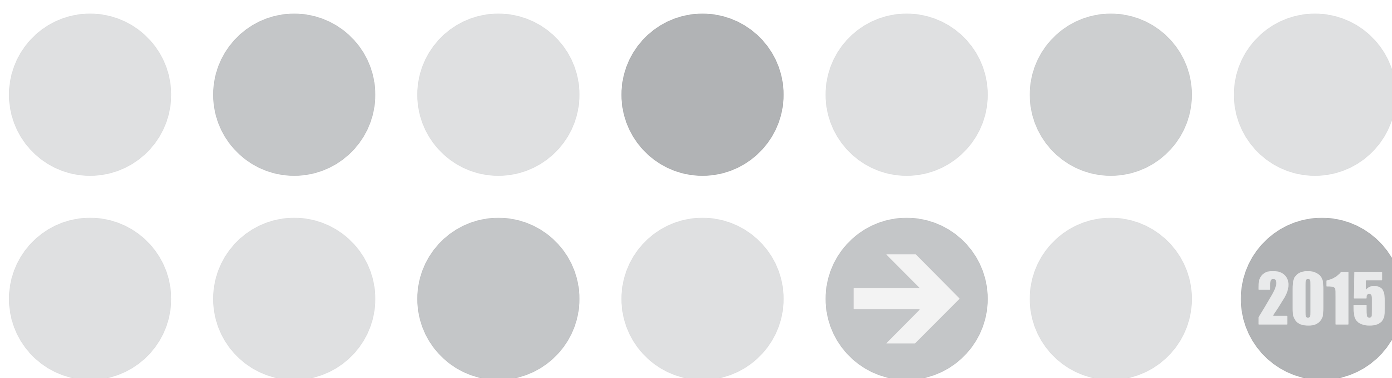


FAO and the challenge of the Millennium Development Goals

The road ahead

Annex

Responding to the Millennium Declaration
FAO's contribution so far



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Responding to the Millennium Declaration

FAO's contribution so far

Discussion paper for the Special Event on "Impact of conflicts and governance on food security, and FAO's role and adaptation for achieving the MDGs", on the occasion of the 31st session of the Committee on World Food Security, May 2005, at FAO headquarters

FOOD AND AGRICULTURE ORGANIZATION OF THE UNITED NATIONS
Rome, May 2005

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Contents

List of acronyms	v
Introduction	2
FAO and the challenge of the Millennium Development Goals: the road ahead	4
FAO as a specialized agency	4
The wider context of development cooperation	5
Financing for development	5
Strong focus on poverty reduction strategies	5
National ownership	6
Aid coordination, harmonization and alignment	6
Managing and accountability for results	6
Elements of a strategy for FAO to address the Millennium Development Goals in the context of UN reform	6
Addressing the MDGs within the changing global environment	7
I. Advocacy	7
II. Programme targeting	9
III. Strategic alliances and partnerships	11
IV. Strategic support to country-level cooperation	13
Milestones for refinement and implementation of the strategy	15
ANNEX	
Responding to the Millennium Declaration: FAO's contribution so far	18
Concordance of the Strategic Framework with the Millennium Development Goals	18
Alignment of FAO's Programmes to the Millennium Development Goals	19
Key contributions to the goals	22
Goal 1: Eradicate extreme poverty and hunger	22
Goal 2: Achieve universal primary education	22
Goal 3: Promote gender equality and empower women	24
Goal 4: Reduce child mortality	24
Goal 5: Improve maternal health	24
Goal 6: Combat HIV/AIDS, malaria and other diseases	24

Goal 7: Ensure environmental sustainability	24
Goal 8: Develop a global partnership for development	25
Key contributions to international and national processes	25
Monitoring progress in achieving the MDGs	25
Global advocacy for the goals	28
Special initiatives at regional and country levels	28
Partnerships	28
Looking ahead	31
FAO and UN system reform	31
The current reform agenda	31
FAO participation in UN system mechanisms	32
Other development initiatives	35
Looking ahead	35
Major publications cited	36
Appendix: Survey of FAO activities to identify the Organization's contribution to the achievement of MDGs	37

BOXES

1. Millennium Development Goals	1
2. The Strategic Framework for FAO 2000–2015	19
3. Emergency Prevention System for Transboundary Animal and Plant Pests and Diseases (EMPRES)	23
4. Mobilizing resources for agriculture	26
5. FAO's advocacy in recognizing the critical role of water	27
6. The Special Programme for Food Security	29
7. The Joint FAO/IAEA Division	30

FIGURES

1. Direct and indirect contributions to the Millennium Development Goals	20
2. Direct contribution by source of funding (including emergency projects)	21
3. Direct contribution by source of funding (excluding emergency projects)	21
4. FAO participation in cooperative arrangements	33
5. FAO country offices – premises	34

Acronyms

ACP	African, Caribbean and Pacific Group of States
AU	African Union
CCA	Common Country Assessment
CEB	Chief Executives Board for Coordination
CFS	Committee on World Food Security
CGIAR	Consultative Group on International Agricultural Research
CPF	Collaborative Partnership on Forests
ECOSOC	Economic and Social Council (UN)
EMPRES	Emergency Prevention System for Transboundary Animal and Plant Pests and Diseases
EU	European Union
FAOR	FAO Representative
FIVIMS	Food Insecurity and Vulnerability Information and Mapping Systems
FY	financial year
HIPCs	heavily indebted poor countries
HPAI	Highly Pathogenic Avian Influenza
IAAH	International Alliance Against Hunger
IAEA	International Atomic Energy Agency
IFAD	International Fund for Agricultural Development
IFI	international financing institution
IMF	International Monetary Fund
IPGRI	International Plant Genetic Resources Institute
LIFDCs	low-income food-deficit countries
MDG	Millennium Development Goal
NGO	non-governmental organization
ODA	official development assistance
OECD	Organisation for Economic Co-operation and Development
OIE	World Organisation for Animal Health
PAIA	Priority Area for Interdisciplinary Action
PRSP	Poverty Reduction Strategy Paper
RC	Resident Coordinator
SPFS	Special Programme for Food Security
SWAps	Sector-Wide Approaches
TP	technical project
TS	Technical Services Agreement
UN	United Nations
UNAIDS	Joint United Nations Programme on HIV/AIDS
UNCT	UN Country Team
UNCTAD	United Nations Conference on Trade and Development
UNDAF	United Nations Development Assistance Framework
UNDG	United Nations Development Group
UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund
UN-HABITAT	United Nations Centre for Human Settlements
UNICEF	United Nations Children's Fund
WAICENT	World Agricultural Information Centre
WFP	World Food Programme
WFS	World Food Summit
WFS:fy/	World Food Summit: <i>five years later</i>
WHO	World Health Organization
WTO	World Trade Organization

Box 1 Millennium Development Goals

Goal 1: Eradicate extreme poverty and hunger

Target 1

Halve, between 1990 and 2015, the proportion of people whose income is less than one dollar a day

Target 2

Halve, between 1990 and 2015, the proportion of people who suffer from hunger

Goal 2: Achieve universal primary education

Target 3

Ensure that, by 2015, children everywhere, boys and girls alike, will be able to complete a full course of primary schooling

Goal 3: Promote gender equality and empower women

Target 4

Eliminate gender disparity in primary and secondary education, preferably by 2005, and in all levels of education no later than 2015

Goal 4: Reduce child mortality

Target 5

Reduce by two-thirds, between 1990 and 2015, the under-five mortality rate

Goal 5: Improve maternal health

Target 6

Reduce by three-quarters, between 1990 and 2015, the maternal mortality ratio

Goal 6: Combat HIV/AIDS, malaria and other diseases

Target 7

Have halted by 2015 and begun to reverse the spread of HIV/AIDS

Target 8

Have halted by 2015 and begun to reverse the incidence of malaria and other major diseases

Goal 7: Ensure environmental sustainability

Target 9

Integrate the principles of sustainable development into country policies and programmes and reverse the loss of environmental resources

Target 10

Halve, by 2015, the proportion of people without sustainable access to safe drinking water and basic sanitation

Target 11

By 2020, to have achieved a significant improvement in the lives of at least 100 million slum dwellers

Goal 8: Develop a global partnership for development

Target 12

Develop further an open, rule-based, predictable, non-discriminatory trading and financial system
Includes a commitment to good governance, development and poverty reduction – both nationally and internationally

Target 13

Address the special needs of the least developed countries
Includes tariff and quota free access for least developed countries' exports, an enhanced programme of debt relief for heavily indebted poor countries (HIPC) and cancellation of official bilateral debt; and more generous ODA for countries committed to poverty reduction

Target 14

Address the special needs of landlocked developing countries and small island developing States (through the Programme of Action for the Sustainable Development of Small Island Developing States and the outcome of the twenty-second special session of the General Assembly)

Target 15

Deal comprehensively with the debt problems of developing countries through national and international measures in order to make debt sustainable in the long term

Target 16

In cooperation with developing countries, develop and implement strategies for decent and productive work for youth

Target 17

In cooperation with pharmaceutical companies, provide access to affordable essential drugs in developing countries

Target 18

In cooperation with the private sector, make available the benefits of new technologies, especially information and communications

The framework of eight goals and 18 targets was formulated by a consensus of experts from the United Nations Secretariat, the International Monetary Fund (IMF), the Organisation for Economic Co-operation and Development (OECD) and the World Bank. A series of 48 indicators has been developed to monitor progress. The following points may be noted:

1. Target 2 (Halve, between 1990 and 2015, the proportion of people who suffer from hunger) is drawn from the Millennium Declaration, and is considerably less challenging than the goal adopted at the 1996 World Food Summit, which is to halve the number of undernourished over the same time period. Both targets are being monitored using FAO data.
2. Target 4, concerned exclusively with elimination of gender disparity in education, is considerably narrower in scope than Goal 3 to which it relates.
3. FAO is responsible for two indicators, one in relation to Target 2 mentioned above, and one (proportion of land area covered by forest) in relation to Target 9.

Introduction

Later this year world leaders will meet in the United Nations (UN) General Assembly to review progress made since the September 2000 Millennium Summit. In its Declaration, the Summit called for determined action to promote peace and security as well as human rights, democracy and good governance, and committed its signatories to creating “an environment – at the national and global levels alike – which is conducive to development and to the elimination of poverty”.

The Millennium Declaration drew upon the internationally agreed goals that had emerged from the major summits and conferences of the 1990s, including the 1996 World Food Summit (WFS) goal of reducing hunger by half by the year 2015. In the months following the Millennium Summit, a number of goals were brought together and crystallized in the set of eight Millennium Development Goals (MDGs), in order to provide an agenda for concerted action and to encourage a sense of urgency.

The MDGs as stated have not been submitted for adoption by UN Member States. Moreover, as is pointed out in the Secretary-General’s March 2005 report *In larger freedom*, “they do not in themselves represent a complete development agenda. They do not directly encompass some of the broader issues covered by the conferences of the 1990s, nor do they address the particular needs of middle-income developing countries or the questions of growing inequality and the wider dimensions of human development and good governance, all of which require the effective implementation of conference outcomes.”

At the same time, the set of goals has been generally embraced as a framework with the immense advantage of incorporating time-bound, measurable and achievable targets, both to help countries address a whole spectrum of development problems and to encourage stepped-up efforts by the international community to support them. Success in reaching these targets will depend largely on national governments incorporating the goals in their development strategies, plans and programmes, and on the necessary resources being mobilized domestically and from external assistance. It is hoped that the year 2005 will see an acceleration of momentum on both these fronts.

In addition, the MDG initiative is expected to be a focus for UN system support to countries. As such, it is inextricably linked to the ongoing process of UN system reform. The Declaration called for “greater policy coherence and better cooperation between the United Nations, its agencies, the Bretton Woods Institutions and the World Trade Organization [WTO], as well as other multilateral bodies, with a view to achieving a fully coordinated approach to the problems of peace and development”.

In responding to this call, UN system organizations have to recognize the changes taking place in the wider development cooperation environment, and specifically in aid policies. Aid providers embracing these approaches look to the UN system to change in order to provide more effective support to countries. This implies further adjustments in the working of the system as a whole.

It also requires that FAO critically re-examine its own role within that system and articulate clearly how it will adapt to face the challenges ahead.

This paper is intended to stimulate discussion among FAO’s Members and partners about FAO’s future role, as a UN specialized agency, in assisting countries to achieve the MDGs. It draws, *inter alia*, on the results of a survey of FAO’s present programmes and of its participation in the UN reform process, the results of which are covered in some detail in the Annex.

A way forward is suggested for the Organization to play its part in the collective response of the UN system to the global challenge that the MDGs represent. Its premise is that changes in the wider context require changes in the way FAO acts to serve its Members, both developed and developing. What is outlined is not a plan, nor a comprehensive programme of work, but a strategic approach to ensure that the knowledge, experience and capacity of the Organization are mobilized to contribute to this joint effort.

The approach will be reviewed and refined following comments on and reactions to the paper and the receipt of responses to a questionnaire sent out to all FAO Members individually. It will also be influenced, during 2005, by Governing Body decisions on the results of external evaluations, particularly that dealing with FAO's decentralization, and on the Programme of Work and Budget for 2006–2007. The outcomes of the Economic and Social Council (ECOSOC) in July and of the UN General Assembly (Millennium +5 Summit) in September 2005 will be drawn upon as appropriate.

Measures required to implement the actions outlined will be taken by the Director-General where they are within his management prerogatives, and submitted to the Governing Bodies where there are policy or cost implications. The longer-term implications will need to be addressed in the revision, scheduled for 2006–2007, of FAO's Strategic Framework.

FAO AND THE CHALLENGE OF THE MILLENNIUM DEVELOPMENT GOALS

THE ROAD AHEAD

1. What role should FAO play in helping to achieve the Millennium Development Goals, and how should it adapt in order to play that role effectively? To address these questions, some preliminary considerations are in order concerning, first, the nature of FAO as a UN specialized agency and, second, the wider development context in which it will need to operate in the future.

FAO's role as a specialized agency

2. The core business of FAO is knowledge. Its field of competence relates, in the words of its Constitution, to "nutrition, food and agriculture ...[including] fisheries, marine products, forestry and primary forest products". In these areas, it has a responsibility to be a centre of excellence, a forum in which countries can exchange information and forge agreements, and a resource upon which all of its Members, developed and developing, can call.

3. In applying the conceptual framework of a knowledge organization to FAO, it can be deduced that it extends beyond the more obvious functions of data collection, validation, analysis and the sharing and application of the resulting knowledge. Everything FAO does has its roots in knowledge, from its creation (by networks, meetings of experts and the process of learning from experience) through to its use in assessing new approaches, informing decision-making, exchanging knowledge and promoting development. Many of the functions involved are carried out at the global level. As such, they are frequently referred to as "normative", although the norms and standards are not the sole type of global public goods that the Organization produces. Another perspective from which to look at the business is how it is carried out at the regional, subregional and national levels. Responding to the needs of developing countries and groups of countries implies an "operational" component of assistance. It requires not only collecting, organizing and analysing information, but also sharing and applying knowledge, in the form of relevant policy, legal and technical advice, and through capacity-building (human resources development, institution strengthening, pilot and emergency activities). This helps recipients to make use of knowledge and also helps to ensure that FAO's assistance is rooted in up-to-date experience.

4. The limited resources at the disposal of FAO in its Regular Programme are allocated primarily to its global knowledge business. FAO's structure has been considerably decentralized over the past decade to bring it closer to countries but, for its assistance to individual countries, FAO still has to rely to a large extent on extra-budgetary funding to supplement the expertise and resources that can be mustered from the Regular Programme.

5. Such an approach, based on the need to maintain FAO's capacity as a centre of excellence, explains why the Organization's programme of work has always been structured along technical rather than geographical lines, and why it continues to struggle to maintain an appropriate, but increasingly delicate, balance between providing services to individual member countries and fulfilling its important responsibilities for producing global public goods.

6. Facing the challenge of the MDGs can only bring this issue even more to the fore. It is undeniable that FAO's global work has made a contribution to their definition – its most important input being the convening of the WFS that first established the goal of cutting

hunger in half by 2015. Undoubtedly also, the Organization's international advocacy and policy initiatives can make a significant contribution in the future. Nevertheless, the focus of efforts to achieve the goals will be in countries, and FAO needs to determine where and how its capacities should be most effectively deployed at the national level in the context of the UN system's contribution to this process.

7. The other large specialized agencies with global sectoral mandates have characteristics that are similar to those of FAO, but very different in nature from those of the UN funds and programmes, the international financing institutions (IFIs) or donors. The question of how the agencies may best contribute to country-driven processes addressing the MDGs is likely to acquire even greater importance with the evolution of the UN reform process. This process is already strongly focused on country cooperation, but initially it concentrated on achieving greater coherence among the UN funds and programmes; in future, it is expected to find ways to draw effectively on all the knowledge and experience available within the system, including those of specialized agencies (with or without a country presence).

The wider context of development cooperation

8. As the UN organizations, including FAO, reflect on their roles, account must be taken of changes in the development cooperation environment. Trends in several areas stand out, as outlined in the paragraphs below.

Financing for development

9. In 2002, the International Conference on Financing for Development, in what has come to be called the "Monterrey Consensus", stated that each country has primary responsibility for its own economic and social development, but that national development efforts need to be supported by an enabling international economic environment. It called for a package of actions by both developing and developed countries, recognizing in this context also that "a substantial increase in ODA [official development assistance] and other resources will be required to achieve the internationally agreed development goals and objectives, including those contained in the Millennium Declaration".

10. ODA is increasing, albeit slowly, but there is still no certainty that commitments will rise to the level required to achieve the MDGs by 2015. Hopes for more rapid progress on aid, trade and debt relief hinge on the possibility of agreement at major meetings (the G8 and Millennium +5 Summits) during the latter half of 2005.

Strong focus on poverty reduction strategies

11. The Poverty Reduction Strategy Initiative, originally developed by the World Bank as a basis for enabling a country to qualify for debt relief, has played a critical role in shifting the focus of development assistance strongly towards addressing poverty. Although not the original intention, Poverty Reduction Strategy Papers (PRSPs), which now number 56, are seen as the means by which developing countries can map out their strategies for attaining the MDGs and their priorities for donor assistance, and against which achievements will be monitored.

12. While not all countries have PRSPs, some do have other nationally owned poverty reduction strategies or long-term development plans. The report of the Millennium Project and its ten task forces, contributing to consideration of the practical steps required to achieve the MDGs, has explicitly recommended that poverty reduction strategies be prepared and that, where they already exist, they be revised and have their time horizon extended so that they are "ambitious enough to achieve the Goals". This recommendation has been endorsed by the UN Secretary-General in his March 2005 report addressed to the Millennium +5 Summit.

National ownership

13. There is acknowledgement on the part of the international aid community of the need to reinforce the authority of developing countries over their development strategies and policies, as well as in the coordination of development assistance. This has been exemplified by the shift towards national execution of development cooperation programmes, and the growing use of aid for budget support and government-led Sector-Wide Approaches (SWAPs) to development, rather than for stand-alone projects.

14. These moves are expected to result in greater national accountability for the effective use of technical and financial assistance, and more sustainable outcomes. They will, however, place greater pressures on government capacities, and the UN system, which is not a major funder, is expected to assist in national strategy and policy formulation, capacity-building and efforts to mobilize funds from others. Countries will also look to the UN organizations to support their participation in international negotiations, for example on trade.

15. Increased national commitment towards meeting the MDGs is also expected to be translated into increased mobilization of countries' own resources. This may require shifting of priorities within national budgets and/or stepping up the generation of public revenue. In this regard, the recent resolution by the African Union Heads of State to increase the share of public expenditure for agriculture and rural development to 10 percent is an example of strong political will.

Aid coordination, harmonization and alignment

16. The OECD Development Co-operation Directorate has led an effort to ensure that ODA is more effective and creates fewer burdens for recipients. Greater decentralization of decision-making on bilateral aid commitments is facilitating coordination among donors at country level. The PRSPs and SWAPs, where they exist, tend to reinforce this, especially when supported by so-called "basket" funding arrangements with contributions from several donor sources.

17. Over the past ten years, changes in UN system approaches have been aimed at enhancing interagency coordination, both through greater coordination in planning and through steps to harmonize procedures, but these approaches will need to be further aligned with other aid processes and, most importantly, with national needs and priorities.

Managing and accountability for results

18. The quantitative and time-bound nature of the MDG targets and their related indicators also reflects the importance being given to strengthening accountability for results within the broader focus of aid effectiveness. Developing countries are expected to establish results-oriented reporting and monitoring frameworks that measure progress in implementing key dimensions of national and sector development strategies. UN system organizations are likely to be held accountable for the results obtained from their support for achieving the MDGs and particularly for the effectiveness of this support measured in terms of alignment with national strategies, institutions and procedures, and harmonization among aid providers.

Elements of a strategy for FAO to address the Millennium Development Goals in the context of UN reform

19. The Annex to this paper covers in some detail the review of FAO's initial response to the Millennium Declaration, and to the MDGs that emerged from it. In summary, the review found that FAO's work is well aligned in substance to those goals to which FAO's

mandate relates. A total of 89 percent of FAO's substantive programmes, funded from both the Regular Programme (78 percent) and extra-budgetary sources (95 percent), directly address the goals. Over half of the total effort is directed to Goal 1, which combines the reduction of poverty and the reduction of hunger. A significant proportion (about one-fifth) is directed to Goal 7, concerning environmental sustainability, with a lesser but still important proportion to Goal 8, concerning agricultural trade. Smaller direct contributions and indirect effects are seen in relation to Goal 3, on empowering women, and to the other MDGs.

20. The impetus provided by the WFS and certain other major conferences and summits of the 1990s has thus resulted in a clear focus – across the spectrum of FAO's programmes in agriculture, fisheries and forestry – on assisting countries to achieve key internationally agreed goals. As a result, the Organization's initial response to the Millennium Declaration has emerged seamlessly from the programmes already approved by its Members. The review also concluded, however, that changes in approach, and adaptation of the ways in which FAO operates, must be contemplated if the Organization's contribution is to be enhanced as part of collective action by the UN system to respond to the MDG challenge.

Addressing the MDGs within the changing global environment

21. Looking ahead, FAO's work will continue to be shaped by important trends in the external environment. These, to name only a few, include urbanization and the shifting location of hunger and poverty from rural to urban areas; increases in income and the graduation of more and more countries from low-income to middle-income status, with a possible shrinking of the relative importance of agriculture as a driver of economic growth and poverty reduction and a rise in non-agricultural activities that contribute to improving the living conditions of rural people; the rising demand for global public goods such as international rules, standards and conventions; mitigation of the effects of climate change; limitation of fossil energy and the role of agriculture as a provider of bioenergy; and the increasingly important role of the private sector in knowledge generation and standard setting.

22. It will be essential to respond to these and other external changes, through proper focusing of programmes to ensure the continued quality and relevance of the global public goods that FAO produces. At the same time, given the insufficient progress towards achieving the MDGs in many countries, the Organization has to consider how it can most effectively contribute to accelerating action to reach the goals.

23. Taking as a point of departure the considerations outlined above, and drawing on the conclusions of the review, a strategy to address the MDGs is envisaged with four elements: (I) advocacy and support to the MDG initiative, (II) better targeting of FAO's programmes, (III) the pursuit of strategic alliances and partnerships, and (IV) strategic support to country-level cooperation with UN partners. Some of the actions contemplated, particularly in terms of increased MDG-oriented policy and capacity-building assistance to individual countries, will only be possible with support from donors.

I. Advocacy

24. FAO needs to provide active support to efforts by Members to implement the provisions of the Millennium Declaration and promote the MDGs, with particular focus on the areas that fall within FAO's mandate and capacities. Advocacy is key to boosting momentum in addressing the MDGs.

25. Over the past decade the Organization has considerably stepped up its advocacy, and has had some notable successes. Decisions by the Heads of State and Government of the

African Union and of countries in the Caribbean Community are among the most recent illustrations of how the validity of FAO's messages has been recognized. Nevertheless, decision-makers often fail to accord the requisite importance to agricultural and rural development in international and national strategies, despite strong evidence that they are prerequisites not only for food security and poverty reduction, but also for economic growth and social progress in countries in which agriculture is a mainstay of the economy. To step up advocacy even further, four lines of action are envisaged.

1.I Building on the outcome of the WFS and subsequent initiatives to raise the profile of the agriculture, fisheries and forestry sectors, FAO will press for recognition of their importance for achieving all the MDGs.

26. This message needs to be conveyed convincingly to decision-makers in developing countries, particularly to Ministries of Foreign Affairs, Economy, Finance and/or Planning, and the Environment – in addition to Agriculture, the traditional “counterpart” ministry of FAO. It is likewise essential to convince the donor community that policies and programmes to stimulate the rural sector are required to reach the goals.

27. FAO has the knowledge and the means to do this at the international level, through action in its own fora, through its major publications, and through continued participation in meetings of bodies such as ECOSOC, where it has already played an active part this year in facilitating high-level discussion on measures to achieve Goal 1. These actions will need to be complemented by involvement in advocacy and policy dialogue at the country level, with priority being given to countries in which the agriculture/rural sector is predominant and the proportion of hungry in the population is high, to raise awareness among other national stakeholders and donors in order to reinforce the efforts of governments.

1.II FAO will strengthen its participation in the fora in which the MDG framework is considered and further refined, and contribute actively to international and national monitoring of the achievement of the goals.

28. Through involvement in any effort that may be undertaken in future to refine the MDG framework itself, FAO will endeavour to elevate the role of agriculture, fisheries and forestry within it and, by working with others, to define, if possible, additional targets (for example, a target under Goal 3 concerning the empowerment of women as producers) and indicators. It will continue to provide the data required for two indicators already entrusted to it, under Targets 2 (dealing with the level of hunger) and 9 (forest cover).

29. The role of the Committee on World Food Security (CFS), entrusted with monitoring the implementation of the WFS Plan of Action, also needs to be highlighted and its results fed into the international process of monitoring of MDG achievement. In the light of measures now envisaged to reduce developing countries' heavy burden of reporting, some modification of the present CFS reporting system may be considered by Members in preparation for the meeting in 2006 when the CFS will mark the tenth anniversary of the WFS.

1.III To leverage its own advocacy, FAO will support mechanisms to involve civil society and the private sector, both internationally and in-country, in the effort to achieve the goals.

30. Initiatives such as the International Alliance Against Hunger (IAAA) and the UN System Network for Rural Development and Food Security have begun to show that it is possible to bring together stakeholders from all sectors within countries to address common objectives. National efforts to mobilize such constituencies must be supported at the global level.

31. The special forum, with the broadened participation of civil society actors, foreseen in connection with the 2006 CFS meeting should provide the occasion to agree with civil

society and private sector stakeholders on concrete joint action to promote implementation of the WFS Plan of Action within the larger framework of the MDGs.

I.IV FAO will seek greater recognition of the contribution of the specialized agencies to addressing the MDGs within a more effective and coherent UN system.

32. In the immediate future FAO, will encourage system-wide, high-level interagency discussion in preparation for, and as follow-up to, the Millennium +5 Summit in September 2005. The aim will be to achieve greater recognition of the crucial contribution that the UN specialized agencies, including FAO, must make in the future reformed UN system.

33. The agencies, which belong to and are jointly funded by all Members, are the custodians and depositaries of knowledge in their respective fields of competence and represent a significant investment by those Members, over more than half a century, in building up a wealth of information, experience, technical expertise and analytical capacity. Combining their global public goods and norm-setting work with country-level technical cooperation, they are well-placed to provide evidence-based advice on policy and technology options, and to facilitate the transfer of knowledge and capacity-building required to address the MDGs.

II. Programme targeting

34. FAO needs to re-examine its programmes that directly target the MDGs to enhance their effectiveness and impact. An issue requiring further consideration in the future is whether the continuation of the primary focus on Goals 1,7 and 8 is adequate, or whether more efforts should be directed towards strengthening the direct contribution to other MDGs. One example would be those MDGs whose achievement is vitally dependent on nutrition improvements, namely reducing child mortality, improving maternal health and combating HIV/AIDS, malaria and other major diseases. FAO's recent work has clearly demonstrated that preventing hunger and malnutrition at the maternal and childhood stages is vital to enhancing people's quality of life and productivity throughout their lifetime. Nutrition improvement also provides a means for making a significant difference to the well-being of HIV-infected people and for increasing their expected life span. Enhancing work in this area would require some reallocation of resources and would have to be undertaken in close collaboration with partners, in particular other relevant UN organizations.

35. It will also be necessary to keep in mind the needs of countries at different levels of development. For example, middle-income countries may look to FAO for specialized legal and technical advice to help them operationalize, in their national contexts, international agreements on trade, plant genetic resources, pesticides, fisheries management and other issues. On the other hand, low-income countries may require more targeted and sustained strategy and policy assistance, in the context of their commitment to adopting the MDGs. FAO will need to pay particular attention to those countries in which poverty and the proportion of undernourished in the population are high, in which agriculture produces a large share of the gross national product, and in which a decision has been made by the government to take action towards achieving the MDGs. For the immediate future, five lines of action are envisaged.

II.I FAO will assist countries that request it to incorporate national MDG targets in their development strategies and to determine appropriate indicators to measure progress.

36. The important issue is to encourage national commitment to the goals and nationally led strategies to achieve them. For many of the poorest countries, this will require assistance, sustained over time, to ensure that policies and programmes are in place to

generate and make best use of resources flowing to the agriculture and rural sectors and to incorporate adequately cross-cutting concerns relevant to various MDGs, notably gender issues.

37. FAO will also build on multisectoral and multiagency initiatives such as Food Insecurity and Vulnerability Information and Mapping Systems (FIVIMS), established in recognition of the need for reliable national and subnational information and data on food and agriculture in general and food security in particular to underpin informed decision-making and subsequent monitoring of policy and programme implementation. The interagency FIVIMS work has developed conceptual and analytical frameworks for addressing food insecurity and vulnerability, and relevant indicators. These will enable national FIVIMS activities, linking up with other UN-led initiatives such as the database system DevInfo, to contribute to monitoring progress towards the MDGs.

38. With respect to emergency work, it will be important to help countries receiving relief and rehabilitation aid to reframe their strategies for the future. Often, positive social and environmental change (including through targeting the poor and food insecure, and tackling the causes of environmental degradation) may be more easily achieved in the wake of disasters and emergencies than at other times.

II.II At the request of countries, FAO will endeavour to reinforce the capacity of their national institutions to formulate both robust and compelling rural development strategies and programmes, and related proposals for the allocation of resources.

39. Capacity-building support should help to direct national priorities and strategies towards encouraging productive activities that allow the poor to improve their own livelihoods. Concentration would be on countries in which poverty is predominantly rural and agriculture is the main livelihood of the poor, but attention should also be paid to addressing food insecurity among the urban poor.

40. With greater use of direct budget support and sector-wide approaches, the agriculture/fisheries/forestry sectors will have to compete for resources with other sectors, notably health and education, and this will place a heavy burden upon line ministries to formulate sound and convincing sectoral expenditure programmes in which productive investments will lead to economic growth and poverty reduction. FAO's approach to capacity-building will give priority to strategy and policy formulation, and the mobilization of domestic and external resources for investment in the rural sector. It will also build on FAO's production of global public goods, by including assistance to enable countries to conform to agreed international standards and regulatory frameworks, and strengthening of national statistical capacity to permit evidence-based policy formulation, planning and resource allocation, and monitoring of progress towards the MDGs.

II.III In response to demand by countries and groups of countries, FAO will reinforce its support, through strategy and policy advice, to regional and subregional organizations.

41. The recent Independent Evaluation of FAO's Decentralization recommended a further decentralization within regions to make strategy/policy advisory services more readily available to countries. The Organization's membership has also frequently stressed the importance of institutional capacity-building and support to regional and subregional bodies and economic integration organizations, which are expected to play an increasingly important role in the future. In response, FAO has already undertaken to assist with Regional Programmes for Food Security, and its support would need to be further enhanced.

42. Moreover, many problems faced by countries have transboundary implications and their solutions require cooperation at regional or subregional level. FAO is well placed to act as adviser and honest broker for intercountry agreements in the areas of its competence and for programmes that address questions of shared resources. The issue is particularly crucial for freshwater and fisheries resources (both in exclusive economic zones and on the high seas).

II.IV FAO will strengthen its own capacity to address issues relevant to the MDGs in its areas of competence in a fully interdisciplinary fashion.

43. The Organization has a comparative advantage in furnishing interdisciplinary advice, and enhancing interdisciplinarity is the subject of a cross-organizational strategy in the Strategic Framework. However, much more needs to be done within the Secretariat to ensure full exploitation of FAO's potential in this area, and some changes in structure and resource allocations may be necessary. To this effect, action will be initiated to achieve a better balance in departments and divisions at headquarters.

44. Following an evaluation of FAO's policy assistance in 2002, a Policy Task Force has been set up to ensure greater corporate coherence. The system of Priority Areas for Interdisciplinary Action (PAIAs) established following the adoption of the Strategic Framework has great potential to deliver on cross-organizational objectives, but has not yet consistently generated the desired outcome. The Programme Committee is to review the experience with PAIAs in the coming months, and further action will be taken or proposed as a result.

II.V FAO will ensure that approval criteria, both for prioritizing Regular Programme activities and for approving extra-budgetary funded activities, take the relevant MDGs into account, and that monitoring and evaluation procedures include verification of effective contribution to them.

45. Some or all of the following measures would be involved:

- transforming the Oversight Committee of the Special Programme for Food Security (SPFS) into a committee to coordinate and monitor FAO's contribution to the MDGs;
- indicating in the Medium-Term Plan and the Programme of Work and Budget the potential contributions to the MDGs from all sources of funds; and
- revising the scope and terms of reference of FAO's internal Programme and Project Review Committee to ensure that it verifies the alignment of programmes and projects to relevant MDGs and to national strategies and programmes.

III. Strategic alliances and partnerships

46. The Organization must actively promote a collective approach to achieving the MDGs through strategic alliances with relevant partner organizations. FAO has long-established and close partnerships at the central level, such as its Joint Division with the International Atomic Energy Agency (IAEA); its Investment Centre, which works closely with the World Bank and other IFIs; and its joint programme with the World Health Organization (WHO) on the Codex Alimentarius. In addition, given the increased level of authority delegated to UN system and donor offices in countries, FAO must pay more attention to alliances with partners at the country level. Specific issues concerning FAO's partnering should emerge from the analysis and consequent recommendations in the evaluation of the cross-organizational strategy for broadening partnerships and alliances, expected later in 2005. In the meantime, four lines of action are envisaged.

III.I Considering the areas of greatest relevance for the MDGs, the Organization will seek to reinforce existing partnerships and create new ones, based on common objectives and concrete programmes of action.

47. First and foremost, the joint approaches already tested with the Rome-based UN organizations (the International Fund for Agricultural Development [IFAD] and the World Food Programme [WFP]) and with the International Plant Genetic Resources Institute (IPGRI), should be further developed, both on advocacy for agreed goals and on specific cooperative work that would make optimal use of the expertise and capacities of each. There is scope for closer cooperation with other Consultative Group on International Agricultural Research (CGIAR) centres, particularly on the definition of research priorities, taking into account the fact that FAO hosts the Science Council of the CGIAR system. There is also scope for enhanced collaboration on marine fisheries through the UN-Ocean mechanisms established by the UN General Assembly.

48. Considering areas of relevance for the MDGs, strengthened partnerships can be envisaged, for example, with WFP, WHO and the United Nations Children's Fund (UNICEF) to address all the MDGs to which nutrition and household food security can contribute; with the other members of the Collaborative Partnership on Forests to address Goal 7; and with WTO/United Nations Conference on Trade and Development (UNCTAD) for the trade aspects of Goal 8. Moreover, as the *locus* of poverty, hunger and environmental degradation continues to shift to urban and peri-urban areas, work could be strengthened with non-traditional partners such as the United Nations Centre for Human Settlements (UN-HABITAT).

III.II The Organization will contribute to the drive for greater harmonization and alignment of UN assistance in order to reduce transaction costs to national governments.

49. The large number of missions to and programmes in developing countries tends often to overwhelm government capacity to handle them, and this problem could be exacerbated by the challenge of pursuing the whole set of MDGs and their related targets. If countries are to assume even greater responsibility for coordinating and administering external assistance, modalities to reduce the sheer volume of interventions by various organizations will be required, and the United Nations Development Group (UNDG), in which FAO participates, is actively seeking ways to facilitate this.

50. Programmes and missions carried out jointly with other UN organizations would help in this area, and would have the added advantage of ensuring complementarities in expertise. FAO has experience in both (e.g. the Joint United Nations Programme on HIV/AIDS [UNAIDS], the United Nations Development Programme [UNDP] and the United Nations Population Fund [UNFPA]; and FAO/WFP joint missions to carry out food need assessments) and will draw on this experience to increase the use of such modalities. Some changes will be required in present policies and procedures to facilitate this.

III.III FAO will seek closer relationships within countries with civil society organizations and other non-governmental actors concerned with agriculture, rural development, food security and sustainable management of natural resources.

51. FAO's comparative advantages and strengths will be more visible if the Organization takes a proactive approach in the search for such partnerships with non-UN and civil society entities. To date, it has established productive dialogue at the international level around issues of common concern, but there is scope for moving beyond advocacy to closer programme cooperation at the country level.

52. The fundamental differences between intergovernmental and non-governmental organizations tend to create obstacles to defining and/or changing institutional relationships. However, productive synergies between the different types of organizations can be generated in the framework of action to address specific problems within national or local realities. The same may be said of cooperation with national private-sector actors, whose contribution to achieving the goals must be mobilized more effectively.

III.IV In formulating the Regular Programme, FAO will take into account measures favouring allocation of resources to partnership undertakings aimed at addressing the MDGs, and will seek strategic alliances with donors to complement this.

53. Partnership and participation in joint approaches and programmes require sustained commitment and financial resources that, in a situation of budgetary stringency, may only be provided at the expense of other activities in a work programme. FAO will need to consider joint programmes as a way of maximizing the impact of its limited funds through contributing to broader initiatives in which its input is complemented by that of others.

54. On the other hand, it would be unrealistic to expect that FAO's Regular Programme alone could meet any considerable increase in requests for MDG-related assistance without extra-budgetary support. Strategic alliances with donors would be desirable to address specific issues or themes that are in the approved FAO programme but under-resourced. An example of this approach is work already under way with significant funding from donors on sustainable livelihoods in agriculture, forestry and fisheries: activities range from normative through to technical advice and implementation at country level.

55. Similarly, the possibility of extra-budgetary funding frameworks over periods of three to five years for individual countries could be explored with donors. This would facilitate harmonization with PRSPs, multiyear donor commitments to partner countries, the UN Development Assistance Framework (UNDAF) and the country programmes of UN funds and programmes, all of which have time frames of three to five years. The FAO–Netherlands Partnership Programme is already on a four-year basis. Another example is provided by PROFISH, the partnership developed by the World Bank in close collaboration with a number of fishery donors and FAO to promote responsible fisheries.

IV. Strategic support to country-level cooperation

56. The pillars of the UN reform approach at country level are the Common Country Assessment (CCA)/UNDAF, the Resident Coordinator system and the UN Country Team (UNCT). In countries in which FAO has offices, it must participate, as a member of the UNCT, in an open and proactive manner in relevant UN system initiatives under the leadership of the UN Resident Coordinator.

57. Moreover, FAO needs to work within these mechanisms as they adjust to the changes in the aid environment, and help to reinforce the neutrality and capacity of the Resident Coordinators to facilitate and harmonize the system's support to nationally owned and nationally led development strategies. Five lines of action are envisaged.

IV.I The Organization will align with and support country-owned instruments, and harmonize its work with that of UN partners within the framework of the Resident Coordinator system.

58. A policy statement articulating this commitment, bringing together previous statements on various aspects and updating them as appropriate, will be issued. This could usefully cover all components of the current development cooperation architecture: MDGs, country ownership, poverty reduction strategies, SWAps, budget support, harmonization

and alignment, as well as country capacity-building, managing for results, and monitoring and evaluation.

59. The statement will be accompanied by a guidance note or notes for FAO and government staff, outlining the implications of the policy statement for how FAO does business in the field, including where and how it should be involved. It will identify possible development services and products that can be provided by FAO, as well as funding modalities that would facilitate the delivery of such services. In the interests of harmonization, it will draw on existing UN system guidance, and other specialized agencies will be consulted.

IV.II For countries that request it, FAO will develop a flexible medium-term priority framework for cooperation, agreed upon with the government, to identify possible areas for FAO support in the context of the national strategy.

60. A pilot exercise is now under way to develop and test such an instrument, which is expected to enable FAO to focus its country-specific activities on the areas in which its impact should be greatest, and to carry them out in a way that more effectively complements other activities of the UNCT in contributing to implementation of national poverty reduction strategies. The pilot includes indicators and monitoring mechanisms that would facilitate MDG follow-up.

61. It should also permit technical units to plan their normative and technical assistance activities and allocate corresponding resources; as such, it would be an important tool for mobilizing support from within FAO and providing a means and an incentive to ensure coherence and counteract fragmentation in the Organization's field interventions. It would help to generate extra-budgetary financial support to supplement the resources potentially available from the regular budget, including the Technical Cooperation Programme. The results of the pilot exercise will be taken into account in developing this initiative for wider application.

IV.III FAO will refine its criteria for intervention, taking into account the needs of countries at different levels of development and its own comparative advantage.

62. A questionnaire has been sent out to ascertain the types of services Members will expect to receive in future, and in which technical or policy areas. While awaiting responses, it may be recalled that, at the request of governments, FAO can intervene at various points, from strategy and policy formulation to provision of technical advice and finally to operational implementation. For all three forms of assistance, but especially for fully fledged field operations, FAO generally has to have recourse to extra-budgetary funding. A trend already evident in the SPFS, which may be expected to expand if more countries receive direct budget support from donors, is that countries "buy" the services of the Organization using Unilateral Trust Fund modalities.

63. Piloting programmes to test approaches at field level has long been an essential aspect of the Organization's work and has proven its value. At the same time, it must be recognized that, in wider replication of successful interventions, or their "scaling up" to national level, FAO is unlikely to have a comparative advantage in operational implementation. Various arrangements for involvement in scaled-up national undertakings are being tried out currently under the SPFS. On the basis of this experience, criteria and guidelines will be formulated to ensure that FAO can continue to provide catalytic and targeted assistance to guide national implementation, without assuming overly onerous operational functions.

IV.IV FAO will seek improved modalities for providing FAO support, through the Resident Coordinator system, to countries in which there is no FAO Representation.

64. FAO has various arrangements in place, including multiple accreditation, to provide coverage to countries in which there is no fully fledged country office. Even so, a number of countries have no in-country FAO presence to facilitate their communication with the Organization and their access to its information and services. For some contacts FAO relies on UNDP, reimbursing it for any substantive services provided by the UNDP office.

65. It has been recognized that there is a potential conflict of interest in having the UNDP Resident Representative serve also as Resident Coordinator, and UNDP has proposed new modalities for “splitting” the responsibilities so as to free the Resident Coordinators to play their neutral coordinating role on behalf of the whole UN system. In this scenario, there may be opportunities for FAO to cooperate with the Resident Coordinator and the UNDP office in ensuring more effective dialogue with, and provision of appropriate support to, the countries in which FAO has no office.

IV.V FAO will implement, as rapidly as is feasible, concrete measures to enhance the efficiency and effectiveness of its decentralized structure.

66. To contribute effectively to development cooperation instruments such as poverty reduction strategies, FAO Representatives would need to have or be able to call upon sufficient capacity (the appropriate mix of staffing, skills and backstopping) to contribute to strategy and policy dialogue on a continuous basis over the period required, which may be one to two years. Moreover, as donor decisions on funding are more often being made in-country, FAO needs to improve its interaction with donors as well as to support government negotiations with them. The quality of FAO’s presence in-country is therefore of paramount importance, and measures to improve and strengthen FAO’s response capacity are urgently required.

67. The implications of reinforcing FAO’s country-level presence and backstopping it from headquarters and regional and subregional offices were examined in depth in the recent Independent Evaluation of FAO’s Decentralization, to which the management has responded through a report to the Programme and Finance Committees on action taken or proposed. Further analysis of the implications is required, and implementation will proceed on the basis of decisions by the Director-General and/or FAO’s Governing Bodies, as applicable.

68. In line with this process, and taking into account, among other factors, the outcome of UN reform initiatives and future funding prospects, rebalancing of the FAO Representations may be envisaged, in order to ensure direct coverage in particular of countries with the greatest needs and where the potential for impact is most significant, supplemented by relevant multidisciplinary teams at optimum locations that can provide services to countries for adequate periods of time or visit them as needed.

Milestones for refinement and implementation of the strategy

69. Consultation with Members will take place during the coming months on the proposed approach and strategy elements outlined in this paper.

70. Of the measures mentioned, those that are within the Director-General’s authority may be taken as soon as the required consultations have been completed. Contributions to the MDGs will be highlighted in the Programme of Work and Budget for 2006–2007, to be considered in the autumn of 2005 by the Programme and Finance Committees, the Council and the Conference. Any related decisions may be presented to the Governing Bodies as required.

71. In the immediate future, FAO will participate in the July 2005 session of ECOSOC, and at the UN General Assembly (Millennium +5 Summit) in September 2005.

72. In the longer term, the following process is envisaged to fully internalize, within FAO's overall programme, the focus on MDGs deemed most appropriate:

- Regional Conferences, 2006: to examine and advise on regional priorities for addressing the MDGs.
- CFS 2006: ten years after the WFS, a mid-term review of progress in reaching the WFS target, in the context of a special forum involving governments, relevant international organizations and actors of civil society.
- 2006–2007: revision of the Strategic Framework to follow a process similar to that of 1998–1999, culminating in its presentation to the FAO Conference in 2007.

ANNEX

RESPONDING TO THE MILLENNIUM DECLARATION

FAO'S CONTRIBUTION SO FAR

1. In early 2005 an internal review was carried out to assess FAO's response to the Millennium Declaration and to the Millennium Development Goals that emerged from it. The point of departure was the Organization's Strategic Framework, approved by Members in 1999 as a road map for FAO to respond to the agreements reached at the WFS and at other major conferences and summits of the 1990s.

Concordance of the Strategic Framework with the Millennium Development Goals

2. The Strategic Framework for FAO 2000–2015 predates the United Nations Millennium Declaration by almost a year. However, the two documents show a high degree of consistency to the extent that the latter deals with areas covered by FAO's mandate. This is not surprising, as both are based upon an analysis of the challenges and threats in the external environment at approximately the same point in time. The structure of the Strategic Framework is shown in Box 2.

3. Aligning the framework to the MDGs poses some conceptual issues. The Strategic Framework articulates three "global goals" that the Organization is dedicated to helping Members achieve. The first of these, "Access of all people at all times to sufficient nutritionally adequate and safe food, ensuring that the number of undernourished people is reduced by half by no later than 2015", maps to Goal 1 of the MDGs. The third, "The conservation, improvement and sustainable utilization of natural resources, including land, water, forest, fisheries and genetic resources for food and agriculture", maps to Goal 7.

4. On the other hand, the second FAO global goal, "The continued contribution of sustainable agriculture and rural development, including fisheries and forestry, to economic and social progress and the well-being of all", is highly relevant to the achievement of the MDGs, but its direct mapping to the MDGs is less obvious than in the case of FAO's two other goals.

5. It must be kept in mind also that the Strategic Framework covers FAO's entire mandate and not just parts that pertain to assisting in the achievement of the MDGs. The UN Guiding Principles state that "a focus on MDGs neither diminishes nor precludes the important work of the UN system in other mandated areas".

6. As a UN specialized agency with near universal membership, FAO is dedicated to promoting agriculture, nutrition, forestry, fisheries and rural development. The Organization is a world centre for food and agricultural information and knowledge and a forum for policy dialogue and forging agreements among nations. Its work in these areas, on norms and standard setting, and on the provision of global public goods, may be considered to underpin and complement the effort it directs to the goals, but also, in many areas, to go beyond the MDG framework.

7. For the purpose of the review, therefore, it was concluded that while the Strategic Framework remained valid for FAO's total programmes, a more precise analysis was necessary to identify the extent of alignment of these programmes to the goals and relevant targets of the MDG framework. A survey of FAO activities funded both by the Regular Programme and by extra-budgetary sources was therefore carried out in December 2004/January 2005.

Box 2

The Strategic Framework for FAO 2000–2015

Global goals

Goal 1

Access of all people at all times to sufficient nutritionally adequate and safe food, ensuring that the number of undernourished people is reduced by half by no later than 2015.

Goal 2

The continued contribution of sustainable agriculture and rural development, including fisheries and forestry, to economic and social progress and the well-being of all.

Goal 3

The conservation, improvement and sustainable utilization of natural resources, including land, water, forest, fisheries and genetic resources for food and agriculture.

Corporate strategies

Strategies to address Members' needs

- A. Contributing to the eradication of food insecurity and rural poverty
 - A.1 Sustainable rural livelihoods and more equitable access to resources
 - A.2 Access of vulnerable and disadvantaged groups to sufficient, safe and nutritionally adequate food
 - A.3 Preparedness for, and effective and sustainable response to, food and agricultural emergencies.
- B. Promoting, developing and reinforcing policy and regulatory frameworks for food, agriculture, fisheries and forestry
 - B.1 International instruments concerning food, agriculture, fisheries and forestry, and the production, safe use and fair exchange of agricultural, fishery and forestry goods
 - B.2 National policies, legal instruments and supporting mechanisms which respond to domestic requirements and are consistent with the international policy and regulatory framework
- C. Creating sustainable increases in the supply and availability of food and other products from the crop, livestock, fisheries and forestry sectors
 - C.1 Policy options and institutional measures to improve efficiency and adaptability in production, processing and marketing systems, and meet the changing needs of producers and consumers
 - C.2 Adoption of appropriate technology to sustainably intensify production systems and to ensure sufficient supplies of food and agricultural, fisheries and forestry goods and services
- D. Supporting the conservation, improvement and sustainable use of natural resources for food and agriculture
 - D.1 Integrated management of land, water, fisheries, forestry and genetic resources
 - D.2 Conservation, rehabilitation and development of environments at the greatest risk
- E. Improving decision-making through the provision of information and assessments and fostering of knowledge management for food and agriculture
 - E.1 An integrated information resource base, with current, relevant and reliable statistics, information and knowledge made accessible to all FAO clients
 - E.2 Regular assessments, analyses and outlook studies for food and agriculture
 - E.3 A central place for food security on the international agenda

Strategies to address cross-organizational issues

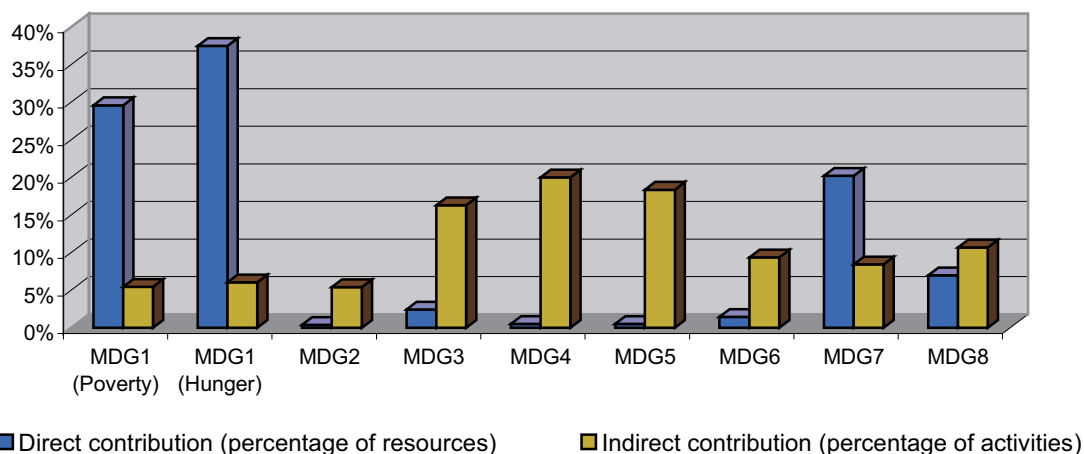
Ensuring excellence
Enhancing interdisciplinarity
Broadening partnerships and alliances
Continuing to improve the management process
Leveraging resources for FAO and its Members
Communicating FAO's messages

Alignment of FAO's programmes to the Millennium Development Goals

8. The first objective of the survey was to identify direct relationships/contributions to the goals, using the percentage of resource allocations as a proxy measure of the Organization's efforts. The focus was on efforts to achieve the goals, with attention to the targets within them except where, as in Goal 3, the target was particularly narrow and did not reflect the variety of actions needed to achieve the goal.

9. The survey covered all Regular Programme entities for the technical and economic programmes shown as having resource allocations for the 2006–2007 biennium in the Medium Term Plan 2006–

Figure 1
Direct and indirect contributions to the Millennium Development Goals



2011, and a sample of projects funded from extra-budgetary sources equating to 80 percent of total delivery in 2004. (A note on the methodology applied is provided in the Appendix.)

10. Percentages were to be based on the extent to which the attainment of the benefits expected from a programme entity or project contributed directly to one or more of the goals. As noted above, it was recognized that an entity could be classified as not directly contributing to any goal.

11. The second aspect of the exercise, and one on which little information was available, was to assess indirect contributions to the goals. The MDGs are interrelated: for example, achievement of the goal of eradicating extreme poverty and hunger (Goal 1) could be expected to contribute substantially to improving maternal health (Goal 5) and to reducing child mortality (Goal 4). (Such relationships were explored in some depth in the 2004 edition of *The State of Food Insecurity in the World*.)

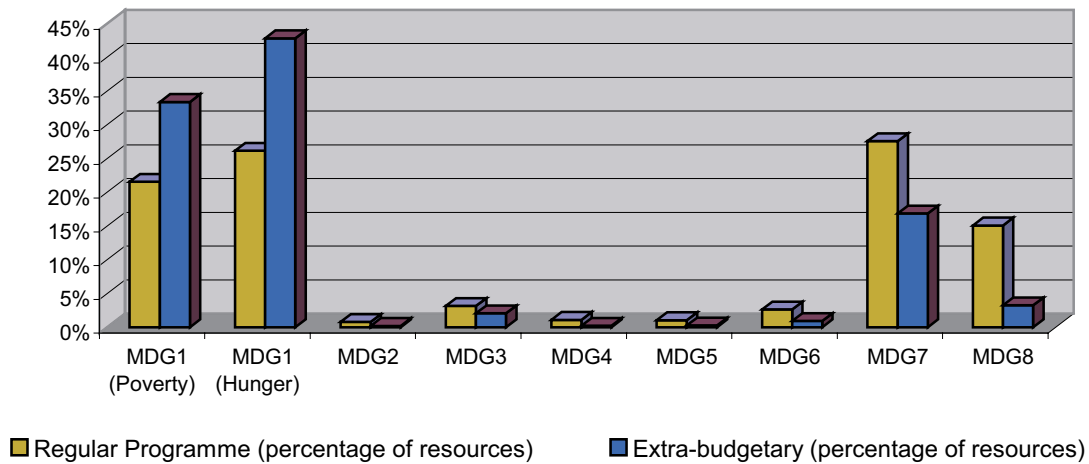
12. Such indirect contributions were not expected to be quantified (e.g. using a percentage of resource allocations), but rather assessed according to the degree of significance accorded to them by programme/project managers. This would obviously require a subjective judgement, but the survey constituted a first attempt by the Organization to identify the kind and degree of impact that its activities should have on the achievement of MDGs outside its own field of competence.

13. According to the survey, a total of 89 percent of FAO's substantive programmes, funded from both Regular Programme (78 percent) and extra-budgetary sources (95 percent), directly address the goals. Figure 1 shows how this effort is distributed, in terms of direct contributions as well as the flow-on, or indirect, contributions.

14. In keeping with its mandate and expertise, FAO's main direct contribution (over half of its effort) is to Goal 1, which combines the reduction of poverty and the reduction of hunger. A highly significant proportion (about one-fifth) is directed to Goal 7, concerning environmental sustainability. Smaller percentages of resources are directed to the global partnership for development, particularly a fair and rules-based multilateral trading system, covered by Goal 8, and to empowering women (Goal 3).

15. In addition to small direct contributions, there are important indirect effects on goals covering primary education (Goal 2), child mortality (Goal 4), maternal health (Goal 5) and combating diseases (Goal 6), generated primarily by work addressing the reduction of hunger and malnutrition.

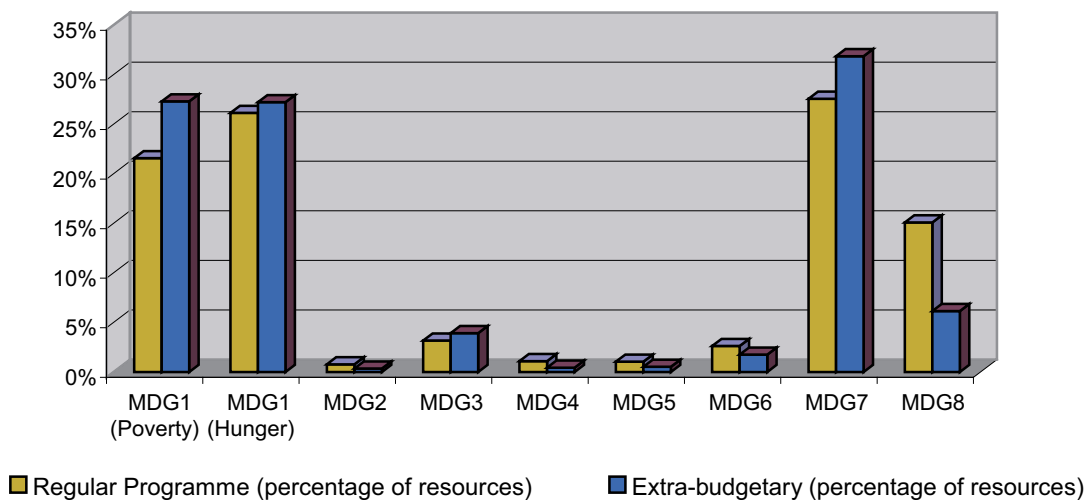
Figure 2
Direct contribution by source of funding (including emergency projects)



16. Figure 2 breaks down the Organization’s direct contribution to the MDGs between the Regular Programme and extra-budgetary resources. The distribution, however, is skewed by the total of extra-budgetary resources devoted to emergencies, the bulk of which was attributed to Goal 1, in view of the alignment to this goal of FAO’s Strategic Objective A3 (“Preparedness for, and effective and sustainable response to, food and agricultural emergencies”).

17. Removing resources devoted to emergencies provides a more accurate picture of the relationship between Regular Programme and extra-budgetary resources across the MDGs. As Figure 3 shows, overall, the extra-budgetary resources administered by FAO are allocated to the MDGs in more or less the same proportion as Regular Programme resources, an indication of the substantial interrelationship and complementarity between the two programmes. The only significant exception is for Goal 8, which is explained by the fact that the work carried out by the Organization to date in relation to trade negotiations and promotion of global partnerships has not attracted as much parallel extra-budgetary funding as the Organization’s other activities.

Figure 3
Direct contribution by source of funding (excluding emergency projects)



Key contributions to the goals

18. The following is a brief and, of necessity, very selective illustration of how FAO's total effort addresses each of the goals. The activities described range from conceptual and analytical work at the global level, mostly funded from the Regular Programme, to technical cooperation with individual countries and groups of countries, generally funded from extra-budgetary sources.

Goal 1: Eradicate extreme poverty and hunger

19. Extreme poverty is at the root of chronic hunger and, conversely, hunger is an important cause of poverty. This message, supported by FAO's data and analysis, has been central to advocacy undertaken before, during and since the WFS. Goal 1 is the goal to which one-half of FAO's effort is directed. Because of its centrality, a breakdown was made in the survey between activities addressing each of the two targets within it, one dealing with poverty and the other with hunger.

20. The activities addressing each of these targets are far too numerous to cite: they range from international advocacy and major global publications, through policy assistance at various levels to technical advice and field interventions. For the poverty target, programmes aim at improvements in the productivity of agriculture, fisheries and forestry, in order to directly increase farm and rural incomes and household food security, because growth in these sectors promotes overall rural and non-farm employment and has a strong poverty-reducing effect. In addressing the hunger target, programmes incorporate all dimensions of food security: availability, access, stability and utilization of safe and nutritious food. Notable among recent initiatives are interdisciplinary projects aimed at promoting sustainable livelihoods, food security and nutrition of vulnerable population groups; with support from several donors, these projects have mobilized expertise from all relevant units within FAO and involved partnerships with a number of international and national partner organizations.

21. In 2002, the Anti-Hunger Programme outlined a "twin-track" approach to poverty and hunger reduction, through which measures to improve the livelihoods of resource-poor farmers and landless labourers would be complemented by measures to broaden direct and immediate access to food by the neediest. This approach, dependent on coordination among various actors for successful implementation in a national context, was presented in cooperation with the two other Rome-based food organizations, IFAD and WFP.

22. FAO also provided a secretariat to support the work of the Intergovernmental Working Group for the Elaboration of a Set of Voluntary Guidelines to Support the Progressive Realization of the Right to Adequate Food in the Context of National Food Security. These Guidelines have been adopted by the Member States, and work now continues to develop guidance on implementation by countries.

23. National and regional emergency projects providing relief and rehabilitation assistance focused on restoring food security and rural livelihoods. This included the management of transboundary pests and diseases, including avian flu and desert locusts (Box 3), and addressing the consequences of natural disasters, most recently the tsunami in Asia.

24. By facilitating more equitable access to the skills, tools, services and rights that help the rural poor to improve their own livelihoods in a sustainable way, programmes addressing both targets enhance the impact of work targeted to other goals. Similarly, responses to emergencies and work aimed at reducing the vulnerability of those affected by natural disasters and human-induced crises address both targets and have significant flow-on effects to other goals.

Goal 2: Achieve universal primary education

25. Direct contributions come from the Education for Rural People programme and from community nutrition education activities and school garden programmes, aimed at encouraging school attendance, improving diets and promoting appropriate production practices among children and their families. Among field activities, TeleFood projects supporting school gardens have played

Box 3

Emergency Prevention System for Transboundary Animal and Plant Pests and Diseases (EMPRES)

Combating avian influenza in Asia

“Avian flu”, correctly entitled highly pathogenic avian influenza (HPAI), has severely affected the Asian poultry sector, including smallholder and village livelihoods, by decimating populations of chicken, ducks, geese, quails and turkeys (Goal 1), and poses a serious threat to human health (Goal 6), both in the affected countries and beyond. Some of the repercussions of the HPAI epidemic are felt in international trade, tourism, consumer confidence and cultural traditions.

FAO, with the World Organisation for Animal Health (OIE) and WHO, is working with all countries of the affected region and with regional bodies (the Association of Southeast Asian Nations and the South Asian Association for Regional Cooperation) to provide guidance, expertise, equipment and supplies to control the disease, and reduce human exposure and illness. Some of the key objectives of FAO’s programme are: (1) enhanced surveillance for HPAI (or other emerging pathogens/transboundary animal diseases) through the creation of subregional networks; (2) accurate and proficient veterinary laboratory diagnostics at national laboratories with the direct collaboration of FAO/OIE and WHO reference laboratories; (3) increased transparency at the national, regional and international levels; and (4) understanding of risk factors that contribute to disease maintenance and spread.

Twelve months after the international community became acutely aware of the avian influenza crisis, and after the implementation of 19 FAO-led projects (some still ongoing), the situation in Asia with regard to HPAI is more stable but far from being fully under control. There are many pockets of HPAI endemicity, especially in the rice-producing/grazing duck areas of Thailand, Viet Nam and probably China. Field epidemiological studies need to be conducted in Indonesia, and further research into better vaccines and diagnostic tools is required. FAO’s actions have been instrumental in keeping HPAI from spreading to other continents, and have strengthened regional cooperation and developed national capabilities in almost all countries of the region. In addition, FAO and donors have provided equipment to protect workers at the front line in controlling the epidemic.

FAO, OIE and WHO are developing a global early warning and response system for transboundary animal diseases. This system builds on synergies among the three organizations and combines known disease status information and agricultural and farming systems data, including livestock demographic information, so as to improve the analysis of disease patterns, prediction and prevention. The system can be applied to track avian influenza outbreaks, raise awareness and undertake prevention and control measures when they arise.

Controlling the desert locust

Migratory pests are recognized as threats to food security. Since the establishment of EMPRES in 1994, priority as regards plant pests has been given to improvement of early warning on, early control of and research on the desert locust. A joint programme was developed by locust-affected countries in the Red Sea region, comprising 16 members of the FAO Central Region Desert Locust Control Commission, donors and FAO. This has concentrated on improving the efficiency of national locust units, contingency planning, and intercountry cooperation and consultation. During this decade, with this mechanism and the contributions of countries in EMPRES, none of the upsurges of desert locust in the Red Sea region has caused major international losses to food crops.

Although efforts had been made to establish a similar programme in West Africa, funding for such a programme did not come forward until the upsurge detected and announced by FAO’s migratory pest system in mid-2003 was well under way. During 2004, considerable emergency funds were contributed, largely by affected countries; large-scale control operations were carried out, and the upsurge is coming under control. Building upon the successful example of the EMPRES Central Region, and with the support of the well-developed national systems in North West Africa, support for the EMPRES Western Region, in particular the affected Sahelian countries, is now being mobilized.

The Subregional FAO Commissions in North and Northwest Africa and in the area around the Red Sea, the Desert Locust Control Organization for East Africa and the International Red Locust Control Organization for Central and Southern Africa, all largely supported by African countries and technically linked through FAO, are solid examples of cooperative frameworks to combat threats to food security and contribute to Goal 1. Recent developments in control technologies permit more environmentally benign campaigns, which contribute further to Goal 7.

a catalytic role in attracting additional donor funds for replication of their approach. Strong indirect benefits are expected from work on poverty and hunger eradication addressing Goal 1, given the evidence that poor families are often unable to afford to send their children to school, and that the learning ability of children is compromised by hunger and malnutrition.

Goal 3: Promote gender equality and empower women

26. In countries where subsistence agriculture predominates, the crucial role of women as food producers is well documented, including by FAO. Helping to eliminate discriminatory policies against women, building their capacity and skills, improving their access to financial services, to ownership of land and to agricultural inputs, and promoting labour-saving technologies all work in favour of empowerment, equality and better lives for women and their families. The largest proportion of activities contributing directly to this goal is from FAO's work on gender and population, involving the PAIA on Gender, with significant additional contributions from agriculture, fisheries, forestry, nutrition and statistics. Strong indirect contributions are seen from activities directly targeting Goals 1 and 7.

Goal 4: Reduce child mortality

27. It has been estimated that about 5 million child deaths each year can be traced to hunger and malnutrition. Programmes to promote, protect and monitor household food security and community nutrition, and provide appropriate information to both field workers and the general public, will increase children's chances of growing to adulthood. Thus, FAO's nutrition programmes make the most significant direct contribution to Goal 4, again with large indirect contributions from work targeting Goal 1.

Goal 5: Improve maternal health

28. Promoting nutrition awareness among women, especially in rural areas, ensuring greater household food security, and introducing labour-saving technologies all contribute to better maternal health. While the biggest contribution from FAO comes from nutrition/food security programmes, activities carried out in other sectors are also considered to have some direct effect on achieving Goal 5, as well as important indirect effects.

Goal 6: Combat HIV/AIDS, malaria and other diseases

29. Improving nutrition plays an important role in the fight against illness. FAO's programme on HIV/AIDS promotes nutrition, labour-saving technologies, transfer of knowledge, capacity building and policy analysis, *inter alia*, to address the impact of this epidemic and other diseases of poverty on food security and rural poverty. It is implemented through an array of partnerships. Special support services include "Junior Farmers' Field and Life Schools" for HIV/AIDS orphans and a Communication for Development strategy. Moreover, work under EMPRES pertaining to veterinary public health also covers zoonotic diseases. Indirect effects are considered to result through field projects that assist households to cope when they have been adversely affected by debilitating illnesses.

Goal 7: Ensure environmental sustainability

30. Failure to achieve environmental sustainability will undermine social and economic development efforts. The diverse array of goods and services provided by ecosystems – food and livelihoods, clean water, fertile soils, biodiversity and carbon sequestration to name a few – must be managed in ways that sustain human populations, meeting not only their food requirements but also a variety of other environmental, social and economic needs.

31. A number of FAO programmes aim at the integrated management of land and water, fisheries, forests and genetic resources, including through conservation agriculture, integrated pest management, water conservation and responsible water-use practices, sustainable forest management, and the protection of biodiversity. Other activities address the sustainable development of environments at risk and aim to assist those living in marginal areas with livelihood support programmes based on ecosystem management principles.

32. Of particular relevance to FAO is the role water plays in achieving Goal 7. Water is vital to all human activities and to sustaining the natural resource base. In the past 50 years, the rapid increase in water appropriation for agriculture, cities and industries has resulted in environmental

degradation and increased competition for water among sectors and among regions, leading in places to unsustainable patterns of water consumption. FAO's water programmes aim primarily at increasing the productivity of water in agriculture, thus reducing the pressure on the environment. They adopt a comprehensive approach to water development that satisfies the basic needs of water, sanitation and food.

33. In advising on practical measures to address Goal 7, FAO also relies on its institutional role as depositary for a number of international instruments such as the Compliance Agreement of the Code of Conduct for Responsible Fisheries. Similarly, support to the International Treaty on Plant Genetic Resources for Food and Agriculture and work on animal genetic resources contribute significantly to this goal. FAO does substantial work on supporting the design of policy and legal frameworks that enhance access to natural resources by the poor, including in community forestry, land tenure, water rights and related legislation.

34. Forests play a critical role in sustaining the health of the environment by mitigating climate change, conserving biological diversity, maintaining clean and reliable water resources, sustaining and enhancing land productivity, protecting coastal and marine resources, and providing low-cost and renewable energy. Both the forestry and fisheries programmes devote significant proportions of their overall efforts to addressing Goal 7, and the contributions are all the more crucial because of the unique role FAO plays at the global level in these sectors.

35. For all activities, indirect effects are reported for other goals and targets; of particular note in this context are activities aiming to prevent harm from inappropriate selection and use of pesticides and those relating to the promotion of integrated pest management approaches, both of which contribute indirectly to improving access to safe drinking water (target 10 under Goal 7).

Goal 8: Develop a global partnership for development

36. FAO, working with its Members and the WTO, is an active partner in efforts to create an open, fair and rules-based multilateral trading system, in particular through its support for food, agricultural trade and overall trade policies conducive to food security. The largest contributions to this goal stem from work on commodity and trade policy, capacity-building in support of multilateral trade negotiations, and on implementation of regulatory frameworks, notably the Codex Alimentarius, the International Plant Protection Convention, and the International Code of Conduct on the Distribution and Use of Pesticides (Rotterdam Convention), in the context of trade. Significant contributions come from the fisheries and forestry programmes, which deal with specific trade issues for their respective sectors.

37. Goal 8 involves a number of other aspects of a global partnership for development, including resource mobilization and involvement of the private sector. FAO's long-standing partnership with the international financing institutions to mobilize resources for rural and agricultural development is covered in Box 4. A large proportion of these activities also contribute indirectly to other goals.

Key contributions to international and national processes

38. In addition to examining FAO's contributions to individual goals, it is useful to look at the Organization's participation in global initiatives concerned with the MDGs, at special initiatives taken at the regional and national levels and at partnerships continued or strengthened in response to the MDG challenge.

Monitoring progress in achieving the MDGs

39. Since the 1996 WFS, FAO has been monitoring progress in achieving the target of halving the number of hungry by 2015. In fact, the World Food Summit: *five years later* (WFS:fyI) was called in 2002 in response to FAO's finding that the world was not on track to meet that target. The CFS, open to all Members of FAO and the UN, was named by the WFS as the intergovernmental body

Box 4

Mobilizing resources for agriculture

As the international development community has renewed its commitment to poverty reduction worldwide, through subscribing to the MDGs, the need for a substantial increase in investment in agriculture is reaffirmed as a key priority. This is in recognition of the fact that most of the world's poor live in rural areas and their livelihoods depend mainly on agriculture and allied activities. Although global food demand is now better met and associated supply has improved since 1996, meeting the WFS and MDG hunger goals remains a formidable challenge.

Greater investment in agriculture and rural development is essential to spur economic growth in developing countries. Practical steps are therefore urgently needed to mobilize the full scale of resources – domestic, private and ODA – in order to achieve the WFS and MDG hunger-reduction targets. Meeting the goal of poverty reduction also requires that all three of these funding modalities work in synergy and in coordination.

The FAO Investment Centre has worked with governments and international financing institutions for the past four decades to promote greater investment in agriculture and rural development, by assisting developing countries to identify and formulate sustainable investment programmes and policies. The Investment Centre conducts this work on a cost-sharing basis with the World Bank, IFAD and regional development banks. To date, the Investment Centre has contributed to the design of over 1 400 agricultural projects with its various partners, which resulted in US\$76 billion in investment. Annually, this currently amounts to around US\$3 billion.

There is important synergy between the Investment Centre – with its well-established links with financing institutions – and the technical units in FAO, which represent the comparative advantage of the Organization as a centre of excellence in many fields of agriculture and rural development, including the fisheries and forestry sectors.

The Centre's links with the financing institutions are beginning to yield results: the World Bank is increasing its sector work through specific rural development and country assistance strategies. Loans and credits aimed at rural space are up from US\$5 billion in financial year (FY) 2002 to US\$7 billion in FY 2003 and 2004, of which agriculture received 20 percent and rural infrastructure 30 percent.

Agriculture lending is projected to double from FY 2004 to US\$2.9 billion in FY 2005 and, in Africa, will be more than three times the 1990–2001 level. Recently, the World Bank has embarked upon new innovative lending approaches in forestry and fisheries, and is strengthening its work in price and weather risk management, natural disaster mitigation, rural finance, and bringing the private sector into the provision of agricultural services. In fisheries, the Bank is part of a multidonor initiative – PROFISH – a partnership with FAO and the World Wide Fund for Nature on sustainable fisheries in sub-Saharan Africa. Lending to forestry, which was only US\$20 million in FY 2001, is projected to be US\$319 million in FY 2005, with increasing engagement in major forest regions and forming important partnerships through the Programme on Forests.

responsible for furthering the implementation of the WFS Plan of Action and reporting on it, through the FAO Council, to the UN ECOSOC.

40. In support of monitoring progress towards WFS objectives, governments agreed in the WFS Plan of Action to work in collaboration with relevant agencies within the UN system on defining and further developing information and mapping systems on food insecurity and vulnerability, as tools to enhance the mobilization of resources and the targeting of efforts to reduce hunger and malnutrition. In this context, FAO has provided both technical expertise and secretariat services to an interagency working group on the development of Food Insecurity and Vulnerability Information and Mapping Systems (FIVIMS), aimed at strengthening monitoring capacities at all levels. FAO annual reports, in particular *The State of Food Insecurity in the World*, *The State of Food and Agriculture* and similar publications for forestry and fisheries, constitute further key contributions to the monitoring process, which will now become part of the broader effort to track progress in achieving all the MDGs.

41. The FAO indicator of chronic undernourishment is now being used to monitor target 2 of Goal 1, while its global Forest Resources Assessment data are being used for the forest indicator

Box 5

FAO's advocacy in recognizing the critical role of water

Water lies at the core of sustainable development concerns and its rational and equitable management is crucial for human survival. In the latter half of the twentieth century, massive investments in water control for agriculture boosted food production, especially in countries vulnerable to climatic variability, contributing significantly to efforts to reduce undernourishment.

For the past 12 years, FAO has advocated a better recognition of the role of water in ensuring food for all and eradicating rural poverty, constantly stressing to world leaders, including at the WFS in 1996, the strategic importance of this sector. The critical role of water in agriculture was also acknowledged in the launching of the SPFS in 1994, where water control for agriculture was identified as one of the four major components of the programme.

The United Nations has recognized the role of water in all aspects of human development. Through the International Year of Water, it has promoted a comprehensive approach to water management where agriculture plays an important role. *The UN World Water Development Report* highlights the role played by water in securing food for a global population, and the International Decade of "Water for Life" provides a framework for action where food security and poverty reduction are earmarked as fundamental objectives of water development programmes. Water, in all its dimensions, was one of the themes of the 12th and 13th Sessions of the Commission on Sustainable Development.

The need to focus on enhancing agricultural water productivity was first mentioned in the final communiqué of the G8 Summit held in Genoa in 2001. It was followed by an action plan on water adopted by the G8 Summit in Evian in 2003, where focus was placed on the need to finance adapted irrigation practices. FAO actively participated in the 2002 World Panel on Financing Water Infrastructure, which focused on investment needs for agriculture, and in several commissions and groups aiming at assisting lending institutions in investing in better water control in agriculture.

The three World Water Fora, in Marrakech (1997), The Hague (2000) and Kyoto (2003), where FAO and Japan co-organized a Ministerial Conference on water for food and agriculture, have illustrated the evolution of the way the linkage between water and agriculture is perceived, from a purely negative vision of agriculture as an inefficient user and polluter, to a better understanding of the role of water for agriculture, poverty alleviation and food security. The FAO/Netherlands International Conference on Water for Food and Ecosystems in The Hague in 2005 provided a further opportunity to promote the sustainable use of water and better harmonization of food production and ecosystem management.

At the regional level, FAO has focused its efforts on Africa, which is the continent where progress towards the MDGs is lagging behind. A three-step strategy is proposed: in the short term, small-scale water control programmes, such as those proposed by the SPFS, can have an immediate impact on the livelihood of rural communities; in the medium term, substantial efforts must be made to modernize large-scale irrigation systems, in connection with the development of local markets; and, in the longer term, the pressure on water may justify investments in large river basin management projects, where their role in regional development can be clearly identified. At the 4th Summit of ACP Heads of State and Government in 2004, a commitment was made to "accord highest priority to investments in water control and management with a view to increasing agricultural productivity and ensuring a more stable agricultural output". During the same year, the Second Extraordinary AU Assembly adopted the Sirte Declaration on the Challenges of Implementing Integrated and Sustainable Development of Agriculture and Water in Africa.

As a result of the combined efforts of FAO and its partners, water for food and agriculture is receiving better attention in donors' agendas as well. After a long period of decreasing investments, World Bank lending in water for agriculture is now growing again. In 2004, the European Union (EU) launched the EU Water Facility for ACP countries, with an initial budget of €500 million, and the African Development Bank is organizing donor meetings to finance the African Water Facility with a target budget of US\$620 million. Most recently, the Commission for Africa, chaired by United Kingdom Prime Minister Tony Blair, issued a report calling for a substantial increase in productive investments in agriculture, with special attention to irrigation and related rural infrastructure.

(the proportion of land area covered by forest) related to Goal 7. FAO is an active participant in the UN interagency process to measure progress against the agreed indicators for the Millennium +5 Summit. It is chairing the Sub-group on Environment, an interagency group charged with providing the input to the review of progress on the target to "integrate the principles of sustainable development into country policies and programmes; [and] reverse loss of environmental resources".

It is also coordinating the effort of UN entities and international organizations to prepare the “storyline” on forests, which will be presented at the Millennium +5 Summit. FAO will participate in any subsequent development of indicators that may be decided after the Summit.

Global advocacy for the goals

42. The Organization’s contribution has built on the results since 1996 of its advocacy for “a central place for food security on the international agenda”, as called for by the WFS Plan of Action. FAO’s analysis of global policies and issues related to rural/agricultural development and the reduction of poverty and food insecurity has led to some major strategic initiatives, including contributions to the Monterrey Conference (with IFAD and WFP) and to the World Summit on Sustainable Development. High-level FAO participation in numerous international meetings, within and outside the UN system, has provided opportunities to convey important messages to world leaders and decision-makers (see Box 5).

43. The Organization is working with IFAD and WFP, other UN partners, governments, civil society and the private sector to promote the International Alliance Against Hunger (IAAH) called for in 2002 by the WFS: *fyf*. The initiative is promoting synergies with the existing institutional framework of the UN System Network on Rural Development and Food Security, set up in 1997 as a means of promoting interagency cooperation in follow-up to the WFS, and providing international support to thematic groups on rural development and food security at country level, within the framework of the Resident Coordinator (RC) system.

44. From the initial launching, by the United Nations, of the Millennium Project, FAO was actively involved in both the project’s UN Expert Group and several of the task forces, notably the Hunger Task Force but also the task forces on Environmental Sustainability and on Trade. Following the publication of the Millennium Project Report, the three Rome-based UN food organizations collaborated in organizing its presentation in Italy. They also facilitated high-level discussions on the eradication of poverty and hunger in ECOSOC in early 2005.

Special initiatives at regional and country levels

45. FAO has given priority to supporting regional entities, for example through the Regional Programmes for Food Security. In cooperation with the Secretariat of the New Partnership for Africa’s Development, FAO assisted in the preparation of the Comprehensive African Agriculture Development Programme, which was endorsed by the AU, and in the development of national medium-term investment programmes and bankable project profiles for funding by donors and IFIs. In the years since the WFS, FAO has worked with countries on an ambitious initiative to prepare national food security strategies, which now number 150.

46. The Special Programme for Food Security (SPFS) (see Box 6) aims to help countries to improve food security through rapid increases in food production and productivity in an economically and environmentally sustainable manner, and to increase the access of the poorest to food, including through income-generating activities. The programme also provides a framework for FAO’s South–South Cooperation. The SPFS projects and their upscaling to national level constitute one of the most direct links to the activities now being launched in the MDG framework. In the case of Kenya, the national food security action plan, developed with FAO assistance based on the results of the SPFS and other similar programmes, is being considered as an entry point for meeting both the poverty and the hunger targets of Goal 1. Cooperation with the Millennium Project’s Technical Support Centre located in Nairobi has been close.

Partnerships

47. In 2004, FAO marked the 40th anniversary of two of its strongest joint programmes, the Investment Centre, mentioned above, and the Joint Division with the IAEA, described in Box 7. FAO participates in the UN Standing Committee on Nutrition, a broadly based partnership among UN organizations, bilateral partners, non-governmental organizations (NGOs) and civil service

Box 6

The Special Programme for Food Security

In 1994, FAO invited Nobel-prize winner Norman Borlaug and other eminent scientists to advise on how, within its limited means, it could best contribute to reducing world hunger. They recommended that FAO should bring its expertise to bear on improving the performance of small-scale farmers in low-income food-deficit countries (LIFDCs), introducing simple, low-cost changes in technology that would raise productivity and reduce output variability. The initial focus of the programme, launched in 15 countries in 1995, was on piloting improved water management, especially small-scale irrigation, crop intensification and farming system diversification, with an emphasis on small livestock species and fish farming. The programme also engaged farmers in identifying the constraints that they faced when taking up improvements and searching for solutions.

Out of the 102 countries now participating in the SPFS (which account for 86 percent of the world's undernourished people), some 30 non-LIFDCs, such as Mexico, South Africa and Venezuela, have joined and are meeting the full costs from their own national resources. Indeed, one of the distinguishing features of the SPFS is that the majority of the US\$770 million already raised for its implementation comes from the developing countries, with only 23 percent contributed by donors and 11 percent by FAO.

The dominance of local financing is evidence of the sense of national ownership that the programme has sought to nurture from the outset. In contrast with many donor-funded projects, there are very few long-term North–South Cooperation experts assigned to participating countries. Instead, since 1998, FAO has encouraged pairs of countries to enter into South-South Cooperation agreements with the aim of tapping the wealth of practical technical expertise which abounds in the developing world. Thirty-two agreements have been signed and currently there are about 750 experts and technicians engaged – Chinese in Nigeria, Moroccans in Burkina Faso, Cubans in Venezuela, Chileans in Guatemala. Most of them live and work for two to three years in farming communities and fishing villages, sharing their hands-on knowledge and skills with SPFS participants. The costs, shared between the source and host countries as well as donors, amount to about 10 percent of the costs of an internationally recruited expert.

Following an external independent evaluation in 2002, the Organization has made extensive changes to strengthen the SPFS. The programme is now targeted explicitly to vulnerable communities and households and is making much greater use of participative methods of engaging groups of farmers, building management capacity and technical skills at the local level. It is increasingly addressing not only the production but also the access dimensions of food security, including linking school gardens to school feeding programmes run by WFP. Monitoring and impact assessment tools are being improved and deliberate moves are being taken to stimulate the sharing of experiences between participating countries.

Since the WFS:fyI in 2002, some 30 countries have signalled their interest in moving forward from pilot initiatives to full-scale national food security programmes through which to meet the poverty and hunger MDG by 2015. In line with the concept of the IAAH, other partners are being drawn in to help in programme design, implementation and financing, with FAO playing essentially a catalytic role. Ultimately, these programmes will include activities that respond to the needs of all the main categories of undernourished people and involve policy adjustments favouring food security, in some cases taking the Voluntary Guidelines on the Right to Food as a point of reference. In the short term, however, countries such as Kenya, Sierra Leone and the United Republic of Tanzania are discovering that good progress can be made in hunger reduction by engaging very large numbers of food-insecure rural families in making relatively modest production gains but having these reflected in improved diets, enabling them to break out of the hunger trap. When countries are able to embark at the same time on targeted cash transfers or feeding programmes for pregnant and lactating women, infants and school children (including orphans) from poor families, the prospects for meeting Goal 1 of the MDGs begin to look good.

organizations to address the biological, societal and environmental dimensions of malnutrition. Two key forest partnerships led by FAO – the Collaborative Partnership on Forests (CPF) and the National Forest Programme Facility – are enhancing cooperation in sustainable forest management and strengthening forest policy and planning processes. The CPF, grouping 14 international institutions from within and outside the UN system, provides a unique mechanism for addressing forest issues that were handled, in the past, in an uncoordinated manner. The Advisory Committee on Paper and Wood Products remains a means for FAO's interaction with the private sector.

48. FAO, in partnership with the World Bank and UNDP, has since 2001 provided the technical and administrative home for the Science Council of CGIAR and its Secretariat. The Science Council

Box 7

The Joint FAO/IAEA Division

The creation in October 1964 of the Joint FAO/IAEA Division of Nuclear Techniques in Food and Agriculture marked the beginning of what is certainly a unique and arguably one of the best examples of interagency cooperation within the UN family.

The aim in setting up the Joint Division was to use the talents and resources of both organizations to broaden cooperation between their member countries in applying nuclear science and technology in a safe, secure and effective manner, in order to provide their people with more, better and safer food and other agricultural products while sustaining natural resources. Its uniqueness stems both from the nature of the technology itself and from the fact that all activities for applying it to food and agriculture within the UN system are conceived, planned and executed jointly by IAEA, FAO and their Members only after scrutiny and approval by their Governing Bodies – implicitly providing a “nod of approval” from both the world’s Ministries of Agriculture and the world’s Atomic Energy Authorities.

However close and harmonious the cooperation and however sophisticated the technology, these would not amount to anything if their benefits were not felt by the people and countries themselves. Looking back over 40 years of cooperation, there have been many real benefits. Some of the most notable and sustainable examples that come to mind are the millions of hectares of higher-yielding or more disease-resistant food and industrial crops, grown in fields all over the world by using radiation-induced mutations; the huge savings in fertilizer applications made possible by using isotopes to determine more effectively optimal placement and timing of use or to let plants fix nitrogen from the atmosphere; the eradication of screwworm from the Libyan Arab Jamahiriya, fruit flies from several countries in Latin America and the tsetse fly from Zanzibar using the sterile insect technique; and the widespread use of immunoassay technology now being made by countries in all regions to diagnose and progressively control transboundary animal diseases such as rinderpest and foot-and-mouth disease.

However, past performance is no guarantee of future success. Today, both FAO and IAEA strive to mobilize commitment and action to meet the WFS goals and Millennium Development Goals of reducing hunger, poverty and environmental degradation through sustainable agriculture and rural development. The Joint Division is an integral part of that effort, concentrating on monitoring advances in nuclear technology and related biotechnologies and fostering the production and sharing of knowledge, know-how and techniques among governments, scientists, farmers and all others connected with food supply chains.

Globalization, developments in international and national law and policy, and the entry of increasingly diverse actors such as NGOs into the social dimensions of science and decision-making on its applications are just some the factors that have made this task more challenging. Some techniques and products are controversial and, not surprisingly, society’s attitude towards them differs widely across countries depending on their views on where the balance lies between the risks and benefits of their use. It is therefore essential that national policies and legal and regulatory frameworks consistent with international standards be in place to assess and manage the risks if these applications are to be accepted for adoption in food and agriculture. But, equally important in building consensus and concerted action, there must be a free flow of objective information as well as communication with all groups of society on all possible uses and consequences.

For 40 years, retaining scientific rigour, objectivity and balance have been key factors for the Joint Division, which has also pursued the original objective of ensuring that all the knowledge and experience within FAO, IAEA and the global agricultural community (including non-governmental and civil society actors) were brought progressively into the process of decision-making on the Joint Division’s programme. All these helped it move from “single issues” towards increasingly holistic approaches to understanding and responding to global, regional and national needs and setting its priorities accordingly. Building on this recipe will be the roadmap for further success.

is an independent scientific advisory body, comprising eminent scientists from a broad range of disciplines; its mission is to enhance and promote the quality, relevance and impact of science in the CGIAR, to advise the Group on strategic scientific issues of importance to its goals, and to mobilize and harness the best of international science to address the goals of the international agricultural research community. The Secretariat assists the Science Council in ensuring both the quality of science practised by the CGIAR’s international agricultural research centres and its relevance to reducing poverty, hunger and malnutrition by sustainably increasing the productivity of resources in agriculture, forestry and fisheries. It also assists in developing CGIAR research priorities and strategies; mobilizing scientific expertise; and monitoring, evaluating and assessing the impact of CGIAR research. The partnership between FAO and the Science Council promotes complementarity

between the priorities of development assistance to agriculture and those of international agricultural research. The Science Council is successor to the Technical Advisory Committee of the CGIAR, whose Secretariat was hosted by FAO for 30 years.

49. Other FAO partnership programmes were established as part of the Organization's reform launched in 1994. By the end of March 2005, 132 Member Nations had endorsed the Framework Agreement with FAO for the Technical Cooperation among Developing Countries/Technical Cooperation among Countries in Transition Programme. More than 3 000 expert assignments have been carried out in support of FAO programmes and field projects in response to requests from member countries. The services of visiting scientists and researchers have already been utilized in 650 studies in fields such as animal genetic resources, livestock production systems, and risk and vulnerability analysis in farming systems.

Looking ahead

50. The examples presented above present a far from complete picture of FAO's activities, but illustrate the fact that the impetus provided by the WFS and certain other major conferences and summits of the 1990s has resulted in a clear focus – across the spectrum of FAO's programmes in agriculture, fisheries and forestry – on assisting countries to achieve key internationally agreed goals. As a result, the Organization's initial response to the Millennium Declaration has emerged seamlessly from the programmes already approved by its Members.

51. At the same time, the examination of the present situation suggests also some issues that will merit close attention by the Secretariat and by Members in the future. One is to assess whether the present focus on Goals 1, 7 and 8 should be retained or whether consideration should be given to strengthening work addressing others, particularly Goals 4 and 5, the achievement of which is vitally dependent on improvements in nutrition. Another issue, given the insufficient progress in many countries, is to consider how the Organization can most effectively contribute to accelerating progress towards achieving the MDGs.

52. Neither issue can be addressed fully without taking into consideration the resources expected to be available to the Organization, from its Regular Programme and from extra-budgetary funds. They will, therefore, need to be examined in due course in the Governing Bodies, on the basis of precise proposals. At the same time, however, it is clear that the MDGs call for action by countries, that the major effort to help achieve them must take place at the country level, and that the UN system is called upon to marshal the knowledge and capacity of all relevant organizations, including FAO, to support that effort. Consideration of FAO's future role in addressing the MDGs must therefore also take into account the ongoing UN reform process to date, and what changes may be required as the process continues in the coming years.

FAO and UN system reform

The current reform agenda

53. Recent reforms within the UN system have paid special attention to improving the system's contribution to national development efforts. Particularly since the launch of the Secretary-General's reform plan in 1997, various efforts have been made to strengthen the impact of UN development activities and achieve greater coherence and coordination in their implementation. The emphasis is on process. Harmonization, partnership and coordination are not the objectives of development cooperation, but rather the means to ensure more effective support of countries' development priorities, strategies and programmes.

54. A series of mechanisms was created. At the global level, the United Nations Development Group (UNDG) was established to bring greater coherence to the development operations of the UN funds and programmes (UNDP, UNFPA, UNICEF and WFP). While these four, comprising the UNDG Executive Committee, are still the ultimate decision-makers of the group, the UNDG has now expanded and includes 25 members of the UN development system. It provides policy guidance on operational and

programmatic policy issues to the UN Country Teams (UNCTs) that bring together the representatives of the various UNDG member agencies that have a presence in-country.

55. UN system country assessments are harmonized through Common Country Assessments (CCAs), and UN system assistance through the UN Development Assistance Frameworks (UNDAFs). The preparation of these instruments is coordinated by the UN system Resident Coordinator with the UNCT and, in varying degrees, with national government partners. Joint programming and joint programmes have been encouraged, as well as the use of common services and premises.

56. The UNDG has led work on harmonizing policies and procedures, particularly among the funds and programmes. It has introduced modalities to pool resources, as well as harmonized resource transfer modalities and a results matrix, to be used with the UNDAFs. It has also produced a number of guidance notes and policy papers covering these instruments and their linkages with the MDG process and with the PRSPs, and the role of the UN system in sector support and sector programmes. More recently, the UNDG has become increasingly engaged in discussions in the wider development environment, particularly in the OECD Development Co-operation Directorate fora, and in the High-Level Forum on Harmonization and Alignment, which has taken place twice, in Rome in 2003 and in Paris in 2005.

57. UN system policy coordination at the highest level is undertaken through the UN system Chief Executives Board for Coordination (CEB). It deals with a wide range of UN system policy issues, including those related to enhancing the coherence, effectiveness and efficiency of the UN development system. Efforts are currently under way to strengthen the capacity of the CEB to further enhance UN system-wide policy coherence, including through closer dialogue and linkages with mechanisms such as the UNDG.

58. UN General Assembly resolution 59/250 on the Triennial Comprehensive Policy Review on Operational Activities for Development of the UN System, adopted on 17 December 2004, calls upon the entire UN system to contribute to the UN reform measures described above in order to enhance the effectiveness of the system's support to developing countries. The resolution also reaffirms the importance of aligning UN system development operations with national plans and priorities, under the leadership and coordination of national governments, enabling countries to draw on the entire system's accumulated experience in all pertinent domains and to facilitate their access to the whole range of services available through the organizations of the system, on the basis of their comparative advantages and expertise. The UNDG and the CEB, as well as governing bodies of UN system organizations, are requested to work together in the implementation of the resolution.

FAO participation in UN system mechanisms

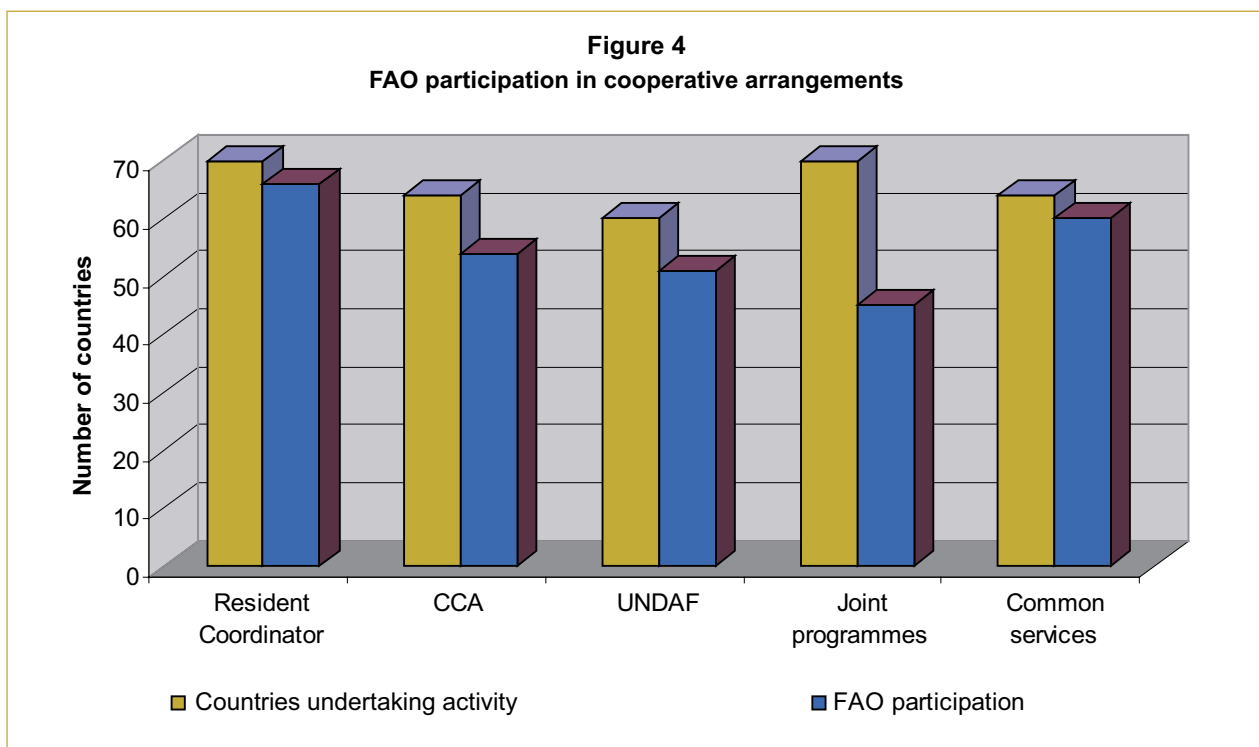
59. FAO participates in all the above-mentioned UN system mechanisms and partnership arrangements. In fact, it was the second UN specialized agency, after WHO, to join the UNDG when the original membership of that group was expanded in 2001. Aside from global-level interaction, the Organization's participation is primarily through its decentralized offices. In addition to its regional and subregional offices, FAO has a system of country offices with coverage currently extended to 134 countries, as shown in Table 1.

Table 1: FAO's country coverage (April 2004)

	Number
Countries covered by a fully fledged FAO Representation	78
Regional office hosting an FAO Representation (3) ¹ or an FAO Section for "host country's affairs" (1) ²	4
Countries covered under multiple accreditation	35
Countries covered by outposted technical officers/FAO Representatives	11
Countries covered only by a national correspondent	6
Total	134

¹ FAO Representations in Chile, Egypt and Ghana.

² FAO Section for Thai Affairs.



60. FAO Representatives (FAORs) undertake country-level advocacy through World Food Day and TeleFood events and the formation of National Alliances against Hunger. In participating in the national dialogue, they recall the central role of agriculture and rural development in poverty reduction and food security strategies and assist with the related resource mobilization; help countries to access FAO's information systems such as the World Agricultural Information Centre (WAICENT) and FAO's institutional knowledge through technical and policy advisory missions; and maintain outreach to the local media. They assist in promoting preparedness for and providing early warning of and response to impending food crises and other emergencies.

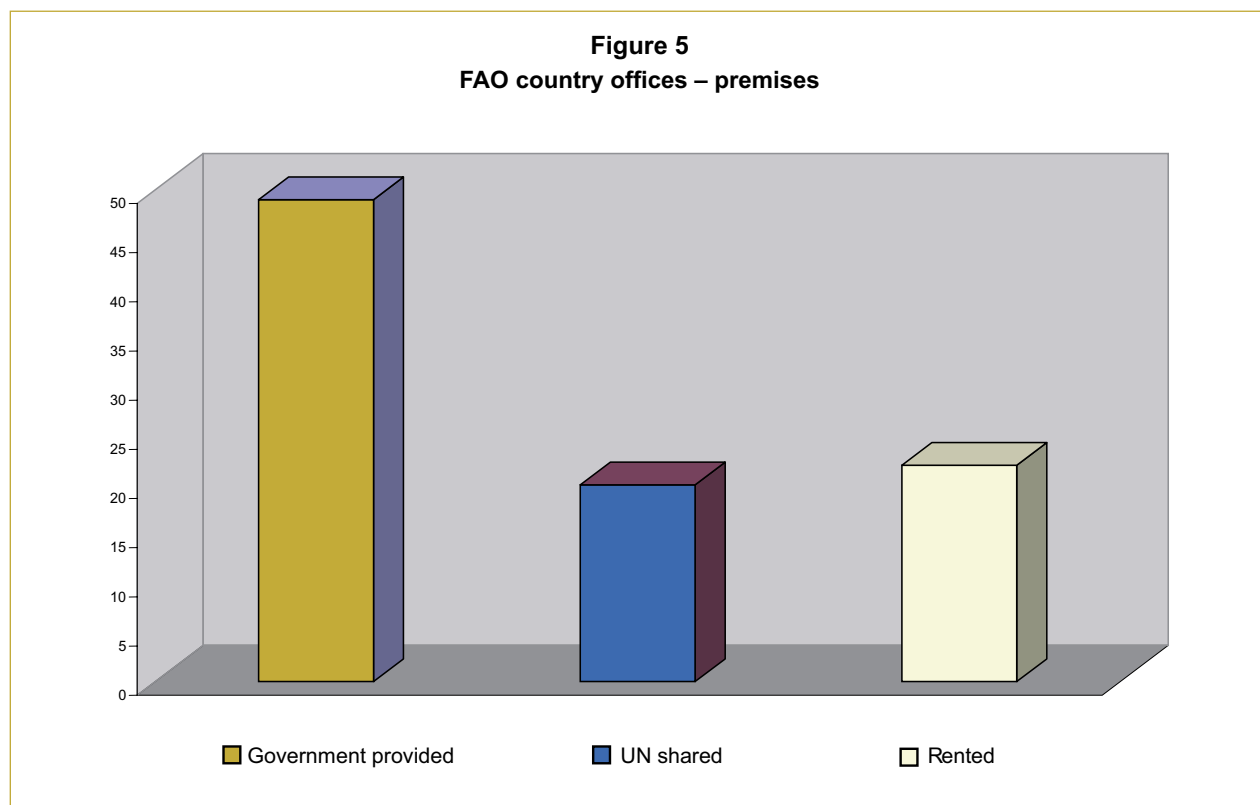
61. FAO has encouraged FAORs to participate constructively and proactively in CCA/UNDAF exercises, thematic groups related to agricultural/rural development and food security, joint programmes and other UNCT activities at the country level. This has been done through policy guidance conveyed to FAORs in Director-General's letters of appointment, Field Programme Circulars, briefing sessions, management letters and communications transmitting UNDG guidance notes (e.g. on joint programming), and specific instructions conveyed as needed by senior management.

62. At the end of 2004, information was gathered from FAO Representations and regional and subregional offices on participation by the Organization in country-level UN system and other mechanisms. Responses received from 70 FAO field offices indicated a high level of FAO participation (including dedication of considerable staff time and resources) in the various UN system initiatives, as shown in Figure 4.

63. FAO is also a participant in UN system common services, such as security, medical services, information/telecommunication, banking, travel and maintenance. Some of these services are mandatory and are included in headquarters cost-sharing arrangements (e.g. security). FAORs have the authority to agree with other UN system organizations on other common services within overall non-staff budget available to the office, with the understanding that common services should be more cost-effective and enhance implementation better than individual arrangements.

64. FAO uses common UN system premises (in 19 countries), rented premises (in 23 countries) and a larger number of government-provided offices (in 51 countries), as shown in Figure 5. In countries covered by multiple accreditation (35) or by a national correspondent (6), FAO does not have office

Figure 5
FAO country offices – premises



premises. In the context of declining resources, FAO policy on country office premises has been to seek and to maintain, wherever possible, office space provided by the government free of charge, and to use common UN system premises if they are more cost-effective than renting separate premises.

65. The responses by the FAORs on participation in UN system mechanisms appear to coincide with the finding of the recent Independent Evaluation of FAO's Decentralization that the Organization is now generally viewed as a "cooperative player in the international community, in particular in the UNCTs where it is generally involved as much as other specialized agencies". At the same time, however, FAORs perceived the effectiveness of their participation in these mechanisms to be hampered by a number of factors. Some of these, also identified in the decentralization evaluation, related to resource and management constraints within the Organization, including:

- insufficient delegated authority and financial and technical resources in FAO country offices; and
- lack of a strategic FAO instrument that would facilitate greater alignment of FAO support with national strategies, fund-raising at the country level and harmonization with other development actors.

66. Additional problems, however, were related to the wider UN system, and included:

- a perceived insufficient government involvement in country-level UN system mechanisms, inhibiting national ownership and alignment with national priorities;
- poor division of labour among UNCT members, resulting in "mission creep";
- wasteful competition for resources, and less-than-optimal use of UN system capacity; and
- ambiguity about UNDP Resident Representative/UN RC roles, potentially undermining confidence in the RC to act neutrally on behalf of the entire UNCT and creating potential conflicts of interest for the RC.

67. The issues pertaining to FAO alone are now being addressed in response to the Independent Evaluation of FAO's Decentralization. Those involving the UN system are the subject of ongoing discussions, in which FAO is participating actively, and some potential solutions have already been identified.

Other development initiatives

68. Separate consideration is necessary of two other types of initiative, the poverty reduction strategies and Sector-Wide Approaches (SWAs) to development. The poverty reduction strategy process has been developed by the World Bank, and the SWAs have been developed by countries primarily in cooperation with large aid providers.

69. The Organization has participated in some PRSP preparation processes directly and as a member of the UNCT. Its involvement has been particularly extensive where the FAO Investment Centre, through its cooperation with the World Bank, has contributed to PRSP formulation in a number of countries in Africa and Asia, after an FAO internal review in 2002 of some "first-generation" PRSPs had found that insufficient attention was given to the important contribution agricultural/rural development and food security could make to growth and to poverty reduction. This finding was echoed by an independent evaluation of the Poverty Reduction Strategy Initiative, published by the World Bank in 2004, which noted that most PRSPs to date "focus largely on public expenditures. And within the realm of public expenditures, they pay more attention to health, education and other social programmes than to the poverty reduction potential of spending in other areas such as infrastructure and rural development."

70. FAO has been involved in agriculture SWAs in Mozambique (PROAGRI), Uganda and Zambia. SWAs are intended to bundle various resources and activities within overall sector policy/strategy and a single expenditure programme in order to improve sector performance through pooling of resources and a more coordinated approach. SWAs on health and education are considered to be less complex and have tended to be more numerous than agriculture SWAs. Weak capacity of Ministries of Agriculture has been another constraining factor in a number of cases. Some Ministries of Agriculture have, for instance, found it difficult to identify public goods generated by the agriculture sector requiring public expenditure. This factor, combined with other capacity issues, has also resulted in underspending in some existing SWAs.

71. Repositioning the UN system to provide more effective support to national poverty reduction strategies and to engage in the delivery of support for the implementation of sector-wide programmes, will be a key focus in future. Many countries are already working on a second generation of PRSPs, which tend to be more operational than the first, making opportunities for UN system input more challenging. The small amounts of funds delivered by the UN system, especially in the context of increasing levels of direct budget support, may also jeopardize UN system participation, although there are already some examples of participation through technical assistance delivery to health, education, rural development and agriculture SWAs.

72. FAO is facilitating and joining broader coalitions of partners to promote harmonization and alignment initiatives, in line with the Paris Declaration on Aid Effectiveness, adopted at the Paris High-level Forum in 2005. For example, FAO, with the German Federal Ministry for Economic Cooperation and Development, acts as the Secretariat for the Global Donor Platform for Rural Development, which aims at improving the efficiency of donor contributions for rural development and food security at global, regional and national levels. FAO has also recently established an internal Working Group on Harmonization and Alignment to ensure a coherent and strategic corporate response to these initiatives.

Looking ahead

73. The quest for greater harmonization and alignment will call for further reconsideration and adjustment of the instruments and processes currently used by the UN system: in this context, an eventual single, nationally owned assistance framework will prompt changes in the use of UN system

instruments such as the UNDAF and CCA. At the same time, it is also recognized that effectiveness of assistance may require greater policy coherence across ministries in developed and developing countries, as well as across UN system intergovernmental bodies and secretariats, with the coherence of the latter sometimes reflecting the degree of coherence their members can muster across ministries and intergovernmental bodies.

74. In the case of the UN system, this fragmentation is not unrelated to the ministerial structure of countries, with different parts of the UN system relating to different parts of governments. While the UN system has already embarked on harmonization initiatives that are likely to continue, there is scope for greater reduction of transaction costs by joining the broader community of assistance providers involved in harmonization efforts, and by all providers eventually harmonizing around the national systems and procedures. For the future a less “UN-centric” vision will be required, with greater recognition given to the totality of development assistance delivered at country level (of which only a very small portion is provided by the UN system) and to the role of governments and other national actors.

Major publications cited

UN Millennium Project. 2005. *Investing in development: a practical plan to achieve the Millennium Development Goals*. London and Sterling, VA, USA, Earthscan.

United Nations. 2001. *Road map towards the implementation of the United Nations Millennium Declaration*. Report of the Secretary-General. New York, USA.

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Survey of FAO activities to identify the Organization's contribution to the achievement of the MDGs

The survey was initiated at the end of 2004 and carried out in January 2005. The same questionnaire was used for all activities as outlined below.

Regular Programme

The responsible technical divisions were requested to complete a questionnaire for each "active" Regular Programme entity within Chapter 2 or Major Programme 3.1 and falling under the categories of technical projects (TPs) or continuing programme activities (CPAs). Technical Services Agreement (TS) entities were not surveyed as they cover services to Members based upon demand and as such are not amenable to this approach. However, it is generally assumed that, on average, they will contribute to the MDGs in the same proportions as TPs and CPAs. "Active" was defined as having a resource allocation planned for 2006–2007 as per the Medium Term Plan 2006–2011.

The response rate was 100 percent.

Responses to the question on direct contributions were weighted by the value of the entity for one year. For purpose of the exercise, 50 percent of the zero real growth (ZRG) 2006–2007 Programme of Work has been used for weighting. This is equivalent to the 2004–2005 approved budget but aligned against the most up-to-date reflection of the programme (i.e. Medium Term Plan 2006–2011). The resulting percentage distribution can reasonably be applied to the entire Regular Programme budget if it is assumed that the costs of governance, administration, etc. should be applied in proportion to the contribution of the technical work of the Organization.

Projects

Lead technical units were asked to complete a questionnaire for each of 264 selected projects. The selection was considered necessary as there were more than 1 700 financially active projects in 2004. It was based on the following process:

- 100 percent of emergency projects were coded in bulk by the Emergency Operations and Rehabilitation Division;
- 100 percent of SPFS projects were coded in bulk by the SPFS Management and Coordination Service;
- associate professional officers were excluded; and
- projects with the highest value were selected such that the sample was sufficient to account for 80 percent of total delivery in 2004.

The response rate was 98.5 percent.

Responses to the question on direct contributions were weighted by the value of project delivery for 2004 and accounted for US\$253 million.

Reporting

The categories used for reporting are by source of funds, that is, the Regular Programme and other extra-budgetary funds, as follows:

Table 1/1: Source of fund by programme type

Entity type Source of funds	Programme entities	Projects	Total
Extra-budgetary	Number	0	6 3
	US7 value	0	239 19
Regular Programme	Number	136	48
	US7 value	124 854	10 141
Total survey	Number	136	21
	US7 value	124 854	249 860

Summary data

Table 1/2: Distribution of direct contributions by MDG

MDG	Regular Programme total		Extra-budgetary total		Grand total	
	US\$ 000	Percent	US\$ 000	Percent	US\$ 000	Percent
1A	22 616	16.8	5 960	31.	98 5 6	26.3
1B	2 413	20.3	9 405	40.6	124 818	33.3
2	812	0.6	416	0.2	1 228	0.3
3	3 323	2.5	4 24	2.0	8 04	2.1
4	1 152	0.9	521	0.2	1 6 3	0.4
5	1 090	0.8	628	0.3	1 18	0.5
6	2 51	2.0	2 108	0.9	4 859	1.3
	28 906	21.4	38 361	16.0	6 26	18.0
8A	11 864	8.8	4 530	1.9	16 394	4.4
8B	3 958	2.9	2 869	1.2	6 82	1.8
Non-MDG	30 116	22.3	11 584	4.8	41 00	11.1
Total	134 995	100.0	239 719	100.0	374 713	100.0

Figures 1, 2 and 3 in the Annex report percentages covering all resources that contribute to the MDGs; thus those Figures exclude the non-MDG line in Table 1/2.

Mapping from the Strategic Framework to the MDGs

Consideration was given to mapping FAO's programmes directly from the Strategic Framework to the MDGs. For example:

- Corporate Strategy A (Contributing to the eradication of food insecurity and rural poverty) corresponds very closely to Goal 1 (Eradicate extreme poverty and hunger). Even more precisely, Strategic Objective A1 (Sustainable rural livelihoods and more equitable access to resources) maps well to the first target of Goal 1 (Halve, between 1990 and 2015, the proportion of people whose income is less than US\$1 a day), while Strategic Objective A2 (Access of vulnerable and disadvantaged groups to sufficient, safe and nutritionally adequate food) maps directly to the second target of Goal 1 (Halve, between 1990 and 2015, the proportion of people who suffer from hunger).
- Corporate Strategy B (Promoting, developing and reinforcing policy and regulatory frameworks for food, agriculture, fisheries and forestry) corresponds, in the case of environmental agreements, to Goal 7 (Ensure environmental sustainability) or, in the case of facilitation of trade agreements, to Goal 8 (Develop a global partnership for development)

and its target of further developing “an open, rule-based, predictable, non-discriminatory trading and financial system”.

- Corporate Strategy C (Creating sustainable increases in the supply and availability of food and other products from the crop, livestock, fisheries and forestry sectors) to a large extent addresses hunger and rural poverty through promoting the policy and technology choices necessary for increasing food production on a sustainable basis.
- Corporate Strategy D (Supporting the conservation, improvement and sustainable use of natural resources for food and agriculture) deals directly with the concerns of Goal 7 (Ensure environmental sustainability) and particularly to its first target (Integrate the principles of sustainable development into country policies and programmes and reverse the loss of environmental resources).

However, direct mapping would have been problematic for two reasons. Such an analysis might not have presented an accurate picture of FAO’s total effort, which includes significant activities funded from extra-budgetary sources. While the Regular Programme is formulated within the Strategic Framework, the information and monitoring system for extra-budgetary financed activities does not yet show links to the Framework for all projects.

Moreover, the Strategic Framework covers FAO’s entire mandate and not just that which pertains to assisting in the achievement of the MDGs. The UN Guiding Principles state that “a focus on MDGs neither diminishes nor precludes the important work of the UN system in other mandated areas”. Some of FAO’s work addresses global issues, transboundary questions or problems affecting countries’ agricultural, fisheries or forestry sectors that may not be directly related to the MDGs, but fall squarely within the Organization’s mandate and fields of competence.