

# CODEX ALIMENTARIUS COMMISSION

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



**World Health  
Organization**

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**Agenda Item 9 (c)**

**CX/CAC 15/38/18-Add.5**

## **JOINT FAO/WHO FOOD STANDARDS PROGRAMME**

**CODEX ALIMENTARIUS COMMISSION  
38<sup>th</sup> Session, CIGG**

**Geneva, Switzerland, 6-11 July 2015**

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

**CODEX TRUST FUND  
SUCCESSOR INITIATIVE**

**PROJECT PROPOSAL**

## **1. CONTEXT**

The current Codex Trust Fund comes to an end in December 2015. The Directors-General of FAO and WHO agreed that a successor initiative to the Codex Trust Fund should be established to begin operation in 2016. FAO and WHO secretariats have been tasked with designing and developing the successor initiative. The successor initiative builds on the experiences, external reviews and final evaluation of the current Codex Trust Fund (CTF1) and takes into account the changing context and needs in relation to the Codex related capacity of developing countries. This document contains the outline for a proposal from FAO and WHO for a successor initiative to the Codex Trust Fund (CTF2). Specifically it proposes that the CTF2 should be targeted at enhancing the capacity of developing countries to be engaged effectively in Codex in a sustainable manner. The CTF2 will focus more on developing national Codex capacities, always with the aim of achieving more effective participation and input to the development of Codex standards, compared to CTF1 which was predominately oriented towards sponsoring physical participation in Codex.

### **1.1 Problem/issues to be addressed**

Over the last century the amount of food traded internationally has grown significantly, and a quantity and variety of food never before possible travels the globe today. This development offers both trading opportunities and health challenges for developing and transition economy countries that often have a comparative advantage in exporting agricultural or fishery products. Codex standards are developed to address these health and trade concerns. The role of Codex in the global trading system has been acknowledged through reference in the World Trade Organization's Agreement on the Application of Sanitary and Phytosanitary Measures (SPS Agreement) and the Agreement on Technical Barriers to Trade (TBT Agreement).

More and more developing and transition economy countries are taking an active part in the Codex process, since they recognize the benefits of internationally recognized food safety and quality standards. Although progress has been made by many countries, partly helped by the CTF1, capacity constraints still exist and provide a barrier to developing and transition economy countries to participate effectively in and benefit from the Codex standard setting process. The consequences of this are multiple and include: 1) reduced likelihood for developing and transition economy countries to adopt and use standards to meet public health objectives; 2) difficulties for developing countries to take part in international food trade; 3) reduced global buy-in to Codex standards when these standards are developed without the widest possible participation.

### **1.2 Building on achievements of and lessons learned from CTF1 and adding value**

The current Codex Trust Fund principally focused on widening participation in Codex by bringing representatives of developing and transition economy countries to Codex meetings. The support of the Codex Trust Fund to physical participation and capacity building for effective participation in Codex has been shown to have contributed successfully to improvements in both the quantity and, to a lesser extent, quality of participation in Codex. However, there is a general recognition that participation in the Codex process (physical or non-physical) can only be effective when key elements at national level are in existence and are functional.

In light of this, CTF2 is designed with a view of moving from a primary focus on supporting physical participation, to a focus on helping to build strong, solid and sustainable national capacity to engage in Codex. Since priorities, levels of capacity and needs of individual countries are different, this calls for a tailored approach, rather than a "one-size-fits-all" approach. This will require a move from allocating funds widely with equal distribution to all countries in a particular country grouping,

to allocating funds based on the identified needs of different countries to develop their capacities to engage effectively in Codex at national, regional and global levels. Countries have a responsibility in contributing to the development of these capacities and being accountable for the outcomes.

The CTF2 will continue to align CTF-funded activities with other activities in the area of Codex capacity. The Trust Fund will work in close collaboration with the food safety expertise in FAO and WHO in order to benefit from the roles and experience of FAO and WHO in building the capacities of developing and transition economy countries in Codex and with food safety capacity building more broadly.

## **2. PROJECT JUSTIFICATION**

**Developmental justification:** Global food standards are key in ensuring that food everywhere in the world is as safe as possible and of good quality. Populations of developing countries and countries with transition economies also benefit from the economic development that comes when the private sector and governments of their countries have better access to international trade in food through use of Codex standards.

**Project justification:** The persistent gaps in capacity of developing and transition economy countries to participate fully and effectively in the Codex standard-setting process and to benefit from these standards for health and economic gains at national level

### **2.1 Value-added of the Codex Trust Fund**

It is vital that CTF2 has a focus that corresponds to its unique value-added, given that there are a number of other actors that are involved in supporting developing countries to build Codex capacities and food safety infrastructure more broadly. The unique value-added of CTF2 can be summarised in the following way:

- CTF2 is a development partnership, located at the heart of the global Codex system, and based on a mandate given directly by all Codex member states comprising both developing and transition economy countries and developed countries and FAO and WHO.
- CTF2 focuses explicitly on supporting more effective engagement of developing and transition economy countries in the Codex system.
- CTF2 has direct entry into the national Codex systems of developing countries, in particular national Codex Contact Points and national Codex Coordinating Committees.
- CTF2 has access to the internal capacities and external networks of the Codex Secretariat and its parent organizations FAO and WHO.

### **2.2 Link to global development goals and priorities**

CTF2 is linked to Goal 1 of the Millennium Development Goals to eradicate extreme hunger and poverty, by enhancing the possibilities of developing countries to access safe food and participate in international food trade, thus creating employment opportunities for poor people. In a similar vein CTF2 is linked to a number of the goals proposed by the Open Working Group on the future Sustainable Development Goals (SDGs) in August 2014, notably Goal 2 “End hunger, achieve food security and improved nutrition and promote sustainable agriculture”. FAO and WHO will

continuously follow the finalisation of the SDGs to ascertain the alignment between the SDGs and CTF2. Gender, equity and human rights issues will be considered by CTF2 as they arise. CTF2 is designed with a view to following the principles of aid effectiveness as spelled out in the Busan Partnership for Effective Development Cooperation in 2011: ownership of developing countries, focus on results, inclusive development partnerships, and transparency and accountability.

CTF2 is also linked to the strategic priorities of WHO, FAO and Codex. CTF2 specifically contributes to the achievement of the 12th Global Programme of Work of WHO (2014-2019), FAO Medium Term Programme of Work (2014-2017), the FAO's Strategy for Improving Food Safety Globally endorsed in 2014 and the Codex Strategic Plan (2014-2019).

### **2.3 Target beneficiaries and stakeholders**

The main target group for CTF2 consists primarily of ministries, agencies, and institutions in developing and transition economy countries which are directly or indirectly involved in the development and implementation of Codex standards.

The ultimate beneficiaries are all citizens and actors in the food supply chain in all countries who will benefit from food that is safe and of good quality. Populations of developing and transition economy countries will also benefit from the economic opportunities that come with enhanced food safety and better access to international trade in food.

Key stakeholder groups are:

- Beneficiary countries;
- FAO/WHO (HQ, regional and country levels);
- Codex Secretariat;
- Codex member countries with capacity to provide financial and in-kind support or share experiences with other Codex member countries;
- Multilateral and bilateral agencies providing financial and/or in-kind support;
- Regional organisations active in the field of food safety standards and/or Codex capacity-building.

## **3. PROJECT FRAMEWORK**

### **3.1 Results framework**

The successor initiative will run for a period of 12 years, starting from 2016. A draft results-based framework that represents the programme theory (theory of change) for CTF2 is attached in Annex 1. This outlines the activities, expected outputs and outcome as well as the project goal and development goals toward which CTF2 will work.

The global development goal of CTF2 relates to the dual mandate of the Codex Alimentarius and is:

- Increased participation of developing and transition economy countries in international trade in food; and
- Improved food safety and public health in developing and transition economy countries.

The project goal is:

- Developing and transition economy countries sustainably engaged in Codex.

In order to contribute to the project goal, CTF2 aims to contribute to the following outcome:

- Increased capacity of developing and transition economy countries to engage in Codex.

The two outputs of CTF2 are:

- Awareness and knowledge of Codex among policy, decision-makers and experts increased;
- Technical capacity of national administrations to engage effectively in Codex increased;

It is recognized that many factors influence the possibility to achieve the results beyond the outputs and that CTF2 only can make a contribution to its expected outcome and project goal. The global development goal is included to indicate how CTF2 is situated within a development context but it is not envisaged that the contribution of CTF2 to achieving this development goal will be evaluated.

### **3.2 Types of support and project activities**

CTF2 needs to balance global ambitions with limited human and financial resources in implementing its activities. This means relying on streamlined procedures and leveraging food safety resources and activities within FAO and WHO in particular. Country ownership, accountability and commitment to country level activities are also key.

Two types of support will be available:

1) The first type of support will be multi-annual support to one country submitting a national application, or a group of countries submitting a group application (the latter approach is encouraged where it is considered more cost-effective and efficient).

Countries may combine activities in tailored ways to emphasize the output of increased awareness and knowledge of Codex among policy, decision-makers and experts, or the output of building the technical capacity of national administrations to engage effectively in Codex, or a combination of both. A multi-annual support is expected to cover a period of up to three years.

Examples of activities that could be supported in country or group applications include the following.

- National workshops involving policy and decision-makers from key sectors and stakeholder groups aimed at securing political and economic support for Codex activities.
- Twinning between a developed/transition economy country with well-functioning national Codex structures, and a less-experienced country to share their experience and help the latter country to strengthen their own Codex structures and build more effective engagement in Codex.
- Diagnosis of national Codex structures and development of a national plan of action to strengthen Codex engagement. Under this activity a Codex expert could work with a country/group of countries to assist them in the diagnosis of strengths and weaknesses in national Codex structures/activities, and on the establishment of a national plan of action for strengthening Codex engagement.

- Building capacity for more effective engagement in Codex. This activity could consist of using different delivery methods and experienced trainers to build capacity in individual countries (or several countries in the context of a group application) through e-learning, blended learning (distance learning coupled with workshops/training courses), training focused on specific technical areas (e.g. how to identify and provide scientific and technical data to improve the development and implementation of Codex standards).
- Codex “coaching”. Countries could apply to work with a “coach” (person with recognized expertise in a specific Codex area of work) before, during and after session of a specific Codex committee to help build their understanding of and improve their capacity to participate effectively in both the committee in question, as well as in any future standard setting process. As part of coaching, a limited number of countries where lack of resources still constitutes a major barrier to effective participation in Codex might be able to benefit from funding for physical participation in a meeting where they will also be benefitting from coaching.
- Technical assistance for time bound activities. Countries could apply for time limited technical assistance to assist them in preparing a technical piece of work for input to Codex. An example of this would be assistance with the preparation of a project document for new work (e.g. proposal for new global or regional standard, or revision of an existing Codex standard).
- Specific and targeted technical and/or financial support to the collection and/or generation of data in a group of countries to meet a specific data gap for standard setting work.
- Translation of Codex documents into local languages. Support for this activity would fill a resource gap in specific countries where translation of Codex advocacy material and/or key Codex standards/guidelines/codes of practice into local languages is essential for raising awareness around Codex, and building national capacity for Codex engagement.

While these activities are presented above individually, the intention and concept of the list modality is to maximize the effect through a combination of activities. More elaboration of activities that can be supported and modalities for support will be available in guidance documents that will be drawn up before the end of 2015. Model combinations of activities could be presented to guide the choice of beneficiary countries in different stages of engagement with Codex.

2) The second type of support will be to tailored capacity development activities carried out by FAO/WHO targeted at regional, sub-regional and global levels.

Indicative areas of support:

- FAO/WHO pre-Regional Coordinating Committee workshops to be organized on a theme directly linked to enhancing engagement in Codex;
- Stand-alone FAO/WHO workshops targeting groups of countries with similar needs. These workshops can not only complement/reinforce the Type 1 support provided to a country/group of countries (see above) but also benefit other countries which are not receiving Type 1 support but are facing the same barriers to effective engagement in Codex. The subject for each workshop is to be chosen from amongst themes that directly increase countries’ capacity to engage effectively in Codex.

- Provision of distance learning through e-learning materials on key areas related to effective engagement in Codex, learning platforms (e.g. sharing of good practices and experiences between countries), blended learning (see above), Codex “Help Desk”<sup>1</sup>.

### 3.3 Organization of project implementation

#### 3.3.1 Eligibility of countries

Eligibility criteria are under consideration but it is likely that Codex member states which were eligible for support from CTF1 will remain eligible for CTF2. Least developed countries and small island developing states will benefit from more pro-active support involving e.g. support to identifying country needs and drafting applications, and specific approaches and activities targeted at these countries. Upper middle-income countries will be expected to contribute considerably with their own financial or human resources to activities supported by the CTF2 from which they benefit; these countries will also be encouraged to become donors/contributors (through financial and/or in-kind contributions) to CTF2 rather than remain as beneficiaries. It is likely that any country will only be able to benefit from support once during the 12-year lifespan of CTF2, either through an individual application, or through a group application.

#### 3.3.2 Processing of applications

Support will be provided based on an application process. Individual or group application forms will follow a standard template. Where there are efficiencies to be gained in implementing capacity development activities through a regional group project rather than a national, then the former approach will be encouraged. In the applications, countries will need to show leadership and commitment to engaging effectively in Codex and ownership of the process of reforming national Codex structures, including through demonstrating and being accountable for the potential of the project to produce sustainable results at outcome level. Criteria will be established for receivable applications similar to the criteria currently applied by the Codex Trust Fund. Applications will be pre-screened by the CTF2 Secretariat against these criteria. They will then be technically reviewed by the Consultative Group for the Trust Fund (CGTF) or by its technical sub-committee. Decisions on funding allocation to successful applications will be made by the CGTF. Where the number of receivable applications are greater than the number of new applications that can be supported in a calendar year, the CGTF will apply prioritization criteria for support. These are under consideration and may include:

- Least developed countries;
- Small island developing states;
- Countries that are new members of Codex (member for less than 12 years);
- Non-LDC developing or transition economy countries with small economy.

Care will also be taken to stagger the starting year of support amongst applications from the same region, in order not to strain the capacity of FAO and WHO Regional Offices which will support implementation of CTF2 activities.

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<sup>1</sup> Countries through their Codex Contact Point will be able to send a query to a dedicated email address, attended by the Codex Secretariat or FAO/WHO staff; each query will be handled confidentially and will be referred to a most knowledgeable expert within or outside the Codex Secretariat for reply and follow up. A query may be on legal or procedural matters (e.g. whether a country can run for election for a Codex position and how to do it), or, on a technical or strategic matters (e.g. where to find trade statistics for a specific commodity when developing a Project Document).

### *3.3.3 Amount of support per application*

Amounts of funding made available to different countries/group of countries (in the case of a group application) will differ according to needs of the country/group of countries and the expected minimal critical mass of an activity(ies) to trigger a sustainable change in the country/group of countries. Multi-annual support will likely be capped at three years maximum. Maximum amounts per country/group of countries and per year for multi-year support may be established.

### *3.3.4 Framework for implementation of support*

Depending on the number and timing of applications received it may be necessary to stagger the start of country projects over time to facilitate management, fundraising for CTF2, as well as implementation of the activities.

Contracts will be established by FAO or WHO to disburse funds to countries whose applications have been successful. Funds will be disbursed in tranches against deliverables. Annual action plans or other similar mechanisms will be used to guide deliverables and monitor achievements and as a way of ensuring that countries are taking responsibility for building their capacities for effective engagement in Codex. Co-funding by national authorities may be envisaged as a gauge of ownership and commitment to sustainability.

While responsibility for identification of needs, national consultative processes, applications, deliverables, effective and efficient use of resources (both those provided by CTF2 and those that may be provided as counterpart funds from the countries), and reporting lies with countries, FAO/WHO food safety officers (from regions and/or headquarters) will be a key element in the iterative dialogue with countries around identification of needs and appropriate activities, administration of contracts with countries, reporting and monitoring of progress in countries<sup>2</sup>.

## **4. GOVERNANCE AND MANAGEMENT**

CTF2 will be overseen by a consultative group acting as a management board. The consultative group of CTF2 will be composed of senior WHO and FAO staff and provide strategic and policy directions and management oversight of the Trust Fund similar to the Consultative Group for the Trust Fund currently operating for CTF1. The consultative group may decide to create a technical sub-committee and co-opt members to assist in carrying out technical functions such as review of applications and monitoring of projects.

The day to day management of the Trust Fund will be undertaken by the Secretariat situated in the headquarters of WHO in Geneva. The staffing of the Secretariat is under consideration and may consist of 1 coordinator, 1-2 technical experts (possibly one located in WHO Geneva and 1 located in FAO Rome), 1-2 support staff (depending on administrative workload in FAO and WHO where the work is being managed). This reinforcement of the Secretariat, along with the increased involvement of FAO/WHO officers at HQ and/or regional and country levels, is in line with the increased technical and administrative input that will be required to implement the tailored approach described above.

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<sup>2</sup> Sessions of the Codex Alimentarius Commission (CAC) can be used as an opportunity for representatives of beneficiary countries to avail themselves of the presence of FAO/WHO officers from headquarters and regional offices. “CTF clinics” could be organized on the sidelines of CAC sessions to allow countries to dialogue with FAO/WHO on a wide range of issues pertaining to the barriers they face in engaging effectively in Codex and how to address these with the support of FAO/WHO and the Codex Trust Fund.



## **5. REPORTING, MONITORING AND EVALUATION**

### **5.1 Reporting**

Annual narrative and financial reports will be prepared for tabling at the Codex Alimentarius Commission. These will serve as annual donor reporting.

### **5.2 Monitoring and evaluation**

A monitoring and evaluation (M&E) framework will be developed during the early implementation phase of CTF2. Baselines will be established for indicators in the first year of operation (to the extent possible).

Annual monitoring will be carried out on a limited but key set of indicators from the M&E framework and an annual monitoring report, including management implications, will be prepared for tabling at the Codex Alimentarius Commission. Similar to the current Codex Trust Fund, dialogue and exchange will continue with all stakeholder groups (including donors and beneficiaries) at planned events on the margins of Codex session, including the CAC, and other meetings as required. It is envisaged that periodic reviews (e.g. light management and operational reviews) will be carried out every 3-4 years to allow for revisions of CTF2 as appropriate.

An independent external evaluation will be carried out mid-way through the CTF2 and a final project evaluation will be carried out in Year 10 or 11.

## **6. ESTIMATED OPERATING COSTS**

An indicative annual budget for full operational years appears in Annex 2.

## **7. POLICIES AND PROCEDURES AND FUNDING**

As a joint FAO/WHO fund and project within the UN, compliance with the rules and regulations of both organizations will be ensured for financial and administrative matters. For policy matters, the CGTF will provide guidance to ensure adherence to the policies and procedures of both organizations.

As per the WHO policies that govern the current Codex Trust Fund, private sector funding will neither be sought nor accepted for CTF2. In order to avoid any potential conflict-of-interest situations, funding will be sought from multilateral institutions, governmental aid agencies and foundations which are acceptable under WHO's framework of engagement with non-State actors.

Wherever possible CTF2 will seek multi-year financial commitments in order to increase visibility of funding over the 12 year lifespan of the project and to ensure that activities can be carried out as planned. Support from countries in the form of in-kind contributions will be considered, particularly from middle income countries.

The FAO/WHO Consultative Group for the Trust Fund will be responsible for ensuring that the work of the Trust Fund forms part of a coherent international mechanism for fundraising, and that it will be complementary with respect to other funds which focus on capacity building in the area of food safety and standard setting.

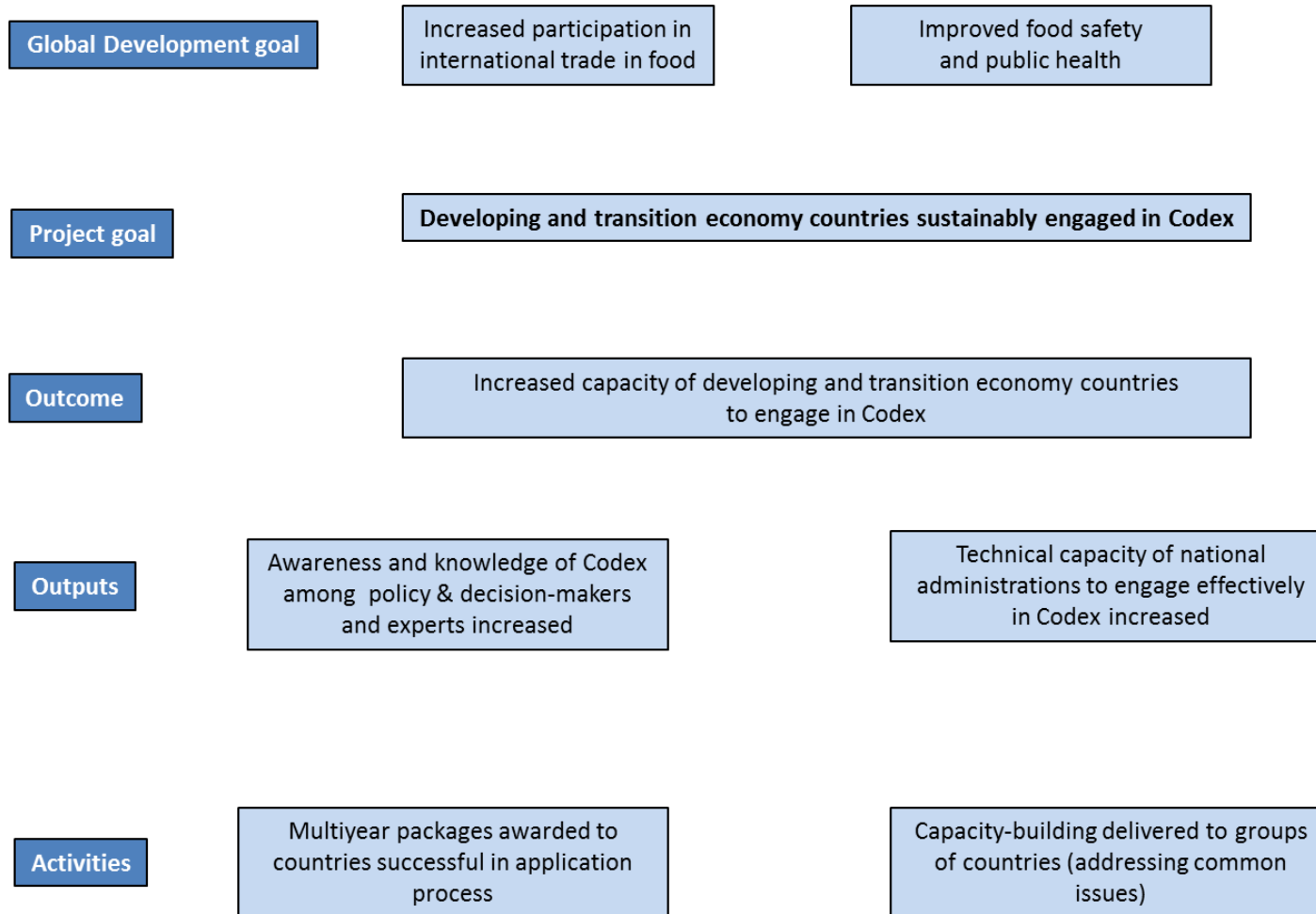
## **8. ANNEXES**

ANNEX 1: Draft results framework

ANNEX 2: Indicative annual budget for full operational years

ANNEX 1

### Results-based framework for CTF2



## ANNEX 2

**INDICATIVE ANNUAL BUDGET OF THE SUCCESSOR INITIATIVE**  
**(Estimates based on YEARS 3-10 representing fully operational years)**

<b>Type of cost</b>	<b>Description</b>	<b>Estimated annual cost (\$US)</b>
<b>Staff costs</b>	Dedicated CTF technical and administrative staff located in Geneva or Rome	900,000
<b>Administrative costs</b>	Supplementary human resources (short-term admin staff, consultants), administrative costs (translation, communication, office equipment...)	50,000
<b>Total annual staff and admin costs</b>		<b>950,000</b>
<b>Activity costs</b>	Contracts with countries in support of successful applications	1,800,000
	Technical support to project countries/ country groupings	100,000
	Support to pre-RCC regional workshops (average 3 per year)	270,000
	Support to stand-alone Codex training courses/workshops (average 2 per year)	200,000
	Monitoring & Evaluation	30,000
<b>Total annual activity costs</b>		<b>2,400,000</b>
<b>TOTAL ESTIMATED ANNUAL COSTS</b>		<b>3,350,000</b>