



JOINT FAO/WHO FOOD STANDARDS PROGRAMME

CODEX ALIMENTARIUS COMMISSION 40th Session, CICG, Geneva, Switzerland 17-22 July 2017

MATTERS ARISING FROM FAO AND WHO: CODEX TRUST FUND ACTIVITIES

2016 Annual Report

A. INTRODUCTION

The new FAO/WHO Codex Trust Fund was established in 2016 to support countries to build strong, solid and sustainable national capacity to engage in Codex. The founding Project Document for the new Codex Trust Fund can be found in six languages on the CTF2 website at http://www.who.int/foodsafety/areas_work/food-standard/codextrustfund/en/. The Codex Trust Fund contributes to achieving the Sustainable Development Goals 1 (No poverty), 2 (Zero hunger), 3 (Good health and well-being), 8 (Decent work and economic growth), 12 (Responsible consumption and production), and 17 (Partnerships for the goal). The Codex Trust Fund's results framework, specifying its project goal, outcome, outputs and activities is shown below.

This report covers 2016, the first year of the new Codex Trust Fund. It highlights the key achievements and lessons learned, and it provides a summary of technical, operational and financial aspects of the Codex Trust Fund activities in 2016.

Results framework

Project goal	
Developing and transition economy countries sustainably engaged in Codex	
Outcome	
Increased capacity of developing and transition economy countries to engage in Codex	
Outputs	
Awareness and knowledge of Codex among policy/decision makers and experts increased	Technical capacity of national administrations to engage effectively in Codex increased
Activities	
Multiyear packages awarded to countries successful in application process	Capacity-building delivered to groups of countries to address common issues

B. KEY ACHIEVEMENTS IN 2016

The new Codex Trust Fund (CTF) was established, got up and running, and became fully operational in 2016. Transition from the first Codex Trust Fund to the new CTF was seamless with all transitional measures prepared in 2015 so that CTF could go "live" on 1 January 2016. These measures included:

- Establishment of modalities for effective oversight and strategic direction of CTF2 by FAO and WHO;
- Establishment of modalities for FAO/WHO technical input;
- Publishing of the founding project document for CTF2;
- Establishment of new tasks for the Secretariat;

- Redesign and deployment of the CTF website.

The year was marked by a number of achievements and milestones:

- All documentation for CTF2 prepared and posted on the website. The new scope and purpose of the Codex Trust Fund necessitated the preparation of all new documents and materials for information and use by countries. Below are some of the documents that were ready for consultation and use on the CTF website in February 2016 in five languages.
 - FAO/WHO “Diagnostic Tool for Assessing Status of National Codex Programmes” (Codex Diagnostic Tool). The purpose of the tool is to provide a framework for countries to carry out a self-assessment of the current status of the national Codex programme. While the tool was developed to assist countries eligible for support under CTF2 to use as the basis for preparing and submitting applications for support to the Codex Trust Fund, it is seen as a useful tool for all countries interested in assessing the current level of development of Codex activities in the country.
 - Application and guidance materials. This includes the individual and group applications forms, guidelines for the application process and Frequently Asked Questions (FAQs).
- All governance structures established and operating. The four bodies that constitute the governance structure of the Codex Trust Fund were established and became fully operational in 2016. Full terms of reference and composition of the different bodies can be found in the CTF2 Project Document. FAO, WHO and Codex Secretariat management and technical officers are fully engaged and support these structures to ensure optimal management and operation of CTF2. This unique partnership enhances the delivery of the Codex Trust Fund programme and activities, and allows linking to the power of FAO and WHO networks and capacity development programmes at global, regional and country levels; thus enhancing and maximizing efforts to enable full and effective engagement of all countries in Codex.
 - The **Steering Committee** (SC) was established in January 2016 and held its first meeting on 3 February 2016. The Steering Committee held twelve meetings in 2016. Summary notes of all meetings can be accessed at http://www.who.int/foodsafety/areas_work/food-standard/codextrustfund/en/index2.html.
 - The **Technical Review Group** (TRG) was established in April 2016 in anticipation of receipt of applications from the first round. The TRG held several meetings to finalize the assessment of applications, and submit their recommendations to the Steering Committee. The TRG also finalized the written feedback to applicant countries.
 - The **Advisory Group** (AG) was established in April 2016. The first meeting was held on 22 June and the second meeting on 1 September. The reports of these meetings can also be accessed at same webpage.
 - The **CTF Secretariat**, consisting of one professional staff and one general services staff, transitioned and adapted their work to meet the needs of the new Codex Trust Fund.
- First round of applications successfully concluded. The first round of applications opened on 8 March 2016 with 103 countries eligible to apply (see Annex 1 for a list of eligible countries). The deadline for submission of applications in the on-line system was 3 May 2016. 41 applications were received in the on-line system by the deadline. Of these, 38 applications met the pre-screening criteria and were sent to the TRG for full assessment. The Steering Committee decided that four applications were robust enough to be supported from this first round. Complete information on the first application can be found in Annex 2).
- Information sessions delivered to help countries prepare robust applications. Information sessions were held at all four FAO/WHO Regional Coordinating Committees that took place in 2016 to provide information on the scope, focus and activities of the new Codex Trust Fund and assist countries in using the Codex Diagnostic Tool and prepare robust applications. A “virtual” information session and slide decks in five languages can be accessed on the CTF website.

C. MONITORING AND EVALUATION

Work on an M&E framework for the new Codex Trust Fund began in 2016 and is currently being finalized. The framework is based on best practice in terms of M&E frameworks and lessons learned from other organizations and programmes and literature. The framework builds on experiences from the development and

implementation of the M&E framework for the first Codex Trust Fund, with a view to ensuring continuity while adapting the framework to the new focus and design of CTF2.

During 2016 the focus of the monitoring was on looking at how the different structures, processes and procedures had worked in the first year of operation, as well as assessing the application and selection process. Based on the reflection, we can share the following insights.

What did we learn from Year One of CTF2

Functioning of the CTF governance structures

- In general it was found that the governance structures in place for the Codex Trust Fund are effective and there is no plan to change them.
- The composition and operating procedures of the Steering Committee are fit for purpose and the SC is working well.
- The three person composition of the Technical Review Group had a heavy workload to complete the technical assessment and review the 38 applications for Round 1 in the limited time available. This included providing written feedback to each applicant on issues to consider if they re-apply to the CTF2. . Ways of addressing these issues are being considered by the Steering Committee.
- Some members of the Advisory Group expressed that they are still trying to understand their role as AG members, but all of them are engaged and the Steering Committee finds their advice and input useful. The AG has proved to be a good way of improving transparency of the CTF, as well as communicating with different stakeholder groups.
- The CTF Secretariat made a smooth transition to responding to the needs of the new Codex Trust Fund, while producing reports following the closure of the first CTF. When establishing the new CTF, it was recognized that there would be a lot more technical work to meet the new needs of the programme, particularly in capacity-building in countries, and therefore it would be essential to strengthen the technical capacity of the Secretariat. Funding levels did not allow for this technical reinforcement of the Secretariat in 2016, and continuing low funding levels make it unlikely that recruitment will take place in 2017. FAO/WHO staff at headquarters, regional and country levels have stepped in to fill this gap, but this is unlikely to be sustainable moving forward as more countries are supported and demands for technical oversight and assistance increase substantially. The situation has been further complicated in 2016 and 2017 with a number of vacancies of staff covering food safety and Codex in FAO and WHO regional offices.

Application process and country implementation

- *Information on the new Codex Trust Fund and "Call for Applications"* – judging from the number of applications received, the information made available on the application process and the channels used for dissemination appear to have worked well. A number of countries expressed that the time allocated for submission of applications to Round 1 was short.
- *Quality of applications* – many eligible countries are in the learning phase on how to prepare robust applications using a results-based framework and this had an impact on the quality of applications in the first round. Countries expressed satisfaction with the information sessions and other efforts made by FAO/WHO and the CTF Secretariat to assist countries in understanding how to use the Codex Diagnostic Tool and prepare robust applications.
- *Diagnostic tool and application forms* – most applicant countries used the Codex Diagnostic Tool properly and found it to be a useful tool. Some countries highlighted that the process of completing the diagnosis was a long one and required a lot of stakeholder consultation at national level. The TRG is recommending a streamlining of the application forms, in particular to reduce duplication, for ease of use by countries and ease of assessment by the TRG. Ways to improve the quality and comparability of budgets submitted with application forms is also being considered.
- *Assessment of applications* – Despite the time constraints mentioned above, the assessment process went relatively smoothly. The TRG carried out "lessons learned" exercises which form part of this reporting.

- *Feedback to applicant countries* – most applicant countries welcomed the written feedback received from the Codex Trust Fund. A few countries would like it to be even more detailed.
- *Moving from application to implementation*
 - Six to seven months were needed to move from the announcement of the successful applications to finalization of summary project documents and kick-off of implementation in the first countries. While this will always be country-specific, FAO/WHO and the CTF Secretariat will be looking at ways to help reduce this time.

Funding

- CTF was able to move to the operational phase in 2016 by opening a first application round and is able to fund activities in the four countries selected to receive support in the first round.
- Funding levels did not increase (from CTF1) with the exception of contributions from Germany and the Netherlands (contribution not finalized at the time of writing).
- The capacity for planning over the medium term with sustainable funding (e.g. multi-year commitments) did not increase.
- Donors appear willing to support CTF2 but funding has not always followed oral expressions of support.
- The Codex Trust Fund began 2017 with a very substantial funding gap in relation to the original projections of funding needed in the founding Project Document.

Financing Dialogue

The first Financing Dialogue for the Codex Trust Fund was held on 12 April 2016 on the margins of the CCGP and some 47 Codex member countries and organizations attended, in addition to observers' organizations. The Financing Dialogue was organized by FAO/WHO, Codex Secretariat and the Codex Trust Fund to:

- 1) Highlight the current funding gap facing the Codex Trust Fund and consequences for the entry into force of the operational phase of CTF2 (e.g. providing support to successful applications in countries/groups of countries).
- 2) Exchange with Codex member countries on how to increase predictability and sustainability of funding over 3-5 year time lines.

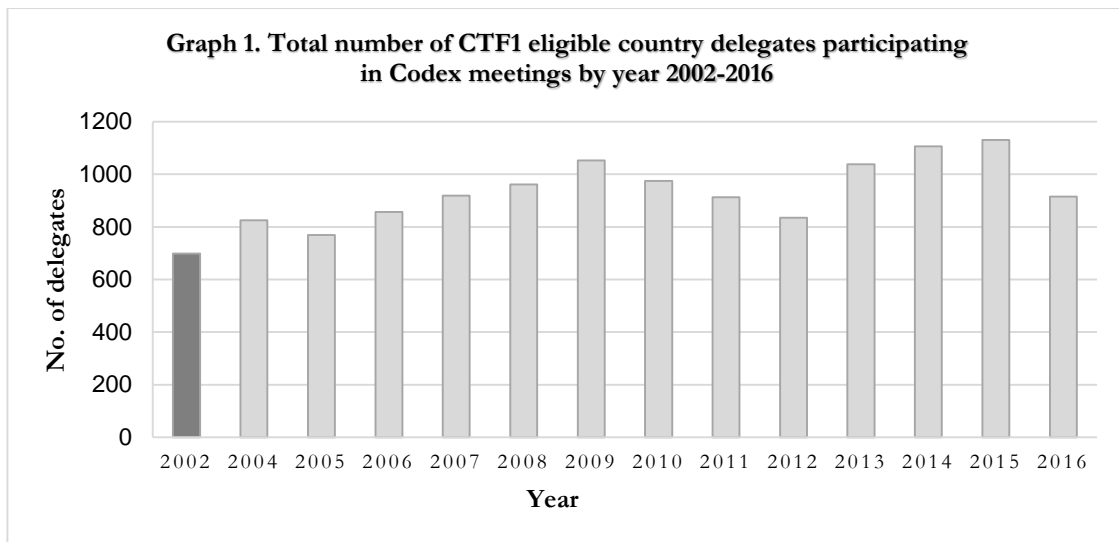
During this session participants exchanged on four key questions:

- 1) What are the key arguments that can be used with different sectors to secure support for the Codex Trust Fund?
- 2) How can we increase the amounts of contributions?
- 3) How can we increase the visibility of funding over a 3-5 year timeline through pluri-annual contributions?
- 4) How can we widen the donor base?

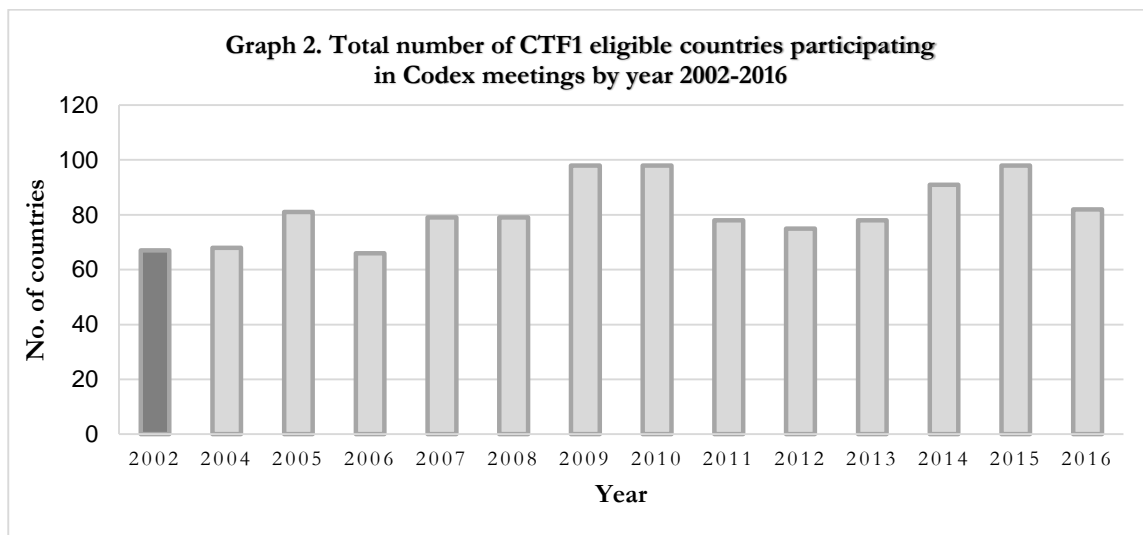
Participants highlighted different actions that could be taken in countries/organizations going forward. While results of the Financing Dialogue did not bring immediate results in 2016, it is hoped that efforts will continue in countries and organizations.

Monitoring the impacts of CTF1 on Codex meeting participation in 2016

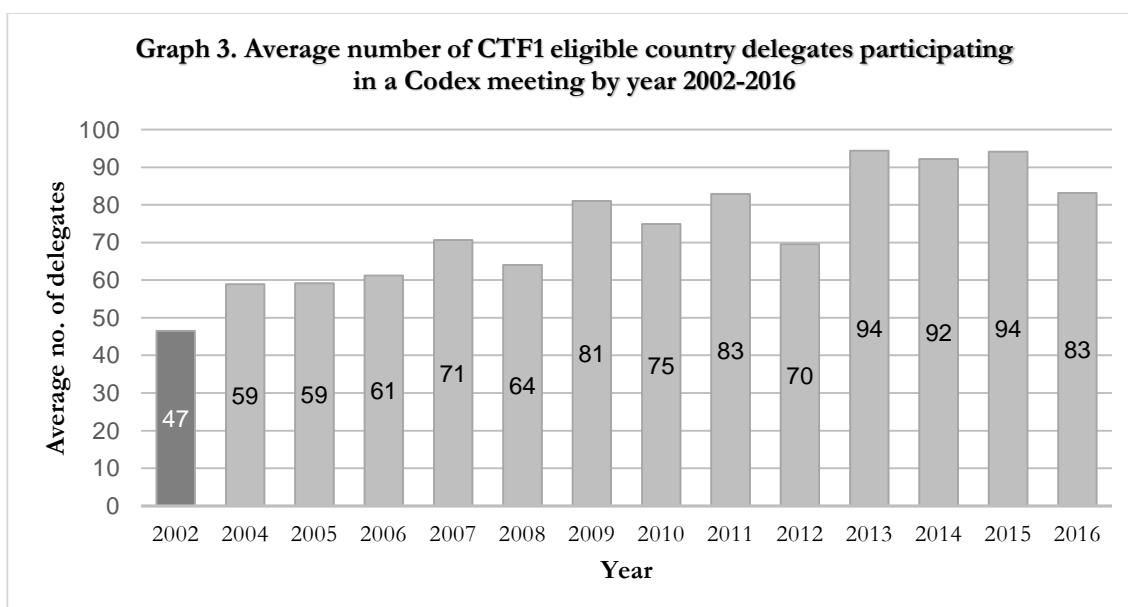
In the analysis below, the figures from 2002 are used as the baseline data before the CTF1 started to support eligible countries. They serve as a yardstick to measure the figures obtained after the closure of CTF1. All data used for the graphs is based on participation in Codex Committees and is exclusive of the Codex Alimentarius Commission (CAC), the Executive Committee (CCEXEC), Working Groups and FAO/WHO Regional Coordinating Committees.



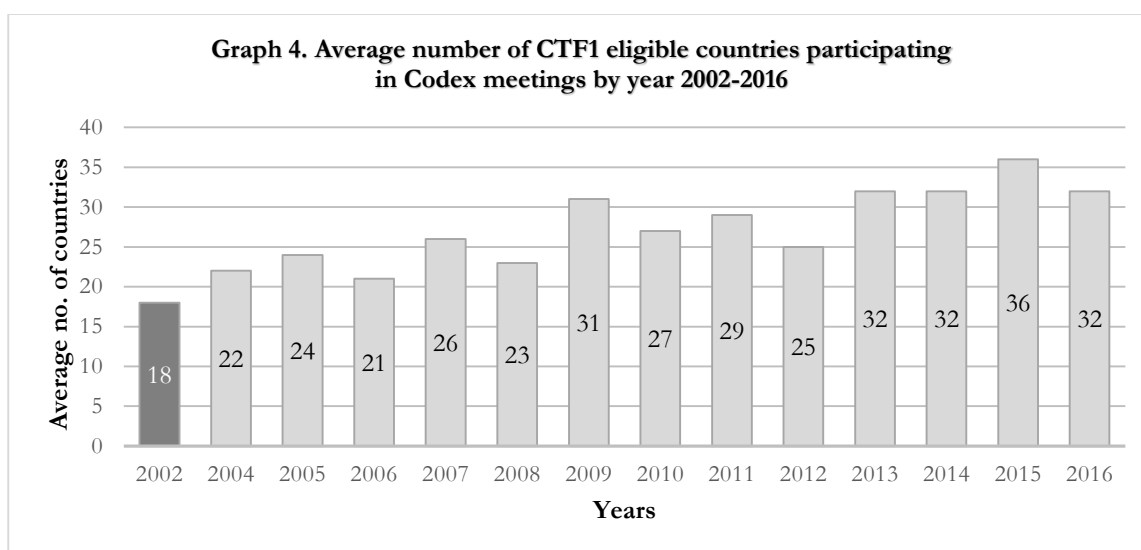
Graph 1 indicates that, while there was a small drop in number of CTF1 eligible country delegates participating in Codex meetings in 2016, an elevated level of participation is maintained even after the gradual winding up of CTF1. The drop in 2016 may be related to the lower number of Codex meetings in that year.



Similar to Graph 1, Graph 2 shows that the number of CTF1 eligible countries participating in Codex meetings remained within the trend over the period 2004-2016.

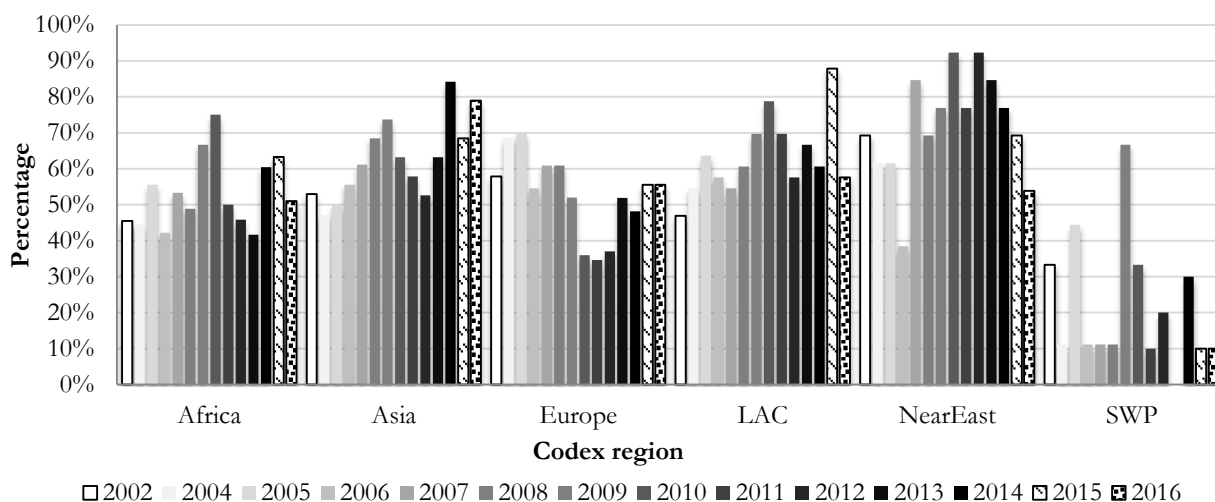


This graph indicates that the average number of delegates from CTF1-eligible countries participating in a Codex meeting has risen quite steadily since the CTF1 was initiated in 2004 with average numbers of delegates over 90 for the years 2013-2015. This dipped to an average number of 83 delegates in 2016 participating in a Codex meeting in the first year after CTF1 ceased supporting any participants but the trend is still positive.



The average number of CTF1 eligible countries participating in Codex meetings has risen steadily since 2002. Before the CTF1 started there was an average of only 18 developing and transition economy countries participating in Codex meetings. Now there are over 30.

Graph 5. Percentage number of CTF1 eligible countries participating in at least one Codex meeting by region & by year

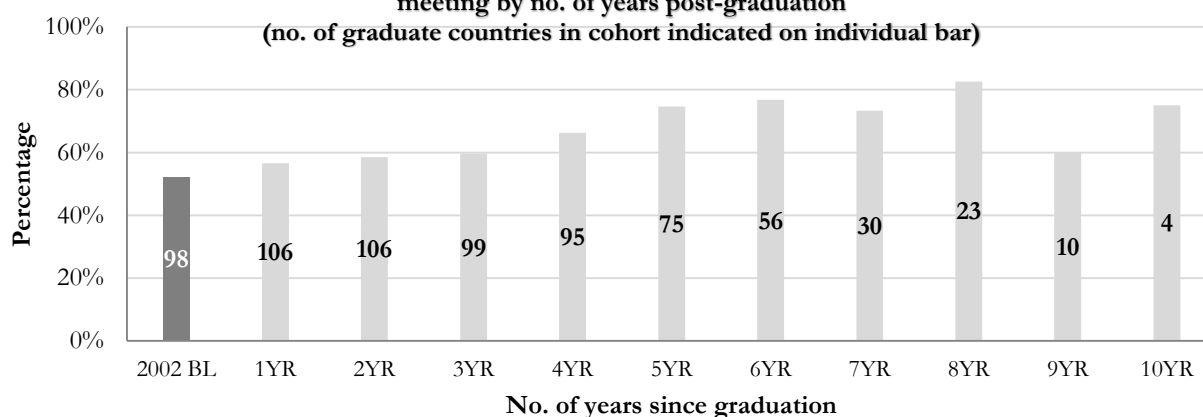


This graph indicates that there is considerable difference between regions in the evolution of percentages of CTF1 eligible countries participating in at least one Codex meeting each year.

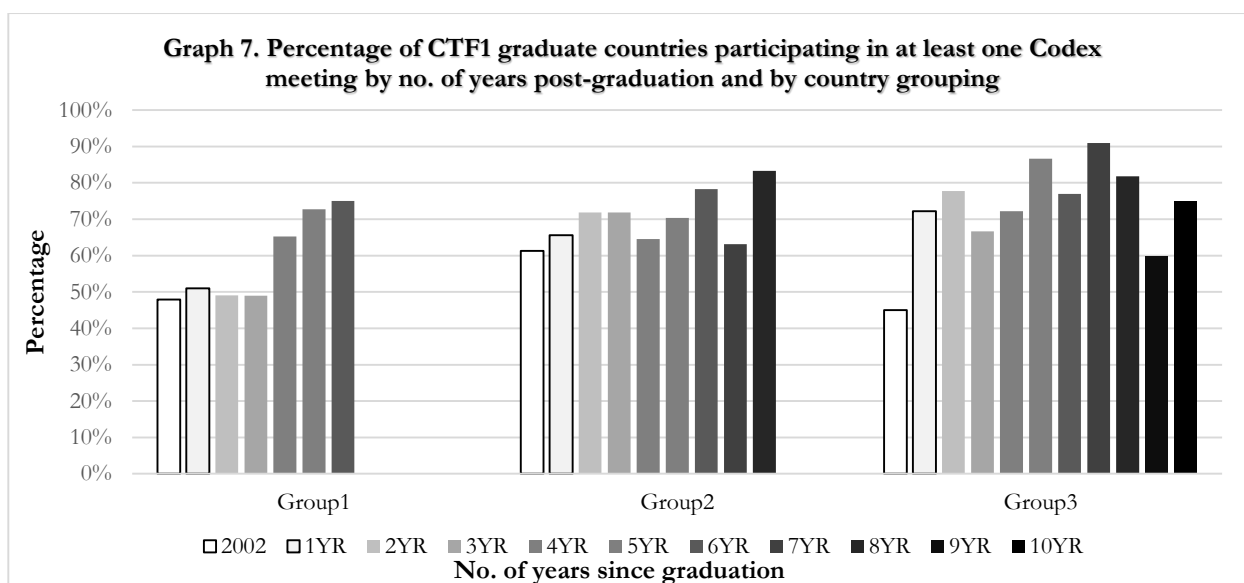
There are three distinct groupings:

- 1) the African, Asian and Latin America and Caribbean regions benefited from CTF1 and recorded the highest percentage of participation in the middle years of CTF1 (2009-2010). A second peak was seen in the final years of CTF1 (2014-2015).
- 2) Europe shows a different picture where there was no peak during the middle years of CTF1 but some increase in the later years (2013-2015) and this remained steady in 2016.
- 3) For the Codex Near East region there was a peak in participation between 2007 and 2012 but this has declined steadily since. The SWP is uneven with peaks in some years with some similarities to the Near East, but with no discernible trend. Both of these regions had small numbers of eligible countries.

Graph 6. Percentage of CTF1 graduate countries participating in at least one Codex meeting by no. of years post-graduation
(no. of graduate countries in cohort indicated on individual bar)



This graph shows a steady rise in the percentage of CTF1 graduate countries participating in at least one Codex meeting in the years following graduation. Years 5, 6, 7 and 8 show the highest percentages of between 75 and 83% showing positive, latent (medium-term) effects of CTF support. Very few countries have reached the 9th and 10th years post-graduation and these participation rates will have to be monitored over time as the N numbers become higher in the later years.



Graph 7 shows the same information as Graph 6 but is broken down by the country groupings that were used in CTF1¹.

For Group 1 the effect of CTF1 was not visible in first three years following graduation, staying at the same level as the 2002 baseline. From Year Four there was a substantial increase and a steady increase afterwards.

In Group 3 countries there was an immediate increase in participation observed from Year One seeming to indicate that countries in this group were more responsive to CTF1 support. There is an overall slight upward trend and high percentages of participation in years 5-8 after graduation.

Group 2 shows a picture somewhere between Groups 1 and 3. Starting with a relatively high baseline of 61% in 2002, Group 2 countries have high overall percentages of participation in at least one Codex meeting per year with a peak of 83% in 8th year after graduation.

D. UPDATE ON THE FOOD CONSUMPTION SURVEY PROJECT (Initiated under CTF1)

In December 2015 the first Codex Trust Fund signed a contribution agreement with the European Commission to carry out a project to increase and harmonize individual food consumption data for exposure assessment in selected ASEAN countries in the Codex Asian region. This project was scheduled to have started in 2014 as an activity to support the mandate of the first Codex Trust Fund in the area of enhancing scientific and technical input to Codex, but protracted discussions on funding delayed the start.

The aim of the project is to improve the assessment of nutrient intake and dietary exposure to chemical and biological agents in food in support of international and national standard-setting. The project started in January 2016 and will conclude in December 2017. FAO and WHO officers at headquarters provide technical and management oversight on this project. Activities carried out between May and December 2016 are highlighted below:

Food consumption survey in Lao PDR:

- Methodology of the survey in Lao PDR was designed. The Northern lowland, Central-southern highland, and Mekong corridor were randomly selected using multistage stratified random and cluster sampling based on the wide diversity of the country regions in terms of climate and agriculture.
- The foods consumed (food groups) were developed based on food consumption patterns of people in Lao PDR and the local mix dish tables.
- The first round of data collection (rainy season) was conducted during the period 25 September–15 December 2016. About 1,021 respondents were interviewed and the data are computed in parallel

¹ Group 1=LDCs and other Low Income Countries. Group 2=Middle Income Countries with low, medium or high human development status. Group 3=Upper Middle Income Countries with medium or high human development status.

with the data collection, then recoded using the global categorization foods system tool (FoodEx2) developed by the European Food Safety Authority (EFSA). The data collection was conducted by enumerators trained under the Better Training for Safer Food (EU BTSF) programme and data was entered into INMUCAL software.

Regional harmonization of food consumption data:

- A Regional Training Workshop was organized on 17-18 October 2016 in Salaya, Thailand to train national teams to perform preliminary categorization using FoodEx2. The project supported 16 participants from seven ASEAN countries.
- A similar training was organized on FoodEx2 in Putrajaya, Malaysia on 20-21 October 2016. This two-day event was designed to support the work of Malaysia in leading the region on the establishment of the ASEAN Risk Assessment Centre (ARAC).

E. FINANCIAL REPORTING

This section gives information on the income and expenditure of the first year of activity of CTF2. Separate financial information is provided on the food consumption survey project as income and expenditure for this specific project is managed separately from other funding for the activities of CTF2. Staff cost and administrative costs associated with the CTF Secretariat are common to both and appear under the overall CTF2 financial reporting.

CTF2 income and expenditures 2016

To provide a complete financial picture, this section gives financial information on:

- Funding carried over at the end of December 2015 from CTF to CTF2;
- Contributions received in 2016;
- Expenditures on CTF2 in 2016;
- Expenditures on the Food Consumption Survey.

On 1 January 2016 there was a positive balance of US\$724,678 which was carried over from CTF1 to CTF2.

During the period January – December 2016, a total of US\$855,725 was received as contributions from six member countries and the European Community (see table 1)

Table 1
Contributions received 1 January-31 December 2016

Donor	2016 (\$US)
Canada	143,164
European Community	264,862
Germany	110,988
Japan	163,820
New Zealand	17,078
Switzerland	50,813
United States	105,000
Total	855,725

Expenditure recorded from Codex Trust Fund for the period from 1 January – 31 December 2016 totalled US\$ 857,984 (including Programme Support Costs, PSC). A breakdown of expenditure into budget categories appears in Table 2 below.

Table 2
Expenditures 1 January-31 December 2016

(\$US)

Support to countries	191,219
Project Administration*	93,797
Monitoring & Evaluation	14,000
Staff Cost	462,246
Programme support cost (PSC)	96,722
Total (including PSC)	857,984

* Includes: staff travel, IT equipment, translation, consultancies, communications (telephone, printing, mailing)

Food consumption survey project income and expenditures 2016

In December 2015, an agreement was signed with the European Commission to provide funding for the food consumption survey for a total contribution of EUR 350,000 (US\$ 384,615). The first pre-financing of EUR 105,000 (US\$ 115,384) was received in January 2016. The total eligible expenditures in 2016 as at 31 December 2016 were US\$ 88,107 (including PSC).

Annex 1

Codex Trust Fund-2 (CTF2) table of eligible countries**Provisional list of countries eligible for support from CTF2 (as at 30 October 2015)**

Currently 103 eligible countries, subject to change with new Codex members

Includes all countries with low & medium HDI, other low or middle income SIDS and LLDCs with high HDI

LDCs & LICs are indicated in **bold font**

Codex region					
Africa (48)	Asia (15)	Europe (9)	Latin American & Caribbean (16)	Near East (5)	South-West Pacific (10)
Angola, Benin , Botswana, Burkina Faso, Burundi , Cabo Verde, Cameroon, Central African Republic, Chad, Comoros , Congo Rep., Côte d'Ivoire, DR Congo, Djibouti, Equatorial Guinea, Eritrea, Ethiopia , Gabon, Gambia , Ghana, Guinea, Guinea-Bissau, Kenya, Lesotho, Liberia, Madagascar, Malawi, Mali, Mauritania , Mauritius, Morocco, Mozambique , Namibia, Niger , Nigeria, Rwanda, Sao Tome and Principe, Senegal, Sierra Leone, Somalia , South Africa, South Sudan, Swaziland, Togo, Uganda, United Rep. of Tanzania, Zambia, Zimbabwe	Afghanistan, Bangladesh, Bhutan, Cambodia, DPR Korea , India, Indonesia, Lao PDR , Maldives, Mongolia, Myanmar, Nepal , Pakistan, Philippines, Vietnam	Armenia, Azerbaijan, Kazakhstan, Kyrgyzstan, FYR of Macedonia, Republic of Moldova, Tajikistan, Turkmenistan, Uzbekistan	Belize, Bolivia, Dominica, Dominican Rep., El Salvador, Grenada, Guatemala, Guyana, Haiti , Honduras, Jamaica, Nicaragua, Paraguay, St. Lucia, St Vincent & the Grenadines, Suriname,	Egypt, Iraq, Sudan , Syrian Arab Rep., Yemen	Cook Islands, Fiji, Kiribati , Micronesia (FS of), Nauru, Papua New Guinea, Samoa, Solomon Islands , Tonga, Vanuatu

Abbreviations:

LDC – least developed country

LIC – low income country

HDI – human development index

SIDS – small island developing state

[Developed-Countries.aspx](#)

LLDC – landlocked developing country

Sources of information:

For human development status – <http://hdr.undp.org/en/content/table-1-human-development-index-and-its-components>

For income status - <http://data.worldbank.org/about/country-and-lending-groups>

For lists of SIDS and LLDCs - <http://unohrrls.org/about-sids/country-profiles/> and <http://unohrrls.org/about-lls/country-profiles/>

For list of LDCs - <http://unctad.org/en/Pages/ALDC/Least%20Developed%20Countries/UN-list-of-Least-Developed-Countries.aspx>

Annex 2

Information on the first application round

The first round of applications opened on 8 March 2016 with 103 countries eligible to apply. The deadline for submission of applications in the on-line system was 3 May 2016.

The application process consists of the following steps:

- Applications submitted in on-line system
- Pre-screened by CTF Secretariat according to criteria
- Sent to FAO/WHO Regional Officers for comment
- Assessed by Technical Review Group according to criteria
- Recommendations of TRG sent to Steering Committee
- Deliberation and final decision by SC
- Countries notified of decision by SC

In the first application round 41 applications were received in the on-line system by the deadline. Of these, 38 applications met the pre-screening criteria which are as follows:

- Application submitted on time
- Application submitted by official CCP in country or in lead country (for group applications)
- All contact information for submitting CCP given
- Fully completed and signed application form uploaded
- Fully completed action plan uploaded
- Fully completed budget uploaded
- Summary tables 5.1 and 5.2 from Diagnostic Tool uploaded

The other three countries did not meet the pre-screening criteria as additional documents required were not submitted in the on-line system.

37 individual country applications and one group application were sent to FAO/WHO regional food safety advisers for comment and made available to the Technical Review Group for assessment. The regional breakdown of completed applications is as follows:

- 24 from Codex African region
- 4 from Codex Asian region (including one group application)
- 2 from Codex European region
- 2 from Codex Latin American and Caribbean region
- 3 from Codex Near East region
- 3 from Codex Southwest Pacific region.

The TRG held their first preparatory meeting in May 2016 and individual members began the work of assessing pre-screened applications from the first application according to the following assessment criteria:

- Evidence of intersectoral collaboration in the preparation of the application;
- Use of the results from the Codex Diagnosis Tool for project design and rationale;
- Clear project goals;
- Clear, measurable and relevant project outputs that are adequate for achieving project goals;
- Clear, specific, achievable, relevant project activities that are relevant for achieving outputs;
- Clear indication of timelines and responsibility for delivery of activities;
- Identification of how sustainability of outcomes will be ensured after the end of project support;
- Identification of risks and risks mitigation strategies;
- Detailed, realistic and acceptable budget that is commensurate with project action plan;
- Assessment of the overall quality of the proposal.

Additional meetings of the TRG were held to: discuss individual assessments and come to agreement on a common assessment of applications using the standardized assessment tables; apply the prioritization scoring table (Annex 6 of the project document); submit recommendations to the Steering Committee on applications considered robust enough to be supported; agree on the format and content to be used to provide written feedback to all applicant countries; discuss the learning from the first application round and prepare a report for the Steering Committee.

Recommendations of the TRG were sent to the Steering Committee for deliberation at their ninth meeting which took place on 14 and 15 June 2016. The Steering Committee decided that the applications from Ghana, Kyrgyzstan, Madagascar and Senegal would be supported from the first application round. All applicant countries received written feedback from the Codex Trust Fund Secretariat based on the assessment of the TRG.

Between September and December 2016, Ghana, Madagascar and Senegal finalized the summary project document that will be used for project implementation and contracts were established for the first phase of activities in each country. By December 2016 Kyrgyzstan had done a first draft of the summary project document for review.