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para la
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y la
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COMMISSION ON GENETIC RESOURCES FOR FOOD AND AGRICULTURE

Eleventh Regular Session

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ANALYSIS OF THE HUMAN AND FINANCIAL RESOURCES AVAILABLE WITHIN THE FOOD AND AGRICULTURE ORGANIZATION OF THE UNITED NATIONS, TO SUPPORT WORK ON THE VARIOUS SECTORS OF GENETIC RESOURCES FOR FOOD AND AGRICULTURE

TABLE OF CONTENTS

	<i>Paras.</i>
I. Introduction	1 - 3
II. Work on genetic resources in the Programme of Work and Budget of the Organization	4 - 7
III. The FAO Regular Programme	
Programme entities referring to "genetic resources" in their titles	8 - 10
Programme entities of indirect relevance for genetic resources	11 - 17
IV. Extra-budgetary resources	18 - 23
V. Gaps	24 - 29
VI. Guidance sought from the Commission	30

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I. INTRODUCTION

1. In considering its future work, the Commission on Genetic Resources for Food and Agriculture, agreed, at its Tenth Regular Session that the Secretariat, in cooperation with the relevant services and Priority Areas for Inter-disciplinary Action (PAIAs) in FAO, should submit a Multi-Year Programme of Work to its Eleventh Session, for consideration.
2. The Commission also requested the Secretariat to provide:
 - a report by the Secretariat and the Bureau “on ways to improve the effectiveness and efficiency of the Commission’s operations;”¹ and
 - a document on the status and needs of sectors of genetic resources for food and agriculture, other than plants and animals, including the various areas of biodiversity for food and agriculture, and the agro-ecosystem approach to genetic resources conservation and cross-sectorial matters, identifying the responsibilities of relevant FAO services and PAIAs in these fields.²
3. In addition, the Secretariat was requested to prepare “a succinct analysis of the human and financial resources available within the FAO, to support work on the various sectors of genetic resources for food and agriculture and identify gaps”.³ The current paper presents this analysis.

**II. WORK ON GENETIC RESOURCES IN THE PROGRAMME OF WORK AND
BUDGET OF THE ORGANIZATION**

4. The Commission is a statutory body established in accordance with Article VI.1 of the Constitution. The Commission has no budgetary authority. Financial resources for FAO’s work on the various sectors of genetic resources for food and agriculture are provided in FAO’s biennial Regular Programme of Work and Budget, which is adopted by the FAO Conference, and by extra-budgetary resources made available to FAO by donors. FAO’s biennial Programme of Work and Budget, its rolling six-year Medium Term Plan, and its long-term Strategic Framework, are agreed by the FAO Conference, on the advice of the FAO Council and its Committees. The Commission by its Statutes, however, “keep[s] under continuous review all matters relating to the policy, programmes and activities of FAO in the area of genetic resources of relevance to food and agriculture (...) and to advise the Director-General and the Council and, as appropriate, its technical committees, including in particular the Committees on Agriculture, Forestry and Fisheries, on such matters,” and may therefore provide recommendations on a broad range of FAO’s relevant programmes.

¹ See document, *Streamlining the operations of the Commission for the implementation of the Multi-Year Programme of Work*, CGRFA-11/07/23.

² See the documents CGRFA-11/07/15.1 (on *forest genetic resources*), CGRFA-11/07/15.2 (on *aquatic genetic resources*), CGRFA-11/07/15.3 (on *micro-organisms*), CGRFA-11/07/15.4 (on *biodiversity and ecosystem approach*), and CGRFA-11/07/15.5 (on *cross-sectorial international policy issues*).

³ CGRFA-10/04/REP, paragraph 84.

5. In order to understand the human and financial resources described in this report, it is important to bear in mind the following factors, which show the need for caution in the interpretation of the information provided:

- There may be very different – ranging from very wide to very narrow – understandings of what constitutes “work on the various sectors of genetic resources for food and agriculture”. The scale of financial resources identified may differ considerably depending on the understanding of what such work actually includes.
- The responsibility for work relevant to the conservation and sustainable use of genetic resources does not lie with one division or service, but is integrated in the work programme of the relevant departments of FAO, defined and resourced in various programme entities in the Programme of Work and Budget of the Organization.
- The Commission Secretariat provides the unifying programme entity addressing the totality of genetic resources for food and agriculture. In recent years, the Priority Area for Inter-disciplinary Action (PAIA) Biological Diversity has also played an important role in identifying and bringing together all the various sectors of biodiversity and genetic resources, and the associated cross-sectorial themes. There is no other programme entity or programme chapter that covers all work of FAO relevant to the conservation and sustainable utilization of genetic resources for food and agriculture.
- Work on genetic resources is therefore not easily identifiable in the programme entities of the Programme of Work and Budget of the Organization. Some programme entities explicitly mention genetic resources in their title and, thus, can be easily identified. However, even these programme entities may in some cases also cover other activities which are not, in fact, “work on the various sectors of genetic resources.” On the other hand, there are programme entities and projects that contribute to and support FAO’s work on genetic resources, even though they do not mention this explicitly in their titles.

6. For the purpose of this paper, all programme entities that refer in their title to “genetic resources” are considered to contribute directly to FAO’s “work on the various sectors of genetic resources for food and agriculture”. These programme entities, with their budgets, are given in Section III.1. Extra-budgetary resources received by FAO explicitly for work on “genetic resources” are reported in Section IV.

7. It is impossible to quantify the actual financial contribution, in the case of programme entities which do not explicitly refer to work on “genetic resources”, but nonetheless contribute to this work. These programme entities are therefore reported in Sections III.2 of this document, without their budgets.

III. THE FAO REGULAR PROGRAMME

Programme entities referring to “genetic resources” in their titles

8. *Table 1* covers all programme entities with budgets established for the biennia of 2004-2005 and 2006-2007 that make reference to “genetic resources” in their title.

9. Five such programme entities have been identified in the Programme of Work and Budget 2006-2007:

- Secretariat of the Commission on Genetic Resources for Food and Agriculture;
- Secretariat of the International Treaty on Plant Genetic Resources for Food and Agriculture;
- Technical Support to the International Treaty on Plant Genetic Resources for Food and Agriculture;

- Conservation and Sustainable Use of Plant Genetic Resources for Food and Agriculture;
- Management of Animal Genetic Resources.

Table 1: Programme entities referring in their title to “genetic resources”

2004 – 2005 Biennium			2006 – 2007 Biennium Phase II		
Title of Programme Entity	Budget allocation (US\$ 000)	Work-months	Title of Programme Entity	Budget allocation (US\$ 000)	Work-months
210P1 - Secretariat of the Commission on Genetic Resources for Food and Agriculture	2,051	107	2KP01 - Secretariat of the Commission on Genetic Resources for Food and Agriculture	2,077	108
213A5 - Developing the Global Strategy for the Management of Farm Animal Genetic Resources	1,776 (Hqs) 185(field)	138 (Hqs) + 11 (field)	2BA03 - Management of Animal Genetic Resources	2,020 (Hqs) 339 (field)	142 (Hqs) + 32 (field)
212A9 - Conservation and Sustainable Use of Plant Genetic Resources, including through Biotechnology, and Seed Sector Development	2,346	199	2AA04 - Conservation and Sustainable Use of Plant Genetic Resources	2421 (Hqs) 206 (field)	204 (Hqs) + 20 (field)
212P4 - Technical Support to the International Treaty on Plant Genetic Resources for Food and Agriculture	2,776 (Hqs) 17 (Field)	256 (Hqs) 0.5 (field)	2AP01 - Technical Support to the International Treaty on Plant Genetic Resources for Food and Agriculture	2,857	265
			2AP03 - Secretariat of the International Treaty on Plant Genetic Resources for Food and Agriculture	1,624	48

10. An analysis of FAO’s programme entities that are of direct relevance for genetic resources shows that the overall financial resources provided for FAO’s work on genetic resources increased from 2004 to 2007. Four of the five programme entities (2KP01; 2AA04; 2AP01; 2AP03) received preferential treatment as so-called priority areas.⁴ In direct response to the Programme Committee’s guidance, an additional US\$500,000 was allocated in the current biennium to the Secretariat of the International Treaty on Plant Genetic Resources for Food and Agriculture (PE 2AP03).⁵

Programme entities of indirect relevance for genetic resources

Plant genetic resources

11. The Agriculture and Consumer Protection Department contributes to work on plant genetic resources under programme entity 2AA06, Crop production systems – Sustainable intensification, diversification and Biodiversity.

⁴ See document, *Revised Programme of Work and Budget, 2006-07*, PC 95/3 FC 113/14, table 11 at pp. 27-29.

⁵ See document, *Implementation of Conference Decisions and Proposals from the Director-General*, CL 131/18, paragraph 255.

Aquatic genetic resources

12. The Fisheries and Aquaculture Department carries out work on fish genetic resources in a number of programme entities. Primarily these are:

- 2IP01 Monitoring, Management and Conservation of Fishery Resources;
- 2IP02 Monitoring, Management and Conservation of Resources for Aquaculture Development;
- 2HP01 Provision of Fisheries Information and Statistics.

Support to relevant field programmes is provided under:

- 2IS01 Technical Support Services to Members and the Field Programme in the area of Fishery Resources
- 2IS02 Technical Support Services to Members and the Field Programme in the area of Aquaculture

13. The Fisheries and Aquaculture Department focuses on genetic resources within ecosystems and production systems. It devotes a relatively small amount of resources to work at the genetic resource level, and more on the species and ecosystems levels; statistics are recorded by species, and not at the intra-specific level; the species identification programme prioritizes important marine commercial species, but not fish stocks, and has little information on freshwater species. Work at the species level and at the ecosystem level is increasing. The ecosystem approach to aquaculture and capture fisheries figure prominently in the programme of work for the Department, and worldwide production from aquaculture is rising rapidly, particularly in developing countries. Special attention is being paid to marine and coastal ecosystems and rice-based ecosystems.

Economics of natural resources and environmental sustainability

14. Activities related to genetic resources are also conducted under the programme entity 2KP04: Economics of Natural Resources and Environmental Sustainability, under which, the Economic and Social Development Department conducts an applied economics research programme on how seed systems can be managed to promote sustainable patterns of crop genetic resource utilization. The focus of the work is assessing the channels through which crop genetic resources are obtained (*e.g.*, formal and informal seed systems), identifying the barriers which inhibit flows of the diverse materials that farmers need, and assessing the impacts of these supplying side factors on the farm-level management of genetic resources and wellbeing. Also under this programme entity, work is being conducted on assessing the public good values of agricultural biodiversity, and the types of incentive measures needed to support their provision.

Forest genetic resources

15. Activities on forest genetic resources are mainly included in two programme entities:

- 2FP02: Sustainable management of forests, woodlands and trees outside of forests, and
- 2FA07: Conservation and rehabilitation of forests and woodlands ecosystems.

FAO's activities on forest genetic resources are an integral part of the FAO Forestry Programme, which is guided by the FAO Committee on Forestry (COFO) and contribute to other programme components, such as global forest resources assessment, national forest programmes, sustainable forest management, tree breeding and plantation development, and protected areas. Activities include the preparation of technical guidelines and support to Members for the conservation and sustainable use of forest genetic resources. The FAO Panel of Experts on Forest Gene Resources held its fourteenth session in January 2007. The Panel discussed proposals to streamline FAO's

work programme on forest genetic resources, and priority actions. Its report is before the Commission at this session.⁶

Priority Area for Inter-disciplinary Action (PAIA) Biological Diversity

16. The Priority Area for Inter-disciplinary Action (PAIA) Biological Diversity received for 2004-2005 an amount of US\$ 36,000, and for 2006-2007 an amount of US\$ 120,000 from the regular programme for activities related to biodiversity for food and agriculture.

Priority Area for Inter-disciplinary Action (PAIA) Biotechnology

17. The Priority Area for Inter-disciplinary Action (PAIA) Biotechnology received for 2004-2005 an amount of US\$ 35,600, and for 2006-2007 an amount of US\$ 120,000 from the regular programme which were partially used for activities related to biodiversity for food and agriculture.

IV. EXTRA-BUDGETARY RESOURCES

Animal genetic resources

18. During the biennium of 2004-05, for work on animal genetic resources, FAO received a total amount of US\$ 943,826, from Australia, Germany, Finland, Netherlands, Norway, Spain and the United Kingdom. This amount includes US\$ 229,306 for Associate Professional Officers (APOs). During the current biennium, FAO has so far received an amount of US\$ 1,617,802 from Finland, Germany, Japan, Norway, Spain, Switzerland and the United Kingdom. This amount includes US\$ 351,488 for Associate Professional Officers.

19. In addition, Switzerland will host the first International Technical Conference on Animal Genetic Resources, from 1-7 September 2007 in Interlaken, and will directly assume a large proportion of the local costs.

Plant genetic resources

20. For projects approved in the biennium 2004-2005, the Plant Production and Protection Division received a total of approximately US\$ 1.8 million in extra-budgetary funds to undertake work related to the conservation and sustainable utilization of plant genetic resources for food and agriculture. This includes funds from Italy, Norway and two APOs (from Norway and Germany). For projects approved in the biennium 2006-2007, a total of approximately US\$ 630,000 was received. This includes contributions from Canada and Norway, as well as funds from the Netherlands for an APO. In addition, approximately US\$ 1.6 million were received as funds from other extra-budgetary sources (including from Japan and The Netherlands) for projects that started before 2004, but whose disbursement continued into the period 2004-2007.

International Treaty on Plant Genetic Resources for Food and Agriculture

20. The Interim Committee of the International Treaty received considerable extra-budgetary resources, either in cash, or through direct support, particularly for the holding of meetings, throughout the negotiating process.

21. The following meetings were facilitated through direct support:⁷

⁶ See document CGRFA-11/07/Inf.9.

⁷ See document, *Reports on activities undertaken by the Interim Secretariat*, IT/GB-1/06/Inf.3.

- The convening of the Expert Group on the Terms of the Standard Material Transfer Agreement was made possible by direct action of the European Commission, to host the meeting in Brussels, and to support the participation of developing countries.
- The First Meeting of the Contact Group for the Drafting of the Standard Material Transfer Agreement was convened with support provided by the United States of America, including for the participation of developing countries.
- The First Meeting of the Open-Ended Working Group on the Rules of Procedure and the Financial Rules of the Governing Body, Compliance, and the Funding Strategy drew upon the funds of the Multi-donor Project (see *Table 2*), including for the participation of developing countries.
- Sweden hosted the Second Meeting of the Contact Group for the Drafting of the Standard Material Transfer Agreement, and supported the participation of developing countries.
- Spain directly hosted the First Meeting of the Governing Body, and supported the participation of developing countries. Norway contributed US\$ 49,621 towards the translation of pre-session documents of this meeting.

22. *Table 2* provides information on the funds contributed to the Multi-donor Trust Fund of the International Treaty, as of March 2006. Under separate trust funds, Germany provided a total of \$187,000 for support to the participation of developing countries, and Switzerland provided \$100,000 for the preparation of meetings. The Interim Secretariat of the Treaty also received direct support from the United Kingdom, through the secondment of an officer from September 2003 to September 2006.

Secretariat of the Commission on Genetic Resources for Food and Agriculture

23. The Secretariat of the Commission received US\$ 263,698 in 2005-06 for the development and implementation of international instruments related to animal and plant genetic resources under FAO's Programme Coordination Agreement with Norway. Spain provided US\$292,785 for an APO from 2003 to mid 2005. Germany provided direct support through the secondment of an officer from September 2005 to September 2008, with the option to extend the secondment by one year. In addition, Germany provided US\$98,000 for the support of the participation of developing country delegates in this session of the Commission.

V. GAPS

24. The Commission, at its Tenth Regular Session, also requested the identification of gaps.

25. In recent years, the Biodiversity PAIA has played an important role in linking the various sectors of biodiversity and genetic resources, and in identifying the associated cross-sectorial themes. However, its work has been critically dependent on extra-budgetary funds, when activities were not the remit of a specific unit. This has resulted in a particularly important gap in the coordination of FAO's responses to requests from other relevant international institutions, in particular the CBD, where resources for attendance in meetings and response to requests have had to be found either from the budget of individual divisions, or by drawing on extra-budgetary resources, particularly programme cooperation agreements. Cross-sectorial activities have been particularly difficult to sustain. Sectors, such as microbial genetic resources, tend to fall between the cracks.

Table 2: Extra-budgetary contributions to the Interim Committee process of the International Treaty on Plant Genetic Resources for Food and Agriculture

Donor	2003	2004	2005	2006	TOTAL RECEIVED
	US\$	US\$	US\$	US\$	US\$
JAPAN	15,174.49				15,174.49
SPAIN	7,298.25		52,229.52		59,527.77
USA	50,041.20				50,041.20
IRELAND	72,987.00	104,801.53			177,788.53
NORWAY	112,183.00	300,185.19	256,000.00		668,368.19
FINLAND		123,834.00			123,834.00
CANADA		40,000.00			40,000.00
THE NETHERLANDS		199,950.00			199,950.00
ITALY			1,386,725.12	1,242,803.20	2,629,528.32
European Commission			4,527.08		4,527.08
Interests Earned	388.19	3,629.73	46,653.47	3,385.19	54,056.58
Total	258,072.13	772,400.45	1,746,135.19	1,246,188.39	4,022,796.16

26. Work on plant genetic resources for food and agriculture, which is the historical kernel of genetic resource and biodiversity work in FAO, is now well-established in FAO. As this paper shows, however, a substantial part of the overall efforts has depended on extra-budgetary resources. With the full implementation of the International Treaty for Food and Agriculture, it is to be hoped that Contracting Parties and donors will now make available to the Secretariat of the Treaty the substantial resources that will be required to assist countries, particularly developing countries, in making the arrangements necessary to fully participate in the Multilateral System of Access and Benefit-sharing, in the realization of the Treaty's Funding Strategy, and in the implementation of the other articles of the Treaty.

27. Work on animal genetic resources has developed rapidly in recent years, with a focus on the preparation of *The State of the World's Animal Genetic Resources for Food and Agriculture*, and the preparation of the Interlaken International Technical Conference on Animal Genetic Resources, to be held in September this year. Despite systematic and substantial inputs from the FAO Regular Programme, this process, like the plant genetic resources programme, has been critically dependent on extra-budgetary resources. At the time of preparing this document, moreover, the total unmet needs for preparing and running the conference were estimated at US\$ 546,000, with a further US\$ 487,000 needed to support the participation of developing countries. Against these needs, total possible contributions of approximately US\$ 370,000 were under discussion.⁸ Further extra-budgetary support will be required to build upon the achievements of the Conference in subsequent years.

28. As the analysis above shows, there is a growing international focus on fish genetic resources, and a tradition of important international management instruments in the fisheries sector. The rapid development of aquaculture, particularly in developing countries, makes the

⁸ See document, *Status of the preparation of the International Technical Conference on Animal Genetic Resources*, CGRFA-11/07/4, paragraphs 24-25.

development of a systematic and internationally agreed approach to these resources urgent. Substantial extra-budgetary resources will need to be mobilized to support the limited human and financial resources currently available.

29. Similarly, there is a substantial interest in forestry genetic resources, and a long tradition linked to the work of the Panel of Experts on Forest Genetic Resources. The Panel has advised that the time is ripe for a *State of the World's Forest Genetic Resources*, but this work, too, will need to mobilize extra-budgetary resources.

VI. GUIDANCE SOUGHT FROM THE COMMISSION

30. The Commission may wish to:

- request FAO to reflect more clearly the investments in work on genetic resources and on biodiversity in its planning documents;
- highlight the importance of adequate financial resources being made available for key sectors of genetic resources, in a strategic manner, over the coming years;
- invite FAO to continue to mobilize extra-budgetary resources for work on all sectors of genetic resources for food and agriculture and, in particular, in the context of the implementation of the Commission's Multi-Year Programme of Work;
- invite donors to provide extra-budgetary resources to support implementation of the activities identified in the Multi-Year Programme of Work.