



PAN-AFRICAN PARLIAMENT

Committee on Rural Economy, Agriculture, Natural Resources and Environment
in partnership with

ALLIANCE FOR FOOD SOVEREIGNTY IN AFRICA (AFSA)

TERMS OF REFERENCE

Consultancy for the Development of the Legal and Policy Framework Paper of the Model Law on African Food Systems

Assignment title	Lead Consultant, Legal and Policy Framework Paper of the Model Law on African Food Systems
Commissioning partners	Pan-African Parliament (PAP), through the Committee on Rural Economy, Agriculture, Natural Resources and Environment, and the Alliance for Food Sovereignty in Africa (AFSA)
Contracting entity	AFSA, on behalf of the partnership
Type of contract	Individual consultancy
Level of effort	25 consultancy days
Application deadline	12th September 2026 at 17:00 East Africa Time

1. Background

The Pan-African Parliament (PAP) is the legislative organ of the African Union. It carries the aspirations of the peoples of Africa and holds the mandate, under its Protocol and the Policy Framework for Procedural Guidelines for the Formulation of Model Laws, to formulate model laws that guide Member States in harmonising their legislation around shared continental priorities. Food is among the most pressing of those priorities. Africa's food systems are governed by fragments of policy inherited from different sectors and different eras, and the continent lacks a unifying legal framework of its own that places agroecology, food sovereignty and the rights of food producers at the centre of how food is grown, traded and eaten.

The Alliance for Food Sovereignty in Africa (AFSA) is the largest civil society movement on the continent working on food systems, bringing together farmers' organisations, pastoralists, fisherfolk, indigenous peoples, consumers, women and youth movements, faith groups and researchers across Africa. Since 2022 AFSA has led the continental

conversation on an African Food Policy, building the evidence and the constituency for a framework that unifies the governance of food across agriculture, nutrition, environment, land, trade and consumer protection.

PAP and AFSA have joined forces to carry this agenda into the legislative arena. From 20 to 25 July 2026, during the sitting of the Permanent Committees in Midrand, South Africa, AFSA presented to the Committee on Rural Economy, Agriculture, Natural Resources and Environment on the African Food Policy and on the proposal to develop a PAP Model Law on food systems. On 23 July 2026 the Joint Sitting of that Committee and the Committee on Transport, Communication, Energy, Science and Technology considered the presentation and agreed unanimously that PAP should lead the development of a continental Model Law, with AFSA as its technical partner. On 30 July 2026 the Plenary adopted the Resolution on the Proposed Development of a Model Law on African Food Systems.

The Resolution approves the development of the Model Law, mandates the Committee on Rural Economy, Agriculture, Natural Resources and Environment to lead its formulation, requires that a Legal and Policy Framework Paper be presented to Plenary before drafting begins, directs coherence with existing PAP Model Laws, mandates broad regional consultations, and mandates national delegations to advocate for domestication in their own parliaments.

The Legal and Policy Framework Paper is therefore the immediate deliverable required by the Resolution, and its consideration by the Committee is the condition on which drafting of the Model Law may begin. As the first step in implementing the Resolution, PAP and AFSA will convene a two day workshop of the Committee at the PAP precincts in Midrand on 13 and 14 October 2026 to consider the Framework Paper and to agree the structure and outline of the Model Law.

The Pan-African Parliament and the Alliance for Food Sovereignty in Africa are therefore jointly seeking a Lead Consultant to produce the Legal and Policy Framework Paper, which includes an annotated outline of the proposed Model Law, to present these to the Committee at the October workshop, and to serve as technical rapporteur for the workshop.

2. Purpose and objectives of the assignment

The overall purpose of the assignment is to equip the Committee on Rural Economy, Agriculture, Natural Resources and Environment with the technical products it requires to discharge the mandate given to it by the Resolution of 30 July 2026, and to record the guidance of Members so that drafting of the Model Law can begin on an authorised basis.

The specific objectives are to:

- produce a Legal and Policy Framework Paper that establishes the evidence base, the legal basis and the conceptual framework for a Model Law on African Food Systems, in the form required by the PAP Policy Framework for Procedural Guidelines for the Formulation of Model Laws;
- produce a proposed structure and annotated outline of the Model Law that is capable of serving as the drafting brief for the legislative drafting team;

- establish the coherence of the proposed instrument with existing PAP Model Laws, in particular the Model Law on Food and Nutrition Security, and with the relevant African Union frameworks;
- provide technical support to the Committee workshop of 13 and 14 October 2026; and
- finalise the products in line with the feedback and guidance of Members, and set out a roadmap and indicative budget for the Model Law drafting and consultation phase.

3. Scope of work

The assignment is organised in two components. Component A covers the development of the technical documents. Component B covers technical support to the Committee workshop.

Component A: Legal and Policy Framework Paper and outline of the Model Law

Under this component the Consultant will:

- Prepare an inception note setting out the understanding of the assignment, the methodology, the proposed structure of each product, the consultation plan and a detailed work plan against the workshop date, for approval by the Joint Technical Team.
- Undertake a situational analysis of African food systems, covering hunger and malnutrition, dependence on imported food, soil degradation, the narrowing of agricultural biodiversity, climate exposure, input dependency and market volatility, drawing on continental and Member State data.
- Analyse the evidence on policy and legislative fragmentation across African Union Member States, showing how mandates for agriculture, nutrition and public health, environment and biodiversity, land, trade and consumer protection are distributed across institutions, and where those mandates conflict or leave gaps.
- Establish the legal and institutional basis for PAP action, including the competence of PAP to formulate model laws, the requirements of the Policy Framework for Procedural Guidelines for the Formulation of Model Laws, and the treaty and protocol basis on which a continental instrument on food policy would rest.
- Conduct a comparative analysis of relevant legislative instruments, including food systems, framework food security, right to food and agroecology legislation from African and non-African jurisdictions, and identify the drafting approaches that are transferable to the African context.
- Undertake a coherence review against existing PAP Model Laws, in particular the Model Law on Food and Nutrition Security, and against Agenda 2063, the CAADP Kampala Declaration, the AfCFTA and other relevant African Union frameworks, identifying overlaps, complementarities and the distinctive contribution of the proposed Model Law.
- Identify and set out the policy and legislative gaps that the Model Law is intended to address, and present the options available to the Committee on scope, form and level of prescription, with a reasoned recommendation on each.

- Establish the treatment within the instrument of agroecology and food sovereignty, including farmer-managed seed systems, indigenous food systems and biodiversity, healthy soils and land rights, territorial markets and intra-African agroecological trade, and the position of smallholder farmers, women, youth, pastoralists and fisherfolk.
- Prepare a proposed structure and annotated outline of the Model Law, setting out the preamble, definitions, objectives, guiding principles, thematic parts, institutional and implementation provisions, monitoring and accountability provisions, and transitional and final provisions, with a short note on the intended content and legislative effect of each part.
- Conduct key informant consultations with the Bureau and Secretariat of the Committee, the PAP Legal Office, AFSA members and working groups, and selected legal and food systems experts, as agreed in the inception note.
- Prepare a draft roadmap for the finalisation of the Model Law, covering drafting arrangements, the regional consultation plan, indicative timelines, legal vetting, reporting to Plenary and the respective roles of the Committee, the Secretariat, AFSA and other technical partners, together with an indicative budget for the drafting and consultation phase.
- Revise the products in response to the consolidated comments of the Joint Technical Team, and deliver a version ready for circulation to Members not later than 8 October 2026.

Component B: Technical support and reporting for the Committee workshop

Under this component the Consultant will:

- Prepare the technical presentation of the Framework Paper and the outline for the workshop, together with a short summary of the products suitable for translation into the working languages of PAP.
- Attend the two day workshop at the PAP precincts in Midrand on 13 and 14 October 2026, and provide technical guidance during the deliberation sessions on the thematic parts of the outline.
- Finalise the Legal and Policy Framework Paper, the annotated outline and the roadmap in line with the guidance recorded, and submit the final versions in a form suitable for tabling by the Committee in Plenary and for onward transmission to the legislative drafting team.

4. Approach and methodology

The Consultant is expected to propose a methodology in the technical proposal and to refine it in the inception note. At a minimum the approach shall combine desk review of legal instruments, policy frameworks and academic and grey literature; comparative legislative analysis; review of the outcome documents of the July 2026 Committee sitting and the Resolution of Plenary; key informant consultations; and iterative review with the Joint Technical Team.

The Consultant shall work in a manner that respects the ownership of the process by PAP: the Committee leads the formulation of the Model Law, the PAP Legal Office coordinates the

drafting, and the Plenary adopts. AFSA acts as technical partner to the Committee, contributing the evidence base, the constituency of food producers and the resources for the process. The Consultant is engaged by AFSA on behalf of the partnership and works to the joint direction of PAP and AFSA.

All products shall be written in clear, plain English suitable for parliamentarians who are not specialists in food systems, while remaining legally precise. Sources shall be fully referenced. Products shall be drafted with translation into the working languages of PAP in mind, avoiding idiom and unnecessarily complex construction.

5. Deliverables and timeline

The assignment shall be completed within 25 consultancy days between contracting and the end of October 2026. The deliverables are:

- **Inception note**, within five working days of contracting.
- **Draft Legal and Policy Framework Paper, including an annotated outline of the Model Law and draft roadmap**, for review by the Joint Technical Team.
- **Revised versions ready for circulation to Members**, not later than 8 October 2026.
- **Technical presentation**, before the workshop of 13 and 14 October 2026.
- **Final Legal and Policy Framework Paper, including the annotated outline**, in a form suitable for tabling in Plenary, within ten working days of the close of the workshop.
- **An updated roadmap and indicative budget** for the Model Law drafting and consultation phase.

6. Governance and oversight

The assignment will be overseen by a Joint Technical Team composed of representatives of the Pan-African Parliament and AFSA. On the PAP side the Team will comprise the Bureau of the Committee on Rural Economy, Agriculture, Natural Resources and Environment, the Committee Secretariat and the PAP Legal Office. On the AFSA side it will comprise the General Coordinator and the Programme Coordinator, Food Systems.

The Joint Technical Team will approve the inception note, provide consolidated comments on each draft, clear the products for circulation to Members, and receive the workshop report and final products. The Consultant will report on progress to the Team at agreed intervals and will hold regular briefings with the Committee Secretariat and AFSA during the preparation of the workshop. Day to day coordination with the Consultant will be handled by AFSA in consultation with the Committee Secretariat.

7. Required qualifications and experience

- An advanced degree in law. A further qualification in legislative drafting, public policy, agricultural law, environmental law or a related field is an advantage.
- At least ten years of professional experience in law and policy, of which at least five years in food, agriculture, environment, land or natural resources law in Africa.

- Demonstrated experience of drafting model laws, framework legislation, legal and policy framework papers or comparable instruments, evidenced by at least two products in the public domain or available for submission.
- Working knowledge of African Union institutions and processes, including the Pan-African Parliament, and of the procedures by which continental instruments are formulated and adopted.
- Substantive understanding of African food systems and of agroecology and food sovereignty, including farmer-managed seed systems, indigenous food systems, land rights and healthy soils, and territorial markets.
- Familiarity with Agenda 2063, the CAADP Kampala Declaration, the AfCFTA and existing PAP Model Laws, in particular the Model Law on Food and Nutrition Security.
- Excellent analytical and drafting ability in English, with a proven record of producing publication quality technical documents to deadline. Working knowledge of French, Arabic or Portuguese is an advantage.

8. Call for applications

Interested consultants shall submit a single application pack in PDF containing:

- a technical proposal of not more than six pages, setting out the understanding of the assignment, the proposed approach and methodology, the proposed structure of the Framework Paper and the outline, the work plan, and a statement of availability;
- a curriculum vitae of not more than five pages, with the relevant assignments clearly identified;
- two writing samples demonstrating legislative or legal and policy drafting, with authorship clearly indicated;
- a financial proposal stating an all-inclusive daily professional fee in United States dollars and the total professional fee for the 25 days. Travel, accommodation and subsistence for the workshop shall not be included, as these are arranged and met by AFSA on behalf of the partnership; and
- contact details for three professional referees for comparable assignments.

Applications shall be submitted to afsa@afsafrica.org by 12th September 2026 at 17:00 East Africa Time, with the subject line "Lead Consultant: Model Law on African Food System". Only shortlisted candidates will be contacted. The Pan-African Parliament and AFSA reserve the right to accept or reject any application and are not bound to accept the lowest financial proposal.