



**MINISTRY: SPORT AND RECREATION
REPUBLIC OF SOUTH AFRICA**

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**President
UNESCO's General Conference**

**For attention: Mr Stanley Mutumba Simataa
Email: GC-Secretariat@unesco.org**

Dear Mr Stanley Mutumba Simataa

EXTERNAL AUDIT REPORT ON THE GOVERNANCE OF UNESCO AND ENTITIES

As agreed in its **38 C/Resolution 101** of the General Conference on the above mentioned matter, I can report that the Intergovernmental Committee for Physical Education and Sport (CIGEPS) did interrogate the external Audit Report and identified concrete measures to improve the governance of CIGEPS.

As Chairperson of CIGEPS I gladly submit these concrete measures to you for consideration by the relevant working group. Also attached is the fact sheet prepared by the Bureau of the Working Group of Governance with the questionnaire duly completed by the CIGEPS Secretariat.

I trust you will find these documents in order and please do not hesitate to inform me should you require any further information

With respect


**Gert C Oosthuizen MP
Deputy Minister of Sport and Recreation SA.
Chairperson: CIGEPS**

Date: 2017/01/18.

PROPOSED RECOMMENDATIONS ON THE IMPROVEMENT OF THE GOVERNANCE OF THE INTERGOVERNMENTAL COMMITTEE FOR PHYSICAL EDUCATION AND SPORT (CIGEPS) BASED ON THE RECOMMENDATIONS OF THE EXTERNAL AUDIT

INTRODUCTION

In November 2013 the General Conference requested that an External Auditor conduct an audit of the governance of UNESCO and entities that are attached to or administered by the Organization. An interim report was submitted to the Executive Board in April 2015.

In its **38 C/Resolution 101** the General Conference invited all intergovernmental programmes, committees and organs of the conventions to discuss the external Audit Report and to identify concrete measures to improve the governance of the entity.

In 2016 the Chairperson of the Intergovernmental Committee for Physical Education and Sport (CIGEPS), together with the Secretariat, interrogated the external Audit Report and identified concrete measures to improve the governance of CIGEPS.

The following recommendations were identified relevant to the work of CIGEPS and where CIGEPS can implement specific actions to improve its governance in line with the report of the external auditor:

Recommendation 3: The External Auditor recommends that the General Conference: (i) delegate the steering and management of the following ten actions to the Bureau of the Executive Board; (ii) to that end, provide the Board with the appropriate means to ensure, after obtaining the opinion of each of the governing bodies, consulted as needed and in the most efficient way, the

adoption, at the 39th session of the General Conference, of a guide to best practices applicable to the whole of UNESCO and its dependent funds, programmes and entities:

3.1 accelerate the shortening of sessions:

Action:

- a) *A prescribed template will be developed for presentations by Member States and Permanent Consultative Council members that will ensure that reports are concise and addressing only relevant issues.*
- b) *Member States will be requested to forward their presentations 7 (seven) days before the meeting to the Secretariat with the aim to avoid time delays when loading presentations on the day of the meeting.*
- c) *A reduced number of participants could assist in the shortening of sessions and therefore CIGEPS will review its membership where possible without losing its effectiveness (see 3.6 c).*
- d) *Documents that were timeously distributed will be discussed without being presented in full to the meeting.*

3.2 group meetings together:

Action:

- a) *CIGEPS will investigate the feasibility of streamlining its activities with that of statutory bodies of the International Convention against Doping in Sport, notable the Bureau of the Convention.*
- b) *The International Convention against Doping in Sport was adopted in 2005 while CIGEPS, established in 1978, already had competence for the fight against doping. Enhanced synergies between their respective secretariats and modest budgets, should be examined.*
- c) *Where possible members of CIGEPS could be responsible for more than one portfolio thus meetings of the different specialist groups could be grouped together.*

d) *It must be realised that the frequency of meetings is stipulated in the Conventions and CIGEPS Statutes would need to be changed, legally, by amending the Conventions concerned.*

3.3 make annual meetings biennial, and biennial meetings quadrennial;

Action:

a) *The ordinary session of CIGEPS is taking place only every two years. CIGEPS will lose its effectiveness if the timeframe between meetings is any longer.*

3.4 make more use of teleconferences;

Action:

a) *CIGEPS already implemented in 2016 an arrangement that the meetings of its Bureau will take place quarterly via a teleconference or as the need arises.*

3.5 convene essential meetings only and finance them through the regular budget;

Action:

a) *The calendar and structure of meeting will be re-examined, taking into account the relatively low level of funding available in the regular budget for CIGEPS sessions.*

3.6 reduce the number of meeting participants;

Action:

a) *The current number of participants in meetings is a source of inefficiency. The logistical cost of these vast assemblies is considerable, even though it is hidden when they are hosted and financed by Member States.*

b) *The membership of CIGEPS is limited to 18 member states as elected by the General Conference and with due consideration of equitable geographical distribution (3 Member States per region). In light of the diversity within the different regions, it is not recommended to further reduce this number.*

- c) *In line with this recommendation CIGEPS has started with a process to review the membership of its Permanent Consultative Council that comprises approximately 35 members.*

3.7 shorten agendas by prioritizing and delegating minor decisions;

Action

- a) *The agenda of meetings are carefully scrutinized by the Chairperson and the Secretariat to ensure an effective and efficient meeting.*
- b) *The Secretariat of CIGEPS will continue to allocate time slots for each agenda item.*
- c) *Briefings for the Chairperson will ensure that discussion points are brought to a conclusion without stifling debates.*
- d) *Where possible decisions will be delegated.*
- e) *If required working groups will be established to do further research or an analysis of a topic. The conduct of these working groups will be done via teleconferences or e-mails.*

3.8 increase the delegation of authority to the bureau;

Action:

- a) *Such delegation will be done on a continuous basis where practically feasible, including notably:*
- (i) *the collection of information in the Member States for the up-dating of the contacts data base of public authorities responsible for physical education and sport;*
- (ii) *the identification and mobilization of Member States' authorities and experts for international meetings and projects initiated by CIGEPS;*
- (iii) *the collection of contributions to documents prepared at the initiative of CIGEPS;*
- (iv) *the solicitation of technical, logistical and financial support for activities initiated by CIGEPS;*

- (v) *the promotion within Member States and regional policy structures and fora of activities initiated by CIGEPS.*

3.9 simplify and improve the dissemination of results;

Action:

- a) *CIGEPS will implement this recommendation on a continuous basis.*
- b) *The effectiveness of a reform also depends on UNESCO's ability to evaluate the results achieved in terms of the many expected results and objectives set by the governing bodies.*

3.10 encourage best practices.

Action:

- a) *In 2017/18 CIGEPS will review its governance documents to ensure that best practices are implemented.*

Recommendation 4: The External Auditor recommends that:

(i) the Secretariat place at the Executive Board's disposal the budget (possibly funded by the resources of the appropriate Special Accounts), experts and services required to establish a draft "guide to best practices in governance" and a concrete implementation plan to be considered by the Executive Board at its autumn 2016 session and for adoption by the General Conference at its 39th session;

Action:

- a) *As indicated CIGEPS will improve its own guiding documents to ensure best practices in governance.*

(ii) the experts to be placed at the Board's disposal should not have had any ties whatsoever to UNESCO over the previous three years, and should ensure balanced representation of the management cultures of the Member States of the General Conference;

(iii) at its autumn 2016 session, the Executive Board have before it a report drawn up by its experts and validated by its Bureau, containing a significant acceleration plan for the implementation of each action listed in the guide, together with indicators of inputs, outputs and expected outcomes that are measurable and relevant regarding the situation as at 31 December 2015;

(iv) the reports preparatory to the adoption of the budget contained in document 39 C/5 clearly identify in detail the effects related to the implementation of the guide to best practices, such as decreased expenditure relating to governing bodies, redeployment of the projected savings with a view to the implementation of the plan, dissemination of the guide, and training for delegation and Organization staff members.

Action:

a) *CIGEPS will investigate.*

Recommendation 7: The External Auditor recommends:

(i) draw up a draft governance code in 2016, under the supervision of the Bureau of the Executive Board, that harmonizes and systematizes the rules of procedure, texts and practices of the governing bodies of all UNESCO universe entities;

Action:

a) *CIGEPS will updating its own governance code no later than in its 2018 Ordinary Session.*

(ii) ensuring that this document is regularly updated through a repertoire of practice prepared by the Secretariat and submitted for approval to the Executive Board;

(iii) adopting the decisions needed to implement this system at the 39th session of the General Conference.

Recommendation 8: The External Auditor recommends:

(i) examining means of introducing a screening system for individual candidates for the offices of chair and vice-chair of governing bodies, based on robust and transparent criteria of competence;

Action:

a) *As part of updating its governance processes in 2017/18, CIGEPS will interrogate the feasibility of developing criteria for members who wish to stand for election to the Bureau.*

b) *Furthermore, CIGEPS will look into the development of an election process with the view to ensure that the best possible candidates are elected to the Bureau and that the election process is transparent and effective. In this regard only members who adhere to the selection criteria and who have been appropriately nominated and seconded will be eligible for election.*

(ii) adopting a resolution to limit the total length of consecutive terms of office (e.g. to four years) for the same delegate in a governing body so that delegates can gain sufficient experience but the bodies can at the same time be periodically renewed;

Action:

a) *CIGEPS Bureau members are elected for a two-year period at each Ordinary Session. A total limit of 6 (six) years for the terms of Bureau members will be proposed.*

(iii) that Member States candidates for a seat on a governing body undertake to nominate a full member or alternate with sufficient experience in that body's field;

(iv) introducing mandatory training for the offices of chair and vice-chair of a governing body, tailored to the experience of the new officers.

Action:

- a) *CIGEPS will consider the implementation of an induction course for elected Bureau members immediately after the meeting during which elections took place.*

Recommendation 10: The External Auditor recommends:

- (i) setting up an ethics committee;
- (ii) adding a section on the ethical conduct of members of governing bodies to the code of governance recommended elsewhere;
- (iii) that the Ethics Office assist the governing bodies, at their request;
- (iv) that public declaration of interest arrangements be put in place for experts assisting governing bodies.

Action:

- a) *In the process of updating its governing principles in 2017/18, CIGEPS will ensure that the issue of the ethical conduct of its members is addressed sufficiently.*

Recommendation 11: The External Auditor recommends: (i) strengthening oversight of risk management, under the control of the General Conference and within a framework defined by the General Conference, (ii) delegating oversight of risk management to the Executive Board or an independent audit committee; and (iii) that the arrangements put in place and the progress made be reported on to the General Conference at its 39th session.

Action:

- a) *UNESCO's governing bodies have set up many tools to prevent the risks of corruption and fight fraud, for the benefit of the actions and programmes they supervise.*
- b) *An international policy framework is in place to address corruption in sport and the manipulation of sporting competition as part of a follow-up to the fifth International Conference of Ministers and Seniors Officials Responsible for Physical Education and Sport (MINEPS V).*

c) *As part of its planning process in 2017 CIGEPS will also look at the development of a risk management plan with proposed actions to mitigate identified risks.*

Recommendation 13: The External Auditor recommends that the General Conference:

(i) approve the draft medium- and long-term strategic plans concerning resources, especially IT resources, the organization and methods of the Organization, and in general, structural investments;

Action:

- a) *To streamline its activities and to ensure that CIGEPS addresses all areas of its responsibility as outlined in the strategic plan of UNESCO as well as the critical performance areas as captured in the International Charter of Physical Education, Physical Activity and Sport, CIGEPS will start to develop its own strategic plan in 2017/18. This plan will have a focused approach that will capture the strategic goals of CIGEPS for the next five years.*
- b) *The monitoring and evaluation of the successful implementation of the strategic plan will be done biannually.*

(ii) delegate to the Executive Board the annual review of these plans, their budgets, and input, output and outcome indicators.

FACT SHEET

QUESTIONNAIRE TO BE FILLED OUT BY THE SECRETARIATS OF UNESCO'S INTERNATIONAL AND INTERGOVERNMENTAL BODIES

1. Committee/Institute/Convention/Commission/Programme: Intergovernmental Committee for Physical Education and Sport (CIGEPS)

a. Mandate and objectives

- (i) *reduction of the disparities, inequalities and imbalances between the nations and the regions of the world;*
- (ii) *safeguarding of the ethical values of sport;*
- (iii) *development of physical education and sport in the context of formal and informal education systems and within the process of lifelong education;*
- (iv) *upgrading of the functions of sport to promote development and peace, the rights of persons with disabilities, the preservation of culture and traditional sports and games, gender equality and social integration and the fight against racism.*

b. Do you have specific goals for the work foreseen in the current biennium?

- (i) *Support the preparations of and follow-up to the Sixth International Conference of Ministers and Senior Officials Responsible for Physical Education and Sport, MINEPS VI.*
- (ii) *Review of the statutes and governance.*

c. Number of members and length of mandate periods for members

CIGEPS: 18 members (Member States) elected for a renewable four-years term.

Permanent Consultative Council (PCC): 33 members (UN bodies, IGOs, NGOs) approved by CIGEPS for a renewable four-years term.

d. Are the members organized by electoral groups?

Yes: 3 members per region.

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- e. Intergovernmental or personal capacity/expert capacity of members

CIGEPS members represent their governments, notably national sport authorities.

PCC members represent their institutions.

No member in a personal capacity.

- f. Have chairperson or/and Members States received introduction to the work and working methods?

A detailed scenario is provided to the Chairperson before each session.

No general introduction was provided.

- g. Are Observers authorized to participate and/or take the floor?

Yes. PCC members take part in joint session but have no right to vote. Other observers from other Member States or institutions can participate upon request.

- h. Meeting frequency and length

Ordinary sessions: Every two years and not more than two days.

Extra-ordinary sessions: Only when a specific need arises where the input of all the members are required. Since 2013 such an extra-ordinary session was held every two years and not longer than two days.

- i. How many languages are interpreted during the meetings?

English and French.

- j. Where do the meetings take place?

Typically, at UNESCO Headquarters.

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Thanks to offers from Member States and the International Olympic Committee (IOC), only one of the yearly sessions since 2012 was organized at UNESCO Headquarters – 2012: Switzerland (IOC Headquarters); 2013: Azerbaijan; 2014 UNESCO Headquarters; 2015: IOC Headquarters; 2016: Monaco.

- k. Overall budget, including corresponding funding sources broken down as follows:

	RP	Other sources
Organizing meetings	15,000 € (<i>interpretation, translation</i>)	<i>Host countries / institutions</i>
Operational activities	<i>n.a.</i>	
UNESCO staff (approximate budget in lump sum)	6000 €	

2. Bureau (if any)

- a. Number of members, mandate period, number of times for possible reelection

Six members (one chair, five vice-chairs) representing the regional electoral groups.

Elected at each ordinary session for a two-year period.

No statutory limitations with respect to re-election.

- b. Intergovernmental or personal capacity/expert capacity?

As per statutes, all bureau members represent their governments.

De facto, the chair, while representing his/her government, is often elected for his/her personal skills.

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c. Meetings frequency and length

No physical meetings; irregular 30 mins. to 1 hour phone meetings.

d. Are observers allowed to participate and/or speak?

Yes.

e. Interpretation during the meetings?

No.

f. How many languages interpreted during the meetings?

n.a.

g. Where do the meetings take place?

No physical meetings yet.

h. Are minutes of the meetings of the Bureau prepared? Are the minutes distributed and to whom?

Yes. Distributed amongst Bureau members.

3. Rules of procedure

a. Who adopts the rules of procedure?

CIGEPS.

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b. Preparation of meeting

- i. Who decides agenda? *CIGEPS upon proposal/provisional agenda by Secretariat*
- ii. When are documents sent out? *Four weeks in advance of sessions*
- iii. Are they sent out in paper form? *No – electronic only; hard copy hand-outs during session*
- iv. Can you opt out of receiving printed documents? *n.a.*
- v. Who decides the timetable? *CIGEPS upon proposal/provisional timetable by Secretariat*
- vi. Who convenes the meeting? *Secretariat*
- vii. Do you open up for video meetings? *In principle possible but not yet practiced*
- viii. Can there be extraordinary sessions? *Yes*
 - i. If yes: how? *Upon initiative by Secretariat or members*
- ix. Do you appoint sub groups or sub committees? *Not recently*
 - i. If so for what duration and for which tasks?
n.a.

c. Decision-making

- i. Who prepare draft decisions? *Secretariat*
- ii. Until when can member states suggest new draft decision or amendments? *Until adoption*
- iii. Are observers allowed to participate and/or speak? *Yes*
- iv. How are decisions adopted? *By consensus /acclamation*

4. **Relation to General Conference and Executive Board and to other intergovernmental organs**

- a. Do you formally submit proposals for the program and budget of UNESCO (C/5)? *No*
 - a. If yes, how? *n.a.*
- b. How do you follow-up the General Conference's resolutions? *Inclusion in session agenda and/or report by Secretariat at session when appropriate.*
- c. Do you give input to the Executive Board in your field of competence? *Yes*
- d. Do you report on your activities to the General Conference and/or to the Executive Board more than once during each four year programme period? *Yes – REP document for each GC session.*
- e. How do you follow-up the Executive Board decisions? *Inclusion in session agenda and/or report by Secretariat at session when appropriate.*

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- f. Does a specific framework exist to collaborate with other international and intergovernmental bodies? *Yes - members of the Permanent Consultative Council of CIGEPS comprise IGOs (e.g. UNOSDP, UNDP, WHO, UNICEF, UNEP, UN Women, Commonwealth, Council of Europe) and major international sports federations, as well as international NGOs.*

5. Any others comments regarding the governance of international and intergovernmental bodies

It is difficult to find voluntary Bureau members. Hence, requesting more responsibilities for Bureau members is a challenge.

6. Please provide the reference and if possible hyperlink to the relevant statutory documents, including General Conference Resolutions establishing the bodies and relevant Executive Board decisions

[Resolution 20C/1.5-4.3](#) – Adoption of Statutes of CIGEPS

[Resolution 36C/35](#) – Revision of the Statutes of CIGEPS (2011)

[38C/REP 17](#) – Report on CIGEPS Activities 2014-2015