



منظمة الأغذية  
والزراعة  
للأمم المتحدة

联合国  
粮食及  
农业组织

Food  
and  
Agriculture  
Organization  
of  
the  
United  
Nations

Organisation  
des  
Nations  
Unies  
pour  
l'alimentation  
et  
l'agriculture

Продовольственная и  
сельскохозяйственная  
организация  
Объединенных  
Наций

Organización  
de las  
Naciones  
Unidas  
para la  
Agricultura  
y la  
Alimentación

## CONFERENCE

### Thirty-sixth Session

Rome, 18 – 23 November 2009

### INTERIM REPORT ON THE TRIENNIAL COMPREHENSIVE POLICY REVIEW OF THE OPERATIONAL ACTIVITIES FOR DEVELOPMENT OF THE UNITED NATIONS SYSTEM

### Table of Contents

	Pages
I. Background	5
II. FAO Implementation of the 2004 and 2007 TCPRs	6
A. FAO FUNDING OF OPERATIONAL ACTIVITIES FOR DEVELOPMENT	6
B. EFFICIENCY, EFFECTIVENESS AND FAO PARTICIPATION IN UN COUNTRY-LEVEL COORDINATION MECHANISMS	8
C. OTHER AREAS OF THE IMPLEMENTATION OF THE TCPR OF RELEVANCE TO FAO	17
III. Facing the challenges ahead	26

This document is printed in limited numbers to minimize the environmental impact of FAO's processes and contribute to climate neutrality. Delegates and observers are kindly requested to bring their copies to meetings and to avoid asking for additional copies.  
Most FAO meeting documents are available on the Internet at [www.fao.org](http://www.fao.org)

## *EXECUTIVE SUMMARY*

### **FAO and the UN system in the context of the TCPR and the “*Delivering as One*” (DaO) pilots**

#### ***Background***

1. Conference Resolutions 13/2005 and 2/2007 require the Director-General to provide an interim report on the implementation of the Triennial Comprehensive Policy Review of Operational Activities for Development of the United Nations System (TCPR) within FAO.
2. In November 2007, the Conference welcomed the report of the Independent External Evaluation of FAO (IEE) and passed a resolution on the follow-up to the IEE. FAO is implementing the two TCPR conference resolutions within the framework of the Immediate Plan of Action (IPA) for FAO Renewal agreed by the Conference in November 2008. Within this context, FAO is committed to: (a) streamlining its operational and administrative processes, (b) meeting the goals of the TCPR for harmonization and alignment within the UN system, (c) participating actively in related UN coordination processes of relevance for country-level coherence - through the Chief Executives Board on Coordination (CEB) subsidiary committees, the United Nations Development Group (UNDG) and the High-Level Committees on Management and Programmes (HLCM and HLCP) - and (d) ensuring that Member States will have effective access to the services of Specialized Agencies also in the new aid environment.

#### ***Main events in the UN system during the reporting period 2007-2009***

3. Since the first Interim Report (C.2007/17), the United Nations Development Group has undergone a major reform process and has been integrated as third pillar in the Chief Executives Board structure (with the other two pillars represented by HLCM and HLCP). The reform has been driven by the integration of the UNDG into the CEB and characterized by:
  - **The establishment of the Advisory Group (AG) to the UNDG Chair** (the Administrator of UNDP). The AG substitutes the previous Executive Committee (UNDP, UNFPA, UNICEF, WFP) and includes non-rotational and rotational members from UN Funds and Programmes, Specialized Agencies and Non-Resident Agencies (NRAs).
  - **The streamlining of UNDG Working Groups and the reformulation of their mandates.** The previous 19 working groups have been reduced to five groups covering the following areas: (1) programming issues; (2) joint funding, financial and audit issues; (3) Resident Coordinator System (RCS) issues; (4) country office business operations; (5) post-crisis and transition issues.
  - The continued learning process with the eight “*Delivering as One*” (DaO) pilot countries and the other countries and UN Country Teams (UNCTs) that have launched a similar process.
  - Implementation of new programming modalities in the 90 countries where the UNCTs are preparing new United Nations Development Assistance Frameworks (UNDAF), stimulated by the TCPR.
4. Another main event has been the approval by the UNDG principals in August 2008 of a vision document titled “*Management and Accountability System of the UN Development and the RC System, including the functional firewall for the RC System*”. The Management and Accountability System is a response to provisions of the TCPR 2004 and 2007 that request a comprehensive accountability framework for the Resident Coordinators and stress the participatory, collegial and accountable nature of the Resident Coordinator System.

*Involvement and interaction with UN interagency coordination mechanisms*

5. **CEB/UNDG.** FAO's focus has been on learning from best practices of other UN organizations, as well as on actively contributing to the reform of the CEB and the undg. The FAO Secretariat is engaged in all undg-related mechanisms through a focal point system involving several departments under the leadership of the Assistant Director-General (ADG) of the Office of UN Coordination and Millennium Development Goals (UNC), who currently covers, on a rotational basis, the position of Vice Chair of undg. Since 2007, FAO assumed lead roles in several strategic working groups and helped move the UN reform agenda ahead.
6. **Involvement in the "Delivering as One" pilot initiative.** FAO representatives have been proactive members of the UN Country Teams led by the Resident Coordinator (RC) and in the UN reform process at the country level.
7. **Involvement in the Resident Coordinator System (RCS).** FAO supports the TCPR principle that the RCS is owned by all agencies of the UN development system. Mainstreaming of this vision requires that the RCS, managed by UNDP, functions in a participatory, collegial and accountable manner, and that an effective "firewall" between the functions of UNDP as a manager of the RCS and as development agency is in place.
8. Within this framework, FAO supports a system of "dual accountability" at the country level, whereby the FAO representatives are accountable and report within the Organization. They also have a functional accountability to the Resident Coordinator and the UNCT on the "One Programme"/UNDAF and other UNCT agreed matters.
9. FAO also strives to have some of its senior staff appointed as RCs, and promotes the participation of a number of them in the respective assessment and selection mechanisms.
10. **Involvement at regional level.** FAO is stepping up efforts for proactive participation in the reformed regional set-up of UN system collaboration. FAO's regional offices have become formal members of the Regional Director Teams (RDTs) on a pilot basis and will increase collaboration under the Regional Coordination Mechanisms of which FAO's regional offices are already part, and which function under the leadership of the UN Regional Commissions.

*Broadening the focus of UN system's support to FAO-mandated areas*

11. FAO's increased participation in interagency mechanisms aims at enhancing member countries' access to the full range of mandates, experience and specialized technical and knowledge services available through the UN System, in support of national priorities in the context of the Internationally Agreed Development Goals (IADGs), including the Millennium Development Goals (MDGs), as well as to facilitate strategic and operational applications by partner countries of international norms and standards in support of global public goods.
12. The United Nations Development Assistance Framework is accepted as the key vehicle for UN assistance at country level in support of the countries' own strategic and programmatic mechanisms. FAO is working with other agencies to broaden its scope to address strategic challenges in productive sectors that have earlier not been a major focus of the UNDAFs. An effort is being made to ensure that national priorities on agriculture, rural development, food security and sustainable development are integral parts of the support provided by the UN system within the UNDAF.
13. The National Medium-Term Priority Frameworks (NMTPFs) were introduced in 2005 and represent FAO's entry point into the UNDAF preparation process. They are driven by national priorities and are being remodeled to be integrated into FAO's results-based strategic framework.

***Initial conclusions from the involvement in the “Delivering as One” pilot process***

14. FAO’s involvement in the DaO pilot initiative aimed at ensuring inclusiveness, clarifying the role that Specialized Agencies and Non-Resident Agencies can play in the national development process, gaining continuous and sustained involvement of the governments (including their line ministries), and contributing to understanding the need for a “functional firewall” in the management of the RC system at global and country level.

15. Country-level stocktaking exercises on the “*Delivering as One*” pilot initiatives were conducted in 2007 and 2008, by RC offices and UN Country Teams, to which agency headquarters contributed. Highlights of FAO’s assessment are:

- The UN Specialized Agencies and the Non-Resident Agencies, which apply a different business model as compared to the UN Funds and Programmes, have been more actively involved in country-level UN system efforts. FAO’s technical assistance related to agriculture, rural development and food security became part of the UN programming frameworks at country level.
- The new “*One Fund*” modality has broadened FAO’s access to additional resources mobilized through the UN Country Team. New innovative global funding mechanisms, including the global *MDG Achievement Fund* (MDG-F) and the *Expanded Delivering as One Funding Window* have been established to support the achievement of the MDGs worldwide, with special attention to supporting the approaches and best practices developed in the DaO pilot process.

***Challenges and opportunities related to the implementation of the pilots of “Delivering as One”***

16. There are challenges and opportunities that emanate from the coherence agenda of the UN system linked to: (a) transaction costs of the pilot initiative, which have increased for FAO due to the need to adapt internal modalities and manage reporting under different systems and the time-consuming nature of several activities required by these pilot initiatives; (b) coincidence of the reform processes launched at the interagency level and the renewal process launched in FAO; (c) the specific business model that FAO applies (reflecting its articulated mandate as for other UN Specialized Agencies); and (d) the time needed for many of the changes required.

17. The RCs/UNCTs reported that while reform is progressing at the country level, there are constraints that require reforms at what they commonly refer to as “the headquarters level”. Most of these constraints relate to complex issues that can only be fully resolved through interagency coordination at the global level, in particular through the HLCM and HLCP. FAO fully cooperates with other agencies in solving such issues as common procurement, use of national procurement systems, and common premises or services. HLCM decided in March 2008 on the *HLCM Plan of Action for the Harmonization and Reform of Business Practices*, a plan which is consistent with reforms that FAO is introducing through the Immediate Plan of Action for FAO Renewal 2009-11.

18. It should be noted that the increased transaction costs for the UN System, including for FAO, are partially offset by the decrease in transaction costs for governments and other partners thanks to enhanced coherence and harmonization.

***Specificities of FAO business model and way forward***

19. As a knowledge Organization, FAO supports its Members in building and strengthening their own national capacities in its mandated areas. Due to the highly specialized technical nature of FAO’s human resources, its “business model” (as of other Specialized Agencies), differs from the UN Funds and Programmes, and it is more cost-effective to maintain highly specialized teams

at subregional and regional, or even headquarters level. Resident Coordinators can access FAO's technical expertise through the FAO representatives, provided resources are made available.

20. Within FAO's funding structure of the biennium 2008-09, assessed contributions represent 52 percent of the overall resources and voluntary contributions 48 percent. The bulk of technical cooperation delivery is financed by extrabudgetary resources.

21. Given the specificities of this business model, this report outlines the following way forward:

- The integration of extrabudgetary funding in the overall strategic planning of the Organization and the development of a corporate resource mobilization strategy to support aims at improving the predictability and sustainability of funding, including at country level.
- The “*One UN Fund*”, introduced in the DaO pilots is supported by FAO as an approach for joint resource mobilization at the country level to meet national priorities.
- Resource mobilization and assistance at the country level will contribute to achieving the IADGs, in the areas of its mandate through the country-level application of its core functions, while resource mobilization at corporate level will emphasize support to norm and standard-setting work and to the delivery of public goods.

22. The compliance with the relevant requirements of the General Assembly (GA) resolutions on the TCPR in FAO has increased the expectations that FAO's strategic impact can be enhanced through collaboration and strategic partnerships with other UN system agencies. A new corporate partnership strategy is being developed to further enhance FAO's capacities in forging useful partnerships and alliances for increased coordination and coherence. FAO supports the coherence agenda of the UN system as approved by the GA and its own Governing Bodies, and will continue to collaborate in reforming the UN system to make it more effective and responsive at country and global level, to meet the needs of its Members.

## I. Background

23. FAO Conference resolutions 13/2005 and 2/2007 request the Director-General of FAO to take appropriate actions for the full implementation of General Assembly resolutions 59/250 and 62/208 on the Triennial Comprehensive Policy Review of Operational Activities for Development of the United Nations System.

24. This document is the second Interim Report that the Conference requests from the FAO Secretariat. It reports on progress in FAO's cooperation with the UN system with a view to achieving system-wide coherence and to make FAO's specialized knowledge more readily available to member countries in the new aid environment. Due consideration is also given to other resolutions that the General Assembly and the Economic and Social Council have adopted as a follow up to the 2007 TCPR<sup>1</sup>.

25. FAO's contribution to implementation of the TCPR is closely linked to its implementation of the Immediate Plan of Action, approved by the 35th Conference in November 2008. It also takes account of FAO's involvement in the main interagency mechanisms for the implementation of the TCPR: the United Nations system Chief Executives Board on Coordination with its three High-Level Committees, and their subsidiary networks and working groups.

26. The implementation of the TCPR resolutions is intertwined with the "*Delivering as One*" initiative, launched by the Secretary-General in 2007 as a pilot process in response to the report of the High-level Panel on United Nations System-wide Coherence in the Areas of Development, Humanitarian Assistance and the Environment (HLP), pending its examination by the General Assembly. Although this initiative is not the subject of this report, many "*Delivering as One*" issues are closely related to the TCPR resolutions.

27. This document provides an interim progress report on the implementation of the TCPR 2004 and 2007 by FAO, covering the period 2007 to 2009. It proposes a way forward to make FAO's development support services and specialized knowledge available to member countries in a coherent and coordinated manner to meet their national development needs.

28. The Technical Cooperation Department (TC) leads FAO's follow-up to CR 2/2007, in collaboration with the Office of the UN Coordination and Millennium Development Goals Follow-up (UNC) and the Office for Coordination and Decentralization (OCD). This is a corporate task coordinated through an Interdepartmental Working Group.

## **II. FAO Implementation of the 2004 and 2007 TCPRs**

### **A. FAO FUNDING OF OPERATIONAL ACTIVITIES FOR DEVELOPMENT**

*[TCPR requirements - Paragraphs 18 through 29, 31- 32 and 34 of GA resolution. 62/208]*

#### ***Regular budget and extrabudgetary funding***

29. Predictable, adequate and sustained funding for long-term development objectives are key concerns in the TCPR. Total resources planned by FAO (net budget appropriations plus voluntary contributions) are estimated to amount to USD 1.8 billion for the biennium 2008-9, of which about 52 percent correspond to assessed contributions to the regular programme and 48 percent are extrabudgetary voluntary contributions of governments, UN organizations and financial institutions.

30. In adopting the Immediate Plan of Action for FAO Renewal (2009-11), the FAO Conference reaffirmed the necessity of FAO “Reform with Growth” and approved the application of a results-based programming framework integrating the regular budget (assessed contributions) and extrabudgetary funding (voluntary contributions). During 2009 a new Strategic Framework 2010-19, Medium Term Plan 2010-13 and Programme of Work and Budget 2010-11 (MTP/PWB) were prepared. These set out the long-term development objectives FAO Members seek to achieve with assistance from FAO. The MTP/PWB specify the outcomes (measured by indicators against targets) that FAO commits to deliver, contributing to these objectives at country, regional and global level through a unified work programme applying both regular and extrabudgetary funding.

31. This integrated approach provides a means for donors to reduce earmarking and increase pool funding of voluntary contributions, as both assessed and voluntary contributions are subject to the same planning and oversight arrangements.

#### ***Dependence on extrabudgetary funding***

32. Most of FAO’s field programme activities are funded with earmarked extrabudgetary resources. Donor-funded Technical Cooperation (DFTC), which includes activities supported by Unilateral Trust Funds (UTFs), represents 89 percent of the overall FAO delivery for technical cooperation. These are characterized by:

- a) strong prevalence of earmarked funds;
- b) unpredictability in the flow of extrabudgetary funding;
- c) persistent structural gap between overall financial requirements and resource availability;
- d) competitive environment between FAO and other UN entities, as well as other aid organizations, for extrabudgetary resources both at country and global level.

***Diversification of the donor base, strategic partnership agreements (SPA) and multidonor funding***

33. FAO's donor base remains highly concentrated: ten donors<sup>ii</sup> account for 53 percent of mainly project-based and earmarked contributions received in 2006-2007, while twenty donors account for 79 percent of total delivery of the activities<sup>iii</sup> funded from voluntary contributions.

34. FAO's development of the Strategic Partnership Agreements aims at a progressive increase of unearmarked or lightly earmarked contributions. This allows for better coherence in the use of extrabudgetary resources, improving the oversight role of FAO governing bodies over the use of the resources at the disposal of the Organization and reducing dependency on earmarked contributions from individual donors.

35. Based on the experience with the SPAs, FAO has launched the Multidonor Partnership Programme (FMPP), which is based on fully unearmarked contributions and will be fully integrated with the Strategic Framework of the Organization.

36. This approach is being tested also in other UN Specialized Agencies, particularly in the World Health Organization (WHO). If eventually adopted, it may become a new way to diversify FAO's donor base, integrated in the new Corporate Resource Mobilization Strategy currently under preparation.

37. The TCPR also calls for the mobilization of additional resources from the private sector, but not much progress has been made in view of the possible conflict of interests.

***Allocating resources for the fight against poverty***

38. In 2008, about 57 percent (USD 344 million) of FAO's cooperation has been with Low-Income Food Deficit Countries (LIFDC), of which USD 255 million for emergencies. FAO is also committed to fund efforts by middle-income countries that are engaged in fighting against poverty, including through trade-related assistance<sup>iv</sup>.

***Towards a new corporate strategy for resource mobilization***

39. FAO's strategy for resource mobilization is based on the following elements, consistent with the Strategic Framework and the MTP/PWB:

- a) establishing better links between resource mobilization and resource allocation in the framework of results-based strategic planning;
- b) promoting multidonor arrangements (i.e. the FMPP) contributing to the unified results-based Medium Term Plan and Programme of Work and Budget proposal for 2010-2011;
- c) supporting country-level resource mobilization with local donors (working through UN Resident Coordinators, as well as through the donor capitals) in relation to national priorities, MDGs and other IADGs, and corporate resource mobilization to support governments in implementing global norms and standards and develop national capacities around the Strategic Framework and Medium Term Plan;
- d) encouraging developing member countries to fund FAO's technical cooperation and rehabilitation activities in their own countries through Unilateral Trust Fund arrangements.



*New opportunities for country-level funding*

40. Resource mobilization will increasingly take place in the context of new “aid” modalities that are emerging from the increasing shift to country-level resource mobilization promoted by some donors.
41. The evolution of the National Medium-Term Priority Framework in the context of the new FAO results-based planning framework, including the use of the “donor-matrix”, will strengthen the resource mobilization capacity of country offices, in addition to improving the focus of the government’s and FAO’s contribution to the UNDAF preparation process.
42. FAO fully supports the principle that funding at the country level, including in support of UNDAF-related activities, should be driven by national ownership and leadership.

**B. EFFICIENCY, EFFECTIVENESS AND FAO PARTICIPATION  
IN UN COUNTRY-LEVEL COORDINATION MECHANISMS**

i) FAO involvement in interagency mechanisms

43. FAO participates in the work of the CEB at principal level and its three pillars: (a) the High-level Committee on Management; (b) the High-level Committee on Programme; and (c) the United Nations Development Group. FAO is also involved in the work of the Inter-Agency Standing Committee (IASC), which is the primary mechanism for interagency coordination of humanitarian assistance.
44. FAO currently covers, on a rotational basis, the position of Vice Chair of UNDG and is involved in all UNDG working groups. Within the Working Group on Programming Issues (WGPI), FAO chairs the Task Team on the UNDAF roll out support package 2009-2011 and co-leads the roadmap on capacity development. Furthermore, it actively participates in the task teams on Environmental Sustainability, UNDAF Action Plan, Results-based Management and Simplification of the 2009 CCA/UNDAF Guidelines. The Organization had contributed to the update of these guidelines also in 2007 and 2008.
45. Within the Working Group on Country Office Business Operations (COBO), FAO co-chaired, between 2007 and 2009, the Inter-Agency Task Team on Change Management which developed the *UNDG Toolkit for Improved Functioning of the UN Development System at the Country Level*.
46. FAO is also actively involved in the work of the UNDG groups on Joint Funding, Financial and Audit Issues (JFFAI) and Resident Coordinator System Issues (RCSI), as well as in the activities of the UNDG-ECHA<sup>v</sup> Working Group on Transition. Within these settings, FAO contributed *inter alia* to the development of important coherence tools, such as the Standard Agreements for Joint Programmes and Multi-Donor Trust Funds, the Administrative Agent Protocol, the Resident Coordinator Job Description, the Dispute Resolution Mechanism for UN Country Teams and the Guidance Note on RC and UNCT Working Relations.
47. FAO has contributed, representing all other Specialized Agencies, to the design of the new *Expanded Delivering as One Funding Window* and provides the Chair<sup>vi</sup> to, as well as participates in its Steering Committee.

ii) Involvement in the CCA and the UNDAF processes

*[TCPR requirements - Paragraphs 43, 44, 46 and 48 of GA resolution 59/250, and paragraphs 87, 88, 95, 99 and 101 of GA resolution 62/208]*

***FAO involvement***

48. As of March 2009, the Organization was actively involved in 80 UNDAFs<sup>vii</sup>. In 58 of these countries, FAO has taken a lead role as the leader or co-chair of one of the thematic groups established for the UNDAF formulation in areas related to its mandate.

49. The piloting of the “*Delivering as One*” modality in eight countries created the conditions for a more inclusive and participatory approach and thus helped the Specialized Agencies to work closer with other agencies in the planning and coordination of the activities of the UN system at country level. Thus, the present and future UNDAF processes are open to harmonizing not only the activities of the UN funds and programmes, but now also the programme areas of the Specialized Agencies’ mandates. Furthermore, a more programme-based nature of FAO’s technical cooperation has made its participation in the UNDAFs more relevant.

***NMTPF and UNDAF***

50. In 2005 FAO introduced the NMTPF on a pilot basis as a planning, management and monitoring tool through which the joint government-FAO identification of medium-term priorities for FAO’s assistance could be achieved. With the involvement of FAO in the DaO process, the NMTPF has been identified as the most appropriate instrument for placing the issues of hunger and food security onto the agenda of the country-level dialogue between the UN system and the governments.

51. As of March 2009, the NMTPF process has been or is about to be launched in 111 countries. The formulation process has been completed in 50 countries.

52. The positive experience with the use of the NMTPF as a strategic tool within the UNDAF preparation process broadens the scope for a more effective and intensive role of FAO in support to its partner countries.

53. The NMTPF needs to be further developed to become an operational results-based programming and resource mobilization tool, in order to enhance member countries’ access to FAO’s technical knowledge and expertise within the context of its normative and standard-setting role in support of national commitments for the MDGs and the IADGs.

iii) Participation in the Resident Coordinator System

*[TCPR requirements - Paragraphs 45, 53, 55, 58, 59 and 61 of GA resolution 59/250, and paragraphs 89, 90, 92, 94 and 105 of GA resolution 62/208]*

***FAO participation in the Resident Coordinator System (RCS)***

54. FAO supports the RCS:

- a) at the global level, through its active participation in undg working groups dealing with country-level operational activities for development, including the functioning of the RC system<sup>viii</sup>, in the RCS-related initiatives of the HLCM and HLCP, as well as the work of the Inter-Agency Standing Committee, which deals

- with the role of the RC as Humanitarian Coordinator (HC) in emergency and post-crisis settings;
- b) at the regional level, through its formal membership on a pilot basis in the UN Regional Director Teams (RDTs);
- c) at the country level, through the participation of FAO country representatives (FAOREps) in UN Country Team activities, including leading thematic groups where the UN system recognizes a leadership of FAO in areas belonging to its core mandates and participating in related task teams under the UNCT/RC leadership.

55. Many FAO country representatives are acting as RCs and Humanitarian Coordinators in the absence of the incumbent.

56. FAO actively pursues the application of FAO staff candidates to RC positions, and several senior FAO staff members are part of the interagency RC roster.

### ***Innovations in the role of the Resident Coordinator***

57. Some of the new features of the DaO pilot initiative focus on the role of the RC and his/her relationship with the UN Country Team, and more specifically the strengthened role of the Resident Coordinator as leader of the UN country team and promoter of system-wide coordination. Within this framework FAO accepts, at the country level, a system which could be characterized as “dual accountability”, whereby the FAO representatives who have a direct-line accountability to the Organization on all matters are also functionally accountable to the Resident Coordinator and other UNCT members on UNCT agreed results; this concept does not inflict on his/her accountability to national authorities and other partners. This implies:

- a) the functional accountability to the RC/UNCT is limited to agreed-upon UNDAF results and UNCT agreed goals;
- b) the accountability to the Organization for delivering results according to the goals, priorities, outcomes and instructions decided by FAO and its governing bodies, as well as its cooperating partners as national counterparts, is not affected.

58. The practical implications of this “dual accountability” are being closely monitored in order to ensure that it does not result in a lowering of the services of FAO towards the member countries.

### ***Accountability system for the Resident Coordinator and “functional firewall” between the position of the RC and that of the UNDP Resident Representative***

59. The RCs are primarily accountable to the Secretary-General, through the Administrator of UNDP as Chair of the undg. He/she is also accountable to UN System agency members of the RCS and at the country level to the national authorities and the UNCT. The “functional firewall” refers to: (a) the separation of the roles of UNDP as development organization and as manager of the RCS; (b) the separation of the overall policy guidance role of the RC and his/her responsibilities as Resident Representative (RR) of UNDP.

60. Initial steps are being taken. undg principals have approved a comprehensive accountability framework for the RC system (“*Management and Accountability System of the UN Development and the RC System, including the functional firewall for the RC System*”) which is refining the relations<sup>ix</sup> of UN Country Teams and the Resident Coordinators and outlines the responsibilities of UNDP as manager of the RCS, as well as those of the RC.

61. This framework provides a vision for the future role of the Resident Coordinator who, among others, “*is empowered by clear recognition by each Agency of his/her role in strategically positioning the UN in each country*”, “*has immediate access to Agencies’ technical resources to support RC function*”, and “*has flexible financing for start-up/preparatory activities of the UNCT*”. The effects of full implementation of this vision will be monitored, also in light of the fact that, in the long run, the alignment of the accountability of the UN Country Teams may affect how individual agencies are held accountable by their respective organizations.

62. The Management and Accountability System (MAS) also envisions steps by UNDP to implement the so-called “functional firewall” by nominating Country Directors<sup>x</sup> in a number of countries. This measure represents only a partial solution as it addresses the separation of operational responsibilities between Country Director and UNDP Resident Representative, but not the overall policy guidance role of the RC as UNDP RR over the UNDP programmes in the country and the related conflict of interest. UNDP’s organizational structure should be redesigned in order to clarify, in particular, the relationship and interaction of UNDP’s role in the management of the RCS as opposed to the implementation of its programmatic activities.

63. New modalities including the “empowered” RCs are still being tested in the eight “*Delivering as One*” pilot countries. In the other countries, the RC continues to play his/her traditional role of *primus inter pares*; in many other countries, and as the MAS is being introduced, the principal elements of an “empowered” RC are also introduced.

#### ***Financial support to the RCS and the cost of coordination***

64. The accountability framework underlines the reliance of the RC on additional funding arrangements, either with UN agencies or with bilateral donors at the country level, to contribute to the operational RC Office (RCO) budget, mainly because the funds provided through UNDP to finance the budget of the RCO<sup>xi</sup> are limited.

65. FAO’s policy has always been to support the RC and UNCT and their work at the country level mainly with in-kind contributions<sup>xii</sup>. For a number of years, FAO representatives have had a budget line (currently USD 2 000 per year) to support UN system coordination activities. These costs are currently absorbed by the FAORep global budget. In addition, the Technical Cooperation Programme Facility (TCPF) has made available programmatic resources. The RC offices have been expanding, with growing demands for financial support, equivalent to USD10 000 or significantly higher, as the annual individual agency contribution to their costs. In the context of cost-efficiency, and to limit transaction costs, the situation will need further monitoring and in-depth analysis, in particular for Specialized Agencies that have a different business model than the Funds and Programmes.

66. FAO representatives also support the RC in his/her function within the framework of the UNCT in the formulation, implementation and evaluation of the UNDAF. Within limits to be defined on a case-by-case basis, access could be provided to FAO technical experts available at the country level, in consultation with the technical department, donor and the recipient (government/institution). Access to FAO technical staff at subregional office (SRO), regional office (RO) and headquarters’ level could be considered, but requires adequate funding arrangements.

67. The experience of the past two years has shown that active involvement of FAO in UN coordination processes is beneficial to ensuring that food security, productive sector development and the fight against rural poverty is on the agenda of the UNCT and UN programmes. The role and mandates of Specialized Agencies within the UN system are appreciated by government, UN partners and other development partners. This involvement is demanding higher commitment of FAO’s human and budgetary resources, both at headquarters and at country level.

(iv) *Regional dimensions of country-level involvement in system-wide coordination*

[TCPR requirements - Paragraph 78 of GA resolution 59/250, and paragraphs 107, 109 and 110 of GA resolution 62/208]

***Decentralization***

68. The Independent External Evaluation of FAO and the IPA both confirm the need for FAO to have a strong field presence. The measures introduced following the 2004 Evaluation of Decentralization have been further endorsed.

69. The decentralization efforts of FAO over the last several years have focused on:

- a) timely, efficient delivery of services relevant to Members' priorities at country, subregional and regional level;
- b) two-way knowledge exchange between Members and different parts of the Organization; and
- c) country ownership, development results and UN Coherence.

70. Critical elements to achieve this are *inter alia* a network of field offices that is aligned with the needs and priorities of the countries, subregions and regions that they serve; that responds in a planned and strategic manner to decentralized priorities; and that operates as part of UN country and (sub)regional teams with particular emphasis on collaboration between the Rome-based agencies.

***Participation in the Regional Director Teams (RDTs)***

71. In 2009, FAO decided to become a formal member of the RDTs, initially on a pilot basis. The RDTs are assuming an increasing role in the "coherence agenda" to enhance the effectiveness of UN system operational activities for development at the country level. They are playing a growingly strategic role in providing guidance and support to the RCs and UNCTs for the achievement of country-level results, especially in terms of quality assurance of the UNDAFs, performance management and "trouble shooting" in challenging country situations. FAO's involvement in the RDTs is shared between FAO regional offices and subregional offices, depending on the subject. RDTs meet for consultation with a frequency of four to six times per year in each region.

***Regional Coordination Mechanisms (RCM) by the UN Regional Commission***

72. The Regional Coordination Mechanisms, under the aegis of the UN Regional Commissions, have received a renewed mandate for their role at the regional level. There is a noteworthy effort to delineate the responsibilities of the RCMs and the RDTs regarding the support to country-level operational activities of the UN system. FAO's Regional Offices collaborate in the RCMs.

(v) *Country-level capacity of FAO and the UN Country Team*

[TCPR requirements - Paragraph 62 and 65 of GA resolution 59/250, and paragraphs 123, 124 and 127 of GA resolution 62/208]

***Country-level capacity of FAO***

73. FAO's mandate and structure require the Organization to be active at several levels, in order to effectively perform different aspects of its work. Moreover, the respective levels need to work together in a complementary and synergetic way. While the coverage, size and staffing of the country offices may vary considerably in accordance with the socio-economic and food security situation of the country, country offices work in tandem with FAO units at the subregional/regional and global level. The pool of experts in the Multi-Disciplinary Teams (MDTs) located in the subregional offices serves as a first "port of call" for provision of technical support to the country offices. FAO's regional offices are the main management and planning unit for the field network. FAO headquarters is responsible for global policy and planning, based on feedback and practical lessons provided by the decentralized offices.

74. Work is ongoing in those areas where a number of weaknesses were identified, *inter alia* the lack of programmable resources to develop a coherent field programme, especially at country level; and the limited delegation of decision-making authorities. This work cuts across all the IPA projects, the Root and Branch Review work streams and the ongoing core functions of the Organization such as the preparation of Information and Knowledge Sharing Strategies as well as a Corporate Capacity Development Strategy and the Partnership Strategy.

75. It is expected that in the course of the IPA implementation, country offices will further enhance their cooperation within the UNCTs and continue to play a proactive role in the enhanced UN system coherence approaches, including "*Delivering as One*". It should however be noted that in face of resources constraints it may not be possible to fulfil this ambition fully.

76. The new decentralization model will further enhance the Organization's capacity and effectiveness on the condition that additional resources are mobilized for technical support as envisaged under Functional Objective X<sup>xiii</sup>.

(vi) *Transaction costs and efficiency at the country level*

[TCPR requirements - Paragraphs 23, 112 through 121 of GA resolution 62/208]

***FAO reforms, efficiency and transaction costs***

77. Efforts to reform the Organization, in parallel to the ongoing reform process of the rest of the UN system, take several forms. While many of these measures are currently being undertaken in the framework of the FAO renewal process (IPA), others started as part of the efforts of the Organization to pursue efficiency gains, such as simplification and rationalization of project formulation, recruitment of project personnel, financial reporting and procurement.

78. The recommendations of the Root and Branch Review will be implemented in full cognizance of the requirements of related processes at UN system-wide level, including those of HLCM and the UNDG Working Group on Country Office Business Operations, as well as those emerging from the specific context of the "*Delivering as One*" initiative. The launch of the HLCM *Plan of Action for the Harmonization of Business Practices* in the UN system by the CEB

in April 2008 has been a major milestone in this respect, and FAO is a full and supportive partner in this UN system-wide reform process.

79. The reform measures mentioned below will require some time before they produce results in terms of simplification and/or harmonization of processes, efficiency gains and reduction in transaction costs.

### ***Common premises and shared services***

80. FAO has a continuous field presence under various modalities in over 130 countries. A large part of FAO's premises at the country level are provided by the host government. In the absence of additional budgetary allocations, any participation of FAO in UN common premises is considered on a case-by-case basis, based on cost-efficiency criteria.

### ***Project support cost recovery***

81. The harmonization efforts in the policy for project/programme support costs (PSC) rates across the UN system, while at the same time pursuing full cost recovery for operational and administrative costs of extrabudgetary contributions, is a challenge to most Specialized Agencies. Specialized Agencies fund country offices mostly from regular programme resources which have been shrinking over time while the support requirements have increased. Funds and Programmes on the other hand have seen their resources base increase significantly. Most support cost policies of Specialized Agencies foresee a 13 percent recovery rate from project budgets to finance their indirect variable administrative and operational project support costs.

82. Nonetheless, the UN system Funds and Programmes and Specialized Agencies agreed in 2008 to adopt a standard flat PSC rate of 7 percent in all cases where multidonor funds and multi-agency country-level joint programmes and activities and “*One UN Funds*”<sup>xiv</sup> were involved. Specialized Agencies are authorized to charge additional support costs as a direct charge to project budgets in order to reach the mandatory 13 percent<sup>xv</sup>.

83. A recent Cost Recovery Study promoted by the UNDG-HLCM Cost Recovery Policy Working Group focused on identification of all in-country costs and cost definitions related to activities funded by voluntary contributions. The study identifies several recommendations to improve cost recovery and provide a harmonized approach in the UN system to country offices related cost recovery. Discussions are ongoing and progress will be reported to the next HLCM.

### ***Harmonization of financial rules***

84. UN system agencies, including FAO, have agreed on harmonized standards for the management and oversight of the Multi-Donor Trust Funds (MDTFs) and the “*One UN Funds*” established in the “*Delivering as One*” pilots.

85. Moreover, together with other Specialized Agencies, FAO agreed to adopt, on a pilot basis within the framework of the DaO pilot process, the Harmonized Approach to Cash Transfer to Implementing Partners (HACT) in the case of joint programmes implemented in the pilot countries. This pilot approach has been extended to very few other activities where FAO is cooperating with other UN agencies.

### ***Harmonization in procurement processes***

86. FAO is actively involved in the HLCM Procurement Network, which has prepared guidelines and standards for common long-term agreement and contracts with suppliers, in collaboration with the UNDG-COBO Task Team on Common Services and Procurement. The HLCM Procurement Network has also prepared draft guidelines for the establishment of a Local Advisory Committee on Procurement and is currently drafting guidelines for a common

procurement strategy at the country level.

(vii) *FAO in the “Delivering as One” (DaO) pilots*

[TCPR requirements - Paragraph 139 of GA resolution 62/208]

***Initial conclusions from the involvement of FAO in the “Delivering as One” reform process: key achievements***

87. The “*Delivering as One*” pilot initiative in eight pilot countries aims at testing an entire new approach to country-level coordination, coherence and management of UN system operational activities for development, including new modalities for joint programming, funding, delivery and reporting, within the framework of the mandate of the TCPR. The engagement of FAO in the preparation and launching of the DaO process has been significant. Intensive interagency consultations and discussions were held at all levels (global, regional and country) on the management of these pilot initiatives.

88. The approach adopted by FAO in participating in the DaO pilot initiative can be summarized as follows:

- a) focus on ensuring that the approach is inclusive, creating awareness of the strategic contribution of Specialized Agencies as well as the need to take into account the difference in business models between Funds and Programmes and Specialized Agencies;
- b) improve FAO’s relationship with innovative funding mechanisms in the context of the implementation of the Paris Declaration/Accra Agenda for Action and the UN reform agendas;
- c) intensify partnerships and dialogue with other agencies and the Rome-based agencies, based on cost-effectiveness and outcome criteria;
- d) respect national ownership and involvement of national authorities, in particular the line ministries;
- e) strengthen the NMTPF to better relate FAO activities with its core mandate, and include the NMTPF in the formulation of the “*One Programme*” emerging from the DaO experiment;
- f) promote joint activities with agencies such as UNIDO, IFAD, WFP and ILO and others in the context of the “*One Programme*” in the pursuit of national priorities;
- g) provide support to a strengthened form of leadership (RC and UN Country Team) at the country level; and
- h) contribute to greater awareness of the need for a “functional firewall” of the Resident Coordinator system.

89. The following results have so far been achieved:

- a) inclusion of technical assistance related to agriculture, rural development and food security into the UN programming frameworks at country level, facilitating access of member countries to related normative and standard-setting work in support of global public goods;
- b) general recognition of the necessity to ensure that the Non-Resident Agencies should be associated with the process, enhancing the inclusiveness of the common country programming process within the UN system;
- c) intensified cooperation with other UN agencies, which has allowed all agencies to gain a better understanding of each other’s mandates, as well as an increasing awareness of the different business models adopted by Specialized Agencies and UN Funds and Programmes;



- d) active participation in a parallel reform of the CEB, which made UNDG become a third pillar of its structure, transforming UNDG to become a real system-wide operational coordinating body of all UN organizations operating in the development cooperation;
- e) establishment of new innovative global funding mechanisms, including the *MDG Achievement Fund (MDG-F)*, which supported the launch of this pilot experience, and the *Expanded Delivering as One Funding Window*.

90. There are promising results from the preliminary testing of new programming and operational mechanisms, based on different business models of UN agencies. In general, the application of joint programming ("thinking together") at the country level has been coupled with the acknowledgement of the need for a flexible use of different implementation options, such as joint programmes or, alternatively, stand-alone projects.

#### ***Constraints to the "Delivering as One" initiative***

91. Main constraints to FAO participation in the DaO process are linked to the restricted country office capacity. Our business model requires for cost-efficiency and programmatic reasons to locate technical expertise according to differing criteria. The new coordination mechanisms at country level are resource intensive (staff resources) and still have to correspond to the business models of Specialized Agencies regarding access and availability of technical expertise.

92. Overall transaction costs for the agencies have increased while there has been a lowering of transaction costs for governments and donors. There is an expectation that this increase in transaction costs for UN agencies is valid only for the start-up/transition phase to a new model. FAO was able to deal with some of this increased workload and cost through extrabudgetary funding by the Governments of Spain and Italy.

93. Another issue is related to the requirement for up-front resources, the so-called "entry fee", to participate in the formulation process of the Joint Programmes. This may represent an impediment for all Specialized Agencies, mainly because most of them rely on extrabudgetary sources for field activities. Donor support would need to be found to fund the preparatory activities of Specialized Agencies in such joint initiatives, e.g. through the FMPP. The same comment applies to the provisions of mandatory contributions of "core funds", which should complement the resources made available through the "*One UN Funds*" as a condition to have access to them.

94. The End-of-2008 Stocktaking Reports conducted by RCs/UNCTs emphasize that while reform is progressing at country level, there are constraints that require reforms at what they commonly refer to as "the headquarters' level". The need to speed up the change process is taken seriously by FAO and it is recognized that these are in fact complex issues that can only be fully resolved through interagency coordination at the global level, in particular through the HLCM and HLCP.

#### ***Change management and capacity assessment in the "Delivering as One" initiative***

95. One of the components of the implementation of the DaO initiative has been the promotion of a change in management within the UN system at the country level to enhance coherence. FAO has been fully involved in these country-level change management processes, including in the context of the capacity assessments conducted in Albania, Mozambique, Rwanda, Tanzania and Viet Nam.

96. The main conclusion of these processes has been that there should be a shift from operations to a more “upstream” approach (i.e., policy advice and advocacy). This is consistent with FAO’s thrust in its development work, as policy support to member countries within the technical areas belonging to its mandate is already a major focus of the Organization.

97. Between 2009 and 2011, 90 countries will prepare a new UNDAF. Considerable thought is being given at the undg level on how to introduce the “best practices” learnt from the DaO approach into this UNDAF roll-out process while avoiding implementing the DaO approach in full, since this is still a pilot initiative.

98. This approach is being fostered by the establishment of a new funding window of USD 400 million (*Expanded Delivering as One Funding Window*), building on the good experience of the thematic MDG-F fund. The new funding window will be unearmarked and aims at meeting part of the funding gap, once all other funding approaches available to the UN Country Team have been exhausted.

### **C. OTHER AREAS OF THE IMPLEMENTATION OF THE TCPR OF RELEVANCE TO FAO**

#### *(i) Normative role, IADGs and MDGs in the context of country-level coordination mechanisms*

*[TCPR requirements - Preamble paragraphs 8, 9, 11 and 12 and operative paragraphs 9, 13, 32, 35, 45, 106 and 107 of GA resolution 62/208]*

#### ***MDGs and FAO goals***

99. The pursuit of the IADGs and the MDGs (in particular MDG 1 and 7<sup>xvi</sup>) is central in shaping FAO operational activities and it is reflected in FAO’s goals, strategies, basic mandates and contributions to capacity-development efforts, including follow-up to the World Food Summit of 1996.

100. FAO’s strategy to support the implementation of the MDGs revolves around the following lines of action: (a) advocacy and support to MDG-related initiatives with FAO’s normative and standard-setting activities; (b) better targeting of FAO’s programmes; (c) pursuit and expansion of strategic alliances and partnerships; and (d) proactive participation in country-level cooperation with UN partners, including through the elaboration, in concert with national authorities and other stakeholders, of the NMTPFs to guide possible areas of FAO intervention.

101. As a Specialized Agency, FAO will also continue supporting its Members in fulfilling their global commitments and obligations within the context of FAO’s mandate, guided by its new Strategic Framework and Medium Term Plan 2010-2013, to support norms and standards implementation and the provision of global public goods. These aspects of country cooperation are emerging as more and more important in the UN field collaboration.

### ***Partnerships for development***

102. FAO places considerable emphasis on increasing coordination and coherence to support the achievement of the MDGs. A new corporate partnership strategy is being developed to further enhance FAO's capacities in forging useful partnerships and alliances. FAO's ongoing partnerships cover most agencies in the UN system, including through UN reform processes and in the context of "*Delivering as One*". FAO's partnerships also include those with research institutions, and international financing institutions, other intergovernmental entities and regional organizations, as well as those with civil society and the private sector.

103. FAO's strong partnership with IFAD and WFP is a high priority and FAO has mapped out with them a twin-track approach for the reduction of hunger and poverty<sup>xvii</sup>. A document "Directions for Collaboration among the Rome-Based Agencies" has been jointly developed by FAO, IFAD and WFP and is being presented to their respective governing bodies.

104. The underlying principle of the renewed corporate approach to partnerships is that FAO's partnerships should focus on demonstrating added value in terms of results and reflecting the Organization's comparative advantage. In this approach it is important that partnership costs are also recognized as an up-front investment.

### ***(ii) Role of FAO in the UN system's contribution to national capacity development***

*[TCPR requirements - Paragraphs 36 through 40, 42 through 47 of GA resolution 62/208]*

### ***FAO experience in capacity development***

105. Capacity Development (CD) has been recognized as a core function by which FAO supports and facilitates nationally led processes aimed at strengthening the capacity of countries in FAO's areas of mandate. As such, CD is a frequent means of action in the Organizational Results defined in FAO's new results hierarchy. At country level, CD is foreseen across three dimensions: individuals, institutions and policy/enabling environment. FAO will contribute by strengthening capacities in technical areas related to its mandate as well as in functional areas related to policy, knowledge, partnering, and implementation /delivery.

106. FAO has prepared a new Corporate Strategy for Capacity Development following extensive internal and external consultations, including with other UN agencies and member countries (six country missions were fielded). An agenda for corporate action for 2010-11 has been developed, with particular focus on enhancing the quality of FAO's support to capacity development in its country programming through the institutionalization of new capacity development approaches within existing systems and procedures. A successful implementation of FAO's new CD approach, however, will be contingent on staffing, financial, cultural as well as external factors.

107. Education and training, including face-to-face and e-learning, will continue to represent an important modality for FAO for developing knowledge, skills and attitudes, and they will be complementary to other modalities in promoting national processes of change.

108. At its October 2008 session, the FAO Programme Committee selected FAO's work on Capacity Development in Africa as one of the priority areas for evaluation. The independent evaluation of FAO's Capacity Development Activities in Africa in 2009/2010 will be an input for the validation and refinement of the Corporate Strategy.

109. As required by the TCPR, FAO's rules and regulations allow for the use of national execution (NEX) modalities as a measure to develop national capacity, but practical examples are still limited to date.

(iii) *Evaluation of operational activities for development*

[TCPR requirements - Paragraphs 129-130, 132 through 139 of GA resolution 62/208]

***The evaluation function in FAO***

110. As called for by the IPA, a separately and operationally independent Office of Evaluation has been established in the FAO Secretariat during 2009, reporting to the Director-General and to the Council through the Programme Committee. The Organization's evaluation policy, strategy and institutional arrangements are incorporated in a "Charter" approved by the FAO Council.

***Joint evaluations and system-wide collaboration in evaluation***

111. FAO has been involved in joint evaluations with other UN agencies: with WFP, carrying out a jointly managed and funded evaluation of Food Security Information Systems; as a member of the Joint Evaluation Management Group for the UNEG<sup>xviii</sup>-Government of South Africa country evaluation of UN operations in the country; and with UNEP, for a Global Environment Facility (GEF)-funded programme joint evaluation.

112. FAO served on the UNEG Steering Committee for the "*Delivering as One*" pilot evaluability exercise, with the former Chief of the Evaluation Service acting as a co-chairman. FAO fully subscribes to the UNEG norms and standards for evaluation, which are embodied in the Evaluation Charter of FAO and fully operationalized in its evaluation practice.

(iv) *South-South Cooperation (SSC)*

[TCPR requirements - Para. 48, 50 through 53, and 55 of GA resolution 62/208]

***South-South Cooperation (SSC) and Technical Cooperation among Developing Countries (TCDC)***

113. The South-South Cooperation initiative, launched by FAO in 1996, has been the main source of technical assistance to the Special Programme for Food Security (SPFS) and the National and Regional Programmes for Food Security (NPFS and RPFS). A total of 39 Tripartite Agreements has been signed to date, based on which 1 500 SSC experts and technicians have been fielded. With the completion of SPFS in December 2008, the NPFS and RPFS have been the main beneficiaries of SSC. At present, 16 NPFS are under implementation, of which eight benefit from major support from the SSC initiative.

114. FAO's SSC programme has gained momentum in the past years. Within the context of the NPFS, many more countries have understood the value added by the SSC, and have recently requested the official establishment of new SSC arrangements with countries such as China, Cuba, Morocco, Viet Nam and others.

115. In June 2008 the Organization revised the guidelines for SSC in order to reflect changes based on lessons learned and allow for greater flexibility in the implementation of these schemes, adapting the programmes to local needs and taking into consideration donor requirements. As of today, many more SSC arrangements are being funded directly by the recipient countries under the UTF modality.

116. FAO entered into Strategic Alliance with China on South-South Cooperation in support of SPFS/NPFS and RPFS in 2005 to ensure meeting the increasing demand of NPFS/RPFS for SSC expertise. A similar arrangement was also signed between FAO and the Government of Indonesia in 2008 and discussions are being held with a number of other advanced developing countries.

117. FAO is represented at each celebration of the UN day for SSC and FAO provides frequent updates to the Special Unit for SSC (at UNDP).

118. In addition, since 1994, the governments of 133 countries and FAO have signed a standard *Agreement concerning the use of experts for Technical Cooperation among Developing Countries or countries in transition*. FAO implements the Agreement by partnering governments that request experts with governments that offer the required specialists. The costs of mobilizing each expert are shared among the country providing the expert, the requesting country and FAO.

(v) *Gender*

[TCPR requirements - Paragraphs 56, 59 through 62, 64 through 66 of GA resolution 62/208]

***Gender mainstreaming and the Gender and Development Plan of Action (GAD PoA)***

119. In its new Strategic Framework, FAO has made gender equity in access to resources, goods, services and decision-making in the rural areas as one of the strategic objectives (Strategic Objective K). The overall aim of this strategic objective is to enable FAO to address persistent gender inequalities and other forms of social inequities in the areas of its mandate. Through this objective, the Organization aims at strengthening its internal capacity as well as that of its key stakeholders to integrate gender issues in agriculture. This goal is to be achieved through a clear focus on strengthening technical capacity of relevant government institutions in FAO member countries, through the “*Delivering as One*” initiative, as well as by making FAO management accountable for gender sensitive results, policies and approaches. Strategic Objective K will guide and be the basis for reporting on FAO's gender work, including the Gender and Development Plan of Action 2008-2013.

120. With the adoption of the Gender and Development Plan of Action 2008-2013 by the 34th session of the Conference in 2007, for which Strategic Objective K is the integrating mechanism, FAO has entered Phase 2 of its overall gender mainstreaming strategy. The focus of the Plan is on four key global issues that relate gender to FAO's work: (a) emergencies; (b) climate change and bio-energy; (c) diseases (human, plant and animal); and (d) globalization (trade and changing/institutional structures). These global issues are being examined with regard to the four strategic gender objective areas: (i) food and nutrition; (ii) natural resources; (iii) rural economies, labour and livelihoods; and (iv) policy and planning. FAO is further developing a Strategy (2010-2025) for promoting gender equality at headquarters and in the decentralized offices aiming to ensure that all of FAO's areas of work are gender-sensitive, fully visible and integrated in UN interventions that relate to FAO's mandate.

121. Monitoring, evaluation and reporting on gender mainstreaming are still among the weak areas that the new FAO Strategic Framework and Medium Term Plan is contributing to address.

### ***Gender Focal Point System***

122. The outputs and indicators developed in the context of the GAD PoA require a participatory approach, which will be based on the gender focal points within each technical division. During the implementation of the GAD PoA, FAO established a Gender Network<sup>xix</sup> that includes focal points, gender experts and other staff members at FAO involved in gender activities.

123. Senior gender focal points have been appointed in all divisions in conformity with the IEE recommendations. Meetings are held regularly and training is being provided to all gender focal points on gender analysis and specific technical issues as needed. However, due to budget cuts, FAO's gender out-posted officers at country level have been reduced to one post in the FAO Regional Office in Accra.

### ***Inter-agency collaboration on gender***

124. One goal of the overall Gender Strategic Objective, as indicated in the Medium Term Plan, is to create a platform with other UN agencies to interact as "one" within the UN system on gender issues and exchange good practices. There are already shared experiences where gender issues have been refined in the context of climate change, Junior Field and Farmer Life Schools (JFFLS), and livestock practices. FAO's Strategic objective on Gender includes an Organizational Result that focuses on developing a corporate conceptual framework for incorporating rural gender issues into the "*Delivering as One*" initiative in collaboration with other selected UN agencies.

125. In addition, FAO has participated in several *MDG Achievement Fund* projects that supported gender equality and women's empowerment (e.g. in Guatemala, Mozambique, Nicaragua, Tanzania and, Viet Nam). In the framework of this interagency interaction the collaboration with UNIFEM, UNESCO and IFAD deserves special mention.

### ***Gender balance in FAO employment***

126. On January 1994, female staff in all professional positions (from P1 level to ADG) were 16 percent of the total staff appointed by FAO either with a continuous contract or with a fixed-term appointment; in February 2009, this share was 30 percent<sup>xx</sup>.

### ***Monitoring, evaluation and reporting on gender mainstreaming***

127. The approved GAD PoA 2008-2013 is now in its second year of implementation. Biennial reports on progress achieved are expected. Monitoring and evaluation has improved as GAD PoA 2008-2013 has been inserted in the Programme of Work and Budget 2008-2009, especially in the context of the Programme "Gender and Equity in Rural Societies".

128. Indicators have been developed for monitoring the progress of implementation of the GAD PoA. The GAD PoA has become linked to the Strategic Framework and, looking forward, the related indicators will be used increasingly for accountability purposes and will be refined as needed. As the new FAO Gender Strategy is taking shape in the next biennium, further strategic alliances are being created among UN agencies, particularly in the context of the "*Delivering as One*" initiative.

(vi) *The contribution of FAO to the transition from relief to development*

[TCPR requirements - Paragraphs 67 through 72, 74 through 79, 81, 83 through 85 of GA resolution 62/208]

***Role of agriculture in transition from relief to development***

129. The dependency of nearly 75 percent of the population in developing countries on agriculture as a primary source of livelihood gives FAO a major role in emergency relief and rehabilitation. Its approach is to harmonize relief interventions with medium- and long-term development requirements, establishing from the very early stage of the humanitarian operations concrete measures that build synergies with long-term programmes, policies and institutions.

130. Through regular monitoring and evaluation of its project and programmes, FAO has transferred successful experiences across countries and regions. In post-conflict situations or protracted civil strife conditions, FAO has addressed specific constraints that derive from extended underperformance of the agricultural sector, which may have encouraged inappropriate farming systems and diminished access to appropriate technologies, including seed varieties, soil nutrients and farm power.

131. Through the development of institutional and legal frameworks to address impending threats (as in the cases of Highly Pathogenic Avian Influenza (HPAI) and other Transboundary Animal Diseases), FAO has been assisting national institutions in building appropriate capacities at all levels. Technical assistance has been provided to member countries in support of emergency preparedness and efficient response mechanisms. Looking ahead, the new FAO Strategic Framework and proposed Medium Term Plan 2010-2013 present Strategic Objective I “Improved preparedness for, and effective response to, food and agricultural threats and emergencies”.

***Volume of FAO activities in emergency operations***

132. In 2008, FAO actively participated in all of the 36 humanitarian appeals, which included 11 consolidated appeals and 25 flash appeals. Notwithstanding the low resource mobilization (25 percent of the resources requested for early recovery in 2008) the Organization has managed to support a large number of households in a number of countries.

133. Nearly one-fourth of FAO’s early recovery initiatives in 2008 were in response to high impact disasters. Early recovery response in food-chain emergencies instead accounted for a further 20 percent of FAO’s emergency operations. The organization’s largest early recovery response operations in complex emergencies are found in Afghanistan, the Democratic Republic of Congo (DRC), the Sudan and the West Bank and Gaza Strip, reflecting early recovery needs in these countries.

134. The importance of UN pooled funds for FAO’s work in emergencies was reconfirmed in 2008. At the global level, the Central Emergency Response Fund (CERF) was the third largest contributor last year with over USD 44 million in funding support for FAO’s emergency activities. Together with the UN pooled fund at country level, mainly DRC, Iraq and the Sudan, these contributions totalled slightly over USD 100 million, representing approximately 25 percent of overall funding. Furthermore, two sizable funding agreements were also negotiated in 2008: (a) with USAID for global HPAI prevention and response (over USD 44 million); and (b) with the European Union through the EC Food Facility (potentially over Euro 200 million).

***Interagency collaboration in transition situations and interaction with the RC System***

135. Within the Inter-agency Standing Committee, FAO plays an active role in the development of humanitarian policy on agriculture and food security, thus ensuring that pressing needs within the sector remain high on the political agenda.

136. FAO leads the agriculture cluster in 14 countries and co-leads food security or early recovery clusters in 18 other countries, primarily with WFP and UNDP. The Organization also closely collaborates with other UN agencies or UN entities such as OCHA, WFP, ILO, UNDP, WHO and UNHABITAT, as well as with the World Bank and the European Union, on policy and strategic issues at the global level.

137. At the global level FAO has developed a highly effective partnership with WHO and World Organization for Animal Health (OIE) for combating HPAI by developing a “Global Strategy for the Progressive Control of HPAI” and similar diseases in a coordinated manner under the “one world one health” banner. FAO and UNICEF have been active partners to raise awareness and communication for control and containment of HPAI and similar diseases. Successful examples of interagency coordination can also be found in the experiences of Iraq<sup>xxi</sup> and Sudan<sup>xxii</sup>.

138. FAO is coordinating its emergency and recovery activities with the RC and the HC (where both positions exist), fostering information sharing and improved synergies among organizations and, where feasible, engaging in joint initiatives with other UN agencies.

139. However, experience has not been homogenous across countries. In some countries the role of the agricultural sector is not fully appreciated in early recovery efforts, and the Organization had to challenge this position by highlighting the vital role that agriculture plays in early recovery and emergency efforts. At political level the role of agriculture in emergencies and rehabilitation efforts has been, by and large, appreciated but some challenges remain at country and regional levels.

***Data collection, information management and early warning***

140. FAO has developed a series of information systems at the global and national levels over the years that help provide vital data for informed decision-making at national and regional levels. The information generated is highly effective for situation analysis, response formulation and informed decision-making in policy and strategy, not only for FAO’s own initiatives but also for national governments, other UN agencies, NGOs and other international partners.

Some examples include:

- the Emergency Prevention System for Transboundary Animal and Plant Pests and Diseases (EMPRES) established by FAO’s Director-General in 1994<sup>xxiii</sup>; Global Early Warning and Response System for Transboundary Animal Diseases (GLEWS), jointly established by FAO, WHO and OIE<sup>xxiv</sup>; and the OIE-FAO network of expertise on influenza (OFFLU) established in 2005<sup>xxv</sup>.



***Mobilizing resources and support to sustain FAO emergency and transition activities***

141. FAO has been partially successful in its endeavours to improve donor awareness that timely assistance to agriculture may be the best way to: (i) reduce the need for protracted relief operations, which may undermine community coping strategies and social capital in the long run; (ii) diminish the long-term impact of the disaster; and (iii) set the affected communities on track to achieve their long-term development objectives in the shortest time feasible. Nevertheless, significant challenges remain and the Organization will make all efforts to ensure that the agricultural sector receives the necessary attention it deserves to play a pivotal role in transition from emergency to medium- and long-term development.

### III. Facing the challenges ahead

142. Meanwhile the development landscape is rapidly changing as reflected above, the global food crises followed by the economic downturn have increased the numbers of hungry and threatened progress to achieve MDG 1, to eradicate extreme poverty and hunger. The outcome document of the Financing for Development Review Conference held in Doha, Qatar, at the end of 2008, urged “all donors to maintain and deliver on their official development assistance (ODA) commitments. Net ODA declined from USD 104.4 billion in 2006 to USD 103.7 billion in 2008 driven in particular by the drop-off in debt relief. The document further underscores “the special challenges emerging from volatility in food and energy prices” and stresses that “food insecurity has multiple and complex causes” that call for a comprehensive and coordinated response.

143. Significant changes are affecting the development in ODA. One challenge for the “*Delivering as One*” process will be to expand the base of financial support for the DaO initiative. Only thirteen countries have so far contributed or pledged funds, USD 202 million as of 30 April 2009 to the pilot countries. Of this amount over 80 percent was provided by only four donors. Given the fact that some 90 countries will roll out their UNDAFs in the next three years and expectation for funding from these countries are likely to be high, additional funding will pose the biggest challenge to the reform in coming years. The predictability of funding will also pose a major challenge particularly in demonstrating that the DaO initiative is sustainable in the long term.

## ACRONYMS

TERM	DEFINITION
<b>AG</b>	Advisory Group to the United Nations Development Group Chair
<b>CCA</b>	Common Country Assessment
<b>CD</b>	Capacity Development
<b>CEB</b>	Chief Executives Board on Coordination
<b>CERF</b>	Central Emergency Response Fund
<b>CFA</b>	Comprehensive Framework for Action
<b>COBO</b>	Working Group on Country Office Business Operations
<b>DaO</b>	<i>“Delivering as One”</i> pilot initiative
<b>DFTC</b>	Donor-funded Technical Cooperation
<b>DRC</b>	Democratic Republic of Congo
<b>EMPRES</b>	Emergency Prevention System for Transboundary Animal and Plant Pests and Diseases
<b>FAORep</b>	FAO country representatives
<b>FMPP</b>	Multidonor Partnership Programme
<b>GA</b>	General Assembly
<b>GAD PoA</b>	Gender and Development Plan of Action
<b>GEF</b>	Global Environment Facility
<b>GLEWS</b>	Global Early Warning and Response System for Transboundary Animal Diseases
<b>HACT</b>	Harmonized Approach to Cash Transfer to Implementing Partners

---

<b>HC</b>	Humanitarian Coordinator
<b>HLCM</b>	High-Level Committee on Management
<b>HLCP</b>	High-Level Committee on Programmes
<b>HLP</b>	High-level Panel on United Nations System-wide Coherence in the Areas of Development, Humanitarian Assistance and the Environment
<b>HPAI</b>	Highly Pathogenic Avian Influenza
<b>IADG</b>	Internationally Agreed Development Goal
<b>IASC</b>	Inter-Agency Standing Committee
<b>IEE</b>	Independent External Evaluation of FAO
<b>IFAD</b>	International Fund for Agricultural Development
<b>ILO</b>	International Labour Organization
<b>IPA</b>	Immediate Plan of Action
<b>JFFAI</b>	Working Group on Joint Funding, Financial and Audit Issues
<b>JFFLS</b>	Junior Field and Farmer Life Schools
<b>LIFDC</b>	Low-Income Food Deficit Countries
<b>MAS</b>	Management and Accountability System of the UN Development and the RC System, including the functional firewall for the RC System
<b>MDG-F</b>	Millennium Development Goals Achievement Fund
<b>MDG</b>	Millennium Development Goal
<b>MDTF</b>	Multi-Donor Trust Fund
<b>MDT</b>	Multi-Disciplinary Team
<b>MTP</b>	Medium Term Plan
<b>NEX</b>	National execution

---

<b>NMTPF</b>	National Medium-Term Priority Framework
<b>NPFS</b>	National Programme for Food Security
<b>NRA</b>	Non-Resident Agency
<b>OCD</b>	Office for Coordination and Decentralization
<b>OCHA</b>	Office for the Coordination of Humanitarian Affairs
<b>ODA</b>	Official development assistance
<b>OFFLU</b>	OIE-FAO network of expertise on influenza
<b>OIE</b>	World Organisation for Animal Health
<b>PBE</b>	Office for Programme, Budget and Evaluation
<b>PSC</b>	Project/programme support cost
<b>PWB</b>	Programme of Work and Budget
<b>RC</b>	Resident Coordinator
<b>RCM</b>	Regional Coordination Mechanism
<b>RCO</b>	Resident Coordinator Office
<b>RCS</b>	Resident Coordinator System
<b>RCSI</b>	Working Group on Resident Coordinator System Issues
<b>RDT</b>	Regional Director Team
<b>RO</b>	Regional office
<b>RPFS</b>	Regional Programme for Food Security
<b>RR</b>	Resident Representative
<b>SF</b>	Strategic Framework
<b>SIFSIA</b>	Sudan Institutional Capacity Programme – Food Security Information for Action
<b>SPA</b>	Strategic Partnership Agreement

---

<b>SPFS</b>	Special Programme for Food Security
<b>SRC</b>	“Support of the Resident Coordinator” fund
<b>SRO</b>	Subregional office
<b>SSC</b>	South-South Cooperation
<b>TC</b>	Technical Cooperation Department
<b>TCPF</b>	Technical Cooperation Programme Facility
<b>TCPR</b>	Triennial Comprehensive Policy Review of Operational Activities for Development of the United Nations System
<b>TRMA</b>	Threat and Risk Mapping and Analysis
<b>UNC</b>	Office of the UN Coordination and Millennium Development Goals Follow-up
<b>UNCT</b>	United Nations Country Team
<b>UNCTAD</b>	United Nations Conference on Trade and Development
<b>UNDAF</b>	United Nations Development Assistance Framework
<b>UNDG</b>	United Nations Development Group
<b>UNDP</b>	United Nations Development Programme
<b>UNEG</b>	United Nations Evaluation Group
<b>UNEP</b>	United Nations Environment Programme
<b>UNESCO</b>	United Nations Educational, Scientific and Cultural Organization
<b>UNFPA</b>	United Nations Population Fund
<b>UNHABITAT</b>	United Nations Human Settlements Programme
<b>UNICEF</b>	United Nations Children's Fund
<b>UNIDO</b>	United Nations Industrial Development Organization
<b>UNIFEM</b>	United Nations Development Fund for Women

<b>USAID</b>	United States Agency for International Development
<b>UTF</b>	Unilateral Trust Fund
<b>WFP</b>	World Food Programme
<b>WGPI</b>	Working on Programming Issues
<b>WHO</b>	World Health Organization

---

<sup>i</sup> See ECOSOC resolution E/2008/2 (on management of the implementation of General Assembly res.62/208), and General Assembly res. 62/277 (on system-wide coherence) and res. 63/232 (on operational activities for development).

<sup>ii</sup> Excluding UN global funds such as CERF but including multilateral contributions.

<sup>iii</sup> FAO Programme Implementation Report, 2006-2007, paragraph 34 and table 4.

<sup>iv</sup> Cfr. with the UNCTAD-led CEB Inter-Agency Cluster on Trade and Productive Capacity, launched by the Secretary-General of UNCTAD at the CEB First Regular Session in April 2007.

<sup>v</sup> ECHA: Executive Committee on Humanitarian Assistance.

<sup>vi</sup> As Vice-Chair of UNDG.

<sup>vii</sup> Out of 91 countries for which the information is available.

<sup>viii</sup> In 2008, together with other Europe-based UN agencies, FAO was requested, and complied as an *ad hoc* solution, to pay part of the cost for induction/training for first-time RCs related to the briefings in the respective headquarters.

<sup>ix</sup> Para.58 of General Assembly resolution 59/250 and para.89 of General Assembly resolution 62/208.

<sup>x</sup> The Country Director is responsible for the operational management of the UNDP office in a given country and discharges a number of responsibilities that used to be in the hands of the UNDP RR.

<sup>xi</sup> Through the “Support of the Resident Coordinator” funds (SRC) and the “Country Coordination Funds”.

<sup>xii</sup> i.e. with dedicated staff resources in those areas that fall in FAO’s mandate.

<sup>xiii</sup> Functional Objective X: Effective Collaboration with Member States and stakeholders.

---

xiv “*One UN Funds*” or “*Coherence Funds*” are country funds established in “Delivering as One” pilot countries and other countries, based on local resource mobilization conducted by the Resident Coordinator on behalf of the entire UN Country Team.

xv The PSC rate in FAO policy is 13% for all core voluntary contributions, field programme and technical support, 10% ceiling for emergency operations and ranges from 0 to 10% for jointly funded activities.

xvi MDG 1 (“*eradicating extreme poverty and hunger*”) and MDG 7 (on *environmental sustainability*).

xvii In the last quarter of 2008, FAO, IFAD and WFP jointly contributed to the process launched by the UNDG Working Group on Programming Issues (WGPI) that has generated the 2007 UNDAF Guidelines so that an explicit reference to the Comprehensive Framework for Action (CFA) and a “focus on the poor and the hungry (MDG 1)” are to be reflected in the UNDAF.

xviii UNEG: United Nations Evaluation Group.

xix The Gender Network is expected to enhance FAO staff awareness of the new GAD PoA and improve the assessment of the relevance of specific outputs and indicators from the point of view of gender mainstreaming.

xx The share in headquarters went from 21% to 36% in the period 1994-2009, whereas it went from 13% to 24% in staff employed in decentralized offices, and only from 10% to 14% in project staff employment.

xxi In Iraq, FAO has joined efforts with UNIDO in a joint project in two provinces of Northern Iraq (Erbil and Sulaymaniyah) – the *Community Livelihoods and Micro-Industry Support Project in Rural and Urban Areas of Northern Iraq*.

xxii In Sudan, FAO provides food security information to UN agencies and partners while attempting to build a sustainable information system through the Sudan Institutional Capacity Programme – Food Security Information for Action (SIFSIA) project. FAO actively participates in the Information Management Working Group and the UNDP-led Threat and Risk Mapping and Analysis (TRMA).

xxiii The EMPRES aims to provide information, training and emergency assistance to countries so as to prevent, contain and control the world’s most serious livestock diseases, while also surveying for newly emerging pathogens.

xxiv The GLEWS was established to enhance the early warning and response capacities to animal disease threats of countries and regions. The audience and main users of the GLEWS are not only the three founding members but also national governments, international agencies and the general public.

xxv The OIE-FAO network of expertise on influenza (OFFLU) was established in 2005 to support international efforts to monitor and control avian influenza and similar infections in bird species, and to share biological material and data to support early development of human pandemic vaccines.