*\*Two reports on Nutrition and Food Systems and Sustainable Forestry for Food Security and Nutrition in 2017

211. It is important to look at both contributions and expenditure to ensure a sustainable operating model for HLPE. The HLPE reports are requested by the plenary and funding should not be left to a select group of donors. A possibility would be to look into having more or all countries contribute to the HLPE budget. On the other hand, CFS needs to look into the feasibility of commissioning the HLPE to look at more than one report a year especially in terms of resource costs. Also, a look at the breakdown of items in the expenditure showed that the costs of having steering committee meetings in person constitute an average of USD 150,000 per year. The evaluation team has looked at the option of holding these meetings electronically to reduce costs, but the nature of the issues discussed requires face-to-face meetings. At these meetings, the Steering Committee (i) discusses and decides on how to deliver on the requests of CFS and this includes decisions on the scope of reports, methodological approaches, and the competencies required for the project teams; (ii) discusses and provides guidance on the HLPE ongoing activities; (iii) finalizes and validates the HLPE reports; and (iv) reviews and updates HLPE methods of work.

212. **CSM budget.** The CSM budget has been funded by governments, international organizations, non-governmental organizations and civil society organizations since 2011. In 2017, there has only been one committed contribution – from Switzerland (Table 26). The evaluation team has also noted that apart from contributing financially, NGOs and CSOs have also been contributing in kind every year in terms of around 130-150 self-funded participants to the CSM Forum, 3 to 10 self-funded participants to 10-12 CFS OEWG meetings, voluntary work of 5-8 facilitators of CSM working groups that dedicate 30 percent of their time to support CSM Working Groups, and CSO publications on the use and monitoring of CFS Outcomes. This amounted to Euros 3,288,959 over the period 2011-2016.

**Table 26: Received and announced Contributions to CSM since 2011 (USD equivalent)**

| Resource partners | 2011    | 2012   | 2013   | 2014   | 2015   | 2016    | 2017 |
|-------------------|---------|--------|--------|--------|--------|---------|------|
| Spain             | 300,000 |        |        |        |        |         |      |
| Norway            | 45,850  | 44,313 | 43,412 | 48,383 | 32,320 |         |      |
| Italy             | 10,000  |        |        |        |        | 100,000 |      |

| Resource partners | 2011           | 2012             | 2013           | 2014           | 2015           | 2016           | 2017            |
|-------------------|----------------|------------------|----------------|----------------|----------------|----------------|-----------------|
| EU                |                | 1,426,666        |                |                |                | 150,000        |                 |
| Brazil            |                | 370,022          |                |                |                |                |                 |
| Germany           | 68,587         | 52,425           |                |                | 45,480         | 44,500         |                 |
| France            |                |                  | 11,000         | 35,111         | 22,000         | 23,350         |                 |
| Switzerland       |                |                  |                | 145,000        | 382,600        | 334,000        | 334,000         |
| IFAD              | 5,000          |                  |                |                |                | 34,500         |                 |
| FAO Brazil        |                |                  |                | 23,000         |                |                |                 |
| NGOs/CSOs         | 42,700         | 151,000          | 137,500        | 101,000        | 106,600        | 125,700        |                 |
| <b>Total</b>      | <b>472,137</b> | <b>2,044,426</b> | <b>191,912</b> | <b>352,493</b> | <b>589,000</b> | <b>812,050</b> | <b>334,000*</b> |

Source: CFS Bureau & Advisory Group Meeting, 29 Nov 2016, CFS/BurAg/2016/11/29/07a/REV

\*Note: Figures are as of November 2016

213. Table 27 shows an overview of expenditures since 2011, including the projected expenditure for 2017. There is a budget gap of Euros 415,190, approximately 54 percent of the total projected expenditure for 2017. The CSM has indicated that this will reduce the number of participants for the Open-Ended Working Groups from 3 to 1, which will impact on their ability to bring a diversity of voices into the discussions. The CFS is a unique platform which allows for a diversity of voices to be heard, especially those most affected by food insecurity. The CSM was set up to organize itself to allow these voices to be heard and it is thus of paramount importance that the CSM budget is sustainable and not just dependent on the goodwill of donors, especially those it seeks to represent.

**Table 27: Overview of expenditures 2011-2016 (Euros)**

|              | 2011    | 2012    | 2013    | 2014    | 2015    | 2016    | 2017     |
|--------------|---------|---------|---------|---------|---------|---------|----------|
| Expenditures | 300,130 | 731,780 | 691,320 | 582,893 | 535,332 | 626,201 | 772,207* |

Source: CSM website, Overview of CSM financial contributions during the period 2011-2016 and the CSM 2017 budget

\* Projected expenditure

214. Overall, it is evident that there is a need to ensure sustainable funding for the CFS budget in order for it to remain effective and inclusive. However, CFS does not have a resource mobilization strategy, and for the most part, waits for donors to volunteer contributions. There is a small core of CFS Members that make voluntary contributions, and the CFS Chair has implored other countries to contribute, even if the amount is modest. Interviews of CFS Members found that most CFS Members do not believe that they should contribute financially to CFS as they already pay contributions to the RBAs.

### Communication and outreach

215. The Committee has a communication and outreach strategy adopted by the CFS 40<sup>th</sup> Plenary Session in 2013<sup>81</sup>. The strategy proposes the use of the networks in the Committee to raise awareness of CFS products, promote their use and obtain feedback. CFS Members are

<sup>81</sup> CFS, Communication Strategy for the Committee on World Food Security, Fortieth Session of the Committee on World Food Security, CFS2013/40/4.



the primary network for communication about the Committee, its products and how they can be used. The strategy also identifies the Rome-Based Agencies as a network for raising awareness of CFS products, both at global and national level, and other members of the Advisory Group. The responsibility of Advisory Group participants for communication and outreach on behalf of the Committee is set out in the Terms of Reference for the Group and mandated in the Rules of Procedure of the Committee. The HLPE Steering Committee is responsible for communication and outreach of its work, with the support of CFS Members and Participants. The HLPE has elaborated a four-page flyer to explain its roles and methods of work, and contribute to raising awareness of the HLPE and CFS outside of Rome. The promotion of HLPE and its reports is left largely to the Steering Committee, with the support of the HLPE Secretariat, and members of the Steering Committee have expressed concern about the limited resources to promote HLPE reports widely, especially at country level.

216. CFS Members, according to the strategy endorsed by the Plenary, are the primary network for communication about the work of the Committee. In this regard, the Chairperson of the Committee has undertaken outreach missions to the UN Headquarters in New York, to meetings of regional organizations, for example, the Arab Organization for Agricultural Development and the European Economic and Social Committee, and FAO Regional Conferences. The annual reports to the Bureau from the Rome-Based Agencies, the CSM and the PSM contain several examples of their communication and outreach activities. Other members, namely, the High Level Task Force of Food and Nutrition Security, the UN Standing Committee on Nutrition and the UN Special Rapporteur on the Right to Food also reported examples of communicating CFS decisions. The HLPE, in addition to launching and distributing its reports, responds to requests for presentations on HLPE reports and encourages the Steering Committee and project team members to promote the HLPE reports. The HLPE also convenes a special information and exchange seminar on the back of its HLPE Steering Committee meetings as a means to increase awareness of its work.

217. The communication and outreach efforts have yielded mixed results. There is awareness of the Committee at the global level as evidenced by the interest of the High Level Political Forum in the potential role the Committee can play in the follow-up and review of the SDGs. The referencing of the Committee and the HLPE reports in the resolutions of the United Nations General Assembly indicate awareness of the Committee and the value it can add in the UN system. Awareness of the Committee can be inferred at the regional level as the current and previous Chairpersons have presented reports on the CFS Plenary Session outcomes to all FAO Regional Conferences. A theme that emerged strongly from the interviews was that while there is some level of awareness of the Committee at the global level, it could do more to raise the profile of the Committee among the UN entities in New York and Geneva.

218. Awareness of the Committee and its work is weak at the country level. Out of the 156 persons consulted during the country missions, only 30 (19 percent) could identify at least one major CFS product. There is a low level of awareness of CFS products among government officials. Those officials who are aware of the Committee and its products are those who have attended CFS Plenaries, and/or are involved in the implementation of projects using the VGGT. These officials were usually employed in the ministries of agriculture. Officials in the health ministries who are working on nutrition were not aware of the Committee's role in nutrition. The situation is better in civil society where the CSM participant organizations are active in promoting and advocating for the use and application of CFS products. In the case of the PSM, its members at country level are aware of the Committee and its products.

219. The primary responsibility for raising awareness of the Committee and its products at the level of the national government lies with the CFS Members. The route followed by each CFS Member in communicating from Rome will vary from country to country. What emerged from the interviews at country level were perceptions that the processes were not

always clear or efficient. The evaluation team's understanding is that all communication to countries regarding matters of the Committee must be routed via the Bureau to the regional groups and then to the country level. There are no CFS focal points at the country level and the CFS Secretariat does not have a mandate to have direct access to ministries at country level. This could in part account for the low level of awareness of the Committee among government officials at country level. The tools envisaged in the communication strategy to support CFS Members to promote awareness of the Committee and its products were not developed, as no funding was available to do so. The PSM and the CSM have developed their own advocacy and awareness materials, and other members of the Advisory Group have requested short briefs to assist them in promoting the Committee and keeping their networks informed of its latest decisions.

220. The Rome-Based Agencies, as members of the CFS Advisory Group, are expected to promote the Committee and its products. While the heads of the Rome-Based Agencies have issued instructions to that effect, the evaluation observed that United Nations officials at the country level were not familiar with the Committee and its products, except for those officials who were involved in projects related to the VGGT.

221. Having effective communication between the Committee and the country level is important, not only for raising awareness of CFS products but also so that they can be used and applied in national policy frameworks and programmes. The communication is essential for the Committee's own awareness of what is happening at field level so that its policy products and recommendations are informed by the practical experiences of communities (rights holders), government officials, and the range of non-state actors involved in food security and nutrition. These lessons from the field are as important as the scientific evidence contained in the HLPE reports.

**Key Evaluation Question 2.2** To what extent do the strategies, tools, products and recommendations contribute to the Outcomes?

222. The Committee has produced three major policy convergence products, policy recommendations informed by 10 HLPE reports, and policy recommendations from three policy round table discussions, between 2010 and 2016. These are the outputs of extensive research and intensive consultation and negotiation processes. There is an expectation that countries will take up these products and policy recommendations in their national policy frameworks. There are also assumptions that there is some capacity in countries to implement the products. Interviews with government officials and civil society at the country level found that the implementation of the VGGT for example, required tools for advocacy and raising awareness, practical guidance on setting up steering structures to oversee the implementation of particular VGGT projects, tools for setting up or strengthening existing multi-stakeholder platforms, and tools for monitoring. The technical support provided by FAO includes tools for assisting countries, and civil society organizations have also developed advocacy and other tools to assist their organizations and local communities.

223. The CFS 36<sup>th</sup> Plenary endorsed a proposal to develop and implement country-owned mapping of food security and nutrition actions (policies, programmes, strategies, plans and projects) and their linkages with domestic and donor resources, beneficiary populations, and implementing institutions. The purpose of this mapping was to improve the capacity of national governments and other stakeholders to make decisions on the design and implementation of policies and strategies, and inform the allocation of resources. The work was not concluded, and was overtaken by the FAO Food Security Commitment and Capacity Profile tool, that has not formed part of the Committee's work. This tool assesses and tracks the performance of national authorities against their commitment and capacity to take action

on food insecurity and malnutrition, and so could potentially be of use within the CFS context.<sup>82</sup>

**Key evaluation question 2.3:** To what extent do the stakeholder platforms, interactions and structures contribute to the Outcomes?

224. There are many other platforms, structures and networks at the global, regional and national levels that, if leveraged, potentially can amplify the ‘reach’ of CFS and so contribute to the achievement of the CFS Outcomes. There are regional platforms dealing with food security and nutrition issues, but the Committee appears not to have regular interaction with them. Examples of these platforms are the Hunger Free Latin America and Caribbean Initiative (Regional Initiative 1) and the Mesoamerica without Hunger (Sub-Regional Initiative). There are regional mechanisms in West Africa, for example, the Permanent Interstate Committee for Drought Control in the Sahel, which is the technical arm of ECOWAS for food security and resilience, and has been extended to other West African countries, including Ghana. There is also an OECD platform supporting food security and nutrition in the Sahel. Interviewees at the country level suggested that the Committee should have a mechanism that will allow it to interact regularly with them. There were also suggestions that the Committee, represented by the CFS Chair or senior level staff, should meet with regional intergovernmental bodies, as they have regional frameworks that the Committee could leverage.

225. Many countries have established national food security councils as part of their commitment to the Right to Food. These councils vary in their composition, and the extent to which non-state actors are involved. The country missions found that countries either had platforms or are intending to establish them. In three of the countries, there were two platforms – one for food security and one for nutrition. Table 28 provides a summary of the platforms in the countries visited.

**Table 28: FSN platforms in countries visited**

| <b>Coordination / Multi-stakeholder platforms</b> |   |
|---|---|
| France  | <b>GISA acts as a mini CFS Plenary.</b> It is an inter-ministerial group staffed by the Ministries of Agriculture and Foreign Affairs, where NGOs and the private sector are invited to attend.   |
| Jordan  | <b>A National Food Security Council chaired by the Minister of Agriculture is being developed.</b> Membership will include various sections from the Ministry of Agriculture, the Union of farmers, the private sector, the agricultural bank and research centers. Other ministries and civil society will be invited depending on the issues to be covered.   |
| Panama  | <b>There are several FSN networks at the country level</b> with representation from different government bodies (Health, Education, and Agriculture) and the National University. Panama is developing a National Food Security and Nutrition Plan 2016- 2020 as well as preparing a new Food Security and Nutrition regulation along with an implementation plan at country level. Most of the collaboration projects are related to school feeding. |
| Philippines                                       | <b>There are various bodies that look at food security and nutrition issues separately and increased dialogue between them is encouraged.</b> The Department of Agriculture looks at the supply side while the National Nutrition Council has oversight on the nutrition issues.  |

<sup>82</sup> FAO, Acting on food insecurity and malnutrition, Food Security Commitment and Capacity Profile, 2014.

| <b>Coordination / Multi-stakeholder platforms</b> |  |
|---|--|
| Senegal   | <b>There is a National Council on Food Security chaired by the Prime Minister that can be leveraged.</b> However, it needs to be restructured so that it can function sustainably without donor funding and relook its mandate. There is a separate national platform for nutrition that is more advanced in its functioning than the food security council, and has a very active civil society membership. |
| Uganda  | <b>Coordination/collaboration between government and civil society on food security and nutrition appears to be limited,</b> despite the existence of the Ugandan Nutrition Action Plan which has a multi-stakeholder platform which is coordinated by the Office of the Prime Minister and includes government, academia, civil society and the private sector.   |

226. The Committee has linkages with the High Level Political Forum on Sustainable Development (HLPF). There is considerable interest from the High Level Political Forum to have the Committee play a strong role in the thematic follow-up review of the Sustainable Development Goals. The High Level Political Forum sees the Committee as a channel through which it can learn from the practical experiences of countries implementing the 2030 Sustainable Development Agenda in the area of food security and nutrition, and sees its inclusive multi-sectoral policy tools as potentially useful instruments for countries to achieve the indivisible SDGs.

**Key evaluation question 2.4:** What unexpected outcomes and dynamics have emerged from the six roles and structures?

227. The increased demand for side events is an unexpected outcome. The side events were designed to provide a space for open dialogue without the strict formalities of the CFS Plenary Session, and for CFS Members and Participants to showcase their work or launch initiatives. The number of side events in 2016 is unprecedented in the period from 2010. The increasing demand for side events, and the large number of participants in these have generated concern that the main Plenary Sessions might be taking a backseat and appear less interesting than the side events.

### 3.3 Replicating the multi-stakeholder approach

228. This section of the report discusses the inclusiveness of the Committee and the multi-stakeholder approach that it uses. The evaluation team assessed the extent to which a diversity of voices are engaged in policy-making; how the issue of gender equality and the empowerment of women is addressed; and the extent to which the interests of young people, indigenous people and marginalized populations are integrated into the work of the Committee. There is interest in the potential for the CFS multi-stakeholder approach to be replicated elsewhere in the United Nations system, particularly in the context of the 2030 Agenda for Sustainable Development, and the evaluation study explored the conditions necessary for the platform to function effectively.

**Key evaluation question 3.1:** To what extent has the multi-stakeholder platform engaged a diversity of voices in policy decision-making?

#### Inclusiveness of diversity of voices

229. The reform envisaged the Committee as “...*the foremost inclusive international and intergovernmental platform...*” and most CFS actors view the Committee as unique, at least in the United Nations system, if not globally. The Committee today has a much broader range of stakeholders in its platform than was the case at the time of the decision to reform the CFS. The broadening of the stakeholders’ participation comes from the effective inclusion of civil

society and the private sector, and other United Nations entities, directly or indirectly through the High Level Task Force on Food and Nutrition Security. The nature of the involvement of non-state actors has changed since the pre-reform days.

As one non-state actor described it: *“In the old days we were not allowed into the (FAO) building, then we allowed into the building but not into the room. Then we were allowed into the room but not at the table. Now we are at the table and we can discuss our issues directly with governments and hear what they are thinking.”*

230. Having a seat at the table does not mean that all actors around the table have an equal power to influence the outcomes of policy discussions. Exclusion from policy discussions is systemic or indirect. This means that although CFS Members and Participants are all at the table, there are barriers to their meaningful participation in the policy discussions. In the case of the Committee, language or the lack of translation and interpreter services inadvertently excludes people from policy discussions and negotiation processes. The CSM as well as CFS Members have raised the problem repeatedly. According to them, the lack of translation of many main CFS documents is a challenge, and they are disadvantaged when negotiations continue in English only, once interpreters have to leave. There were claims that non-English speaking delegates are known to leave the negotiations once the interpreter services ceased, or simply disengaged from the process. Not addressing the issue of language runs the risk of undermining the important principle of inclusiveness that underpins the reform. Inclusiveness is not an end in itself. It serves to harness the diversity of voices and experiences with the view to making relevant policy recommendations.

231. Indirect exclusion also results from the uneven capacities that participants have around the CFS table. In the case of CFS Members, though all are equal around the table, they have different capacities, and this influences the extent to which they can participate. It is a fact that most developing countries have small delegations, and they tend not to participate, for example, in the ranking of topics for the MYPoW, so they miss out on the opportunity to influence the selection of topics. Arguably, there are developed countries with small delegations that participate actively in the work of the Committee, as they have prioritized the CFS. However, the capacity and support from the capitals are a crucial factor, and in the case of developing countries, this is a constraint. From the interviews, there was a clear message that food security and nutrition issues were a high priority as they were linked to the top priority of poverty eradication. It may be that these countries have pressing priorities that cannot be addressed directly through their participation in the Committee.

232. A concern that emerged from the interviews was the extent to which the mechanisms of the CFS were themselves inclusive. Here, reference was made to the CSM, the PSM, and private philanthropic foundations. A criticism of the CSM from the side of CFS Members was that social movements dominated the CSM. As discussed previously, the CSM structure covers the 11 constituencies identified in the Reform Document. The structure also makes provision for focal points in 17 sub-regions. The CSM therefore covers a very broad spectrum of organizations and geographic regions, each with their own complexities and priorities. The CSM has made a decision to give more space to social movements on its Coordinating Committee and Advisory Group, as they are the most affected by food insecurity, and the most in need of empowerment. It is an attempt to counter the asymmetry within the CSM that derives from the differences in capacity and resources between small civil society organizations and large international NGOs.

233. Within the constituency groupings, the CSM has prioritized smallholder farmers, and they have been given four seats on the CSM Coordination Committee, on the basis that they represent the largest proportion of hungry people globally and produce the largest proportion of food in the world. With the rapid urbanization, especially on the African continent, there are increasing proportions of vulnerable consumers. While consumers' associations are on the

Coordination Committee, they appear to be less prominent than the smallholder farmers. This may also be a reflection of the little emphasis given to consumer issues in CFS.

234. The preceding section on CSM discussed concerns raised by members from sub-regions in the CSM that sub-regional perspectives were not being heard within the CFS policy processes, as the CSM internally gives primacy to the 11 constituent groupings. There is an internal challenge for the CSM in guaranteeing better coordination between sub-regions and constituent focal points and ensuring that the sub-regional perspectives are sufficiently reflected in the CFS policy processes.

235. With regard to the PSM, concerns were raised about the dominance of large corporations. The PSM's reports show that its members are large international associations representing large companies as well as small and medium enterprises. Large enterprises made up 31 percent of the delegation to the CFS 43<sup>rd</sup> Plenary, while small and medium enterprises formed 18 percent of the delegation. Attendance at the CFS Plenary Sessions is self-funded, so small enterprises might be less inclined to incur the direct and opportunity costs of attending the plenaries. There is no diversity in the voices of philanthropic foundations, as the foundation that occupies the seat on the Advisory Group has not reached out extensively to other foundations.

236. With regard to CFS Member States, the voices from governments are predominantly from agriculture and fisheries, and foreign affairs/development cooperation. Yet food security and nutrition is a broad concept that requires a multi-sectoral approach that goes beyond the agricultural sector and includes, for example, water, environment, trade, and economic development, health, education, social development, labour, and gender. The country missions found that ministries, for example, trade and industry, were unaware of the existence of the Committee even though these ministries play an important role in the production and supply of food. It is impractical to have all these 'other' sectors around the table at the global level, and it is therefore important that the discussions and decisions taken in Rome find their way into all ministries that have a role in food security and nutrition. The existence of well-functioning intergovernmental structures (councils) at national level could facilitate the two-way flow of information between the global and national levels.

**Key evaluation question 3.2:** To what extent are gender, and youth, as well as the interests of indigenous people and marginalized populations integrated?<sup>83</sup>

### **Gender equality and empowerment of women**

237. The Committee has endorsed gender equality and empowering women as a basic principle to achieve food security and adequate nutrition for all.<sup>84</sup> The policy recommendations on Gender, Food Security and Nutrition (2011) laid a good foundation for CFS work on gender. The Committee endorsed a set of strong recommendations, including that gender be included in the monitoring mechanisms of current and future Voluntary Guidelines, including the guidelines on the Progressive Realization of the Right to Adequate Food.

238. The Committee's work on gender is reflected in the Voluntary Guidelines on the Responsible Governance of Tenure of Land, Fisheries and Forests (VGGT), and complemented by a technical guide the "Governing Land for Men and Women", developed

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<sup>83</sup> These groups were prioritized for the evaluation on the basis of the issues raised during the inception phase.

<sup>84</sup> Excerpt from the Committee on World Food Security, Policy Recommendations; Gender Food Security and Nutrition. Available at: <http://www.fao.org/3/a-av040e.pdf>

by FAO, focusing on gender-equitable land governance. In the Principles for Responsible Investment in Agriculture and Food Systems (RAI), gender equality and empowerment of women is the third principle, and seeks to ensure that investments in agriculture and food systems foster gender equality and the empowerment of women. Other important publications that have received wide attention and have included a gender lens are the Framework for Action for Food Security and Nutrition in Protracted Crisis (CFS-FFA), as well as HLPE reports and CFS policy recommendations on Water for Food Security and Nutrition; and Food Losses and Waste in the Context of Sustainable Food Systems.

239. The above documents demonstrate that the Committee has integrated gender considerations in its policy products. In this regard, the gender specialists within the RBAs have played an important role in providing technical and policy expertise to the Committee. It is beyond the scope of the evaluation to assess the extent to which the integration of gender considerations has actually fostered gender equality and the empowerment of women. The 2011 Policy Recommendations on Gender, Food Security and Nutrition put forward strong recommendations for Member States, but the extent to which these have been taken up is unknown, as there has been no monitoring of the implementation of these recommendations. The UN System-Wide Action Plan for implementation of the CEB United Nations System-Wide Policy on Gender Equality and Empowerment of Women (2012) was introduced to strengthen gender mainstreaming in the UN system with a strong emphasis on results and accountability.<sup>85</sup> The UNSWAP is an overarching framework to guide the entities in the UN system. This may be a matter for consideration in the future work of the Committee. The evaluation team notes that the 2016/2017 MYPoW (paragraphs 30-31) endorsed by the CFS 43rd Plenary Session, plans to organize a Forum on Women's Empowerment in the context of food security and nutrition at the next CFS Plenary.<sup>86</sup>

240. A good example of collaboration in relation to gender between the Committee and the Rome-Based Agencies is the development of materials and guides based on CFS products. Currently, FAO is guiding the formulation of an Implementation Guide on Gender Equality in Small-Scale Fisheries (SSF Guidelines), which are under revision through an online consultation. It is noted that these are not CFS guidelines, but they draw on CFS products.

241. UN Women has participated in side events of the CFS Plenaries, and the Executive Director participated in a panel at the CFS 37<sup>th</sup> Plenary. However, there has not been a sustained working relationship between UN Women and the Committee, though more recently, the current Chairperson has met with the Executive Director. One of the roles of UN Women is to assist Member States to implement global standards on gender equality, and to support intergovernmental bodies such as the Commission on the Status of Women in formulating policies, global norms and standards. UN Women is potentially a valuable partner for CFS in its work on gender equality and women's empowerment.

### **Youth on CFS agenda**

242. The issue of youth is on the agenda of the Committee. Recognizing the importance of engaging youth as the next generation of agricultural producers and involving them in decision-making, the Committee embarked on identifying ways to develop the capacities of youth. The initiatives included the documentation of case studies on initiatives aimed at developing the capacities of young people in food security and nutrition issues. The case

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<sup>85</sup> UN Women, UN System-Wide Action Plan for implementation of CEB United Nations System-Wide Policy on Gender Equality and Empowerment of Women, September 2012. Available at: <http://www.unwomen.org/en/how-we-work/un-system-coordination/promoting-un-accountability>

<sup>86</sup> Making a Difference in Food Security and Nutrition" Rome, Italy, 12-15 October 2015 CFS Multi-Year Programme of Work (MYPoW) for 2016-2017. Available at: <http://www.fao.org/3/a-mo317e.pdf>

studies covered the global level as well countries in Africa, Asia Pacific, Europe, Near East, and in the Latin America and Caribbean region. They covered different approaches to the development of knowledge, skills and capacity for youth in agriculture, including from peer-to-peer learning to vocational training. The case studies identified successes, challenges and lessons learned, with the purpose of informing the broader policy environment as well as the design of policies and programmes for youth.<sup>87</sup> The Committee also hosted a Youth Ideas Incubator as a special event at the CFS 42<sup>nd</sup> Plenary, where youth were given the opportunity to put forward their views on what should be done to address food insecurity and malnutrition, and how policy-makers could involve them.

243. Youth was identified by interviewees as an important issue that perhaps needed more emphasis or coverage. This does not imply that the Committee has not integrated youth in its work, but rather that there are CFS Members and stakeholders who view the issue of youth as very important and feel that it should not be left behind. The youth initiatives mentioned in the evaluation report are relatively recent, and it would be useful at a later stage for the Committee to have a follow-up on youth issues.

### **Indigenous Peoples**

244. The UN Declaration on the Rights of Indigenous Peoples (UNDRIP) was adopted by the General Assembly in 2007, and places a responsibility on the organs and specialized agencies of the United Nations system and other intergovernmental organizations to contribute to the full realization of the Declaration.

245. The Committee recognizes the need to integrate issues of Indigenous Peoples into its work and has done so to some extent. For example, the Framework for Action for Food Security and Nutrition in Protracted Crises Principle 4 refers to special considerations to promote and protect Indigenous Peoples affected by or at risk of protracted crises. The VGGT dedicates an extensive section to the legal recognition and allocation of tenure rights to Indigenous Peoples and other groups who adopt customary tenure systems. The VGGT clearly expresses that governments and non-state actors “...*should acknowledge that land, fisheries and forests have social, cultural, spiritual, economic, environmental and political value to indigenous peoples and other communities with customary tenure systems.*”<sup>88</sup>

246. The Indigenous Peoples’ right to Free Prior Informed Consent (FPIC) is included in the Principles for Responsible Investment in Agriculture and Food Systems (RAI), even though some states did not accept the wording during the negotiation process. The FPIC protects human rights and is based upon the right of all peoples to self-determination. There are also examples of the HLPE’s inclusion of indigenous knowledge systems as sources that inform the various topics covered by the HLPE. While there is evidence that the Committee has integrated the issues of Indigenous Peoples in its work, these issues are championed primarily by the CSM, and not by the Committee as a whole.

247. The evaluation team observed in the field mission to the Philippines that the government had adopted the VGGT as guidance in its consolidation of agrarian reform and is giving consideration to the rights of Indigenous Peoples in the legislation. In the case of Panama where the VGGT has been adopted, the State respects the autonomy of Indigenous Peoples and their right to land.

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<sup>87</sup> CFS, Developing the knowledge, skills and talent of youth to further future food security and nutrition. Available at: <http://www.fao.org/3/a-i5024e.pdf>

<sup>88</sup> Voluntary Guidelines on the Responsible Governance of Tenure of Land, Fisheries and Forests (VGGT), 2012, Rome, Italy; Part 3, Legal Recognition and Allocation of Tenure Rights and Duties, Paragraph 9.1-9.12.



## Other marginalized groups

248. People with disabilities are vulnerable to food insecurity and malnutrition through poverty that is often a cause of, or a consequence of their disability. The United Nations Convention on the Rights of Persons with Disabilities (2008) has been ratified by 165 countries. Yet in many countries the rights of people with disabilities, and their specific needs, are often overlooked in development programmes. The 2030 Agenda for Sustainable Development includes seven targets that make explicit reference to people with disabilities, and targets pertaining to people in vulnerable situations include people with disabilities. People with disabilities are not mentioned explicitly in the Reform Document, but are implied in the definition of food security and in the vision of CFS. The SDGs are indivisible, so disabled persons' food security should not be ignored.

**Key evaluation question 3.3:** What are the assumptions, factors and conditions necessary for the platform to function?

249. One of the objectives of the evaluation is to generate lessons on multi-stakeholder collaboration. The evaluation team analysed information from the interviews and the information collected on multi-stakeholder platforms and approaches<sup>89</sup>. The analysis identified several critical success factors or conditions that need to be in place for the effective functioning of multi-stakeholder platforms. These are summarized in Table 29, with an assessment of the Committee against these criteria.

**Table 29: Assessment of current state of CFS against critical success factors**

| Vision and strategy   |  |
|---|--|
| Critical success factors  | How CFS measures up  |
| Vision must be unambiguous  | The vision of the CFS contains several elements and it takes several readings to understand the vision.  |
| It must be clear to those inside and outside the platform what it seeks to achieve      | CFS has clarity on what it wants to achieve, although there are differences in opinion on how best to do this. It is not clear to outsiders what CFS seeks to achieve as it is not well-known to those not closely involved in the Committee, nor is it fully understood how their efforts complement and/or leverage the efforts of other actors in the food and nutrition arena. |
| Objectives should be specific, not vague  | CFS' overarching objective is sufficiently specific. However, its three Outcomes are very broad and high level, and not easily amenable to measurement. These could be improved by including immediate and intermediate outcomes.  |
| Select issues of high interest that will bring people to the table                      | CFS selects issues that have attracted attendance at Plenaries as they are relevant food security and nutrition issues. The side events attract many people.   |
| Choose one topic that will have impact, rather than many topics that have little impact | CFS tries to focus on one or two topics, but there is always pressure to cover more topics or issues.  |
| Be flexible to respond to changing conditions   | CFS is not a very flexible platform and is slow to respond to changing conditions. This limited flexibility is inherent to intergovernmental bodies.   |
| Values  |  |
| Critical success factors  | How CFS measures up  |

<sup>89</sup> Dodd, F., Multi-stakeholder partnerships: Making them work for the Post-2015 Development Agenda, provides a useful discussion on multi-stakeholder approaches in the United Nations system.

|  |  |
|--|--|
| Mutual respect and trust among all who are part of the platform  | There is mutual respect among the parties in CFS and rules of debate and negotiation are observed. The levels of trust are low within and between some of the structures in CFS.   |
| Spirit of collaboration and consensus  | CFS strives for consensus in its decision-making. This consensus approach is accepted as the way in which CFS ‘does things’. Some are critical of the consensus approach and see it as driving CFS to appeal to the lowest common denominator and therefore not selecting topics that might be controversial.  |
| Everyone should work in the same direction even if they have different interests and perspectives                        | Most members of the CFS platform want to see CFS work effectively and achieve its objectives. There are many different interests and perspectives on how this should be done.  |
| Be inclusive of the different structures that exist within the platform  | CFS strives for inclusiveness, but there are challenges. The unavailability of translation and interpreter services for all documents and meetings and the unpredictability of funds undermine inclusiveness.  |
| Equal voice for all at the table   | CFS allocation of Advisory Group seats is a source of tension within the Committee, as there are participants who feel that they do not have an equal voice at the table. There are different interpretations of equal voice – for some it means parity in the number of seats, for others it means that the allocation of seats should favour those most affected by food insecurity.   |
| Freedom to voice views without fear or hindrance   | CFS Members and Participants are free to express their views in meetings of the platform. There may however be practices within the different groupings that inhibit freedom to voice views. The evaluation team is not privy to what happens in the internal meetings of Members and Participants.  |
| <b>Capacity</b>  |  |
| <b>Critical success factors</b>  | <b>How CFS measures up</b>   |
| Leadership capacity to influence the UN agenda   | Responsibility for influencing the UN agenda seems to be left to the CFS Chairperson. There appears not to be a sense of collective responsibility to influence the UN agenda.   |
| People at all levels who can champion the platform   | CFS is championed to varying degrees by different structures and mechanisms at different levels. Currently, the CSM is active at championing the CFS at the country level. At the global level, more advocacy can be done by member countries especially in the governing bodies of the RBAs and at UN platforms. RBAs are in the best position to champion CFS at regional level while collectively, more can be done at the country level, to support countries in adapting CFS products to the countries’ individual realities to make them meaningful, and to support countries in using these products. |
| A capable secretariat to support the platform  | There are shortcomings in the structure of the CFS Secretariat resulting in under-utilized capacity at the senior level. Delays in secondments from RBAs and unpredictability of funding impact on the effectiveness of the Secretariat.   |
| Members must have the capacity to do their work in the platform and to participate in various structures of the platform | Capacity is uneven across the different CFS Members, so those with less capacity and fewer resources limit their participation in the platform.  |
| <b>Systems and procedures</b>  |  |
| <b>Critical success factors</b>  | <b>How CFS measures up</b>   |
| Procedures are necessary and must be clear   | CFS is subject to General Rules of the Organization, which includes its own Rules of Procedure. The Rules of Procedure are broad and do not cover fine details, and so there is room for interpretation of the rules to each individual’s purpose. The procedural guidelines which subsidiary and ad   |

|  |  |
|--|--|
|  | hoc bodies OEWGs and TTTs are currently working under are not documented and thus can differ across different workstreams.   |
| Flexibility in procedures  | As a UN intergovernmental body, CFS has limited flexibility in procedures.   |
| <b>Funding</b>   |  |
| <b>Critical success factors</b>  | <b>How CFS measures up</b>   |
| Funding must be sufficient to achieve objectives   | CFS funding is insufficient to fully cover all its activities noted in the MYPoW for the biennium and lacks a model for sustainable financing. Transparency could help donors to understand the potential impact of their contributions.         |
| Funding must be predictable  | CFS funding is not predictable. It relies on donor funding for its work-stream activities, and for the CSM and HLPE. Delays in secondment of RBA staff impact on its ability to deliver.   |
| <b>Communication</b>   |  |
| <b>Critical success factors</b>  | <b>How CFS measures up</b>   |
| Communicate messages to generate meaningful dialogue especially when there is a lot of technical information | CFS needs to look beyond plenary and elaborate an implementable outreach strategy that includes the transmission of easy-to-understand information for its messages to be well received by those who need them the most (i.e. at country level). |

250. The assessment points to areas of strength of the Committee, for example, mutual respect among parties, a spirit of collaboration and consensus, and freedom to express views on the platforms provided by CFS. There are clearly areas where the Committee should improve. Interviewees put forward a number of suggestions for improvement in the functioning of the Committee, particularly on matters of prioritizing, funding, and communication and outreach. These are summarized in **Annex E**. The assessment can be used as reference for planning improvements in the Committee’s functioning.

## 4 Conclusions and Recommendations

### 4.1 Conclusions

251. This section of the report presents the main conclusions of the evaluation, and for clarity, these conclusions are organized around the key evaluation questions.

**Key Evaluation Question 1.1** To what extent has the reformed CFS enhanced global coordination of food security and nutrition issues?

252. **Conclusion 1:** The Committee has made some contribution towards enhancing global coordination on food security and nutrition issues. It has put mechanisms and processes in place to carry out its global coordination role. While the Committee has addressed relevant issues that fall within its mandate, it has not sufficiently articulated and exploited its comparative advantage in food security and nutrition as it lacks an overarching strategy. The Reform Document is the founding document of the reformed CFS, but cannot serve as a strategy for action.

253. The Committee is the only platform within the United Nations system that brings together a broad range of diverse stakeholders at the global level to develop guidelines and make policy recommendations, in the manner that it does, with non-state actors as equal partners, except for the final decision. It has the participation of civil society and the private sector in all its major processes, and is able to draw on the evidence base provided by the reports of the High-Level Panel of Experts. This makes the Committee unique within the

United Nations system, yet it is largely unknown outside of headquarters in Rome. The Committee is seen by those closely associated with it to be addressing relevant food security and nutrition issues, but as the Committee is largely unknown at the national level, it may not be relevant to the ‘ultimate beneficiaries’ of its work.

254. The Committee’s work to date has dealt with a wide range of food security and nutrition issues, many of which are covered elsewhere. While the topics are relevant and important, the Committee is not always clear about what its added value is in pursuing certain issues. For example, it has not sufficiently articulated its vision and strategy to contribute to global nutrition efforts. The Committee’s contribution to coordination at regional and national levels has been minimal as it has not elaborated for itself what such coordination would entail.

**Key Evaluation Question 1.2** To what extent has the reformed CFS improved policy convergence on food security and nutrition issues?

255. **Conclusion 2:** The Committee has contributed to improved policy convergence on food security and nutrition issues to the extent that it has developed policy products that have potential application across many countries and regions. As noted in the findings on policy convergence, it is also necessary to assess policy convergence as an outcome reflected in the use and application of policy convergence products. The Committee has achieved convergence on certain policy issues at the global level, but this has not yet translated into widespread use and application of its policy convergence products.

**Key Evaluation Question 1.3:** To what extent has the reformed CFS strengthened national and regional food security actions?

256. **Conclusion 3:** The Committee contributed to national actions on food security and nutrition actions through the technical support and advice given by FAO, other development partners, and civil society, to countries in using and applying the VGGT. The role of the CFS in facilitating support and/or advice to countries and regions remains unclear, and the support that countries have received from FAO and others was not facilitated through the Committee. CFS has limited information on what countries require, and it does not have information on the many FSN platforms that exist at national and regional levels. This information is necessary for CFS to facilitate advice and support at national and regional levels. The Committee made a modest contribution to promoting accountability through its ‘monitoring’ thematic event on VGGT. There is a lack of clarity in CFS about its ‘monitoring’ role, and little progress has been made in monitoring the main products and policy recommendations of the Committee.

**Key Evaluation Question 2.1** To what extent do the six roles, working arrangements, management systems and structures contribute to the Outcomes?

257. **Conclusion 4:** The Committee is functioning and has managed to generate a high level of outputs since the 2009 reform. It could be more effective and efficient; its performance of its six roles is uneven, and there are gaps and issues that it needs to address to be fully effective and efficient.

258. As a platform for coordination at the global level, the Committee has managed to bring a wide range of stakeholders around the table to dialogue on food security and nutrition issues. However, it is too early to conclude whether this has translated into strengthening collaborative action among stakeholders at the country level. The Committee has been able to produce policy convergence products, and there is evidence of use of one of its major products. The roles that the Committee has not been effective in executing are:

- Support and advice to countries and regions.
- Coordination at national and regional levels.
- Promoting accountability and sharing best practices.

259. There is a lack of clarity and agreement about how the Committee should proceed with these roles. In the case of support and advice to countries and regions, the Committee at best can only facilitate support and advice to countries and regions. The Committee is an intergovernmental policy body, and not an implementing body. The Rome-Based Agencies and others in the United Nations system are better placed to provide support and advice to countries and regions.

260. With regard to the Committee's role in promoting accountability and sharing experiences and good practices, it has made a good start with convening global events for sharing experiences and good practices. There were, however, differing views in the Committee about its role in monitoring and what, exactly, it should be monitoring. It is not feasible, nor is it desirable for the Committee to attempt in-depth monitoring of the implementation of the numerous policy recommendations, and policy products at the country level. Periodic stock-takes and evaluation may be more appropriate.

261. **Conclusion 5:** The Bureau, the Advisory Group, and the Open-Ended Working Groups played a pivotal role in shaping the agenda of Committee and content of its work. The contestation over the membership of the Advisory Group to ensure adequate representation of all stakeholders threatens to reduce the effectiveness of the Advisory Group. The Civil Society Mechanisms and the Private Sector Mechanisms play an important role in facilitating the contributions of non-state actors in the work of the Committee. Both mechanisms are seeking to have the requisite 'space' to ably facilitate the views of their participating organizations. The Joint Bureau-Advisory Group meetings are a platform for influencing the decisions of the Bureau and ultimately, the Plenary. It is therefore not surprising that there is contestation over the representation and the distribution of seats in the Advisory Group.

262. **Conclusion 6:** The role of the Chairperson went beyond chairing the Plenary and Bureau meetings, to an active role in outreach and interaction with the United Nations headquarters in New York, the regional conferences, as well as addressing meetings outside CFS in Rome, and other countries, on request. While the Rules of Procedure made provision for the Chairperson to do more than chair meetings, these other functions were not made explicit in the rules. There was also a lack of clarity about the role of the Chairperson in relation to the work of the CFS Secretariat.

263. **Conclusion 7:** The CFS Secretariat was generally perceived by CFS Members and stakeholders to perform its functions effectively, in particular, organizing a large-scale event such as the annual CFS Plenary. However, the unpredictability of the contributions from the RBAs, which are largely in-kind and without compensation for delays, poses a serious risk to the stability and effectiveness of the Secretariat. The structure of the CFS Secretariat was not planned in any detail from the outset, and there are issues pertaining to work allocation and to the efficient and effective utilization of staff.

264. **Conclusion 8:** The High Level Panel of Experts produced reports that covered a range of food security and nutrition issues. There was broad agreement among CFS Members and stakeholders on the importance of the Panel in bringing scientific evidence to inform the decisions of the Committee, but the potential of the Panel was not fully exploited. The Panel has a number of challenges including the lack of adequate resources to promote its work.

265. **Conclusion 9:** The Multi-Year Programme of Work followed a rigorous process of identifying the priorities for the Committee over the biennium but has not been successful in limiting the number of priorities that are finally approved. The Committee's effectiveness and

efficiency are impacted negatively by the unpredictability of its funding and the resources for the Joint CFS Secretariat, the HLPE and the CSM.

266. **Conclusion 10:** The Committee has not been effective in its communication and outreach, as it is largely unknown at the country level. The Civil Society Mechanism and the Private Sector Mechanism promote the Committee and raise awareness of products and decisions, among their constituencies. The gap lies in the communication between delegations in Rome and ministries at the country level, and the extent to which the RBAs have (or have not) included the CFS policy outcomes into their programmes and work at the country level.

**Key Evaluation Question 2.2** To what extent do the strategies, tools, products and recommendations contribute to the Outcomes?

267. **Conclusion 11:** The Committee ultimately has little control over the extent to which its policy products and recommendations are used and applied, although it can proactively seek to influence the use and application of these. The effective use and application of CFS policy products and recommendations require that countries be supported with strategies and tools, as well as practical guidance to adapt CFS products to the country context. The development and deployment of these, however, fall outside the mandate of the Committee, and it is up to the Rome-Based Agencies, and other development partners, as well the CSM and PSM to develop strategies and tools for the use and application of CFS policy products and recommendations. The VGGT was a good example of strategies and tools developed to aid the use and application of a policy product. However, this was not the case with other products and recommendations.

**Key evaluation question 2.3:** To what extent do the stakeholder platforms, interactions and structures contribute to the Outcomes?

268. **Conclusion 12:** While the Committee has linkages with platforms at the global level, this was not the case with regional and national platforms. Even at the global level, the evidence suggests that the Committee is ‘Rome-centric’ and not sufficiently engaged with other global structures. This could change with the interest shown by the High Level Political Forum on Sustainable Development. The Committee has not developed strong linkages or leveraged stakeholder platforms at the regional level. The evaluation found several platforms across different regions, and within the countries visited, with no discernible interaction with CFS.

**Key evaluation question 3.1:** To what extent has the multi-stakeholder platform engaged a diversity of voices in policy decision-making?

269. **Conclusion 13:** The reformed Committee engaged a greater diversity of actors than was the case prior to the reform, especially through its two mechanisms from civil society and the private sector. There are challenges in ensuring that the Committee is truly inclusive. Insufficient translation and interpreter services, especially for important negotiation processes and documents, and the uneven capacities of CFS Members and Participants impact negatively on their participation in CFS processes. The CSM and PSM are still evolving as inclusive mechanisms, as the full diversity of voices within these mechanisms was not always evident in Advisory Group discussions. Strong sentiments were expressed by the World Farmers’ Organisation that their member organizations did not feel represented by neither the CSM nor the PSM, and advocated for “...an autonomous space where their voices can be listened to...”<sup>90</sup>

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<sup>90</sup> Communication from WFO to the evaluation team, April 2017.

**Key evaluation question 3.2:** To what extent are gender, and youth, as well as the interests of indigenous people and marginalized populations integrated?<sup>91</sup>

270. **Conclusion 14:** The Committee has integrated gender equality and the empowerment of women in its agenda, and the participation of youth is receiving more attention than has been the case in the past. The Committee has integrated the interests of Indigenous Peoples into its work, but issues of Indigenous Peoples are championed primarily by the Civil Society Mechanism and not by the Committee as a whole.

**Key evaluation question 3.3:** What are the assumptions, factors and conditions necessary for the platform to function?

271. **Conclusion 15:** The Committee is potentially a good model for the collaboration and partnership required to achieve the targets of the Sustainable Development Goals. However, it still lacks some of the factors or conditions required to function effectively as a multi-stakeholder platform.

272. Successful multi-stakeholder initiatives have clear objectives and a single issue that brings stakeholders to the table to try to resolve. The Committee covers a broad spectrum of food and security issues, and does not have a single focus that stakeholders can rally around. The Right to Adequate Food, which was one of the drivers for the reform, has seldom been a direct focus of CFS activities, except for the ten-year retrospective event held in 2014, and the CSM-Norway event held in 2016.

273. Multi-stakeholder platforms require predictable resources and a stable core staff to support them. These two conditions are not in place in the Committee and as a consequence, sustainability is at risk. Effective multi-stakeholder platforms are good at communicating their vision, and demystifying the technical aspects of their work. This condition is not present in the Committee.

274. There must be mutual respect and trust among stakeholders. This is something that is still evolving in the Committee. People do not work together because they trust one another – they develop trust through working together. Stakeholders must feel that they have an equal voice and that their different contributions have equal value in the Committee. This is an area where the Committee and its mechanisms have challenges. There are groups that feel excluded or that their contributions are not valued equally.

## 4.2 Recommendations

275. The evaluation team makes a number of recommendations, and notes that the Committee is already addressing some of issues raised in this evaluation. The team has prioritized the recommendations, but advises the Committee that all the recommendations are necessary to improve its relevance, effectiveness and efficiency.

### Strategic framework

276. **Recommendation 1** [ref: Conclusions 1 & 2]: The Committee should direct the Bureau to lead the development of a strategic plan/framework to guide CFS's work over the medium-to-long term, using the 2030 Agenda for Sustainable Development as its frame of reference, and informed by amongst other things, the Critical and Emerging Issues paper of the HLPE. While the Bureau leads the process, it should be an inclusive process that draws on the insights of all CFS Members and Participants, and other relevant stakeholders. An OEWG

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<sup>91</sup> These groups were prioritized for the evaluation on the basis of the issues raised during the inception phase.

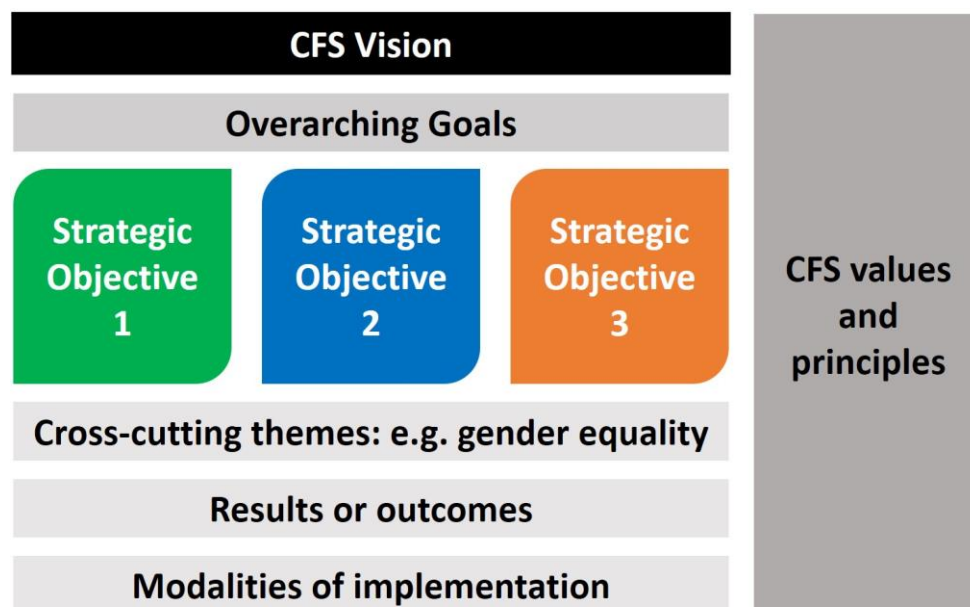
structure supported by a Technical Task Team should be tasked to develop the plan/framework.

277. The evaluation team does not wish to prescribe the particular planning regime that the Committee should adopt, as each organization needs to find what approach is best suited for its mandate. The United Nations system has adopted a results-based approach to planning, and the Committee is advised to incorporate the principles of a results-based approach into its framework. It would be useful to consider the approaches adopted by the Rome-Based Agencies. FAO has a 10-year strategic framework, and within this, a four-year medium-term plan and a two-year programme of work and budget. IFAD has a 10-year strategic framework, with three-year medium-term plans, while WFP has a five-year strategic plan.

278. The planning horizon for CFS should be at least six years, covering three biennia, and should be reviewed and updated as necessary. The strategic plan/framework does not replace the MYPoW – it sets the direction within which the MYPoW should be formulated. The MYPoW represents the programme of activities that CFS intends to implement for the duration of the MYPoW.

279. The strategic plan or framework should set out the vision of CFS and its overarching goal(s), as well as a small number of strategic objectives to direct it towards achieving or contributing to the goal(s). While there is no prescription on the number of strategic objectives, it is advisable to have no more than five, clearly articulated objectives, and the results or outcomes to be achieved. It is important that the Committee consider the pathways for achieving the intended outcomes or results, and here the indicative programme logic developed in the course of the evaluation can be used as a guide. The development of the strategic plan/framework also provides an opportunity for the Committee to clarify the six roles set out in the Reform Document, and the modalities for carrying out these roles. Figure 1 shows schematically the indicative elements of a strategic plan/framework.

Figure 1: Indicative elements of a strategic plan/framework



280. As part of the process of developing the strategic plan/framework, CFS should draw on the forthcoming Critical and Emerging Issues Paper of the HLPE, and information on what other global actors are doing in FSN, to enable CFS to clarify its niche and where it can add value. The strategic plan/framework should be informed by the realities ‘on the ground’: the CFS should obtain information on the national FSN priorities, as well as information on



existing and planned national platforms. The Advisory Group, the Rome-Based Agencies and WHO are well-placed to provide information on national priorities and national platforms.

281. **Recommendation 2** [ref: [Conclusion 9](#)]: The MYPoW structure and process should be revised. The MYPoW should be informed by, and aligned to the strategic framework, and there should be a clear link between the activities in the MYPoW and the results or outcomes in the strategic framework. CFS is investigating the option of a four-year MYPoW. Given the difficulty that CFS has in securing a firm budget for a two-year period, extending the MYPoW to four years will simply mean having a plan with many unfunded activities. The need for a medium-term perspective is catered for by the introduction of a strategic plan/framework that covers three biennia.

282. The MYPoW should be linked to the budgeting process to reduce the chronic funding deficits faced by the MYPoW. While CFS seeks to ensure sustainable funding, it should also prioritize its work, streamlining workstreams and potentially de-emphasizing other work streams where appropriate. CFS needs to determine the delicate balance between quality and quantity of workstreams and avoid spreading itself too thinly. Any MYPoW presented at the CFS Plenary should include a committed budget with specific allocation to prioritized workstreams. There should be an understanding that other workstreams should not start until extrabudgetary funding is available.

283. **Recommendation 3** [ref: [Conclusion 9](#)]: The ability to carry out activities in the MYPoW is dependent on a sustainable CFS budget. The Bureau should take the following actions to secure sustainable funding for CFS:

- (i) It should develop a resource mobilization strategy as a matter of urgency. The resource mobilization strategy should be underpinned by a clear, simple message about CFS that will appeal to potential funding partners. The resource mobilisation strategy should be for CFS Plenary and workstreams, the HLPE and the CSM.
- (ii) The sources of funding should be diversified. Private foundations and the private sector should be considered, provided there are no conflicts of interest. The donor base from public sources should be expanded, with an appeal to those CFS Member States that have not funded CFS since the reform.
- (iii) The RBAs should formalize their contribution through a Memorandum of Understanding and could be approached for an increase in their annual contribution. It is not possible to predict the size of the increase as this would depend on the number of workstreams in a given MYPoW.
- (iv) There should be greater transparency in the budgeting process, showing how budget allocation decisions have been arrived at. Equally important is transparency in the expenditure. There should be accounting of actual expenditure where this is currently not the case, except for the HLPE and CSM.
- (v) Consideration should be given to having a position in the Secretariat that is dedicated to resource mobilization, budget analysis and expenditure reporting.

284. **Recommendation 4** [ref: [Conclusion 5](#)]: The Bureau should review the composition and processes of the Advisory Group to ensure that it is able to perform its functions effectively. Members of the Advisory Group who have not attended three consecutive meetings in the current biennium should be requested to provide reasons for their non-attendance, and an indication of their interest in going forward. These members can be given the option of an ad hoc seat and attend only when there are specific items that are relevant or are of interest to them. Another option would be to make phone-in facilities available for those members not stationed in Rome.

285. The Bureau should assess requests for seats on the Advisory Group, using a due diligence approach. Requests should only be considered if accompanied by a detailed proposal setting out, but not limited to the following:

- Demonstrate how the participant will contribute to CFS objectives, and the value added by the participant.
- Demonstrate contribution made to date in CFS processes and other structures.
- Resolution from the member organizations to be represented.
- Audited or reliable figures on the membership.
- Governance arrangements – composition of decision-making or steering structures.
- How participation in the Advisory Group will be funded.
- Declaration of conflict of interest.
- Participation in other intergovernmental bodies.

286. With regard to current requests for new mechanisms or additional seats, the decision rests with the Bureau. The evaluation team has been requested to provide a view on these requests and on the current allocation of seats. The views of the team are as follows:

- (i) The PSM has requested parity in seats with the CSM, that is, whatever the number of seats that the CSM has, PSM should have the same number. In the opinion of the evaluation team, an equal voice does not mean that there must be parity in the number of seats. The CSM was allocated four seats to give priority to those voices that historically have been marginalized. To give parity in the allocation of seats will only serve to reinforce the asymmetry of power between civil society and the private sector within the context of a multi-stakeholder platform, and so undermine the principles of the reform. However, there are small businesses involved in food production and they should be brought on board, and accordingly, consideration should be given to an additional seat for the PSM.
- (ii) The World Farmers Organisation has requested the creation of a farmers' mechanism, on the basis that farmers are not adequately represented by the CSM, asserting that they represent social movements and not farmers, and the PSM, as they represent agri-business and not farmers. The evaluation is not persuaded by the argument, as there are farmers in both mechanisms. The team noted that the WFO and its member organizations feel strongly about the issue, and they should be invited to submit a detailed proposal to the Bureau addressing the items set out in Para 285.
- (iii) Consideration should be given to allocating an Advisory Group seat to WHO, as they have demonstrated their commitment and contribution to CFS.
- (iv) The CSM should be requested to provide a comprehensive proposal to motivate the need for additional space. The allocation of an additional seat should be contingent on demonstrating that the CSM has addressed its internal organization, in particular, how the communication to, and the involvement of sub-regions can be improved.

287. **Recommendation 5** [ref: [Conclusion 1](#)]: The CFS Plenary Session is the high point and culmination of the work done during the year, and the Bureau should ensure that the Plenary is a vibrant platform where there is dialogue on the key FSN issues of the day. The many side events should not be seen as threat to the main Plenary, but as an opportunity to raise the profile of CFS to an audience wider than the audience in the main Plenary. The side events should also be used to have a dialogue on difficult or contentious issues that have not found their way onto the main agenda of the CFS Plenary.

288. The Bureau should revisit the recent practice of having negotiations well in advance of the plenary week. The negotiation process is as important as the policy recommendations that are finally endorsed, and it is essential that the process be as inclusive as possible. While

these processes do take time, being inclusive is likely to be more efficient in the long-run, than short-term efficiency approaches that inadvertently exclude those who cannot travel to Rome several times a year. The Committee could consider a different approach, taking reference from other intergovernmental meetings, where, for example, side events and negotiations at the level of officials precede the plenary attendance and discussions that involve ministerial level delegates.

289. **Recommendation 6** [ref: [Conclusion 5](#)]: The Bureau should streamline the number of OEWGs by consolidating OEWGs with related functions, as well as take stock of OEWGs which have completed their tasks given by the Plenary and need not continue. It should consider creating an OEWG for MYPoW and budgeting. The status of the GSF OEWG should be revisited once it has completed its review of the GSF, as updating the GSF following each Plenary does not require a fully-fledged OEWG. All OEWGs should develop terms of reference to govern their functioning. The terms of reference should outline the objectives of the OEWG, the results the OEWG must achieve over the biennium, and if the OEWG is a policy-related OEWG, there should be a date for the expiry of the term of the OEWG. Terms of reference should include roles and responsibilities of the Chair, participants and the technical task teams that support the OEWG. Where the work of two or more OEWGs or other policy workstreams are interrelated, provision should be made for joint meetings of OEWG chairs.

290. **Recommendation 7** [ref: [Conclusions 10 &11](#)]: The Committee on World Food Security is an intergovernmental committee within the United Nations system, and it is the CFS Members who ultimately bear the duty of ensuring that the Committee delivers on its mandate. In this regard, there are a number of actions that CFS Members can take to improve the functioning of the CFS:

- (i) CFS Members should review the flow of information to and from their capitals and address gaps to ensure that, among other things, CFS products and recommendations reach the relevant ministries.
- (ii) CFS Members should advocate for the use and application of CFS products and recommendations in their respective countries, according to their needs and priorities.
- (iii) CFS Members should, where feasible, contribute in cash or in kind to the resources of the Committee.

291. **Recommendation 8** [ref: [Conclusion 6](#)]: The Committee and the Bureau should clarify the expectations that they have of the position of Chairperson beyond the chairing of the Plenary and the Bureau/Advisory Group meetings. This clarification should include what are the expected outcomes of the outreach activities of the position, and these should be taken into account in the planning and budgeting of the Committee's activities. The role of the position of Chairperson with regard to the CFS Secretariat should also be clarified so that 'grey' areas are addressed. This may necessitate a review and revision of the terms of reference of the Secretary. The Chairperson, the Director of the ESA and the Secretary should agree on a protocol for reporting from the CFS Secretariat.

292. **Recommendation 9** [ref: [Conclusion 7](#)]: The structure of the CFS Secretariat should be revised to ensure that the Secretariat can effectively support the work of the Committee, and to ensure efficient utilization of staff. The levels and terms of reference of all positions should be reviewed and revised as necessary. It is essential that the RBAs fill vacant secondments within a reasonable timeframe to ensure continuity in the operations of the CFS Secretariat. It is recommended that there be a formal agreement between the Committee and the Rome-Based Agencies on the secondment of staff, including an agreement to fill secondments within the timeframes they use to fill vacancies in their respective agencies.

293. **Recommendation 10** [ref: [Conclusion 4](#)]: CFS should develop an overarching framework that spells out its role in various activities that it has grouped together as monitoring. A great deal of confusion has been created by the generic use of the term to cover different but interrelated functions. CFS should align its terminology and approach with that of the 2030 Agenda for Sustainable Development. The following approach is recommended for CFS role in promoting accountability and sharing good practices at all levels:

- (i) The function of the CFS is to follow up and review progress made with the implementation of the main CFS policy convergence products and policy recommendations from the policy workstreams. These are periodic reviews and there should be a schedule for the reviews taking place during the biennium.
- (ii) The function of the CFS is to convene special events to share experiences and good practices. These events can be informed by intelligence gathered through the periodic reviews.
- (iii) Detailed monitoring of policies, programmes and plans are the responsibility of national governments. CFS should consider conducting a voluntary survey every two years to obtain information on use and application of CFS products and policy recommendations.
- (iv) CFS should commission independent evaluations when required, on major aspects of its work.
- (v) It is essential that the **process** decisions and recommendations of CFS are monitored and reported on. The CFS Secretariat should improve the current system of tracking the process decisions and recommendations. The system should at a minimum identify the decision, the action taken, and the reasons for deviation or non-completion of the action.

294. **Recommendation 11** [ref: [Conclusion 10](#)]: CFS should adopt the principle that communication about CFS is the responsibility of all CFS Members and Participants, supported by the communication function in the CFS Secretariat. Consideration should be given to having Bureau Members facilitate an outreach activity in the respective regions. This will spread the responsibility of communicating and profiling CFS at regional levels. Non-Bureau members should be requested to facilitate an outreach activity in their respective countries. The CFS Secretariat can assist by developing short information briefs, including a standardized presentation on CFS. These information briefs can be used by members of the Advisory Group in their outreach activities, should they need the assistance. The Rome-Based Agencies have a critical role to play in the dissemination and application of CFS policy products and recommendations at country level, and the Committee through the Bureau should request them to intensify their communication efforts.

295. **Recommendation 12** [ref: [Conclusion 8](#)]: Member countries are encouraged to disseminate the HLPE reports to the relevant ministries at country level. The RBAs should consider the HLPE reports in their programme of work.

296. **Recommendation 13** [ref: [Conclusion 8](#)]: The Chairperson of the HLPE Steering Committee should interact with the Bureau and Advisory Group to keep the latter abreast of developments with the work of the HLPE. This informational briefing does not pose a threat to the independence of the HLPE, and can serve to encourage Bureau and Advisory Group members to promote the work of the HLPE. Similar discussions should take place between the two secretariats, so that there is a mutual appreciation of the work of the secretariats.

297. **Recommendation 14** [ref: [Conclusion 8](#)]: The HLPE Steering Committee should address the concerns raised by interviewees, and misunderstandings regarding the processes for calling for project experts. This entails reviewing the existing communication processes

for calling for experts to identify improvements. The Committee should also take steps to improve the accessibility of HLPE reports to non-technical readers.

## Annex A: Concept Note



CFS/BurAG/2015/11/24/01b

### Evaluation of the Effectiveness of the CFS Reform

The concept note was approved by the Bureau in September 2015 with some minor refinements that were inserted in this revised version which is provided for information.

The concept note outlines the overall scope, timeframe, and key roles associated with conducting an evaluation of CFS effectiveness. The attached version reflects comments received during the Bureau/Advisory Group and Bureau meetings of July and September 2015 and comments from the Evaluation Offices of the Rome-based agencies.

The concept note is intended to provide a broad overview of the evaluation and serve as a basis for developing the terms of reference of the Evaluation Team.

## Concept note

### 1. Background

1. The Committee on World Food Security (CFS) was set up in 1974 as an intergovernmental body to serve as a forum for review and follow up of food security policies. The CFS went through an extensive reform process in 2009 to enable it to more fully play its role in the area of food security and nutrition. The CFS reform took place in the wake of rising food prices, financial and economic crises, increasing climate variability and extreme weather events that impact livelihoods, coupled with weak governance structures for food security and nutrition, which combined, highlighted the persistent and unacceptable levels of structural poverty and hunger in the world.

2. The vision of CFS, as stated in the CFS Reform Document is that "CFS constitutes 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. The CFS will strive 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".

3. At its 40<sup>th</sup> session of October 2013, the Committee on World Food Security (CFS) endorsed the recommendation to *conduct periodic assessments of CFS effectiveness in improving policy frameworks, especially at country level, and in promoting participation of and coherence among stakeholders on food security and nutrition*<sup>92</sup>.

4. Contextually, and within the CFS 2014-15 Multi Year Programme of Work (MYPoW), at CFS 40 it was decided to carry out an "*evaluation to assess the effectiveness of the CFS reform from 2009, including progress made towards the overall objective of the Committee and its three outcomes*"<sup>93</sup>.

5. The present concept note describes the purpose, scope, management arrangements and methodology of the evaluation, which will be conducted by an independent Evaluation Team during 2016.

### 2. Evaluation purpose

6. The purpose of the evaluation is to :

- a) produce evidence regarding whether CFS, as a multi stakeholder forum, is achieving the **vision** outlined in the Reform Document and its expected outcomes<sup>94</sup>;
- b) assess the extent to which CFS is performing its **roles** outlined in the reform document, efficiently and effectively and if so, with what **impact**;
- c) review the working arrangements, including the multi-year program of work of CFS, in order to assess how the decision-making processes and planning may be impacting effectiveness;

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<sup>92</sup> CFS 2013/40 REPORT - <http://www.fao.org/docrep/meeting/029/mi744e.pdf>

<sup>93</sup> CFS MYPoW 2014-15

<sup>94</sup> CFS roles and objectives, as defined in the Reform Document, were translated into expected outcomes at CFS 40 in the CFS 2014-15 MYPoW.

- d) propose forward-looking recommendations to enable CFS to respond effectively to emerging FSN challenges, to further strengthen its comparative advantages and to enhance its leadership role in improving global food security and nutrition;
- e) generate learning regarding multi-stakeholder collaboration, to which the CFS represents a possible model to be replicated.

### 3. Evaluation scope

8. The evaluation is to be comprehensive, external, independent and professional. It will assess the overall relevance, efficiency and effectiveness of CFS. It will cover all CFS Bodies (including the CFS Plenary, the Bureau, the Advisory Group, the High Level Panel of Experts (HLPE) and HLPE Secretariat, and the Joint CFS Secretariat) and their roles as defined in the CFS Reform Document, and other ad hoc bodies such as the Open Ended Working Groups, to assess whether they are effectively contributing to the realization of the desired vision of the Committee.

9. The evaluation should cover the period between the CFS reform of 2009 and 2015 and should address the following areas, with particular emphasis on the multi-stakeholder approach and evidence based decision-making of CFS:

- **Objectives and mandate:** to assess the extent to which CFS is fulfilling its mandate, how efficient it is at doing so, and how the roles outlined in the 2009 Reform Document have been implemented;
- **Working arrangements:** to assess the current process and structure of CFS decision-making and work-streams, their sustainability taking into account financial arrangements and reliance on RBAs and their contribution to CFS's ability to meet its mandate;
- **Inclusiveness & Participation:** to determine how effective CFS is at being inclusive, assessing the quality of the participation and the diversity of voices represented;
- **Relevance:** to assess the extent to which CFS addresses relevant FSN priorities at global, regional and national levels in a timely manner;
- **Promotion of Policy Convergence:** to assess the effectiveness of CFS in promoting policy coherence horizontally (among countries, organizations, stakeholders, etc.) and vertically (from local to global levels and vice versa);
- **Coordination and engagement:** to identify how CFS could improve coordination and establish strategic linkages with relevant actors and institutions, especially at the regional and national levels;
- **Evidence-base:** to assess the extent to which CFS decisions and recommendations are based on evidence, and how effectively the High Level Panel of Experts reports are serving their intended purpose;
- **Communication strategy:** to identify ways to increase CFS outreach, in particular focusing on enhancing the awareness of CFS products and multi-stakeholder model at the regional and national levels;
- **Delivery:** to assess if CFS is delivering efficiently, taking full account of the views of CFS members and other key stakeholders on the products and services they



require and receive, on their quality, their relevance and potential impact<sup>95</sup>;

- **Utilization of CFS products and services:** to assess what factors are contributing or hindering to the utilization of CFS products and services, particularly at the regional and national levels.

9. The evaluation will examine the strengths and weaknesses of CFS, where its comparative advantage lies, how it is adding value, and identify concrete measures for improvement in formulating its findings and recommendations. The evaluation will identify what CFS should prioritize in the future and what CFS should be doing differently, cease or start doing. It will be forward-looking and emphasize recommendations to help CFS to better meet future challenges in the evolving global environment, including new emerging FSN issues and needs, and to position the Committee to build on its strengths and comparative advantages.

#### **4. Management arrangements**

##### **Role of the CFS Bureau**

10. The CFS Bureau is the commissioning body of the evaluation. The evaluation process will be managed by an Evaluation Manager reporting to the CFS Bureau. The evaluation will be conducted by an independent Evaluation Team. Quality assurance of the evaluation deliverables will be carried out by an Evaluation Quality Assurance Advisor, reporting to the Evaluation Manager. Following the submission of the final evaluation report, the CFS Bureau will be responsible for preparing a response to evaluation findings, after consultation with the CFS Advisory Group and with CFS Secretariat's support. The CFS Bureau and Advisory Group will receive periodic updates throughout the evaluation.

##### **Role of the Evaluation Offices of the Rome Based Agencies**

11. The Offices of Evaluation of the Rome Based Agencies (RBA) have supported the CFS Bureau in developing the Terms of Reference (TORs) of the Evaluation Manager and the Evaluation Quality Assurance Advisor, and will provide advice on their recruitment. During the implementation phase, these Offices will provide advice to the Evaluation Manager in addressing issues affecting the independence of the evaluation.

##### **Role of the Evaluation Manager**

12. The Evaluation Manager will be responsible for delivering and managing the evaluation within the given budget and timeline to the evaluation standards for impartiality, quality and credibility set by the United Nations Evaluation Group. While recruited and administered by the CFS secretariat, the Evaluation Manager will remain independent from the secretariat in designing, managing and finalizing the evaluation. His/her specific responsibilities require familiarity with the UN financial and administrative rules and procedures. TORs are provided in Annex 1.

##### **Role of the Evaluation Team**

13. The Evaluation Team, including a Team Leader and thematic experts, will be responsible for conducting all evaluation work independently, in accordance with the parameters established in the TORs. The Evaluation Team functions include: refining the methodological approaches to be followed in conducting the evaluation work in consultation with the Evaluation Manager; defining the evaluation work plan within the

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<sup>95</sup> CFS products and services resulting from the endorsement of decisions and recommendations belong to the following four categories: 1) CFS Products; 2) CFS Policy Recommendations; 3) Process-related recommendations; and 4) Events.

agreed TORs, budget and timeframe; ensuring coherence of the evaluation; finalization of the evaluation report, including its findings and recommendations. The Evaluation Team will be responsible for the following deliverables:

- a) Evaluation Inception Report will detail the Evaluation Team understanding of the evaluation TORs, showing how assessment criteria will be addressed with proposed methods, sources of data and data collection procedures. The report will include a workplan and detailed time schedule.
- b) Draft Evaluation Report will be developed in line with the Concept Note.
- c) Final Evaluation Report will not exceed 30 pages. The number of annexes is left open for the Evaluation Manager to decide in consultation with the Evaluation Team. It will include a self-contained Executive Summary.
- d) Presentation of the main findings and recommendations of the evaluation. The Evaluation Team, with support from the Evaluation Manager, will deliver a short and focused presentation of the main findings and recommendations of the Team during a workshop that will take place during the CFS 43 session, mid-October 2016 (format to be determined)<sup>96</sup>.

#### **Role of the CFS Secretariat**

14. The CFS Secretariat will provide administrative and logistic support throughout the evaluation process and will play a key role in facilitating access to documents and information.

#### **Role of all CFS Stakeholders**

15. All CFS stakeholders will be invited to identify focal points to be contacted by the Evaluation Team. The Evaluation Team will also be encouraged to identify additional contacts in order to gain the most thorough understanding possible within the timeframe.

16. An independent Evaluation Quality Assurance Advisor, reporting to the Evaluation Manager, will support the Evaluation Manager in conducting technical oversight of the evaluation work and deliverables, focusing on the review of the application of the agreed methodology and their adherence to standards of quality and independence. He/she will specifically review the TORs of the Evaluation Team, the Inception Report and the Draft Evaluation Report. TORs are provided in Annex 2.

### **5. Methodological approach and issues**

17. The evaluation will apply the Norms and Standards for Evaluation in the UN System, as approved by the United Nations Evaluation Group (UNEG) in April 2005. The evaluation will adopt a flexible approach. The Evaluation Team will have the independence and degree of flexibility, within the scope of the evaluation TORs and in concurrence with the Evaluation Manager, to define and concentrate on those areas where particular strengths or weaknesses are identified, and to explore in greater depth those issues that are considered to be important.

18. The specifics of the evaluation methodology will be proposed by the Evaluation Team. In general terms, the methodology will include the analysis of both primary and secondary information from the following sources:

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<sup>96</sup> The objective of the workshop will be not only to validate the findings but also to deepen stakeholders' understanding of the findings and fine-tune the recommendations.

- Review of CFS Effectiveness Survey findings
- Document review: Focus will be on CFS documents and on relevant global and regional FSN policies, strategies and mechanisms, in order to assess the extent to which CFS policy instruments and guidelines have informed them or are being applied.
- Interviews and/or focus group discussions with key informants: Those will focus on the global, regional and national levels. Key informants will represent all CFS constituency categories and include both CFS "insiders" and "outsiders" (i.e. informants that have not attended CFS sessions or otherwise participated in CFS work). All CFS constituencies will be invited to submit nominees to participate in the interviews and/or focus group discussions.
- A limited number of thematic and or country case studies: Those will serve to deepen the analysis, in order to help better understand the factors influencing CFS effectiveness and efficiency.

19. Within the budget made available for implementing the evaluation, the Evaluation Team is expected to visit at least one CFS Member Country per selected region, in addition to working through other forms of enquiry such as questionnaires and telephone interviews. Priority will be given to countries where regional or sub-regional institutions/entities addressing FSN are based. Regions and countries to be visited will be proposed by the Evaluation Team and agreed to by the Evaluation Manager on the basis of a set of clearly defined criteria to be detailed in the Inception Report. In selecting the countries to be visited, the Evaluation Manager will verify the need for and availability of logistical support from RBA regional and country offices.

20. Evaluation recommendations will be strategic, not overly prescriptive. At the same time, sufficient details will be provided to facilitate the CFS Bureau and the CFS Secretariat to operationalize them.

21. Operationalizing the recommendations is the responsibility of the CFS Bureau. With the support of the CFS secretariat, the Bureau will prepare the Plan of Action to implement the recommendations accepted by the CFS membership.

## 6. Evaluation timeframe

22. The evaluation process will start as soon as the extra-budgetary resources are committed, tentatively mid-October 2015, after CFS 42<sup>97</sup>. The final Evaluation Report is expected to be submitted to the CFS Bureau end of November 2016. The main activities of the evaluation are presented in the table below.

| Activity   | Responsibility  | Timeframe       |
|--|---|-----------------|
| Selection and recruitment of the Evaluation Manager and the Evaluation Quality Assurance Advisor | CFS Bureau, in consultation with the AG (with technical support from the RBA Offices of Evaluation and administrative support from the CFS Secretariat) | End of Nov 2015 |

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<sup>97</sup> Subject to extra-budgetary funding being committed by end of September 2015.

| <b>Activity</b>   | <b>Responsibility</b>   | <b>Timeframe</b>      |
|---|---|-----------------------|
| Development of the TORs for the Evaluation Team   | <b>Evaluation Manager</b> (in consultation with the <b>CFS Bureau/AG</b> )  | Mid-Dec 2015          |
| Quality assurance review of Evaluation TORs   | <b>Quality Assurance Advisor</b>  | End of Dec 2015       |
| Selection and recruitment of the independent Evaluation Team  | <b>Evaluation Manager</b> (in consultation with the CFS Bureau/AG and with the administrative support of the CFS Secretariat) | End of Jan 2016       |
| Submission of the draft Inception Report to the Evaluation Manager and Quality Assurance Advisor  | <b>Evaluation Team</b>  | End of Feb 2016       |
| Submission of the draft Inception Report to the CFS Bureau and AG after quality assurance, before starting the evaluation   | <b>Evaluation Manager and Quality Assurance Advisor</b> (may also involve revisions of the report by the Evaluation Team)     | Mid-March 2016        |
| Submission of the zero draft Evaluation Report to the Evaluation Manager for quality control and Quality Assurance Advisor for initial review   | <b>Evaluation Team</b>  | July 2016             |
| Submission of the first draft of the Evaluation Report to the CFS Bureau and AG, the CFS secretariat and all major stakeholders who have provided information   | <b>Evaluation Manager, with support from the Evaluation Team and the Quality Assurance Advisor</b> as necessary               | End of July 2016      |
| Comments are provided to the Evaluation Team  | <b>CFS Bureau and AG, CFS secretariat and all major stakeholders</b>  | Mid-September 2016    |
| Submission of the second draft of the Evaluation Report to the Evaluation Manager and Quality Assurance Advisor for the final quality control (taking into account comments provided by the stakeholders) | <b>Evaluation Team</b>  | End of September 2016 |
| Presentation of the preliminary findings and recommendations during the CFS 43 week (format of the workshop to be determined)   | <b>Evaluation Team</b> (with support from the Evaluation Manager)   | Mid-October 2016      |
| Finalization of the Evaluation Report, incorporating comments from workshop participants, and translation   | <b>Evaluation Manager, with support from the Evaluation Team as necessary</b>   | End of November 2016  |
| Preparation of the Plan of Action to implement the accepted recommendations   | <b>CFS Bureau and AG, with support from the Secretariat</b>   | January 2017          |

## 7. Cost

23. The estimated cost for the evaluation is USD 398,500. This is a preliminary estimate, based on the market price of a team of three experienced independent evaluators undertaking work over a period of several months and travelling in all regions, and the estimated cost for the recruitment of an Evaluation Manager and a Quality Assurance Advisor. The team composition and the selection criteria will be decided by the Evaluation Manager. The estimated costs are detailed in the table below.

| <b>Item</b>               | <b>Comments</b>   | <b>Cost (USD)</b> |
|---------------------------|---|-------------------|
| Evaluation Manager        | International consultant, 120 days between November 2015 and November 2016  | 72,000            |
| Quality Assurance Advisor | International consultant responsible for conducting home based quality assurance review of the evaluation deliverables for 10 days  | 5,000             |
| Evaluation Team           | Team comprised of one Team Leader working for 100 days between February and November 2015, two Thematic Experts (international consultants) working for 70 days and one Research Assistant working for 50 days                                    | 133,000           |
| Travels/DSA               | The Evaluation Manager and the Team Leader will conduct 3 missions to Rome and the two international experts will conduct 2 missions to Rome. The Team Leader and the two Thematic Experts will conduct 5 missions to selected countries/regions. | 81,000            |
| Translation cost          | The translation cost is estimated based on a report of about 70 pages to be translated into CFS official languages  | 107,500           |
| <b>Total</b>              |   | <b>398,500</b>    |
| <b>PSC 13%</b>            |   | <b>51,805</b>     |
| <b>Grand Total</b>        |   | <b>450.305</b>    |

## **Annex 1 - DRAFT Terms of Reference Evaluation Manager for the Evaluation of the CFS Reform**

### **Background**

1. The Committee on World Food Security (CFS) was set up in 1974 as an intergovernmental body to serve as a forum for review and follow up of food security policies. In 2009, CFS went through an extensive reform process to enable it to more fully play its role in the area of food security and nutrition. The CFS Reform envisioned that *"CFS constitutes the foremost inclusive international and intergovernmental platform for a broad range of stakeholders to work together in a coordinated manner towards the elimination of hunger and ensuring food security and nutrition for all human beings. The CFS will strive 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"*.
2. In 2013, CFS underlined the need to use monitoring and evaluation to improve its work, and agreed to conduct *periodic assessments of CFS effectiveness in improving policy frameworks, especially at country level, and in promoting participation of and coherence among stakeholders on food security and nutrition*. Specifically, CFS recommended *carrying out a baseline survey to assess the current situation as the base of assessing progress*. Further, CFS included in its Multi Year Programme of Work for 2014-15, an *"evaluation to assess the effectiveness of the CFS reform from 2009, including progress made towards the overall objective of the Committee and its three outcomes."* The CFS Bureau, the executive arm of CFS comprising 12 member countries, is commissioning this evaluation to an independent Evaluation Team.
3. The evaluation is intended to serve two primary and complementary purposes, namely:
  - a) To generate evidence from the global, regional and national levels that would lead to recommendations to help improve CFS effectiveness, and;
  - b) To assess the extent to which CFS promotes/influences improved policy frameworks on food security and nutrition issues, at global, regional and national levels.

In addition, the evaluation is expected to generate learning for the UN system, where different entities and actors are exploring ways to develop a multi-stakeholder approach, to which CFS represents a possible model.

4. The present terms of reference (TORs) for the Evaluation Manager should be read in conjunction with the Concept Note of the evaluation (henceforth Evaluation Concept Note) prepared in a separate document.

### **Appointment**

5. The CFS Bureau wishes to recruit an experienced Evaluation Manager to manage this complex evaluation on its behalf, to ensure its independence, credibility and utility in line with UN evaluation principles, norms and standards. The evaluation will be conducted by an independent Evaluation Team. Quality assurance of evaluation deliverables will be carried out with a support of an independent Quality Assurance Advisor, reporting to the Evaluation Manager.
6. Following the receipt of the final evaluation report, the CFS Bureau will prepare a management response to evaluation findings, after consultation with the multi-stakeholder CFS Advisory Group, with a view to operationalizing evaluation

recommendations into its future work.

7. The Evaluation Manager will report to the CFS Bureau. While recruited and administered by the CFS secretariat, the Evaluation Manager will remain independent from the secretariat in designing, managing and finalizing the evaluation. The appointment is for the duration of the evaluation (see the Evaluation Concept Note).

### **Responsibilities**

8. The Evaluation Manager is responsible for delivering and managing the evaluation within the given budget and timeline, as per the evaluation processes and products described in the Evaluation Concept Note, to the evaluation standards for impartiality, quality and credibility set by the United Nations Evaluation Group. Specifically, the Evaluation Manager is responsible for the following tasks:
  - a) Managing, monitoring and reporting the status of the evaluation budget at appropriate stages;
  - b) Based on the Evaluation Concept Note, developing the TORs for the Evaluation Team, providing further details to the evaluation methodology and design (e.g. the number of country visits, the scope of surveys), revising the budget estimate on that basis, and finalizing the TORs for the Evaluation Team through appropriate consultations with the CFS Bureau and the Quality Assurance Advisor;
  - c) Managing the selection and recruitment of the Evaluation Team, after consultation with the CFS Bureau;
  - d) Briefing the Evaluation Team on the purpose, objectives, scope and methodology of the evaluation, aiming to ensure full understanding of its TORs and the required quality of the expected deliverables;
  - e) Reviewing the inception report prepared by the Evaluation Team with the support of the Quality Assurance Advisor, providing clearance to go ahead with the evaluation plan contained therein, and further revising the budget estimate on that basis;
  - f) Providing oversight to the activities of the Evaluation Team and providing methodological guidance as needed;
  - g) With the support of the CFS Secretariat, facilitating access to all relevant information needed and the organization of meetings, travels and other activities by the Evaluation Team in all stages of the evaluation;
  - h) Conducting quality control of the zero draft submitted by the Evaluation Team and managing the subsequent reviews of the revised draft by the Quality Assurance Advisor and the CFS Bureau;
  - i) Managing the revision process with the Evaluation Team, and providing clearance on the final report;
  - j) Consulting Directors of the RBA Evaluation Offices in case issues arise that may potentially affect the quality or independence of the evaluation;
  - k) Facilitating a workshop for presenting the evaluation findings and recommendations to the CFS Bureau.

9. The Evaluation Manager is expected to regularly consult the CFS Bureau in finalizing intermediate and final deliverables, including: the TORs for the Evaluation Team, the selection of the Evaluation Team; the Inception Report; the final draft of the report; and the final Evaluation Report. The Evaluation Manager will seek support of the Quality Assurance Advisor on methodological rigor and quality of the evaluation processes and the report.

### **Timeframe and deliverables**

10. The timeframe for delivering intermediate and final outputs under the Evaluation Manager's responsibility is tentatively as follows.

| Deliverables   | Tentative deadline |
|--|--------------------|
| TORs for the Evaluation Team   | Mid-December 2015  |
| Recruitment of the Evaluation Team/launch evaluation                   | End January 2016   |
| Inception Report, quality controlled and consulted with the CFS Bureau | Mid-March 2016     |
| Zero draft of the evaluation report by the Evaluation Team             | July 2016          |
| First draft, quality controlled and for circulation for comments       | End July 2016      |
| Second draft, incorporating comments received                          | End September 2016 |
| Workshop to validate the findings and discuss the way forward          | Mid-October 2016   |
| Final evaluation report  | End November 2016  |

### **Qualifications**

Education:

- Advanced University degree in a relevant area.

Experience:

- Eleven years or more (of which at least four international) of relevant first-hand experience both in field and Headquarters contexts.
- Relevant experience in managing and/or conducting complex, strategic evaluations in the international development arena.
- First-hand experience in managing and/or conducting evaluations in the UN system.

Technical skills & knowledge:

- In-depth knowledge of current evaluation principles, standards and methods, with proven ability to guide and manage others in their application.
- Advanced communications skills suitable for multi-stakeholder contexts, using a variety of communication platforms and approaches.
- Contemporary understanding of global food security issues and related international architecture.

Competencies:

- Ability to assimilate and analyze complex issues using independent judgement, and to guide others in their analysis.
- Ability to think strategically and apply a high level of analytical skill.
- Ability to manage multi-disciplinary evaluation teams, including highly-skilled technical experts.



- Ability to effectively manage conflicts and to reach constructive solutions.
- Written and oral proficiency in English and preferably some knowledge of other UN official languages.

## **Annex 2 - DRAFT Terms of Reference of the Quality Assurance Advisor for the Evaluation of the CFS Reform**

### **Background**

1. The Committee on World Food Security (CFS) was set up in 1974 as an intergovernmental body to serve as a forum for review and follow up of food security policies. In 2009, CFS went through an extensive reform process to enable it to more fully play its role in the area of food security and nutrition. The CFS Reform envisioned that *"CFS constitutes the foremost inclusive international and intergovernmental platform for a broad range of stakeholders to work together in a coordinated manner towards the elimination of hunger and ensuring food security and nutrition for all human beings. The CFS will strive 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"*.
2. In 2013, CFS underlined the need to use monitoring and evaluation to improve its work, and agreed to conduct *periodic assessments of CFS effectiveness in improving policy frameworks, especially at country level, and in promoting participation of and coherence among stakeholders on food security and nutrition*. Specifically, CFS recommended *carrying out a baseline survey to assess the current situation as the base of assessing progress*. Further, CFS included in its Multi Year Programme of Work for 2014-15, an *"evaluation to assess the effectiveness of the CFS reform from 2009, including progress made towards the overall objective of the Committee and its three outcomes."* The CFS Bureau, the executive arm of CFS comprising 12 member countries, is commissioning this evaluation to an independent Evaluation Team.
3. The evaluation is intended to serve two primary and complementary purposes, namely:
  - a) To generate evidence from the global, regional and national levels that would lead to recommendations to help improve CFS effectiveness, and;
  - b) To assess the extent to which CFS promotes/influences improved policy frameworks on food security and nutrition issues, at global, regional and national levels.

In addition, the evaluation is expected to generate learning for the UN system, where different entities and actors are exploring ways to develop a multi-stakeholder approach, to which CFS represents a possible model.

4. The present terms of reference (TORs) for the Quality Assurance Advisor should be read in conjunction with the Concept Note of the evaluation (henceforth Evaluation Concept Note) prepared in a separate document.

### **Appointment**

5. The CFS Bureau wishes to recruit an experienced professional to carry out quality assurance of evaluation deliverables, reporting to the Evaluation Manager. He/she will support the Evaluation Manager in conducting technical oversight of the evaluation work and deliverables, focusing on the review of the application of the agreed methodology and their adherence to standards of quality and independence.
6. While recruited and administered by the CFS secretariat, the Quality Assurance Advisor will remain independent from the secretariat in carrying out his duties. The appointment is for the duration foreseen in the Evaluation Concept Note.

## Responsibilities

7. The Quality Assurance Advisor will provide support to the Evaluation Manager to ensure methodological rigor and quality of the evaluation processes and the report. He will specifically review the TORs of the Evaluation Team, the Inception Report and the Draft Evaluation Report.

## Timeframe and deliverables

8. The timeframe for delivering outputs is tentatively as follows.

| <b>Deliverables</b>  | <b>Responsibility</b>   | <b>Tentative Deadline</b> |
|--|---|---------------------------|
| Quality assurance review of Evaluation TORs  | <b>Quality Assurance Advisor</b>  | End of December 2015      |
| Submission of the draft Inception Report to the CFS Bureau and AG after quality assurance, before starting the evaluation  | <b>Evaluation Manager and Quality Assurance Advisor</b> (may also involve revisions of the report by the Evaluation Team) | Mid-March 2016            |
| Submission of the first draft of the Evaluation Report to the CFS Bureau and AG, the CFS secretariat and all major stakeholders who have provided information, after quality assurance | <b>Evaluation Manager, with support from the Evaluation Team and the Quality Assurance Advisor</b> as necessary           | End of July 2016          |

## Qualifications

### Education:

- Advanced University degree in a relevant area.

### Experience:

- Eleven years or more (of which at least four international) of relevant first-hand experience both in field and Headquarters contexts.

### Technical skills & knowledge:

- In-depth knowledge of current evaluation principles, standards and methods.
- Contemporary understanding of global food security issues and related international architecture.

### Competencies:

- Ability to assimilate and analyze complex issues using independent judgement, and to guide others in their analysis.
- Ability to think strategically and apply a high level of analytical skill.
- Written and oral proficiency in English and preferably some knowledge of other UN official languages.

## **Annex B: Profile of the evaluation team**

**Angela Bester**, *Master of Business Administration, University of Technology, Sydney, Australia; Master of Art (Sociology), University of New South Wales, Australia; Bachelor of Social Science (Honours), University of Cape Town, South Africa*

Angela is a public sector expert who has worked in the public sector in South Africa and Australia for over 20 years. Her public service career began in Australia where she spent many years in the NSW Bureau of Crime Statistics & Research and in the NSW Premier's Department. During this period, Angela developed skills in research, evaluation and conducting programme and strategic reviews. Angela has since served as Director-General of the National Department of Social Development and Director-General of the Public Service Commission (South Africa); and Governance Adviser for Department for International Development (DFID). Between 2006 and 2011, Angela was a Director at Deloitte & Touche (Southern Africa) where she led major public sector consulting assignments. She has since established herself as an independent consultant. Angela has managed and conducted evaluations for the South African Government and the United Nations, as well as for international development agencies. Examples of her work include the Review of Independent System-Wide Evaluation in the United Nations system; Evaluation of UNDP Global Programme IV; Evaluation of UNDP Regional Programme for Africa; and UNDP Country Evaluations in Nepal and Ghana. Angela has a good knowledge of Swaziland and conducted the Mid-Term Evaluation of the Swaziland UNDAF 2011-2015, and also supported the Swaziland United Nations Country Team with the development of the UNDAF 2016-2020.

**Patricia Biermayr-Jenzano**, *PhD, Master of Science, Agricultural Extension and Social Anthropology; Cornell University; Agricultural Engineer, Buenos Aires, Argentina*

Patricia Biermayr-Jenzano is a social scientist and gender specialist who has conducted programme evaluation, ethnographic research and gender analysis in relation to the feminization of agriculture in Latin America, Africa and Southeast Asia. She holds a PhD/MS in Agricultural Extension and Social Anthropology (Gender) from Cornell University and an Agricultural Engineering degree from Buenos Aires, Argentina. She has conducted complex evaluation tasks for the FAO Office of Evaluation (OED) and the Regional Office in Santiago, Chile, performing as a Team Leader for the Country Programme Evaluation of Trinidad and Tobago, Guyana and the Organization of Eastern Caribbean States and Barbados. She conducted gender analysis of value chains for the International Center for Agriculture in the Dry Areas (ICARDA) based in Morocco, and analysed gender and health impacts of GMOs adoption for the Program of Biosafety Systems (PBS) at the International Food Policy Research Institute (IFPRI). Her research and applied work has deep roots in Qualitative and Participatory Action Research, theory and practice with a gender lens. Patricia performed as a Regional Programme Coordinator for FAO in Central America based in San Jose, Costa Rica and as the Programme Leader of the Participatory Research and Gender Analysis Program at the International Center for Tropical Agriculture (CIAT) in Cali, Colombia. In the USA, she worked as an Extension Specialist for Cornell University and as an Environment Fellow for the University of Michigan. Currently, she is an independent consultant for the UN System and an Adjunct Professor at the Women and Gender Studies Program at Georgetown University in Washington DC.

**Ronald M. Gordon:** *PhD Food and Resource Economics, University of Florida; MS International Agricultural Development, University of California, Davis; MBA University of Massachusetts-Amherst; MS Food Science, University of Massachusetts, Amherst*

Ronald M. Gordon is a food and resource economist with comprehensive economic and analytical skills as well as extensive experience, suitable for contributing to improving the policy and institutional environment for food security enhancement, economic development, agriculture and trade within the Americas, the Caribbean, and developing countries globally. He has in-depth knowledge and understanding of public policy development and implementation processes, including the challenges of governmental and inter-governmental arrangements. He has also experienced strong interfacing with agricultural communities in Latin America and Asia as well as interactions with international and national agencies, civil society bodies and private sector associations, on issues pertaining to agricultural policy formulation and implementation. More recently, in 2015, he volunteered collaboration with the *Secretariat of Social Works of the First Lady* (SOSEP) to improve the productivity, competitiveness and market access of - primarily female owned - Micro, Small and Medium-Sized Enterprises (MSMEs) in Guatemala.

Dr. Gordon's other relevant project experience includes: The Enhancement of Food Security in the Caribbean through Increased Domestic Supply and Consumption of Domestically Produced Food; and The Conduct of a multi-country study that recommended targeted policies and strategies for the enhancement of food security in the Caribbean through the increased domestic supply and consumption of domestically produced food.

**Meenakshi Fernandes,** *PhD, Pardee RAND Graduate School, USA; B.A. Economics, University of Chicago*

Meenakshi (Meena) Fernandes is a researcher with a specialization in food and nutrition policy. Since 2014, Meenakshi Fernandes has been a Senior Research Advisor for the Partnership for Child Development, based at the Imperial College London. In her role, she undertakes research to promote the design of effective and efficient nutrition-specific and nutrition-sensitive interventions that leverage schools as a platform primarily in countries in sub-Saharan Africa. Between 2012 and 2014, she was a Senior Consultant at the World Food Programme of the United Nations (WFP), based in Rome, where she provided strategic inputs into the Revised School Feeding Policy and was the writer for the Organization's Annual Performance Report in 2014. From 2010 to 2012, she was a Senior Analyst at Abt Associates, based in Cambridge, MA (USA), where she worked on several rigorous evaluations of nutrition programmes in the United States of America. Her work is reflected in a strong track record of publications in peer-reviewed journals.

**Cherin Hoon,** *B.A Economics, Nanyang Technological University, Singapore*

Cherin Hoon has worked for the Government of Singapore for the past eight years in policy and planning portfolios. From 2010-2016, she was a Senior Executive Manager with the Agri-Food and Veterinary Authority of Singapore, specializing in policy and international relations work in food security. She was Singapore's focal point for FAO, APEC Policy Partnership on Food Security and the G20. Between 2008 and 2010, she was a Manager with the Ministry of Manpower of Singapore, specializing in business intelligence, policy, planning and legislation. From 2007 – 2008, she was a Research Assistant with the Nanyang Technological University of Singapore and co-published a paper on the Value of Statistical Life of Singaporeans.

**Quality Assurance Advisor. Ricardo Ramirez, PhD, University of Guelph, Canada; Master of Adult Education, St Francis Xavier University, Canada; B.Sc. Agriculture, Crop Science, University of Guelph, Canada**

For the past 18 years, Ricardo Ramirez has been registered as an independent researcher and consultant. He collaborates with other consulting teams in Ontario and internationally. He was Associate Professor in Capacity Development and Extension for two years with the School of Environmental Design and Rural Development, University of Guelph, Canada, and has remained as Adjunct Professor. From 1995-97 he was the Manager of the Information and Communication Unit of ILEIA, a Netherlands-based international sustainable agriculture think-tank. From 1989 to 1995 he was a Project Officer with the Food and Agriculture Organization of the United Nations (FAO) in Rome, developing the communication strategies for food and agricultural programmes worldwide. Between 1982 and 1989 he worked in the field with non-governmental organizations in Latin America and the Caribbean in subsistence agriculture, rural development and training projects. Ricardo Ramirez is a Credentialed Evaluator (Canadian Evaluation Association).

## **Annex C: List of persons consulted**

### **Brussels**

#### Civil Society Mechanism

**Kesteloot Thierry**, Policy Advisor, Oxfam-Solidarity

**Delvaux Francois**, Policy and Advocacy Officer, Cooperation Internationale pour le Développement et la Solidarité (CIDSE)

**Parmentier Stéphane**, Policy Advisor, Oxfam-Solidarity

**Sanchez Javier**, La Via Campesina

**Ulmer Karin**, ACT Alliance EU

#### Others

**Viallon Isabelle**, European Commission's Directorate-General for International Cooperation and Development

### **France**

#### Government

**Ouillon Mme Isabelle**, chargée de mission au bureau Mondialisation et Sécurité alimentaire, Ministry of Agriculture, Agrifood and Forestry

**Pactet Jean-François**, Assistant Director for Human Development, Ministry of Foreign Affairs and International Development

**Pestel Héloïse**, Sous-directrice des relations européennes et internationales, Ministry of Agriculture, Agrifood and Forestry

**Subsol Sebastien**, Head of Food Security, Nutrition and Sustainable Agriculture Unit, Ministry of Foreign Affairs and International Development

#### Civil Society Mechanism

**Chailleux Sebastien**, Action Aid

**Jamart Clara**, Oxfam France

**Jorand Maureen**, CCFD-Terre Solidaire

**Pascal Peggy**, Action contre la Faim

**Riba Christine**, Confederation Paysanne, French Via Campesina

#### Private Sector Mechanism

**Danielou Morgane**, PSM Secretariat

**Guey Delphine**, Public Affairs Manager, National Interprofessional Seeds Association

**Teo Leslie**, Global Policy and Intelligence Analyst, Danone

## Others

**Bricas Nicholas**, Directeur de la Chaire Unesco Alimentations du Monde, French Agricultural Research Centre for International Development (CIRAD)

## **Jordan**

### Government

**Al-Sheyab Fawzi**, Director-General, National Center for Agricultural Research and Extension Services

**Al-Souf Issa**, Head of Rural Development and Gender Department, Ministry of Agriculture

**Barham Rawhieh**, Engineer, Nutrition Division, Ministry of Health

**Hwaidi Khaled**, Director, Food Security Unit, Ministry of Agriculture

**Masa'd Hanan**, Engineer, Nutrition Division, Ministry of Health

**Qaryouti Muien**, Deputy Director-General, National Center for Agricultural Research and Extension Services

### Civil Society Mechanism

**Akrout Karim**, Tunisian Farmers Syndicate, Tunisia

**Aljaajaa Mariam**, Arab Network for Food Sovereignty; CSM Coordination Committee member for the West Asia Sub-Region and Coordinator of the CSM WG on Protracted Crises

**Anan Hassan**, Ouzai Fishermen Union, Lebanon

**Barhoush Rami**, Arab Group for the Protection of Nature

**Boleihi Abdullar**, National Federation for Traditional Fishing, Morocco

**Hijazeen Mohammad**, Land Center for Human Rights, Egypt

**Jamal Talab**, Land Research Center, Palestine, and member of CSM Coordinating Committee for the landless constituency

**Melhim Abbas**, Palestinian Agricultural Farmers Union

**Muhanadi Khaled**, Istidama, Qatar

**Siahat Mohammad**, Hashemite University, Jordan

**Zuayter Razan Zuayter**, Arab Network for Food Sovereignty; Technical Support person of Mariam Aljaajaa and Former Coordination Committee member

### Food and Agriculture Organization

**Alramadneh Waf'a**, Programme Officer

### World Food Programme

**Carey Erin**, Monitoring and Evaluation Officer



### Other UN Agencies

**Sato Midori**, Chief Specialist Nutrition, UNICEF, Lead Agency Global Nutrition Cluster

### **Panama**

#### Government

**Batista Moises**, Director of Agriculture, Ministry of Agricultural Development

**Cañizales Bolivar**, Foreign Affairs Analyst, Ministry of Foreign Affairs

**Cavallero Eira**, Head of Nutritional Health Department, Ministry of Health

**Girón Esteban**, Vice Minister, Ministry of Agricultural Development

**López Max José**, Director General for International Organizations and Conferences, Ministry of Foreign Affairs

**Pinzón Zuleika**, General Administrator, Aquatic Resources Authority of Panama

**Serrano Edgar**, Technical Expert, Rural Development Division, Extension, Ministry of Agricultural Development

**Tello Rolando**, Director of Livestock Division, Ministry of Agricultural Development

**Valdespino Edgardo**, Technical Expert, Ministry of Agricultural Development

#### Civil Society Mechanism

**Batista Maria Elizabeth**, Family Farming, Department of Veraguas

**Diaz Euclides**, Secretary General, National Livestock Association

**Hedman Taina**, Representative of Kuna Women

**Stanley Jorge**, International Congress of Indigenous Treaties

#### Private Sector Mechanism

**Tedman Frank Alexander**, Director, Chamber of Commerce, Industry and Agriculture of Panama

#### Food and Agriculture Organization

**Diaz Tito**, FAO Representative

**Boeger Vera**, Technical Staff, Territories, Water and Land

**Escala Lisbeth**, Nutrition Consultant

**Nava Alejandro Flores**, Regional Officer, Fisheries and Aquaculture

**Rappallo Ricardo**, Nutrition Regional Officer

**Veloso Najda**, Coordinator, School Feeding Programmes

#### WFP

**Barreto Miguel**, Regional Director for LAC Region; Former CFS Vice-President

**Farias Hugo**, Regional Adviser, Capacity Development  
**Ferreira Alzira**, Deputy Regional Director  
**Testolin Giorgia**, Cash and Voucher Regional Advisor

Other UN Agencies

**Carvalho Luiza**, Regional Director, UN Women

Others

**Diaz Luis**, Manager, National Bank of Panama

**Philippines**

Government

**Arcansalin Nestor P.**, Officer, Office of the Board of Investments, Ministry of Trade and Industry

**Caneda Leo P.**, Former DA Executive Director of Region VIII; Office of the Undersecretary for Operations

**Guillen Reggie T.**, Nutrition Officer IV Department of Health, Ministry of Health

**Leones Jonas R.**, Under Secretary for International Affairs and Foreign Assisted Programmes

**Padre Elizabeth G.**, Chief of Project Packaging and Resource Mobilization Division, Project Development Service

**Padre Noel**, Director of Policy Research, Department of Agriculture

**Penaflo Francis M.**, Officer, Office of the Board of Investments, Ministry of Trade and Industry

**Rosario Rowel B. del**, OIC Chief, Project Identification & Evaluation Division, Project Development Service

**Yap Krisitine Jeanne A.**, Desk Officer for Europe and International Organizations, International Affairs Division, Policy Research Service

Civil Society Mechanism

**Anunciacion Roy**, People's Coalition on Food Sovereignty

**Cahilog Emily**, International Women's Alliance

**Cerilla Ireneo R.**, President of Pakisama

**Dominguez Myrna**, Asia Pacific Network for Food Sovereignty

**Itong Katlea Zairra B.**, Philippine Partnership for the Development of Human Resources in Rural Areas

**Macacut Sixo Donato C.**, Caucus of Development NGO Networks

**Marquez Nathaniel Don**, Asian NGO Coalition for Agrarian Reform and Rural Development

**Ramirez Marlene**, Secretary General, AsiaDHRRA

Private Sector Mechanism

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## Annex E: Suggestions for improvement by interviewees

### Interviewees in Rome

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| MYPoW   | <p>MYPoW could be improved by injecting a more results-based mentality. It is not enough for MYPoW to be informed by political processes. There is no common understanding of results frameworks and approaches – it takes time and energy to develop that common understanding in organizations (what is an output to one person is an activity to another).</p> <p>CFS has the potential to bring parties together around the table on SDG 2 and become or act as the ECOSOC of food security. But this means that MYPoW needs to be aligned to that direction, and may need a longer planning horizon than 2 years (similar to FAO’s planning methods).</p> <p>MYPoW has a duration of 2 years and some are calling for a 4-year MYPoW. The concern is that CFS needs to be flexible to respond to issues and 4 years might lock CFS in. Could consider a 4-year MYPoW with the opportunity for revision every 2 years.</p> <p>The MYPoW should have a longer scope of work (4 years); they do not have a clear calendar and a follow-up process is needed.</p>  |
| Finance | <p>The private sector as a potential source of funding in the form of PPPs.</p> <p>The next phase of reform must deal with the problem of CFS funding. One option is a semi-assessed contribution through the RBAs and pooled funding by donors.</p> <p>RBAs need to provide more funding and other support for CFS.</p> <p>Money is key – CFS cannot do what is necessary without adequate resources.</p> <p>Budget and financing – this is the biggest challenge of CFS. Chair has asked developing countries to contribute if they can (even a small amount).</p> <p>CFS should look at obtaining funds from the private sector, but with no strings attached.</p> <p>The way CFS is funded is problematic. Those who fund influence the decisions and activities of CFS. Issues in which major funders of CFS have no interest in simply do not get funded. There could be more programmatic funding for CFS by members placing funds through FAO.</p> <p>CFS should look for more funding through philanthropy, institutions, etc. IFAD could do more for CFS due to its financial nature. The PSM can help CFS with funding; however, CFS’ independence could be compromised.</p> |

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|                              | <p>CFS needs to be realistic about funding and how to allocate this funding to its workstreams.</p> <p>Perhaps a MOU among the 3 agencies will remove uncertainty of funding.</p> <p>An organized resource mobilization is needed. Donors should be sensitized to supporting CFS.</p> <p>Funding constraints do not allow much advanced planning. CFS is restricted to planning for a 2-year horizon. To remedy this a new Open-Ended Working Group, charged with looking for funding, will be constituted soon. CFS needs to find other funding mechanisms.</p> <p>Since funding is voluntary (countries), it may be advisable to develop guidelines for “giving.” However, funding is often “earmarked” and that is a problem for CFS.</p> <p>CFS is <i>NOT sustainable</i>. The level of contribution should be compulsory, the same model followed by countries in contributing to FAO. This situation will bring stability to CFS; it will be challenging but in the end if it works CFS will be sustainable.</p> <p>The funding of CFS could be improved. If there is no increase in the financial contribution (by the RBAs), then there could be an in-kind support through the sponsoring of events – either in Rome or in the countries. The objective of the in-country event should be to disseminate the CFS products.</p>       |
| <p>Vision &amp; strategy</p> | <p>CFS should ask – what are the 3-5 main things we want to achieve and how do we monitor these, and use the SDGs as point of departure/opportunity. CFS needs a vision for itself as opposed to a vision for the reforms. Look at what issues stakeholders focus on, what issues they spend time on (e.g. reducing hunger). SDGs are the entry point for thinking about the future of CFS – not just SDG 2 but also SDG 17.</p> <p>CFS should adopt and push for an integrated approach. This means the CFS should work with other ministries as well, not just with agriculture.</p> <p>CFS should link up with regional institutions as countries sign up to regional agreements; it is not enough to just have discussions at the global level. Partnerships are difficult but we need them.</p> <p>CFS could leverage the regional offices of RBAs, and should partner with other regional institutions. There is a need to get back to fundamentals: The role of the state is to make policy – it can consult others (civil society and private sector), but it makes the decisions. CFS is an intergovernmental body, so it should follow the rules of intergovernmental bodies – FAO rules.</p> <p>Need to refocus CFS agenda on one (or two topics) that can be discussed in-depth. MYPoW should have one focus topic each year.</p> |

The question of CFS going to the field (to national level) needs to be resolved. There are different perspectives in CFS about this. CFS does not have a mandate to do field work at country level. It is a Rome-based institution and should focus on strengthening connections at the global level outside of Rome. CFS needs to elevate itself at the global level so that the Chair becomes a natural invitee to global forums, and can use these to communicate CFS messages. Agenda 2030 should be the point of departure for CFS – and focus on the missing links, forgotten issues and things that no one is doing – where it can add value.

CFS should be monitoring what all UN agencies are doing on FSN.

CFS should have a more focused agenda that articulates what it wants to achieve in 5-10 years. CFS' main purpose is at the global level (coordination and policy convergence). It should be left to Member States and RBAs to take things forward at the country level.

Need to be modest about what CFS can do (i.e. not an executive body with implementation function).

CFS must work out how to retain its territory and not let UN agencies feed in their own unrelated work. RBAs should help CFS carry out its mandate so that CFS does not do things that are best dealt with by RBAs or other institutions.

CFS leadership is important – who Chairs – look at the person rather than the country. Overall, CFS is doing well at the global level, but there is no system or mechanism to link with the regional level (e.g. with AUC). Need to have all levels working together.

Reporting to ECOSOC – do not think there is much value here for CFS as ECOSOC does not do anything with the report(s). CFS should focus on reporting to HLPF, do good reporting here and demand feedback as well.

CFS is focusing on too many topics, it needs to continue evolving but reach some focus.

The level of penetration of CFS in the field is weak. CFS should consider the knowledge that grassroots organizations bring because it is sound and important. Peer-learning is important at the regional level. The local knowledge should be taken into account.

How can CFS improve? CFS focuses in too many things! Should be more substantive. There is not so much dialogue. CFS and the Chair should move around, be in different events and places, UN in NY, etc.

CFS should streamline the message to the different clients.

The CFS can examine increasing feedback from target beneficiaries such as the NGOs involved in the delivery 'on the ground'. [The recent involvement of the 'World Farmers' Organisation' (WFO) has been good. This strengthens inclusiveness. However, it may be necessary to review the current arrangements to assess the effectiveness of the



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|            | <p>inclusiveness that resulted from the participation of the range of stakeholders in the CFS.</p> <p>Areas that need improvement: financial strategy, better focus on priorities because this impacts on the MYPoW. The process needs to be focused; workstreams get overloaded.</p> <p>Better to focus on a small number of issues and priorities.</p> <p>CFS should add value and not only debate, this must be reflected in the work plan and in everything its members do.</p> <p>CFS should first increase its visibility within the UN family, not CSF itself but the guidelines. IFAD, WFP and the UN Agencies in NYC should jointly and separately promote the CFS product, through existing fora.</p> <p>There is need for a more deliberate priority setting (of the agenda: programme of work). It should be more focused and less crowded.</p> <p>The scope of work is too much. There is a need to focus on a smaller number of issues. Dealing with a broad suite of issues is a challenge for small delegations. Prefers face-to-face discussions in small groups with participants who have a common interest. More in-depth discussions are likely in such circumstances. Too many stakeholders affect efficiency in reaching consensus.</p> |
| Plenary    | <p>CFS platform must first be effective – have innovative ideas and flexibility to take on emerging issues and not wait for Plenary to decide. There are lots of important side events at Plenary with important issues but these don't make their way to the Plenary agenda because of the process. So the Plenary agenda becomes unappealing to Ministers (who do not want to come to something that has already been negotiated). So low-level officials attend Plenary.</p> <p>CFS should consider setting up an open space on the Plenary agenda to dialogue on things that might be politically difficult to discuss elsewhere. This could help taking tiny steps forward on difficult or sensitive issues.</p> <p>CFS needs to improve; CFS does too many things and does not have enough funding to take on the new workstreams. CFS needs more focus and needs to learn what is its value added.</p> <p>The Plenary Sessions can be more efficient (re. use of time) [Drafts can be written for ease of assimilation.] A keynote speaker at the opening plenary of the 43<sup>rd</sup> CSF would have served to sharpen the focus. Protracted plenaries lead to loss of concentration. Member States' interventions are too repetitive.</p>           |
| Priorities | <p>Youth is a key issue in many developing countries – CFS should look at the issue of how to make agriculture attractive (and profitable) for young people.</p>   |

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|                        | <p>CFS should also look at issue of gender and women as key producers in agriculture.</p> <p>Youth is an area that CFS should cover.</p>  |
| Structures             | <p>There is room for improvement regarding effectiveness; the CFS needs another reform. CFS is better now than before but there is room to improve its functions.</p> <p>Advisory Group: Needs more stakeholders (and more voices)<br/>CFS mechanism should be improved; the Advisory Group should be more diverse regarding the 14 seats.</p> <p>The Advisory Group should be more inclusive: farmers, youths, women, smallholders, etc.</p> <p>There seems to be a need for a review of the number of seats allocated to the CSM in the Advisory Group. Perhaps one of the following CSM/PSM ratios can be considered: 4 to 2; 4 to 3 or 3 to 2.</p> <p>Maybe in the future the structure (composition) can be improved (e.g. with respect to the Advisory Group). The size of the Advisory Group could be maintained and ad hoc participation invited depending on the issues being discussed.</p> |
| CSM                    | <p>CSM: Should include more organizations, the present CSM does not represent civil society.</p>  |
| PSM                    | <p>Include consumer associations in the PSM.</p> <p>PSM should more open to new stakeholders, also needs for more representation: small and mid-size businesses.</p>  |
| RBA                    | <p>RBAs should work together and cooperate as this will help CFS to be effective.</p> <p>Perhaps a MOU among the 3 agencies. This will remove uncertainty. Other partners more involved now, especially WFP. No organized resource mobilization. Donors need to be sensitized to supporting CFS.</p>  |
| HLPE                   | <p>HLPE should not work in isolation of what technical units of RBAs are doing.</p>   |
| Secretariat            | <p>Rotate the Secretariat every two years</p>   |
| Bureau and Chair       | <p>A strong Chair and a strong Bureau are needed.</p>   |
| Communication outreach | <p>CFS should do more to promote use; perhaps through regional agencies (African Development Bank) with regard to RAI or World Bank.</p> <p>To reach government ministers CFS should reach out to High Level Political fora in New York, e.g. on Sustainable Development.</p> <p>Urge Member States based in Rome to get their New York counterparts to push FSN issues.</p>  |

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|  | Also, CFS can work through regional bodies, e.g. IGAD (an intergovernmental body in East Africa for promoting work/policies against drought. Regarding the RAI, countries can be more responsible. Extending outreach to the African Development Bank can help. |
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### Interviewees met during country missions

| <b>Improving effectiveness of CFS / Improving outreach</b> |  |
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| Brussels   | <ul style="list-style-type: none"> <li>• There is a need to ensure large representation from all continents at the policy round tables.</li> <li>• There is a need to have a mechanism of enforcement, e.g. monitoring to address the question of accountability.</li> <li>• There is a need to have funding for interpretation.</li> </ul>  |
| France   | <ul style="list-style-type: none"> <li>• The strategy is too broad and needs to be looked into once more. The audience is not well defined.</li> <li>• The government needs to be more empowered so as to build linkages with CFS.</li> <li>• CFS should leverage on opportunities such as large events held at national level and events organized by the civil society and private sector mechanisms to promote CFS.</li> <li>• CFs needs to improve visibility and broadcast its products and what it is doing, e.g. to the UNFCCC.</li> <li>• CFS has to show that it can monitor its decisions as the monitoring process can help to raise awareness of its products and aid in implementation.</li> <li>• CFS needs to have good linkages with the 3 RBAs and leverage on expertise, which exists in the RBAs. It is important to have good linkages with other international organizations as well, e.g. the G7, World Bank, World Trade Organization, World Health Organization, etc.</li> <li>• CFS can be a place where countries explain what they are going to do and share the results of their work a year later. This, in order to have a certain level of transparency and accountability.</li> <li>• CFS needs to make the topics and events multilingual to improve participation. Improving the language policy of CFS is a way to improve the interaction with the experts and civil societies in many countries.</li> </ul> |
| Jordan   | <ul style="list-style-type: none"> <li>• CFS should work with regional organizations, e.g. the Arab Network for Environment and Development, Arab League, and the UN Regional Commissions.</li> <li>• CFS should support national and regional workshops to create awareness of both the CFS and its products. CFS should work with civil society in the region to organize these workshops.</li> <li>• There should be a mechanism in place to ensure that government representatives in Rome communicate decisions made in Rome to their capitals and to relevant ministries and key decision-makers in the government, as well as to civil society.</li> <li>• CFS should produce advocacy documents that can be used at country level and so facilitate the implementation of global guidelines.</li> <li>• CFS could look at how funds for food security and nutrition are organized globally and propose a financing scheme. Regional offices of UN agencies can facilitate and support countries in accessing these global funds.</li> </ul>  |

| <b>Improving effectiveness of CFS / Improving outreach</b> |  |
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| Panama   | <ul style="list-style-type: none"> <li>• Country members should have a commitment to spread CFS products and can enhance communication and adopt communication strategies to reach the civil society.</li> <li>• The Rome-Based Agencies can disseminate CFS products as well. There is a need to improve communication between RBAs and field offices.</li> <li>• CFS must engage with regional platforms such as INCAP, SICA and OSPESCA.</li> </ul>   |
| Philippines  | <ul style="list-style-type: none"> <li>• CFS stakeholders could be more coordinated/harmonized in the promotion of traction in using CFS products at local/national level. CFS and or the 3 RBAs should take a more active role in promoting traction of CFS products at the national level, using a multi-stakeholder model similar to that of CFS. An example could be the Mid-term Cooperation Programme sponsored by IFAD, EU and the Swiss Development Agency, which could create a vehicle for this traction.</li> <li>• The transmission of CFS products should be a prime focus of country officers of the RBAs.</li> <li>• There could be a regional forum at which national governments can be sensitized to the issues and decisions made by CFS. Perhaps a window for dialogue among CFS, CSOs and national governments at the FAO regional conferences would help.</li> <li>• The connection between country representatives in Rome and national governments needs to be strengthened.</li> <li>• The weak exposure of CFS products can be addressed by nominating a national level agency to promote these products.</li> </ul>   |
| Senegal  | <ul style="list-style-type: none"> <li>• CFS needs to make the link between national, regional and global levels. There are regional mechanisms, e.g. ECOWAS, OECD and West Africa Customs Union.</li> <li>• CFS should have focal points, perhaps in FAO and in government ministries, e.g. similar to South-South cooperation focal points.</li> <li>• Formal communication channels between Rome and country level must be strengthened.</li> <li>• There needs to be better coordination amongst RBAs in supporting CFS and promoting its visibility at country level. To ensure that RBAs do support CFS, the Governing Bodies of RBAs and UNGASS should adopt a resolution to that effect.</li> <li>• Country offices of FAO should support CFS in various ways: <ul style="list-style-type: none"> <li>○ Advocacy of CFS products such as VGGT.</li> <li>○ Provide technical support to governments to apply tools, products.</li> <li>○ Bring stakeholders together to discuss CFS products, decisions.</li> <li>○ Support governments in setting up multi-stakeholder platforms for FSN.</li> <li>○ Facilitate the establishment of regional networks in order to create a connection between CFS as a global actor and the regional organizations.</li> <li>○ Advocate resource mobilization at country level to support implementation of CFS products. There are many initiatives coming from outside Senegal, and there is not always the capacity in the country to absorb these without support and resources.</li> </ul> </li> </ul> |
| Uganda   | <ul style="list-style-type: none"> <li>• Government and civil society should play a key role in getting the CFS messages out there at national level.</li> </ul>   |

| <b>Improving effectiveness of CFS / Improving outreach</b> |  |
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|  | <ul style="list-style-type: none"> <li>• CFS needs to rebrand and reposition itself, e.g. ‘brand ambassadors’ to spread the word and create a buzz.</li> <li>• CFS should have a budget line item to support and facilitate multi-stakeholder meetings.</li> <li>• Need for clear communication strategies for how information goes from CFS to focal persons in ministries to civil society.</li> <li>• CSM needs to engage the national civil society organizations and have an internal grievance mechanism to avoid splitting of mechanism.</li> </ul>   |
| USA  | <ul style="list-style-type: none"> <li>• Establish better communication channels to the countries.</li> <li>• Follow up on its own products at country level and with international institutions.</li> <li>• Need for greater opportunities for dialogue among participants at CFS meetings, to share the work in which they are involved and establish more trust among all actors.</li> <li>• CFS needs a monitoring mechanism to check on the progress within countries. A monitoring agenda will help shape the CFS since it will review issues decided 2/3 years ago.</li> <li>• A work programme associated with food security and nutrition will be helpful in encouraging the implementation of some related policy proposals. The inclusion of food security and nutrition issues in a binding treaty will facilitate the implementation of the various policy proposals.</li> <li>• The HLPE model needs to be changed as it is not connected enough and somehow isolated. The HLPE should be connected to other CFS bodies.</li> <li>• A more equitable arrangement may allow a wider participation from the smaller private sector entities who are unable to self-fund attendance at the CFS. Such an arrangement could involve the creation of a ‘blind pot’ of funds that can be used to fund applications from both civil society and the private sector, based upon pre-agreed criteria, such as: <ul style="list-style-type: none"> <li>○ long standing interest;</li> <li>○ diversity of regions/sector;</li> <li>○ implementation (role in; history of); and</li> <li>○ financial need.</li> </ul> </li> <li>• Review the experience of the OEWG as part of CFS, and how their work can be more effective to produce change at the country level.</li> </ul> |