

Chair's Aide Mémoire – Tenth Meeting of CoC-IEE WG I
Monday 21 April 2008, 09.30 – 17.30
Vic Heard, Chair

1) **Consideration of draft strategy notes (continued):** Members resumed discussion of the draft strategy notes prepared by management. It was recalled that these would not be further reviewed in the Working Group but would be refined by management as a basis in the proposed elements of the Strategic Framework and Medium-Term Plan:

- a) Advocacy and Communication (Annex 1);
- b) Capacity Building (Annex 2);
- c) Knowledge Management (Annex 3);
- d) Livestock (Annex 4)

2) The notes were found to be generally well prepared. It was noted that there is some variation in the application of the template and style and it was requested that future notes should have a common coverage (an appeal was made for paragraph numbering, rather than the use of bullets as this would make it much easier for members to make reference to the document). It was also requested that the notes take account of FAO's weaknesses or disadvantages not just its comparative strengths. The point was made that notes should not read as if FAO was working in a green field site, but recognise where the Organization was currently positioned.

3) With respect to the cross-cutting strategies in advocacy, capacity building and knowledge management it was emphasised that the internal institutional arrangements, including accountability and staff incentives were important. Partnering and FAO's role as a facilitator as well as a doer were also particularly critical in these strategies. For areas of cross-cutting Organizational priority, including capacity building, there should be monitoring of results which should be reported through the Programme Implementation Report and assessed in periodic evaluation.

4) **Advocacy and Communication:** Members generally welcomed the strategy note which should put greater emphasis on advocating FAO's policy messages to countries and the international community as well as promoting FAO. There was concern that the Rome based agencies should work together in advocating on the main policy issues for food and agriculture, World Food Day, etc. and that more attention needed to be given to achieving a common strategy. The role of the FAO members in this was acknowledged, as a shared governance issue between the agencies. The strategy in this area needed to be subject to Governing Body review and oversight of FAO's advocacy and communication work strengthened. The strategy should deal with the "how" of FAO's advocacy and communication, including how messages would be identified and defined but should not try and define those messages which would evolve. Also advocacy and communication should:

- a) Publicise FAO's results, especially its successes;
- b) Better highlight the role of FAO's normative work in the continuum with technical cooperation to provide benefits to Members;
- c) Reflect on the role FAO plays in global governance, together with other institutional actors;
- d) Broaden the policy messages on which FAO needs to advocate beyond the limited perspective in the strategy note;

- e) More clearly distinguish the purposes and target audiences;
- f) Distinguish internal and external communication (internal communication may fall under another strategy for example that on culture change and it is important for all staff to have an overall understanding of FAO and its mission, not just their own area of work); and
- g) World Food Day, TeleFood, Goodwill Ambassadors, the International Alliance against Hunger and other initiatives needed to form a coherent whole and should preferably be common to the Rome Based Agencies (some members noted that the Working Group had previously discussed that TeleFood should be devolved to NGOs and national committees and it was also suggested that there needed to be more selectivity in choice of Goodwill Ambassadors).

5) **Capacity Building:** Members had previously defined capacity building as a cross-cutting area of the highest priority and welcomed the strategy note, emphasising that this strategy should be developed between all the Technical Departments. Members agreed with the note's emphasis on starting from a needs-based approach. Stress needed to be placed on areas of comparative advantage for FAO as a provider drawing on areas of FAO's normative strength and defining areas for facilitation and partnership, including the important place of South-South and North-South cooperation. Capacity building should adopt a long-term perspective and efforts should be programmatic and ensure sustainable outcomes, rather than isolated interventions, as capacity building is a means to an end. Also:

- a) National strategies for capacity building should be developed as part of the National Medium-Term Priority Frameworks, not separately;
- b) Members expressed concern about the real impact of individual training with loss of staff to other jobs;
- c) Capacity building should fully consider gender aspects; and
- d) It was noted that previous discussion of concentrated work on higher education had concluded that this depended upon the availability of additional resources.

6) **Knowledge Management:** Members had previously concluded that knowledge management was central to FAO's overall role and that FAO needed to know where knowledge was and how it could be accessed. The note could further address:

- a) analysis of knowledge needs and the specification of target users of knowledge;
- b) role of decentralized offices;
- c) partnering with other organizations including the private sector;
- d) policy issues for knowledge access;
- e) provision of specialised knowledge for specific target groups, for which FAO should facilitate access;
- f) FAO's role as a knowledge generator, assembler and communicator as well as facilitator; and
- g) use of appropriate languages of communication, which Management noted is taking place in some cases in partnership with other organizations.

7) **Livestock:** Members welcomed the strategy note. They stressed that there was no justification for a separate livestock Department as there should be an integrated approach. The sector strategy thus needed to be fully comprehensive with inputs from different parts of FAO and reflected in an overall sector strategic objective. Consideration of livestock as an integral part of production systems and the interaction between sectors need to be considered

in conjunction with the strategy notes on the Crops and Forest sectors. Also the strategy should recognise:

- a) The need to further specify the architecture and division of labour with other institutions, particularly OIE, ILRI and IFPRI and the need to be explicit about problem areas in the partnership;
- b) The potential for partnership with IFAD in pilot investment which could be important for livestock as for other sectors;
- c) The importance of livestock to improve livelihoods especially in Africa; and
- d) The need to differentiate among target audiences, differentiating between direct users of FAO outputs and end-beneficiaries.

8) **Strategic Objectives – resumption of preliminary discussions and review of the Chair’s Options Paper:** The Chair’s paper (Annex 5 A) provided a useful basis for development of the Strategic Objectives and defined their role in a results based hierarchy. The management’s note illustrating the means-ends hierarchy and definitions was also helpful (Annex 5 B). The paper, diagrams and presentations illustrated the progression from Results to Strategic Objectives and the three Goals of Members, as well as the relations to Priority Themes and Internal Effectiveness Objectives. Members appreciated that management would be presenting a worked example of the results based hierarchy to the joint meeting of Working Groups I and III on 5 May.

9) There was general agreement that a top down approach to further development of the hierarchy is now urgently required to complement the bottom-up approach of the various strategy notes. Simplicity is important for the understanding of Members and within the secretariat and to provide for lines of responsibility and accountability. Most members thus considered that the Strategic Objectives should be specified for the sectors of Crops, Livestock, Fisheries and Forestry and for distinct multi-sectoral areas (such as: Food and Nutrition, including food safety; cross cutting areas of Natural Resource Management; and Livelihoods, including the restoration of livelihoods following emergencies). Some members stressed the importance of cross-cutting strategic objectives as in the 1999 Strategic Framework but the majority considered that most of these could be better considered as means to ends within the sectors. This would also make the whole understanding of the strategic objectives simpler and facilitate responsibility and accountability. Members further:

- a) Came to broad agreement on a time frame for review and revision within the hierarchy, from the highest level with the Strategic Objectives fixed every 10-15 years as part of the Strategic Framework but reviewed at regular intervals in the context of the Medium-Term Plan;
- b) Reiterated that the number of Strategic Objectives should be limited in number;
- c) Agreed that “results” must be targeted, time bound and measurable, but expressed diverse views on the extent to which targets could be set or progress systematically assessed at the strategic objective level, given that FAO was making a rather small contribution to the achievement of national, regional and global objectives. Some members considered that FAO’s contribution to progress on each Strategic Objective should be evaluated, but others considered that this would not be a productive use of scarce resources.

10) The Working Group requested management to now propose for its discussion an indicative but comprehensive possible set of strategic objectives within a means-ends

hierarchy, taking into full consideration the guidance provided by the Working Group to date. To facilitate dialogue and the essential iterative process this could initially be presented in summary bullet point form, if possible for the Working Group meeting of 9 May. The Chair of the CoC-IEE was requested to communicate this request to the Director-General.

11) A number of members also recalled in the context of the discussion that agreement had not yet been reached on the final wording of the three Goals of Member Countries, although there was broad agreement on their content.

Annex 1: Draft Strategy Note on Advocacy and Communication

1. Analysis of needs and FAO's comparative advantage

Communication and advocacy lie at the heart of FAO's functions as a knowledge organization, as is made clear in FAO's Constitution and recognized in the IEE Report. A Corporate Communication Strategy is required to enable the Organization:

- to contribute towards achievement of the World Food Summit target and the Millennium Development Goals (MDGs), particularly MDGs 1 and 7, by advocating effectively for investment in agriculture and rural infrastructure;
- to advocate on behalf of the world's chronically hungry and malnourished with arguments based on world-class technical studies;
- to establish FAO as a point of reference in the global debate on issues related to agriculture, forestry, fisheries, livestock and rural development;
- to raise awareness of FAO's unique contribution to the development process, as well as its work in post-emergency relief and rehabilitation and the transition to development, and thereby increase support for the Organization;
- to provide visibility for Member countries who provide extra-budgetary funding and showcase FAO's effectiveness in implementing projects and programmes;
- to communicate effectively with staff at headquarters and in decentralized offices in order to engage them in the process of culture change.

FAO's comparative advantages in meeting these communication needs are:

- the global recognition of FAO as a centre of technical excellence in the areas of its mandate;
- FAO's reputation for balanced, science-based contributions to complex and sensitive debates;
- its respected function as a neutral forum for the negotiation of international agreements;
- the quality and calibre of its technical staff who can become trusted sources of information for the media, NGOs and civil society in general.

2. Overall vision and major objectives

The vision of FAO strategic communication is:

To achieve due global recognition of FAO's contribution to the development process, its comparative advantages and its role as knowledge organization and centre of excellence delivering tangible benefits to its Members.

The major objectives of strategic communication are:

- increased understanding by policy-makers of the need for development policies that favour agriculture and the rural sector, leading to the mobilisation of more resources for the sector;
- enhanced status and recognition of the role and contribution of FAO, especially in the priority thematic areas of activity, among policy-makers and those who influence them, including the general public;
- assistance to the Organization in meeting the challenge of renewal.

Achieving these objectives will involve:

- raising awareness of the wealth of technical information and knowledge produced by FAO accessible to stakeholders at country level;
- communication of public information and advice on policy matters related to FAO's mandate to member countries and civil society stakeholders;
- advocacy in support of policies that favour investment in agriculture and rural infrastructure to tackle problems of chronic hunger and malnutrition;
- building awareness among all stakeholders, mostly through the media, of FAO's comparative advantages thereby increasing support for the Organization among the Membership and the public at large;
- internal communication, aimed at engaging staff in the process of reform.

3. Expected main outcomes

Main outcomes include:

- demonstrating how the work of FAO adds considerable value to the development process, provides post-emergency relief and rehabilitation and assists Members in their efforts to achieve the MDGs;
- improving the confidence of Members in the overall performance of the Organization in carrying out its mandate;
- demonstrating to Member countries that their voluntary contributions are being well spent and thus encouraging a continuing flow of extra-budgetary resources;
- raising the visibility of FAO and increasing awareness and appreciation of the Organization's work, which may assist in securing greater support for FAO;
- contributing to the firm embedding of a communication culture across the Organization, and to the general culture change advocated by the IEE.

4. Implementation issues

The implementation process will include:

- identifying priority target audiences for FAO communication and ensuring that communication priorities are aligned with priority technical themes;
- articulating overarching messages aligned with the strategic goals of member countries, recognizing that specific messages related to the priority themes will be developed on a yearly basis in the annual Corporate Communication Plan;
- identifying the appropriate traditional and multi-media tools and channels for FAO communication and advocacy to reach identified target audiences;
- working closely with the Rome-based Agencies on the basis of a common Advocacy Communication Strategy, and with other civil society partners through the International Alliance Against Hunger and other arrangements;
- developing the World Food Day, TeleFood and Goodwill Ambassadors programmes in support of broadly targeted advocacy;
- supporting the culture change process in the Organization through development of strong, interactive internal communication channels;
- guiding FAO's approach to communication and advocacy at country level in the context of the Delivering as One UN reform process.

Annex 2: Draft Strategy Note on Capacity Building

1. Analysis of needs and comparative advantages

Capacity is defined as "the ability of people, organizations and society as a whole to manage their affairs successfully". Capacity development/building is "the process of unleashing, strengthening and maintaining of such capacity" (OECD/DAC). Capacity Building (CB) is a principal function of FAO, and both developing and developed countries assign high importance to FAO's role in CB, including training (IEE: para 269). A corporate strategy in CB will address the needs in Member States for:

- Support in the devising and implementation of national CB strategies, including frameworks for designing, monitoring and evaluating the achievement of national development goals;
- Comprehensive approaches in CB in member states, geared towards combining technical interventions with adequate attention at the level of policy environment; and delivering CB as an integrated whole, with FAO playing the role of facilitator and provider (IEE: 16, 27);
- Strategic approaches to ensure sustainability of CB work, with sufficient involvement and dialogue with national interlocutors in the definition of CB interventions, that address the limitations of TCP for CB (IEE: 13, 342, 350, 570-575, 599);
- Reform, rationalization, and upgrading of training and higher education opportunities to overcome the major deficit of trained manpower in agriculture, maximising partnerships and networking, also considering that CB initiatives using information and communication technology need to be adapted to local needs to enhance effectiveness. (IEE: 665);
- Stronger operational capacity in FAO for CB, including the ability to target activities appropriately at national, sub-regional, and regional level (especially in LDCs), engagement in partnerships (including with private actors), and strong organizational learning internally (IEE: 502, 576-577, 662).

FAO's comparative advantages in CB are its:

- experience in policy formulation, emphasising its comparative neutrality as a convenor of specialized forums in agriculture and rural development;
- broad and direct access to the range of CB actors, which places FAO in a strong position to deliver a truly *integrated* capacity building approach with impact across the individual, institutional, and policy levels;
- wide range of technical/specialized expertise in agriculture and rural development and its language coverage, which are highly valued by clients;
- function of knowledge generation, dissemination and exchange, which is a building block of FAO's capacity building activities and programmes.

2. Overall vision and major objectives

It is acknowledged that strengthened country capacity is not only a means to enhance food security and agricultural sector performance, but it is also a goal in its own right recognized in the *Paris Declaration on Aid Effectiveness* (OECD/DAC).

Vision: FAO aims to become an effective agent for capacity building, to support member countries develop sustainable capacities to set and achieve their own goals in the field of agriculture and rural development, enabling them to meet all three of FAO's Global Goals. This vision is in line with the new approach of the international community for a more integrated and nationally-led approach to CB, expressed in UN General Assembly resolution 59/250, in the Triennial Comprehensive Policy Reviews (TCPR) of 2004 and 2007.

Major Objectives: FAO will seek to fulfill its vision by working with Member States to achieve the following:

- National and regional CB initiatives adopt the new approach to CB and are sustainable, strategic, coherent, methodologically sound, and integrated so that they respond to the needs in the policy environment, and the needs of institutions and individuals;

- Training and higher education institutions in agriculture are appropriately reformed, rationalized, and upgraded, facilitated by Governments, FAO and other actors;
- National CB initiatives are implemented in partnership with all relevant regional and international players using appropriate funding modalities;
- The new CB approach is fully embedded in the work of FAO across Headquarters and Decentralised Offices, in the contexts of its role as a facilitator and an implementer of CB.

3. Expected Outcomes and Beneficiaries

The main outcomes and beneficiaries include:

- Appropriate definition of CB priorities by Governments in the context of national plans and strategies and on the basis of comprehensive assessments of capacity gaps and needs in the policy environment, and of institutions and individuals;
- Improved formulation of integrated CB interventions with appropriate targeting and methodologies, based on enhanced methodologies and tools;
- Increased and enhanced partnerships for capacity building between governmental actors and relevant international and non-governmental actors;
- Improved monitoring and evaluation of CB allowing identification, and where appropriate scaling up, of successful approaches;
- Increased coherence of FAO's CB initiatives, informed by clear national priorities, and structured around a core set of corporate strategic CB functions that incorporate FAO's comparative advantages and good practices, and reduce fragmentation of CB by FAO.

4. Implementation issues

In order to be effective and robust, the CB strategy will need to be developed and implemented taking into account the following as defined by the IEE (*Recommendation 3.24*) and FAO itself:

- consultations with countries of different stages of development to conduct in-depth assessments of capacity needs and gaps;
- consultations with partner organizations to define more precisely potential partnership relations in support of CB;
- involvement of developing countries, donors and partners in formulation of the strategy to ensure wide ownership;
- development of an implementation framework defining roles and responsibilities in FAO;
- development of a communication plan concerning the implementation of the strategy.

The strategy would build on and inform external and internal processes, such as:

- national development frameworks, UN reform, "Delivering as One", and New Aid Modalities (i.e. UNDAF1, NMTPF, Joint Assistance Strategies, Sector Wide Approaches (SWAs));
- mainstream UN discussions on CB in the context of the TCPR;
- existing and emerging principles and good practices in all aspects of CB;
- efforts to mainstream priority cross-cutting issues, such as gender equality;
- other FAO reform issues, e.g. decentralization, enhancement of staff competencies;
- other strategies developed under the new FAO Strategic Framework, in particular the Knowledge Management strategy.

¹ United Nations Development Assistance Framework

Annex 3: Draft Strategy Note on Knowledge Management

1. Analysis of needs and FAO's comparative advantages

Knowledge Management is the foundation for good policy and good decisions. FAO's principal goal is to ensure that the world's knowledge of food and agriculture is available to those who need it, when they need it and in a form which they can access and use (IEE: 601). Relevant knowledge is required at all levels, from the farmer in the field to the level of international negotiations.

Although progress has recently been made to facilitate knowledge sharing through enhanced thematic knowledge networks, FAO is still primarily comprised of a number of 'islands of knowledge' and operates both functionally and geographically in 'silos'. Additionally, it should be recognized that FAO itself produces only a fraction of the knowledge required for sound stewardship of the food and agriculture sector and to fulfil its mandate and meet the needs of its Members and all stakeholders. FAO needs to know where such required knowledge is to be found and how it can be accessed and used (IEE: 873).

FAO's comparative advantages in Knowledge Management are:

- its "talented staff, with high levels of technical expertise that are strongly committed to the Organization's mission" (IEE: 30);
- its role as the world's agricultural knowledge agency related to policy development, capacity building, technical cooperation, response to agricultural emergencies, collection and dissemination of global information, and the development and implementation of major international treaties and agreements;
- its extensive presence at country and (sub) regional level, thus facilitating knowledge sharing and exchange across boundaries. However, for effective knowledge exchange and learning, FAO will have to harness, in a more coordinated manner, the emerging culture of internal and external collaboration.

FAO has already implemented many instruments for knowledge management, such as the FAO Knowledge Forum (AskFAO, Best Practices, Thematic Knowledge Networks) and the World Agricultural Information Centre (WAICENT) to share its own wealth of information and knowledge.

2. Overall vision and major objectives

Vision: FAO will strive to be a facilitator for the access and exchange of knowledge. It will assist its Members with generating, accessing and utilizing the food and agriculture knowledge required to address their individual and collective development and food security goals.

Mission: To make information and knowledge a genuine public good accessible to all Members, especially to the least developed countries (LDCs), through a "global knowledge policy."¹

Objectives: FAO's mainstreaming of knowledge management will support the following objectives:

- Knowledge, public goods and services are available to those who need it, when they need it and in a form which they can access and use.

¹ IEE: 603, Aide Mémoire - Third Meeting of CoC-IEE Working Group I, Monday 11 February 2008

- Improved decision-making in Member Countries as a result of enhanced knowledge sharing and access.
- More effective and efficient delivery of inter-disciplinary services to Members as a consequence of fully embedding enhanced and coordinated information and knowledge management approaches in the work of FAO, across Headquarters and the Decentralized Offices.

3. Expected main outcomes and beneficiaries

Main outcomes include:

- Strengthened partnerships with Member States and Partner Organizations.
- Developed capacities at the national and (sub) regional level to improve information and knowledge management by assisting Member States in making the best use of available sources and promoting joint learning and information exchange.
- Improved knowledge management at national and regional levels through provision of norms, definitions, methodologies, tools and infrastructure to its Members and stakeholders.
- Creation of a knowledge-sharing culture in FAO, through supportive human resources policies, which include incentives and rewards, and better connecting staff from headquarters with those of the decentralized offices.

4. Implementation Issues

The IEE recommends that a strategic vision needs to be developed, focusing on development in specific areas of knowledge access. Particular attention may be given to:

- copyright issues and the needs of the poorest countries;
- availability of appropriate tools and infrastructure for FAO and its partners to effectively work together;
- appropriate language coverage;
- assessing the value of materials and collaboration with search engine providers in simplifying the location of quality information;
- identifying and implementing “quick wins” to showcase the benefits of information and knowledge management given the lack of common understanding of knowledge management in FAO;
- addressing the fact that knowledge management in FAO, though implicit in everyone’s role, is not formally acknowledged as a specific responsibility;
- embedding and mainstreaming knowledge management and sharing into FAO’s activities and processes; and
- coordinating closely with other strategies developed under the new FAO Strategic Framework, in particular the cross-cutting areas of Gender Mainstreaming and Capacity Building Strategy.

In addition to what is explicitly mentioned in the IEE report, the Knowledge Management Strategy, if it is to be effective, should also fully cover internal cultural issues related to enhanced knowledge sharing within the organization, as well as, with the new focus on access to tacit knowledge, the important role that explicit knowledge (e.g. WAICENT, FAO technical publications, technical databases, etc.) will continue to play.

Annex 4: Draft Strategy Note on Livestock

1. Analysis of needs and FAO's comparative advantage

Over the past three decades there has been rapid global expansion of production and consumption of animal products, a process which sometimes is termed the *Livestock Revolution*. The sector provides currently 43% of global agricultural output in value terms. While traditional livestock systems contribute to the livelihoods of 70% of the world's rural poor, increasingly emerging large-scale operations with sophisticated technology, based on internationally sourced feed and animal genetics, cater for the rapidly growing markets for meat, milk and eggs. The "middle-ground", i.e. mid-size market-oriented family farms, while still growing in importance in many places, are gradually squeezed out of markets and are particularly vulnerable to animal disease shocks. This growing systems dichotomy characterizes the sector increasingly and requires careful public governance.

The vigorous livestock sector growth and its concomitant structural changes have resulted in a range of very significant challenges and opportunities which require comprehensive governance by the international community. They relate to the role of the global livestock sector in food security and nutrition, economic development and rural poverty alleviation; in the accelerated (re)emergence of diseases affecting both animals and humans; and in affecting the environment, the climate and the natural resources used in animal production, including animal genetic diversity. The sector, which claims one third of global crop land for feed grain production, contributes to but is also affected by grain price increases; in addition, competition for land is growing, prices - not only of feed grain, but also of water, energy and labour - are increasing, and extensive pasture-based livestock production (26 percent of the ice-free terrestrial surface globally) is being challenged by the vagaries of climate change and socio-economic pressures.

Comparative Advantages for FAO to address the governance of these challenges and opportunities:

- Knowledge and neutrality in assessing and managing livestock implications on society, public health, the economy and the environment [IEE, para 453: "*FAO's ... work on policies with respect to the poor and the environment has influenced global thinking in these areas*"]
- Acting from an inter-governmental platform, FAO has a privileged role in the prevention and control of transboundary animal diseases (*e.g.* HPAI/H5N1; global eradication of Rinderpest),
- Recognized (CGRFA/CBD) global leadership in improving the use and conservation of animal genetic resources,
- Expertise in addressing livestock sector issues from a cross-sectoral angle, including at the interface between livestock and other land uses (crop production, forestry, fisheries, wildlife),
- Professional expertise in decentralized offices to facilitate direct support to member countries,
- Secretariat of international standard setting bodies (*e.g.* CODEX), commissions (*e.g.* EU-FMD, APHCA, CODEGALAC) and programmes (*e.g.* EMPRES, GREP, PAAT) supporting the global livestock sector.

2. Overall vision and major objectives

In line with the three global goals of the Organization, FAO's vision for its Livestock Programme is to support Governments shape their livestock sector to contribute to food security and public health through the supply of safe, healthy and high-quality food, to poverty alleviation and broad-based economic development, while safeguarding environmental sustainability and agricultural biodiversity. The objectives of FAO's Livestock Programme are (i) to base policy decisions on livestock sector management on accurate information and analysis and on stakeholder participation at all levels, (ii) to enhance the contribution of livestock to national development through increased political attention, capacity building and targeted investments, and (iii) to base the use of land, water, biological resources and air in livestock production on criteria of sustainable resource management.

3. Expected main outcomes (and beneficiaries)

FAO's Livestock Sector Strategy pursues four integrated outcomes which are supported in an inter-

disciplinary approach, facilitated by a unified, structurally delayed programme, and using collaborative arrangements with UN and non-UN (OIE, CGIAR), and public and private sector partners. The IEE-recommended programmatic integration of animal health activities with OIE is pursued in the context of the formally agreed (2004) Global Framework for the Progressive Control of Transboundary Animal Diseases (GF-TADs) under implementation in all regions (Africa, Americas, Asia, Near East, Europe) with regional and global secretariats and Steering Committees managing and supervising implementation of joint programmes respectively.

Outcomes	Outputs contributing to achieving outcomes
1. Governments use the expanding livestock sector as a growth engine for rural economic development and poverty alleviation	<ul style="list-style-type: none"> • Poor livestock-related livelihoods protected in areas with little market development opportunities beyond local demand (social protection programmes, community-based livestock services, emergency contingency plans) • Conditions for livestock sector growth created in areas with some degree of market-access [(market, services, institutional and investment policies, private-public partnerships (PPP))] • Livestock growth managed in areas with rapidly growing markets (integrated development plans, including social, health and environmental / natural resources management).
2. Governments, in international collaboration, manage animal diseases and animal-related human health threats successfully	<ul style="list-style-type: none"> • Knowledge improved of the accelerating animal disease emergence and their evolution for much enhanced disease prevention and early warning; • Disease control and management by governments improved in regional and international coordination, based on increased investments made in national animal health systems equipped with the necessary technical and animal health policy instruments and with skilled human resources; • Socio-economic, cultural, structural and developmental dimensions fully considered in national animal health and veterinary public health policies.
3. Governments protect and enhance use of natural resources and the environment for livestock production	<ul style="list-style-type: none"> • Global Plan of Action for Animal Genetic Resources implemented at national and regional levels for sustainable use and conservation of these resources; • Environmental footprint of the livestock sector reduced through the application of technological and policy measures oriented by both sustainability and efficiency criteria and by supporting investments.
4. Greater national capacity for livestock sector development built and sustained	<ul style="list-style-type: none"> • Investments by countries in livestock sector development guided by multiple-objective needs assessments (socio-economic/gender; health, natural resources) • Prevention and preparedness plans available and supported by governments to guide both animal disease emergency and natural and man-made disaster management where livestock is involved; • FAO's <i>Options and Implications Papers</i> addressing topical livestock sector issues and <i>Best Practices</i> as source of information provided and used in capacity building of livestock personnel.

Target Audience

FAO's Livestock Programme addresses decision makers in governments, private sector, NGOs and donor agencies; professionals in academia, research and development, and in the private sector; producers, processors and consumers of animal products.

4. Implementation issues (programme delivery features)

Provision of knowledge and information and advocacy: FAO's Livestock Programme provides information and analysis on relevant aspects of livestock production, animal health, livestock and land use, and livestock biodiversity. It assesses livestock trends and issues with attention to technology, policies and institutions.

Policy support and capacity building: FAO's Livestock Programme assists member countries and the livestock community in informed decision-making on managing the livestock sector. Information, sector analysis and policy decision making support is the Livestock Programme's main contribution to building the development capacity within the targeted livestock community.

A neutral forum and support to standard setting and international initiatives: Various aspects of the livestock sector, e.g. diseases, food safety, animal biodiversity, livestock resource use and environmental protection are subject to international negotiations requiring intergovernmental action for which FAO's Livestock Programme provides advice and guidance.

Support to Member Countries and emergency operations: Assistance to member countries is provided through the established network of FAO's decentralised offices, whereby priorities are set by the *National Medium Term Policy Frameworks* (NMTPF) and the evolving *One UN* initiative. Direct support to Member Countries is provided in the event of major animal disease outbreaks.

Membership guidance: FAO's Livestock Programme is supported and guided by inter-governmental fora dealing with livestock issues (e.g. COAG, CGRFA, regional Commissions).

Annex 5A: Chair's Options Paper on Considerations for the Development of Strategic Objectives and their Relationship in the Results-Based Means-Ends Hierarchy (Log Frame)

1) **Context of the Paper:** At its meeting on 10 April, the Working Group agreed that it would further address the development of Strategic Objectives on the basis of a WG I Chair's paper presenting considerations for the development of strategic objectives and their relationship to results. This discussion would enable the Working Group to better formulate a request to management for the development of its proposals to the CoC-IEE on Strategic Objectives and Priority Themes.

2) **Purpose of Strategic Objectives:** It is suggested that the new FAO Strategic Framework – Medium Term Plan Results-Based (means-ends) Hierarchy – in fulfilment of the Organization's Mandate, should be designed to provide:

- a) a basis for planning and analysis which provides clarity to all (Members, Secretariat and other stakeholders) on benefits the Organization is intending to contribute to the common welfare and how this will be achieved;
- b) an internal and external communication tool for what FAO is about;
- c) focus in the Organization for impacts;
- d) a line of responsibility (who is responsible for achieving what?) and how does it come together; and
- e) an accountability trail for managers at all levels and for the Governing Bodies whereby the Organization and its individual projects and programmes can be judged against results, rather than activities carried out which may or may not have delivered a benefit, however technically sound and energetically executed.

3) **Possible Approach:** The Apex in the Strategic Framework – Hierarchy of Results and Impacts for the Benefit of Member Countries is formed by the three Goals of Member Countries which have been agreed in principle by the Working Group:“

- a) access of all people at all times to sufficient nutritionally adequate and safe food, ensuring that the number of chronically undernourished people is reduced by half by no later than 2015;
- b) the continued contribution of sustainable agriculture and rural development, including fisheries and forestry, to economic and social progress and the well-being of all; and
- c) the conservation, improvement and sustainable utilization of natural resources, including land, water, forest, fisheries and genetic resources for food and agriculture”.

These are, with the exception of Goal a), neither time bound or targeted.

4) Strategic Objectives have been defined as the next level below these in the hierarchy and will reflect Members' priorities for the longer-term. They will provide a direction and indicate the main areas for impact with a time horizon of 10-15 years (currently, for example to 2020). Given the dynamic changes ongoing they will however be subject to review every four years in line with the Medium-Term Plan and would normally be reviewed at the start of a Director-General's term of office.

5) They will clearly contribute with a direct causal relationship to the achievement of one or more of the three Goals of Member Countries. They also will be expressed in terms of a result

to be achieved, with some precision as to time, quantity and quality, with a means of verifying the progress being made. However, these are still results which are achieved primarily by Member Countries and the international community with FAO providing a catalytic contribution to a line of causality. The question thus arises as to why specify them in targeted terms at all, if achievement or failure is not primarily due to FAO. These are strategic objectives which Members have agreed they wish to achieve with FAO assistance, if progress is not being made, questions arise as to whether the right thing is being done or secondly if the way FAO's catalytic input is being provided is the best one (do efforts need to be increased, redirected or stopped?). Both monitoring a few well chosen indicators and in-depth evaluation are important means of assessment at this level.

6) The level below the Strategic Objectives in the hierarchy is that of "Results". These are the actual Outcomes of what FAO has done. They are not under FAO's control but are the direct use which should be made by Member Countries and the International Community of what FAO does. At this level there need to be clear targets, timelines and means of verifying if the results are being achieved. It is at this level that the internal results-based framework must be at its strongest and it is envisaged that there should be considerably less Results than the present number of Programme Entities, providing more concentration and coherence in the Programme.

7) Benefits at the Strategic Objective level are basically of two types:

- a) **Sectoral benefits** (e.g : Forests and trees provide an increased contribution to improved immediate and longer-term benefits to people, particularly through:
 - i) provision of income, food, fuel and grazing– with particular attention to the needs of marginal forest populations and the rural poor;
 - ii) climate mitigation through carbon sequestration and renewable energy;
 - iii) water and land conservation for agriculture and urban use; and
 - iv) flood and sea damage prevention for the direct saving of human life and the preservation of livelihoods).
- b) **Cross-cutting institutional benefits:** (e.g. The institutional capacity of Member Countries to deliver benefits to their people's, with respect to agriculture, strengthened or e.g. Strengthened Global Governance Framework for policy coherence and international instruments in the fields of agriculture, forestry and fisheries).

8) Other cross- cutting areas of Concern: There are also cross-cutting areas of concern which could and should be formulated as Objectives which inform all the Strategic Objectives but are not at the level of strategic objectives as being a single area of focus. These include areas such as gender and rights of children and the aged.

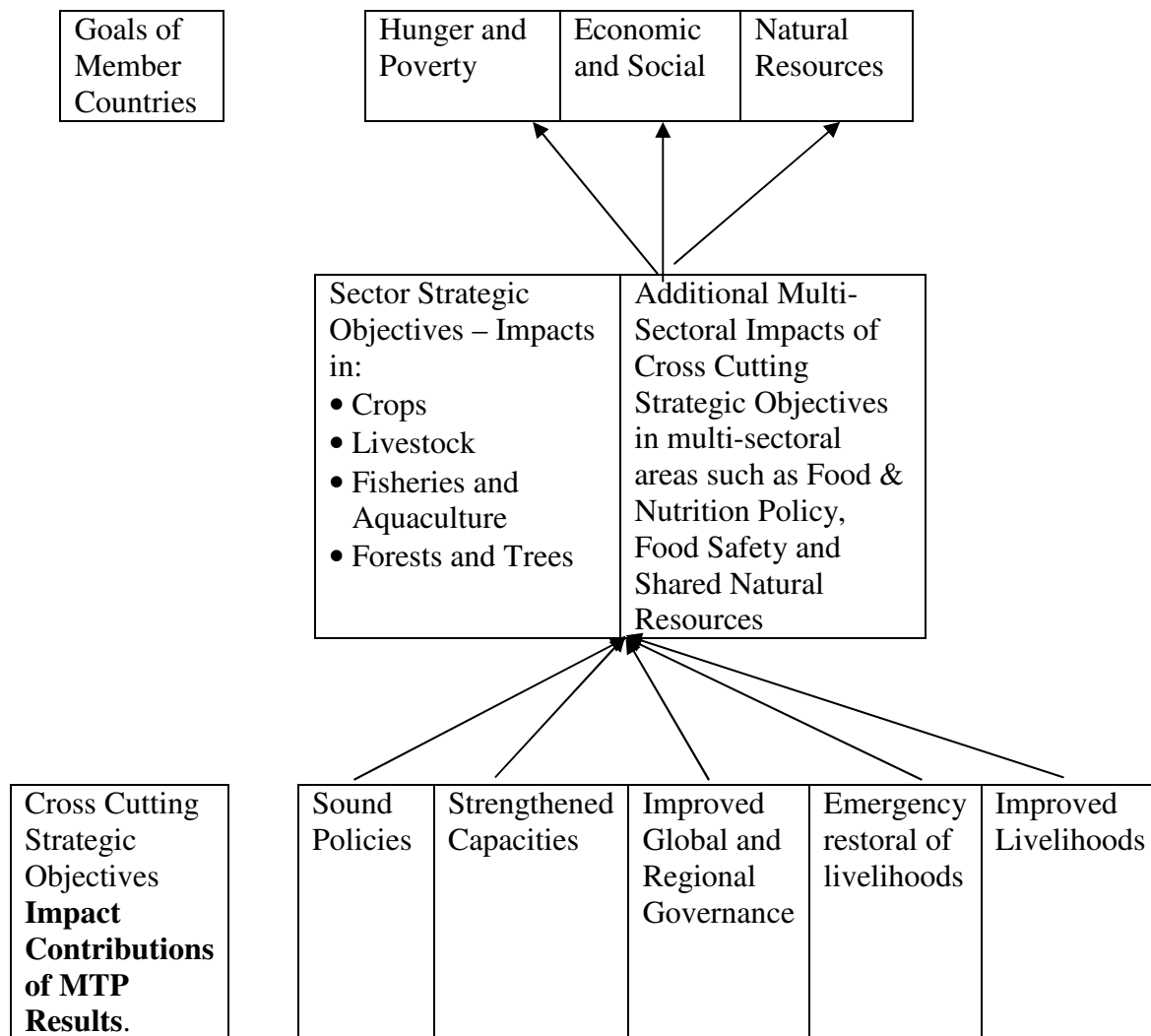
9) Internal Effectiveness Objectives: A final but different important category of objectives are not at the strategic level and do not feed directly into the Goals of Member Nations. These are objectives which concern improvement of FAO's own capacity and ways of working in order to deliver on "Results" and thus strategic objectives. They concern such areas as: strengthened partnerships, greater inter-disciplinarity and the integrated management of knowledge to assure its availability to users.

10) In order to satisfy the criteria in paragraph 2) with respect to focus, Strategic Objectives must be limited in number (the 1999 Strategic Framework had 12). They must also provide a

line of accountability and responsibility. *Form follows Function*. Strategic objectives thus have a strong relation to the Organizational structure as emphasised by the management and Members. This was clearly important to the IEE which, in its suggestions for an Organizational Model, retained a sectoral technical structure while building in mechanisms for matrix working across organizational boundaries and also clearly defined responsibilities for Capacity Building; Knowledge Management; Development Policy; and for Communications and advocacy.

11) Given FAO's constituency of stakeholders and the structure of its technical committees, it is difficult to justify or envisage a structure of strategic objectives which does not reflect the Organization's sectors and allow Members to see what FAO is doing in for example Forestry, indeed this may be one of the reasons for the lack of practical application of the 1999 Strategic Framework. The sectoral structure will remain a primary focus of how FAO delivers its benefits. What could emerge are thus strategic objectives which reflect both the sectors and cross-sectoral objectives. This would then imply a structure along the following lines, which would result in a total of about ten strategic Objectives (four sectors or five if the cross-cutting area food were to be taken as a sector) plus the eventually agreed cross-cutting strategic objectives.

12) It should be noted that in this structure, although sectoral strategic objectives have been portrayed as being above cross-cutting strategic objectives for clarity, they are actually on the same level in the hierarchy. The sum of all the sector capacity building will contribute to the strategic objective for capacity building in just the same way as much of the work under the cross-cutting strategic objectives will contribute to the sector strategic objectives.



13) **Relationship of the Strategic Objectives to Priority Themes:** The strategic objectives have been envisaged with a time horizon of 10-15 years, providing overall direction. The priority themes will provide a focus within this, contributing to the Strategic Objectives, and as previously discussed in the Working Group:

- a) Act as “Flagships” providing a communication and advocacy tool on high profile work, enabling the Organization to better attract extra-budgetary resources to complement the Regular Programme resources;
- b) Facilitate less rigidly tied and pooled funding of extra-budgetary resources, as well as facilitating Governing Body oversight of the use of those resources in line with agreed priorities;
- c) Often be on cross-cutting topics but this would not exclusively be the case, for example the topic of livelihoods is cross-cutting but the code of conduct for responsible fisheries concerns a specific area;
- d) Be limited in number in order to achieve their objective as a tool for focusing, mobilising and communicating the use of resources, though the guidance from the IEE recommendation of six Themes may be too restrictive and some extra-budgetary resources would also be mobilised for other purposes; and
- e) Be of limited duration in line with Medium-Term Plan, but could be renewed or modified and would have clear targets and indicators.

14) They will thus bring together groups of results to impact in a shorter time-frame in high priority areas for the immediate future, such as currently:

- a) climate change;
- b) commodity prices;
- c) addressing national hunger and food insecurity;
- d) water for agriculture;
- e) upgrading the data base for decision making, including statistics; and
- f) boosting investment.

15) Possible Cross-Cutting Strategic Objectives: The definition of sectoral objectives could be proposed by the lead departments in the light of the discussion of the Strategy Notes. Examples of possible cross-sectoral Strategic Objectives, emerging from the discussions in the WG to date and the IEE are indicated below. Possible “Results” for elaboration in the Medium-Term Plan by Strategic Objective have been provided by way of illustration. Care has been taken not to repeat sectoral strategic objectives or to repeat the three Goals of Member Countries which appear at the apex. Nevertheless, the possible Strategic Objectives illustrated below are not mutually exclusive and contain substantial overlaps.

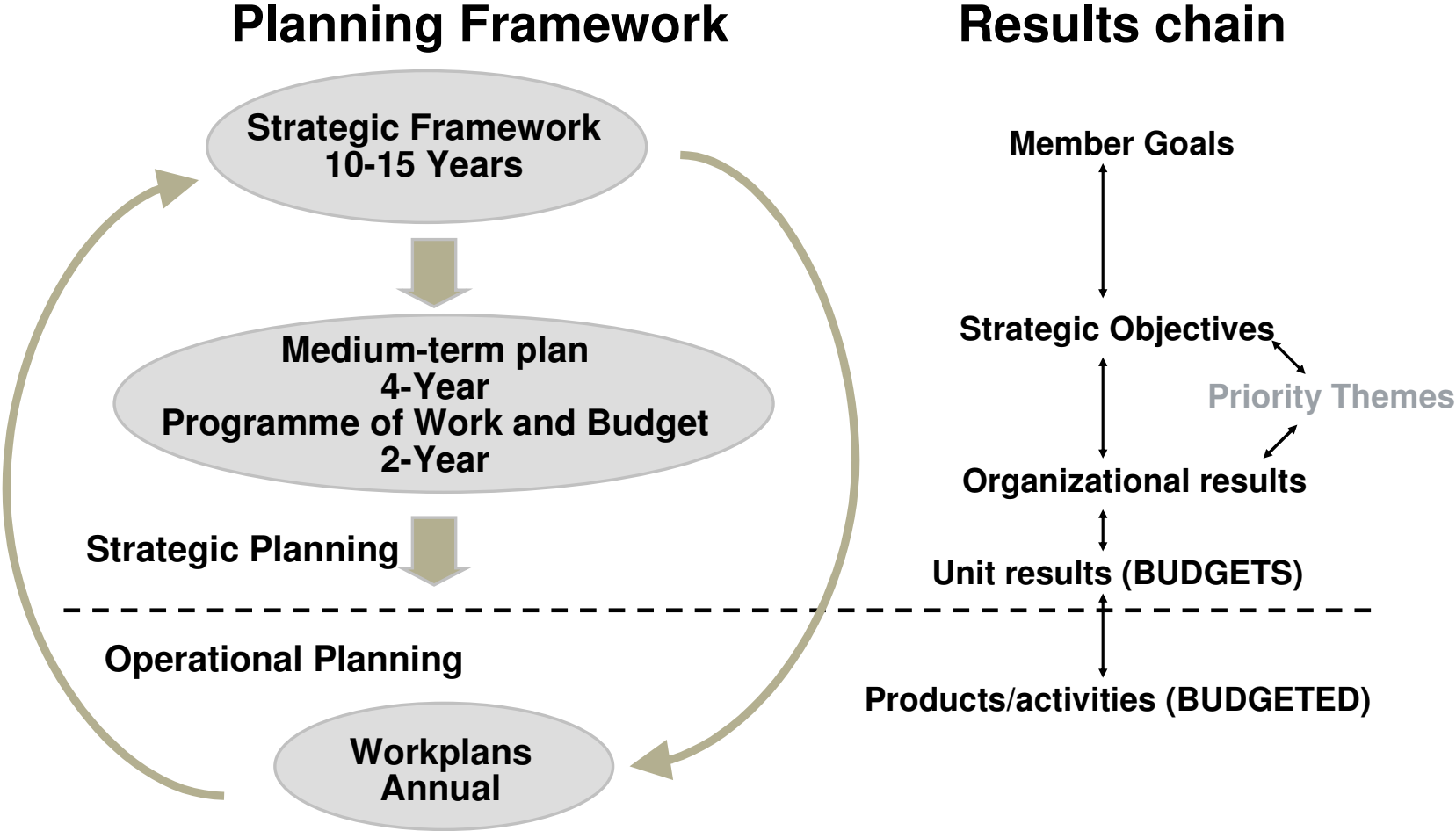
16) In areas of FAO’s mandate and with respect to the agreed three Goals of Member Countries, with particular focus on the poor and hungry:

- a) Enhanced institutional capacity of Member Countries, Regional and Global Institutions to deliver benefits to their people’s, with respect to agriculture, including possible MTP results for capacities in:
 - i) establishing the enabling policy and legislative frameworks;
 - ii) ensuring access to knowledge for production and all aspects of value addition and marketing, including research, extension and training;
 - iii) ensuring the essential infrastructure and institutions for access to the means of production, markets, etc.;
 - iv) equitable and dynamic domestic and international trade;
 - v) protection of consumers;
 - vi) enforcing legislation;
 - vii) equitable and sustainable use of the natural resource base;
 - viii) data and statistics; and
 - ix) plant and animal health.
- b) Strengthened and improved policies and legislation for the benefit of peoples at national, regional and global levels, including possible MTP results for:
 - i) increased investment and finance;
 - ii) improved tenure and access to natural resource use
 - iii) food and nutrition;
 - iv) protection of the poor and malnourished;
 - v) institutions;
 - vi) infrastructure;
 - vii) domestic and international trade;
 - viii) protection of consumers; and

- ix) plant and animal health.
- c) For the hungry and malnourished, for rural and other agriculturally dependent people - Strengthened and improved global, regional and sub-regional identification of emerging issues, advocacy on those issues, policy coherence and legislative instruments, including possible MTP results for:
 - i) tenure, access to and use of natural resources, including fisheries and shared water resources;
 - ii) food surveillance and availability;
 - iii) climate change and agriculture;
 - iv) emergency response;
 - v) international trade;
 - vi) protection of consumers and food standards;
 - vii) genetic resources; and
 - viii) plant and animal health.
- d) Improved livelihoods for the poor and malnourished, especially in LDCs, including possible MTP Results for:
 - i) Increased food production;
 - ii) Job creation and income generation on farm, in fisheries and forests and in related agri-business;
 - iii) Affordable food prices; and
 - iv) Established food safety nets.
- e) Strengthened and improved prevention, preparedness and rehabilitation response to food, agricultural and rural emergencies in order to protect, restore and if possible enhance livelihoods of victims and those at risk of emergencies, including possible MTP Results for:
 - i) food early warning;
 - ii) plant and livestock pest and disease surveillance;
 - iii) emergency preparedness planning
 - iv) national capacities for emergency response
 - v) coordinated and sufficient response to livelihood restoration in agriculture
 - vi) coordinated and sufficient response to plant and livestock pests and diseases

Annex 5B: Management’s note illustrating the means-ends hierarchy and definitions

Means-Ends Hierarchy – FAO Programme Planning Model



Definitions:

- **Vision** defines where the organization wants to be in the future. It reflects the optimistic view of the organization's future. The vision statement also communicates both the purpose and values of the organization. For employees, it gives direction about how they are expected to behave and inspires them to give their best. For Members, it shapes their understanding of how and why they should work with the organization.
- **Strategic Objectives** are the benefits or changes expected to be achieved in a given time frame (e.g. 10-15 years) in Member country institutions, the international community or development partners. In terms of the log-frame, these benefits represent several steps in the causal chain beyond the immediate result of the uptake of FAO's products and services by its *primary users*, building on the related Organizational Results (see below). Hence Strategic Objectives will not be achieved by FAO itself, but rather by Members based on the value added that FAO provides, and in view of identified dependencies and assumptions on developments elsewhere.
- **Priority Themes** help focus priorities over a medium-term period (four years), contributing to the achievement of Strategic Objectives. These themes, which are often, but not exclusively cross-cutting, highlight the benefit FAO intends to help Members achieve in selected priority areas building on Organizational Results (see below) related to the selected area. The Themes help to catalyze the mobilization of extra-budgetary resources to complement the Regular Programme resources, by providing a communication and advocacy tool for high profile work. Importantly, this is also intended to facilitate less rigidly tied and pooled funding of extra-budgetary resources, as well as facilitating Governing Body oversight of the use of those resources in line with agreed priorities.
- **Organizational Results:** These represent the products and services which FAO commits itself to deliver to Member Countries and the international community in a time-frame of four years and the outcomes which result from the taking up and use of these products and services by users, in order to contribute to the achievement of Strategic Objectives. Organizational results will normally be the responsibility of one or a small group of organizational units. Organizational Results represent the first-order level of result in the causal chain beyond what FAO produces, i.e. requiring up-take and use by *primary user* groups, and are stated in terms of what it is expected to be the result of the application by these primary users. In order to be able to measure and report on the achievement of organizational results, indicators, means of verification, baselines and targets are formulated related to a given timeframe.