

CODEX ALIMENTARIUS COMMISSION



Food and Agriculture
Organization of the
United Nations



World Health
Organization

Viale delle Terme di Caracalla, 00153 Rome, Italy - Tel: (+39) 06 57051 - E-mail: codex@fao.org - www.codexalimentarius.org

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Forty-sixth Session

Codex Trust Fund: activity report

EXECUTIVE SUMMARY

This report covers 2022, the seventh year of operation of the FAO/WHO Codex Trust Fund-2 (CTF2), as well as updates on the 2023 operations. It highlights key achievements and lessons learned and provides a summary of operational and financial aspects of activities in 2022.

2022 saw a significant acceleration of project implementation as countries caught up on their work plans, following the significant disruptions caused by the COVID-19 pandemic in 2020 and 2021. Less severe restrictions to curb the pandemic allowed for activities requiring in-person attendance to pick up in many CTF2 beneficiary countries.

The implementation of Round 1 country projects is completed, pending post-implementation evaluations. Activities in Round 2 and 3 projects could continue, with one Round 2 country having completed its project in 2022. All but one of the Round 4 projects were able to implement activities in the reporting period. Three of the Round 5 country projects started project implementation, with the remaining projects expected to begin implementation in 2023. Countries selected for Round 6 have been preparing their summary project documents and applications received for Round 7 have been reviewed, with seven applications having received approval for funding.

In 2022, the CTF2 carried out a successful pilot capacity building workshop on good Codex practices that was organized jointly with the Ministry of Food and Drug Safety (MFDS) of the Republic of Korea. Participants from five CTF2 beneficiary countries benefitted from the training.

Major challenges encountered by the CTF2 at country level were linked to administrative delays and coordination challenges of accelerated activities requiring in-person presence. Rising inflation was also reported as a growing problem by some of the countries.

There is a continuing trend of a smaller number of applications for CTF2 support, which at the same time have increased in quality, thereby ensuring a stable intake of new beneficiary countries. This trend appears to continue as the seventh call for application that closed in December 2022 resulted in ten applications, the majority of which was of high quality after initial screenings.

The CTF2 mid-term evaluation started in 2022 and has been carried out by an external evaluator who engaged with the programme's stakeholders to collect data to inform recommendations. Results of the mid-term evaluation confirm the CTF2's continued relevance and effectiveness of support and resulted in modifications to the programme that will help enhance the effectiveness of the CTF2.

The financial situation of the CTF2 remains sound with expenditures on project activities seeing a significant increase in 2022, while the majority of CTF2 donors are continuing their support and remain committed to the work of the CTF. There is also interest of previous CTF donors to commit additional funding to the programme.

A. ACHIEVEMENTS IN 2022

The list below provides a summary of project implementation status by funding cycle as of August 2023. For a more detailed overview of project activities by country, please visit the CTF website at: <https://www.who.int/initiatives/codex-trust-fund/projects-and-impact>

- Round 1:** All four projects (Ghana, Madagascar, Kyrgyzstan, Senegal) have been completed.
- Round 2:** One individual project (Honduras) and the CCASIA group project (Bhutan-India-Nepal) have been completed. The remaining six projects are under implementation.
- Round 3:** All eight individual projects and the CCAFRICA group project (Burundi-Kenya-South Sudan-Tanzania-Uganda) are under implementation.
- Round 4:** All five individual projects, the CCLAC group project (El Salvador-Guatemala) and the CCASIA group project (Cambodia-Lao PDR) are under implementation.
- Round 5:** Five individual projects are under implementation; one is in the process of completing the contracting procedures.
- Round 6:** Three individual projects have started implementation; four are in the process of completing the contracting procedures.
- Round 7:** Seven countries were selected for CTF2 support in the Trust Fund's 7th funding Round: Botswana, Cook Islands, Kiribati, Lesotho, Solomon Islands, Tajikistan and Vanuatu. Project implementation for these countries is scheduled to begin in 2024 following the finalization of contractual agreements.

Challenges in project implementation

With the improvement of the global pandemic situation in 2022, CTF2 beneficiary countries saw a significant reduction of public health restrictions that had affected the smooth implementation of project activities over the previous two years. With countries accelerating activities to make up for lost time, challenges on implementation level were mostly due to issues around the timing and scheduling of face-to-face meetings and activities.

Some countries reported increased inflation affecting the budgetary planning of their activities, which will require the revision of the costing as well as the prioritization of some activities. Administrative delays were reported by some countries, often due to the change of policies or transitions in government. In these cases, advocacy for simplification of processes and awareness raising about the importance of Codex work addressed the challenges at hand.

The Myanmar-Cambodia-Lao PDR group project has been undergoing revision due to the challenges linked to the political changes in Myanmar in 2021 and is about to be launched under a modified setup.

Building synergies: Global pilot training on good Codex practices

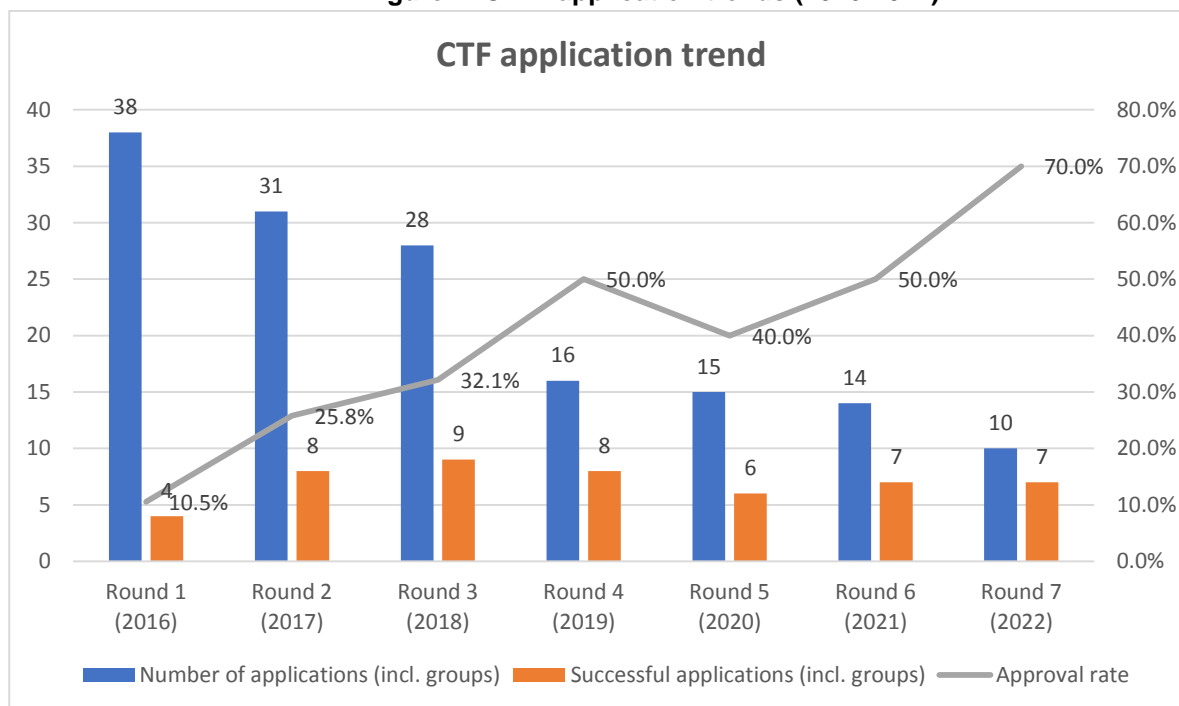
In October 2022, the CTF, in collaboration with the Ministry of Food and Drug Safety (MFDS) of the Republic of Korea which hosted and co-funded the event, held a pilot training workshop on good Codex practices. A total of fifteen participants from five CTF2 beneficiary countries (Bhutan, the Gambia, Maldives, Mauritius and Nepal) took part in the training which consisted of a combination of lectures covering key aspects of Korea's Codex system and procedures, including the preparation for Codex meetings, standard setting for traditional food items, import and export related issues and the generation and use of data. The workshop also included field visits to a yoghurt factory, a traditional food market and a laboratory at a food wholesale market.

The pilot training was successful as it met the priority needs identified by participants and offered sufficient opportunities for discussion and exchange of views of challenges and solutions relevant to their countries. Future trainings under a similar format are under consideration for CTF2.

Observation of trends

The figure below provides an overview of applications received and projects granted over the past rounds of CTF2 support. The continuing trend towards a reduced number of applicants is in line with the observations over the past years that sees a shrinking number of eligible countries that have not yet received CTF2 support. The remaining countries have either not applied or were not successful with an earlier application.

Figure 1: CTF2 application trends (2016-2022)



In order to encourage eligible countries to apply, the CTF2 Secretariat, in collaboration with the Codex Regional Coordinating Committees and the FAO/WHO Regional Officers, continued to hold training events on the CTF2 application process, as well as on the application of the FAO/WHO Codex Diagnostic tool for self-assessing status of national Codex programmes in 2022 and 2023.

The success of regular training and more tailored support provided by FAO and WHO regional offices is reflected in the increased share of successful applicants over the past three years. It is planned to continue this approach in 2023. At the same time, the CTF2 is working on a more tailored strategy to engage countries facing higher challenges to prepare successful applications.

B. GOVERNANCE

The CTF2 Steering Committee, comprised of members from Codex Secretariat, FAO and WHO met as needed, eight times, in 2022. Following its mandate to decide on matters related to the core activities of the CTF2 for implementation by the Secretariat, the Steering Committee made funding decisions on application Round 6, guided the CTF2 mid-term evaluation, decided on issues concerning individual country projects and provided guidance on operational issues of the CTF2.

The annual meeting of the CTF2 Advisory Group convened virtually on 26 October 2022 and focused on the definition and appropriate measurement of “effective participation in Codex” of Codex Member states.

For the CTF2, Monitoring and Evaluation is used to ensure full alignment with and progress towards the goals of the CTF2, enhance capacities and increase the inclusiveness of standard setting activities at country level. The Advisory Group agreed that in order to measure effective participation there is a need for short term quantitative indicators allowing for the equitable measurement of countries participating both physically and virtually in meetings, and a need to collect country-specific success stories, acknowledging the different contexts in which countries operate. Work on these indicators and stories will further inform the CTF2 Monitoring and Evaluation framework.

C. FUNDRAISING IN 2022

In 2022, most donors continued their support for CTF2 by re-committing annual contributions and by agreeing to additional no-cost extensions of grant agreements to ensure the full utilization of funds committed to CTF2.

While funding committed to the CTF2 continues to cover the financial need of operations and activities, in 2022 funds received did not reach the amount of total CTF2 expenditures. This is partly because some of the previously committed funds had to be returned to donors as they could not be spent within the set timeline and there was no possibility to extend. The CTF2 will work with donors to encourage recommitting these funds for future activities.

The total number of donors of the CTF2 in 2022 remained at 16, counting Canada, the European Commission, Finland, France, Germany, India, Ireland, Japan, the Rep. of Korea, Malaysia, the Netherlands, New Zealand, Norway, Switzerland, the United Kingdom, and the United States of America. A breakdown of funding support received in 2022 is provided in Section F, Table 2.

D. MONITORING AND EVALUATION

The Monitoring and Evaluation (M&E) framework was approved by the CTF2 Steering Committee and the CTF2 Advisory Group. This report considers only the indicators at output level, which correlates to the implementation of activities and can be measured on annual basis. Output performance indicator (1.2) remains under methodological review and does not appear below. Following decision of the Steering Committee, some indicators will only be monitored if the activities take place (e.g. FAO/WHO Codex training courses). Indicators at the Outcome and Goal level will be measured after projects are completed. In 2021, all Round 1 countries (Ghana, Kyrgyzstan, Madagascar and Senegal) completed their projects and will be first due for evaluation at these stages.

Performance indicator	Baseline end 2021	Target	Performance data	Self-evaluation
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Output 1 - Countries being supported making steady progress

1.1 - Number of individual countries supported through country or group applications	Six (6) countries selected in 2021: Eritrea, Ethiopia, Guinea-Bissau, Liberia, Maldives, Timor-Leste (44 cumulative since CTF2 inception)	Year on year increase in number of countries	Seven (7) countries selected in 2022: Comoros, Niger, Pakistan, Sierra Leone, Uzbekistan, Zambia, Zimbabwe (50 cumulative since CTF2 inception)	Annual – Achieved Cumulative – Achieved
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Output 2 – Capacity of technical staff engaged in Codex activities increased as a result of projects, sharing deliverables from projects, CTF2-supported FAO/WHO training and workshops.

2.1 – Number and type of activities supported in project countries (as an individual country or as part of a group project)	109	Broad range of activities supported ¹	>100 activities in 2022, are listed in this report under the Activities section.	Achieved
2.2 – Technical staff engaged in Codex activities in supported countries are working differently (including	Disruptions caused by the COVID-19 pandemic led to a shift to the increased use of	By end of project, each country to demonstrate	In 2022, countries supported by CTF2 and participating in CAC45 have demonstrated active	Achieved

¹ Including “innovative” activities (Codex coaching, South-South partnering/networking, tailored training etc.) & synergies with FAO/WHO activities.

Performance indicator	Baseline end 2021	Target	Performance data	Self-evaluation
participating differently in Codex meetings) as a result of these inputs	virtual tools, fundamentally changing the nature of participating in Codex meetings.	1-2 ways they are working differently	participation in CAC45 and reported stronger engagement in committee meetings.	
2.3 – Number of outputs / deliverables from project countries being shared widely for use by all countries	Ten (10) materials (outputs/deliverables) on the CTF2 community library.	Year on year increase in number of outputs / deliverables	Ten (10) materials (outputs/deliverables) on the CTF2 community library.	Partially achieved. A document repository is being added to the website. New material will be added in 2023.
2.5 - High level of satisfaction among participants in training courses/workshop organized and/or supported.	N/A	80% satisfaction rate	Satisfaction level was partially surveyed.	Partially achieved

CTF2 mid-term evaluation

In 2022, an independent external mid-term evaluation was carried out to identify necessary modifications to ensure the Fund is positioned to continue fulfilling its mandate in the most effective and efficient way. The CTF2 was assessed in accordance with the criteria informed by the Organization for Economic Cooperation and Development (OECD) Development Assistance Committee (DAC), covering relevance, coherence, efficiency, effectiveness, sustainability and impact. The evaluation was conducted between May 2022 and January 2023 and used multiple lines of evidence during the data collection phase. Results of the evaluation have been made available. Key findings along the evaluation criteria are summarized below:

Relevance: The CTF2 is highly relevant and aligned to the Codex needs of members and with the objectives of Codex in light of the Sustainable Development Goals. The proper application of the Codex Diagnostic Tool is essential in project design, but also in benchmarking national codex structures for purposes of monitoring progress towards sustained engagement in Codex.

Coherence: CTF2 projects are well aligned with other initiatives, including those from WHO and FAO. Often, there are broader food safety/One Health programs and activities that are occurring at the regional and country levels. FAO and WHO regional and country offices do coordinate and communicate food safety related activities and CCP offices are also often involved. In general, with FAO and WHO engaged at the Regional Coordinating Committees, CTF2 projects are coherent and coordinated.

Effectiveness: There is a general consensus that the CTF2 programme is achieving or is expecting to achieve its planned objectives and outcomes. While there are examples of sustainable engagement, given that most of the projects are still in implementation, it is early to assess whether CTF2 beneficiary countries are sustainably engaged in Codex. There is evidence to indicate that the capacity to engage in Codex has been increased significantly, although it will vary across projects.

Efficiency: The CTF Secretariat has been able to deliver support in a timely manner, despite high turnover in personnel and the COVID-19 pandemic. The programme has adapted to new situations and has tried novel approaches to maximize achievement of results.

Sustainability: There are indications that some projects will have sustainable results. CTF2 can be a catalyst for achieving sustainability by demonstrating country results through improved functioning of national codex structures and increased technical capacity and increasing awareness of decision makers.

Impact: At the time of the evaluation, none of the CTF2 country projects had yet reached a stage that allows for a comprehensive impact analysis beyond the effects of direct implementation.

The results of the mid-term evaluation inform modifications that will ensure the CTF2 is well positioned to continue fulfilling its mandate and serving the interests of Codex Member States in the most effective way. Concretely, the CTF2 is working towards more tailored support to the needs of countries eligible for support and a revision of its monitoring and evaluation framework.

E. FINANCIAL REPORTING

This section provides an overview of the financial information of the CTF2. Table 1 provides the starting balance, contributions, expenditure and ending balance of the Trust Fund in 2022.

Table 1

Balance, income, expenditure 2022	US\$
Balance carried over from 2021	2,078,101
Net contributions received in 2022	906,431
Expenditures in 2022, including. PSC	1,770,407
Balance end 2022	1,214,125

Contributions and expenditures by cost category for the period 1 January – 31 December 2022 are listed in Table 2 and Table 3 below.

Table 2

Contributions in 2022	US\$
European Commission	375,895
Finland	84,459
Japan	38,575
Korea, Republic of	220,513
Netherlands	424,628
United States	150,000
Funds returned to donors*	-387,639
Net Total	906,431

* USD 387,639 of pooled funding had to be returned to CTF2 donors by FAO as there was no flexibility in extending grant end dates as requested due to delays in CTF2 project implementation that were due to restrictions imposed to curb the COVID-19 pandemic.

Table 3

Expenditure cost category	USD 2019	USD 2020	USD 2021	USD 2022
Support to countries	554,089	364,155	562,000	1,215,692
Monitoring and evaluation				80,348
Project Administration	4,344	1,246	36,505	10,451
Staff cost	449,913	421,308	268,879	270,955
PSC	131,085	93,436	102,456	192,961
Total (including PSC)	1,139,431	880,145	969,840	1,770,407

2022 saw a significant increase in expenditures at country project level, as CTF2 recipient countries accelerated the implementation of project activities following the ease of public health restrictions in many regions across the globe. A notable increase in expenditures was recorded in projects in the African region, where most of the planned activities had been delayed in the previous two years due to the COVID-19 pandemic.

Expenditures under the category “Project Administration” comprise costs at secretariat level, including travel, translation of reporting documents, mailing and communications expenses. The category “Monitoring and evaluation” comprises costs related to the CTF2 mid-term evaluation, most of which was carried out in 2022. Staff costs were kept at approximately the same level as in 2021, which is due to 50 percent of full-time equivalent (FTE) of administrative support in 2022. It is expected that this share of FTE will rise again in 2023 as the activities under the CTF2 continue to accelerate.

Donors continued to provide their critical support to the Trust Fund operations with USD 1,294,070. Unfortunately, some committed funding needed to be returned to donors as delays in project implementation over the past years did not allow for the timely spending of available funds. The Codex Trust Fund is working with donors to re-commit these funds for future activities to ensure the continuation of a healthy cash flow.

In 2022, increases in expenditures outweighed the financial contributions received from CTF2’s committed donor community. With net contributions of USD 906,431, the CTF2 balance at the end of the year was USD 1,214,215.