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**REPORT BY THE AD HOC WORKING GROUP ON RELATIONS
BETWEEN THE THREE ORGANS OF UNESCO**

OUTLINE

Source: 32 C/Resolution 81.

Background: The General Conference requested the President of its 32nd session to establish an ad hoc working group to examine the relations between the three organs of UNESCO, and recommend the most effective means to strengthen their respective roles.

Purpose: This document contains the final report of the ad hoc working group. Based on an analysis of the current role and functions of the General Conference, the Executive Board and the Secretariat, the working group sets out a number of recommendations on UNESCO's programme management cycle. Specific recommendations are also made for each of UNESCO's three organs with a view to reinvigorating their respective roles in accordance with UNESCO's Constitution, notably Articles IV, V and VI, improve their interplay, and enhance the overall efficiency, effectiveness and accountability of the Organization. The document is prefaced by a brief foreword by the President of the 32nd session of the General Conference, who has chaired the ad hoc working group.

Decision required: A draft resolution drawn up with a view to the adoption of the group's recommendations is contained in the Addendum to the present document.

FOREWORD

The main functions of UNESCO's three organs – the General Conference, the Executive Board and the Secretariat – are clearly listed in the Constitution, notably Articles IV, V and VI. Nevertheless, the actual implementation of these functions, and in particular the interaction among the three organs, has been on UNESCO's agenda almost since the creation of the Organization. This is not surprising, since governance is of paramount importance to all international organizations, and perhaps in particular to an organization like UNESCO with a complex structure, and a very broad mandate.

The first Director-General did in fact promptly set up a committee to advise him on the subject; and its conclusions and recommendations were debated during the fourth session of the General Conference in 1949. During the almost 60 years that have passed since then, the issue of UNESCO's governance has been in the forefront of many a study, and many a debate, in our Organization. I believe that all acknowledge that progress has been made, but that we still have some way to go to find the ideal solution.

The world is changing very rapidly; and UNESCO must change with it to continue to live up to its responsibilities. It is a constant challenge to remain effective and relevant, and to face the ever increasing demands on UNESCO, as translated into a growing workload for the Secretariat, and steadily growing agendas for the General Conference and the Executive Board. At the same time, budgetary constraints have obliged us to reduce the time that we spend at sessions of the governing bodies. With the increasing number of Member States in UNESCO, all wishing to be actively involved in the programming and monitoring of UNESCO's activities, it is obvious that we are no longer able to devote the necessary time to the preparation and debate of all the issues in front of us. We must therefore look for measures that can render UNESCO's governance effective under full respect for the most basic concerns for inclusiveness and democracy.

The ad hoc working group on the relations between the three organs of UNESCO, which I have had the honour to chair during this past biennium, thus inscribes itself in the long history of ongoing efforts to improve UNESCO's governance with a view to rendering our Organization as effective, relevant and visible as we would all wish. I hope that the recommendations of the working group will facilitate – maybe even in a decisive manner – the attainment of that noble goal.

I wish to express my warm appreciation to the members of the group, and its resource persons, for their commitment that has made the enclosed report possible. I also thank Ambassador Hans-Heinrich Wrede, Chairman of the Executive Board, for his constant support and encouragement. And I pay tribute to Mr Koïchiro Matsuura, the Director-General, and his staff for their never-failing support to our group.

Paris, February 2005
Michael Omolewa
President of the General Conference

I. EXECUTIVE SUMMARY AND RECOMMENDATIONS

In accordance with 32 C/Resolution 81, and addressing its own terms of reference, the ad hoc working group on the relations between UNESCO's three organs has undertaken an extensive analysis of the role and functions of UNESCO's three organs – the General Conference, the Executive Board and the Secretariat – and their respective interrelationship, and on this basis sets out the following recommendations:

R.1 – *The working group recommends major reform of the programme management cycle reflecting the following principles:*

- *a longer programme management cycle;*
- *a more timely, comprehensive and policy-oriented performance evaluation report (“new style” C/3) that would contribute to the formulation of the new programming documents;*
- *a comprehensive results-based strategic policy planning document (“new style” C/4), thoroughly prepared under direct involvement of the Member States, and debated and adopted at a strategically focused General Conference;*
- *a more detailed operational programme and budget (“new style” C/5), flowing from the strategic policy planning document, and debated and adopted at the following General Conference.*

R.2 – *The working group recommends the preparation of a more comprehensive and detailed evaluation document on UNESCO's programme delivery and performance as the basis for the planning of future programmes (“new style” C/3). In particular, the Director-General's six-monthly progress reports to the Executive Board (EX/4) should be prepared in such a manner that they can easily feed into the regular performance evaluation of the implementation of the programme and budget. The draft C/3 document should be made available to the Executive Board at its spring session immediately following the second General Conference in the preceding programme management cycle.*

R.3 – *The working group recommends that UNESCO introduce a programme management cycle of four years. The programme and budget (“new style” C/5) should cover a four-year period and should be presented to Member States in a format providing detail up to the level of programme actions, and the staffing resources required to implement them.*

R.4 – *The working group recommends that the General Conference occurring at the midpoint of each four-year budget cycle be focused on development of a strategic vision for the subsequent budget cycle. Discussions at the General Conference should be facilitated by a strategic planning document (“new style” C/4).*

R.5 – *The working group recommends regular comprehensive reporting to the General Conference and the Executive Board on extrabudgetary activities. Such reporting should make transparent the coherence between regular programme and extrabudgetary activities, and progress towards the full attainment of such coherence between the two sets of activities. The working group also recommends that the Secretariat involve the governing bodies more directly in the planning of extrabudgetary activities.*

R.6 – *The working group recommends that new simplified criteria for the submission of draft resolutions to the General Conference relating to the C/4 and C/5 documents be defined by the*

Executive Board for approval by the General Conference. In the event that the proposal cannot be met from the existing budget, draft resolutions with financial implications must contain proposals for corresponding cuts in the draft programme and budget. The group also recommends that the examination and subsequent decisions concerning the admissibility of this category of draft resolutions be entrusted to the Legal Committee of the General Conference. The Rules of Procedure of the General Conference should be amended accordingly.

R.7 – *The working group recommends reducing the number of agenda items for the General Conference with a view to focusing discussions on the key priorities of the Organization.*

R.8 – *The working group recommends that UNESCO should use its convening power better in order to make the General Conference a more interesting meeting place, and better suited to allow new inputs to its programmes, for instance through the organization of thematic debates, introduced by renowned experts or ministers from Member States, as well as an increased number of round table discussions. The working group also recommends that the general policy debate be organized differently, taking into account best practices of other intergovernmental organizations, and using innovative means with the aim of attracting the interest of the media, and the public at large. The new format of the general debate should give the heads of delegations adequate opportunity to deliver their main political message, preferably focused on selected themes. During the General Conference, one or several ministerial round tables could continue to be organized; furthermore, other innovative, interactive discussions could be held with a view to promoting “real” dialogue/networking among Member States.*

R.9 – *The working group recommends that all elections take place at a very early stage of the General Conference, and that the election procedures be improved, and preferably automated. Accordingly, the working group also recommends that the communications received from Member States invoking the provisions of Article IV.C, 8(c) of the Constitution be examined by the Executive Board at its session immediately preceding the General Conference in order to allow the Conference to decide on voting rights, upon the recommendations of the Executive Board, at the opening of the session.*

R.10 – *The working group recommends that the functioning of the commissions and committees of the General Conference be made more flexible with a view to achieving more dialogue, and more intersectoral and interprogramme discussions on priorities and programme directions, as well as incorporation of the results of such debates into the C/4 and C/5 documents. The working group also recommends that the Executive Board, in its preparation of the agenda for the General Conference, should apply a more innovative approach, i.e. suggestions for items for taking note only, or the grouping of agenda items as feasible for joint debate. Annotations to the agenda should also be provided, so as to facilitate preparations by the Member States.*

R.11 – *The working group recommends the streamlining/simplification of the procedural/legal elements of the General Conference to encourage more participation, notably from Member States with no representation at UNESCO Headquarters.*

R.12 – *The working group recommends greater participation of the governing bodies of the intergovernmental programmes and UNESCO’s (category I) institutes in the drafting of the C/4 and C/5 documents, as well as documents relating to implementation and evaluation of their activities.*

R.13 – *The working group recommends improved reporting from the Executive Board to the General Conference on programme implementation in accordance with Article V.6(b) in UNESCO’s Constitution, including the Board’s evaluation of the individual programmes, and their possible discontinuation. The group furthermore recommends that this reporting also address the*

work, role, functioning and relevance of UNESCO's (category I) institutes and of its various intergovernmental programmes.

R.14 – *The working group recommends that the number of agenda items of the Executive Board be reduced, and the decision-making process be enhanced. The working group also recommends that an increasing number of agenda items be identified for “taking note” only by the Executive Board. It furthermore recommends that detailed annotations be provided for each agenda item in order to facilitate debate and decision-making in the Board.*

R.15 – *The working group recommends that the general debate on the Director-General's report on programme implementation be reinforced by interactive sessions of dialogue among Members of the Board and the Director-General.*

R.16 – *The working group recommends that consideration be given to the holding of thematic debates both inside and outside the formal sessions of the Executive Board, and also recommends that the debates be related to UNESCO's programme activities. The exact modalities are to be worked out by the Executive Board, taking into account the experience of the Board to date.*

R.17 – *The working group recommends that the Executive Board review with the Director-General how the debates on staffing issues could be carried out in a more effective manner, and further recommends the abolition of the private sessions of the Executive Board, unless motivated by reasons of confidentiality.*

R.18

Option A: [The working group recommends that the two commissions of the Executive Board be abolished, and that all debates and decision-making take place in plenary sessions. The working group also recommends that the main decisions be prepared by two expert groups, for programme matters, and administrative and financial matters, respectively, with limited membership.]

Option B: [The working group recommends the following on the structure of the commissions of the Executive Board:

- (i) to provide opportunities for each Member of the Board to express views on **programme** issues (preparation and execution), the **Programme and External Relations Commission (PX)** should remain, and be composed of all Members of the Executive Board;*
- (ii) the **Finance and Administrative Commission (FA)** should be changed to an 18-member committee. The **FA Experts Group (FAEG)** should be abolished, and the new **Financial Management Committee** carry out its work.]*

R.19 – *The working group recommends the following on the structure of the committees of the Executive Board:*

- (i) the **Special Committee** should be abolished. An ad hoc working group may be established when the need arises;*
- (ii) the working group recommends that the mandate of the **NGO Committee** be changed, so as to have the meetings of that Committee concentrating on the input of the NGOs to the work of UNESCO.*

R.20 – *The working group observed that the large size (58 members) of the Executive Board is in part affecting its capacity to fully debate the large number of items on its agenda. Although the group did not reach a unanimous agreement, it is recommended that the issue of the reduction in the size of the Executive Board be addressed by the General Conference under a separate agenda item.*

R.21 – *The working group recommends that the General Conference consider the adoption of procedures that will ensure significant rotation of membership on the Executive Board, and afford all Member States the opportunity to participate in this organ.*

R.22 – *The working group recommends that the Bureau of the Executive Board may lend its assistance to the Director-General for the preparation of interventions, and mobilization of assistance, in situations of international crisis or disaster that call for an emergency response by UNESCO.*

R.23 – *The working group recommends that the structure of the Secretariat be made more flexible and better adapted to the increasingly intersectoral and interdisciplinary nature of UNESCO's programme.*

R.24 – *The working group recommends that governance aspects be given increased emphasis by the Director-General as part of UNESCO's decentralization policy. In particular, this policy must reflect the need for UNESCO's field offices to allow for direct engagement of the Member States and their National Commissions in all activities pertaining to the countries in question.*

R.25 – *The working group recommends that the "Rules of Procedure concerning recommendations to Member States, and international conventions covered by the terms of Article IV.4 of UNESCO's Constitution" be amended with regard to the preparation of such instruments in order to ensure a full participation by Member States in their elaboration. The working group also recommends that a focal point be established within the Secretariat with the purpose of collecting information on the application of all conventions and recommendations adopted by the General Conference, and preparing a comprehensive report thereon to each session of the General Conference. This information should also be made widely available to Member States, relevant non-governmental and intergovernmental organizations, and the public at large.*

R.26 – *The working group recommends that the General Conference adopt the draft resolution contained in the Addendum to this document. The working group also recommends that a time-bound action plan be prepared, and adopted by the General Conference, for the implementation of all the above recommendations, and that the Director-General, the Executive Board and the General Conference, in accordance with their respective mandates, ensure adherence to the relevant time line. In this context, consideration should be given to the feasibility of harmonizing UNESCO's efforts to improve its governance with those of other United Nations agencies.*

II. INTRODUCTION

1. By 32 C/Resolution 81, the General Conference decided to request its President to establish an ad hoc working group whose mandate would be to examine the relations between the three organs of UNESCO, and recommend the most effective means to strengthen the respective roles of the General Conference and the Executive Board, while reflecting on the report of the ad hoc working group (1995-1997) chaired by Mr Torben Krogh (29 C/27), and the contents of document 32 C/2. 32 C/Resolution 81 is reproduced in Annex I to this document.

2. Following consultations with the electoral groups, the President of the General Conference appointed 18 members of the ad hoc working group (three from each electoral group), as well as a number of experts to serve as resource persons. They are listed in Annex II.

3. At its first meeting on 30 April 2004, the working group elected Ambassador Michael Omolewa, President of the General Conference, as its Chairperson, Mr Anders Falk as its Vice-Chairperson, and Mr Pio Rodriguez as its Rapporteur. It also defined the detailed terms of reference, as presented in Annex III to this document, that would guide its work. The members were subsequently invited to present written observations and proposals with regard to UNESCO's governance in general, and the relations between the three organs in particular. Fourteen of the 18 members made such observations and proposals, which were synthesized into a working document by the Vice-Chairperson.

4. The second session of the ad hoc working group took place from 18 to 22 October 2004. Based on the synthesis paper, the group conducted an in-depth debate on the respective roles and functions of the three organs of UNESCO with a view to identifying scope for improvement, mainly aiming at the strengthening of the direct influence and oversight of Member States on UNESCO's policies and priorities, and thus rendering the Organization more effective and relevant. During its second session, the ad hoc working group also heard presentations from senior representatives of IFAD, OECD and the Joint Inspection Unit of the United Nations (JIU) on reform efforts in other international organizations. Furthermore, the group had before it a draft report, prepared by the Ministry of Foreign Affairs of Sweden, on the main reform results achieved within the United Nations system in recent years.

5. In the light of the ad hoc working group's very rich debate, a first outline of the final report of the ad hoc working group was drafted and annotated with the group's observations. Following further consultations, the draft of the final report of the ad hoc working group was drawn up in January 2005 and reviewed at the third and final session of the group from 14 to 17 February 2005. Following a comprehensive debate, the working group finalized the report and its recommendations. Also, a draft resolution was prepared for submission to the General Conference with a view to the adoption of the group's recommendations. The draft will be presented in Addendum 1 to this report.

6. With an overall view to achieving the broadest possible agreement on the recommendations of the ad hoc working group, full transparency, and a comprehensive participatory approach, has been applied throughout its deliberations. The two first sessions of the working group have been open to the Permanent Delegations and Observers to UNESCO; and several of these have participated actively in the deliberations. Furthermore, an information meeting for Permanent Delegations and Observers on the activities of the working group was held on 8 December 2004. The Chairperson of the ad hoc working group has also remained in close contact with the Chairman of the Executive Board, as well as the Director-General; and the relevant units of the Secretariat have been represented at senior level at the various sessions of the working group.

III. BACKGROUND AND CONTEXT

7. A shared vision of UNESCO was the starting point for the working group; a vision of an Organization, which is relevant to current and future global challenges, effective in addressing those challenges, efficient in all its activities and modalities, and transparent and accountable in all its endeavours. In an era of governance reform within the United Nations and its agencies, together with many other international and multilateral organizations, it is vital that UNESCO should also seek to revitalize its foundations.

8. However, at the outset of its deliberations, the ad hoc working group agreed that the undertaking of reform was not an end in itself. On the contrary, the commitment to reform should reflect the sincere wish of Member States to further enhance the effective and efficient role and functioning of UNESCO, and better equip the Organization to respond to the requirements of a rapidly changing world. The working group felt strongly that the proposals for reform should be inspired by the shared vision of UNESCO of tomorrow: a forum for better international cooperation, for increased solidarity through respect for human rights and fundamental freedoms, and for the identification of more effective intellectual and practical solutions to the problems the world is facing.

9. The Constitution of UNESCO, and the design of the Organization by its founders, was the basis for the working group's consideration of the roles of each of the three organs of its governance. It was also recalled that the comprehensive mandate of UNESCO is just as, if not more, relevant today than at the moment of its creation. The Organization's position was seen as unique at the crossroads of most of the emerging international challenges in such fields as the promotion of peaceful coexistence of diverse cultures, the need for sustainable interaction between human beings and the environment, the ethical application of scientific knowledge, and the urge for new and more effective means to meet basic human needs and rights in such fields as education, clean water, and information. UNESCO's dual role in standard- and norm-setting, and in capacity-building through technical cooperation, was also emphasized.

10. It has been an overriding concern for the ad hoc working group to reinforce UNESCO's supreme organ, the General Conference, in its central policy-making role, and to ensure increased influence and oversight for the Member States at all levels of the planning and delivery of UNESCO's programmes. It became clear to the working group that the centre of gravity in the Organization has, for various reasons, shifted to the Secretariat; and the fundamental challenge was therefore seen to be to revitalize the other two organs, the General Conference and the Executive Board, to achieve the roles foreseen for them in the Constitution. This was considered an urgent task, so that a sound pattern of governance could empower the Organization to accomplish its noble goals, and fulfil its unique and crucial role in human development.

11. In its deliberations, the ad hoc working group found much inspiration in the work carried out by the group chaired by Mr Torben Krogh from 1995 to 1997, as well as other initiatives to promote reform in UNESCO's governance and functions, deriving from the debates of the Special Committee of the Executive Board.

12. In the light of the above analysis, the working group decided to set out a number of recommendations with a view to achieving a comprehensive and effective reform of UNESCO's governance through a clear definition of the respective roles and functions of the three organs, and the modalities or their interplay.

IV. UNESCO'S PROGRAMME MANAGEMENT CYCLE: LENGTH, CONTENT, AND RESPECTIVE ROLES OF THE THREE ORGANS

13. In the view of the working group, UNESCO's programme management cycle is the key to improving the overall efficiency and functioning of the Organization, and notably the key to enhancing the interplay among the three main organs. In its analysis of the current situation, and the scope for improvement, the working group found it of paramount importance to reinforce the General Conference in its central policy-making role, and to ensure, at all levels, effective opportunities for Member States to be involved in the programme management cycle, and to provide direction for overall priorities, for programme development, and for programme delivery.

14. At the same time, the working group wishes to reduce the overall time and resources devoted to the programme planning process by the Secretariat, while reiterating that the Secretariat's role includes both preparation of the programme, and its actual implementation. The group felt it important to increase the opportunity for the Secretariat to focus on programme implementation and evaluation, and also increase the opportunities for Member States to engage in the intellectual discussion that is UNESCO's unique strength.

R.1 – The working group recommends major reform of the programme management cycle reflecting the following principles:

- A longer programme management cycle;
- A more timely, comprehensive and policy-oriented performance evaluation report (“new style” C/3) that would contribute to the formulation of the new programming documents;
- A comprehensive results-based strategic policy planning document (“new style” C/4), thoroughly prepared under direct involvement of the Member States, and debated and adopted at a strategically focused General Conference;
- A more detailed operational programme and budget (“new style” C/5), flowing from the strategic policy planning document, and debated and adopted at the following General Conference.

15. The working group noted the absence of a timely and comprehensive evaluation document on past performance as a basis for future planning, and a clear link between this document and a forward-looking strategic policy planning document, outlining the rationale and options for UNESCO's overall priorities and programmes. Such documents – with the future programme clearly taking into account the lessons learned from past performance – would allow real policy choices, and greatly facilitate the role of Member States in setting the overall directions for UNESCO's activities.

R.2 – The working group recommends the preparation of a more comprehensive and detailed evaluation document on UNESCO's programme delivery and performance as the basis for the planning of future programmes (“new style” C/3). In particular, the Director-General's six monthly progress reports to the Executive Board (EX/4) should be prepared in such a manner that they can easily feed into the regular performance evaluation of the implementation of the programme and budget. The draft C/3 document should be made available to the Executive Board at its spring session immediately following the second General Conference during the preceding programme management cycle.

16. The group noted that adequate programme and budget oversight and efficient strategic programme decision-making require significantly different types of information. The strategic programme decision-making needs visionary documents, reflecting priorities and broad lines of activity. Programme and budget oversight needs detailed information about the actual activities of the Secretariat. Because of the complexity and scope of UNESCO's mission, it was also felt that the current programme management cycle was too short to allow sufficiently thorough programme implementation, and guarantee the overall stability of its activities. Additionally, a longer programme management cycle would facilitate an effective implementation of the decentralization policy.

17. The group felt that greater coherence would be provided if the strategic vision, and the programme and budget, covered the same period of time. The majority of the members of the working group thus recommends shortening the period covered by the strategic planning document from six to four years, and lengthening the period covered by the programme and budget from two to four years.

18. Since it would be extremely difficult for a single General Conference to elaborate both a strategic vision, and adopt a programme and budget to implement it, the strategic plan should be adopted by the General Conference prior to the one that would adopt the programme and budget. The strategic plan would thus direct and inform the drafting of the programme and budget. Overall, this process would provide greater opportunities for consultations with Member States and National Commissions, based on more detailed evaluation documents and programme budget proposals provided by the Secretariat.

R.3 – The working group recommends that UNESCO introduce a programme management cycle of four years. The programme and budget (“new style” C/5) should cover a four-year period, and should be presented to Member States in a format providing detail up to the level of programme actions, and the staffing resources required to implement them.

R.4 – The working group recommends that the General Conference occurring at the midpoint of each four-year budget cycle be focused on development of a strategic vision for the subsequent budget cycle. Discussions at the General Conference should be facilitated by a strategic planning document (“new style” C/4).

19. Other members did, however, express a preference for maintaining the current cycle, arguing that the complexity of UNESCO’s mission warrants a six-year planning period, and that a two-year budget cycle provides for greater flexibility in the Organization’s response to changing circumstances.

20. The working group noted that UNESCO’s Constitution already provides for budget flexibility, with the approval of every General Conference, and for the ability to reorient budgetary appropriations, with the approval of the Executive Board. The working group also emphasized that none of the preceding recommendations would be in contravention of the existing provisions in UNESCO’s Constitution, notably Articles IV, V and VI, and that amendment of the Constitution would therefore not be necessary to implement them. The proposed new programme management cycle is described in Annex IV.

21. The working group was of the opinion that the new strategic planning document (“new style” C/4) should be comprehensive, describing UNESCO’s mission and overall functions, and the Organization’s role in the United Nations system. It should include the strategic objectives of the Organization, the outline of the actual programmes, including expected outcomes, as well as indicative percentage macro allocations for the various objectives. The working group also deemed it desirable that dates be indicated for termination, or thorough review, of the various programmes (sunset clauses). The draft C/4 document should include options for Member States to consider.

22. Since the “new style” C/4 document will be UNESCO’s strategic policy planning document, very comprehensive consultations should precede the preparation of the draft. The preparation should be based on a broad questionnaire, carefully elaborated in direct cooperation with the Member States and the Executive Board, and sent out to Member States, and relevant intergovernmental and non-governmental organizations. The Executive Board should be actively involved in the analysis of the questionnaire results, so as to ensure that the wishes of Member

States with regard to the future policies and priorities of UNESCO are fully taken into account in the preparation of the draft C/4 document. Regional consultations with Member States, including National Commissions, should form an essential element in the preparations of the draft.

23. The programme and budget (“new style” C/5) shall give detailed information on UNESCO’s programmes at programme action level. It will cover the same four years as the “new style” C/4 document, and will be developed from that document.

24. Some members of the working group recalled that an increasing part of UNESCO’s resource base is drawn from extrabudgetary contributions, and therefore felt that UNESCO’s governing bodies ought to have more comprehensive information on these activities. While recognizing that decisions on the volume and scope of extrabudgetary contributions to UNESCO largely pertain to the individual funding sources in question, members of the working group found it desirable that UNESCO’s governing bodies be given better oversight and influence with regard to the planning of extrabudgetary activities, at least in broad programmatic terms, so that increased coherence could be ensured between extrabudgetary and regular programme activities.

R.5 – The working group recommends regular comprehensive reporting to the General Conference and the Executive Board on extrabudgetary activities. Such reporting should make transparent the coherence between regular programme and extrabudgetary activities, and progress towards the full attainment of such coherence between the two sets of activities. The working group also recommends that the Secretariat involve the governing bodies more directly in the planning of extrabudgetary activities

V. SPECIFIC ISSUES RELATING TO THE GENERAL CONFERENCE

25. The working group reviewed a number of specific issues pertaining to the role and functioning of the General Conference, emphasizing again the need to reinforce it in its overall policy-making role. In particular, the working group reaffirmed that Member States should continue to have the right to introduce changes to the draft C/4 and C/5 documents, even beyond such options that may already have been presented in these documents. The group was, however, also aware of the need to carefully balance this prerogative of the General Conference – reflecting the desirability of spontaneous debates on new issues – with the need to harmonize the various new proposals, and to present them sufficiently well in advance to allow careful consideration by the General Conference. The ad hoc working group agreed that draft resolutions relating to the C/4 or the C/5 documents should concern the policies and the main lines of action of the Organization. Flowing from this, the working group agreed that new, and greatly simplified, criteria for admissibility of draft resolutions relating to the C/4 and the C/5 documents should be established in order to better reflect the overall policy-making issues concerned.

R.6 – The working group recommends that new simplified criteria for the submission of draft resolutions to the General Conference relating to the C/4 and C/5 documents be defined by the Executive Board for approval by the General Conference. In the event that the proposal cannot be met from the existing budget, draft resolutions with financial implications must contain proposals for corresponding cuts in the draft programme and budget. The group also recommends that the examination and subsequent decisions concerning the admissibility of this category of draft resolutions be entrusted to the Legal Committee of the General Conference. The Rules of Procedure of the General Conference should be amended accordingly.

26. In order to optimize the time allotted to real debate and decision-making at the General Conference, the working group felt that the agenda should be shortened, and under all circumstances only include items of real relevance to the Conference. The General Committee of the General Conference could play a more active role in recommending that an increasing number of items could be decided upon without debate.

R.7 – The working group recommends reducing the number of agenda items for the General Conference with a view to focus discussions on the key priorities of the Organization.

27. The majority of the working group noted that the format and structure of the General Conference – besides being steadily reduced in time to a point that is beginning to impact negatively on its goals – has not changed much over the last years, whereas other intergovernmental conferences have developed new working methods, such as parallel sessions, thematic debates, television transmission of national declarations to national audiences, and advance presentation of written statements by the Heads of Delegations, preferably focused on the selected theme. The working group felt that some of these features could be introduced in UNESCO's General Conference, and that a number of parallel meetings and conferences could take place during the sessions of the Commissions to optimize the presence of delegates. Furthermore, National Commissions, as well as intergovernmental and non-governmental organizations, should be invited to organize meetings during the General Conference, so as to enhance the interface between the Conference and civil society. Some members of the working group stated that the General Conference, in their view, was already too long for the amount of work achieved.

R.8 – The working group recommends that UNESCO should use its convening power better in order to make the General Conference a more interesting meeting place, and better suited to allow new inputs to its programmes, for instance through the organization of thematic debates, introduced by renowned experts or ministers from Member States, as well as an increased number of round table discussions. The working group also recommends that the general policy debate be organized differently, taking into account best practices of other intergovernmental organizations, and using innovative means with the aim of attracting the interest of the media, and the public at large. The new format of the general debate should give the Heads of Delegations adequate opportunity to deliver their main political message, preferably focused on selected themes. During the General Conference, one or several ministerial round tables could continue to be organized; furthermore, other innovative, interactive discussions could be held with a view to promoting “real” dialogue/networking among Member States.

28. The working group noted that around a fifth of the items on the agenda of the General Conference pertains to elections. Besides being time consuming in themselves, due to lack of automatic voting facilities, the elections, when held towards the end of the Conference, were seen to hamper a free debate during the early weeks of the Conference. In the view of most members of the working group, the work of the General Conference would be considerably improved if all elections could be held towards the beginning of the Conference.

29. The working group was conscious that the holding of elections earlier during the General Conference would necessitate that Member States' voting rights were established at the very beginning of the Conference. This, in turn, would imply strict adherence to the time limits for the submission of Member States' credentials, and possibly modification in the schedule of the Credentials Committee, so as to allow timely decisions on Member States' voting rights. In this context, the working group invited UNESCO's field offices to extend assistance to Member States

that so wish to facilitate the orderly and timely preparation and submission of their credentials prior to the General Conference.

R.9 – The working group recommends that all elections take place at a very early stage of the General Conference, and that the election procedures be improved, and preferably automated. Accordingly, the working group also recommends that the communications received from Member States invoking the provisions of Article IV.C, 8(c) of the Constitution be examined by the Executive Board at its session immediately preceding the General Conference in order to allow the Conference to decide on voting rights, upon the recommendations of the Executive Board, at the opening of the session.

30. The working group was of the view that the new formats for the C/4 and C/5 documents in themselves would inspire a more genuine and policy-oriented debate in the Commissions of the General Conference. Furthermore, an increasing number of items could be presented for taking note only; and agenda items could be grouped, as feasible, for joint debate, so as to free more time for a genuine exchange of views. It was also felt that the debate could be even further enhanced, if facilities were ensured to allow meetings between the various Commissions on common themes, such as intersectoral programmes and cross-cutting themes that would not necessarily relate to only one programme sector.

R.10 – The working group recommends that the functioning of the Commissions and Committees of the General Conference be made more flexible with a view to achieving more dialogue, and more intersectoral and inter-programme discussions on priorities and programme directions, as well as incorporation of the results of such debates into the C/4 and C/5 documents. The working group also recommends that the Executive Board, in its preparation of the agenda for the General Conference, should apply a more innovative approach, i.e. suggestions for items for taking note only, or the grouping of agenda items as feasible for joint debate. Annotations to the agenda should also be provided, so as to facilitate preparations by the Member States.

31. The working group noted that increased efforts ought to be deployed, both by UNESCO Headquarters and the respective field offices, to assist the Member States that so wish in their preparations for the General Conference, notably with regard to the procedural aspects of the Conference.

R.11 – The working group recommends the streamlining/simplification of the procedural/legal elements of the General Conference to encourage more participation, notably from Member States with no representation at UNESCO Headquarters.

32. The group finally noted that the participation of the governing bodies of UNESCO's intergovernmental programmes, and of UNESCO's (category I) institutes, ought to be improved with regard to the preparation, implementation and evaluation of UNESCO's programmes.

R.12 – The working group recommends greater participation of the governing bodies of the intergovernmental programmes and UNESCO's (category I) institutes, in the drafting of the C/4 and C/5 documents, as well as documents relating to implementation and evaluation of their activities.

VI. SPECIFIC ISSUES RELATING TO THE EXECUTIVE BOARD

33. The working group subsequently reviewed a number of specific issues pertaining to the role and functioning of the Executive Board, and identified a number of measures for improvement in order to highlight, and further strengthen, the executive role of the Board. In this context, the working group was particularly conscious that the proposed new programme management cycle would greatly enhance the role and responsibility of the Board in monitoring programme implementation, and reviewing the need for updates and adjustments.

34. In particular, the working group felt that the Executive Board's report to the General Conference should contain its comprehensive evaluation of the implementation of the main programmes and subprogrammes, and also present views on desirable adjustments and proposed discontinuations. The report should include the activities of UNESCO's (category I) institutes and its intergovernmental programmes for thorough debating during the General Conference.

R.13 – The working group recommends improved reporting from the Executive Board to the General Conference on programme implementation in accordance with Article V.6(b) of UNESCO's Constitution, including the Board's evaluation of the individual programmes, and their possible discontinuation. The group furthermore recommends that this reporting also address the work, role, functioning and relevance of UNESCO's (category I) institutes and of its various intergovernmental programmes.

35. In general the working group felt that there are too many items on the agenda of the Executive Board, which hinders the Board in fulfilling its role and focusing on priorities.

R.14 – The working group recommends that the number of agenda items of the Executive Board be reduced and the decision-making process be enhanced. The working group also recommends that an increasing number of agenda items be identified for "taking note" only by the Executive Board. It furthermore recommends that detailed annotations be provided for each agenda item, in order to facilitate debate and decision-making in the Board.

36. In order for the Executive Board to better fulfil its main functions, the structure of its sessions, and the organization of work should be improved. The general debates on the execution of the programme could be made more effective by enhanced question-and-answer sessions, based on the progress report by the Director-General (EX/4). In this context, the working group noted with satisfaction that the Executive Board already appears to be moving in this direction.

R.15 – The working group recommends that the general debate on the Director-General's report on programme implementation be reinforced by interactive sessions of dialogue among Members of the Board and the Director-General.

37. The working group recalled that the Executive Board must be well informed of national and international developments in areas within UNESCO's fields of competence, much of which takes place outside UNESCO, for instance at universities. The working group therefore concurred with the idea of continuing the thematic debates, seen to be very useful elements in such updating of the Board. However, the working group was also conscious of the well-known divergence of opinion on the place of the thematic debate at Executive Board meetings, reflecting the underlying issue of the extent of UNESCO's role as an intellectual organization, and the consequences for the Executive Board and its deliberations. Some members of the working group therefore felt that the thematic debates – and notably if they were to be more thorough than at present – were better

scheduled beyond the formal sessions of the Board, so as not to take time from the Board's deliberations on the issues on its agenda. Others cautioned, however, that this would make it very difficult for Board Members not residing in Paris to attend the debates. There was unanimous agreement that the thematic debates, whenever scheduled, must be fully relevant to UNESCO's actual programme, and engage more with the programme sectors.

R.16 – The working group recommends that consideration be given to the holding of thematic debates both inside and outside the formal sessions of the Executive Board, and also recommends that the debates be related to UNESCO's programme activities. The exact modalities are to be worked out by the Executive Board, taking into account the experience of the Board to date.

38. Some members of the working group expressed dissatisfaction with the private sessions of the Executive Board as a means of Board Members engaging in dialogue with the Director-General on matters of Secretariat staffing and resources. The current process was seen as perfunctory and overly procedural; and the working group sought enhanced modalities for debating and discussing priority determination, programme implementation, and accountability of the Secretariat. There was no desire for the Executive Board to micro-manage staffing matters; but the Board was seen to need assurance that the Organization is managed in a manner that would achieve sound governance, and the attainment of the priorities determined by the General Conference.

R.17 – The working group recommends that the Executive Board review with the Director-General how the debates on staffing issues could be carried out in a more effective manner, and further recommends the abolition of the private sessions of the Executive Board, unless motivated by reasons of confidentiality.

39. The working group spent a considerable amount of time debating the organization of the work of the Executive Board, and modalities that would enhance utilization of the scarce time resources available to the Board's sessions. Many members of the group were of the opinion that the Board should work in plenary most of the time. They believed that the present model, with two Commissions of all Members of the Board, frequently creates double work and even triple, since more and more issues are discussed in both Commissions, before arriving at the plenary for final decision. It was therefore felt that the proceedings of the Board could be made much more efficient, if all major deliberations, and subsequent decision-making, took place directly in the plenary.

40. However, in order to facilitate the Board's decision-making, these members felt that all major decisions should be prepared by two small groups of experts (as the present group of experts on financial and administrative matters), one for programme matters, and one for financial and administrative matters. Each group should have a limited number of members, for instance 18, but be open to all Members of the Board. They should be elected from among the members of the Board, and should in turn elect their own chairperson. The expert groups should meet for two or three days to prepare the main decisions of the Executive Board, possibly in parallel with the initial question-and-answer sessions of the Board, so as to reduce the overall period of the sessions of the Executive Board and its preparatory meetings.

41. Other members of the group preferred to maintain the present structure with two Commissions of the whole: the Programme and External Relations Commission, and the Finance and Administrative Commission. Yet other members expressed a preference for maintaining only the Programme and External Relations Commission, while suppressing the Finance and Administrative Commission, and having it replaced by a small committee.

R.18

Option A: [The working group recommends that the two Commissions of the Executive Board be abolished, and that all debates and decision-making take place in plenary sessions. The working group also recommends that the main decisions be prepared by two expert groups, for programme matters, and administrative and financial matters, respectively, with limited membership.]

Option B: [The working group recommends the following on the structure of the Commissions of the Executive Board:

- (i) To provide opportunities for each Member of the Board to express views on **programme** issues (preparation and execution), the **Programme and External Relations Commission (PX)** should remain, and be composed of all Members of the Executive Board;
- (ii) The **Finance and Administrative Commission (FA)** should be changed to an 18-member committee. The **FA Experts Group (FAEG)** should be abolished, and the new Financial Management Committee carry out its work.]

42. The working group further reviewed the structure and functioning of the various other subsidiary bodies of the Executive Board, and made a number of recommendations to streamline and enhance their role within the overall structure of UNESCO.

43. In the view of the working group, the Committee on Conventions and Recommendations is unique in its mandate to “consider communications received by the Organization concerning cases and questions of violations of human rights within UNESCO’s fields of competence” (104 EX/Decision 3.3). The Committee ought therefore to concentrate on this aspect of its work, with the follow-up of standard-setting texts to be given higher priority within the Secretariat as recommended below.

44. The working group acknowledged the importance of close contacts between UNESCO and the NGO community, and the major contributions that this community is making to UNESCO’s policies and activities. It was therefore felt that this importance could be better reflected through a change in the mandate of the NGO Committee, so that this Committee could serve as a forum for considering ways to improve the NGO community’s contribution to UNESCO on thematic areas according to their respective fields of competence.

45. In view of the ad hoc nature of the items handled by the Special Committee, the working group felt that this Committee could be abolished in present form, thus restoring the original concept.

R.19 – The working group recommends the following on the structure of the Committees of the Executive Board:

- (i) The **Special Committee** should be abolished. An ad hoc working group may be established when the need arises.
- (ii) The working group recommends that the mandate of the **NGO Committee** be changed, so as to have the meetings of that Committee concentrating on the input of the NGOs to the work of UNESCO.

46. One of the most central issues in front of the working group with regard to the role and functioning of the Executive Board was seen to be the size of the Board. While being fully conscious of the highly sensitive nature of this issue, several members of the working group felt that

the current size of the Board – representing close to one third of UNESCO’s membership, and far outnumbering the size of most similar organs in other United Nations organizations – was an impediment to the Board’s exercising its executive and monitoring role. This problem was seen to become even more acute with the increased functions, including decision-making, of the Board that would flow from the proposed new programme management cycle. The working group was therefore of the opinion that the feasibility of reducing the number of Members of the Executive Board ought to be debated thoroughly in UNESCO, together with measures that would ensure significant rotation among Member States to sit on the Board.

R.20 – The working group observed that the large size (58 members) of the Executive Board is in part affecting its capacity to fully debate the large number of items on its agenda. Although the group did not reach a unanimous agreement, it is recommended that the issue of the reduction in the size of the Executive Board be addressed by the General Conference under a separate agenda item.

R.21 – The working group recommends that the General Conference consider the adoption of procedures that will ensure significant rotation of membership on the Executive Board, and afford all Member States the opportunity to participate in this organ.

47. The working group acknowledged that provisions already exist to allow UNESCO to intervene rapidly and effectively in situations of international crisis or disaster that pertain to its mandate, and that the Director-General had indeed undertaken such interventions on a number of occasions. It was nevertheless felt that these interventions – and also UNESCO’s visibility – might benefit from the policy support that could be extended by the Executive Board, and that the Board’s Bureau might play a role in this respect.

R.22 – The working group recommends that the Bureau of the Executive Board may lend its assistance to the Director-General for the preparation of interventions, and mobilization of assistance, in situations of international crisis or disaster that call for an emergency response by UNESCO.

VII. SPECIFIC ISSUES RELATING TO THE SECRETARIAT

48. During its deliberations, the ad hoc working group recalled that, in accordance with 32 C/Resolution 81, the Secretariat is an important element in the global analysis of the relations among the three organs of UNESCO, and in the identification of measures for improvement. The role of the Secretariat in the programme management cycle, and in the relations with the Executive Board and the General Conference, is largely reflected in the respective sections above. This section deals only with a few additional specific issues relating to the Secretariat’s role in UNESCO’s governance. It does not deal with management issues.

49. As a starting point, the ad hoc working group recalled that the main function of the Secretariat, in accordance with Article VI.3(a) of UNESCO’s Constitution, is that of the preparation of the programme and budget of the Organization, and its implementation as approved by the General Conference.

50. The working group deemed it important that the structure of the Secretariat be driven by programme aspects, and that it should be sufficiently flexible to accommodate emerging policies and priorities as identified by the General Conference.

R.23 – The working group recommends that the structure of the Secretariat be made more flexible and better adapted to the increasingly intersectoral and inter-disciplinary nature of UNESCO’s programme.

51. The working group furthermore noted that UNESCO’s new decentralization policy as initiated in 2000 still has to reach its full potential with a view to involving the field offices fully in the preparation of the programme and budget. Such involvement would notably aim at ensuring, in cooperation with the National Commissions, that the needs and wishes of the concerned Member States be taken fully into account, also through comprehensive participation in the requisite consultations.

R.24 – The working group recommends that governance aspects be given increased emphasis by the Director-General as part of UNESCO’s decentralization policy. In particular, this policy must reflect the needs for UNESCO’s field offices to allow for direct engagement of the Member States and their National Commissions in all activities pertaining to the countries in question.

52. The working group recognized the important role of UNESCO in the drawing up and application of norm- and standard-setting instruments, and therefore felt that the actual implementation of existing rules and practices in this field ought to be reviewed. While it was recalled that the Secretariat has a legitimate need to consult external experts during the preparation and review of these instruments, it was the general feeling that the Secretariat, in some cases, had tended to overemphasize the reliance on such experts to the detriment of the direct influence and insight of Member States. The working group also noted that consistent monitoring of the actual application of the norm- and standard-setting instruments was lacking, and that the role of the Secretariat in the collection and dissemination of relevant information needed to be reinforced. In this respect, the working group underlined the necessity to fully implement the provisions of Articles 17 and 18 in the “Rules of Procedure concerning recommendations to the Member States and international conventions covered by the terms of Article IV.4 of UNESCO’s Constitution”.

R.25 – The working group recommends that the “Rules of Procedure concerning recommendations to Member States, and international conventions covered by the terms of Article IV, 4 of UNESCO’s Constitution”, be amended with regard to the preparation of such instruments in order to ensure a full participation by Member States in their elaboration. The working group also recommends that a focal point be established within the Secretariat with the purpose of collecting information on the application of all conventions and recommendations adopted by the General Conference, and preparing a comprehensive report thereon to each session of the General Conference. This information should also be made widely available to Member States, relevant non-governmental and intergovernmental organizations, and the public at large.

VIII. IMPLEMENTATION OF THE RECOMMENDATIONS ON THE AD HOC WORKING GROUP

53. The ad hoc working group recognized that important efforts have been undertaken over the years to improve the role and functioning of UNESCO's three organs with the overall aim of strengthening the Organization as a whole. While some progress has indeed been achieved, the group felt that practical implementation of the various recommendations and decisions adopted throughout the years has been insufficient.

R.26 – The working group recommends that the General Conference adopt the draft resolution contained in Addendum 1 to this document. The working group also recommends that a time bound action plan be prepared, and adopted by the General Conference, for the implementation of all the above recommendations, and that the Director-General, the Executive Board and the General Conference, in accordance with their respective mandates, ensure adherence to the relevant time line. In this context, consideration should be given to the feasibility of harmonizing UNESCO's efforts to improve its governance with those of other United Nations agencies.

ANNEX I

32 C/RESOLUTION 81

81 **Relations between the three organs of UNESCO¹**

The General Conference,

Recalling 28 C/Resolution 37.2 on the establishment of a working group on the structure and function of the General Conference,

Also recalling 29 C/Resolution 87 and 29 C/Resolution 88, dealing respectively with the structure and function of the General Conference and the working methods of the Executive Board,

Recalling further 31 C/Resolution 70 on the relations between the governing organs,

Mindful of the changes made in the Executive Board's working methods since the 29th session of the Conference,

Wishing to make further improvements in the structure and functioning of the General Conference and the Executive Board,

1. *Requests* that the President of the 32nd session of the General Conference, in consultation with the Director-General and with the Chairperson of the Executive Board, establish an ad hoc working group whose mandate would be to examine the relations between the three organs of UNESCO and recommend the most effective means to strengthen the respective roles of the General Conference and the Executive Board, while reflecting on the report of the ad hoc working group (1995-1997) chaired by Mr Krogh and the contents of document 32 C/20;
2. *Recommends* that the ad hoc working group be made up of 18 experts from Member States (i.e. three experts from each electoral group), selected in consultation with the electoral groups, and that proposal be made to the President of the 32nd session of the General Conference for approval and appointment to the ad hoc working group;
3. *Recommends also* that the ad hoc working group present its conclusions and recommendations to the Executive Board at its 171st session prior to their submission, together with the Board's comments, for consideration by the General Conference at its 33rd session;
4. *Requests* the Director-General to provide all necessary technical support required by the ad hoc working group and to use resources appearing in paragraph 00002 of document 32 C/5, as well as the extrabudgetary funds needed to obtain this objective;
5. *Further recommends* to the Executive Board that it take note of the work of the ad hoc working group and continue examining its methods of work, in particular, strengthening its capacity to comply with its constitutional responsibilities.

¹ Resolution adopted on the report of Commission I at the 21st plenary meeting, on 17 October 2003.

ANNEX II

AD HOC WORKING GROUP ON THE RELATIONS BETWEEN THE THREE ORGANS OF UNESCO

I. Members

H.E. Mr Michael Omolewa (*Chairperson*)
Ambassador, Permanent Delegate of Nigeria to UNESCO
President of the 32nd session of the General Conference

H.E. Mr Fida F. Al-Adel
Ambassador
Permanent Delegate of Saudi Arabia to UNESCO

H.E. Mr Mohammad Zahir Aziz
Ambassador
Permanent Delegate of Afghanistan to UNESCO

Mr Fatih Bouayad-Agha
Minister Plenipotentiary
Former member of the United Nations Joint Inspection Unit (JIU)
Member of the International Civil Service Commission (ICSC)

Mr Christopher Chetsanga
Former representative of Zimbabwe to the Executive Board
Former Chairperson of the Executive Board

H.E. Ms Sybil Campbell
Ambassador
Permanent Delegate of Jamaica to UNESCO

H.E. Mr Adolfo Castells
Ambassador
Former Permanent Delegate to UNESCO
and Representative of Uruguay to the Executive Board
Special Ambassador for UNESCO matters
Ministry of Foreign Affairs of Uruguay

Mr Anders Falk (*Vice-Chairperson*)
Counsellor
Deputy Permanent Delegate of Sweden to UNESCO

Mr John Bourema Kabore
Counsellor
Permanent Delegate of Burkina Faso to UNESCO
Former Assistant Director-General

H.E. Mr Vladimir Kalamanov
Ambassador
Permanent Delegate of the Russian Federation to UNESCO

Mr Karel Komarek¹
Secretary-General
Czech Commission for UNESCO

H.E. Mr Musa Bin Jaafar Bin Hassan
Ambassador
Permanent Delegate of Oman to UNESCO

Mr Richard Terrell Miller
Deputy Assistant Secretary of State for International Organizations
United States Department of State

H.E. Mr Dragoljub Najman
Ambassador
Permanent Delegate of Serbia and Montenegro to UNESCO

H.E. Mr Khamliène Nhouyvanisvong
Ambassador
Alternate Permanent Delegate of Lao People's Democratic Republic to UNESCO

Mr Pablo Gabriel Obregon
Former Ambassador, Permanent Delegate to UNESCO
and Representative of Colombia to the Executive Board

Mr Hery-Zo Ralambomahay
Former Representative of Madagascar to the Executive Board

Mr Pío Rodríguez (*Rapporteur*)
Member, Spanish National Commission for UNESCO
Former Secretary of the General Conference and of the Executive Board

Mr Kenneth Wiltshire
Chairman, UNESCO National Commission
Representative of Australia to the Executive Board

II. Resource persons

Ms Lil Despradel
Former Ambassador Extraordinary and Plenipotentiary, Permanent Delegate
of the Dominican Republic to UNESCO
Former Representative of the Dominican Republic to the Executive Board
Former Chairperson of the Special Committee of the Executive Board

Mr Sveinn Einarsson
Chairman, Icelandic National Commission for UNESCO
Representative of Iceland to the Executive Board

Ms Sofija Klemen-Krek
Secretary-General
Slovenian National Commission for UNESCO

¹ Replaced Mr Eugen Mihaescu (former Ambassador, Permanent Delegate of Romania to UNESCO) as member of the ad hoc working group from its second session.

Mr Torben Krogh
Chairman, Danish National Commission for UNESCO
Former Representative of Denmark to the Executive Board
President of the 28th session of the General Conference

Mr Herald Voorneveld
Deputy Permanent Delegate of the Netherlands to UNESCO

H.E. Mr O.B.J. Yai
Ambassador
Permanent Delegate of Benin to UNESCO

ANNEX III

GOVERNANCE OF UNESCO

AD HOC WORKING GROUP ON THE RELATIONS BETWEEN THE THREE ORGANS OF UNESCO

Terms of reference¹

1. Take account of the Constitution of UNESCO, previous reports on aspects of UNESCO's governance, relevant comparative experience including that within the United Nations system and consultation with experts and interested partners;
2. Consider the goals of UNESCO's system of governance in the light of its mandate;
3. Identify the role of each of the organs in the system of governance and consider whether each is achieving its expected task;
4. Analyse the relationship between the three organs and their subsidiary bodies to consider whether the relationship is effective, functional and accountable;
5. Identify issues which have arisen from the functioning of the system of governance in relation to the role of the General Conference, Executive Board and Secretariat and the relationship between them;
6. Propose measures to address these issues, improving the system of governance and recommend a timetable for the implementation of the proposed measures;
7. Bearing in mind paragraph 3 of Resolution 32 C/81, present recommendations for a draft resolution to be presented to the 33rd session of the General Conference, focused and action-oriented, aimed at improving the system of governance and facilitating the achievement of UNESCO's mandate and mission.

¹ Adopted by the ad hoc working group at its first session on 30 April 2004.

ANNEX IV

	2006	2007	2008	2009	2010	2011	2012	2013
34 C/4 Preparation Consultation Debate (ExB) C/3 34 C/11 Adoption (GC) Implementation								
35 C/5 Preparation Consultation Debate (ExB) C/3 35 C/6 Adoption (GC) Implementation								
36 C/4 Preparation Consultation Debate (ExB) C/3 36 C/11 Adoption (GC)								
37 C/5 Preparation Consultation Debate (ExB) 37 C/6 Adoption (GC)								

1. Transitional period (2006-2009)

The table shows a timetable for the introduction of the new programme management cycle as of the beginning of 2006, immediately after the 33rd session of the General Conference.

Two biennial periods would be necessary to introduce the new cycle:

- (a) During the 2006-2007 biennium, the “new style” C/4 document for 2010-2013 (34 C/4) would be prepared. It would be examined and adopted by the General Conference at its 34th session (2007).

A “transitional” biennial Programme and Budget for 2008-2009 (34 C/5) would also be prepared during this biennium, to be adopted by the General Conference at its 34th session (2007).

- (b) During the 2008-2009 biennium, the “new style” Programme and Budget for 2010-2013 (35 C/5) would be prepared on the basis of document 34 C/4 as mentioned above, to be adopted by the General Conference at its 35th session (2009).

- (c) At its 34th session (2007) the General Conference would revise/extend as appropriate the Medium-Term Strategy for 2002-2007 (31 C/4) in order to carry it forward to cover the 2008-2009 biennium.

2. Alternative dates for the transitional period

The above would apply to the introduction of the new programme management cycle as of the 33rd session of the General Conference. However, when considering the proposed timetable, the requisite transitional period and the fact that the appointment of the Director-General takes place every four years, the proposed timetable would imply that – as of the election to take place at the 35th session (2009) – the Director-General would “inherit” a fully-fledged set of programme documents (C/4 and C/5) for the entire period of his/her tenure. Should the General Conference deem preferable to avoid this, the introduction of the new programme management cycle would start in 2007, after the 34th session of the General Conference. The transitional period described above would then apply to the 2008-2009 and 2010-2011 biennia.

3. Consultations on the C/4 and C/5 documents

Regional consultations of Member States/National Commissions would be carried out for the preparation of the C/4 document. They would include written consultations as well as regional meetings. They will take place every four years (as shown in the timetable: in 2006 for the preparation of document 34 C/4; in 2010 for the preparation of document 36 C/4).

The Director General will send to the Member States, their National Commissions and other concerned organizations, a questionnaire on the preparation of the draft programming documents. The questionnaire, that would be concise, explicit, easy to read and understand, would reach the Member States as early as possible before the regional conferences of National Commissions.

Consultations on the Draft Programme and Budget (C/5) will also take place every four years (as shown in the timetable: in 2008 for the preparation of document 35 C/5; in 2012 for the preparation of document 37 C/5).

4. National Commissions

To foster the vital role of National Commissions in the preparation of the programming documents, the following should be considered:

- (i) the early dispatch of the questionnaire to Member States and their National Commissions;
- (ii) prior to the regional conferences of National Commissions, consultation by the National Commissions, with all relevant government departments and agencies, national intellectual communities, institutions and organizations, to ensure their contribution to the preparation of the programming documents;
- (iii) an improved organization of the regional conferences of National Commissions in close collaboration with the field units.

5. Report by the Director-General on the activities of the Organization (C/3 document)

The C/3 document would be ready for the spring session of the first year of the programme management cycle, in order to contribute to the formulation of the new programme. During the transitional period, it would cover each of the preceding biennial periods. From 2010 onwards, it would be prepared on a four-year basis in order to correspond to the four years covered by the programme management cycle.



33 C/17 Add.
26 September 2005
Original: English

Item 6.1 of the provisional agenda

**RECOMMENDATIONS OF THE AD HOC WORKING GROUP
ON RELATIONS BETWEEN THE THREE ORGANS OF UNESCO**

ADDENDUM

**Resolution submitted by the Chairperson of the ad hoc working group
for approval by the General Conference**

OUTLINE

Source: 32 C/Resolution 81.

Purpose: As stipulated in document 33 C/17, the present document contains the draft resolution drawn up by the Chairperson of the ad hoc working group on the relations between the three organs of UNESCO, at its request, with a view to the endorsement, by the General Conference, of the group's recommendations. The explanatory note lists the various existing UNESCO texts that are impacted by the individual recommendations, and which may need to be amended to reflect the decisions of the General Conference with regard to the recommendations.

The legal implications of the draft recommendations can best be specified once decisions are taken on which recommendations, if any, are accepted, and the precise scope of such recommendations is clearly defined.

PROPOSED RESOLUTION

The General Conference,

1. Recalling 32 C/Resolution 81 by which it requested its President to establish an ad hoc working group whose mandate would be to examine the relations between the three organs of UNESCO, and recommend the most effective means to strengthen the respective roles of the General Conference and the Executive Board, while reflecting on the report of the ad hoc working group (1995-1997) chaired by Mr Torben Krogh (29 C/27), and the contents of document 32 C/20,
2. Having considered document 33 C/17 containing the report and the recommendations of the ad hoc working group, as well as document 33 C/17 Add.2, containing the observations of the Executive Board thereon,
3. Taking note of the debates in Commission I (33 C/...),

I

4. Thanks the President of the 32nd session of the General Conference, Chairperson of the ad hoc working group, as well as the members of the group, for their valuable contribution to the reflections of the General Conference on the relations between the three organs of UNESCO;
5. Endorses the recommendations of the ad hoc working group, with the following observations:

6. Decides to adopt the following action plan for the implementation of the recommendations as endorsed, and requests the General Conference, the Executive Board and the Director-General to ensure, within their respective mandate, adherence to the relevant time line:

7. Requests the Executive Board to take all appropriate steps to ensure effective follow-up action in respect of the implementation of the present resolution;

II

8. Requests the Director-General, in consultation with the President of the General Conference and the Chairperson of the Executive Board, to review the relevant UNESCO texts impacted by the above recommendations as endorsed by the General Conference, and to ensure that they are amended accordingly.



33 C/17 Add.2
28 September 2005
Original: English

Item 6.1 of the provisional agenda

**RECOMMENDATIONS OF THE AD HOC WORKING GROUP
ON RELATIONS BETWEEN THE THREE ORGANS OF UNESCO**

ADDENDUM 2

OUTLINE

Source: 32 C/Resolution 81.

Background: In accordance with 32 C/Resolution 81 (para. 3), the report of the ad hoc working group on the relations between the three organs of UNESCO was presented to the Executive Board at its 171st session.

Purpose: The present document reproduces 171 EX/Decision 21, which contains the comments made by the Executive Board at its 171st session on the ad hoc working group's recommendation.

171 EX/Decision 21

21 Report by the ad hoc working group on relations between the three organs of UNESCO (171 EX/16 and Corr. (English only); 171 EX/61; 171 EX/62; 171 EX/63; 171 EX/64 Part I; 171 EX/65)

The Executive Board,

1. Having examined the final report of the ad hoc working group on relations between the three organs of UNESCO contained in documents 171 EX/16 and Corr.,
2. Having examined also the report of the Special Committee on this item,
3. Thanks the President of the 32nd session of the General Conference, Chairperson of the ad hoc working group, for the presentation of the report of the ad hoc working group to the Special Committee and for the explanations provided at the request of its members;
4. Takes note of the recommendations contained in the report of the ad hoc working group;
5. Recommends that the General Conference, when examining these recommendations, take into consideration the observations and the suggestions made by the Executive Board, as follows:

Comments on the report of the ad hoc working group (171 EX/16 and Corr.)

Recommendations 1, 3 and 4

With reference to the programme management cycle, the opinions were divided. While some Members of the Board underlined the technical advantages possibly afforded by such a cycle – namely the alleviation and improvement of the programming process, the alignment of the length of the Medium-Term Strategy with the new term of office of the Director-General, and the more precise and improved nature of the consultation with Member States – others emphasized its major disadvantages, such as possible difficulties at the national level with regard to a longer-term budgetary commitment, the lack of experience of such a cycle in the United Nations system, and the risk of rendering the programme less flexible and hampering UNESCO's ability to respond effectively to changing needs during its execution. It was recommended that a full debate on the subject take place in the General Conference.

Recommendations 2 and 5

There was a general endorsement of these recommendations.

Recommendation 6

The Executive Board recognized the need for a simpler procedure for the admissibility of draft resolutions, placed directly under the control and responsibility of Member States themselves. In view of the complexity of this recommendation, amendments to the Rules of Procedure of the General Conference would be necessary.

Recommendation 7

While there was general agreement that a reduction of the number of agenda items would be useful for the conduct of business, some Members of the Board recalled that the right of Member States to place items on the agenda should in no way be curtailed. In this connection, it was suggested that the duration of the sessions of the General Conference should be extended.

Recommendations 8 to 12

The Executive Board took note of these recommendations. While generally agreeing with them, the Board would have wished further technical precision as to their implications.

Recommendation 13

No specific views were expressed on this recommendation.

Recommendation 14

Some Members of the Board expressed support for the shortening of the agenda, while others stressed that nothing should pre-empt the right of Member States to place items on the agenda as appropriate. The proposal that a number of agenda items could be identified for “taking note” only by the Executive Board was positively considered.

Recommendations 15 and 16

There was general agreement with the spirit of these recommendations. While the necessity of holding thematic debates was highlighted, opinions were divided as to whether these debates must be held inside or outside the ordinary sessions of the Board.

Recommendation 17

There was a general agreement that the debates on staffing issues could be carried out in a more effective manner. Opinions were divided as regards the systematic holding of private meetings at each session of the Board.

Recommendation 18

This recommendation gave rise to divergent, even opposed views. Some Board Members preferred option A, provided that the duration of the plenary be extended, stressing that it would enable greater participation of small delegations; however, they sought clarification concerning the membership of the expert groups proposed. Others expressed their preference for option B. Yet several other Members favoured the continuation of the present structure.

Recommendation 19

- (i) Bearing in mind the historical background of the Special Committee and its specific mandate and role, many Members of the Board felt that the Committee should be maintained in its present format. Others were in favour of its abolition.
- (ii) Several Members of the Board stressed that the mandate of the NGO Committee could be expanded and strengthened with a view to revitalizing its role. On this issue, the NGO Committee endorsed the conclusions of the ad hoc working group on relations between the three organs of UNESCO.

Paragraphs 43 and 52

There was a divergence of opinions concerning the mandate of the Committee on Conventions and Recommendations (CR) as reflected in paragraph 43 of the report of the ad hoc working group. While many Board Members – including those of the Committee itself – were generally in favour of reinforcing its current mandate on human rights-related issues, and agreed with the proposal that the monitoring of standard-setting texts could, on the other hand, be given higher priority within the Secretariat, others believed that human rights-related issues should not be part of the mandate of the CR Committee. On this issue, the CR Committee endorsed the conclusions of the ad hoc working group on relations between the three organs of UNESCO. Some Members of the Board also felt that the wording in paragraph 43 should have been formulated as a recommendation contained within recommendation 19.

Recommendations 20 and 21

Several Board Members expressed concern that a reduction of the size of the Executive Board would be detrimental to a truly inclusive and democratic decision-making process; others believed that it would enable the Board to fulfil its functions in a more efficient manner.

Recommendation 22

There was general agreement on this recommendation, provided that it would not slow down or jeopardize UNESCO's response in emergency situations, but rather bring additional support to the Director-General's interventions.

Recommendations 23, 24 and 25

These recommendations were generally endorsed. A number of Board Members thought that further clarifications were needed with regard to their concrete implications.

Recommendation 26

The Members of the Executive Board expressed their inability to commit to a concrete time-bound action plan before knowing which kind of measures would actually be approved by the General Conference. They also noted that the report of the ad hoc working group required further deliberations and a negotiation process.