

CODEX ALIMENTARIUS COMMISSION



**Food and Agriculture
Organization of
the United Nations**



**World Health
Organization**

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**CODEX ALIMENTARIUS COMMISSION
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FAO/WHO PROJECT AND TRUST FUND FOR ENHANCED PARTICIPATION IN CODEX

**Codex Trust Fund-1
2015 and Final Monitoring Report**

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Overview of final assessment of progress of the Codex Trust Fund

Results level	Indicator	Final Assessment
Output 1 (Sponsored participation)	1. Participations supported by CTF	Very satisfactory
	2. Participants who are satisfied with their participation	Very satisfactory
Output 2 (Capacity building performed)	1. Participants at capacity development activities funded by the CTF	Satisfactory
	2. Participants who are satisfied with the capacity development activities	Very satisfactory
Output 3 (Scientific evidence generated)	1. Data generated from CTF-supported projects	Very satisfactory
Outcome 1 (Widened participation)	1. Graduate countries continuing to participate in Codex meetings after graduation	Very satisfactory
	2. Participations in Codex meetings from all developing countries	Satisfactory
	3. Countries supporting participation using national or other sources of funding	Satisfactory
Outcome 2 (Strengthened participation)	1. CTF eligible countries submitting written comments to Codex	Unsatisfactory
	2. CTF eligible countries submitting complete applications on time	Unsatisfactory
	3. Institutional capacities of countries	Satisfactory
	4. Participants in capacity development activities applying knowledge	Satisfactory
Outcome 3 (Scientific advice contributes to Codex decision-making process)	1. Scientific evidence from CTF eligible countries contributes to discussions in Codex.	Final assessment pending outcomes of discussions ongoing in CCCF
Administration	1. Participants granted CTF support that fail to attend meetings.	Satisfactory
	2. Satisfaction of beneficiaries.	Satisfactory
Management	1. Satisfaction of stakeholders	Satisfactory

2. Introduction

This document contains the 2015 and final monitoring report of the FAO/WHO Project and Fund for Enhanced Participation in Codex (Codex Trust Fund or CTF1). It continues the monitoring and evaluation (M&E) framework developed for the Codex Trust Fund as presented in CX/CAC 12/35/13 Part 2 (16th Progress Report of the Codex Trust Fund).

2015 was the final year of operation of the first Codex Trust Fund. A number of indicators were not assessed in this final year due mainly to the absence of a new application process for CTF1, and to the fact that some of the outcome indicators were assessed as part of the final project evaluation on the Codex Trust Fund which was undertaken in 2014 and presented to Codex member countries in 2015. This final monitoring report should, therefore, be read in conjunction with the report of the final project evaluation of the Codex Trust Fund which can be found in document CX/CAC 15/38/18-Add.2.

As this is the final monitoring report on CTF1, the “dashboard” which appears at the beginning of this document gives an overview of the final assessment of progress of all indicators monitored during the period 2011-2015. Out of a total of 16 indicators that comprised the M&E framework, progress in five are considered “Very satisfactory”, eight are “Satisfactory”, two are “Unsatisfactory” and one outcome indicator is still pending final assessment.

In concordance with the findings of the final project evaluation, the indicators that are showing “very satisfactory” are those associated with physical participation in Codex meetings, participants’ satisfaction with their participation in meetings, and the output obtained from the FAO/WHO project on surveys of mycotoxins in sorghum. Many other indicators were satisfactory throughout the lifespan of CTF1. These showed that: 1) participation in Codex meetings by developing and transition economy countries has risen steadily during the lifespan of the Codex Trust Fund; 2) FAO/WHO Codex capacity-building activities were responding to needs of countries and were useful to them in undertaking their work on Codex at national level; 2) the majority of stakeholders were satisfied with the Codex Trust Fund. The uneven and slow progress in effecting change in the institutional capacities of countries, and the indicators which are scoring “unsatisfactory” reveal areas that may require deeper attention to underlying issues that constitute barriers to full and effective engagement in Codex. These have been taken into consideration in the design and development of the successor initiative and will continue to be monitored to see whether the new focus and scope of CTF2 will have an impact on addressing these barriers.

The final monitoring report gives an opportunity to reflect back on the M&E framework that was used for CTF1 and see what lessons can be drawn out for the M&E framework that is currently being developed for CTF2. The following comments can be made:

- An M&E framework needs to be built on a clear and logical results-based framework. This highlights the importance of developing such a framework at the design stage of any project.
- It is useful to begin to work with an M&E framework as soon as possible after project inception. This allows for lessons to be learned from the start-up phase, as well as from the implementation phase(s).
- The M&E framework for CTF1 was ambitious. While the vast majority of indicators were found to be useful tools for monitoring, managing and reporting on the project, the human resource implications for data entry, tabulation, production of graphics, analysis and report-writing with a set of 16 indicators was considerable. This will need to be taken into consideration in the design and development of a new M&E framework for CTF2 to ensure that the monitoring and reporting function is tailored to the size of the programme and resources available.
- The M&E framework for CTF1 allowed for the development of many good practices (e.g. development and use of standardized templates for end of workshop assessment and follow up evaluations). These good practices should be continued and strengthened in CTF2.

- There is a need for a programme to remain flexible and adaptable when running for 12 years, particularly when focused on building capacity in countries. This need for flexibility should be reflected in an M&E framework that can be reviewed and adapted at relevant intervals to respond to changes in the programme.
- Good evaluations are dependent on taking evaluation needs into consideration from the inception of a project/programme to ensure that data and information that can be used in an evaluation is available readily and in an easily accessible and organized form.

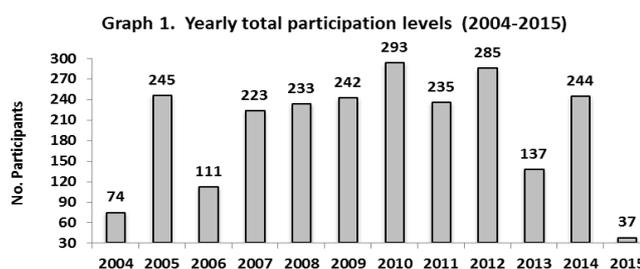
We hope that this final monitoring report on CTF1 provides both interesting and useful information for Codex members.

3. Monitoring data

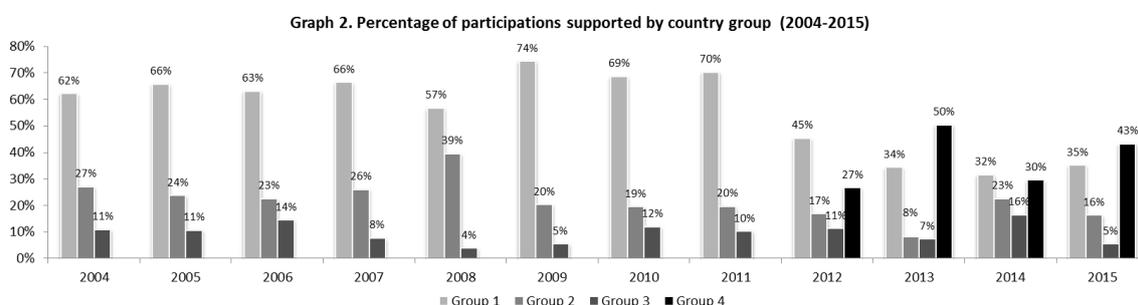
Output 1-1 Participations supported by CTF

Monitoring question	How has the number of sponsored participations evolved?
Indicator	Number of participations supported by the CTF per country sub-grouping per year.
Final assessment of progress	Very satisfactory. Gender imbalance in participations supported persisted throughout the lifespan of CTF

A total of 37 participations were supported by CTF in 2015. Total participations decreased sharply in 2015 due to: the small number of countries eligible and which applied for support in the last year of the Codex Trust Fund (27 countries); the number of countries that actually travelled to Codex meetings with support from the Codex Trust Fund (20 countries) due to factors highlighted in the information given in indicator Administration 1 and represented in Graph 14.

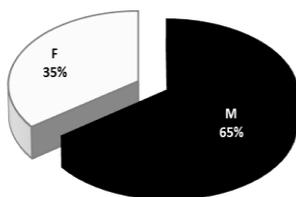


Graph 2 gives an update on the percentages allocated to the 4 country groupings for the period 2004-2015. Changes in percentage of participations supported by country group between the different years for the period are also directly related to the numbers of FAO/WHO Regional Coordinating Committees taking place in the calendar year (e.g. years in which CCAFRICA took place will see a higher number of participations from least developed countries included in Group 4).

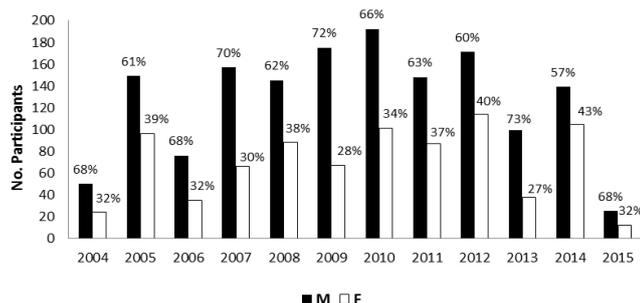


The breakdown of participations supported by sex of participants for the period 2004-2015 is indicated in Graphs 3 and 4. Gender imbalance in supported participations continued throughout the lifespan of the Codex Trust Fund with the period 2007-2010 and 2013 standing out as the years with the greatest gender imbalance in participations.

Graph 4. Total supported participations in Codex - breakdown by sex (2004-2015)



Graph 3. Percentage of supported participation in Codex - breakdown by sex (2004-2015)



Output 1-2 Participants who are satisfied with their participation

Monitoring question	Is the experience of participating in Codex meetings meaningful for participants in relation to future Codex work in their countries?
Indicator	Participants who are satisfied with their participation and likely to promote future participation in Codex
Final assessment of progress	Very satisfactory overall with an average of 89% of respondents scoring 4 or above on all questions. Persisting lack of satisfaction among respondents around their capacity to participate effectively during Codex meetings.

Due to the small numbers of participants who were still being supported by the Codex Trust Fund to attend Codex meetings, the satisfaction questionnaire used to gather data for this indicator was only administered to three Codex meetings since the last monitoring report (29th CCGP, 38th CAC, and 47th CCFH).

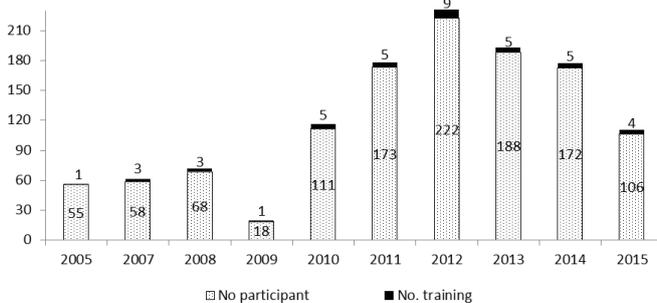
Overall an average of 89% of respondents scored 4 or above (agree or strongly agree) on all questions indicating a continued high level of satisfaction with participation in Codex meetings among respondents when the entire data set from 2012-2015 (nine meetings) is taken together.

As in past reporting, the lowest satisfaction rate continues to be recorded for the section of the questionnaire that dealt with participation during the meeting (an average of 13% of all participants continued to give scores of 3 or less on this section). Adequately defending their country’s national positions at the meeting (Question 8) and modifying national positions as needed at the meeting (Question 9) continue to pose the most difficulty for respondents. There was little or no appreciable change from the previous reporting period in the percentage of participants reporting a degree of confidence in these areas of participation.

Output 2-1 Participants at capacity development activities funded by the CTF

Monitoring question	How has the number of sponsored participants attending capacity development activities evolved?
Indicator	Number of participants per capacity development activity supported per year by CTF
Final assessment of progress	Satisfactory.

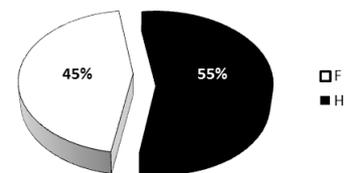
Graph 5. Participants supported to training courses (2005-2015)



Four training courses were supported in 2015, with one of these taking place immediately prior to the FAO/WHO Regional Coordinating Committee for Africa. FAO/WHO Codex training courses supported by the Codex Trust Fund reflected the outcomes of a joint planning exercise undertaken by FAO/WHO in 2013 for the biennium 2014-2015.

The participation of women in Codex training courses continues to be around 10 points higher than for overall CTF-supported participation in Codex meetings.

Graph 6. Percentage of supported participants in Codex training - Breakdown by sex (2005-2015)



Output 2-2 Participants who are satisfied with the capacity development activities

Monitoring question	Is the knowledge learned in Codex capacity development activities likely to be applied in national administrations in a way that promotes participation in Codex?
Indicator	Participants who are satisfied with the capacity development activities and likely to apply the knowledge in their national administrations
Final assessment of progress	Very satisfactory

Three out of four FAO/WHO Codex training courses or workshops supported by CTF in 2015 were evaluated in an end of course evaluation. The average satisfaction rate of the three workshops was 4.42. The satisfaction levels of participants in previous years were: 4.50 in 2014; 4.59 in 2013 and 4.48 in 2012. These scores continue to indicate high levels of satisfaction overall with the CTF-supported FAO/WHO Codex capacity-building events.

Average satisfaction scores for the three workshops evaluated in 2015 were as follows:

- 3.97 for the FAO/WHO one day pre-CCAFRICA regional workshop on "Risk Communication" held in Yaoundé, Cameroon, 26 January 2015.
- 4.7 for the FAO/WHO regional workshop on "Strengthening Capacities for Effective Participation in Codex with Emphasis on Microbiological Food Safety for CIS and Neighbouring Countries of Codex European Region" St Petersburg, Russian Federation, 17-18 September 2015.
- 4.6 for the three day FAO/WHO workshop on "Nutrition, Noncommunicable Diseases and the Role of Codex", Nadi, Fiji, 20-22 April 2015.

Output 3-1 Scientific evidence generated in CTF eligible countries

Monitoring question	Has CTF contributed to improved input of scientific and technical data to Codex discussions?
Indicator	Data generated from CTF-supported projects
Final assessment of progress	Very satisfactory. Survey data generated from the mycotoxins in sorghum projects in 4 African countries was inputted to the discussion process underway in the Codex Committee on Contaminants in Food (CCCF).

Final assessment of this indicator was carried out and reported on in 2014. Results from the surveys on mycotoxins in sorghum projects in four African countries (Burkina Faso, Ethiopia, Mali, Sudan) were presented to the 9th Session of CCCF in 2014.

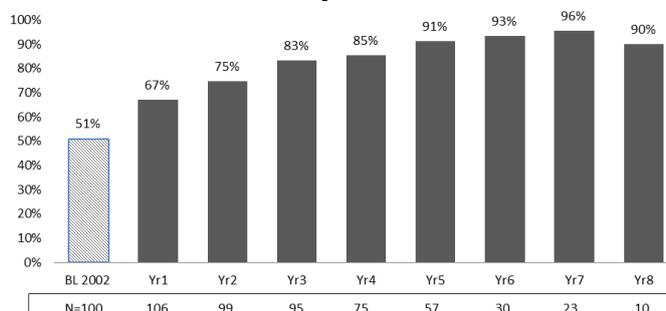
Outcome 1-1 Graduate countries continuing to participate in Codex meetings after graduation

Monitoring question	Do CTF graduate countries continue to participate in Codex meetings when their participation is no longer sponsored by CTF?
Indicator	% of total graduate countries continuing to participate in Codex committees after graduation.
Final assessment of progress	Very satisfactory.

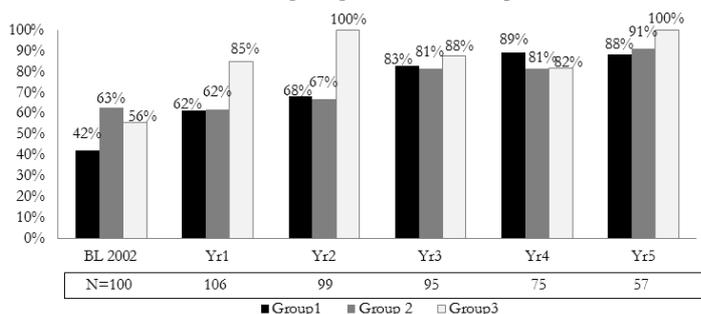
As per the process initiated in the 2014 Monitoring Report, the Codex Trust Fund Secretariat is continuing to look at how countries have been able to sustain their participation in Codex meetings after graduation year by year. As the baseline, the level of participation in Codex meetings in 2002 was used (the year before the Trust Fund came into existence). The countries which were used to establish this baseline are all countries for which 2014 was the first year post-graduation.

Graph 7 shows how graduate countries were able to sustain their participation in Codex meetings in the first year after graduation (Year 1), the second year after graduation (Year 2) and so on. For this reason, the total number of countries (N) for each year decreases towards Year 8. The percentages indicated for the first year after graduation (Year 1) is based on a total of 106 countries which, in 2015, could be assessed for their first year after graduation. As can be seen from the graph, 10 countries had reached their 8th year after graduation in 2015. The 2002 baseline has been included for comparison purposes for 100 countries (106 graduate countries that have been tracked for Year 1 after graduation minus 6 countries that were not yet Codex members in 2002).

Graph 7. Percentage of graduates continuing to participate in Codex meetings after graduation



Graph 8. Percentage of graduate countries per country groupings continuing to participate in Codex meetings



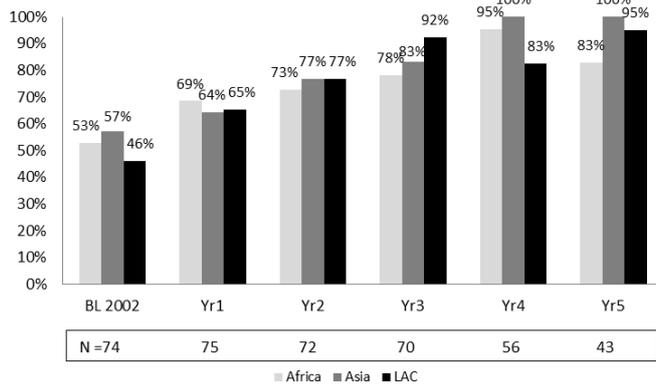
Inclusion of data from the eighth year post-graduation confirms the findings reported in the 2014 Monitoring Report. An average of 81% of graduate countries continued to participate in at least one Codex meeting in the first five years following graduation from the Codex Trust Fund. 33% of graduate countries appeared to have difficulties ensuring participation in Codex meetings in the first year after graduation but these percentages rose constantly from years 2 to 5 and remained at 90% or over from years 5 to 8 with a dip of 6 percentage points recorded between years 7 and 8. It will be important to continue to monitor graduate country participation for at least two more calendar

years. It will be important to continue to monitor graduate country participation for at least two more calendar

years to see if graduate countries continue to sustain high levels of participation as we transition from CTF1 to the first years of CTF2.

When this information for years 1-5 is broken down by country groupings (Graph 8), it can be seen that countries in Group 3 (upper middle income with medium or high human development) have the highest percentages of continuing participation and have moved from 56% participation prior to the start of the Codex Trust Fund to 100% in year 2. The average is 91% participation after graduation. Group 1 (least developed countries and low income countries with low or medium human development) moved from 42% participation in at least one Codex meeting in 2002 to a high of 89% in their 4th year after graduation. The average participation rate for this group is 78%.

Graph 9. Percentage of graduate countries per region continuing to participate in Codex meetings (Africa, Asia, LAC)



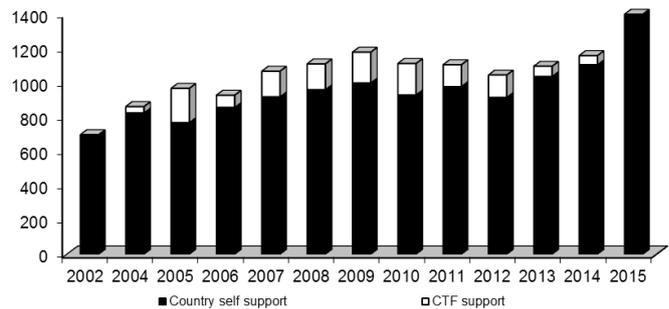
Graph 9 presents the data for years 1-5 broken down by Codex regions for the 3 regions that have the largest number of CTF-eligible countries (Africa, Asia and Latin America and the Caribbean). The other regions were not analysed because the numbers of countries were small. This graph indicates that countries in the Codex African region increased from the baseline of 53% in 2002, to a high of 95% in year 4. Countries in the Codex Asian region rose from 57% participation in 2002 to 100% in years 4 and 5. The Latin American and Caribbean region rose from 46% participation in 2002 to a high of 95% in year 5.

Outcome 1-2 Participations in Codex meetings from all developing countries

Monitoring question	Are there any overall changes in the extent of developing countries' participation in Codex?
Indicator	Total number of delegates from developing and transition economy countries participating in Codex meetings
Final assessment of progress	Satisfactory. Numbers of developing/transition economy countries supporting their own participants to Codex meetings has increased steadily since 2012

The data presented in Graph 10 indicates the total number of self-funded delegates participating in Codex meetings excluding the FAO/WHO Regional Coordinating Committees and the Codex Alimentarius Commission¹. This data is collected by the Codex Trust Fund Secretariat from the lists of participants included in official Codex meeting reports. Since a decline in numbers of participations recorded in 2012, numbers have risen steadily since that time and 2015 saw the highest number of participations from developing and transition economy countries supporting themselves to attend Codex meetings.

Graph 10. Total Number of delegates from developing countries participating in Codex meetings



¹ Regional Coordinating Committees have been excluded due to high numbers of participants from the relevant Codex regions that participate in calendar years when these are taking place. Meetings of the CAC have been excluded as calendar years when elections take place also see higher number of participants.

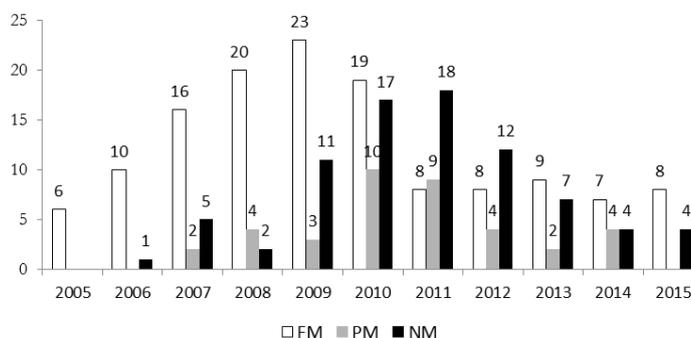
The same data on self-funded delegates from developing and transition economy countries (all countries which have ever been eligible for CTF support) was collected for the first four Codex meetings which took place in 2016 (CCFICS22, CCMAS37, CCFA48, and CCGP30). The data was collected to see whether developing and transition economy country participation in Codex had dropped substantially since the closure of CTF1. The data indicates no decrease in participations from these countries in the first four months after the end of CTF1. The situation should continue to be monitored for the rest of 2016 and in the coming years.

Outcome 1-3 Countries able to support participation using national or other sources of funding

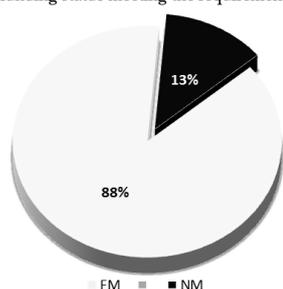
Monitoring question	Are CTF eligible countries meeting their 50% matched funding requirement?
Indicator	Total number of CTF eligible countries on 50% matched funding status using 1 or more options to match the CTF support
Final assessment of progress	Improvement over the years but countries most at risk for not sustaining participation in Codex may not be included in the data set as they did not apply for support.

The decline in the numbers of countries not meeting the matched funding requirement was reversed in 2015 with 66.6% of countries fully meeting the matched funding requirement. However, the total number of countries in the data set for 2015 is small (12 countries) and, as noted in the 2014 Monitoring Report, many countries which were unable to meet the matched funding requirement simply did not apply for support in 2015. As 2015 was the last year of support to countries from CTF1 and there was little leverage that could be exercised to induce countries to meet the matched funding requirement, indicator “Outcome 1.1” may be a more informative indicator of the overall capacity of countries to sustain participation in Codex after having received CTF support.

Graph 11. Total number of countries on 50% matched funding status meeting the requirement (2005-2015)



Graph 12. Percentage of countries in Group 4 on 50% matched funding status meeting the requirement in 2015



Graph 12 shows that 88% of Group 4 countries managed to fully meet the matching funding requirement in 2015 which is a considerable improvement over 2014 where only 64% fully met, 26% partially met and 10% did not meet the requirement². Again it should be noted that many Group 4 countries chose not to apply for support in 2015. For many of these countries the reason for not applying was the inability to meet the matched funding obligation for Group 4 countries. As a consequence, those countries which are least able to meet their matched funding requirement are not included in the data as they did not apply for support.

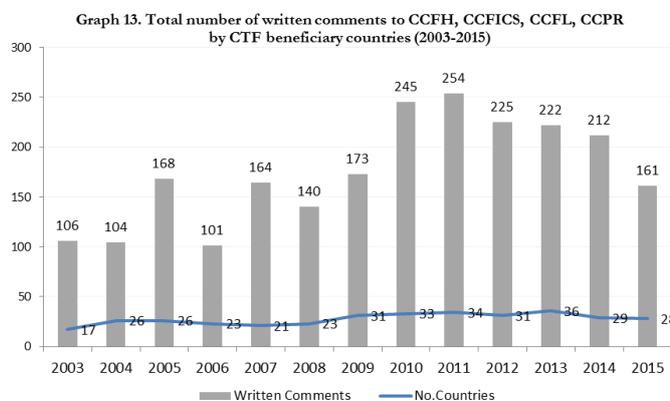
Outcome 2-1 CTF eligible countries submitting written comments to Codex meetings

² Fully met requirement (FM): Group 1a & 1b = 3 self-funded participations during the year; Group 2 = 3 self-funded participations during the year; Group 3a & 3b = 1-2 self-funded participations during the year (depending on level of support from the CTF)

Partially met requirement (PM): Group 1a & 1b = 1-2 self-funded participations during the year; Group 2 = 1-2 self-funded participations during the year; Group 3a & 3b = 1 self-funded participation during the year. Requirement not met (NM): 0 self-funded participations during the year (for all groups).

Monitoring question	How does engagement in Codex work of CTF eligible countries evolve?
Indicator	Submission of written comments to Codex committees by CTF eligible countries
Final assessment of progress	Unsatisfactory. Decline in both numbers of written comments submitted and numbers of countries using this method of participation.

Written comments submitted by developing countries and countries with economies in transition³ to four Codex committees (CCFH, CCFL, CCPR, CCFICS) were tabulated for the period 2003 (prior to the start of the Codex Trust Fund) to 2015. These four committees were chosen as they usually meet annually and are most often prioritized by Codex Trust Fund beneficiary countries. Only two committees were scheduled in 2015 which renders difficult comparisons with previous years.



Outcome 2-2 CTF eligible countries submitting complete applications on time

Monitoring question	Are the CTF eligible countries increasing their capabilities to plan for and solicit support for participation in Codex committees?
Indicator	% of CTF eligible countries that are sending in a fully completed application and are up to date with their reports by 31 October and by mid-January
Final assessment of progress	Unsatisfactory but with some progress.

This indicator was not assessed in 2015 as there was no CTF1 application process for support in the subsequent calendar year.

Outcome 2-3 Institutional capacities of countries

Monitoring question	Do the institutional capacities of countries support effective participation in Codex meetings?
Indicator	Quality of preparation before, participation in and follow-up after meetings as reported/described in obligatory participant reports.
Final assessment of progress	Satisfactory. Institutional capacity of countries to support effective participation in Codex meetings was not always steady and evolved slowly over the course of CTF1.

In the last operational year of the Codex Trust Fund this indicator was not assessed. Information on the progression in the institutional capacities of countries to participate in Codex can be found in the final project evaluation report.

³ All countries which have ever been eligible for CTF support were included with the exception of countries of the Codex European Region who are, or became members of the EU any time after 2002, as for a large number of agenda items at Codex committees the EU submits common written comments for all member countries. Each time a country was noted in a footnote of a Codex meeting report as having submitted written comments for a specific agenda item this was entered into an Excel table which includes information on: country; region; year; committee name and session; number of agenda item; document references.

Outcome 2-4 Participants in capacity development activities applying knowledge

Monitoring question	Are participants in capacity development activities applying knowledge to strengthen their contribution to Codex standard-setting?
Indicator	% of participants in capacity development activities who state that they apply knowledge gained from activities
Final assessment of progress	Satisfactory but based on a small number of training courses/workshops that had follow-up evaluations.

In the last year of operation of the Codex Trust Fund, no follow-up evaluations were undertaken on FAO/WHO Codex training courses/workshops.

Outcome 3-1 Scientific evidence from CTF eligible countries contributes to discussions in Codex

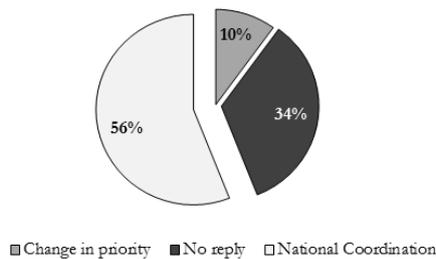
Monitoring question	Does the scientific evidence contribute to the Codex decision-making process?
Indicator	Codex decisions in relevant committee(s) is/are based on a larger pool of scientific data generated from CTF-funded projects.
Assessment of progress	To be assessed subsequent to decisions of the relevant Codex meeting where recommendations and conclusions of FAO and WHO on the data generated are considered.

Discussion ongoing in the Codex Committee on Contaminants in Food (CCCF). To be incorporated in reporting on CTF2.

Administration 1 - Participants granted CTF support that fail to attend the designated meetings

Monitoring question	Are the administrative procedures of CTF adapted to the needs and realities of its beneficiaries?
Indicator	% of participants granted CTF support that fail to attend the designated meeting for any reason
Final assessment of progress	Satisfactory on issues within the control of the Codex Trust Fund.

Graph 14. Percentage of participants granted support that fail to attend the designated meetings in 2015



The results for the calendar year 2015 appear in Graph 14. 23 out of a total of 60 participants for whom travel was expected to be administered by the Codex Trust Fund failed to travel in 2015 (38%). This rate of failure to travel in 2015 was significantly higher than in previous years (22% in 2014, 8% in 2013, 9% in 2012). Problems in coordination at the national level accounted for half of all planned travel not effected. Over a third of failure to travel was a result of lack of response by Codex Contact Points (CCPs) and/or participants to messages from the Codex Trust Fund Secretariat concerning travel. No issues around obtaining visas were reported in 2015.

Administration 2 - Satisfaction of beneficiaries

Monitoring question	Is CTF administration sufficiently responsive?
Indicator	% of beneficiaries satisfied with CTF administration
Final assessment of progress	Satisfactory. 80% of respondents very satisfied with the performance of the CTF Secretariat.

Data for this indicator is taken from the obligatory reports to the Codex Trust Fund. The number of reports submitted in the on-line system was significantly lower than in previous years (see 2015 Annual Report) as a new application process for CTF1 could not be used to ensure a high level of compliance. This may have had an effect on the results being reported.

Question 1: "Did you experience any problems with travel administration in relation to participating in the meeting?" (Possible answers: "yes" or "no" with a space to provide additional information if "yes" was chosen)

79% of the respondents did not experience any problems with travel administration as compared with 92% in 2014. 21% participants replied "yes" and problems related to travel were due to delay in delivery of per diem in time .

Question 2: How would you rate the performance of the Codex Trust Fund secretariat? (Possible answers: "very good", "good", "average", "not so good", "poor" with a space to provide comments)

63% of the respondents rated the performance of the Codex Trust Fund Secretariat as "very good" (82% in 2014, 77% in 2013) while 33% rated the performance as "good" (18% in 2014).

Management 1 - Satisfaction of stakeholders

Monitoring question	Is the CTF sufficiently responding to needs of Codex Members for wide and effective participation in Codex?
Indicator	% of CTF stakeholders who are satisfied with the management of the CTF.
Final assessment of progress	Results satisfactory from collection of data by CTF in 2011 and from report of final project evaluation in 2014.

Satisfaction of different stakeholders groups was assessed during the final project evaluation for which data collection was carried out between September and December 2014. A number of questions that appeared on the questionnaires used by the evaluation team were similar to those which appear on the questionnaire used by the CTF Secretariat for this indicator. It was, therefore, decided not to administer an additional questionnaire to Codex Trust Fund stakeholders in the same time period as originally planned and announced in the 2013 Monitoring Report.

For information on the satisfaction of stakeholders with the Codex Trust Fund, Codex member countries can refer to the findings of the final project evaluation which are contained in CX/CAC 15/38/18- Add.2.
