



**Food and Agriculture
Organization of the
United Nations**



**International Treaty
on Plant Genetic Resources
for Food and Agriculture**

Item 18 of the Provisional Agenda

ELEVENTH SESSION OF THE GOVERNING BODY

Lima, Peru, 24–29 November 2025

Mechanisms and Approaches to Improve Rate of Contributions to the Core Administrative Budget

Executive Summary

The Governing Body has repeatedly noted with concern that the number of Contracting Parties that contribute to the Core Administrative Budget (CAB) remains low, despite its call to all Contracting Parties to make their contributions. Consequently, at the Tenth Session it requested the Secretary to explore, under the guidance of the Bureau, possible mechanisms or approaches to improve the rate of contributions to the CAB by Contracting Parties, including lessons that may be learned from other similar instruments, and to report back to the Governing Body at its Eleventh Session.

This document has been prepared to present relevant information, with the guidance of the Bureau, regarding possible mechanisms or approaches to improve the contribution rate of Contracting Parties to the CAB, for consideration by the Governing Body.

Guidance Sought

The Governing Body is invited to take note of the information contained in this document and give any further guidance it considers appropriate regarding measures to improve the rate of contributions by the Contracting Parties to the CAB.

I. INTRODUCTION

1. According to Rule 3.3 a) of the Financial Rules of the Governing Body of the International Treaty, the Core Administrative Budget (CAB) includes the voluntary contributions of Contracting Parties, as stated under Rule 5.1 b).¹

2. The execution of the work programme is subject to timely availability of adequate resources within the CAB. The Governing Body, therefore, through its Resolutions on the Work Programme and Budget (WPB), has repeatedly urged all Contracting Parties to provide the resources required for the CAB, recognizing that the Work Programme and Budget, as adopted, reflects the consensus of Contracting Parties.

3. Accordingly, all Contracting Parties are expected to make their contributions at a commensurate level as the demonstration of their commitment to the Programme of Work, which they adopted, and to the overall implementation of the Treaty.

4. While making contributions to the CAB is not mandatory, it is an essential and shared responsibility of all Contracting Parties, based on the fair share principle, to provide and ensure necessary resources to implement the Governing Body's work programme, and to maintain and advance implementation of the International Treaty.

5. In addition, in recent Resolutions adopting the WPB, the Governing Body has noted with concern that the number of Contracting Parties that contribute to the CAB remains low, despite its call to all Contracting Parties to make their contributions.

6. Consequently, at its Tenth Session the Governing Body requested the Secretary to explore, under the guidance of the Bureau, possible mechanisms or approaches to improve the rate of contributions to the CAB by Contracting Parties, including lessons that may be learned from other similar instruments, and to report back to the Governing Body at its Eleventh Session.²

7. This document has been prepared to present relevant information, with the guidance of the Bureau, regarding possible mechanisms or approaches to improve the contribution rate of Contracting Parties to the CAB, for consideration by the Governing Body.

II. PRACTICE AND SITUATION REGARDING CONTRIBUTIONS FROM CONTRACTING PARTIES TO THE CORE ADMINISTRATIVE BUDGET

8. In accordance with Financial Rule 5.1 b), which states that there shall be “an indicative scale of contributions available to a Contracting Party, upon its request to the Treaty Secretary, to serve as guidance regarding the possible level of its contribution. This voluntary indicative scale of contributions shall be adopted by the Governing Body by consensus and maintained by the Treaty Secretary...”.

9. In this context, the practice has been that individual calls for contributions are issued in a letter to all Contracting Parties at the beginning of a biennium, with another specific follow-up communication undertaken at the beginning of the second year of a biennium, as necessary.

10. The status of contributions to the CAB is regularly updated on the International Treaty website, to provide clear and latest information that can facilitate Contracting Parties' consideration and decisions to contribute to the CAB. Whenever possible, the Secretary and his staff take the opportunity to make follow-up communications with individual Contracting Parties and to discuss their contributions to the CAB.

11. The following table shows the recent situation regarding contributions received from Contracting Parties. The latest information for the 2024–2025 biennium is provided in the document, IT/GB-11/25/18.3, *Financial Report on Progress of the Work Programme and Budget for the 2024–2025 Biennium*.

¹ [Financial Rules of the Governing Body](#)

² [Resolution 17/2023 - Work Programme and Budget 2024–2025 \(fao.org\)](#)

Biennium	CAB net amount by CP* (USD)	Amount paid by CP**	No. of CPs paid***	Total No of CPs	WPB Resolution
2014/15	4 943 284	4 201 311	60	131	Res 13/2013
2016/17	5 105 517	4 594 416	60	136	Res 11/2015
2018/19	5 809 269	5 374 231	61	144	Res 14/2017
2020/21	5 809 274	5 305 765	67	146	Res 14/2019
2022/23	5 809 275	4 862 868	66	149	Res 17/2022

*as adopted, without the indicative amount for the European Union

**in relation to the biennium and including contributions to the Working Capital Reserve and the Third Party Beneficiary Operational Reserve

***including the European Union

12. While the level of contributions relative to the budget has been improving in recent years, the number of contributing Contracting Parties has remained consistently low. In addition, although the indicative scale of contributions has been adhered to by the majority of Contracting Parties when making contributions to the CAB, some have paid a lower figure than the amount suggested by the indicative scale, which always poses the challenge of how to cover the funding shortfall.

III. MECHANISMS AND APPROACHES OF OTHER SIMILAR INSTRUMENTS

13. FAO has about a dozen bodies established by conventions or agreements under Article XIV of its Constitution – the so-called Article XIV bodies – of which the International Treaty is one. In general, Article XIV bodies enjoy a measure of functional and operational autonomy, while differentiated nature and functional needs exist among them, depending on their specific characteristics and operational requirements. The International Treaty is one such body that is generally considered to be actively operating with a higher level of autonomy, especially in budgetary terms.

14. To seek the necessary guidance, the Secretary of the International Treaty presented to the Bureau for its review the relevant information regarding the mechanisms and approaches of five relatively similar instruments or entities concerning Members' or Contracting Parties' contributions to their core budget (three FAO Article XIV bodies and two others): the **General Fisheries Commission for the Mediterranean (GFCM)**, **Indian Ocean Tuna Commission (IOTC)**, **International Plant Protection Convention (IPPC)**, **Convention on Biological Diversity (CBD)** and the **United Nations Environment Programme (UNEP)'s Environment Fund**.

15. All five instruments or entities operate with governance structures, decision-making procedures, financial rules and arrangements that differ from those in place under the International Treaty. While taking into account the important and relevant differences between the five instruments or entities and the International Treaty, in particular, in relation to financial structure and management, the following table presents a synthesis of key elements concerning Contracting Parties' contributions to the core budget. As reference, relevant information regarding the FAO Regular Programme budget is also included in the table for comparison.

	Core budget funding source	Contracting Party's contributions	Consequences/sanctions for non-payment
International Treaty	Voluntary contributions + FAO Regular Programme funds	Voluntary payment, mostly in accordance with the indicative scale of contributions adopted by the Governing Body, which applies to all Contracting Parties	None. The Governing Body encourages all Contracting Parties to contribute
GFCM	Fully Autonomous budget	Mandatory, in accordance with the scale of contributions and the scheme adopted by the Commission	No vote in the Commission

IOTC	Fully Autonomous budget	Mandatory, in accordance with the scale of contributions and the scheme adopted by the Commission	No vote in the Commission
IPPC	FAO Regular Programme funds + Others	Voluntary payment to various trust funds	None. The Commission (CPM) strongly encourages Contracting Parties to contribute
CBD	Autonomous budget	Mandatory, in accordance with the scale of assessments of the United Nations	Not eligible to be a member of certain subsidiary bodies
UNEP: Environment Fund	UN Regular budget + Environment Fund + Others	Voluntary, in accordance with the voluntary indicative scale of contributions established by the UNEP Governing Council that applies to all Member States	None. All Member States are encouraged to contribute
FAO	Regular Programme Budget	Mandatory, in accordance with the scale of contributions approved by the Conference	Loss of voting rights in the Conference; ineligibility for election to the Council; loss of seat in the Council

IV. POSSIBLE APPROACHES TO IMPROVE THE RATE OF CONTRIBUTIONS TO THE CORE ADMINISTRATIVE BUDGET

16. Reviewing the information provided in Section III, some approaches might be considered more relevant and applicable in the context of the International Treaty – with necessary adaptation – as possible measures to improve the rate of contributions to the International Treaty’s CAB. While similar approaches are already being undertaken under the International Treaty, enhancing those efforts could be recommended, to provide more incentives or as a positive reinforcement to encourage more Contracting Parties to contribute to the CAB. The following measures are suggested:

- i. The Secretary further strengthens communication with Contracting Parties regarding the contributions received. In addition to providing more frequent updates on the status of contributions on the International Treaty website, the Secretariat could also send an email alert or notification to the Contracting Parties to bring the status to their attention, as well as sensitize the delegations in Rome on the matter. at every available occasion.
- ii. The Secretary requests a reply to a CAB letter within a timeline. This would aim to facilitate follow-up communication and the understanding of any issues or problems that Contracting Parties may be facing related to payment (the reason that they cannot make contributions, or are finding it difficult to do so), so as to help address these challenges and facilitate possible solutions, as appropriate, to enable payment.
- iii. Increase visibility, recognition and appreciation for Contracting Parties that contribute to the CAB or provide extra funding in support of the budget. Specific mention of Contracting Parties that have contributed to the CAB may be provided in relevant documentation and communication, including at Governing Body sessions.
- iv. Bureau members encourage Contracting Parties within their respective regions to make contributions. This could be undertaken as the opportunity arises, as well as through dedicated outreach with the support of the Secretariat.
- v. Making CAB contributions mandatory in future could be another important approach to be considered by the Governing Body, although it was observed in the information presented to the Bureau that making CAB contributions mandatory might not automatically translate into increased contributions with increased number of contributing Contracting Parties. It was,

however, also indicated that practical and procedural implications of the initiating the process for adopting such a measure should be first be considered, as appropriate.

Procedural aspects of making CAB contributions mandatory

17. While the Secretary will continue to make and further strengthen efforts to encourage all Contracting Parties to provide contributions to the CAB, if the Governing Body decides to consider making Contracting Parties' contributions to the CAB a mandatory payment, amendments to the Financial Rules of the Governing Body, in particular Rule 5.1 b) and other related provisions, will be required through adoption by consensus by the Governing Body.³

18. Additionally, further to the amendment of the Financial Rules making Contracting Party's contribution to the CAB mandatory, the Governing Body may also consider whether establishing any incentive measures or legal consequences would be necessary, so as to improve the rate of receipt of contributions from the Contracting Parties.

19. While taking into consideration different governance structures, decision-making procedures, financial rules and operating environments, the table presented in Section III offers information about possible measures that the International Treaty might consider applying to respond to the non or late-payment of mandatory contributions. These include, for example, the non-eligibility to be a member of certain subsidiary bodies after a number of years of arrears. Another possible measure would be the loss of voting rights in the Governing Body, should that situation ever arise to resolve any issue before the Governing Body. There would also need to be the consideration of and guidance from the General Rules and other relevant practices of FAO on related matters

V. GUIDANCE SOUGHT

20. The Governing Body is invited to take note of the information contained in this document and give any further guidance it considers appropriate regarding measures to improve the rate of receipt of contributions from the Contracting Parties to the CAB. In this regard, relevant elements are included in the draft Resolution contained in Annex of document IT/GB-11/25/18 for consideration by the Governing Body.

³ [Rule IX of the Financial Rules](#)